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**Tourism Development And Marketing Strategies
For The Northwest Territories - Volume I
Type of Study: Plans/strategies Tourism,
Tourism Development And Marketing Strategies
For T**

Date of Report: 1979

Author: Outcrop Ltd.

Catalogue Number: 11-43-2

11-43-2

TOURISM DEVELOPMENT AND MARKETING
STRATEGIES FOR THE
NORTHWEST TERRITORIES

PREPARED FOR

THE TOURISM STEERING COMMITTEE/
ECONOMIC DEVELOPMENT AND TOURISM
GOVERNMENT OF NORTHWEST TERRITORIES

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MAY, 1979.

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CHAPTER I

INTRODUCTION

TOURISM IS IMPORTANT

In Canada the tourism industry is considered to be one of the largest employers. It is estimated that more than one million jobs are directly or indirectly dependent on it and that it generates income of \$11 billion a year for Canadians. It is the world's fastest growing industry, and by the year 2000 could become the most important single economic activity.

While the tourism industry in the N.W.T. is comparatively small, it is still important relative to its internal economy. It isn't possible to determine accurately how many N.W.T. residents are employed in the industry nor are hard figures available to show the industry's contribution to the economy of the Territories. The following estimates show that tourism, even though it is still a small industry, is an important employment industry to the N.W.T.

TABLE 1

ESTIMATES OF NUMBER EMPLOYED DIRECTLY IN TOURISM (1979)

<u>TYPE OF FACILITY</u>	<u>NUMBER OF FACILITIES</u>	<u>ESTIMATED FULL TIME EMPLOYEES/PART TIME INCLUDED</u>		
Hotel /Motel	50	166	/	257
Lodges	46	159	/	212
Outfitters	43	43	/	86
<u>TOTAL :</u>	<u>139</u>	<u>368</u>	<u>/</u>	<u>555</u>

These figures represent (approximately) those directly employed in tourism; they do not even include the many other types of businesses involved in the industry such as restaurants, service stations, taxis, bus services, air carriers, craft outlets and other retail stores, etc. If all the employees in these types of operations were included in the figure, it is likely that the number employed in tourism would be ten times as great.

It was estimated there were 115,300 non-resident visitors to the **N.W.T.** in 1979. A visitor is defined as anyone traveling away from home 25 miles or more. Thus both business and pleasure **travelers** are included. In 1979, the average expenditure of pleasure travelers was \$682. If business travelers spent only half that amount, the total contribution to tourism by all visitors was almost 50 million dollars. These were all new dollars to the Territories.

These figures do not even include **intraterritorial** travelers of which there is a great deal of activity. Most of the resident travel is business or government travel. But there is also a **considerable** amount of pleasure travel, particularly among short-term residents (e.g. teachers) and the native **people** visiting friends and relatives in other **communities**. Resident travel results in the recycling of existing dollars that may have left the **N.W.T.** It is argued that a recycled dollar is often as or even more valuable than a new dollar.

Tourism provides employment and entrepreneurial opportunities. It also contributes to the tax base and thus supports a variety of government programs, not related to tourism.

Compared to other existing and potential industries (fisheries, logging, mining, and oil/gas), tourism offers the greatest employment growth factor in the long-term. It is a labour intensive industry, requiring large numbers of personnel. While oil, gas and mining create an initial high employment factor, after the facilities are in place the number of employees required tends to be minimal. Fishing and logging is limiting because of location and the amount of employment generated

is not large. **Also**, the slow regeneration of the timber and fish resources requires that harvesting be restricted to prevent depletion.

In addition to the economic benefits, tourism can provide social benefits. More recreational opportunities are available to residents than would be available if tourism did not exist. The interaction between residents and visitors often results in the resident taking more pride in their community and their heritage. Tourism can also act as the stimulus to maintain cultural activities which otherwise would have been forgotten and lost forever.

It is not being suggested that efforts to develop other industries should not be encouraged. Nor that tourism can solve all the social problems in the North. It is, however, important to recognize the significance of the tourism industry today and the potential it offers for the future. If the **N.W.T.** ever hopes to have a strong economy, tourism is the one industry that offers both good financial return and high employment. It should be a high priority in government activities as well as with the private sector.

This report has been prepared to direct both government and private sector activities in future tourism development and marketing. It details the strategy for development and marketing and recommends an organizational structure. It is meant to provide general **N.W.T.**-wide directions for tourism development.

Furthermore work has been done to identify specific **development** needs and opportunities for different areas. These findings comprise an 'Action Plan' report which identifies who does what, when and the source of either the financial or human resources to be used.

A separate appendices report was prepared to provide the background data and information. The report, entitled "*Analysis of*

Background Information, Appendices for the Northwest Territories Tourism Strategy," details the existing resources and identifies the problems and their implications for future tourism development.

The preparation of this report at this time was important. Increasingly more provinces are planning for tourism development. The competition for markets is increasing. At the same time, many provinces are simply adopting strategies that other provincial jurisdictions have identified. As a result, many parts of Canada are not being developed creatively or uniquely.

The strategy for tourism in the N.W.T. is like no other strategy in the nation. The resources and problems dictated that the Northwest Territories could not hope to compete unless it was developed so uniquely from any other area in Canada. Many valuable and unique resources exist; these are the foundation for the **strategy**.

SUMMARY OF THE N.W. T.
TOURISM DEVELOPMENT AND MARKETING STRATEGIES
RECOMMENDED ORGANIZATIONAL STRUCTURE AND
PROPOSED ACTION PLAN

In May of 1979, Balmer, Crapo & Associates and their associates, Outcrop Ltd. and Qaivvik Ltd. ,were commissioned to prepare a Travel Industry Strategy and Action Plan For The Northwest Territories. Three reports have been produced: a preliminary report 'Analysis of Background Information, Appendices for the Northwest Territories Tourism Strategy' investigates and analyses the existing tourism resources and current and **potent**al markets. The main document 'Tourism Development and Marketing Strategies for the Northwest Territories' presents the **recommended** strategy on how the **Territor**es should be developed. Marketing directions and programs are detailed and the proposed tourism industry organizational structure is described. The 'Action Plan For Tourism' is the third report. This document contains **descriptions of** the various programs required, the agencies responsible for implementation, timing and budget requirements. The functions of the different tourism agencies and associations are also outlined and prioritized. The following discussion is a summary of the conclusions and recommendations from these three reports.

CHAPTER II

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The Northwest Territories has the potential to become a significant tourism destination area with international recognition. It was assumed when undertaking this investigation that tourism is a desirable industry for the North. To date, however, it has been given little recognition. **If the N.W.T.** is serious about tourism (and from the examination of the benefits it can offer the North it should be), then it requires more time and interest from government and the people.

There are many resources that offer potential but there are also many problems which need to be addressed.

TOURISM RESOURCES

The **N.W.T.** has many resources which offer tremendous potential for tourism. Little development has occurred and yet people are already coming to view and participate in them. The uniqueness of the natural resources - tundra, icecaps, location, wild flowers, wildlife, etc., places the **N.W.T.** in a very competitive position in the international marketplace. The cultural resources, if developed properly, could be the greatest tourism resource for the Territories.

The facilities to service visitors such as accommodation and restaurants are generally of a poor quality and high priced. The markets to the **N.W.T.** will be willing to and expect to pay higher prices, however they want value for their expenditures. Many of the tourism facilities are not offering this. Information services are another problem area. Information services are practically non-existent, resulting in most visitors not being aware of the attractions and thus not staying long nor spending as much.

Table II-1 details realities or problems confronting the tourism industry. It **also** outlines the implications for tourism and what steps are required to improve the situation.

TABLE II- I

A SUMMARY OF PROBLEMS AND THEIR IMPLICATIONS
FOR TOURISM IN THE N.W.T.

REALITIES	IMPLICATIONS	METHODS OF IMPROVEMENT
'Small resident population - A <i>continuing</i> relatively <i>small</i> future population	<ul style="list-style-type: none"> • Few capable trained staff • Small 'pool' of potential resident users of opportunities 	<ul style="list-style-type: none"> ● Training programs for residents ● Utilize non-resident staff
'Dispersed resident population - <i>Continuing in future</i>	<ul style="list-style-type: none"> ● Activities involving co-ordination are difficult (expensive) because of travel costs 	<ul style="list-style-type: none"> ● Use regional approach to accomplish activities
'Travel markets are distant	<ul style="list-style-type: none"> ● Transportation to the N.W.T. will continue to be a major proportion of the total trip costs ● Air transportation is a key variable in the future of N.W.T. tourism ● Because the N.W.T. is distant and unique, it has appeal for those travelers seeking unique travel experiences ● Usually one trip in a lifetime ('one shot' visits) 	<ul style="list-style-type: none"> ● Service special interest market groups where cost of travel is not a limitation ● Encourage more coordination between air carriers and ensure they provide good service and a quality experience to their passengers ● Promote different experiences, opportunities available to visitors while in the N.W.T.
'Information about the current status of the tourism industry segments is virtually non-existent; e.g., number of visitors, expenditures, length of stay	<ul style="list-style-type: none"> ● Difficult to assess the tourism industry's current status, evolving trends, and the success of tourism-related programs 	<ul style="list-style-type: none"> ● Simple indicators must be measured and information must be redistributed quickly

TABLE II-I
(continued)

REALITIES	IMPLICATIONS	METHODS OF IMPROVEMENT
<p>'visitors are not prepared for northern conditions; e.g., incorrect expectations</p>	<ul style="list-style-type: none"> ● Some visitors are disappointed because the area they are visiting does not have all of the features they have expected from the 'north' ● No one describes <u>why</u> the conditions are as they are; i.e., there are reasons for the conditions and deficiencies are more readily accepted if the reasons are outlined 	<ul style="list-style-type: none"> ● Better pre-trip information and an efficient information distribution system ● Explanatory information distribution en-<u>route</u> to the N.W.T. ● Tourism information focus in communities. Need for coordinator in the community
<p>'Business practices are not usually efficient; e.g., many meetings, few actual products (output doesn't equate with time and energy input) and appear to lack objectives</p>	<ul style="list-style-type: none"> ● Tourism operators are frequently 'run off their feet', but there is little evidence of the time and energy commitment -What are the objectives? -priorities? ● Few operations offer staff training programs 	<ul style="list-style-type: none"> ● Opportunities to improve business practices must be made available: <ul style="list-style-type: none"> ● management procedures ● marketing ● staff training and management ● workshops, courses
<p>'Insufficient cooperation among tourist operators "individual" emphasis ○ critical rather than reinforcing · 'pioneer' or ● lack of understanding of role or steps to criticize instead of assisting</p>	<ul style="list-style-type: none"> ● Fragmented industry ● Wasting human and financial resources on competing among themselves-same dollars if pooled cooperatively would be more effective 	<ul style="list-style-type: none"> ● Existing industry organization(s) should offer benefits to its members making it worthwhile for all tourism operators to join

TABLE II-I
(continued)

REALITIES	IMPLICATIONS	METHODS OF IMPROVEMENT
<p>'General lack of understanding of tourism, how it how it works, benefits</p>	<ul style="list-style-type: none"> ● Given low priority by government ● Operators providing poor facilities and services ● Native people hesitant to allow development; many opportunities being lost 	<ul style="list-style-type: none"> ● Awareness campaign to inform both residents and people in the industry of the benefits of tourism and what tourism entails ● Distribution of this and similar reports to all existing and potential operators
<p>'Monopoly situation has destroyed entrepreneurial objectives</p> <p>o monopoly situation reinforced by government regulation</p> <p>operators not interested in expanding</p>	<ul style="list-style-type: none"> ● Incentives to upgrade or expand operations (usual ly through competition) are not present in monopoly situation; thus operations not responding to potential demand and are being allowed to make a good living even though providing a poor service ● Not being forced to respond to needs of the N.W.T. in general; i.e., employment and a year round industry 	<ul style="list-style-type: none"> ● Reinforce monopoly when operator is providing a good service and quality experience ● Remove monopoly position if operator is poor and is not responding to the needs of the N.W.T. and the industry

Tourism in the Northwest Territories should capitalize on and support those operations/facilities that are working well. Generally the fishing lodges and outfitting services offer an excellent travel experience. Tour packages have also been successful. It has been largely through their efforts that the number of pleasure travelers have increased **over** the last five years. They should be encouraged to develop new packages for the **summer** months but also for other times of the year. The air service into and within the **N.W.T.** is a definite asset. Considering the population it serves and the volume of passenger traffic, the **N.W.T.** has excellent air service.

MARKETS(NON-RESIDENT)

The **N.W.T.** has not even begun to tap its potential markets. The current appeal, however, is very limited. Business travelers represent almost eighty (80%) percent of the total visitors. The pleasure travel market is limited primarily to "visiting friends and relatives" travelers, fishermen, and package tour visitors. Only a small percentage of visitors are sightseeing extensively **or** participating in outdoor activities such as hunting, canoeing, or climbing.

The western area of the Territories receives the largest number of visitors. The Baffin area receives around ten percent of the visitors and has been the area to experience the greatest growth in tourism. Other areas receive very few pleasure travelers.

Visitor satisfaction within the **N.W.T.** has generally been high. There is however, the need to provide more attractions/activities in the communities so that visitors will stay longer in the area and will spend more money. In **addition**, visitors are uninformed as to what to expect. Many expect to see ice, igloos and **eskimos** when they get off the plane in **Yellowknife**. An educational program directed at visitors is needed.

LAND CLAIMS

The land claims issue is at the forefront of everyone's mind. The uncertainty

as to the implications for all development has resulted in practically a 'no growth' situation in the N.W.T. Many residents of the North have adopted a very pessimistic attitude and this is reflected in their approach to tourism and tourism development.

The opportunities for tourism in the N.W.T. are numerous. However, every opportunity has a time component. The development of a prosperous tourism industry can't wait for the land claims to be settled, nor does it need to. Tourism tends to be focused in communities. This is where new development is needed and where the majority of development should occur. **New activities, suggested** in this report, to take place outside of the communities generally require minimal physical development and thus a 'paralyzed' land lease system does not stop development. New lodge developments are affected the most by the unsettled land claims. Government and the private sector must support good proposals to ensure that the development is approved. **If** native lands are affected, a partnership relationship should be established between the parties involved so that a suitable agreement can be reached by all.

GOALS FOR TOURISM

The suggested strategy is based on a set of broad goals for tourism. These are: to optimize the contribution of tourism to the economic development of the N.W.T. ; to develop and maintain a healthy and profitable tourism industry; and to improve social conditions in the Northwest Territories through tourism. The development and marketing strategies were formulated in accordance with these goals.

SELECTED POSITIONING OF THE N.W.T.

IN THE MARKETPLACE

The Northwest Territories should be positioned as a year-round travel area providing varied and uniquely 'northern' travel experiences. Its appeal should be based on the fact that it is the 'true North' and that only a few have travelled within its borders. It is a vast, undeveloped territory offering numerous **opportunities** for **exploring** and **discovery**. The experiences offered **will** be of a **specialized** nature and visitors will receive personalized attention. The travel

experience should relate to 'learning' and 'participating in new and different types of activities', and 'living-in' and 'discovering' the unique resources of the land and its people. In addition, the positioning should be to develop and market 'Six Arctics', each offering different travel experiences and activities, and in different settings. The Six Arctics identified are: Eastern Arctic, **Keewatin** Arctic, High Arctic, Coastal Arctic, Western Arctic and Southern Arctic (refer to Figure II-1).

THE DEVELOPMENT STRATEGY

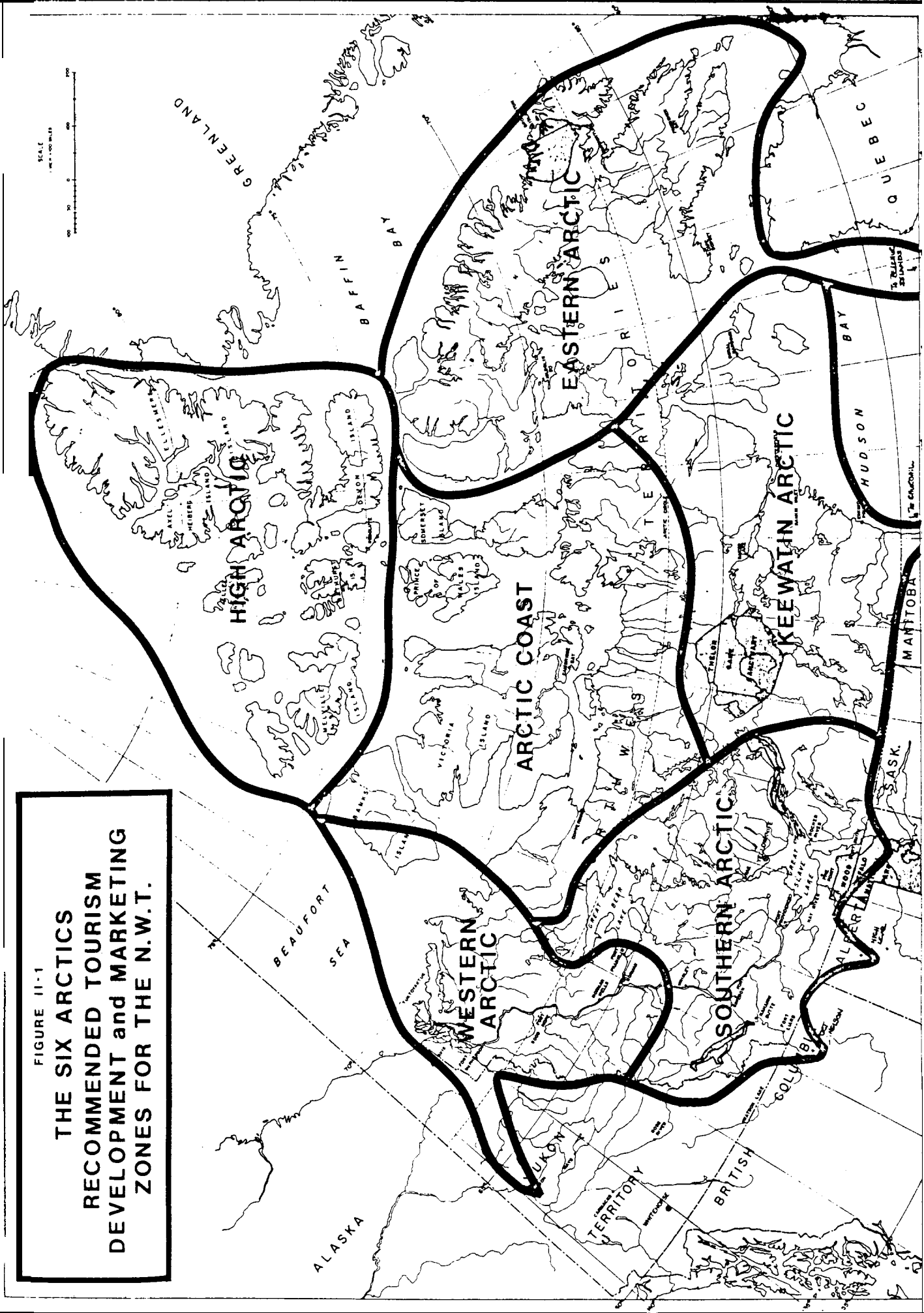
Tourism development in the **N.W.T.** should be implemented at a slow rate of growth as opposed to a great deal of major development in a short time span. Emphasis in the short term should be on upgrading existing facilities and attractions, and the development of a series of small scale new attractions. A few medium to large scale attractions/facilities need to be developed in each region/zone to act as models of good operations and to stimulate new interest in the industry. All development activity should strive to diversify the appeal of the **N.W.T.**, to provide a year-round tourism industry and to create and reinforce the 'Six Arctics'.

SPECIFIC DEVELOPMENT NEEDS AND OPPORTUNITIES

Several forms of development are recommended, involving new construction, diversification, expansion and upgrading. Better quality accommodation is needed. A 'first-class' hotel with several amenities (e.g., saunas, pool, pub, lounge, fine dining facilities and other recreation activities) is missing in the **N.W.T.** Potential for more fishing lodge also exists. Cultural events and performing groups are potential opportunities which can be offered year round. Attractions which interpret the natural, historical and cultural resources need to be developed. These can include photography tours, whale hunts, trapline tours, development of museums and historical sites or packages where visitors can live with a native family.

FIGURE II-1

**THE SIX ARCTICS
RECOMMENDED TOURISM
DEVELOPMENT and MARKETING
ZONES FOR THE N.W.T.**



More information centres in airports and road entrances need to be developed. Existing centres need to be relocated and upgraded. All communities interested in tourism need to address beautification. Entrance way development to set the theme is important. Regular clean-up programs should be implemented. Landscaping of public areas and upgrading of walkways are just a few activities communities should undertake. There are numerous opportunities for more local tour operations including road, boat and air tours. A specialty restaurant serving native foods is also a potential development opportunity for a community.

THE MARKETING STRATEGY

Resources available for tourism marketing are limited. Thus the 'rifle' approach should be used, rather than aimlessly directing efforts at geographic markets. Marketing efforts should be placed on those activities/experiences unique to the **N.W.T.** Promotion should be finely directed at special interest groups, clubs, agencies which are interested in the products the **N.W.T.** has to offer. In the short term, priority should be given to experiences which can be offered in the **non-summer** months. All marketing activity should also incorporate the Six Arctics. Packaging should be the major marketing approach for the **N.W.T.** Both predesigned packaging and assembling packages specifically for a group or agency should be developed and promoted.

TARGET MARKETS

Several new markets are recommended for the **N.W.T.** These were identified because they will allow control of and distribution of visitors throughout the Territories. Markets identified include specialized interest groups, organized group tour markets, small conventions/conferences, the incentive travel market and combined business and pleasure travelers. Thus, the emphasis is on small numbers with specific interests.

Specialized interest groups includes a number of market segments. Types of markets for which the **N.W.T.** should have appeal are rock hounds, mountain climbers, photography buffs, bird watchers, biology clubs, arts and craft guilds,

specialty hunters, history buffs, canoeists, cultural groups and many more.

INDUSTRY ORGANIZATION

To implement these strategies and development recommendations, a strong effective industry will be required. The characteristics of the industry in the Northwest Territories dictates the need for a unique organizational structure - one that enhances a close cooperative relationship among **all** the groups and agencies of the tourism industry.

The recommended structure is composed of a joint private sector/government tourism Federation to be the major coordinating body responsible for policy and distribution of financial assistance; a stronger, program oriented, Travel Industry Association; six zone associations actively involved in programs specific to each zone; and the Department of Economic Development and Tourism responsible for coordination, regulation and research.

It is recommended that the title 'Travel Arctic' be transferred to the tourism Federation. The Federation should be responsible for setting policy for all the agencies/organizations involved, **co-ordinating all** tourism activities, monitoring the effectiveness and productivity of those groups receiving funding and eventually distributing funds. The Federation should be comprised of sixteen representatives:

- . **Chairman** - Minister of Economic Development and Tourism or Designated Representative (1)
- . Chief of Tourism and Parks (**GNWT**) (1)
- . President and Executive Director of **T.I.A.** (2)
- . Zone/Sub-Zone Travel Association Executive Directors (6)
- . **N.W.T.** Association of Municipalities (1)
- . **Native** Association Representatives (4)
- . **Canadian** Government Office of Tourism (1)

It is also recommended that a representative from the Federal Department of Indian and Northern Development (**DIAND**) sit on the Federation as a non-voting **ex-officio** member. The Federation would not have a full time staff but as a committee would meet three to four times a year.

In addition, because tourism is so important to the N.W.T., the industry strongly feels a ministerial committee on tourism is needed. This ministerial committee could be responsible for distribution of funds to the various members of the Federation and other actors/associations involved in tourism.

The Travel Industry Association (T. I.A.) would be the agency responsible for marketing and development. In addition they should be the lobbying body for the entire industry, have major input into all planning and manpower training programs and be responsible for **communications**. The T.I.A. should **also** take over the responsibility of operating information centres.

It is recommended that six (6) zone associations be established. The zone associations should incorporate the development/marketing zones. In two of the development/marketing zones (High Arctic and Arctic Coast) there are few operators. Therefore it is suggested that the High Arctic be organized with the Arctic Coast. The Southern Arctic Zone should also be comprised of two sub-zone associations - Yellowknife and Area, and the Fort Smith-Hay River-Fort Simpson sub-zone. To make these zone and sub-zone associations function, a full time staff person is required in each. The zone associations should be involved in promotion and development of packages for the zone. Assistance to developers should be provided. These associations would also represent the interests of the zone to the Federation.

The Department of Economic Development and Tourism would no longer contain a body known as TravelArctic but rather be one component of the tourism Federation - TravelArctic. Within the department, the tourism functions should be research, planning (both development and marketing) and regulation. It should also be responsible for co-ordination of the various government programs (Territorial and Federal) impacting on tourism.

CHAPTER III

GOALS FOR TOURISM IN THE NORTHWEST TERRITORIES

Although tourism goals are usually defined in economic terms, it is essential that we recognize that tourism is a social experience. That is, the basis of a "healthy" tourism industry rests on providing quality experiences for individuals. If visitors are not happy with their travel experience, they tell others and a bad reputation is established. **In order** for any tourism goals to be achieved, an essential condition is that visitors must enjoy themselves in all segments of the travel experience.

Recognizing this condition, specific goals can be identified for tourism in the **N.W.T.** These goals fall into three groupings . . . Economic Benefits, Tourism Industry Efficiency and Recreational/Social **Benefits.**

ECONOMIC BENEFITS

1. To optimize the contribution of tourism to the economic development of the Northwest Territories.

SPECIFICALLY:

- 1-1 To increase employment opportunities in tourism for northern residents.
- 1-2 To increase the number of entrepreneurial opportunities in **tourism.as** well as to increase northern equity participation in the tourism industry.
- 1-3 To increase the prominence of the travel industry in the **N.W.T.**
- 1-4 To increase the diversity and stability of community economies through tourism

OBJECTIVES

- 1-A To increase the number of visitors to the **N.W.T.**

- 1-B To increase the average length of stay in the **N.W.T.**
- 1-C To expand the travel season so that tourism is a year-round industry.
- 1-D To increase per capita **traveller** expenditures.
- 1-E To maintain the integrity of the natural environment through the concentration of relatively intensive developments in existing centres.

TOURISM INDUSTRY EFFICIENCY

2. To develop and maintain a "healthy" and profitable tourism industry in the Northwest Territories.

SPECIFICALLY".

- 2-1 To increase the efficiency of individual tourist operations.
- 2-2 To increase cooperation among all segments of the tourism/travel industry.
- 2-3 To promote rational growth of the tourism industry while expanding the **N.W.T.'s** competitive advantages with other tourism destination areas.

OBJECTIVES

- 2-A To increase supply and improve and upgrade **exist-**ing travel /recreation opportunities.
- 2-B To develop an integrated system of facilities, attractions and events.
- 2-C To develop and promote those features (natural, historical, cultural, industrial) which are unique and have national or international appeal.

RECREATIONAL/SOCIAL BENEFITS

3. To improve social conditions in the Northwest Territories through tourism.

SPECIFICALLY:-

- 3-1 To increase the supply and variety of recreational / tourism opportunities and services in the N.W.T., available to residents and visitors alike.
- 3-2 To improve the communities for visitors and residents.

OBJECTIVES

- 3-A To stimulate pride in the "Northern Heritage" and culture through tourism.
- 3-B To maintain and enhance the cultures of the Indian and Inuit population in the N.W.T. through the development of cultural attractions and events.

CHAPTER IV

THE TOURISM DEVELOPMENT STRATEGY FOR THE N. W. T.

A. TOURISM DEVELOPMENT GOALS AND OBJECTIVES

Tourism development goals are determined by assessing **the** overall tourism goals and identifying which goals are best achieved by development or marketing, or the combination of both. Those goals which entail development are then translated into specific development goals. Tourism Development **Goals** and Objectives identified for the Northwest Territories are:

GOAL 1 : TO INCREASE THE NUMBER OF VISITORS TO THE NORTHWEST TERRITORIES

Objective: 1-1 To develop new and better tourism attractions and facilities to **appeal** to new markets and increase the size of existing markets.

1-2 To promote the provision of a convenient and competitively priced transportation system.

GOAL 2 : TO INCREASE THE AVERAGE LENGTH OF STAY IN THE NORTHWEST TERRITORIES

Objective: 2-1 To develop additional travel/recreation opportunities associated with the major activities of destination travelers.

2-2 To develop travel packages using existing and new attractions and services which have longer durations than the current length of stay.

2-3 To locate attractions/services convenient to highway traffic and/or air traffic.

GOAL 3 : TO EXPAND THE TRAVEL SEASON SO THAT TOURISM IS A YEAR ROUND INDUSTRY

Objective: 3-1 To develop attractions and activities which can be experienced year round independent of season.

3-2 To develop a series of attractions and activities of which some can be experienced in the various seasons of the year (capitalizing on the different seasons).

3-3 To develop different packages for each season or which can be sold throughout the year.

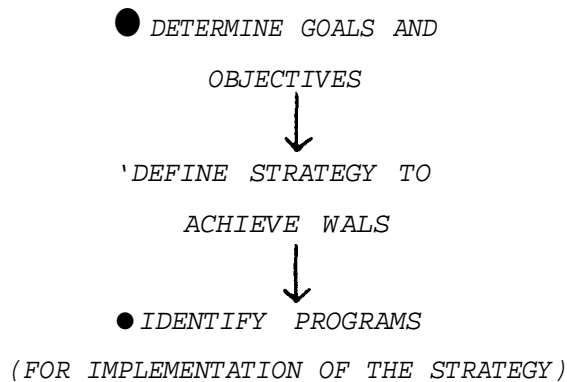
GOAL 4 : **TO INCREASE PER CAPITA TRAVELLER EXPENDITURES**

Objective: 4-1 To provide more opportunities to spend money within the Northwest Territories through the provision of more attractions, events, crafts, and souvenirs.

4-2 To develop more and new packages which include more attractions and activities and increase length of stay.

B. ALTERNATIVE TOURISM DEVELOPMENT STRATEGIES

The goals and objectives set targets for what tourism development should achieve. The strategy deals with how development should occur and leads to the defining of what should be developed.



There are alternative ways or strategies in which tourism development could occur. For the Northwest Territories three alternatives were addressed:

- i) major, large scale development in a few locations;
- ii) no development in the short term; wait for other industrial activity to stimulate the industry;
- iii) development of human resources and series of small scale attractions and facilities.

The implication of the first alternative, "major, large scale developments in a few locations," is that these developments would have to occur in or near the larger centres to provide staff and larger jet air service. The advantages of this alternative are:

- it would have larger market appeal than currently exists;
- it would provide a relatively large amount of jobs in a few areas; and

. a change in the travel industry make-up would be realized fairly quickly.

The disadvantages of this alternative are as follows:

- the developments would be highly dependent on government subsidization, as currently there are few large-scale investors interested in the north;
- the population is small and dispersed throughout the Northwest Territories; only the larger **centres** would receive the employment benefits;
- . large scale developments require a great deal of expertise; this strategy would be highly dependent on expertise from outside the Northwest Territories to develop and manage the facilities; and
- generally residents of the Northwest Territories expressed that large-scale developments are undesirable.

The second alternative, "wait for other industrial activity to stimulate the travel industry," implies that the travel industry would be highly dependent on the commercial/business travel in the short-term. The pleasure **traveller** would be a low priority market group. Many of the operators in the industry are currently following this alternative strategy.

The advantages are:

- no capital investment from the private sector is required in the current slump; waiting until the economy picks up, investment money will be more readily available;
- . the status of land c" aims settlements might be farther along; and

- . by concentrating on the commercial market, limited promotion is required.

The disadvantages to this alternative strategy are **obvious:**

- . it does not address **immediate** problems of unemployment and declining size of the travel markets (both business and pleasure);
- . the commercial/business market is declining currently and it also tends to fluctuate so greatly that tourism operators only serving this clientele are constantly going in and out of business; and
- . many operations in the Northwest Territories could fail before other industrial activities are set up and running.

'Development of the human resources and a series of small scale attractions and facilities' was the third alternative identified. This strategy places equal importance on the development of the resident population so they can be actively involved in the industry. It also promotes slow growth in the physical development of the industry.

There are several advantages to this alternative:

- . it emphasizes the immediate involvement of the resident **population** in areas they are most suited for currently; i.e., **builds** on existing skills (hunting, fishing, carving, etc.) rather than trying to develop totally new skills;
- . allows time for the population to develop the other required skills; for management of more complex tourism facilities and services;
- . permits tourism development in almost any **community/** settlement with limited impact;

- enables control over volume and distribution of visitors;
- . the overall volume of visitors can be increased with minimum impact on residents as visitors can be disbursed throughout the Northwest Territories and throughout the year; and
- . a big appeal of the North is its people and their culture; this alternative reinforces and contributes to the **development of** this appeal.

The disadvantages of this alternative were identified as:

- . training and education can take as long as six to seven years;
- . the alternative does not allow for responding to gaps in the tourism plant of a larger scale; i.e., top quality hotel development; and
- . the majority of the residents are not familiar with and do not understand what a larger successful operation is like and what it can do for the area it is in; thus resident resistance to larger scale development is due in part to a lack of experience and knowledge.

After weighing the advantages and disadvantages of these alternatives, it was concluded that none of the three totally address the problems and needs of the tourism industry in the Northwest Territories. **In fact, the "best" alternative would be** a combination of the alternatives:

- i) development of a few large-scale facilities, plus a series of small-scale developments;
- ii) only encourage development in those areas which are willing and ready for it; and
- iii) also develop the human resources.

This selected strategy is described in detail in the following **section**.

c. **THE SELECTED TOURISM DEVELOPMENT STRATEGY
FOR THE NORTHWEST TERRITORIES**

The alternative selected implies slower steady growth of the tourism industry with emphasis in the short term on upgrading existing facilities and attractions, development of a series of small scale new attractions and a few medium to large scale attractions in each region to act as models and to stimulate interest. This strategy also places emphasis on the development of the resident population to enable their involvement in the industry. Several basic principles were used in selecting this strategy. These principles are:

- i) Tourism is a desirable industry for the Northwest Territories and the benefits of tourism should be dispersed throughout the Northwest Territories and not to just a few centres.
- ii) Tourism, however, should only be encouraged and promoted in those **communities / settlements** which are ready and/or willing to be involved in the industry.
- iii) Tourism should be primarily a private sector industry. The private sector should take the lead in developing viable operations with the government involved in the provision of support services (roads, airports, research, general information distribution). **In the short term, however, government will need to** provide incentives to encourage interest in tourism development.
- iv) The tourism industry should operate under the free enterprise system, allowing good operations to succeed and poor ones to fail.
- v) **It is desirable to increase the overall number of visitors to the Northwest Territories.**
- vi) It is desirable to attract new and different types of markets.
- vii) Tourism in the Northwest Territories should be a year round industry, not just a seasonal one.

- viii) Large volumes of visitors at one time, in one location, are not desirable in most of the communities (except Yellowknife, Inuvik, Hay River, Fort Smith, and **Frobisher** Bay where visitors are more **easily** absorbed into the population).
- ix) Tourism development should build on the unique resources (natural, cultural and historical) and minimize negative social and environmental impacts.
- x) It is desirable to have residents of the Northwest Territories (including Dene, **Inuit** and White) involved in the different facets of the tourism industry.

These principles are based on the compilation and analyses of different sources e.g., review of government policies, assessment of the existing industry, resident workshops, the experience of **Balmer, Crapo** and Associates, etc. They are the basis on which the strategy has been formulated.

The first step in developing the strategy is determining the desired "positioning" of the Northwest Territories in the travel marketplace. The "positioning" in fact, dictates what the strategy for development should be. Figure IV-1 presents in graphic form the strategy and the interrelationships between the various components of the strategy

1 **POSITIONING OF THE NORTHWEST TERRITORIES** **IN THE Marketplaces**

It is desirable to position the Northwest Territories as an area providing unique and varied travel experiences. The Northwest Territories is different from other areas in Canada because the people are unique, its history and culture are **uniquely** different and many of the natural resources are only found here.

There are distinct areas within the Northwest Territories. The natural resources and the people vary by region. The visitor to the

Northwest Territories can not hope to see **all** of the Northwest Territories because of its vastness. The position of the **N.W.T.** should be to develop and promote Six Arctics, each offering different travel experiences and activities and in different settings. The Six Arctics identified are: Western Arctic (the Mackenzie Valley and Delta), Southern Arctic (road access area), Keewatin Arctic, Eastern Arctic (**Baffin**), Arctic Coast and the High Arctic.

The appeal of the Northwest Territories revolves around the fact that it is the "true North" and that only recently has it been able to cater to visitors. Only a few have travelled to this undeveloped vast territory. The Northwest Territories **still** offers numerous opportunities for exploring and discovery. The general public knows little about the Northwest Territories and its people. Traveling to the Northwest Territories will be a true adventure and learning experience.

The **travel** experiences available in the Northwest Territories should be very specialized, offering the visitor the opportunity to learn and **participate** in cultural activities or to live in and discover the unique and varied resources of the land and its climate. Most of the experiences should be offered to only small groups of visitors with a very personal orientation.

To increase and expand the market appeal, the Northwest Territories must respond to several identified needs. The Northwest Territories must:

- . develop destination areas;
- . concentrate development on creating Six Arctic experiences;
- . provide a more diversified range of activities and attractions so that it has tourism appeal year-round;
- . provide a variety of quality facilities and services;
- . provide good examples of different types of operations to convince others that tourism is viable and to show what components are necessary to have a successful operation;

train and educate the resident population so that they can participate in and benefit from the industry.

The needs are to provide more and varied opportunities and to make areas within the **N.W.T.** attractive "destination" areas. Existing communities must provide attractions and travel facilities. They must become appealing destination areas. Efforts must be made to beautify the **communities**.

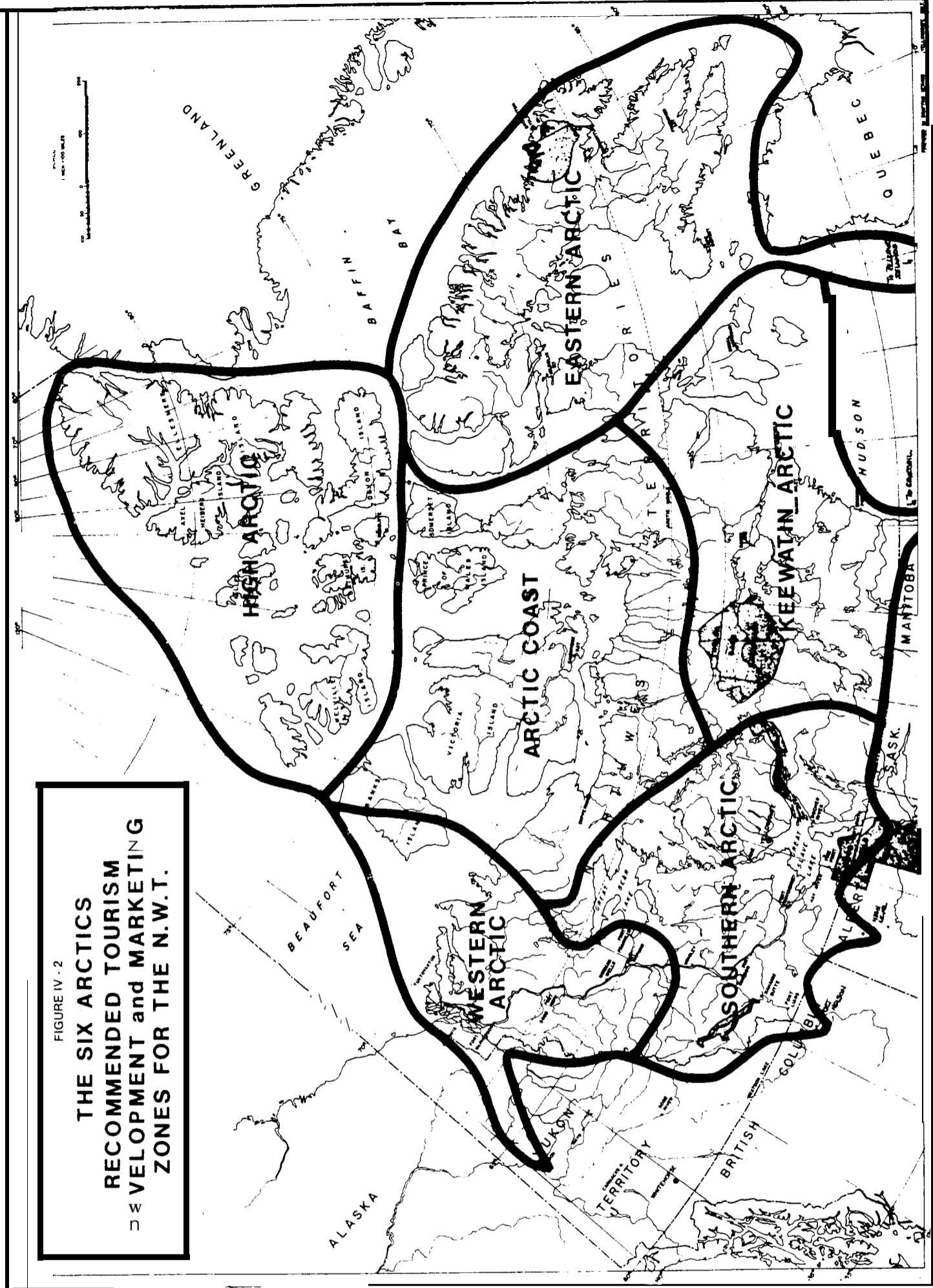
The Northwest Territories is too large an area to develop and promote as an overall destination. In tourism one needs to be able to picture in one's mind the area they are to visit. The rationale for the area being an identified travel area must be evident to the **traveller**. The resources and experiences offered by the area should be either similar or complementary. Six Arctics have been identified in the **N.W.T.** Development in these six areas should be such that it emphasizes the differences of each. Development activities should create a different image and different travel experience(s) for each of the Arctic areas. Figure IV-2 details these Arctic regions.

The types of attractions and activities must be broadened. Currently the activities are all **summer** oriented. Emphasis needs to be **placed** on providing attractions and activities which can lengthen the season and create new seasons. More educational and skill development attractions need to be provided. Identification and interpretation of special features (cultural, natural and historical) would have specialized market appeal and would enable control of the volume of visitors and their movement within the Northwest Territories.

Currently in the Northwest Territories there are very few, if any, top quality facilities and services. The different travel experiences which are being recommended in this strategy will appeal to many different groups with different facility demands and from various income levels. It is necessary that a broad range of facilities and services be available. It is also important that the various **facilities** offer good value for the cost of the experience.

FIGURE IV - 2

THE SIX ARCTICS
RECOMMENDED TOURISM
DEVELOPMENT and MARKETING
ZONES FOR THE N.W.T.



Also important in the short-term is the education and training of the resident population. The Northwest Territories lacks the qualified human resources to manage and staff the tourism industry. Currently many operations utilize transient staff from other parts of the country. Those who rely on the resident population are confronted with staff turnover rates anywhere from 300 to 450 percent per year. The lack of continuity and stability greatly hinders the success of tourism. Through training and education, one often develops an appreciation of work and thus greater job satisfaction. It is imperative that the resident population be trained in the different facets of the industry. The "hosting" or guiding opportunities for **the Inuit** and **Dene** people are numerous (e.g., whale hunts, nature treks, trapline tours, etc.). With training and the help of external expertise (in the short term), the resident population could effectively become involved in the industry. The benefits would not only be from an economics perspective but also social in that tourism could assist in maintaining various components of the culture of the North.

The strategy for tourism development is thus comprised of two components:

- 1) *THE DEVELOPMENT OF THE HUMAN RESOURCES; AND*
- 2) *THE DEVELOPMENT OF MORE TOURISM OPPORTUNITIES.*

These two components are so closely linked that they must occur simultaneously. Under the two components a number of development principles and guidelines have been identified as necessary for the Northwest Territories.

2. HUMAN RESOURCE DEVELOPMENT PRINCIPLES AND GUIDELINES

The development of the human resources for the tourism industry in the Northwest Territories will require the adoption and implementation of five basic principles:

- a) INCREASE AWARENESS Residents need to be made aware of the benefits of tourism and the opportunities for their involvement;

- b) CO-OPERATION Encouragement of co-operation between various existing and potential participants is critical;
- c) TRAINING PROGRAMS need to be established to enable the resident population to develop the skills necessary to participate in the industry; both management and employee training programs are necessary;
- d) HOSTING SKILLS In line with training programs, the development of "hosting" skills is also critical. The majority of visitors, being unfamiliar with the character and culture of the Northwest Territories, will not be comfortable in the new and different environment of the Northwest Territories. By emphasizing hosting from the beginning of the travel experience to the end, not only **will** the fear of the unknown be reduced but the uniqueness **of** the travel opportunities afforded by the Northwest Territories will be further contributed to;
- e) USE OF EXTERNAL EXPERTISE **It** is a reality that all the necessary improvements in the industry cannot be made **all** at once. Implementation of the strategy will take at least seven years. **It** is a long term process to train and educate. However, at the same time, it is necessary to make **immediate** improvements to convince others to improve their operations and become involved in the industry. "Opportunity" has a time element. Often one cannot "wait" -for the development opportunity will have passed by (e.g., Eastern Arctic vs. Greenland). The Northwest Territories will have to rely on external expertise, at least for the short term to provide the capital for the investments, to implement and manage **immediate** development needs, and to assist in the training of the resident population.

3. TOURISM OPPORTUNITY DEVELOPMENT PRINCIPLES
AND GUIDELINES

The development of new and varied travel opportunities is imperative if the Northwest Territories is to be a competitive travel destination in the world marketplace. Seven development principles have been identified as necessary for tourism development in the N.W.T. These are:

- a) INCENTIVES must be provided to stimulate interest in developing for tourism. These incentives in the short term would be provided by the Government of the Northwest Territories. Good operators should also be rewarded to provide incentives for other operations to do the same.
- b) PACKAGING is critical to the tourism industry in the Northwest Territories. The general public is unfamiliar with the Northwest Territories. The distance and cost to travel to the N.W.T. implies that the visitor will require practically all trip arrangements to be made in advance. It is necessary to sell the entire travel experience prior to the trip to control and ensure a certain volume of business (visitors specialized packages pre-designed or designed especially for an individual or group should also be provided).
- c) DIVERSIFY to extend season. New activities and attractions need to be developed which are either independent of season or are related directly to the different seasons (not just summer).
- d) UPGRADE existing facilities/services and **communi-**ties. Existing operators must service visitors better. Many of the facilities are of a poor quality. Maintenance programs are limited. Communities

must address beautification and provide more support services (information) for the visitors.

- e) MORE ATTRACTION DEVELOPMENT IS necessary in the communities. Most of the centres do not offer the visitor enough attractions/activities to keep them busy for one day. Even in Yellowknife it is hard to find different attractions after a day or two in the city.

- f) CREATE SIX ARCTICS The regional differences in the Northwest Territories are significant. Development activities, whether upgrading or new development, **should** contribute to reinforcing the image of the particular Arctic area they fall in.

- g) PILOT PROJECTS should be initiated. The existing industry has shown limited interest in further development. To stimulate interest and convince others that tourism and tourism development can be profitable, pilot projects should be initiated almost immediately. Pilot projects should deal with the various components of the development principles: *DIVERSIFYING, PACKAGING, UPGRADING, NEW ATTRACTION DEVELOPMENTS, CREATE THE SIX ARCTIC REGIONS* .

CHAPTER V

DETERMINATION OF THE TOURISM MARKETING STRATEGY

A. TOURISM MARKETING GOALS AND OBJECTIVES

The marketing strategy must respond to the overall goals for tourism and it must be compatible with and complementary to the development strategy. (Necessary and appropriate goals and objectives for marketing have been identified as follows:

GOAL 1 : *TO INCREASE THE NUMBER OF VISITORS TO THE NORTHWEST TERRITORIES*

Objective: 1-1 To identify new market groups (type and origin) which offer potential for the **N.W.T.**

1-2 To promote to those new market groups which offer considerable potential for the **N.W.T.**

1-3 To create new images **of what N.W.T.** has to offer . . . more than hunting and fishing.

GOAL 2 : *TO INCREASE THE AVERAGE LENGTH OF STAY IN THE NORTHWEST TERRITORIES*

Objective 2-1 To identify new activities which can be packaged with primary activities and increase the awareness of these activities/opportunities to the visitor, both before and while in the **N.W.T.**

2-2 Increase awareness of the number of destinations in the **N.W.T.**

2-3 Increase awareness of the selection of activities/opportunities available.

GOAL 3 : *TO EXPAND THE TRAVEL SEASON SO THAT TOURISM IS A YEAR
ROUND INDUSTRY*

Objective 3-1 Increase awareness of activities/opportunities afforded to **N.W.T.** in the different seasons.

3-2 To promote those events to non-resident markets which occur in the various seasons . . . emphasis on **non-summer** seasons.

GOAL 4 : *TO INCREASE PER CAPITA TRAVELLER EXPENDITURES*

Objective 4-1 To inform travelers before the trip of costs which one should plan to encounter.

4-2 To inform travelers of expenditure opportunities available by promoting as many complementary activities as possible while at the destination.

B.

THE TOURISM MARKETING STRATEGY

The selected tourism development strategy has direct impact on formulating the marketing strategy. It has been decided that the emphasis will be on smaller attractions and facilities and the experiences offered will be specialized. Opportunities to be provided will emphasize participation in cultural activities and the opportunity to live in and discover the unique and varied resources of the land and its people. The implications of the development strategy on the directions for marketing are as follows:

- . mass markets are generally undesirable thus mass market promotion is not desirable;
- marketing efforts should be placed on those activities/experiences which are unique to the **N.W.T.** or which can be offered in a manner different from other areas with similar resources;

- six Arctic experiences are to be offered thus promotional efforts should highlight these regions;
- for each Arctic Region, images should be selected and developed;
- smaller specialized experiences are to be offered thus promote directly to groups, clubs, or organizations with the particular interest;
- marketing efforts must prepare visitors and make them aware of and sensitive to the culture of the people; and
- a year-round tourism industry is desirable thus those activities/experiences which can be promoted in different seasons or year-round should be identified.

In addition, the limited resources for marketing requires a strategy that makes the most effective use of every dollar available. The different agencies must 'pool' their resources and **undertake** co-operative programs whenever possible. The 'rifle' approach to marketing rather than the 'shotgun' approach must be used. Aimlessly directing efforts at geographical markets is a waste of a scarce resource.

These implications and the identified goals and objectives were used in developing the marketing strategy. Figure V-1 details the marketing strategy.

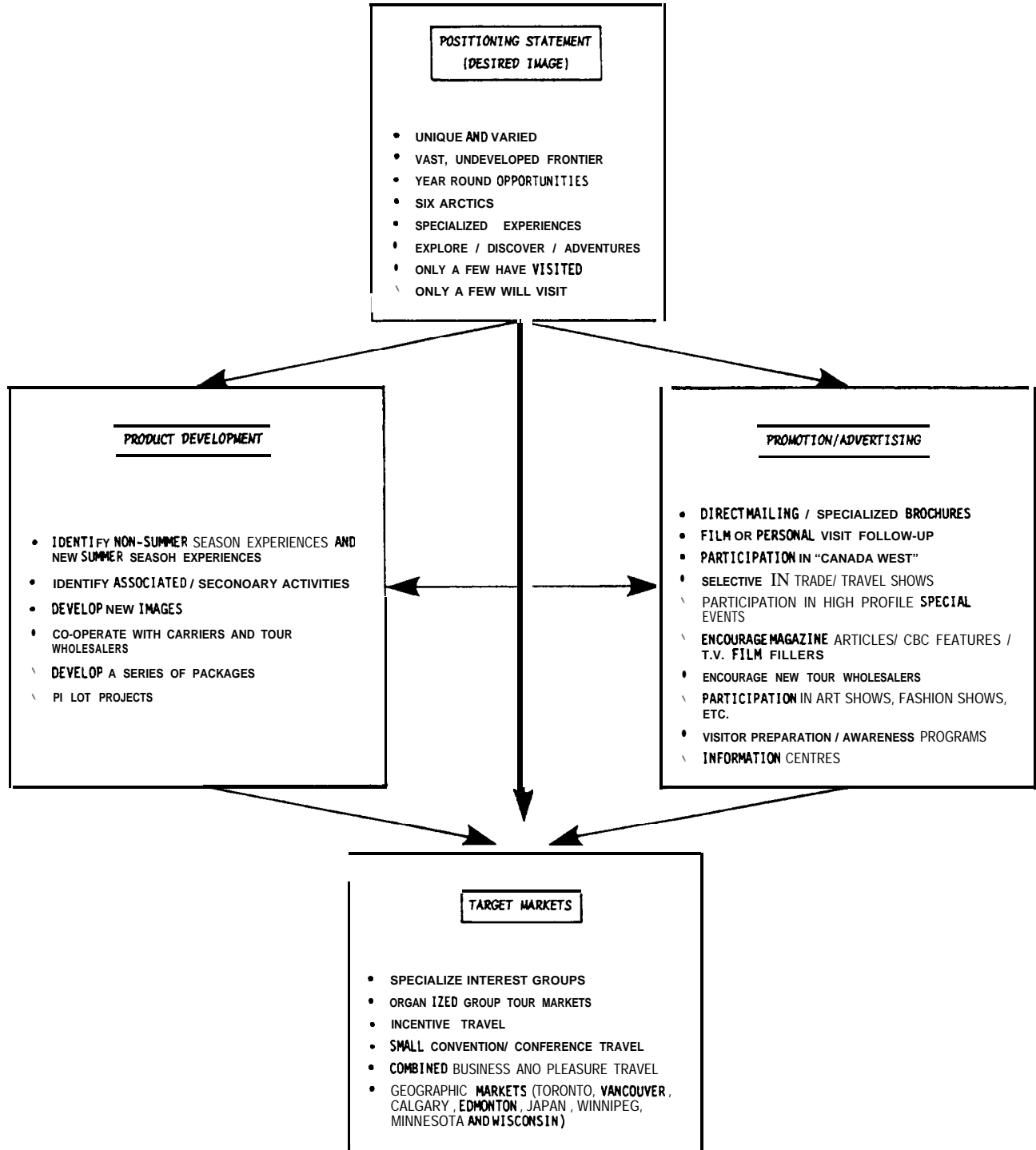
1.

POSITION STATEMENT

The marketing position statement is obviously very similar to that of the development statement. The reason being that all efforts, both in marketing and development, should be striving to achieve a common end. Again, marketing programs should be directed at creating the image that the **N.W.T.** is a unique and varied travel area with six Arctic **ex-**periences. The image should present the **N.W.T.** as having year-round travel appeal. To further add to the appeal, it should be promoted as

FIGURE V1

STRATEGY FOR TOURISM MARKETING
FOR THE NORTHWEST TERRITORIES



a new travel area that few travelers have yet visited. Emphasis should be placed on the specialized nature of the experience afforded and the personalized attention each visitor will receive.

2.

TARGET MARKETS

An important factor of the development strategy is to have control of the volume and distribution of visitors to the **N.W.T.** By targeting at small specialized interest groups this can be achieved. Other market groups identified as desirable are the existing tour wholesale markets, small convention/conference travel, incentive travel, and combined business and pleasure travelers.

The strategy for marketing is to use the 'rifle' approach rather than aimlessly directing efforts at geographical market areas. Upon identifying the type of markets to be targeted such as special interest clubs, or the incentive travel market it is necessary to know what geographical areas will likely generate travel for **these** reasons.

The geographical market areas identified as likely to be good generators of travelers are Toronto, Vancouver, Calgary, Edmonton, Winnipeg, New York, Los Angeles, English-speaking Montreal, Germany, Japan, **Minnesota, Wisconsin**, and perhaps in the near future to **oilrich** Middle East countries. It should be noted that if a particular geographic area is noted for having a relatively high number of residents with a common interest (e.g. **birdwatchers** or art buffs) that is the area one would target for that particular interest. In other words, the type of product/travel experience being offered will largely determine the geographical location at which marketing efforts should be directed.

Characteristics of the marketing approach to be used for each type of market are as follows:

SPECIALIZED INTEREST GROUPS Targeting this market opens the doors to many types of markets of varying size, age, income levels, etc. Identifying the type of special interest group to attract will be highly dependent on the

resources and attractions available in the area. Attention must also be given to providing the product which meets the needs and interests of the particular interest group. The emphasis is on designing the packages for the interest groups.

ORGANIZED GROUP TOUR MARKETS The marketing approach for this group involves designing the product prior to promoting it. Typically, the product is fairly general to enable broader market appeal. Currently the existing tour wholesalers are doing well in this market area, and thus should be encouraged to continue to operate and expand their markets. They should also be encouraged to expand into other seasons.

SMALL CONTENTION/CONFERENCE TRAVEL Competition for this type of market is fierce. More and more areas and individual operations are concentrating their marketing efforts on this type of business. It is a desirable market because meetings are planned far in advance, they can occur in any season of the year, and participants tend to be fairly big spenders. The N.W.T. does have a competitive advantage for many clubs. Organizations in selecting their conference destination will view those areas they themselves are unlikely to travel to on their own as favorable destinations. To attract this market, the facilities must be of high quality and all services (e.g., food, beverage, entertainment) must be clustered in one area. Air access to the location must be fairly direct. Two approaches are generally used in targeting this market. The first approach is to have residents attending annual conferences bid for future conferences/meetings to be held in the N.W.T., either in their community or a community which can facilitate the conference. The other approach is to contact conference organizers of groups/organizations which meet regularly and have a membership which can be accommodated in the N.W.T. If interest is expressed, some operators will pay to bring the organizers to the site so that further negotiations can take place.

INCENTIVE TRAVEL More companies are offering free vacation trips as incentives to employees to increase sales or to increase productivity. This market is relatively easy to identify but the product must be directed towards the travel characteristics of the employees and must be within a certain price range defined by the company. The promotional approach could involve a direct mailing with a follow-up personal visit, if interest is expressed.

COMBINED BUSINESS AND PLEASURE TRAVEL This market has been identified as a target market because of the large amount of business travel already occurring in the N.W.T. The emphasis is on encouraging the business traveller to extend his trip and encouraging him to bring his spouse or even his family along on the trip. Some of this type of travel will occur without providing incentives. However, if special weekend or family packages were developed, undoubtedly more would occur. The factor influencing the ability to capture this market is that the business traveller must enjoy the N.W.T. and feel that his family would also enjoy it. Thus it is important that business travelers are serviced well and are made aware of the opportunities available.

3.

PRODUCT DEVELOPMENT

It is impossible to isolate marketing from development. The development strategy identified a number of development needs which are required. The marketing strategy also requires development or product modification to occur. These are:

- a) IDENTIFY NON-SUMMER SEASON EXPERIENCES AND NEW SUMMER SEASON EXPERIENCES Research into what activities can be offered in the different seasons should be done for those areas which desire tourism year-round. Determination of an area's ability to offer a specific activity should be based on the natural resources, human capabilities and the support services available (e.g.,

accommodations, food services, transportation). It may also be desirable to increase the number of visitors in the **summer** season. A similar investigation would be necessary to identify new **summer** activities.

- b) IDENTIFY ASSOCIATED/SECONDARY ACTIVITIES Upon identification of experiences or activities which can be offered in the various seasons, it is necessary to identify other activities which are **commonly** affiliated with the main experience. The intent is to be able to offer a complete and comprehensive travel experience, e.g. main activity canoeing with associated activities of fishing, photography, hiking and camping or main activity **birdwatching** and associated activities of photography, boating, hiking and visiting historical sites. The associated activities should be determined by the market group being attracted and the resources in the area the activity is **being** offered.
- c) DEVELOP NEW IMAGES The **N.W.T.** is much too large an area to be promoted as an overall single destination area. Six Arctic regions/areas have been identified which have significantly different natural, historical or cultural resources which can be utilized **to** develop them into distinct travel destinations. An image or positioning statement for each region should be identified. New development or upgrading should be themed to create the desired image of the region. Experiences identified and developed should also work towards producing the image. **In** all marketing programs the six Arctic images should be highlighted.
- d) CO-OPERATE WITH CARRIERS AND TOUR WHOLESALERS Both the **carriers** and tour wholesalers are promoting the **N.W.T.** as a travel destination. Their activities should be co-ordinated with other marketing efforts in the **N.W.T.** They must be encouraged to adopt the strategy (e.g. creating a year round tourism industry, and recognizing the six Arctics) in their own operational activities. **In** turn, the carriers and tour wholesalers must keep other members of the industry informed of their activities.
- e) DEVELOP A SERIES OF PACKAGES Greater importance is being placed on individualism, resulting in the demand for travel "packages"

which meet personal interests and life styles. Packages should be produced for the various seasons of the year. Two approaches to packaging can be used . . . **pre-**designed before going to the market or else interested market groups can be identified first and then the package is produced according to their specific, personalized needs. Packaging requires a great deal of co-operation among the various operators involved. **All** must work together to provide good quality experiences and to ensure a high level of satisfaction is achieved from each of the components involved.

- f) PILOT PROJECTS Many individuals in the tourism industry have very limited vision. In an industry which requires a great deal of creativity to capture the ever changing sophisticated travel markets, this lack of imagination is hindering the potential success of the industry. It is necessary, particularly in the N.W.T., to show operators that it is possible to attract visitors in the dead of winter and that there is a market that does **not mind -50°C.** and twenty-four hour darkness. Packages offering experiences during the various seasons and in the different Arctic regions should be developed as pilot projects. Upon their implementation they should be evaluated and recommended changes documented. The experience gained from developing and promoting these packages should be shared with the industry.

4.

PROMOTION/ADVERTISING

The desired target markets are somewhat specialized. The most effective means of reaching these markets through promotion and **advertising** is to utilize materials which are selectively directed at these markets. The limited promotion/advertising financial resources dictates that each dollar spent must generate a high probability of success. The N.W.T. cannot afford the shotgun approach. It is just

too expensive for the degree of effectiveness that it has. In addition, it is desirable to create the image that the Northwest Territories is a specialized travel area for a selected few, thus promotional activities should be in keeping with this approach.

The mix of promotion/advertising programs is determined by the individual market being targeted. Generally the types of programs recommended for use are:

- a) DIRECT MAILING/SPECIALIZED BROCHURES This program requires that the selected markets be identified. Upon identification, brochures and/or letters are developed to appeal specifically to the needs of the group or individual. This marketing tool can either lead to further enquiry or make a direct sale.
- b) FILM OR PERSONAL VISIT FOLLOW-UP The direct mailing program may stimulate interest in the N.W.T. as a destination. However, more information may be required to make the commitment. Films detailing the travel experiences which are available for the different special interest groups should be developed. If interest is expressed by the group, films and, depending on the potential of the market group, a personal visit should be included in the marketing program to capture the particular market.
- c) PARTICIPATION IN "CANADA WEST" Co-operation with the western provinces and the Yukon on "Canada West" activities should be continued. The N.W.T.'s relationship with the three areas is important. Many of the N.W.T. travelers also visit at least one of these three areas. Alberta and British Columbia are also key in transportation connections to the N.W.T. Similar vehicles of co-operation should be explored for the Eastern and Keewatin zones.
- d) SELECTIVE IN TRADE/TRAVEL SHOWS The N.W.T. must be more selective in the shows that it attends. The

cost/benefit of these shows is questionable. Thus those shows which are attracting a fairly specialized market for which the N.W.T. has a good product should be selected. On the other hand, those trade/travel shows which attract fairly general/unspecified markets should be carefully examined as to their value for the N.W.T.

- e) PARTICIPATION IN HIGH PROFILE SPECIAL EVENTS Participation in special events can be through an information/display booth, participation in parades, or actual performance by N.W.T. residents (e.g. Drum Dancers). This type of activity will give the N.W.T. a high profile at relatively little cost. The advantage of this tool is that it is known that the market at the event likes to travel, and is interested in the special activity(s) of the event.
- f) ENCOURAGE MAGAZINE ARTICLES / C.B.C. FEATURES, T.V. FILM FILLERS The reality is that the N.W.T. will never have large marketing budgets, even if government and industry were to pool their financial resources. Effective and quality free advertising should be solicited whenever possible. In other words, encourage magazines to write articles on the N.W.T., encourage C.B.C. to do both radio and television features which will be heard or viewed across Canada, and promote the development of feature films which can be shown as T.V. fillers or at movie theatres.
- g) PARTICIPATION IN ART SHOWS, FASHION SHOWS, ETC. The N.W.T. has its own unique art and also clothing. Opportunities to show these and other unique resources in different market areas should be sought. This type of marketing tool is useful in creating interest and also in increasing the awareness of the experiences the N.W.T. has to offer.
- h) ENCOURAGE NEW TOUR WHOLESALERS Existing tour wholesalers should be encouraged to develop new packages; however, new wholesalers for the N.W.T. should also be identified and assisted. In particular wholesalers who will deal with

small groups of under 15 persons should be encouraged. When relationships have been established with these wholesalers, they themselves will market the Northwest Territories.

- i) VISITOR PREPARATION/AWARENESS PROGRAMS While it is desirable to create an exciting image about the N.W.T., it is also just as important to portray a 'realistic' image. If the visitor's perception of what he expects is different from what he finds then the level of satisfaction is jeopardized. Visitors must be prepared for the trip (i.e. proper clothing, sufficient money, etc.). The preparation process should ideally take place prior to 'leaving home.' Public carriers could also play a role in last minute preparation by describing to their passengers what they will see when they arrive and the travel experiences and activities available to them. The intent of these programs is to ensure a high level of satisfaction and by making them aware of all the opportunities available to increase participation and thus increase expenditures.
- j) INFORMATION CENTRES Information centres are designed to service the traveling public who are already at their destination. The function of the centres should, however, be more than just passing out information on request. The centres themselves should entice the visitor into them. The displays should be attractive and create interest in the visitor to want to participate in/visit more attractions and activities. Staff of the centres should be knowledgeable about the N.W.T. and ideally be native residents (i.e. born in the Northwest Territories).

CHAPTER VI

DEVELOPMENT AND MARKETING PRINCIPLES AND GUIDELINES

The previous two chapters outlined the development and marketing strategies for the Northwest Territories. To implement these strategies, a number of principles or guidelines were identified. In essence each principle is a strategy in itself and entails other strategy implications. The twelve (12) major development and marketing principles are described in more detail in this chapter. They are:

- A. *Increase Awareness,*
- B. *Develop Co-operation,*
- C. *Develop and Provide Training Programs,*
- D. *Develop Hosting Skills,*
- E. *Use External Expertise Where Necessary,*
- F. *Provide Incentives*
- G. *Do Packaging,*
- H. *Diversify to Extend Season and Develop New Seasons,*
- I. *Upgrade Existing Facilities and Services,*
- J. *Develop new Attractions and Facilities,*
- K. *Create 'six Arctics' (new images), and*
- L. *Undertake Pilot Projects Immediately.*

In addition, this chapter provides guidelines for specific tourism operations and activities. These guidelines are developed to be consistent with the necessary development principles.

A.

INCREASE AWARENESS

It was evident from the many **community** workshops held that most residents of the Northwest Territories are not fully aware of the economic and social benefits to be realized from tourism. If tourism **deve**'opment is to expand in the Northwest Territories, the people must accept and support it. To support tourism, residents must first understand it and be aware of opportunities available for their involvement. Tourism awareness, therefore, should be a priority ' program.

A basic awareness program should be geared to the general population and explain what a tourist is and what a tourist expects when he visits a particular area or **community**. It should make people aware of what tourism can do economically or socially for an area. Finally, an awareness **pro**-gram must indicate how to treat visitors once they have arrived in order to ensure a more enjoyable stay.

There are a variety of ways to carry out such a program and a mix of these should be used to appeal to different resident sectors. For example, a large-scale promotional approach might be appropriate for larger centres whereas a more personal approach would be more effective in smaller centres. Care should be taken to ensure that the message is direct and easily understood. **In** small centres, particularly, using the language of the area would facilitate this. Use **of media** such as radio and television could range from short spots to open line shows or quarter hour radio programs. Visitor announcements could be highlighted in this way or through a 'what's happening' column in local newspapers. A film on tourism/hospitality could be shown in various communities and pamphlets and posters could be distributed through local businesses. Existing tourism operators and businesses indirectly involved in the industry should take part in awareness workshops. These workshops could also be given by the industry association at the request of any **community** or group interested in becoming involved. A technique which could be used in the workshop is to ask residents to put themselves in the visitor's shoes and determine and identify how they would **like** to be treated if they were strangers to an area. Residents of the

Northwest Territories in all likelihood travel more **than** other Canadians and thus should be able to identify with visitors.

Special events geared to tourism awareness could be **co-ordin-**ated, including incentive programs such as 'the most friendly waitress, taxidriver'. A traveling theatre could build a show around a tourism theme and take it to various communities. Both of these possibilities lend a personal touch that people can readily identify with.

A unique way to introduce the multiplier effect of the tourism dollar could involve the distribution of a small amount of money to incoming travelers. The visitors would be given specially marked \$2 bills at the airport and asked to spend them normally. These bills would have a form attached and each resident coming in contact with a \$2 bill would sign the form, but again spend the money normally. The special bills would continue to circulate in this manner until they reached the bank. When most of the **bills** had been received, the accompanying forms would show just how many times a typical tourism dollar changes hands and how far reaching its effects really are. Having played a role in the 'experiment' themselves, people would take more interest in the outcome and a greater appreciation of the economic benefits of tourism would result.

An awareness program can start with a promotional blitz, often just prior to and during the main tourist season. However, tourism awareness should not stop in September. It should continue year round until it is firmly established that tourism is an important form of development in the Northwest Territories. Residents must be made aware that even their winter season and activities hold a great attraction for many travelers.

An ongoing component of an awareness program could be introduced through the school curriculum. Programs could be offered which are designed to develop interest in tourism careers, hosting, visitor needs, etc. In the future, particular emphasis should be placed on awareness programs when communities are initiating new tourism development. In this way residents can fully understand their role in ensuring the success of the development.

In addition to increasing internal awareness of tourism by residents, a program should be initiated for visitors to the Northwest Territories. This program would be aimed at making visitors more aware of what to expect once they arrive. Information can be distributed to those on package tours and to northern travelers checking in at regional airline counters or third level carrier counters. Material should be zone-oriented and include explanations of the history, culture and lifestyle of the people and briefly describe the economic base and infrastructure of communities in the zone. Standing displays in gateway airports (Montreal, Winnipeg, Edmonton and to a **lesser** degree Whitehorse) could assist in visitor awareness, while also filling a secondary advertising function. In addition, **P.W.A.** and Nordair could distribute information (over the intercom or brochures) to the visitors on the plane prior to their arrival. Advance explanations would better prepare the visitor for what he is about to experience, and should foster a better understanding and rapport between resident and visitor to the benefit of both.

Initial responsibility for internal and external awareness programs should be jointly shared between government and industry, with government providing funding. Both sectors **should** play a role in monitoring the effectiveness of the programs as they relate to economic and social development. As the tourism industry grows and advances, programs would eventually become the sole responsibility of the industry.

(The 'Action Plan for Tourism In The Northwest Territories' has identified a number of awareness programs; the Hosting Training Program is the major thrust of the awareness program).

The tourism industry in the Northwest Territories is very fragmented, due largely to the isolation of operators/facilities and to a lack of communication between all those involved. This factor, together with the intense competition between operators, has limited the growth of the industry.

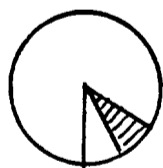
To effectively expand the tourism market and increase the dollar value of tourism in the Northwest Territories, it is essential for all sectors of the industry to pull together in one common direction.

All levels of government must work cooperatively in the areas of planning, funding, licensing and regulating, ensuring **common** goals across the Northwest Territories. Government must also work closely with industry so that tourism directions are agreed upon by **all**. More joint projects between government and the private sector could facilitate greater co-operation.

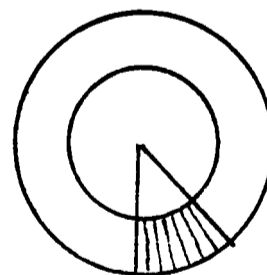
Co-operation must take place within the industry itself. Tourism related organizations (Chambers of **Commerce**, Hotels Association, Outfitters Association) should undertake projects together. **Individual operators must** recognize their interdependency, as no one operation can totally service all of a **traveller's** needs. By working together they can ensure that the **traveller's** total experience is of a high quality. Co-operation will not only benefit the area but benefit individual operators directly in a manner that competition can not. This principle is illustrated below:

BASIC PRINCIPLE BEHIND CO-OPERATION

COMPETITION



CO-OPERATION



COMPETITION

All operators compete to take a share from the fixed pie. In many cases this can be very difficult and often very costly considering advertising, etc. Benefits are gained by one operator at the expense of another. Competition in fact tends to promote negative feelings within the industry.

CO-OPERATION

Operators work together to increase the overall size of the pie. In this way each individual operator will automatically increase his **revenue**. This method is less costly, low effort means of increasing market share because of pooled resources and ensures a better atmosphere for both visitor and operator.

The vast majority of operations within a region are small scale and single purpose. No one operation is large enough to create a zone identity or influence the total tourism outcome in the area. By working co-operatively, operators could achieve development goals and create an image for their zone, including

- a) adopting a common theme to be used in physical **development/redevelopment**;
- b) establishing destination points and attractions for the zone and packaging them for visitors;
- c) recommending other attractions and services in the area so that visitors will stay longer; and
- d) sharing mailing lists and coordinating marketing and advertising efforts (representing lower costs and more impact in the marketplace).

To establish a co-operative approach to tourism, improved lines of communications are needed within the industry. A first step is the formation of tourism associations which include all operators in the various sectors in the zone. Past squabbles must be set aside, with all parties prepared to start anew to develop the tourism industry to the mutual benefit of all participants and to the benefit of the Northwest Territories.

C. DEVELOP AND PROVIDE TRAINING PROGRAMS

The need for trained managers and staff was identified throughout the Territories and in every sector of the tourism industry. To date, operators have been confronted with the dilemma of either importing employees who usually stay a maximum of two years (a very costly method) or using untrained residents and being faced with staff turnover rates of 300 to 400 percent per year.

It is recognized by most that **all** would benefit if northerners were more involved in tourism. Northern residents would have more employment opportunities, initially mostly as employees but also eventually as entrepreneurs. **At** the same time it is more viable to employ residents as accommodation does not need to be provided. From the visitors perspective, the experience is enhanced if he has the **chance** to meet and talk with residents of the area rather than a non-resident from a town or city similar to one that he lives in.

Different types of training programs need to be offered to meet the needs of the various types of tourism operations and positions (i.e. managers, staff). Consideration must also be given to the cultural values of the **Inuit** and Dene people (e.g. close family ties limit the number who will leave the **community** for training and the philosophy of sharing responsibilities of a job/position such as rotating the **co-op** manager on a regular basis).

Four types of training programs should be developed to service the tourism industry: institutional courses (in Fort Smith), on-site **training** programs (within the operation), traveling training programs which go to the communities and **fourthly**, training a few individuals from an **operation/community** to train others (trainers **would** be trained in an institution).

The institution in Fort Smith has the facilities to offer more new and better courses in skill development related to tourism. It has been expressed, however, that many of the **Inuit** do not feel comfortable in Fort Smith. It is therefore necessary to develop training programs that can go directly to the communities. The concept of the **travelling** training program is to have a team of teachers/instructors who will go into a **community** for two or more weeks and conduct intensive training courses with residents already employed in tourism or who wish to seek employment. The courses can also be offered in the language of the **community**. The success of this type of program is dependent on the commitment the community is willing to make to tourism. Thus the request for the program should come from the **community** and not be imposed on a **community** who is not interested.

On-site training **should** be an ongoing process. It **should** also complement previous formal training and not necessarily be a substitute for it. Tourism operators should provide a preliminary training course for **all** new staff and also hold 'refresher' training programs on an annual basis. Such programs not only reinforce operational standards and activities but they also show the staff that they are important. This results in a happier staff who take pride in their work and provide a better service to the traveling public. Too often operators forget that the quality of staff is as important to the success of the operator as the facility itself.

The fourth training process involves training a few individuals from the community to be instructors themselves. They **would** take an instructors program at an institution (Fort Smith) and in turn would go back to their communities and train others to work in tourism. The advantages of this system are many. As residents, they are often more readily accepted than 'outsiders'. They will be more sensitive to the culture of the people and of course they would speak the same language. The instructors could also attend refresher courses regularly. This type of program **should** be monitored to assist the community instructors with any problems they may have.

These types of training programs should not only deal with skill development but also with 'hospitality'. Northerners are a friendly and hospitable people but many do not understand tourism or the types of services the visitor needs. All training programs and awareness programs should impress the importance of 'hospitality' and what it entails.

Many residents of the Northwest Territories have never seen or experienced a high quality, well run tourism operation. Organized exchanges would allow Northwest Territories operators or interested parties to see first hand, well run similar operations in other areas of Canada, i.e. Arctic Quebec. This would allow a first hand look at example operations and an exchange of information with both native and non-native people involved in these operations.

Training needs to **commence immediately** particularly in the following areas:

- i) GUIDE TRAINING Two needs identified in guide training are a.) sports fishing, and b.) big game hunting - within the Mackenzie Mountains and also for caribou, muskox and polar bear guiding.

Basic manuals in training in these two areas should be developed. The manuals should be basic in nature, translated in the major **Inuit** and Dene languages and available for simple implementation by government or private sectors in any region. Training programs need to be developed and offered in communities that are interested.

- ii) COOK TRAINING Although a good course is offered at A.V.T.C. , Fort Smith, as mentioned, many residents from other regions (i.e. Baffin, Central Arctic) are not comfortable in the Fort Smith schooling environment. These courses may be offered

on site, on a regional rotating basis, in the best hotel facility in each region. Residents from that region can then attend the course. This type of program should involve as much on the job training in a 'natural' setting as possible.

- iii) WAITRESS/HOUSEKEEPING Cleaning and maintenance courses of a short duration should be made available in Forth Smith as well as on a regional basis. A one weeks duration or night course may be adequate.
- iv) HOTEL/MOTEL MANAGERS There are a number of **small** business and general management course materials available - these however should be **re-written** with the small northern operator in mind. On site courses again would be most effective.
- v) CAMP/OUTFITTER MANAGERS Manager/operators of small camps and outfitting services would benefit greatly from a manual outlining the basic development and operating procedures for their type of operation.

Recognition is of utmost importance. Diplomas, certificates or pins upon successful completion of a course is very valuable to the trainee as he is recognized for his achievements. Certificate courses should be offered for basic/introduction programs, second degree and advanced achievement.

The principal of developing hosting skills is closely related to that of training and increasing its awareness. Because of its importance in the strategy which is the provision of personalized service to visitors from the time they arrive until they **leave, it** is treated separately. This personalized service or hosting **will** contribute substantially to the appeal of the Northwest Territories and the uniqueness of the experiences it affords.

The basic concept behind hosting is providing an experience and doing the things one would do if friends or relatives came to visit for the first time. Such activities include meeting the visitor at the airport, ensuring all the baggage has arrived, taking them on a tour of the **community**, arranging for special activities which they like to do (fishing, buying arts and crafts, hiking, etc.), until their visit is over. These are things that one just naturally does for a friend or relative. The tourism strategy is to bring small groups of visitors, not large volumes. Thus hosting is a feasible undertaking.

Hosting would offer part time employment in the short term, but could eventually be full time as interest **grows**. The preliminary step in developing the hosting service is to identify individuals in the **communities** who would be interested in either:

- *general hosting* - greeting visitors, escorting them around the community, arranging special activities for them and putting visitors back on the plane; or
- *specialized hosting* - taking visitors on specialized tours such as dog sleigh tours, trap line tours, polar bear hunts, historical tours.

Ideally, these individuals should be residents, born in or near the area.

Fairly intensive workshops or seminars would need to be held initially. Annual workshops to review experiences and problems would also be advantageous. Apprenticeship training might also be necessary, that is, learning by doing it with someone who is knowledgeable.

Those interested in becoming involved in hosting must determine what should be included in the service, the **value** or fee for the service and the mechanics or timing involved. Government officers and **T.I.A.** should assist in these areas.

It is also important to make others aware that hosting services are being offered. Information on the individuals who provide hosting and the services included should be distributed to:

- *airlines*
- *tour packagers*
- *Travel Arctic*
- **T.I.A.**
- *Producers of Zone and Territorial wide publications/brochures, and*
- *Airport terminal*

The service should include **pre-arranged** hosting (i.e., contracted and organized before visitors arrive) as well as on-arrival service. Visitors who are not with a group and have made all their own reservations should also have the opportunity to be hosted. Individuals in the **community** who are hosting could be contacted from the airport and make the arrangements with the visitor.

Hosting offers tremendous potential for the Northwest Territories. It allows for the expansion of the tourism industry while minimizing possible negative social impacts. Through hosting, the movement of visitors through a community can be controlled. It also offers the opportunity to inform visitors of cultural differences that they should respect and be sensitive to. Perhaps the most beneficial aspect is that it builds on the existing skills of the residents for both general or specialized hosting.

E. USE EXTERNAL EXPERTISE WHERE NECESSARY

A major goal for tourism in the Northwest Territories is to have northern residents heavily involved in the industry, both as employees and entrepreneurs. It is unrealistic, however, to expect an untrained individual to take over the management of an operation and make it a success. Already there are numerous examples in the N.W.T. to prove this point (e.g. Trout Lake). Nor is it possible to develop the required skills through a six-month or year training program. The reality is that it will take time to train and educate, perhaps as long as six to seven years.

The tourism industry needs qualified, trained managers now to operate existing facilities. It also needs expert operators/managers under which residents can do apprenticeships.

Skilled individuals from outside of the N.W.T. need also to be brought in to ensure the industry continues to grow. Many current opportunities **will** not be opportunities in five years if they are not developed **now**. The industry cannot wait for residents to develop the necessary skills, for no-growth now could very well mean no tourism industry in the future. Non-residents must be encouraged to invest capital to **develope** new tourism opportunities and to manage them.

To maximize the benefits of importing external expertise, **in-**centives need to be provided which makes it desirable to hire and train **local** residents. An apprenticeship program which provides a matching grant for salaries is an option. A tax incentive determined by the number of residents of the N.W.T. employed might also be an **appropri-**ate incentive.

Incentives are also needed to ensure the external expertise stays in the Northwest Territories long enough to contribute to the industry. Operators have difficulty attracting good managerial staff and even more trouble keeping them. Those individuals who will assume responsibility for training/apprenticeships should be offered an appealing incentives package to ensure they stay on with the operation for a minimum

of three years. The government together with the industry should investigate a bonus package for employees which increases with the length of stay.

The principle of importing expertise to develop the tourism industry and make it prosperous, on first impression sounds very negative. Some may feel initially that it is ignoring the problem of high unemployment. The fact is that only by using external expertise in the short term will residents receive the benefits from the tourism industry.

F.

PROVIDE INCENTIVES

While an awareness program can do much to stimulate interests in tourism and show it to be economically and socially beneficial, a stronger catalyst is needed to initiate upgrading and new development in the tourism industry.

The North has been witness to a great deal of government support to marginal operations and in many cases those with little chance of viability. The relatively few successful tourism operations in the **N.W.T.** have been largely overlooked and given little recognition for their efforts. If tourism is to be a viable industry this approach must change. The focus should be on those operations which have proven viable.

More examples of successful operations are needed throughout the **N.W.T.** Success stories can serve to show others what is required to make a tourism business work, and the rewards for doing the job right.

A major incentive for tourism expansion would be the provision of a capital funding grant program. Caution should be taken, however, to ensure that all agencies involved are working together to establish firm guidelines or criteria for funding. Criteria should examine past performance if the applicant is seeking additional funding, and assist those businesses with a proven management and staff capability. These guidelines should also take into account advance planning work, market appeal of the project, experience of the applicant, extent of cooperation with other operators and degree of enthusiasm and effort of the applicant. With all funding agencies working within the same **guide-**lines, only businesses with successful track records or with obvious indications of being successful will be funded.

In addition to capital funding, serious consideration should be given to establishing a fund to assist in financing initial planning activities.

This would assist prospective operators to carry out market research, feasibility studies or financial plans. This type of incentive would encourage people to fully investigate possibilities and establish the potential for a business before a great deal of capital is invested.

Training is another problem area which warrants consideration or incentive programs. Many current training programs are not working well and have a high turnover of trainees. Some employers regard the present partial salary subsidy only as a method of obtaining cheap labour. The employers' incentive could be increased to a complete rebate of wages paid, but only upon the employee's successful completion of the training program. Likewise, the employee could be offered a bonus for successful completion of training.

Indirect financial incentives for good operators should be introduced, such as providing new or additional business in the low season. The operator could be rewarded by having his hotel selected as the site of hotel staff training courses. Assistance in bringing in off-season package tours could also be given to operations which are working well.

Other non-monetary incentives should be considered. For example, if a lodge is doing a good job it could possibly be assured of a monopoly situation. However, if the operator is unwilling to upgrade his establishment or expand his season and a new viable operation is willing to operate year round, it should be allowed to do so. The initial operator would thus lose monopoly privileges.

Since most northerners have a keen sense of competition, recognition could also be an effective incentive. Programs initiated by zone tourism organizations could reward such things as the most hospitable community, 'the best hotel', or 'the best special event' in the zone.

Overall, the provision of firm development incentives will go a long way towards successfully initiating new activity and expansion in the tourism industry of the Northwest Territories.

Tourism in the Northwest Territories, while offering a unique experience, also poses some problems for the visitor. Attractions and facilities are often far apart, travel arrangements can be difficult, surroundings are unfamiliar, language and culture are different and services are very expensive. Packaging is an excellent mechanism to present a northern experience to a potential buyer so that it seems interesting and exciting, yet uncomplicated and cost effective.

The benefits of 'packaging' are twofold. First, packaging offers advantages to the customer. It provides a convenience that an increasing number of travelers are seeking. The totally planned **travel** experience eliminates such problems as booking the transportation, accommodation and activity components of the holiday separately, particularly when the visitor is unfamiliar with the area and its facilities, not to mention travel agents in other parts of the country. The increasing costs of travel have had an impact on the demand for packages. **Travelers** are demanding value for their dollars. Through packages, they are relatively confident of what they are buying, as they are usually recommended by a reliable source, whether it be a travel agent or personal friend. Greater importance is also being placed on individualism, resulting in the demand for travel which meets personal interests and lifestyles. Packaging fulfills this need by presenting in advance the type of experience a visitor can expect.

Second, packaging assists both individual operators and communities. It allows control over the number of people coming into a **community** and the dispersment of people through a **community** or zone. This is an important issue in the **N.W.T.** where the resident population is small. The impact of a large influx of visitors to a site can quickly and irreparably change the **community** fabric. Packaging also allows control over the timing of the visit so that communities are prepared for the visitors. By obtaining agreement in advance from **community** operators and organizations on what should be offered, it puts visitors in direct contact with people who are ready and willing to provide a service or product.

For the operator, packaging can be a means of expanding the operating season, increasing lengths of stay, and can also increase sales to new and existing markets. In some cases it can reduce the direct costs to the **traveller** and in turn, likely increase sales. Initially the costs of developing and selling the package are high but, when established, the package tends to continue on its own with minimal promotional costs. This is particularly true when the package satisfies the customer.

Presently there are several package tours of a general nature operating successfully in the **N.W.T.** Areas which can support these larger, general tours should continue to encourage them. However, in the smaller centres and areas with more specialized products, the major thrust should be to develop good packages for small groups of 12-15 people. The tourism product of the Northwest Territories lends itself very well to special interest groups such as naturalists, artists, photographers, historians, adventurers, fishermen, etc. There are many such groups and individuals looking for a "hands-on" experiential holiday and who are willing to pay for that experience.

Packages that are developed must be unique and exciting. The mix of activities offered is extremely important to the success of the package, whether they have a passive (i.e. viewing) or active (i.e. participation) orientation. A successful package must also have a personal touch. It should offer not just supervision, but an interpretation of the attractions, both natural and man-made, and an insight into the cultures and lifestyles found in the area. Personal encounters with residents of the area will be remembered long after the trip itself.

An advantage of small tours is that they provide the visitor with a more personal and flexible package geared to the personal needs of the group. At the same time they provide the **community** with a considerable revenue, without extraordinary impact on the fabric of the community. In addition, monitoring programs to determine user attitudes and needs can be carried out much easier than with a large scale package.

Besides promoting packages geared to small, special interest groups, consideration should be given to developing corporate incentive packages. With a growing conventions market in the larger centres, there is an increasing opportunity to sell pre/post convention packages. There are also possibilities to develop combined business/pleasure packages, geared to the corporate market (e.g. two or three days at a fishing lodge).

Initially, attention should focus on packaging in the shoulder and off-seasons. Currently almost all visitors come to the **N.W.T.** in the **summer** months of June, July and August. Most government and business people also come during this period as do work crews. Consequently, facilities are overcrowded in the summer and virtually empty for the rest of the year. Off-season packages could utilize these vacant facilities. Many opportunities exist for package tours in September, October, March, April and May, including activities such as cross-country skiing, ice fishing, trapline tours and trips 'out-on-the-land.' In smaller communities, many people prefer visitors in the off-season when people have moved back into the **community** and other employment opportunities are limited.

Cooperation among operators is the 'key' in the development of packages. Each operator has a responsibility to provide consistently good service, as well as ensuring other operators do the same. A great deal of cooperative work is also required in the development of attractions, services and local events. The development process, and especially the implementation of the package, can be expensive. Therefore, it is important that all operators involved, collectively do **up-**front research to ensure the final product will attract the market.

There are two approaches which can be used to develop packages. The **first**, is to develop an appealing package and then Promote it in the general or specialized marketplace. The second approach involves identifying potential markets and approaching them to determine their interests. The package is then designed to meet their specialized interests and needs.

Government should play a role in packaging by initially providing funding assistance to operators to develop packages. They could also assist with aids such as a booklet on 'how to package.'

Guidelines for packaging should be established, both for **communi-**ties/operators within the **N.W.T.** and for outside tour wholesalers who **plan** to operate in the **N.W.T.** These guidelines would assist communities in the initial stages of development, outlining requirements for components to be considered in a package tour, cooperative action required, testing, marketing and costing information. For wholesalers, approach, steps and contacts would be outlined in a set of guidelines.

There are a number of steps necessary for the successful **imple-**mentation of a package tour segment in the **N.W.T.** tourism industry. These are:

1. Operators must understand the advantages of packaging and how they 'fit in' to the package and its resulting success.
2. Operators must accept packaging in their operation and actively promote it.
3. The key **focal** package assemblers in each region must be identified; e.g. zone organization, P.W.A., **Nordair**, etc.
4. **General** markets must be identified and then the product(s) determined; i.e. type of **accommodation**, transportation, activities, etc. - package is 'roughed out'!
5. Specifics of package assembly are prepared, operations to be included are selected, timing and duration are set, cost is established.
6. Promotional **campaign is** prepared and initiated and packages are sold.
7. User-response to the package is monitored to determine **attitudes & level** of satisfaction.

8. Package is evaluated and then improved – new packages are developed.

A great deal can be done immediately in the Northwest Territories in packaging small, special interest tours, using existing facilities and attractions in communities that want tourism development. **In the future, it is expected that new facilities, training and financial support will be needed to expand the package tour market in the N.W.T.**

H.

DIVERSIFY TO EXTEND SEASONS AND CREATE
NEW SEASONS

Tourism is very seasonal in the Northwest Territories. Even the **commercial** travel peaks **during** the summer months. Outside of the larger centres, many communities have reported occupancy rates as low as 15 percent during the winter months (November, December, January, February, and March). However, **little** effort has been made to attract visitors in the **non-summer** months. This is largely due to the fact that residents including operators **do** not appreciate that non-residents would be interested in experiencing the 'North' in the dead of the winter.

Diversifying implies appealing to different market groups during different seasons. The mix of experiences that a facility can support determines what is offered. Table VI-1 details the existing and potential activities which can be offered in the various months of the year. Operators **should** refer to this table to identify what activities they could offer. For some of the activities facility modifications will be required. However, equipment to directly participate in the activity will likely comprise the majority of the costs.

For example, a fishing lodge might be able to offer the following activities:

- hunting - fall;
- arctic survival program/outward bound concept - winter to early spring;
- cross country skiing, snowmobile tours, ice fishing - spring;
- small conferences/meetings between September and May.

Fishing would continue to be the main appeal/activity in the summer months.

TABLE VI-1
LENGTH OF SEASON BY ACTIVITY

ACTIVITIES	MON											COMMENTS	
	AN.	FEB.	MARCH	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.		DEC.
<u>TOURING:</u> Tour Groups: - General Sightseeing - Special Interest													Dependent on activities
Individual: - Road - Air - Multi-Mode				←		→	→	→	→	→	→	→	Dependent on modes used Wilderness
<u>BOATING:</u> Canoeing: - White Water - Touring Rafting Barge Ocean Cruise					←	←	←	←	←	←	←	←	
<u>CAMPING:</u> Wilderness Road Access; - Destination - Touring		←	←	←	←	←	←	←	←	←	←	←	Winter camping is possible

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LENGTH OF SEASON FOR ACTIVITY: —————
 EXTENDED SEASON POSSIBLE: - - - - -
 INDEPENDENT OF SEASON: - - - - -
 FACTORS OTHER THAN WEATHER DETERMINES SEASON: "BLANK"

TABLE VI-1 (cont'd)
LENGTH OF SEASON BY ACTIVITY

ACTIVITIES	MONTHS												COMMENTS
	JAN.	FEB.	MARCH	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.	
<u>OUTDOOR EXTENSIVE:</u>													
Mountain Climbing						—————	—————	—————	—————				
Ice Cap/Ice Field Crossing						—————	—————	—————	—————				
Cross Country Skiing	—————	—————	—————	—————	—————					4	—————	—————	
Rock Hound						—————	—————	—————	—————				
Hiking				—————	—————	—————	—————	—————	—————	—————	—————	—————	
Spelunking						—————	—————	—————	—————				
Dog Sleigh Tours	—————	—————	—————	—————	—————					—————	—————	—————	- Best in Apr. and May
Reindeer Sleigh Tours	—————	—————	—————	—————	—————					—————	—————	—————	- Best in Apr. and May
<u>INTERPRETIVE/EDUCATIONAL:</u>													
Watching/Viewing:													
- Whale Hunts							—————	—————	—————				
- Seal Hunts							—————	—————	—————				
- Trapline Tours				4	—————						—————	—————	
- Muskrat Tours				—————	—————								
Photography	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	- Potential year round
Bird Watching					4	—————	—————	—————	—————				
Wild Flower Tours						—————	—————	—————	—————				
Orienteering	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	- Independent of season
Crafts & Carvings	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	—————	- Independent of season

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TABLE VI-1 (cont'd)
LENGTH OF SEASON OF ACTIVITY

ACTIVITIES	MONTH												COMMENTS	
	JAN.	FEB.	MARCH	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.		
<u>EXPERIENCING OTHER NORTHERN FESTIVALS:</u>														
Go Out On The Land			←	→										
Live With Native People			←	→										
<u>FISHING:</u>														
Lodge Oriented outpost						←	→							
Casual:						←	→							
- Road-Side						←	→							
- Boat In						←	→							
Ice Fishing	←	→											←	→
<u>BIG GAME HUNTING:</u>														
<u>Mammals:</u>														
- Sheep						←	→							
- Goat						←	→							
- Grizzly						←	→							
- Moose	←	→								←	→			
- Caribou	←	→							←	→				
- Muskox	←	→									←	→		

TABLE VI-1 (cont'd)
LENGTH OF SEASON BY ACTIVITY

ACTIVITIES	MONTH												COMMENTS
	JAN.	FEB.	MARCH	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.	
Marine Mammals: - Polar Bear - Seal	←————→			←————→						←————→			
<u>SMALL GAME HUNTING:</u> Wolf				4 —————→									
<u>BIRD GAME HUNTING:</u> Geese Duck Ptarmigan Grouse										←————→			
										←————→			
										4 —————→			
										4 —————→			
<u>VISIT MAN-MADE ATTRACTIONS:</u> Historical: - Events - Sites/Buildings Industrial: - Mining Tours - Oil/Gas Rigs; Exploration & Refinery Sites	←-----→ ←-----→ ←-----→												Dependent on type of event Independent of season Dependent on operations of mines Independent of season

To convince many operators that new tourism seasons can be created or that the summer season can be extended, they will need to be shown a successful example. Another principle is to undertake pilot projects. Diversifying is a **recommended** pilot project activity.

At the same time, many operators do not wish to operate any longer than 8 to 10 weeks. The season of operation in the free enterprise system should be the prerogative of the operator. However, if the operator is in a monopoly situation resulting from regulations/legislation, continued protection of the monopoly should be questioned. If a new operator is interested in developing a year round facility which **will** provide full time employment as opposed to seasonal and will contribute to the local economy throughout the year, this operator should be given priority.

It has been widely acknowledged that tourism facilities developed on a single activity, (e.g. fishing, business) are likely to encounter problems associated with seasonality, changing consumer preferences, and a narrowly-defined market. The majority of tourism establishments in the Northwest Territories are single purpose and as mentioned are confronted with **seasonality**.

A development that offers a diverse range of complementary tourism and recreational opportunities will encourage longer visits and perhaps more repeat visitation. Fishing lodges could provide a day tour into a nearby native community. Hotels/motels attracting only business travel, could develop weekend packages to encourage businessmen to bring their wives and stay over for a longer weekend.

There are many opportunities to diversify. The first operation which does, if done well, will undoubtedly be successful and others will follow suit shortly after.

I. UPGRADE EXISTING FACILITIES AND SERVICES

Upgrading activity is required in most tourism operations and **in** the majority of communities. Existing tourism facilities need to implement a more rigid maintenance program, and everyday general cleaning needs to be improved. Many of the maintenance problems relate to the construction materials used. Future development activity should utilize construction materials suitable to the north. Better signing of facilities and landscaping would be warranted by most operations.

Communities are critical to tourism. They establish the image/tone of the experience which can be expected. Communities thus must undertake a number of activities to service the visitor better. Attractive, themed entrance-ways into the **community** should be developed. On-going clean up programs are required, not just in the spring. Better information services are also required, both within the **community** and at the airports.

Specific upgrading guidelines for the different types of operators are presented in section II of this chapter.

J.

DEVELOP NEW ATTRACTIONS AND FACILITIES

Definite gaps in the tourism plant were identified. These are:

- better quality **accommodation** (with more and better amenities; e.g., saunas, lounges);
- cultural events and performing groups (e.g., dances, songs, games, skinning, carving, etc.);
- information services at airports, road entrances and within the communities;
- local tours and activities/attractions;
- indoor oriented & evening activities/entertainment; and
- community beautification.

These gaps should be responded to fairly quickly so that other development activity can occur.

Within the Northwest Territories, there is not a top quality accommodation facility. Most are medium or low quality. A hotel/motel should be developed which offers numerous amenities such as saunas, perhaps a hot pool, lounges, a top quality dining room, and the staff to service the type of market which would visit the establishment.

There are currently few opportunities to participate in cultural events or view cultural activities. More need to be offered. Care should be taken to ensure that they are done well and that the native people are heavily involved and receive the benefits from their involvement.

Information services are non-existent in most communities or are difficult to find. There is a definite need to provide information centres in the airports and at road entrances in those road

access communities. They should be located in areas that are visible to the traffic (both foot and auto) and easily accessible. If separate structures, they should be themed in accordance with the selected development theme of the community.

Development of local tours and attractions is imperative. Few of the communities have enough attractions to fill a visitor's day. Activities and attractions should be developed in or near the **communities** so that they offer year round opportunities. In the short term new attractions should concentrate on providing true northern experiences and which require minimal capital investment. High priority attractions should be cultural attractions giving visitors a chance to view and participate in northern lifestyles. Interpretive/educational types of experiences should be offered.

Evening activities/entertainment is lacking in many **communities** for both visitors and residents. This was particularly noticed by residents without families. During many months, the climate dictates that much of a visitor's and resident's time be spent indoors. While short outdoor trips are possible, indoor opportunities need to also be provided. Cultural activities (e.g., performing groups) can be offered indoors. **Just** making visitors aware of on-going community activities that they can participate in would be beneficial (for example, bingos, curling, hockey games, school plays, church bazars, etc.). **Packagers** should pay particular attention to identifying and organizing indoor activities.

As mentioned in the previous section, **community** beautification is necessary throughout the Northwest Territories. Regular, on-going cleanups should be scheduled. Landscaping should be done where possible and nice walkways should be developed. The general appearance of the entire **community** is important. The underlying factor is developing a pride in residents for their **communities**.

The Northwest Territories is an extremely large area and as a result is not likely to be perceived as 'the destination'. Rather, areas or zones within it will be the destinations. Six arctic zones have been identified. They are development and marketing zones (not organizational zones).

The intent of the six arctics should be to develop each zone uniquely and differently from the others. Thus the six arctics should have their own identity or 'image'. All development activity should serve to create and reinforce the 'image' of the zone. That is, the activities, packages, themes of the different facilities, and the special events should all be in line with the **image** selected. Marketing programs should also incorporate the 'Six Arctics' approach.

To develop the Six Arctics uniquely, each zone should select a particular theme (or group of related themes). * Table VI-2 summarizes possible development themes which could be implemented in the different zones. Upon selection, physical **theming** of new tourism developments or upgrading of existing facilities can be undertaken. From a tourism perspective, there are strategic locations within a **community** where **theming** must occur. These are at entranceways, on main streets and at information centres.

Figure VI-1 presents the 'Six Arctics'. An outline of each zone follows, including the supply base and travel patterns of each.

1. EASTERN ARCTIC

The **Baffin** or Eastern Arctic zone includes all of **Baffin** Island and the islands on the east side of Hudson Bay including the **Belcher** Islands. Its appeal to date has been Auyittuq National Park **which is** renowned for its scenery and the **Pangnirtung** Pass. There are

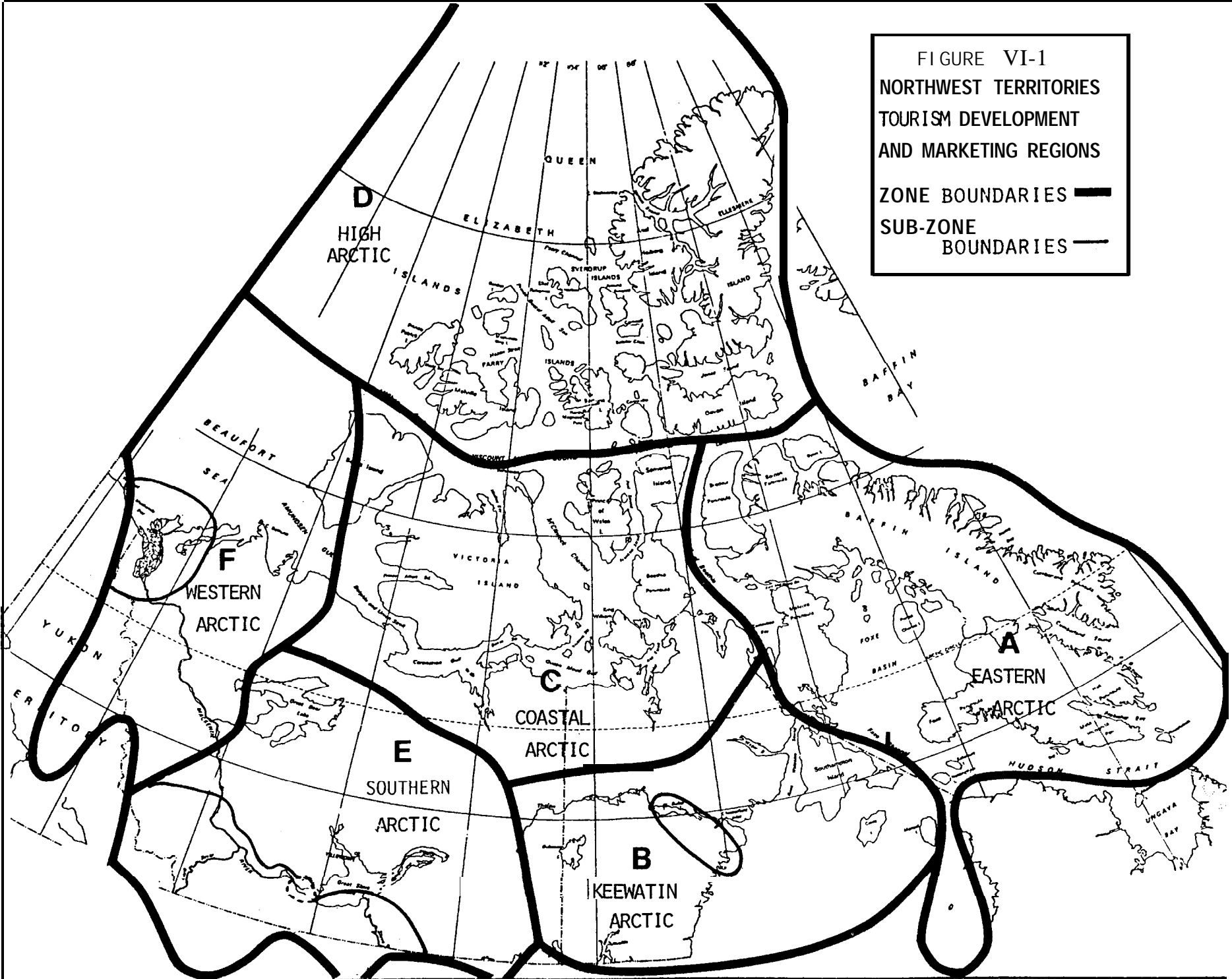
* The next step in this investigation is to work with the industry in each zone to select the development theme and prepare detailed development strategies for each.

TABLE VI-2
SUMMARY OF POSSIBLE DEVELOPMENT THEMES

HISTORICAL/ CULTURAL AND NATURAL RESOURCE THEMES	EASTERN ARCTIC	KEEWATIN ARCTIC	HIGH ARCTIC	ARCTIC COAST	WESTERN ARCTIC	SOUTHERN ARCTIC
Pre-history Eskimo Culture						
. Pre-Oorset	X	X		X	X	
. Dorset	X					
. Thule	X	X		X	X	
Pre-history Indian Culture					X	X
Search For The Northwest Passage						
Probing The Eastern Entrance To The Arctic	X			X		
Penetrating Hudson Bay	X	X				
Arctic Expeditions						
By Sea	X	X		X		
By Land	X	X	X	X		X
Franklin Expedition		X		X	X	X
Our Trade Era						
Hudson Bay Co.	X	X		X	X	X
Northwest Co.					X	X
XY Co.					X	X
The Whaling Era	X	X				
The Missionary Era						
Roman Catholic		X		X	X	X
Anglican	X	X		X	X	X
Other Denominations	X					
Exploration Of Mineral Resources	X	X	X	X	X	X
R. C.M. P. Posts	X	X	X	X		X
Transportation And Communication	X	X				X
Industrial And Resource Extraction						
Mining	X			X		X
Oil And Gas		X	X		X	
Natural Resource Appeal						
Water Focus	X	X	X	X	X	X
Aesthetic Natural Landscape	X	X	X	X	X	X
Individual Features	X	X	X	X	X	X

FIGURE VI-1
NORTHWEST TERRITORIES
TOURISM DEVELOPMENT
AND MARKETING REGIONS

ZONE BOUNDARIES **—**
SUB-ZONE BOUNDARIES **- - -**



also a few outfitting services which attract small groups. Refer to Table VI-3 for a more detailed description of the zone's supply.

The largest centre is **Frobisher Bay**. It **should** be the major tourism service centre in the zone. Development however, is needed to make it function as such. This includes more attractions, better and more **accommodation** and food services and improved information services. As the major service centre it should be the main destination area within the zone.

Pangnirtung should be developed as an activity node and service centre to Auyittuq National Park. Currently it is the best tourism centre in the zone. More activities in and around **Pangnirtung** could be offered for those who want to see the park but not venture into its wilderness. Other **communities** such as Pond Inlet and Arctic Bay could be developed as activity nodes similar to **Pangnirtung**. The selection of the desired role should however be determined by the **community**.

This zone receives approximately ten percent of all the pleasure visitors to the **N.W.T.** A large percentage of the visitors are going to **Frobisher Bay** on the midnight sun tours and are staying only a few hours. The other major market groups are hikers and climbers to the National Park. The greatest number of non-resident visitors are traveling in the zone on business.

2. KEEWATIN ARCTIC

The Keewatin Arctic is primarily composed of barrenlands. It has very few communities and a small population. Tourism has been practically non-existent except for business travelers, visitors to the 10 fishing lodges in the southern portions of the zone and the few canoeists who usually end their trips in Baker Lake.

The main service centre for this zone, at the moment is Churchill, Manitoba. All visitors to the zone have to go through Churchill and because of air schedules, many spend a day or more in the **centre**. The implications are that operators in the Keewatin Arctic should be working with Churchill to ensure that all the components of the experience are of a high quality.

TABLE VI-3
EASTERN ARCTIC - ZONE SUPPLY INVENTORY

NATURAL AND RELATED MAN-MADE FEATURES	HISTORICAL/CULTURAL AND OTHER RECREATIONAL FEATURES	SUPPORT SERVICES	INFORMATION SERVICES	TRANSPORTATION	INTERNAL POPULATION
<ul style="list-style-type: none"> natural features include mountains, fiords, glaciers, ice caps - all of virtually untouched beauty pockets of bird and animal life including seal, narwhale bird nesting sites Bylot Island Bird Sanctuary Auyuittuq National Park Allooloo's outfitting service offers charter fishing, photography, sightseeing Aquik Ltd., transportation and guide services for snowmobile trips and fishing Baffin Kamutauyait operate photography and snowmobile tours and summer boat cruises Baffin Travel and Charter Service provide fishing charters and sightseeing tours Reversing Falls in Cape Dorset also mountain climbing, hiking and icecap/icefield crossing 	<ul style="list-style-type: none"> a number of traditional Inuit lifestyle outpost camps various arts and crafts centres at Pangnirtung, Cape Dorset, Lake Harbour, Frobisher Bay and Belcher Islands early exploration routes (mainly by water) by explorers searching for North-West passage the Franklin expedition travelled and stayed in the area Franklin's Stonehouse at Repulse Bay, Broughton Island Cape Dorset, ruins of Dorset culture Frobisher Bay museum igloo shaped church the movie, 'the White Dawn', filmed here Hall Beach nearby Whaler's Graves, Dew Line Site Nanasiuik, mining silver, zinc, lead oil and gas explorations soap stone carvings and weaving unique to area seal, whale hunting 	<ul style="list-style-type: none"> Frobisher Bay is the regional transportation centre supplying accommodation, food, shopping, and other essential services other communities have only basic services 8 hotels/motels accommodating 230 4 transient centres 2 fishing camps accommodating 32 persons a new fishing camp (tent frames) is being developed on Hall Lake 	<ul style="list-style-type: none"> minimal information services in all communities including Frobisher Bay 	<ul style="list-style-type: none"> air access only (depending on the weather) frequent connection to Frobisher Bay from Montreal also connections from Resolute Bay and Yellowknife Frobisher Bay is the transportation centre for Baffin, other communities good to fair barge and ship supply to some areas in the short summer season no roads outside communities 	<ul style="list-style-type: none"> Arctic Bay - 420 Broughton Island - 364 Cape Dorset - 685 Clyde River - 409 Frobisher Bay - 2,452 Hall Beach - 311 Igloolik - 717 Lake Harbour - 255 Nanasiuik - 239 Pangnirtung - 879 Pond Inlet - 586 Repulse Bay - 277 Sarvik luag - 356

Within the zone, there is the potential to develop a sub-zone which would include **Rankin** Inlet and Baker Lake and the area in between the two **centres**. This sub-zone should be developed and marketed as a unit where visitors attracted can be shared between the two **centres**. Visitation to both centres would be encouraged thus promoting longer stays and larger expenditures.

This zone has a number of natural and cultural features which offer potential for development. High concentrations of marine mammals are found here. It is also a major flyway for many waterfowl species. The presence of the **Inuit** Cultural Centre in this zone offers potential as well. Refer to Table VI-4 for a more detailed description of the resources.

3. HIGH ARCTIC

This zone is the most isolated and definitely has appeal to the adventurer or special interest visitor. Two outfitters offer fishing and sightseeing tours of Lake Hazan and **Creswell** Bay. The area's physical attractions include the highest alpine glaciers in North America and **deeply** cut fiords in a year round winter setting.

Historical development of the High Arctic centres around the quest for the North Pole. Little development of any kind exists in the area. There are only two **communities**, **Grise** Fiord and Resolute Bay. While support services are available in both communities, Resolute Bay is the main **transportation/communication** centre.

Outside access to either **community** is limited to air. **Resolute** Bay has regular connections whereas flights into **Grise** Fiord are more sporadic. (refer to Table VI-5).

The greatest resource in this zone is its location. It is the 'top of the world' for it contains the North **Poles** (both the true and magnetic).

TABLE VI-4
KEEWATIN ARCTIC ZONE SUPPLY INVENTORY

NATURAL AND RELATED MAN-MADE FEATURES	HISTORICAL/ CULTURAL AND OTHER RECREATIONAL FEATURES	SUPPORT SERVICES	INFORMATION SERVICES	TRANSPORTATION	INTERNAL POPULATION
<ul style="list-style-type: none"> • pockets of bird and animal concentrations including polar bears, whale, walrus, caribou and muskox • waterfowl flyway near Eskimo Point • Thelon Game Sanctuary • Walrus Off Coats, Mansel and Walrus Islands • natural attractions include: barren lands, mountains of North Keewatin, Hudsons Bay, Rapids and Falls at Wager Bay, Kazan Falls and Marble Island • Arctic Waterways - wilderness trips on the Coppermine River • Blackfeather wilderness adventures offer fly-in canoe trips • Canoe Arctic Inc., are fly-in canoe tripping operators • Padle, Co-op Eskimo Point, provide fishing guides • Siniktarvik, boat tours for fishing and sightseeing • hiking and canoeing 	<ul style="list-style-type: none"> • early exploration routes through barren lands and from Churchill to Repulse Bay • Hudsons Bay is a historical whaling ground • the sunken ship, the "Angel Gibbs" at Rankin Inlet • one of Franklins. Stone Wintering Houses is west of Repulse • the mission and hospital at Chesterfield Inlet • abandoned Hudsons Bay Co. Posts at Padle, and Wager Bay etc. • sports fishing - excellent char fishing on west coast • Baker Lake is the geographical centre of Canada • Baker Lake is the only inland Inuit community • Inuit Cultural Institute • 144 km. snowmobile race Rankin to Whale Cove • abandoned nickel mine at Rankin Inlet 	<ul style="list-style-type: none"> • Rankin Inlet is the regional service centre and provides basic accommodation, food and transportation services • Churchill, Manitoba also provides essential services and is also a jump off point for Keewatin accommodation and food services are also available in Baker Lake and Eskimo Point • the remainder of the communities offer few services • 6 hotels/motels in total in all communities accommodating 132 persons • one transient centre • ten lodges accommodating approximately 105 persons (3 lodges did not list the number they could accommodate) 	<ul style="list-style-type: none"> • very limited tourist information services in all communities • air transportation is the only year round access • new east-west air route will be the first direct air connection between Frobisher Bay, Rankin Inlet and Yellowknife 	<ul style="list-style-type: none"> • Baker Lake - 887 • Chesterfield Inlet - 264 • Coral Harbour - 426 • Eskimo Point - 913 • Rankin Inlet - 876 • Whale Cove - 164 	

TABLE VI-5

HIGH ARCTIC - ZONE SUPPLY INVENTORY

NATURAL AND RELATED MAN-MADE FEATURES	HISTORICAL/CULTURAL AND OTHER RECREATIONAL FEATURES	SUPPORT SERVICES	INFORMATION SERVICES	TRANSPORTATION	INTERNAL POPULATION
<p>-68-</p> <ul style="list-style-type: none"> • highest alpine glaciers in North America, Arctic icecap • snow covered mountains • deep fiords • true and magnetic North poles • pockets of animal life including muskox and caribou • year round winter • Lake Hazen organized tours (outfitters) • Creswell Bay outpost camp (outfitters) • summer polar bear and muskox sports hunting 	<ul style="list-style-type: none"> • North Ellesmere Island was the starting point for most North pole expeditions • Grise Fiord is the most northern North American community • a few sport fishing camps • northern oil rigs portraying the extent of technology in the quest for energy 	<ul style="list-style-type: none"> • Resolute Bay is a trans- portation/ communication centre • Resolute Bay offers accommodation/food/limited shopping services • Grise Fiord offers basic services including one transient centre which facilitates ten guests 	<ul style="list-style-type: none"> •no existing tourism information services 	<ul style="list-style-type: none"> •Resolute Bay has an excellent airstrip with connections to Frobisher Bay and Yellowknife " Grise Fiord has sporadic air connections •sea lift supply to Resolute Bay •no roads outside of communities 	<ul style="list-style-type: none"> •Grise Fiord - 117 •Resolute Bay - 352

4. THE ARCTIC COAST

This zone shares many similar resources as found in the High Arctic and Keewatin zone. Its tundra supports many species of wildlife and the wildflowers are magnificent. **Pelly** Bay is one of the most isolated and traditional communities in the Northwest Territories. The ivory carvings produced in this **centre** are well-known (refer to Table VI-6).

Cambridge Bay is the zone's major transportation and communication centre. It can not be classified as a major tourism service centre for it lacks basic services. Ideally because of its transportation links it should have this function. However, if another community **is** ready to take the **initiative** to become involved in tourism, it should be the centre supported and developed as the key centre in the zone.

Very few visitors have ventured into the Arctic Coast zone. Bathurst Inlet Lodge - a naturalist lodge brings in the largest number of pleasure travelers. This zone also has offered polar bear hunts which have been very successful. While polar bear hunts do not bring a lot of visitors into the area, the economic benefits to the community is large. Similar types of travel activities should be developed in this zone.

5. WESTERN ARCTIC

The Western Arctic includes Sachs **Harbour** in the north, the Mackenzie Delta, the communities along the Mackenzie River to just north of Wrigley and Fort Franklin on Great Bear Lake. It also includes all of the Dempster Highway down to **Dawson City**. **This is one of the most** developed zones and has the greatest mix of resources in the Territories (refer to Table VI-7).

This zone contains the Arctic circle, lands above and below the tree line, arctic coast resources, the 'mighty' Mackenzie River, the Delta and **mountains**. It is accessible by road, air and water. The zone's population is **tri-cultural** with **Inuit**, Dene, and whites.

TABLE VI-6
ARC C COAST - ZONE SUPPLY
NUNAVUT

NATURAL AND RELATED MAN-MADE FEATURES	HISTORICAL/CULTURAL AND OTHER RECREATIONAL FEATURES	SUPPORT SERVICES	INFORMATION SERVICES	TRANSPORTATION	INTERNAL POPULATION
<ul style="list-style-type: none"> • variety of landscapes from flat tundra to rugged hills and mountains • distinctive Arctic tundra flora • Victoria Island prime area for char fishing • pockets of bird/animal concentrations including, muskox, polar bear, perry caribou • many species of bird life • Wilberforce and Bloody Falls near coppermine • Bathurst Inlet Lodge catering to naturalists, photographers, anglers, rock-hounds and artists • polar bear and muskox sports hunting on Holman Island • some canoeing • char fishing especially good from Victoria Island 	<ul style="list-style-type: none"> • Pelly Bay one of the most isolated and traditional communities in the N.W.T. (known for ivory work) • many explorers routes in this region, land and water, i.e., Samuel Hearne • remains of Edmundsun's vessel "Maud" in Cambridge Bay Harbor • historic stone mission in Cambridge Bay • traditional hunting, trapping and fishing • museum at Holman Island • mineral collection-copper mines • traditional craft work, ivory carvings (Pelly Bay) • ice breaker patrol 	<ul style="list-style-type: none"> • Cambridge Bay is region's transportation centre with accommodation, food, shopping and basic facilities • other communities have similar services but to a lesser extent • 5 motels/hotels accommodating 90 • one naturalist lodge (summer only) • two sports lodges accommodating 33 	<ul style="list-style-type: none"> • few information services and no centres for that purpose 	<ul style="list-style-type: none"> • transportation link primarily by air via Yellowknife • Coppermine, Cambridge Bay - 859 • frequent air service while other communities have less regular flights • no roads outside communities and transportation by air service only • summer sea lift for re-supply 	<ul style="list-style-type: none"> • Bathurst Inlet - 60 • Bay Chimo - 66 • Cambridge Bay - 859 • Coppermine - 801 • GJOA, Haven - 454 • Holman - 306 • Pelly Bay - 252 • Spence Bay - 464

NATURAL AND
RELATED MAN-
MADE FEATURES

HISTORICAL/
CULTURAL AND
OTHER RECREAT-
IONAL FEATURES

SUPPORT
SERVICES

-92-

- one of the largest river deltas in Canada
- Fiords in Liverpool Bay
- pingos, unique to permafrost
- pockets of animal life & bird concentrations
- muskox, arctic fox, reindeer
- East Three Tours offer river tours to various destinations in the Delta
- Mackenzie Delta Outfitting operate boat tours of the Delta & Arctic Coast - of interest to naturalists & photographers
- Midnight Arctic Tours provide ice road trips to Aklavik & Tuktoyaktuk and also operate summer fishing tours
- **tri-cultural** mix of Inuit, Dene & White
- Oempster Highway only road north of the Arctic circle
- historical aspects such as the 'Mad Trapper' & 'Little Chicago'
- oil drilling exploration activities in the Beaufort Sea
- oil activity in Norman Wells
- **Aklavik** one of the oldest communities
- Inuit whale hunts offer potential
- original indian village and historic church in Fort Norman
- Igloo Church in Inuvik
- Inuvik is the regional centre and can provide services for medium size tours i.e., accommodation, food, bus tours, crafts, shops, etc.
- campgrounds in Inuvik and on Oempster Highway
- other communities can only provide basic accommodation facilities to travellers
- Norman Wells is a service centre for the upper Mackenzie portion of the zone
- there are 12 hotels/motels in the zone which accommodate 482 persons
- two communities have transient centres
- only one lodge - in Paulatuk and currently is not being operated.

A sub-zone exists within the Western Arctic. It is made up of the communities in the Mackenzie Delta. Most visitors to this area will travel to several or all of the communities within the sub-zone. Thus it has the qualities of a destination area. More attractions/activities need to be developed, and more and improved facilities are necessary .

Linked with the Delta area is **Dawson** City in the Yukon. This link is due to the Dempster Highway and **air** connections. A large percentage of the visitors to the Delta also travel to or from Dawson City. The communities in the Delta should be working closely with Dawson City to coordinate activities and to share markets.

The communities up the Mackenzie River are small and have had little involvement with tourism. Norman Wells is one of the most picturesque **communities** in the N.W.T., nestled between two mountain ranges and bordering on the Mackenzie River. It is the service centre for the surrounding area. Hunting is the major non-business travel activity in the area. A **few** hikers travel the **Canol** Road and canoeists on the Mackenzie River stop in the communities. Fort Franklin and Fort Norman have few tourism facilities but are interested in the industry. These **communities** would be interested in **small** special interest groups.

There are numerous development opportunities in the Western Arctic zone. To date, they have relied on **business/commercial** travelers and have developed few attractions/ facilities to service the pleasure **traveller**. More tour wholesalers are interested in bringing tours to the area. The Dempster Highway will undoubtedly bring new visitors wishing to be among the few who have driven north of the Arctic circle. For these reasons, plus the depressed economy of the area, tourism development should be a priority in the zone.

6. SOUTHERN ARCTIC

This zone is the most developed area in the Territories. It **con-**tains the largest population, the most developed attractions, and the most extensive transportation system. (Refer to Table VI-8 for a detailed description of the tourism resources.)

TABLE VI-8
SOUTHERN ARC - ZONE SUPPLY INVENTORY

NATURAL AND RELATED MAN-MADE FEATURES	HISTORICAL/CULTURAL AND OTHER RECREATIONAL FEATURES	SUPPORT SERVICES	INFORMATION SERVICES	TRANSPORTATION	INTERNAL POPULATION
<ul style="list-style-type: none"> Nahanni area of the Mackenzie Mountains jagged cliffs with picturesque waterfalls Wood Buffalo National Park water resources, e.g., Great Slave & Great Bear Lakes, & the 'mighty' Mackenzie River hot springs & caves M&M Co. offers cabin cruise trips on Great Slave Lake Raecom Air Ltd. outfitter which flies from Yellowknife to remote fishing camps Kayan Ventures operate guided tours of Pre-lude Lake area Snowcraft Cruises are fishing outfitters on Great Slave Lake N.W.T. Wilderness offer cruises on Great Slave Lake & the Mackenzie River 	<ul style="list-style-type: none"> events such as Caribou carnival, Wood Buffalo Frolics (mostly local involvement) recreation based primarily on boating, camping, skiing, dooing & cross country skiing there are a number of historical buildings & relics in Yellowknife & Fort Smith e.g., Wildcat Cafe, a number of the smaller communities such as Trout Lake, Kakisa & Fort Liard are in effect historical attractions due to natural habitats, log buildings, etc. Yellowknife as the capital is the focal point of the N.W.T. Prince of Wales Northern Heritage Centre Mines in area include gold, salt, lead, zinc & silver barge operation in Hay River 	<ul style="list-style-type: none"> Yellowknife is the largest and main service centre Fort Smith, Hay River, & Fort Simpson are secondary service centres where accommodation, meals, arts & crafts & entertainment are offered most road access communities provide a minimum of services campgrounds & picnic sites are scattered along highways accommodation in the region include: approximately: 25 motels, hotels & cabins with a capacity of 1171 persons and 26 lodges accommodating 544 	<ul style="list-style-type: none"> full information services are available in Yellowknife while only basic information is available in the larger road access communities little or no information services in the smaller communities 	<ul style="list-style-type: none"> excellent air connections to Yellowknife from Winnipeg, Edmonton & Whitehorse good air connections to Fort Smith Hay River & Fort Simpson fair connections to smaller communities road system adequate except for spring break up and freeze up on the Mackenzie and Liard crossings Liard Highway will provide a circle route with the exception of Inuvik, this is the only road access area 	<ul style="list-style-type: none"> Detah - 161 Edzo - 1186 Enterprise - 75 Fort Liard - 308 Fort Providence Fort Resolution - 612 Fort Simpson - 527 Fort Smith - 1178 Fort Smith - 2359 Hay River - 4179 Jean Marie River - 68 Kakisa - 41 Lac La Martre - 228 Nahanni Butte - 86 Pine Point - 1970 Port Radium - 139 Rae Lakes - 177 Snowdrift - 255 Trout Lake - 58 Tungsten - 234 Wrigley - 148 Yellowknife - 9969

The Southern Arctic attracts the largest number of visitors. It has had the advantage of being accessible by road for a number of years. Until recently, a larger percentage of the pleasure visitors **travelled** by road rather than by air. Visitors to this zone include package tour groups, 'sightseeing by road' visitors, travelers visiting friends and relatives, fishing lodge visitors and national park visitors. The zone also receives many business travelers.

Within this zone there are two (2) sub-zones. An important **N.W.T.** sub-zone is **Yellowknife** and the surrounding area. As the capital and the largest centre, **Yellowknife** attracts destination travelers. **It** contains all of the travel services and facilities necessary. More attractions could be developed, for even as a destination, many travelers only stay two or three days. **Yellowknife** should have enough attractions and activities to keep visitors in the area for at **least** one week. **It also** needs to upgrade many of its **accommodation** and restaurant facilities. Information services are another problem area.

The second sub-zone includes the highway from High Level in Alberta to Enterprise and the **communities** along highways number 1, 5, and 6. Fort Smith, Pine Point, Hay River and Fort Simpson are within this sub-zone. Wood Buffalo and **Nahanni** National Parks are also included. The highway system links this area and the **communities** together. Hay River and Fort Smith should be developed as activity nodes for the sub-zone. Each should have enough attractions to keep visitors in the centres for at least 2 to 3 days. They should also encourage travelers to visit other areas in the sub-zone.

Once the **Liard** Highway is completed, this sub-zone will also include Fort Nelson, British Columbia. The opening up of this highway will provide the first circle road system in the **N.W.T.** If the gasoline situation does not affect road travel, this highway system could have significant impact on the sub-zone. Road services will need to be developed including **accommodation**, restaurants and service stations.

Currently the Fort **Simpson/Nahanni** area receives very few pleasure travelers. Some auto visitors venture to the end of the road but most (400 to 500 visitors) are traveling to **Nahanni** National Park. **Many** of these park visitors are entering from Watson Lake in the **Yukon** or **Tungsten**. Currently, Fort Simpson is not functioning as a service **centre** to the park but that is a desirable role. The opening of the **Liard** Highway may change this situation but Fort Simpson **will** need to upgrade existing services and develop more attractions/activities to attract more visitors.

Some of the best tourism facilities are found on Great Bear Lake. Several high quality fishing lodges have been developed here. **It however,** has not been identified as a separate sub-zone for there is very little movement between the lodges and few of the lodge visitors **travel** into the **two** communities located on the **lake**.

The Southern Arctic area is the one zone in the Territories that can accommodate relatively large numbers of visitors. It should develop attractions and events to appeal to larger groups. More package tour groups should be encouraged to travel to the various communities in the zone. The zone should also take on the responsibility of dispersing its visitors into the other five (5) zones of the **N.W.T.**

L.

UNDERTAKE PILOT PROJECTS

Individuals in tourism in the Northwest Territories have become very pessimistic about the potential of the industry and with the north in general. Other factors such as not recognizing the possible interest **in** the non-summer months and being great talkers but accomplishing little, all led to the conclusion that they need to be shown that there is potential in the industry.

The principle of undertaking pilot projects is to convince others that the different components of the strategies (both marketing and development) are feasible and will benefit the industry. Pilot **projects** should include upgrading activity, package development, diversifying to expand into other seasons and new development. Each of the **six** Arctic zones should be encouraged to undertake the different types of **pilot projects**.

Financial assistance should be made available to develop the pilot projects. If funds can be found, government and the private sector should form a joint committee to determine what projects are eligible to receive assistance. Criteria for selecting projects should include the preparation of a comprehensive development plan and guarantees of capable managerial staff.

A list of possible pilot projects has been prepared by Arctic Zone. These have been identified as necessary to fill gaps and contribute to the selected positioning of the Northwest Territories. It is important however, that the initiative to develop these pilot projects come from existing and potential operators and communities. Thus it should not be the role of government or **T.I.A.** to seek out operators but rather wait for the private sector to take up the opportunity.

EASTERN ARCTIC

1. INFORMATION HOSTING AND TOURIST SERVICES - FROBISHER BAY

Complemented by an awareness program, a number of components for a program relating to hosting and showing **Frobisher** to visitors is needed to make them feel welcome, to make them aware of what opportunities are available in **Frobisher** and the rest of the zone, to enable the visitor to occupy his time and to hopefully hold him in the area longer. Various components might include a host available at an information centre at the airport during peak hours, **more** written information made available, and provision of guides for walking or driving tours, etc.

2. PANGNIRTUNG SERVICES

Pangnirtung should initiate the programs identified for **Frobisher** with emphasis on outfitting and guiding development.

3. DEVELOPMENT OF UNIQUE SPECIAL INTEREST PACKAGES

Cross country skiing, outpost and cultural experience programs, mountain climbing expeditions, 'Peter head' boat or freighter tours, spring dog sled trips, wildlife photography trips, cross country snowmobile trips, - although these special experiences fit into the Eastern Arctic zone, initially two or three should be selected and developed.

4. SPORTS FISHING

Camps at **Koluctoo** and **Clearwater** have been operating quite **successfully** and the same concept is developing at Hall Lake. Development assistance should be given to these camps for further development. The sportsfishing camp facilities should be adaptable to accommodate **non-**fishing (e.g. naturalists) clientele as well.

KEEWATIN ARCTIC

1. RANKIN INLET - BAKER LAKE PACKAGE TOUR DEVELOPMENT

This should be a priority as the idea has been initiated locally. The **Keewatin** is the only zone without a regular package tour and the area offers a variety of attractions and activities. Churchill, is a major connection which could act as part of the package while communities such as Coral Harbour, Chesterfield Inlet and Eskimo Point could **also** be combined.

2. NATURALIST TOUR

This could be combined with a facility and outfitting service **in** Wager Bay which would cater to those interested in photographing birds, **mammals** and animal life, as well as the natural scenery. A naturalist tour could include the bird sanctuary south of Eskimo Point, the Wager Bay area and parts of Southampton, **Coates, Mansel** and Walrus Island. A facility at Wager Bay could also, at different time of the year, cater to various activities if the **local** people were interested, e.g., polar bear sports hunting, spring tours by dog sled, spring camp experiences, etc.

3. IMPROVEMENT OF ACCOMMODATION FACILITIES

Combined with management training programs at least one of the following should be upgraded as a pilot project - Chesterfield **Inlet**, Coral **Harbour** or Eskimo Point. Repulse Bay and **Whale** Cove have less traffic but have potential for additional tourism activities if **non-**consumptive use of the natural resources is followed.

4. CULTURAL DEVELOPMENT AND PROMOTION

The **Inuit Cultural Institute** in Eskimo Point is the group representing the Canadian **Inuit** in further developing and making both **Inuit** and whites aware of the past and present culture of the **Inuit**. Many facets of this culture, if properly developed can prove to be very appealing to visitors. The **I.C.I.** should be the group developing these presentations.

ARCTIC COAST

1. CAMBRIDGE BAY HOTEL IMPROVEMENT AND OUTFITTING SERVICES

As Cambridge Bay is the main **community** in this zone and due to the increased demand, accommodation/food services could be further developed. To go hand in hand with this, is the further development of outfitting and guiding services for sportsfishing, general interest tours and the potential of polar bear and muskox sports hunting and naturalist tours of the area.

2. CHAR SPORTS FISHING

As Victoria Island is the best area in the **N.W.T.** for Arctic Char and due to the increasing demand for char sports fishing, the communities of **Holman** Island and Cambridge Bay are prime for the development of camps/lodges.

3. POLAR BEAR/MUSKOX SPORTS HUNTING

As the demand for quality polar bear hunts by dogteam and muskox hunts by **skidoo** is increasing and as the resource for muskox at Sachs Harbour and Polar Bear and muskox at **Holman** and Cambridge Bay is excellent, sports hunting should be further developed enabling local people to benefit - both socially and economically.

HIGH ARCTIC

1. GRISE FIORD ACCOMMODATION AND OUTFITTING SERVICES

Development of proper **food/accommodation** services should be supported in **Grise** Fiord as there is a need and local interest **has** already been expressed. The development of outfitting services, including basic training is also required due to increased specialized tours through **Grise** Fiord to Lake Hazen, North **Ellesmere** and the North Pole, as well as the possibility of Polar bear and muskox sports hunting.

WESTERN ARCTIC

1. INUVIK COMMUNITY DEVELOPMENT

A number of projects involving Inuvik residents would greatly enhance the tourism capability of the town and the outlying communities as well. The improvement of information services and developing additional attractions and services, e.g., reindeer sleigh tours, ice road tours, operators with services and/or facilities working together, keeping the **community** clean and attractive, becoming aware of what tourism is and have individuals trained as hosts, are a few examples of what a comprehensive community development program may entail.

2. PACKAGE TOUR DEVELOPMENT

Due to the variety of unique attractions available in the Western Arctic the further development of package tours must be addressed. **Involvement** of other communities as **well** as Inuvik, the Dempster Highway, boat tours, offseason activities and other related services should be included in at least some of the packages.

3. NORTHERN MACKENZIE MOUNTAINS LODGE DEVELOPMENT

A multipurpose, year round lodge operation with the capability of handling a combination (at different times) of sports fishermen, naturalists, photographers, sports hunters, cross country skiers and those who may just want to get away from it all and relax.

4. DEMPSTER HIGHWAY SERVICES

Fort McPherson and Arctic Red River situated on the new highway would benefit greatly from a service centre - food (restaurant and store) **accommodation**, entertainment, garage, fuel and maintenance. Associated activities such as outfitting, tourism information services and tours **would** also complement the highway service centre. These communities have had limited exposure to tourism and thus should only be assisted if local councils express interest.

SOUTHERN ARCTIC

1. INFORMATION: HOSTING AND TOURIST SERVICES - YELLOWKNIFE

Complimented by an awareness program, various components might include a hosting service available at an airport information booth during peak hours, perhaps combined **with** a travel information centre; additional written information on what is available **in** Yellowknife; guides available for walking or driving tours; additional short packaged tours **in** the area etc.

2. PORT SMITH PACKAGE DEVELOPMENT

For a number of reasons Fort **Smith** has the greatest potential for the packaging of general tours to the area surrounding the community. Fort Smith **is** very rich in historical attractions **in** addition to the Slave River and rapids and Wood Buffalo National **Park**. All of these components however must be packaged with co-operation from the various operations and marketed.

3. ADDITIONAL PACKAGE TOUR DEVELOPMENT

Package tours combining communities such as Hay River, Fort Smith, Fort Simpson and Yellowknife should also be developed.

4. SCOW-JET BOAT AND RAFTING TOURS

This potential is only partially developed on the **Nahanni** and can be **easily** expanded to include rivers such as the **Liard**-especially since the **Liard** highway will bring tourists closer to the starting points of Fort Liard and Nahanni Butte.

5. TRAPLINE TOURS

Although the demand is evident for this type of experience there are no trapline tours available in the **N.W.T.** at this time. Trappers in communities such as Fort Rae, Fort Resolution, Fort Smith and **Yellowknife** use dogs and may be interested in this concept to compliment their trapping income.

6. MULTIPURPOSE LODGE FACILITY

Catering at different times to a variety of clients such as fishermen, naturalist, caribou sports hunters, **CROSS** country skiers, **workshop-seminar** groups or **people** who just wish a relaxing retreat. A **lodge** could be kept quite busy most of the year. A number of facilities in the **Yellowknife** area used presently for sports fishing only could be utilized or a new facility constructed in the Southern Mackenzie Mountains (**Nahanni** Area).

7. CARIBOU CARNIVAL

Although the carnival has been operating for a number of years its rate of development is questionable. The carnival, if expanded and promoted could prove much more beneficial to the economy of Yellowknife and surrounding district.

8. NATIVE FOODS RESTAURANT

To promote the **Inuit** and Dene culture while at the same time catering to local people as **well** as visitors, a native foods restaurant in an attractively themed facility **could** prove financially successful. Foods served could include Arctic Char, trout, whitefish, moose, muk tuk, seal, whale, walrus, rabbit, caribou, bannock etc.

Guidelines for developing and upgrading specific tourism **operations** are presented in this section. They include:

1. *ATTRACTIONS* - *Natural*
 - *Cultural*
 Historical
 Industrial
2. *HOTELS/MOTELS*
3. *LODGES* .
4. *OUTFITTING*
5. *TERRITORIAL PARKS*
6. *FOOD SERVICES*
7. *ARTS AND CRAFTS RETAILING*
8. *TRANSPORTATION*
9. *INFORMATION CENTRES*

1. *GUIDELINES FOR ATTRACTIONS*

Attractions are the essential component of the tourism plant - they provide motivation for people to travel. Without attractions, tourism as we now know it simply does not exist.

The attractions should serve to interpret the area to the visitor. They should act as introductory points to other attractions to increase visitor length of stay. Development of new attractions should be clustered with other attractions so that there is something of interest for different markets. It is also preferable to develop attractions close to other services (i.e., accommodation, food services, etc.). New attractions and existing attractions should address the possibility of providing year-round appeal.

There are many kinds of attractions, a number of which have several different types of appeal. Although the guidelines for each type of attraction will be outlined individually, it must be remembered that several types could be combined for mutual benefit to the attraction site.

NATURAL ATTRACTIONS - In the N. W. T., the natural attractions have been the major attractive features. Much of the appeal comes from the fact that many natural features of the **N.W.T.** (i.e. wildlife, vegetation) are unique and not found in other areas of Canada.

The natural features must be preserved and protected. However, development to make the natural features more visible and appealing to visitors must also be undertaken. The design of facilities/structures should complement natural features.

Other specific guidelines to preserve and enhance natural features are:

- i) where possible, interpretation of the natural features should be provided through signs/external display areas;
- ii) viewing areas should be designed and selected to not interrupt or destroy the natural attraction;
- iii) where trail networks can be developed, they should be carefully located and maintained.

Natural features as attractions are of two types in the N.W.T., either:

- a) the site - specific natural features such as

- **Pingos**

- Louise Falls

and many other geological and land formations, historical and archeological and vegetative features; or

- b) the collective mix of natural features such as the interior of **the N.W.T.**, the Arctic coastline and the untouched natural wilderness offering opportunities for scenic touring.

CULTURAL ATTRACTIONS - As mentioned throughout this report, the cultural resources of the **N.W.T.** has the potential to create more **interest** in the North as

a destination than any other resource. It is important to the industry that these resources be developed. At the same time it is important to recognize that it is a very delicate and sensitive resource.

The decision to **utilize** the cultural resources must come from the communities. Those who are not ready or interested should not be encouraged. Those who are should be given a great **deal** of assistance. 'Exploitation' of the **Inuit** and Dene people is the greatest fear of many. The **Inuit** and Dene **communities** must be involved in the development of the attractions and events and they are the people who should receive the majority of the benefits from the development.

There are numerous potential attractions and events which can be developed around the cultures of the 'North.' Cultural events and performances such as drum dances, songs, games, skinning and stretching, carving, etc., can be offered at little expense. Opportunities to **live** with native people and view or participate in traditional **activities** (**trapping**, hunting, **fishing**) should be developed and offered.

HISTORICAL ATTRACTIONS - The high capital costs and limited financial return make public financing necessary for developing **most** historical attractions. Historical attractions are, however, viewed by both Territorial and Federal Governments as desirable public services. Private sector involvement has been very limited unless auxiliary commercial opportunities (i.e., restaurants, shops, **accommodation**, etc.) are located on site. **In this situation** the commercial assets are realized through the auxiliary services.

The private sector must be sensitive to the need to redevelop historical sites/structures exactly in line with the original development. Commercial ventures should be compatible, and the theme should be consistent with that of the attraction. **In most cases**, auxiliary structures should be away from the actual site, both visually and physically.

Many of the historical attractions have only been partially preserved. They also tend to be small and dispersed. For the **N.W.T.** to become competitive as an historical attraction destination area, more expansion and upgrading of the historical attractions would be required.

Traditionally, historical attractions tend to be merely viewing-oriented with subsequent limited visitation appeal. The visitor should have the opportunity to become involved in the attraction (i.e., tour from Bathurst Inlet following Franklin's route). Any new development of historical attractions must be unique - offering a totally different experience. Interpretation and an activity orientation are necessary for the success of a historical attraction. On-site personnel should be dressed **in** costumes and involved in activities of the **time**.

Stories of the past add to the travel experience. **Senior** members of the **community with** personal **experiences to** relate or who had stories passed down to them from relatives are excellent means of adding to the historical travel experience.

INDUSTRIAL ATTRACTIONS - Industrial attractions are of increasing **in-**terest to the traveling public. These types of attractions have the advantage of being **able** to key in on specialized target markets (e.g., oil executives may be interested in the oil and gas operations in Norman Wells and Tuktoyaktuk).

Historically, industrial attractions have operated as tours. Several industrial tours in other parts of the country have been discontinued or altered because of insurance problems and interruptions with the on-going operations. Tours lasting 1-2 hours are the most desirable. The development of activity-oriented display areas is a good alternative to tours. A display area could be set apart from actual operations, thus reducing insurance problems, and also providing flexibility time for the **traveller**.

Whether a tour or a display area, the industrial attraction should portray to the visitor a feeling of the area. Interpretation of why the industry is in the area, its influence on the development of the community, the historical **development** of the industry, as well as a description of the process on how the industry is operated should be provided. Selling the products manufactured, or souvenirs, should be considered as travelers are often interested in such items. Also, the

company would cover some, or perhaps all, of the costs for the operation of the attraction.

To add to the success of industrial attractions, cooperation between the industries and other tourism operators is necessary. Accommodation operators should encourage guests to visit the industrial attractions.

2. GUIDELINES FOR HOTEL/MOTEL DEVELOPMENT AND UPGRADING

Quality in both the **facilities** and services **is** important **in** the operation of a hotel /motel. The majority of hotel/motel facilities in the **N.W.T.** are of mediocre quality. Maintenance programs are inadequate. **In** many of the **communities** these facilities are not even signed.

Hotel/motel facilities should be **themed** in accordance with the image/appeal of the area. They should be well marked. Other services (e.g. , restaurants) if not provided on site should be available close by.

An alternative to hotel developments in small communities might be 'guest houses' which would better serve the small business and specialized group market while also reducing capital outlays.

Research into alternative forms of construction suitable to the northern climate should be undertaken. One alternative for expansion of a hotel is to develop it in such a way that a portion of the facility can easily be closed off in the winter months. Care would need to be taken to ensure that there would be no **ill** effects on sewage, water, heating systems etc. Also solar heating, **wind** energy, use of excess power/heat from community units might also be investigated.

Either loans or special incentives might also be considered for the better hotel/motel facilities in each of the six zones wishing to **ex-**pand or upgrade.

3. DEVELOPMENT AND UPGRADING OF FISHING LODGES AND CAMPS

Fishing lodges and camps are some of the best operations in the N.W.T. There are a few which need to upgrade the quality of the facilities and services. Generally though they are in good condition and provide quality service to their guests.

The fishing lodges however tend to be seasonal operations. The strategy is to develop a year round tourism industry and thus lodge operators must be encouraged to expand their seasons and operate year round. Lodges should investigate their potential to offer hunting experiences, attract the small business meeting/conference market, or offer packages of winter activities.

4. GUIDELINES FOR OUTFITTING

An outfitting **licence** should be for specific services within a certain geographical area. Liability insurance, guide training, inspection of equipment, bonding, and knowledge of the area should be mandatory.

The application and **licence** should state the maximum number of clients per trip and per season. For example, in the Nahanni Park the number of outfitters is not the foreseen problem as much as the total number of visitors; each outfitter should be **licensed** for up to 'x' amount of visitors and for a specific time frame.

Certain environmentally sensitive campsites can be omitted from usage under the **licence** and other regulations can be initiated which may limit the use and business of the outfitting area.

If an outfitter is dormant for longer than 1 year his **licence** should be reviewed and if his service is dormant for 2 years his **licence** should be revoked, allowing others to utilize the potential.

The question of priority to northern outfitters versus southern outfitters must be addressed. Should development be slowed down in **favour** of management by a northerner? The possibility of taking in

a northern partner with an option of the northern partner buying out the southern partner in 5-10 years may be a viable alternative.

5. TERRITORIAL PARKS

Territorial parks, as they exist now, have picnic sites (day only), campgrounds for tents, tent trailers or large mobile campers. Additional types of facilities may be developed to include: full facilities for large campers/mobile homes with sewage pumpout, water and electrical hookup and possibly **basic** grocery facilities and central showers, mainly in the Yellowknife, Hay River, Fort Simpson, Fort **Smith, Inuvik** and Fort **Liard** areas. Care must be taken to ensure they do not compete with **commercial** campgrounds or other nonprofit campgrounds **with** a fee to cover operating costs.

Interpretation of what resources are in the park/campsite area should be established. This may include local history, land forms, types of trees, animals and birdlife, areas of interest, walking **trails** etc. Interpretation could be in the form of brochures, signs, interpretive centres combined with screened in lookout cabins, etc.

Maintenance contracts should be better administered; the lowest bid is certainly not necessarily the best. Policing of parks should be evaluated.

Additional walking trails to and/or including points of interest should be developed. Interpretive programs or information signs may also be an integrate part of these additional interest trails.

It **is** also recommended that Federal and Territorial Parks meet more frequently and review development plans to ensure that they are, in effect, complementing each other.

6. GUIDELINES FOR FOOD SERVICES

Generally restaurants and dining facilities do not view themselves as tourism operations. Like most operations they do not care where

their customers come from as long as business is good. This attitude has been harmful to the tourism industry and to the restaurant industry, which is noted for its **high** failure rate.

A restaurant's success is almost totally dependent on the quality of food and service related to price. There is **little** to be done about the present high costs. Therefore, facilities should concentrate on expanding their menus (more than just the present steak / 1 lobster) and upgrade the level of service. A restaurant operation must offer a high quality experience.

The facility's design, both internal and external, creates atmosphere. That atmosphere should be reinforced by the decor and the appearance of the menu. If a restaurant or dining facility is associated with another operation, both should have a consistent or compatible theme.

The present market for eating establishments in the **N.W.T.** is made up almost solely of travelers. Attention should be paid to making their dining pleasurable as part of their overall travel experience. Restaurants should also, however, examine the surrounding resident markets. By improving menus, service and appearance of the establishments, it is possible to make them appealing to this 'built-in' market.

The strong draw of the cultural aspect of the **N.W.T.** suggests the potential for restaurants specializing in native foods. These could include menu items such as caribou, reindeer, car and whale. Other eating establishments should also consider offering at least one or two of these 'northern' items on their regular menus.

7. GUIDELINES FOR ARTS AND CRAFTS

Arts and crafts represent important attractions within the tourism industry. Eskimo carvings and prints are well known and people expect to see and purchase them when they visit the **N.W.T.** The sale of these items contributes substantially to the economy; however, some problems exist.

A major problem is that crafts are often more expensive in the **N.W.T.** than **in** other parts of Canada. While 'bargains' can **still** be found in some smaller communities, the major visitor **centres** of **Yellowknife, Inuvik** and **Frobisher Bay** have prices equal to or higher than those in other areas of Canada. It is important to the tourism industry that **Inuit** and Dene arts and crafts be less expensive in the Northwest Territories for two reasons: One, it would encourage more spending. **If** something is less expensive, one tends to **buy** more of it. Secondly, visitors expect arts and crafts to be less costly in the North. They are disturbed to find the prices so high, thus creating less visitor satisfaction.

Many of the tourism operations have **small** gift shops where they sell souvenirs and **Inuit** and Dene crafts. They have a great deal of difficulty in acquiring arts and crafts because the majority are sent to the larger market areas outside of the **N.W.T.** Policies concerning craft distribution should be reassessed. Retail outlets in the **N.W.T.** should be given higher priority than has been given to them in the past.

8. GUIDELINES FOR TRANSPORTATION

Air carriers are a vital component of the tourism industry. Generally the carriers are providing an excellent service to travelers entering the North and traveling within the Territories. Two areas, however, could be improved:

- 1) **co-ordinating** schedules between second level and third level carriers
- 2) publishing schedules far enough **in advance (10 months)** for tourism operators and packagers to develop their promotional material with the air schedules included; while it should be up to the operators to seek out this information, all would benefit if the airlines took a little more initiative in this area.

Visitor awareness of what to expect on arrival in the N.W.T. is very poor. Because air carriers bring the majority of the visitors into the Territories, they are the ideal agency to prepare travelers. The **air** carriers should carry brochures on the N.W.T. One member of the crew could speak to the passengers and describe the **Northwest** Territories and detail the attractions and services of the various **communities** they fly to. In addition to providing information on the related tourism facilities, they could also impress the importance of **being** sensitive to and respecting the different cultures of the north.

The **strategy** for the N.W.T. stresses package development as **being** critical to the expansion and growth of the industry. Air **carriers** must work closely with the better operators to explore new packaging opportunities particularly for the **non-summer** months.

The only other major form of transportation in the N.W.T. is road travel. While the existing roads in most areas are adequate, care should be taken to see they are properly maintained on a regular basis. This would include oiling to alleviate the dust problem. In addition, consideration should be given to expanding roadside services such as gas stations and rest areas.

9. GUIDELINES FOR INFORMATION CENTRES

The main function of information centres is to serve and satisfy visitors who are in the Northwest Territories. They do this by **distributing** requested information, answering queries about the area and assisting the visitor in any way possible. A properly **functioning** information centre can increase visitor interest in the area . . . leading to longer stays, increased expenditures, and satisfaction with the N.W. T. experience.

Visitors to the north, especially first time visitors, or visitors going into more **remote** areas, are generally faced with surroundings and lifestyles which are completely foreign to them. To assist and **orient** these visitors, information centres are needed in each tourism zone in the Northwest Territories.

ZONE INFORMATION CENTRES - The zone centres should be located at the main point(s) of entry to that zone. In areas accessible only by air, these **centres** should be located at the airport. If a zone has both **road** and air access, with substantial traffic arriving by both, information centres should be located at both points of access (e.g., **Inuvik** airport and the Dempster Highway).

Road and airport information centres should stress the theme of the zone. This theme should be presented in an attractive and informative manner via exhibits highlighting the zone's attractions, handicrafts and services. A basic airport information centre concept should be designed to be used with modifications across the Northwest Territories.

The information centres at major access points to the **N.W.T.** should be staffed with knowledgeable people who understand the zone and what it offers.

To prepare information centre personnel for the job, a training program should be developed. It should cover basic needs of tourists, hospitality training, briefing of all tourism activities, facilities in the zone, maintenance of basic tourism statistics, etc.

At road information centres (Mackenzie Highway, **Dempster** Highway, and eventually the **Liard** Highway) staff would be required full time during the **summer** months. At airport centres staff should be at the centre during plane arrival times, and could double as hosts at other times. Initially, Yellowknife is the only centre requiring year round service. Other airports would require staff only during the summer, in the short term.

An information centre's success in contributing to the tourism industry depends very much on the degree of personal interest taken in all visitors. Experience has shown that senior members of a community are excellent information centre employees. They usually are proud of their community and have numerous stories of the past. They also tend to be more sincere in their promotion of the area.

Funding for the establishment and operation of zone information centres would initially be the government's responsibility. As the industry grows, the financial responsibility should be divided between

the government and the zone, with the government matching funds provided by local operators and zone tourism organizations.

COMMUNITY INFORMATION CENTRES - In addition to regional centres, more effort should be put into establishing local information centres within municipalities. Attempts have been made in some areas with only limited success. As a starting point in a **community**, there should be a small unmanned display at the airport. It would simply outline some attractions and direct the visitor to sources of **more** information.

Within the community, a local information centre could take several forms. In larger centres (Yellowknife, Fort Smith, Fort Simpson) it could be a separate building or office, while in smaller hamlets and settlements, tourism information could be dispensed at the municipal office, until there is a need for a separate **community** information centre. The municipal office would have information about the **community** and be able to respond to questions from visitors.

SIGNAGE - Visitors to the Northwest Territories usually do not know where to go to obtain tourist information. To provide direction, standardized signage for tourism information should be introduced. This form of identification could be used on highway information centres, on airport centres, at community centres and outside hamlet or settlement offices. The symbol or sign should be promoted to visitors in advance so they know where to go for more information once they arrive in the Northwest Territories.

In addition to formalized information centres, every tourism operator in the Northwest Territories should be prepared to operate informally as an information centre, providing information about the **community** and the zone. This could encourage more use of local facilities, and could encourage a visitor to spend an extra day or two within the zone.

DIRECTORY OF SERVICES . Information centres can function effectively **only** if they have the required information to dispense. As part of an information centre program, each community should be encouraged to

develop a directory or listing of all its services, attractions, events, infrastructure, etc. If a person is interested in tourism as a host or a guide, or as a tourism business operator, **he could be listed in this** directory. This service would help direct visitors to people who are interested in providing services to visitors (since they have agreed to be listed **in** this directory) and would prevent visitors from going to operations which prefer not to become involved in tourism.

In many communities, travel agents are non existent, and airline ticketing agents are part time people only. Until such time as these services are provided in the **community,** the information centre staff could assist with trip planning, reservations or setting up local tours or boat trips for visitors.

THE TOURISM INDUSTRY - HOW IT SHOULD BE ORGANIZED

A.

INTRODUCTION

Implementation of the development and marketing strategies will require a great deal of cooperation between government and the private sector. The existing organizational structure has not promoted cooperation rather an attitude of one side against the other has existed. In addition, many operators have felt the present association and government have been representing the interests of tourism in **Yellowknife** only, with **little** recognition or assistance to the regions.

Whether real or just perceived, the implications are that changes in the organizational structure need to be made. The task has been to **recommend** an organizational structure that will **enable** the private sector to play a more effective role in planning, developing and marketing the Northwest Territories' unique tourism resources. Furthermore, the chief criterion to be used in evaluating an organizational structures should be workability.

The success of any proposed organizational structure will ultimately depend on the willingness of all parties to make it work. That willingness **will** only occur when participants recognize the **benefits** to be acquired from an improved structure.

1. TOURISM FUNCTIONS

A preliminary step in determining the 'best' organizational structure is to review the different tourism functions/activities which need to be undertaken. Upon identifying these, two questions can be addressed: one, does the activity require full time attention, or does it only need to be addressed at critical times, and two, in who's best interest is it to take responsibility for the activity (i.e., government or the private sector).

Six basic functions are identified as being critical to the success of the industry. These are:

- Planning
- Development
- Marketing
- Research
- Communication/Representation
- Manpower Training and Education

Table VII-I details the different activities under each function. Only a few activities have been identified as requiring on-going attention. These relate to: **promoting or** advocating new activity in the industry, coordinating activities within the industry and with other **agencies**, regulating the different facets of the industry, monitoring/evaluating effectiveness, and representing the interests of the tourism industry to other industries and to government. Other activities are not on-going and, as such, would not necessarily need to be the responsibility of permanent staff (e.g., could be in the hands of a **committee**).

Of these different activities requiring on-going attention only two definitely need to be assigned to a particular agency (i.e., no other agency can take the responsibility for the activity). **Only the private sector can** 'lobby' government agencies, and 'regulation' **is a government role.**

The other activities do not specifically require that they be done by government or by the private sector. Some in fact would be best carried out by a contracted neutral agency (e.g., advertising agency, planning firm). However, in addition to regulating, the government is better equipped to undertake certain activities **while** some are more effectively addressed by the private sector.

Activities best done by the government are conducting research to monitor the industry, preparing forecasts and providing educational and training programs. A private sector organization on the other hand is more able to **gain** the cooperation of the industry to implement a grading system. **Also** the private sector tends to be more effective in expressing the **point to politicians** that tourism is **important.**

TABLE VII - 1
TOURISM FUNCTIONS AND RESPONSIBLE FOR

PLANNING	DEVELOPMENT	MARKETING
<ul style="list-style-type: none"> • overall plan including marketing and development 	<ul style="list-style-type: none"> • <u>advocate and coordinate development (operational)</u> 	<ul style="list-style-type: none"> • <u>advocate and coordinate (operational)</u>
<ul style="list-style-type: none"> • tourism development strategy 	<ul style="list-style-type: none"> • assistance financial management, advisory 	<ul style="list-style-type: none"> • assistance financial advisory
<ul style="list-style-type: none"> • tourism marketing strategy 	<ul style="list-style-type: none"> • <u>to coordinate with other services (infrastructure)</u> 	<ul style="list-style-type: none"> • promotional programs
<ul style="list-style-type: none"> • regional strategies 	<ul style="list-style-type: none"> • operational standards (grading) 	<ul style="list-style-type: none"> - media
<ul style="list-style-type: none"> • local or site specific 	<ul style="list-style-type: none"> • <u>regulation</u>* 	<ul style="list-style-type: none"> - travel information centers
		<ul style="list-style-type: none"> - packaging
		<ul style="list-style-type: none"> - trade shows fam tours
		<ul style="list-style-type: none"> - direct mail

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ACTIVITIES REQUIRING FULL TIME STAFF []
 ACTIVITIES REQUIRED TO BE DONE BY GOVERNMENT*
 ACTIVITIES REQUIRED TO BE **DONE** BY PRIVATE SECTOR**
 ACTIVITIES NOT UNDERLINED - No AGENCY IN PARTICULAR REQUIRED

In addition, there are a number of activities which should be the mutual responsibility of both the government and the private sector. These activities include developing the criteria for financial assistance programs, coordinating development activities with other agencies, having input into and directing planning activities, identifying what special studies should be undertaken, keeping everyone involved in the tourism industry informed of the various activities, and determining the requirement for manpower training programs.

This review **implies** that the tourism industry is best serviced by a **minimum** of three organizational structures:

- . tourism representation is necessary within **government** - a Tourism 'Focal Point' in government
- . a private sector organization representing the various sectors/all the tourism-related businesses, and
- . a joint private sector/government body organization to enhance co-operation and coordination of activities between the two sectors.

2. ORGANIZATIONAL PRINCIPLES

The uniqueness of the **problems and** needs of the industry **in** the 'North' dictated that an organizational structure unlike any other **in** Canada be developed. It was **simply** not possible to **point** to a tourism industry organizational structure elsewhere and incorporate **it in** the **N.W.T.**

While other provinces have concentrated on developing a strong government agency as well as a strong private sector association(s), this is not possible in the **N.W.T.** The financial and human resources are too scarce to do both. In addition, the number of potential members in a tourism association is so small, that an active private sector association will require considerable public funding.

In determining the organizational structure, it must be viewed from the perspective of what is best for the industry as a whole. The following principles were adopted in the preparation of the recommended organizational structure:

- . Firstly, the current structure has not worked well. The limited financial and human resources dispersed among different agencies and groups hinders the ability of any of the agencies to be effective.
- . The talk of developing the tourism resources to meet the needs of visitors in the 1980s is too great for either the government or the private sector to assume they can achieve results by themselves -- the very nature of tourism means they must be partners and both be directly involved and interrelated. A co-operative attitude of a working partnership is **vital to** the long-term viability of this industry. **Co-operation between** the industry and government at all levels (i.e., territory-wide, zone, and local) is necessary.
- . Such a working partnership will require formal channels of communication that are known and used by all partners.
- . When there is an option as to where the responsibility should be placed (i.e., with government or with the private sector), the responsibility should go to the private sector. Free from the constraints of political bureaucracy, a private sector association can often be more effective, flexible and creative than a government agency.
- . The organizational structure should be designed to assist the operators of tourism-related businesses and, more importantly, to satisfy the needs of the visitor - the fundamental goal that unifies all components of the tourism industry is visitor satisfaction.
- . The organizational structure should be designed to optimize the profitability and efficiency of tourism related businesses.
- . Assessing achievement and accountability should be fundamental to the operations of both private sector association(s) and government.
- . Lastly, the private sector requires lobbying power and thus must have an organization which is independent of government.

B. PROPOSED ORGANIZATIONAL STRUCTURE

1. INTER-RELATIONSHIPS

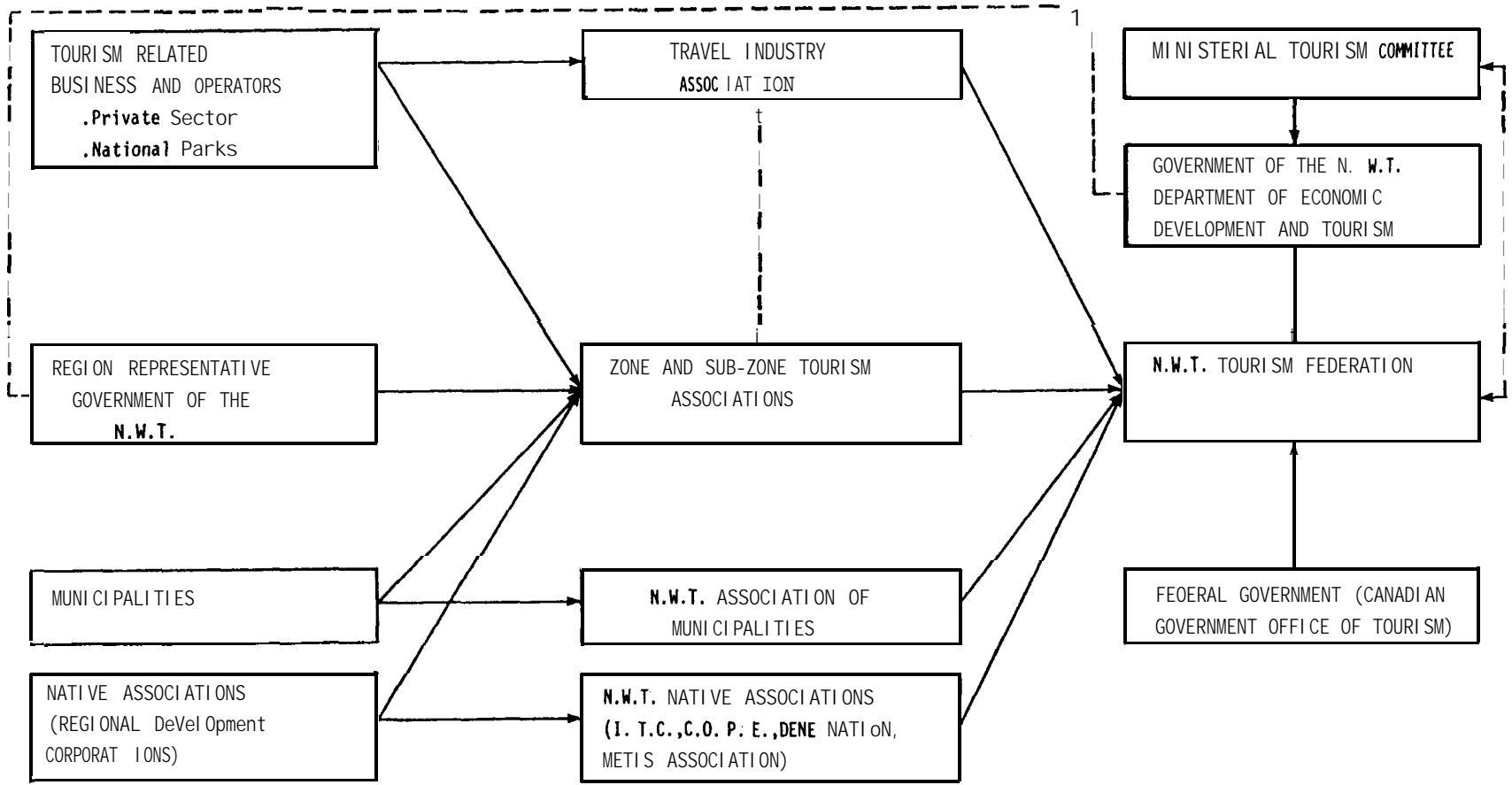
The unique circumstances of the tourism industry in the Northwest Territories require a unique organizational structure. Organizational principles indicate a close, co-operative relationship among all components of the tourism industry, including the various levels of government. Of the several alternative organizational structures examined, the one outlined in **Figure VII-I** was selected as most appropriate.

The proposed structure includes a joint private sector/government committee or federation as the the major coordinating body where all tourism interests are represented. Its prime function is to be the forum where government agencies and private sector representatives come together to exchange ideas, discuss needs and agree on common directions/activities. The Federation would be the agency responsible for determining tourism policy. The Federation would be made up of:

- 6 Zone and Sub-Zone **Association** Representatives
- 2 T.I.A. Representatives
- 1 N.W.T. Association of Municipalities Representatives
- 4 **Native Association** Representatives
- 2 Government of N.W.T. Representatives
- 1 Federal Government Representative (C.G.O.T.) (and 1 ex-officio representative from D.I.N.A.)

The Federation would need to meet at regular intervals to set the directions for tourism marketing and development, to determine priorities, to assign tasks and to measure the progress. It would have a 'pool' of funding to allocate based on budget needs and proposed activities of the different agencies/associations. Initially the funding would be from government sources, but eventually the private sector contribution would be substantial. The Federation would have no permanent staff--it would delegate tasks (and funding) to other agencies and organizations.

FIGURE VI 1-1
PROPOSED ORGANIZATIONAL STRUCTURE
 FOR
 TOURISM IN THE NORTHWEST TERRITORIES



Individual tourism operators (including businessmen, communities, National Parks, **Native** Associations, companies, etc.) would belong to zone tourism associations. The zone associations **would** represent all tourism interests in each zone, and would be responsible for making desired improvements. Specific zone marketing strategies, increasing tourism attractions and services, and increasing the use of 'packaging', etc. would be the responsibilities of the zone associations. The zone associations would be the lobbying body for their respective geographical areas.

In turn, the Travel Industry Associations of the **N.W.T.** would be the lobbying body for all operators and the entire **N.W.T.** To be a successful and effective voice, **T.I.A.** would thus need to be made up of all zone associations. All tourism operators would be members of **TIANWT** through their memberships in zone associations.

The strategy has emphasized the need to develop more community based tourism. This orientation was **recommended** because of the need to provide more employment opportunities for **N.W.T.** residents and also to enable tourism to be a year round industry. Winter tourism and much of the shoulder season activities need to be indoor oriented or at least much of the time--the implication is **community** based tourism. For these reasons municipalities will play an increasingly important role. The existing **co-ordinating** organization, the **N.W.T.** Association of Municipalities **should** have representation on the tourism Federation.

Native Associations are playing an increasing role in the economic activities of the Northwest Territories. Many have expressed an interest in tourism and in its development. In addition it is important to the industry to enhance and maintain communications on the status and proposals on land claims. The four native associations (i.e., Dene Nation, Metis Association, **ITC** and C.O.P.E.) should be offered voting memberships on the Travel Arctic Federation.

The need for a committee on tourism within the Territorial Council has been emphasized by the tourism industry. The ministerial **committee** is necessary to respond to the increasing tourism activity which is and will continue to occur in the **N.W.T.** It is particularly necessary during the formulation of the Travel Arctic Federation. Until the Federation is in place and operating effectively, tourism groups and associations will require a mechanism in which they can express their concerns and needs (e.g., budget needs, regulations, development controls, etc.). The Ministerial Committee on tourism, if formed, would be the most effective body to respond to these needs; **and, in particular, the Committee can serve as an appeal board** for zone associations concerning Federation decisions.

Federal Government representation should be from the Canadian Government Office of Tourism. They should be the coordinating body for all the federal departments impacting on tourism and should represent their interests on the Federation. With the Department of Indian Affairs and Northern Development being the major land-holder in the Territories it is desirable to have a representative on the Federation. They should however, be a non-voting member.

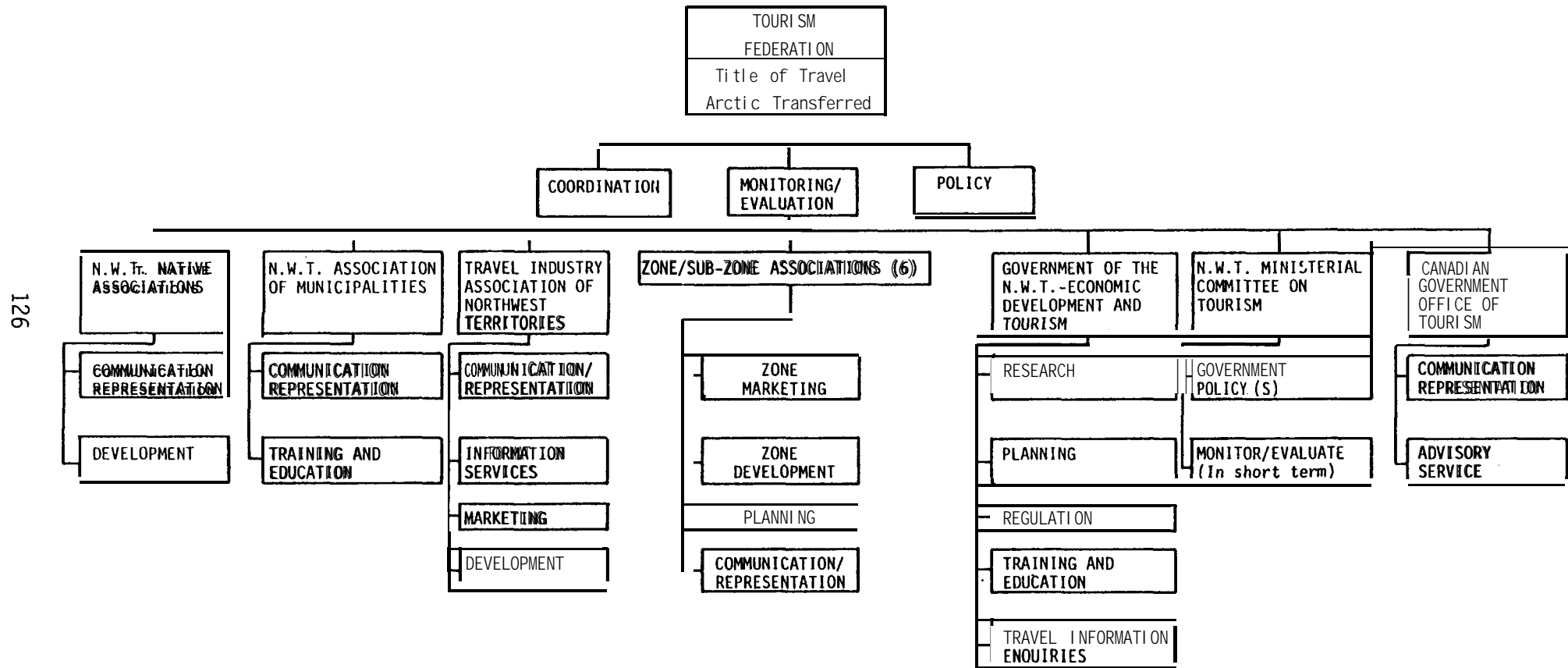
This organizational structure is presented as a pattern or guideline to initiate the development of an effective tourism industry organization. It should be recognized that as the structure is implemented and **used, changes** will undoubtedly occur. The structure must be viewed as flexible in order to incorporate shifts in industry needs and even the different groups and individuals who become involved in the tourism industry.

The proposed initial distribution of **functions** is outlined in Figure VII-2. This allocation will have to be discussed in a workshop to establish the Federation, and assessment of responsibilities can be finalized at that time.

2. TOURISM OPERATORS (Including Municipalities)

The operators of tourism-related establishments constitute the foundation of the hierarchical organizational structure. The success of any organization will ultimately reflect the abilities and enthusiasm of those individual business/municipalities that make up the Northwest Territories' tourism industry.

FIGURE VII - 2
 ORGANIZATIONAL INTER-RELATIONSHIPS



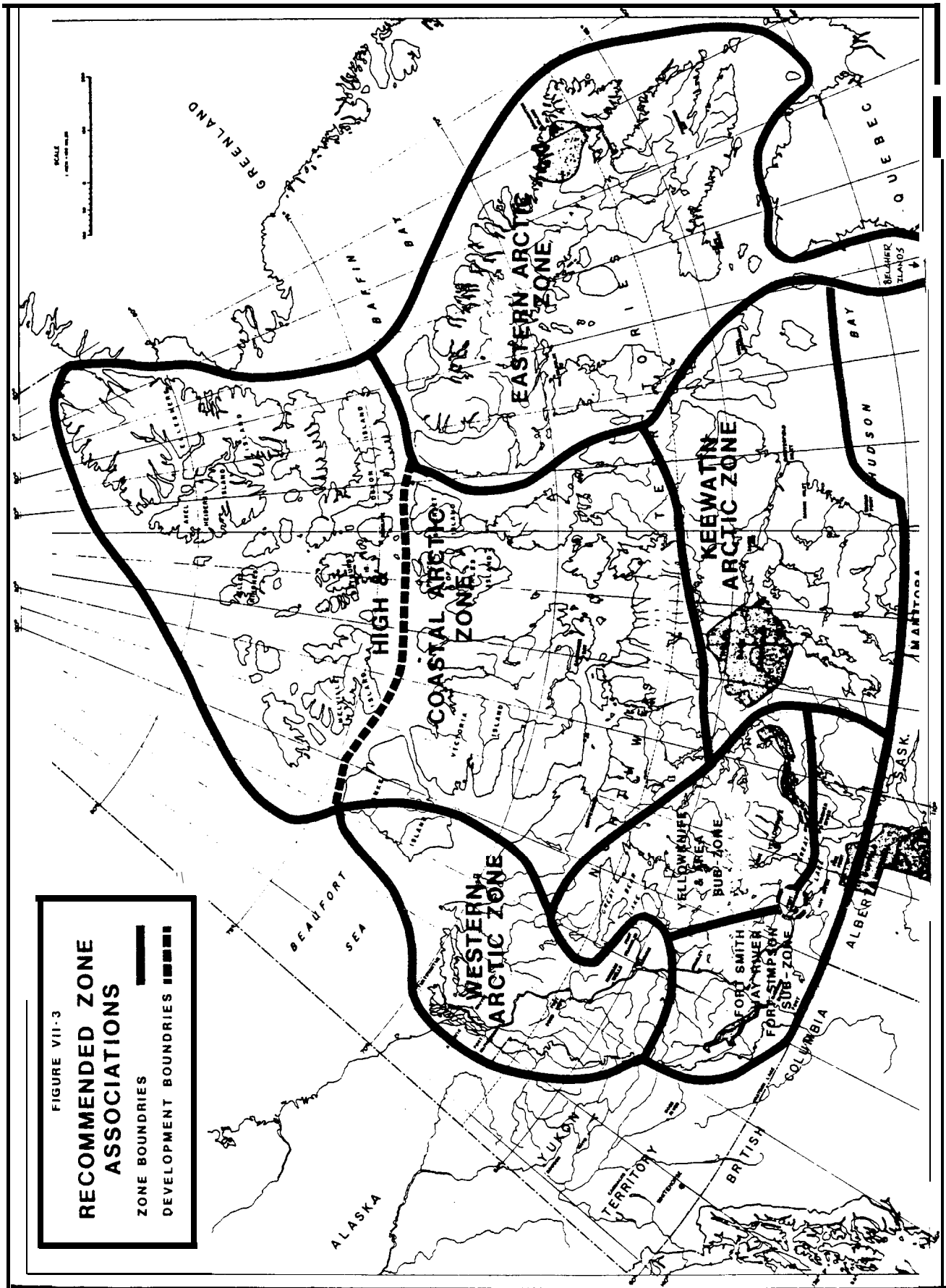
Ideally, an operator interested in increasing profits would like to be involved in at least two tourism organizations: a trade association to represent their **sectoral** interests (i.e., outfitters, restaurants, lodges, etc.) and a regional association to represent their particular geographical area. Currently no formally structured trade associations exist. **Region** or zone associations are **just** starting to get organized. **Again**, because of the small population and **limited** funding sources, strengthening of the zone associations is **being** advocated. Committees dealing with specific sector issues should be set up in **T.I.A.** but priority should be **given** to **industry-wide issues** rather than specific sector concerns, at least in the short term.

3. ZONE TOURISM ASSOCIATIONS

Zone associations in concept, are the organizations which pull the fragmented components of the hospitality, travel and recreation industries in an area into one whole and focus on the tourism issues these segments have in **common**. The tourism strategy identified the need for six development/marketing zones - all future activities in each would strive to create a unique image. **In two** of the zone (High Arctic and Arctic Coast) there are very few tourism operators at present. Therefore, it is **recommended** the High Arctic be organized with the Arctic Coast.

It is recommended that six (6) zone and sub-zone associations be initially established:

- .**Western** Arctic Zone Association,
- .**Yellowknife** and Area Sub-Zone Association
(physically-the Northern half of the Southern Arctic Zone),
- .**Fort** Smith-Hay River-Fort Simpson Sub-Zone Association
(physically the Southern half of the Southern Arctic Zone),
- .**Keewatin** Arctic Zone Association,
- .**Eastern** Arctic Zone Association,
- .**High** and Coastal Arctic Zone Association
(Figure VII-3 details the boundaries of the zone associations)



As stated, the Southern Arctic Zone is made up of two sub-zone associations because of the larger population and greater amount of tourism development in the zone. Even though these should be two associations, it should be recognized that there will be many activities in marketing, development, training, etc. in which it will be to their advantage to 'pool' funds and cooperate.

3.1 OBJECTIVES OF ZONE ASSOCIATIONS

The objectives should be similar to that of the Travel Industry Association of the N.W.T. however, specifically directed towards each particular zone. Objectives which should be adopted by the zone associations are:

- .To represent the interests of all sectors including municipalities and native associations of the tourism industry located within the zone;
- .To promote the development of a strong, profitable industry within the zone;
- .To advocate and coordinate tourism development within the zone; and
- .To create an image for the development zones within the association boundaries through marketing activities.

3.2 STRUCTURE

The zone associations will require a full time manager to carry out the required activities and to maintain **communication** between members of the **associations**.

These managers should be **responsible** to an executive committee of nine elected members (refer to Figure VII-4). Each year elections should be held for the officers (i.e., president, vice-president, secretary-treasurer) and for half of the six directors (i.e., three directors elected each year). The directors should also represent the various sectors in the zone. To ensure that regional government and zone association plans and directions coincide, a regional development representative from government should sit as a director on the zone association board.

ZONE ASSOCIATION ORGANIZATION AND FUNCTIONS

MEMBERSHIP: ALL TOURISM-RELATED BUSINESSES, INDIVIDUALS, COMMUNITIES, NATIONAL PARKS AND NATIVE ASSOCIATIONS WHO OPERATE WITHIN THE ZONE AND PAY ANNUAL FEES.

- EXECUTIVE COMMITTEE:
- PRESIDENT
 - VICE PRESIDENT
 - " SECRETARY/TREASURER
 - " 6 DIRECTORS REPRESENTING THE VARIOUS SECTORS
 - Hotel/Motel Operator
 - Lodge Operator
 - Transportation/Carrier
 - Restaurant
 - Outfitter
 - Other (e.g., Co-op, Retail Operator, Native Association, National Park)
 - ' REGIONAL SUPERINTENDENT OF ECONOMIC DEVELOPMENT
 - " ZONE MANAGER (Full Time/ Ex-officio)

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ACTIVITIES:

<u>MARKETING</u>	<u>DEVELOPMENT</u>	<u>PLANNING</u>	<u>Communication REPRESENTATION</u>	<u>MANPOWER TRAINING AND EDUCATION</u>
<ul style="list-style-type: none"> . promoting zone(s) <ul style="list-style-type: none"> - packaging travel information . reviewing financial assistance . advisory assistance 	<ul style="list-style-type: none"> . review applications for financial assistance . advisory assistance . co-ordination 	<ul style="list-style-type: none"> . local or site specific (assist have input into) 	<ul style="list-style-type: none"> . current situation in zone . representing tourism interests of zone 	<ul style="list-style-type: none"> . rewards and reinforcement . recruiting staff

Within the zone associations, a number of committees should be established to deal with on-going activities. Committees required initially include:

1. Marketing **Committee**--To establish, prioritize and monitor a marketing strategy for that zone. Implementation should be directed by the zone manager and the process should be aided by the zone marketing committee;
2. Development Committee--To prioritize, monitor and encourage implementation of the development strategy for that zone. The **committee** should assist development by acting as advocates and for **recommending** ways to streamline the approval process. 'Packaging' could be a major thrust of this committee.
3. Membership and Revenue Committee--To encourage membership **in the** zone association by providing a wide range of services to members. Also, potential sources of revenue for the association should be identified and investigated e.g., sale of guidebooks to attractions in the zone.

The zone executive committee should meet 4 to 6 times per year. The association should meet twice a year, once at the annual meeting of **T.I.A. N.W.T.** and at a specific annual meeting for the zone.

Application for funding **would** ideally be a cooperative process through the Federation. Until the federation is established and working satisfactorily, the recommended Tourism Committee of Council would be the body appealed to for funding.

3.3 ZONE ACTIVITIES

Activities the zone and sub-zone associations should be involved in are as follows:

- b. Development. The zone tourism associations also have a development role to fulfill. Because they deal with all businesses associated with tourism within the area, they can play a coordinating and advocacy role for development. Often sector associations oppose new developments in order to protect the interest of their existing members. The zone tourist associations, assisted by Regional Department of Economic Development and Tourism should be the major advocates for new development in the zone.
- c. Tourism Planning. The zone associations should ensure they have input into the production of area plans and also be involved in their implementation.
- d. Communications/Representation. The zone associations, as representatives of all tourism sectors within a defined geographical area, will also act as advocates for tourism in a zone. It is their responsibility to ensure that regional government offices and municipalities are aware of
 - i) the contribution this industry can make to economic well-being;
 - ii) the special needs of tourism developers (e.g., **seasonality** and credit problems, etc.);
 - iii) the importance of long-term planning to safeguard tourism resources for future use.

Thus the zone associations, as the official tourism spokesmen at the area level, should act as an interface between the private sector and local government. They should therefore be able to provide either operators or new investors with information and advice on existing by-laws, assistance programs, and other government regulations. This function should be handled by the executive committee.

- e. Manpower Training and Education. Two activities under this function have been identified as zone functions. Zone **associations** should undertake special programs which reward work well done (e.g., best waitress in the zone, cleanest community, the best **motel** in zone, etc.). The purpose of such programs is to provide incentives to increase the quality of the facilities and services. Types of programs implemented should relate to the problems in the zone. This function should be handled by the executive committee.

Zone associations should also support those operations that are providing a good service. Supportive activities could include providing assistance in obtaining finances, helping to recruit staff, or developing packages for their operation. Poor operators should be encouraged to upgrade but they should be required to prove themselves before the association provides supportive assistance.

3.4 ZONE ASSOCIATION FUNDING

Initially the funding for the zone associations will need to come from government. After two years, the industry through its membership fees should be contributing 25 to 35 percent of the operating costs. However a formula for financial support is not being advocated. Rather, the amount of funding provided to the associations should be determined by what they are accomplishing. Thus if one zone is very inactive then the allocated funding for it should be distributed to other zones which are productive.

For the first year of operation the zone association should receive funding for:

- (1) salaries of full time managers
- (2) salaries of part time secretaries
- (3) operation of offices (rent, supplies, telephone)
- (4) travel - for managers within the zone and to meet with
T.I.A.N.W.T. and the Federation
- for presidents of zones to meet with T.I.A.N.W.T.
- (5) marketing - to develop packages within the zone and to promote the packages.

After the first year, the zone associations should identify special projects they want to implement and submit a budget to the proposed Federation. Again depending on the speed in which the Federation is organized, application for zone funding may also be directed through the Ministerial Committee on Tourism.

4. TRAVEL INDUSTRY ASSOCIATION OF THE NORTHWEST TERRITORIES

It has only been within the last 2 or 4 years that T.I.A.N.W.T. has started to function as a true umbrella-organization representing the interests of all sectors. Currently there is one full time manager and a secretary. Their efforts have primarily been in increasing membership and maintaining on-going communication with the industry. Based on careful review of what needs to be accomplished and who is best suited to do them, a much stronger and active T.I.A. is being recommended.

4.1 GOALS AND OBJECTIVES FOR THE T.I.A. OF N.W.T.

The Travel Industry Association should have the following goals:

- i) to develop and maintain a 'healthy' and profitable tourism industry, and
- ii) to facilitate communication and coordination between all sectors of the industry and government in all areas of activity relating to the marketing and development of tourism in the Northwest Territories
- iii) to expand the market appeal of the N.W.T. by encouraging the development of year-round tourism and identifying new markets for the Territories.

The Travel Industry Association should assume major responsibility for marketing and development. Other functions are communication and coordination. Its strength should lie in the fact that it is the spokesman for all sectors of the industry and all zones of the N.W.T. It should therefore work to overcome **sectoral** and regional parochialism and be able to consider issues and problems in the context of tourism development as a whole. T.I.A. should take the initiative to address those issues that are **common** to all sectors or zones; where issues such as health permits affect only restaurants or where a problem is peculiar to a zone, then T.I.A. should provide support but not leadership.

There is sometimes a tendency for organizations to become so preoccupied with their own internal problems, that they lose sight of their "raison d'etre". Since all tourism businesses would quickly become bankrupt if the **traveller** stayed at home or chose to go elsewhere, 'visitor satisfaction' has to be the universal and fundamental goal of any tourism organization.

Although T.I.A. should be primarily concerned to protect the interests of its member associations, its objectives for tourism are inevitably shared. It is recommended that T.I.A. N.W.T.'s long-term objectives should be as follows:

- i) to foster a warm welcome, good facilities and a value for money for visitors;
- ii) to raise the standard of information, accommodation, catering and other services for travelers;
- iii) to maintain a proper balance between the growth of tourism and the capacity and types of tourism facilities, while working to conserve the environment and cultures of the N.W.T.;
- iv) to extend the tourism season and to spread the economic benefits of tourism as appropriate throughout the territories;
- v) to strengthen and coordinate the zone associations as a means of guiding tourism development through local initiatives and private sector participation;
- vi) to increase public understanding of the social, cultural, and economic impact of tourism, particularly of the contribution which it can make to full-time employment, regional developments, and a favorable balance of payments;
- vii) to encourage the improvement of the general long-term economic performance of the tourism industry in the N.W.T.
- viii) to work in close cooperation with the Tourism Federation, Department of Economic Development and Tourism and other territorial departments to initiate and disseminate research in tourism and to formulate, review regularly, and implement a strategy for tourism marketing and development.

4.2 STRUCTURE

Seven elected members plus the presidents of the six (6) zone and sub-zone associations should make up the voting members of the executive committee. The executive director of T.I.A. should also sit on the committee. Each year elections should be held for the officers (i.e., President, Vice President, Secretary Treasurer) and for half of the four directors (i.e.,

two directors elected each year). The six zone/sub-zone presidents will be elected each year within their own associations. The directors should represent the various sectors of the tourism industry. (refer to Figure VII-5).

Membership should be open to all organizations actively involved in the tourism industry. All members of the zone association will be members of T.I.A. Affiliated memberships should also be encouraged.

In the long term, T.I.A. will need to increase its salaried staff. It is expected that four (4) program delivery personnel, one of which will act as executive director will be required in the future. The four program areas are marketing, development, communications/representation and manpower training and education. In the short term each zone association manager should assume responsibility for one of these territory wide program areas.

Within T.I.A., four committees should be established to deal with specific program areas. In the future as T.I.A. takes on more responsibility, more committees would be required. Committees required initially include:

1. Marketing Committee: To establish, **priorize** and monitor the marketing plan(s). In the short term an advertising agency should be used. Upon obtaining a marketing manager (full time staff member of T.I.A.) implementation of marketing programs should be directed by this manager and the effectiveness monitored by the marketing committee.
2. Development Committee: To coordinate development activities between the zones and advocate development activity throughout the N.W.T. This committee should **also** establish and review operational standards for the industry.
3. Communications Committee: To determine areas of concern/issues the industry desires to express as policy; and to identify programs to provide information to members.
4. Manpower Training and Education: To have input into government programs and to recommend required training and education programs.

FIGURE VII-5
THE TRAVEL INDUSTRY ASSOCIATION OF THE NORTHWEST TERRITORIES

MEMBERSHIP: ALL MEMBERS OF THE ZONE ASSOCIATIONS, OTHER TERRITORIAL ASSOCIATIONS AND AFFILIATED MEMBERS

- EXECUTIVE COMMITTEE:**
- **PRESIDENT**
 - **VICE PRESIDENT**
 - **SECRETARY/TREASURER**
 - **6 ZONE/SUB-ZONE ASSOCIATION PRESIDENTS (OR MANAGERS, DEPENDENT ON ZONE).**
 - **4 DIRECTORS REPRESENTING THE VARIOUS SECTORS**
 - Motel/Hotel
 - Lodge
 - Outfitter
 - Transportation/Carrier
 - Restaurants
 - Communities
 - Chamber of Commerce
 - **EXECUTIVE DIRECTOR (Full Time/ Ex-officio)**

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LIKELY ACTIVITIES:

<u>MARKETING</u>	<u>DEVELOPMENT</u>	<u>COMMUNICATION/ REPRESENTATION</u>	<u>MANPOWER TRAINING AND EDUCATION</u>
<ul style="list-style-type: none"> • territory wide marketing program • co-ordinate zone marketing activities 	<ul style="list-style-type: none"> • co-ordination with other agencies involved in development (infra-structure) • establish and implement operational standards (grading) • assist interested developers/ advocate tourism development 	<ul style="list-style-type: none"> • lobbying/ representing interests of tourism • keeping industry informed of government and other agency activities • information services <ul style="list-style-type: none"> - operate information centres at the border and key air entrance points 	<ul style="list-style-type: none"> • advise government on training programs/ courses required

Various trade/sector committees should also be encouraged within T.I.A. such as an outfitters and guides committee, hotel/motel committee, restaurant committee, etc. These committees would deal with problems specific to their common types of operation. At the annual meeting of T.I.A. time should be allocated for these committees to meet.

The executive should meet regularly (every two months). The association should meet annually and the **committees** should meet as required.

4.3 T.I.A. ACTIVITIES

- .Marketing**
 - T.I.A. will be responsible for overseeing the development of the marketing plan and **implementation** of the programs.
 - work with the airlines and tour wholesalers to develop packages.
- .Information Services**
 - take over the travel information centre at the border/and other centres which function more as a territory-wide centre, rather than a community or zone centre
 - newsletters to members
 - sit on **committees** which deal with issues that affect tourism
 - organize annual meetings
- .Development**
 - advocate tourism development
 - assist individuals interested in development by directing them to appropriate government **departments**, identifying funding agencies
 - reviewing and recommending changes to the proposed development plan
 - undertake a grading study for the industry, set standards

.Manpower Training -work with government and institutions to develop and Education training programs required by the industry

4.4 T.I.A. FUNDING

Funding is to come primarily from government for the first couple of years. Membership fees **will** contribute to the funding required but only a small percentage. In the future, membership in a zone association will also mean a membership in T.I.A. When the zones have evolved to this stage (target set for two years), then a percentage of the zone membership fees would then be allocated for T.I.A. This process eliminates the need for the operator to pay membership fees twice; it does not reduce the value of the fees to either the zone association or T.I.A.

Where a zone is not organized, operators should be allowed to take out a membership directly with T.I.A.

Funding required in the first year:

- salaries of program specialists(1) plus the Executive Director
- salary of secretary
- operation of office (rent ,supplies, telephone)
- travel budget - for travel to zone and representation on the Federation
- special programs - for preparation of marketing plan, information services, attendance at special events.

5. THE TRAVEL ARCTIC TOURISM FEDERATION

The development of strong Zone Travel Associations plus a representative Travel Industry Association should enable the industry to not only speak with a unified voice but also to participate more actively in the development of the tourism industry. Comprised primarily of representatives from the private sector, the gap between the private sector and the government would still exist. There needs to be recognition from **all** parties that a working partnership is necessary and that recognition needs to be expressed in

a formal mechanism. It is thus recommended that the focal point of the organizational structure become the Travel Arctic Federation.

The name 'Travel Arctic' should be transferred to the federation. It is an effective title for marketing and compliments the 'Six Arctics' approach. By having the federation adopt this name, 'Travel Arctic' can be used by both government and the Travel Industry Association in their marketing and development activities.

5.1 GOALS FOR THE TRAVEL ARCTIC FEDERATION

The goals of the federation should be those identified in Chapter III; in summary they are:

- .to optimize the contribution of tourism to the economic development of the N.W.T.
- .to develop and maintain a healthy and profitable industry, and,
- .to improve social conditions in the Northwest Territories through tourism.

The Federation as a totally representative body is best suited to set tourism policies for both the government and the private sector association(s). It is the ideal mechanism to coordinate and direct all government and industry activity. In addition, the Travel Arctic Federation **should** also examine and evaluate the productiveness and effectiveness of the various tourism programs and agencies and identify changes required.

5.2 STRUCTURE

The federation should be comprised of both government and private sector representatives. The following structure is recommended:

- .CHAIRMAN - MINISTER OF ECONOMIC DEVELOPMENT AND TOURISM OR DESIGNATED REPRESENTATIVE
- .PRESIDENT OF THE TRAVEL INDUSTRY ASSOCIATION OF THE N.W.T.
- .ZONE AND SUB-ZONE ASSOCIATION MANAGERS (6)
- .N.W.T. ASSOCIATION OF MUNICIPALITIES, EXECUTIVE DIRECTOR
- .N.W.T. NATIVE ASSOCIATIONS REPRESENTATIVES (4)
- .CANADIAN GOVERNMENT OFFICE OF TOURISM REPRESENTATIVE

The Travel Arctic Federation should be organized and in place within three months of acceptance of the recommended structure. The Steering **Committee** formed to supervise the preparation of the strategy should take responsibility of organizing the federation.

The federation should meet a minimum of three times a year initially. As the working relationship develops and the federation becomes more effective, it will likely meet more regularly (every two to three months). No full time staff **should** be required. The Minister or his delegate would act as chairman. A secretary/treasurer should be elected by the federation members each year.

5.3 FEDERATION ACTIVITIES

The purpose of the federation is not to carry out programs but rather to be the overseer and coordinator of activities/programs. The activities of the federation should include:

DELINATION OF FUNCTIONS - The federation should identify the various functions which need to be undertaken (as outlined in Table VII-1, page 119) and determine who is most capable and best suited to be responsible for them. The federation would recommend the functions/activities for the government agency responsible for tourism, to **T.I.A. N.W.T.** and to the zone associations.

DISTRIBUTE FUNDS TO AGENCIES - Ideally, it would be desirable to have this joint private and **public** sector committee making up the Federation be responsible for allocation of funding. In the short term, until zone associations are operating and **T.I.A.** has a regionally representative board of directors, this function is likely not workable. Initially (first 2 years), allocation should remain with the government and the Ministerial Committee on Tourism. However, the government should seek consultation with the Federation. A target of 2 years should be set in which both the Federation should be capable of undertaking this function and the legislative assembly has confidence in the Federations' capabilities.

MONITOR/EVALUATE PERFORMANCE OF AGENCIES/ASSOCIATIONS - Upon assuming the function of distributing funds, the federation together with the funded agency/association(s) must prepare detailed **progarm** outlines for each year which set targets to achieved by individuals, associations and the government (e.g., number of package tours to be developed, increase in occupancy rates, number of tourists attracted by the month). This should be required to receive funding but it is also necessary to evaluate performance and effectiveness. The federation must evaluate how dollars distributed are used. Each program should be assessed to determine whether or not it warrants additional funding and to identify required changes. Some associations **will** be better organized than others and will be able to undertake more **programs/activities**. These associations therefore might receive more funding. Associations which are not operating effectively should not receive funding unless they are prepared to implement changes to improve the situation. The changes required **should** be established by the federation in cooperation with the association itself. The same criteria/principles should apply to government as well. The Travel Arctic Federation should adopt the principle that it will not 'carry' any agency/association which is not actively working to make tourism a **helathy** and profitable industry in the N.W.T.

In addition, the Travel Arctic Federation should take a leadership **role** in advocating tourism development. The federation, in effect, **should** also be a 'development appeal board'. The representatives from the Department of Indian and Northern Affairs and the respective Native Associations should sit on the board.

5.4 FUNDING REQUIRED

The federation itself will require little funding. The main budget requirement would be for letter head/printing materials. A relatively small travel budget for special meetings will also be required but the major portion of these expenses should be allocated within the budgets of the membership agencies and associations.

6. DEPARTMENT OF ECONOMIC DEVELOPMENT AND TOURISM

This department would coordinate **all** government programs and activities impacting on tourism. Its main functions should be research, planning, and responding to information enquiries. It should also deal with regulation and manpower training and education programs.

The tourism function should fall under the Division of Planning and Development. A staff of four would be required, one for research and planning, two for enquiry response plus the Chief of Tourism and Parks. * The Chief of Tourism would be responsible for the staff and represent tourism interests on inter governmental committees. The regulation function should be transferred to other government agencies (e.g., health, consumer and corporate affairs, fish and wildlife). It has also been recommended that T.I.A. establish industry standards and implement a grading program.

7. ROLES AND FUNCTIONS OF OTHER AGENCIES/ASSOCIATIONS

7.1 N.W.T. ASSOCIATION OF MUNICIPALITIES (N.W.T.A.M.)

The tourism development strategy implies an increasingly important role of N.W.T. communities in tourism. Communities should view themselves, in essence, as tourism operators, with a product to sell. Those communities which have identified tourism as being a desirable industry should have representation (through the local council) on the zone associations.

The N.W.T. Association of Municipalities also has a role to play in tourism. It is **recommended** that the Executive Director be a representative on the Travel Arctic Federation. The function of the Executive Director should be to represent the concerns and issues of the municipalities and in turn relate the activities of the other tourism agencies/associations back to the N.W.T.A.M. members.

*Note: These personnel requirements do not include Territorial Park activities.

The N.W.T.A.M. should also undertake an educational program on tourism. Such a program should outline the benefits of tourism to the **communities**, e.g., :

generates revenue which is diffused throughout the community,
provides employment opportunities within the municipality,
creates new demands for goods and services that encourage the
development of new **local** industries,
the established infrastructure resulting from the tourism
industry itself can attract new economic **activity**,
and the recreation opportunities provided by the tourism
industry have several benefits to the resident population.

The possible role(s) of local councils in tourism should be outlined.
Areas of involvement could include:

. **entranceway** developments and signage,
historic building and area preservation,
. screening and buffering of 'eyesores',
waterfronts made accessible and developed for public use,
assist **merchants** on main streets to upgrade and theme storefronts,
. **in** some communities the settlement/town office might also be the
information centre.

This educational program should be on-going through the use of newsletters.
Annual meetings could also include workshop sessions on tourism and their
role.

Benefits from tourism don't 'just happen'. Indeed, **social** problems
may arise if communities do not actively plan for tourism. A decision must
be made in the development of the municipality. **Once** that decision is **made**,
then local councils must both plan to foster and control the growth of the
tourism industry. The N.W.T.A.M. should encourage its members to address
this question.

7.2 NATIVE ASSOCIATIONS

Many native associations have expressed interest in tourism and are
becoming more involved in development of tourism facilities. **In** the future,
native associations could be **major** tourism operators in the **N.W.T.** These

associations, in particular I.T.C., C.O.P.E., the **Metis** Association and the Dene Nation, should be encouraging these people to participate in training/educational programs which will provide them with the necessary skills to seek employment but also to manage tourism facilities.

The cultures of the different people in the **N.W.T.** could be the greatest single tourism resource. To develop tourism around a culture however, must be done authentically and with quality. The native associations should strive to maintain the activities of their traditional culture. Young people should be taught these skills and to take pride in their culture.

Cultural performances, while giving a financial return, can and do **also** develop pride and ensure the continuation of cultural skills which might otherwise be lost. There are numerous other cultural activities of interest to visitors which would provide employment in guiding and hosting (e. g., **trap**line tours, polar bear and muskox hunting, whale hunt interpretation tours, etc.) The opportunities for native people involvement in tourism are unlimited. Skills in dealing with people from other cultures and understanding general hospitality need to be acquired to **fully** develop their potential involvement.

The development corporations within the native associations are specifically concerned with economics. These groups are potential tourism operators; some are already involved. As tourism operators, they should belong to and be active in the appropriate zone association. Their role should be to foster desirable tourism development through their zone association.

7.3 THE CANADIAN GOVERNMENT OFFICE OF TOURISM (C.G.O.T.)

Tourism in the Northwest Territories is still a young industry. Through **C.G.O.T.** involvement, the learned experience from other provinces can be utilized to aid in the **N.W.T.'s** development. **C.G.O.T.** also has a number of programs and activities which are available to individuals, associations and other government agencies. In the **N.W.T.** where financial and human resources are limited, the services of **C.G.O.T.** should be utilized to their fullest.

As a voting member of the Travel Arctic Federation, C.G.O.T. would have the responsibility of representing the interests of the Federal Government. The member should be very aware of the federal government activities which will or could have an impact on tourism in the Territories. These activities should be regularly reported to the Federation. C.G.O.T. should also take on an advisory role to the Federation--by drawing on the experiences of other places in Canada in undertaking similar activities.

C.G.O.T. should be encouraging the immediate development and signing of a 5 year D.R.E.E. Tourism Subsidiary Agreement. It is important that an agreement be in place as quickly as possible so that the enthusiasm created by this undertaking is maintained and the recommendations can be implemented. Upon signing of the agreement, C.G.O.T. should also be an active member in the joint Federal/Territorial Committee.

The Canadian Government Office of Tourism has many resources which could assist in the development and strengthening of the zone associations. Workshops should be held in each zone which would outline all the services and resources of C.G.O.T. and other federal departments. These services described would include:

MARKETING RESEARCH/ECONOMIC RESEARCH

e.g., Canadian Travel Survey; Attitude/Tracking Study, etc.

INDUSTRY EVALUATION AND IMPROVEMENT ASSISTANCE

- .Manpower training programs/manuals/seminars
- .Accommodation/restaurant studies - manuals
- .Events and attractions consultation re: campgrounds; amusement parks/themes; Festivals/carnivals, etc.
- .Financial assistance programs - those available and types of assistance provided - loans/grants/forgivable, etc. via government/private sector organizations
- .Transportation studies

TOURISM DEVELOPMENT/REGIONAL PLANNING ASSISTANCE

- .Strategy work on regional proposals
- .Representation on negotiating committees relative to approaching fellow federal departments for financial assistance (i.e., DREE,DIAND); review of tourism interests with Parks Canada,

Transportation Canada, Environment Canada, etc.

NATIONAL AWARENESS PROGRAM

SUMMER YOUTH JOB CORPS. PROGRAM (via Manpower & Immigration)

TRAVEL INFORMATION SERVICES

MARKETING PROGRAMS

.Audio/visual - slides, films

.Publicity/promotion - media, trade shows and V.C.P. media

.Advertising - print, radio

.Direct mail

.Travel trade promotion

.Travel counseling

Special market programs

A similar workshop with T.I.A. and even the Federation would be desirable.

It is also recommended that C.G.O.T. recognize and incorporate where applicable the various components of the N.W.T. development and marketing strategies in their own activities (e.g., Six Arctics, year-round tourism, specialized markets, etc.).

7.4 DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT (D.I.A.N.D.)

As the main landholder in the N.W.T., it is important that there is good liaison between all tourism agencies and associations. For this reason, it is recommended that D.I.A.N.D. be an *ex-officio* (non-voting) member of the Travel Arctic Federation. D.I.A.N.D. also has many other programs/activities which can assist in developing tourism. The representative should keep the Federation informed of the departments policies and programs.

7.5 DEPARTMENT OF REGIONAL ECONOMIC EXPANSION (D.R.E.E.)

This tourism undertaking has identified that there is potential to expand the tourism industry in the N.W.T. and that it is a desirable industry for many communities/areas. D.R.E.E. has a very definite role to play in its development. Without D.R.E.E. assistance it is very unlikely that any major changes would or could occur. The N.W.T. and its people

have come to depend almost totally on financial assistance programs - it has become a 'way of life' for northerners.

D.R.E.E. should quickly change the interim agreement to a definite 5 year agreement. The tourism action plan and the activities and timing outlined should be the basis of the 5 year agreement for tourism.

7.6 PARKS CANADA

The three National Parks in the N.W.T. are significant destination attractions not only for the areas they are in but for tourism as a whole. National Parks and Historic Sites are noted for the quality experience they provide. The simple **labelling** of an area as a National Park will attract the attention of people from all over Canada and even around the world. Canada has many spectacular national resources and it has become known that this is usually where National Parks are established.

It is recognized that the prime mandate of Parks Canada is to **pre-serve** areas/resources of national significance for the education, benefit and enjoyment of present and future generations. Finding the desired balance between preservation and enjoyment is the major issue from a tourism perspective.

A National Park in an area is viewed by the tourism industry as a tourism operator, there to service the visitor and resident. The term park further implies that it is a place where people are wanted. Where this is not the intent, it would seem the word reserve would be more appropriate.

To date, the Parks in the Northwest Territories have received relatively few visitors compared to other parks in the system. This is largely due to distance but also to the limited access and services available. Parks Canada should be addressing means of improving both access and service facilities. It is recommended that the park-users serviced be broadened to include more than the small segment of the Canadian population able to backpack or canoe into the parks. While policies **plus** physical characteristics may restrict the development of roads and roofed accommodation, there are other means of servicing a larger portion of the population while also preserving the

natural **recources**. Short duration air and boat tours are feasible alternatives. More and better quality services could be provided in the local communities servicing the park.

It should be the responsibility of Parks Canada to encourage and to a certain extent ensure that the necessary variety and quality of services are available. Parks Canada thus must be active members in community affairs whether it be through a chamber of commerce or economic development committee. They should also be members of the proposed zone travel associations. The exchange of ideas, needs and problems between the different groups and agencies needs to be fostered. Currently Parks Canada's relationship with the **communities** appears to be fairly good. It is hoped that this interaction **will** continue to improve.

Interest in tourism is increasing in many **communities** in the **N.W.T.** Groups are organizing to identify opportunities, develop and market tourism. More visitors will undoubtedly be attracted to the **N.W.T.** and in turn the National Parks. Again it is important to work with the local groups to ensure that objectives in visitor volumes and types attracted coincide; and that Parks Canada can prepare for changes resulting from these local and zone activities.

It is also recommended that Parks Canada be sensitive to regional needs in the **N.W.T.** If tourism is critical to the economic development of the area, consideration to increasing their role of attracting more visitors to the park should be given. Thus, more priority might be placed on serving the traveling public.

The strategy is recommending that tourism become a year-round industry. As a **major** actor/operator in tourism, National Parks should give careful consideration to extending its season, particularly in Wood Buffalo National Park.

The strategy is not **recommending** that large volumes of visitors be attracted to the **N.W.T.** Rather small groups with specialized interests,

in all seasons be the market targeted. Parks Canada can play a significant role in this area by expanding the variety of activities in the Parks and making available the related guiding/outfitting licenses required to service these activities.

Parks Canada should also have the responsibility of ensuring that all outfitters licensed to operate in the Parks are providing good services and in fact are actually operating. This is particularly critical in those cases where **the number** of outfitting licenses issued is small. If outfitters are not utilizing or are abusing the privileges of their licenses then they should be suspended and granted to other outfitters who will provide the service.

7.6 TERRITORIAL PARKS IN TOURISM

To date Territorial Parks have been 'service' oriented rather than major attractions. Recent planning activities and budget-approvals would suggest that the role of Territorial Parks in tourism could increase significantly.

The proposed new emphasis of Territorial Parks is to provide a broad range of social and economic benefits to N.W.T. residents. Many new activities are being considered such as natural and cultural interpretation programs, **cottaging**, boating, hiking, etc. Should these plans and objectives be implemented Territorial Parks could become major attractions and could play a role in keeping N.W.T. residents in the Territories for more of their holidays while also attracting new visitors.

Expansion of the services in the parks to include pump-outs and washroom/shower facilities, etc. should be considered in many areas. Care must be taken however, to not be in competition with private or community campgrounds which are attempting to make a profit from their operation.

The intent of the tourism strategy is to identify ways of increasing the involvement of N.W.T. residents in the industry, preferably in the private sector. Where new parks are being developed it is recommended that if there are opportunities for commercial operations in or near the parks, they be

given serious consideration. Examples of possible operations include canteens/small grocery stores; boat rentals; rental cabins or tent frames. The provision of such services would increase the appeal of the park while also **contributing** more to the local economy - than currently is the case.

The current organization of the government to deal with parks **could** hinder the operation of existing and future parks. To effectively operate the current and proposed park system, Territorial Parks must have higher priority (in terms of manpower) at the regional level. Supervision of the maintenance contracts must be stricter and regular patrol of the parks for vandalism by local R.C.M.P. should be encouraged. Regional staff should also patrol the parks on a regular basis.

Territorial Parks located in the same department as tourism and under the Chief of Tourism and Parks is an obvious benefit. Territorial parks can play a more significant role in tourism and has access to the necessary input **to** do so. Priority should be given to developing the 'parks' as longer vacation areas, so that more pleasure travel by residents will occur. **As** the parks are improved and expanded, more visitors could also be attracted to the N.W.T.

7.7. CHAMBERS OF COMMERCE/LOCAL ECONOMIC DEVELOPMENT CORPORATIONS

These local groups, while usually having a broader mandate than just tourism, are important actors in tourism development and marketing. All existing Chambers of **Commerce** and Economic Development Corporations **should** receive copies of the **trousim** strategies and action plan reports. They should carefully review the reports and adopt those recommendations applicable to their community and activities. **If** tourism is a concern they should establish within their organization a 'tourism committee' responsible for implementation of related programs.

These groups should also be active members of the zone travel associations. It is obviously desirable to coordinate zone and local tourism activities so that resources are maximized and duplication prevented.

Analysis of
Background Information,
Appendices for the
Northwest Territories
Tourism Strategy

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May 1980

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INTRODUCTION

This report has been prepared to provide the background data and information for the "Tourism Development and Marketing Strategies for the N.W.T.". It is from this document that the conclusions and recommendations for future tourism action were drawn.

An assessment of the tourism industry (both supply and usage) is presented. The historical development of the industry, present conditions and future implications are examined. The roles of the various agencies with an "interest" in tourism in the N.W.T. are presented. It is important to be aware of the regulations and controls set out by these agencies as well as the assistance/support they can provide in future stages of tourism development.

As the development planning is directed at increasing the tourism opportunities and thus increasing the number of visitors to the N.W.T., it is desirable to have resident and industry input. The attitudes and opinions of residents and the tourism industry itself towards new development are presented. Both desirable and undesirable tourism activities and facilities are described.

Market realities are described. Competition for market groups and intervening opportunities are discussed along with the potential markets for the N.W.T.

The information compiled in this report was obtained from several sources. Key information sources used were:

- Overview Study of Tourism and Outdoor Recreation In The Northwest Territories, by W. M. Baker;
- Northwest Territories Auto Exit Survey 1978, by Canadian Government Office of Tourism;

- Northern Air Travel Survey, June 1978, by the Northern Air Transport Association and The Arctic Transportation Directorate of Transport Canada;
- Regional Workshops held with a cross section of the resident population and key industry and community leaders;
- Interviews with key individuals in territorial departments and other associated agencies; and
- Numerous other reports and studies done on the N.W.T.

The following discussion summarizes the information found in the various sources and analyzes the implications for tourism and tourism development in the N.W.T.

APPENDIX A

INDUSTRY ORGANIZATION
AND
IDENTIFIED PROBLEMS

The very nature of tourism implies that government and the private sector must act as partners. A cooperative attitude of working partnership is vital to the long-term viability of this industry. In the past, the situation in the N.W.T. has been one of distrust and suspicion. The private sector often viewed the Government as an enemy rather than an agency to assist in development and marketing efforts. The Government, on the other hand, has viewed the tourism industry as an uneconomic industry which requires a great deal of government funding. It has not been until recently that Government and the private sector have started to work together co-operatively. Positive action revealing a trend towards a partnership includes financial assistance to the Travel Industry Association of the N.W.T., undertaking of this tourism strategy, and the public/private composition of the steering committee membership which is directing the preparation of the tourism strategy.

1 GOVERNMENT ORGANIZATION

The Government agency directly responsible for tourism is TravelArctic, located within the Division of Tourism and Parks, Department of Economic Development and Tourism. To date, TravelArctic has had limited resources, both in budget and manpower. Its efforts have been primarily in marketing and regulation enforcement. The research function was discontinued in 1975 because of lack of manpower, and assistance and support for new development has been virtually **non-existent**.

The budget allotted for promotion has been limited. Promotion activities have been restricted to production of the 'Explorers' Guide' and a **N.W.T.** reference map; attendance at eight to nine (8-9) Sport Shows; some display advertising in magazines; and financial assistance and support to the media (i.e. writers, photographers, and film markers). With a small budget it is important to be selective in the promotion tools used. On reviewing the budget breakdown, it is felt that too much emphasis is being placed on the Explorers' Guide and Sport Shows.

Regional offices of the Department of Economic Development and Tourism also have a role in tourism. Two of the four regions have Tourism Officers who are committed to tourism on a full-time basis. The other two regions have officers who share their time with tourism and other business development activities. Under the existing government system, regional tourism officers are not responsible to the Division of Tourism and Parks. In fact, the regional officers report to the regional superintendents who in turn report to the Department director. In the organizational chart there is no 'link' between personnel in Yellowknife and those in the field. The result is the regions are all working independently of each other and TravelArctic. To date, there has been no **common** direction set for all involved. With such limited manpower resources, not to maximize efforts by working co-operatively is extremely wasteful.

Lack of co-operation between the Government of the **N.W.T.** and other governments is also evident. The Federal Government controls the land and its use. **The** Territorial Government, however, is **involved** in land-use planning. Without control over the land, it is very difficult to implement programs and plans. There are signs that the **N.W.T.** will receive more autonomy in the future. Pursuit **of** provincial status by the Yukon will likely have significant implications for the **N.W.T.** **Irregardless** of the amount of autonomy given to the **N.W.T.** by the Federal **Governmen t**, the two governments must work closely.

Some municipalities within the **N.W.T.** are starting to realize **the** potential which tourism offers their communities. Through established or proposed economic development councils, they are carefully examining tourism development and including it in their economic plans. In particular, **Pangnirtung**, Fort Smith and Hay River have been active in investigating tourism development as a major industry for their communities. More municipalities are also becoming members of the Travel Industry Association. There is still a great deal of work to be done however, as most municipalities have not even started to think about tourism.

The majority of the communities do not service their residents well, let alone visitors. Visitors and residents tend to desire similar facilities and services. If one group is pleased with the community, then more than likely the other group will also be satisfied. More consideration of the role and importance of tourism is warranted in most communities.

Within the Government of the **N.W.T.** there are a number of other government departments and divisions with programs impacting on tourism. These are presented and described in Appendix B.

2 PRIVATE SECTOR ORGANIZATION

Over the last few years, the private sector through its Travel Industry Association (**T.I.A.**) has made tremendous steps in organizing the industry. No longer is the **T.I.A.** strictly a lodge operator's association. It is much more diverse and representative of the industry in which there are many segments. Members include outfitters, hotels, motels, communities, retailers, travel agents, **co-ops** and native organizations.

With the financial assistance from the Government of the N.W.T., the **T.I.A.** has been able to hire a full-time general manager and establish a permanent office. Newsletters are sent out to all members each month keeping them informed of government and industry activities/concerns.

Efforts have been made to establish regional tourism associations in the Mackenzie Delta, Keewatin and Baffin areas. They have had somewhat limited success, primarily because potential members didn't recognize their role in tourism and couldn't identify the benefits of joining a regional organization. Distances and comparatively small numbers of operators also make it difficult for the industry to organize itself. The benefits of regional travel associations are now being reassessed. A group has formed in the Keewatin, representing most of the communities and related businesses in that area and another group is getting off the ground in the **Beaufort/Delta** area. Other areas as well, are starting to consider regional associations. A great deal of **work** is still required but these positive steps should be encouraged and supported.

Chambers of Commerce traditionally have played a role in tourism. In other parts of the country the community or local tourism association is the Chamber of Commerce. In the N.W.T., tourism does not appear to be a high priority with the Chamber. The Yellowknife Chamber of Commerce tends to be issue-oriented (the bridge over the Mackenzie River) with no continuity of activities. More involvement with tourism by the Chamber would appear to be warranted.

Critical to the success of the industry is an organized, strong association. The private sector must abandon its "self-interest, I can make it on my own" attitude which has been so prevalent in the N.W.T. Tourism is an important industry and it is up to the private sector to join forces to ensure that the government acknowledges tourism as a beneficial and viable industry. To encourage government to promote further development of the industry rather than simply regulating and controlling it, is a critical role of the private sector association, particularly in the N.W.T.

APPENDIX B

GOVERNMENT PROGRAMS IMPACTING ON TOURISM

In the **N.W.T. there** are numerous government agencies that have a direct or indirect 'interest' in tourism --- more so than in the provinces, because of the more dominant position of the Federal Government. Many agencies set out regulations and controls which determine the type of location required for development and the standards **at** which the development must be operated. Many agencies will provide assistance in such areas as loans, promotion manpower grants and management training. There are also public agencies which are directly involved in the provision of tourism facilities, varying from highways to attractions and **accommoda-**tion .

The following tables identify the Federal and Territorial **programs** directly or indirectly affecting tourism. Table B-I illustrates the diversity of programs and program areas covered by federal initiatives. **Table** B-II identifies the programs of the **N.W.T.** Government agencies having an impact on tourism. A description of these Territorial programs is also presented in B-III.

TABLE B-1

FEDERAL PROGRAMS

IMPACTING ON TOURISM

	Promotion		Research/Studies	Centres	Information Services	Overseas Offices	Placement	Preservation & Conservation	Regulation & Control	Development			Management		Manpower
	Domestic	Abroad								Incentives	Advisory Services	Direct (Attractions, Accommodation)	Advisory Services	Coordination	
DEPARTMENT OF INDUSTRY, TRADE & COMMERCE:															
Canadian Government Office of Tourism:															
Marketing Branch:															
Market Development	X	X				X									
Product Improvement & Development	X	X	X											X	
Marketing Operations	X	X			X						I-				
Policy, Planning & Industry Relations Branch:															
Planning & Research			X		X		X							X	
Industry & Government Relations					X									X	
Federal Business Development Bank:															
Management Services					X									X	
Financial Assistance										Y-					
Trade Industrial Program:															
Program Office - Industry											X-				
Office of Desire															
DEPARTMENT OF REGIONAL ECONOMIC EXPANSION:															
Subsidiary Agreement to General Development Agreements										X					
Regional Development Incentives										X					
Agricultural & Rural Development Act										X					
Special A.R.D.A.										X					
Fund for Rural Economic Development							X			X					
Special Areas Agreement							X			X					
DEPARTMENT OF ENERGY, MINES & RESOURCES:															
Earth Sciences Program															
Mineral & Energy Resources Program					X						X-				
DEPARTMENT OF THE ENVIRONMENT:															
Fisheries & Marine Program:															
Recreational Fisheries Branch			X					X							
Canadian Hydrographic Service					X										
Small Craft Harbours Branch:															
Marina Policy Assistance Program									X		X				
Tourist Wharf Program											X				
Environmental Services Program:															
Atmospheric Environment Service			X		X										
Forest Relations Program			X		X										
Canadian Wildlife Service					Y-						X				
Lands Directorate			X					X-			X				
Inland Waters Directorate							X				Y				
DEPARTMENT OF EXTERNAL AFFAIRS:															
Canadian Interests Abroad Program:															
Information Division		X													
Cultural Affairs Division		X													X
Consular Awareness Program					Y										
World Exhibition Program		X												X	
DEPARTMENT OF FINANCE:															
Small Business Loans Act															
Farm Improvement Loans Act										X					
Winter Capital Projects fund program										X					

TABLE B- I

FEDERAL PROGRAMS
IMPACTING ON TOURISM
continued

	Promotion		Research/Studies	Information			Planning	Preservation & Conservation	Regulation & Control	Development			Management		
	Domestic	Abroad		Centres	Services	Overseas Offices				Facilities	Advisory Services	Direct (Attractions, Accommodation)	Transportation	Training	Advisory Services
DEPARTMENT OF INDIAN & NORTHERN AFFAIRS:															
Indian & Eskimo Affairs Program									X						
* Parks Canada Program:															
National Parks															
National Historic Sites & Parks								X							
Agreement for Recreation & Conservation											X				
DEPARTMENT OF MANPOWER & IMMIGRATION:															
Canada Manpower Industrial Training															
Canada Manpower Mobility Program															
Canada Manpower Adjustment Program															
Local Initiatives Program									X						
Training - On-The-Job															X
DEPARTMENT OF NATIONAL HEALTH & WELFARE:															
Fitness & Amateur Sport Program:															
Sport Canada										X					
Recreation Canada															
Income Security & Social Assistance Program:															
New Horizons															X
SECRETARY OF STATE:															
Bilingualism Development Program:															
Youth Exchange															
Arts & Cultural Program															
Citizenship Program:															
Multiculturalism & Group Understanding										X					
Hostel & Information Services						X				X					
Canada Council:															
Social Sciences & Humanities				X											
Cultural Exchange															X
UNESCO				X											
Arts Program										X					
MINISTRY OF TRANSPORT:															
Airport Assistance Program															
Air Tourist information Canada															
Hospitality, Interpretation, Information Services															
Market Research at Airport Terminal				X											
Surface Transportation program				X											
DEPARTMENT OF AGRICULTURE:															
Production & Marketing Program															
Agricultural Fairs & Exhibitions															
Grants															
Farm Credit Corporation															
Farm Syndicates Loan Services															
OTHER AGENCIES:															
Canadian International Development Agency		X													
Canadian Radio-Television & Telecommunications Commission	X														
Canadian Transport Commission															
Department of Consumer & Corporate Affairs															
Heritage Canada															

* Moved to Department of The Environment, Summer 1979

TABLE B-1

FEDERAL PROGRAMS
IMPACTING ON TOURISM
continued

	Promotion			Information			Development			Management								
	Domestic	Abroad	Research/Studies	Centres	Services	Overseas Offices	Planning	Preservation & Conservation	Regulation & Control	Incentives	Advisory Services	Direct (Attractions, Accommodation)	Transportation	Training	Advisory Services	Co-ordination	Social Tourism	Manpower
OTHER AGENCIES: (continued):																		
International Boundary Commission			X						X									
Department of National Defence			X									X						
Department of National Revenue, Customs & Excise Branch	X		X		X							X						
Royal Canadian Mounted Police	X											X						
Statistics Canada			X															

TABLE B-II

PROGRAMS OF THE GOVERNMENT
OF THE NORTHWEST TERRITORIES
IMPACTING ON TOURISM

	PROMOTION	RESEARCH	INFORMATION CENTRES	INFORMATION SERVICES	PLANNING	PRESERVATION & CONSERVATION	REGULATION & CONTROL	INCENTIVES	ADVISORY SERVICES	DIRECT (ATTRACTIONS, ACCOMMODATION)	TRANSPORTATION	MANAGEMENT TRAINING	TRAINING PROGRAMS	CO-ORDINATION	EMPLOYMENT	SOCIAL TOURISM
ECONOMIC DEVELOPMENT & TOURISM																
Tourism & Parks																
Travel Article			X	X	X		X	X	X		X					
Territorial Parks					X					X						
Regional Tourism Officers				X			X		X							
Business Development									X						X	
Hire North											X		<	X	(
Employment & Training				X				X					<		(
Planning and Development					X										(
Projects & Marketing						X	X	X	X			X	<		(
DEPARTMENT OF PUBLIC SERVICES:																
Services		X		X				X		X						
DEPARTMENT OF LOCAL GOVERNMENT:																
Recreation				X				X	X				<	X	(
Airports							X				X		<			
Municipal Affairs											X					
Town Planning & Lands					X		X		X	X	X					
DEPARTMENT OF RENEWABLE RESOURCES:																
Wildlife Services				X	X	X	X	X								
DEPARTMENT OF EDUCATION:																
Continuing Education											X	X				
Education	X									X						(
LIQUOR LICENSING BOARD							X									

DEPARTMENT (DIVISION)	MANDATE
1, ECONOMIC DEVELOPMENT AND TOURISM	To stimulate economic expansion and the development of the private sector
.Tourism and Parks	To manage the functions of TravelArctic Territorial Parks and tourism development plan
	To encourage the expansion of the tourism/travel industry in the Northwest Territories
	To provide services and assistance to encourage tourism and travel to and within the N.W.T. and the develop- ment of related facilities

TABLE B-III (CONT'D)

DEPARTMENT (DIVISION)	MANDATE
<p>ECONOMIC DEVELOPMENT AND TOURISM (CONT'D)</p> <p>Grant Programs</p>	<p>Regi</p> <ul style="list-style-type: none"> • n • a n c <p>i)</p> <p>f</p> <p>i</p> <p>e</p> <p>a</p> <p>f</p> <p>ii)</p> <p>f</p> <p>f</p> <p>-</p> <p>iii)</p> <p>f</p> <p>i</p> <p>m</p> <p>c</p> <p>-</p> <p>n</p> <p>iv)</p> <p>t</p> <p>c</p> <p>d</p> <p>t</p> <p>n</p>

TABLE B-III (CONT'D)

DEPARTMENT (DIVISION)	MANDATE	TOURISM RELATED PROGRAMS	ORDINANCES AND REGULATIONS
II. DEPARTMENT OF PUBLIC SERVICES	<p>A service department to:</p> <ul style="list-style-type: none"> -provide legal advice to government -maintain statistics and auto registries -enforce fire, industrial safety and labour ordinances -administer police services agreement with RCMP -administrative support to court system 	<ul style="list-style-type: none"> i) <u>Museums and Historical</u> - depict the natural and cultural record of the N.W.T. <ul style="list-style-type: none"> -collection, preservation and exhibition of specimens, artifacts, documents and artwork -provide educational, informational, research and related cultural services -arranges N.W.T. exhibits in Canada and the U.S. -receives exhibitions from elsewhere in Canada ii) <u>Museums and Historical (Grant)</u>- <ul style="list-style-type: none"> -provides funding to community museums, historical societies and settlement councils involved in heritage preservation and interpretation -grants specifically for: initial construction, expansion and renovations; purchase of equipment or replacement; and utility expenses 	<ul style="list-style-type: none"> i) N.W.T. Historical Resources Ordinance i) N.W.T. Archaeological Sites Regulations
.Services	<p>To provide services to the public and government pertaining to needs and growth within the N.W.T.</p>		

1
c

TABLE B-III (CONT'D)

DEPARTMENT (DIVISION)	MANDATE	TOURISM RELATED PROGRAMS	ORDINANCES AND REGULATIONS
<p>111, DEPARTMENT OF LOCAL GOVERNMENT</p> <p>.Recreation</p>	<p>The development and strengthening of local government</p> <p>To provide community services</p> <p>Direct operation of community airports</p> <p>To provide development and training programs for community administrative staff and council members</p> <p>To encourage, provide direction and initiate recreation services and cultural programs responding to community needs</p>	<p>i) <u>Development</u> - guidance in developing and implementing recreational facilities and programs to N.W.T. councils, recreation committees and organizations by recreation officers</p> <ul style="list-style-type: none"> - training and information workshops held at community and regional level - liaison with interest groups to maintain awareness of recreation and cultural trends <p>ii) <u>Sport Program</u> - guide and financially assist growth and development of Sport North Federation and N.W.T. Sport Associations</p> <ul style="list-style-type: none"> - coordinate certification program (coaching and officiating) <p>iii) <u>Leadership Program</u> - plan, assist, implement Leadership workshops at community and regional level</p> <ul style="list-style-type: none"> - financial support to development and distribution of information material maintenance of recreational resource centre <p>iv) <u>Arts/Cultural Programs</u> - assist in funding of visual and performing arts, groups and cultural workshops</p>	

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TABLE B-III (CONT'D)

DEPARTMENT (DIVISION)	MANDATE	TOURISM RELATED PROGRAMS	ORDINANCES AND REGULATIONS
DEPARTMENT OF LOCAL GOVERNMENT (CONT'D) .Airports	To develop and operate air transportation facilities and services to communities identified in cabinet policy	i) <u>Airport Construction Program</u> - assist in construction of Arctic B (area) airports to serve population centres of: population of 400+; no regular transportation other than air; served by regular reliable air service; a growing community; an area administration centre; and an active role in resource development assist in construction of Arctic C (community) airports to serve population centres of: population more than 100; no means of regular transportation other than air - sea plane facilities provided where justified on basis of economic and technical evaluations ii) <u>Airport Operations and Maintenance Program - maintenance, communications, aviation weather observations</u> iii) <u>Airport Training Program</u> - training to enable community residents to operate and maintain Arctic B and C airports	i) Aeronautics Act ii) Air Regulations (Transport Canada) iii) Arctic B & C Airports Memorandum of Understanding (Also see the above) (Also see the above)
.Municipal Affairs	To respond to community needs and aspirations that are administered within the framework of territorial ordinances	i) <u>Road Maintenance Program</u> - assist communities in maintenance of internal roads	i) Municipal Ordinance

TABLE B-111 (CONT'D)

DEPARTMENT (DIVISION)	MANDATE	TOURISM RELATED PROGRAMS	ORDINANCES AND REGULATIONS
<p>DEPARTMENT OF LOCAL GOVERNMENT (CONT'D) .Town Planning and Lands</p>	<p>• To create a good human environ- ment by guiding growth and change to meet needs of residents and make the best use of resources</p>	<p>i) <u>Urban Planning and Design Program-</u> includes such special projects as park planning, recreational land use planning, drainage studies etc.</p> <p>ii) <u>Land Development Program-</u> carry out land development projects to provide specialized land use areas includes cottage sub-divisions within identified recreational resource areas</p> <p>iii) <u>Site Development Program-</u> provides settlements with funds to upgrade townsite - includes drainage schemes, landfill schemes, walkway and road reconstruction general rehabilitation</p> <p>iv) <u>Road Construction Program-</u>building or funding new roads which includes access to townsite expansion areas and realignment of existing town- site roads</p>	<p>i) Planning Ordinance ii) Area Development Ordinance iii) Municipal Ordinance iv) Commissioner's Land Ordinance i) Planning Ordinance ii) Area Development Ordinance</p>
<p>.Grant Programs</p>		<p>i) <u>Per Capita-Recreation</u> - assist communities in employing and training recreation staff and in implementation costs and purchase of program material - 5.00 per capita, eligibility- community councils</p>	

TABLE B-111 (CONT'D)

DEPARTMENT (DIVISION)	MANDATE	TOURISM RELATED PROGRAMS	ORDINANCES AND REGULATIONS
DEPARTMENT OF LOCAL GOVERNMENT (CONT'D)		<p>ii) <u>Community Recreation Centres</u>- assist with construction, renovation or repairs of a community centre -depending on the cost of project and number of applications, funding will be a maximum of \$75,000 over 3 years -eligibility-- community councils</p> <p>iii) <u>Outdoor Recreation Facilities</u>- to assist communities in construction and upgrading of outdoor recreation facilities -depending on cost of project, a maximum of \$5,000 over 3 years -eligibility -- community councils</p> <p>iv) <u>Front End Administration</u>- to assist in developing and implementing recreation programs within their community -less than 100 people \$2,000 -more than 100 people \$3,000 -eligibility -- community recreation committees</p> <p>v) <u>Sports Organizations</u> - \$25,000 issued annually to Sport North to encourage sport organizations development and initiate special projects to promote growth of their activities</p> <p>vi) <u>Arctic Winter Games Corporation</u> - \$10,000 per year to AWGC to provide financial assistance for membership in Arctic Winter Games</p> <p>vii) <u>Sport/Recreation</u> - funding through Sport North to assist with administration, annual meetings, certification programs and growth of activities -eligibility -- N.W.T. recreation organizations</p>	

TABLE 2-III (CONT'D)

DEPARTMENT (DIVISION)	MANDATE	TOURISM RELATED PROGRAMS	ORDINANCES AND REGULATIONS
<p>DEPARTMENT OF LOCAL GOVERNMENT (CONT'D)</p>		<p>viii) <u>Arctic Winter Games</u>- \$75,000 to Sport North to financially assist Arctic <u>Winter Games</u> organization committee</p> <p>ix) <u>Arts/Cultural</u>- to assist in administrative travel costs for arts/cultural projects -eligibility -- arts/cultural projects</p>	
<p>IV, DEPARTMENT OF RENEWABLE RESOURCES</p>	<p>*Note: Newly formed department (Oct. 1, 1979) presently control only one division - Wildlife Service</p> <p>The following are under consideration for jurisdiction within the department: forestry; waters; land management; parks service; and environmental protection</p>		
<p>Wildlife Services</p>	<p>To preserve traditional native hunting and trapping</p> <p>To ensure requirements of N.W.T. residents for fish and wildlife are satisfied within limits of maximum sustained yield</p> <p>General protection and management of wildlife</p>	<p>i) Wildlife Management- ensures maintenance of productive population and encourages wise use of wildlife - decisions regarding: opening and closing of seasons, quotas, transplants and other manipulative procedures</p> <p>ii) Environmental Management- manages territorial government environmental management plan ensures industry development has minimal negative effects on living environment</p>	<p>i) Wildlife Ordinance</p> <p>i) Wildlife Ordinance</p>

TABLE B.111 (CONT'D)

DEPARTMENT (DIVISION)	MANDATE	TOURISM RELATED PROGRAMS	ORDINANCES AND REGULATIONS
<p>DEPARTMENT OF RENEWABLE RESOURCES (CONT'D)</p>		<p>iii) <u>Conservation and Education</u> - prepares information packages on wildlife for public - plans in-service training of wildlife officers - special education programs for public (i.e., Hunter Safety Training)</p> <p>iv) <u>Resource Development - administration</u> of funds for establishment of outpost camps - administers sport fishing licensing printing and distribution - promote and assist in the organizing of hunter's and trapper's associations - trapping harvesting programs</p> <p>v) <u>Game Advisory Council</u> - review existing wildlife legislation (federal and territorial) and make recommendations to appropriate sources</p> <p>vi) <u>Management Studies</u> - provides wild- life service with technical information and advice which enable the service to appraise and develop management plans and strategies - includes: devised red tag quota system to extend polar bear quotas where feasible; study effects of hunting and predators on caribou herd; and regional caribou inventories</p>	<p>i) Wildlife Ordinance</p> <p>ii)</p> <p>i) Wildlife Ordinance</p> <p>None</p> <p>i) Wildlife Ordinance</p>
<p>V, DEPARTMENT OF EDUCATION</p> <p>.Continuing Education</p>	<p>To provide a diverse student population with cross- cultural and bilingual education</p> <p>To provide a system of formal and informal education for adults to assist them in personal development, participation in community life, and individual self-fulfillment</p>	<p>Adult Vocational Training Centre in Tort Smith which includes courses such as Airport Maintenance Training, Cook training, Renewable Resources Management, and Small Business Management</p>	<p>Education Ordinance</p>

TABLE B-III (CONT'D)

DEPARTMENT (DIVISION)	MANDATE	TOURISM RELATED PROGRAMS	ORDINANCES AND REGULATIONS
<p>DEPARTMENT OF EDUCATION (CONT'D)</p> <p>.Education</p>		<ul style="list-style-type: none"> . <u>Student Grants and Bursaries</u> - to enable eligible students to study at approved post-secondary school institutions; provide up to a maximum of four years; would apply to hotel training programs, etc. . <u>Student Exchange Program</u> - to encourages students to meet people from other regions and learn about their many social and cultural traditions; provide grants on a merit basis . <u>Inter-School Athletics Contribution</u> - promote and support Athletic Events and assist school groups to attend these events 	
<p>VI, LIQUOR LICENSING BOARD</p>	<p>To control issuance of liquor licenses</p> <ul style="list-style-type: none"> . To make regulations prescribing rights, privileges, conditions and obligations in connection with licenses <p>To control conduct of licenses, their management, equipment</p> <p>To control conditions under which liquor may be sold in licensed premises</p>	<ul style="list-style-type: none"> . Licenses premises suitable for alcohol sales and consumption . Governs use of liquor purchased under special occasion licenses 	<p>i) Liquor Ordinance</p>

APPENDIX C

ATTITUDES AND OPINIONS
OF N.W.T. RESIDENTS TO TOURISM

Without the support of residents in a local community/settlement, the success of tourism is limited. Practically every resident, one way or another contributes to the travel experience for the visitor. This is particularly true in the N.W.T. where most of the population centres are small.

To ensure resident input, a series of workshop meetings were held in every region in the Territories. Meetings were held in twelve (12) communities which included:

Baffin - Frobisher Bay, Pangnirtung, Pond Inlet

Keewatin - Rankin Inlet, Baker Lake

Inuvik - Norman Wells, Inuvik

Fort Smith - Hay River, Fort Simpson, Fort Smith,

Yellowknife

Arctic Coast - Cambridge Bay

Brief visits to about another half dozen communities were also made.

In attendance at the meetings were community leaders, people directly involved in the tourism industry, other business people, and interested members of the general public. The intent of these meetings was:

to determine whether or not tourism is a desirable industry in the Northwest Territories.

SUMMARY OF FINDINGS

1) Supportive of Tourism

Every community visited was supportive of tourism. The degree of support, however, varied with the community and:

- . its contact with, and past experiences with visitors,
- . the economic conditions of the community and the area,
- . the level of development in the community, or
- . the social conditions in the community.

There were few negatives related to tourism or tourism development and most residents felt that any specific problems could be solved. Most communities want visitors if there is a direct benefit to the community and its residents.

II) Lack of Awareness of the Benefits of Tourism

In small communities particularly, the business **traveller** is not considered a "tourist" as the leisure **traveller** is, and although the business **traveller** is the main visitor to the community, there is little effort to offer this **traveller** additional attractions and facilities. Communities tend to look at tourism as direct dollars from the visitor to the individual, and do not see the overview value to the community. In some communities where there is recognition of the economic benefits of tourism, there is little awareness of potential social or cultural benefits for the community.

III) Recognize Tourism as a Vital Part of Economic Development

People in the communities can see tourism as an ongoing source of revenue and employment in their local areas. They are optimistic about the future, although they do not see non-renewable resource development or land claims as an answer to economic problems. They look more

towards tourism as something which can be started right away, which is complementary to other development, and can utilize existing and traditional industries such as hunting and trapping or production of arts and crafts.

IV) Heavy Reliance on Government

There is little commitment on the part of the individual or community to get things going. In communities people look to the government for assistance and funding. They particularly rely on **government** funding to promote and develop tourism. The reason given for this reliance on government is lack of private development money in the north and a lack of expertise in the tourism field.

v) Unable to Organize and Get Things Done

People in communities identified many possible tourism activities, facilities or events for their area, but do not know how or where to start on them, or who should do the job. They tend to rely heavily on the large local operator, if there is one, to do the tourism work.

VI) Stressed Northern Involvement

People in the communities want the tourism industry operated by northerners, sometimes to the exclusion of outsiders, but at the same time they admit they require the expertise and training which outsiders can provide. To some degree, residents in smaller communities particularly are aware they have to go through a learning/transition period to reach their objectives.

VII) Development Attitude

Most residents did not view large scale developments as being desirable. Rather, development suggestions related to the

improvement of what exists. "Take what's there and make it work" was the predominant attitude. Communities want the tourism industry to be sensitive to the community. They want to make the decisions on how and when to proceed with tourism development and they want to decide what kind of tourism will be offered.

NECESSARY COMPONENTS

The regional meetings revealed that there are four important components required for a successful travel industry in the Northwest Territories. These were:

I) Commitment

Municipalities, community businesses, and residents have to become involved in tourism if they want something to happen. There **has** to be a change in the "I'm for it but I don't have time to do it" attitude of many people. If people want tourism, they have to be prepared to commit time, energy and dollars to rise to **it**.

II) Motivation

Currently little motivation exists to get people involved in the tourism industry. **The** ideas are there, but possibly some sort of incentive is required to motivate the people interested. In some areas there are few examples of successful operations to motivate people to be involved in tourism.

III) Co-operation

Communities, tourism operators, local businesses, and governments will have to work co-operatively to get the job done. Tourism requires their joint efforts to organize, plan and package what they want to offer in the tourism product.

IV) Expertise

It is commonly accepted that tourists are welcomed, but not always well looked after. This points to the need for a variety of training programs in the communities - from general awareness and hosting, to the learning of particular skills such as cooking, guiding, or business management.

RESIDENT WORKSHOP SUMMARIES

The following sections summarize the comments made **in** the workshops. They are presented by region with the exception of Cambridge Bay which is presented as **an** "Arctic Coast" region. The comments deal with the following topic areas:

- . Attitude towards their community (s) and what they felt the future of the community (s) would be;
- . Awareness of visitors, who they are, and the types of visitors their community receives, also the benefits/problems of visitors;
- . The good features about their area/community (s) which make them a nice area to both live in and visit;
- . The attractions in the area which draw visitors to the area;
- . Problems with their area/community (s) in **servicing** both residents and visitors;
- . Planned/proposed developments they are aware of for the area;
- . The development suggestions they identified as being desirable and which can be offered in their area; and
- . General conclusions based on the overall discussion with the group.

RESIDENT WORKSHOP SUMMARIES

1 BAFFIN REGION

PANGNIRTUNG

Attitude Towards the Community and its Future

- . population is gradually increasing
- . most residents expect to live there for a long time
- . people felt that the community would not change much in the future

Awareness of Visitors

- . residents are highly supportive of tourism development
- . like visitors and recognize the benefits to the community
- . prefer longer notice of visitor arrivals
- . would like to have closer contact with visitors
- . some concerns over disturbance of archeological sites and 'exploiting' of Eskimos.
- . visitors should have a more accurate set of expectations and need information before their visit.

Development Suggestions

- . make visitor information on Pangnirtung available at airport and during flight
- . community needs more indoor attractions; could possibly fix up the whaling station
- . should 'clean-up' the community
- . fly more flags

FROBISHER BAY

Attitude Towards The Community And Its Future

- . generally recognized as a problem community with a 'bad' reputation
- . has a highly transient population and most residents generally are apathetic
- . little mingling of white and **Inuit** and therefore no 'community' spirit
- . weather is not dependable
- . tremendous difficulty in getting changes implemented due to lack of interest
- . residents do not see the community changing in future, only more buildings
- . population will continue to travel and only a few longtime resident entrepreneurs will be enthusiastic

Awareness of Visitors

- . little recognition of the importance of visitors to the **community**
- . residents do not find the community interesting and doubt that visitors would find it so
- . should be an efficient 'jumping off' point but people recognized it should also be a destination
- . pleasure travelers have a wide variety of interests but most (2/3) are on Midnight Sun Tours

Development Suggestions

- . should increase the activities available in the community
 - tours
 - sail kiting
 - cross-country skiing
 - crafts
- . hire a visitor services person to promote the community
- . market it as a
 - unique experience
 - wilderness experience
 - 'jumping off' spot
- . upgrade the airport
- . form a **white/Inuit** co-operative

- . possible tours in area
 - jewellery making
 - airport
 - school
 - power plant
 - water purification
 - church (igloo)
 - old Dewline site

POND INLET

Attitude Towards the Community and its Future

- . there is 'community' feeling
- . there has been recent growth and will be more over the next 5 years ³ due to oil and gas exploration
 - 50 new houses
 - 4 to 5 new businesses
 - extended air strip
- . residents are concerned about the results of growth, such as more crime, and want **only** slow growth to be controlled by **the Inuit**
- . residents have a community plan

Awareness of Visitors

- . the arrival of tourists is a recent phenomenon
- . residents like visitors, particularly those who ask questions and are not shy
- . they feel visitors are good for the village and are highly supportive of tourism development
- . local accommodation is required for tourists
- . people would like more information distributed to visitors on arrival

Development Suggestions

- . possibility of billeting tourists in residences and more accommodation to be built
- . museum
- . develop cultural program for visitors to include viewing
 - carving

-building igloos

-skins cleaning

-hunting

- . flow edge viewing of whales, walrus, seals
- . viewing of birds
- . sports fishing and seal hunting - possibly polar bear hunting for tourists in future
- . a hunters and trappers association that will look after hunters
- . other possible activities are skiing on Bylot Island, hang gliding, scuba diving (clear water)
- . visitors should be able to purchase carvings from individuals rather than **co-ops**

walrus on Coats Island

- Wager Bay

- . ice fishing trips in spring
- . sled dog trips in winter
- . organized polar bear hunts
- . hiking, canoeing
- . annual skidoo race and Hamlet Days
- . perhaps hire a regional tourism officer
- . joint effort between government and private sector, particularly
in marketing
- . problems with financing and high cost of construction

BAKER LAKE

Attitude Towards Community and its Future

- . majority of white population (government workers) are quite transient
and have no deep feeling for the community
- . natives are longer time residents and more concerned
- . positive features of area are
 - good fishing
 - outstanding scenery
 - hotel
 - friendly people
- . the few negative comments centred mainly on mosquitoes and long winters
- . current concern with mining activity in area and court case going on
- . people see their future more dependant on land claims than mining
- . residents see more movement into small business and feel future
will bring slow, controlled growth
- . already talk of new developments
 - civic centre (arena, auditorium, curling, pool)
 - new airport terminal, possible expansion
 - another wing on hotel
- . some people feel population could increase from its present 1,000
to as high as 5,000 in 20 years

- . some feeling that everything geared to the west and Keewatin area ignored and that this should change

Awareness of Visitors

- . some awareness of visitors in the summer - these are generally on fishing or canoe trips, a few on tours, some rich people **looking** for a different place
- . generally feel visitors are good for the area and recognize spin-off effects (mainly due to close connection with one hotel owned by many local shareholders)
- . want to be selective of visitors - "good people" who respect the land, follow fishing regulations are welcome
- . apart from hotels, not much in way of tourism support services
- . some feel visitors should be able to buy carvings directly from residents but also concern about maintaining their value

Development Suggestions

- . promote as the only inland Eskimo community in the world
- . promote as the geographic **centre** of Canada
- . encourage naturalists for flora, wildlife viewing
- . have scenery tours (e.g., Kazan Falls) and take visitors out on the land in winter
- . dog sled rides
- . hiking, good fishing, canoeing, camping
- . cultural attractions
 - get old people to talk to visitors
 - tours of co-operatives
 - take tourists to see **Inukshuks**
 - rent caribou clothing to visitors
- . announce visitor arrivals over radio so people can be prepared
- . start up a tourism association to 'get things happening'
- . make part-time jobs available for local people
- . don't push tourism too quickly - let people get involved gradually
- . consider infrastructure - hospital services, limited store supplies

- . feel government should be promoting, more marketing of eastern N.W. T. - should also provide funding to regional associations
- . some feel government should offer subsidies to operators because fuel, power, transportation costs higher in Baker Lake than places like **Yellowknife**

3 INUVIK REGION

INUVIK

Attitude Towards The Community And Its Future

- . many residents have no pride in the community
- . one-third of population is Canadian Forces who stay for only a short time - government workers are also highly transient
- . population has decreased and the subsequent decline in business has depressed many residents
- . people still see the community in a positive way
 - largest community north of the Arctic Circle
 - has **mix** of resources, e.g., mountains, **delta**, tree **line**, tundra, Arctic Ocean
 - friendly people
 - fairly young population
 - beautiful weather in March, April, May
 - wildlife - only reindeer herd in Canada, excellent bird watching, good small game hunting
- . two major concerns of residents are high **levels** of vandalism (lawns, campgrounds destroyed) and unattractive appearance of community (garbage, dust, yards not maintained)
- . other negative aspects included
 - short summer season
 - bugs
 - poor hospitality and food services, e.g., low quality and high prices
 - expensive to **travel** to and to stay, i.e. , accommodation, food and beverages, also handicrafts expensive
 - can't fish near **Inuvik**
- . people generally positive in terms of community's future oil exploration in area, pipeline development
- . community will grow, but not as much as predicted before the Berger report
- . new residential developments already taking place

Awareness of Visitors

- . low awareness among residents and business people of the benefits of tourism
- . residents generally do not appreciate visitors
- . they distinguish between government/oil company people and tourists who usually come in on group packages
- . see very little for the visitor to do once he gets to **Inuvik** - smaller settlements, in particular, can't understand why visitors would want to come
- . presently visitors
 - walk around town
 - take the bus tour
 - buy crafts in the shop
 - some see sewing **centre** where parkas are made
 - fly to Tuktoyaktuk to see the Arctic Ocean, the **pingos** and the craft shop
- . some enthusiasm about developing the area further for tourists but no one has taken the initiative - people in business are not working together to provide a good tourism industry

Development Suggestions

- . some feel an awareness program is critical so that people understand the benefits of tourism
- . greater emphasis should be placed on cleaning up the community and region year round and not just in spring
- . feel **Inuvik** should have an international airport
- . information centre in the community
- . promote tourism in March and April when sun is up and temperatures are reasonable
- . more information should be made available on condition of Dempster Highway so travelers are properly equipped - also road side services need to be developed such as scenic pull-offs, rest **areas, service** stations, campgrounds and other types of accommodation
- . boat rentals and cruises on the Mackenzie River
- . amusement theme park with reindeer and Santa Claus - reindeer sleigh rides

- . develop cultural activities
 - travel to settlements along ice roads
 - native drum dancing, crafts, lifestyles and explanation about northern living (**utilidor** system, permafrost, pilings) perhaps in a museum
 - go out on traplines with native people
- . game farm with northern wildlife
- . ice fishing and skidoos
- . muskrat trapping and skinning
- . promote the 'Top of the World Ski Meet' - a cross country ski event which is held annually
- . leave boardwalks intact, don't pave streets - part of the **appeal** of the community
- . feel that government should provide hospitality training programs for restaurant and hotel/motel staff
- . Beaufort Delta Travel Association should be **co-ordinator** of tourism related agencies and activities

NORMAN WELLS

Attitude Towards Community and its Future

- . most residents are fairly transient - in to make a lot of money and out again quickly, therefore not interested or involved in community
- . two main employers in area
 - Imperial Oil Ltd. (**I.O.L.**)
 - Government
- . mostly young people and young children - teens are sent out to school and few return because there are no jobs (**I.O.L.** under pressure to hire native people)
- . residents feel community has a number of good features
 - friendly people
 - most beautiful setting in western arctic
 - community itself is attractive and organized (has a settlement plan)
 - curling rink, tennis courts, multi-purpose recreation hall
- . some negative aspects about **the** community were seen as

- no core downtown area, quite spread out
- not a lot of recreation facilities
- people don't travel around the area - leave Norman Wells three or four times a year and go elsewhere for holidays
- . community is very split in opinions/ideas on almost every issue
- . feel that community has not stabilized - will either boom or bust
- . some people not optimistic because of political uncertainty, related to native land claims
- . on the other hand, Imperial Oil is spending several millions on expansion and a pipeline is predicted within three to five years

Awareness of Visitors

- . recognize that the community does have a number of visitors and that they are important to the economy of the community
- . not interested in large scale tourism development, however, prefer small specialty groups (hunters, fishermen)
- . Chamber of Commerce has little interest in tourism, mainly oil industry oriented
- . have 80-100 hunters in July, August and early September
- . do not consider I.O.L. and government people visitors, as many stay three to four months
- . some canoeists on Mackenzie River
- . winter visitors are only residents from surrounding settlements
- . some expansion of industry at present
 - nature resort at border of N.W.T. and Yukon
 - expansion of motel to include drinking lounge and stores
- . feel travel industry association relates more to communities of Fort Norman, Fort Franklin, Fort Good Hope and resort lodges on Great Bear Lake, than to other Mackenzie Delta communities

Development Suggestions

- . information booth near airport
- . museum being developed

- . boating on Mackenzie, Great Bear Rivers and lakes such as **Brackett** and Kelly Lake
- . tours of
 - Environment Canada's weather station
 - Imperial Oil's refinery and operations
 - the settlement of Norman Wells
- . helicopter tours for a couple of hours or a **full** day
- . air tours to Fort Norman or Fort Franklin with possible overnight stop in Fort Norman (flight costs about \$150 round trip)
- . hiking (day trips) into Franklin Mountains
- . provision of recreation facilities on **Jackfish** Lake (swimming, non-power boating)

4 SOUTHERN REGION

FORT SIMPSON

Attitude Towards Community and its Future

- . very few long time residents - white population is transient
(average stay is 14 - 17 months) and even most natives have moved here
- . no feeling of community loyalty and little enthusiasm for improving things
- . some see the community as dying while others see it as **levelling** off
- . population is quite segmented and the various groups find it difficult to work together - **also**, single people find it difficult to become involved with other residents
- . in general, people had few positive comments on the area - most of these related to the landscape (close to **Nahanni** National Park, nice scenery with two rivers, good lakes, good cross-country skiing)
- . people recognize that the community has a number of social problems and other drawbacks
 - alcoholism and high unemployment
 - low health standards
 - absentee ownership resulting in exploitation and poor quality services
 - located at the end of the road - lacks access to potential existing recreation areas and there is a lack of recreation opportunities within the community
 - not an attractive community (dirty and dusty)
 - poor quality food services
- . residents are not very positive about the future and see no major changes
- . dependent on future actions of the village's Economic Development Council and people are putting a lot of hope and faith in it
- . still a dependence on the pipeline
- . people don't recognize any significant benefits from the completion of the Liard Highway

Awareness of Visitors

- . are aware of some visitors and these are generally accepted
- . native residents seem to recognize the visitors as being beneficial to the area but do not really know why
- . have several types of visitors
 - Nahanni Park visitors
 - people driving to the end of the road
 - fly-in fishing lodges
 - some fly-in camping
 - a few cabins at Willow Lake
 - government travel
 - some visiting friends/relatives
 - rock climbers
 - canoeists on river
 - private plane tourists

Development Suggestions

- . more access roads to lakes and better dust control on highway
- . need more campgrounds on the highway to Fort Simpson and should clear the underbrush in the village campground
- . acquire land for more fly-in camps and further develop fly-in fishing (on Trout, Little Doctor, Kelly, Willow Lakes)
- . use the school and hostel during the summer months for anthropological, **cultural** education and other seminars
- . cultural attractions
 - live off the land with native people
 - pow wows in Fort Simpson
 - summer camps for white children to learn native lifestyles
 - native crafts (moose hair tufting)
- . historical themes
 - **Slavey** culture
 - Hudson Bay posts along the Mackenzie River
 - Treaty 11 signed here
 - building of road in 24 hours by armed forces

strategic base in World War II

- mission
- **Faille's** Cabin

- . trips into Nahanni National Park (1/2/3 day tours)
- . boat tours down Mackenzie River with stops at various communities
- . develop Fort Smith as the hub for dispersal into the surrounding area and keep visitors at least overnight

FORT SMITH

Attitude Towards Community and its Future

- . most residents are happy living in Fort Smith and the population is quite stable, although government people are still fairly transient
- . has a large core of long time residents (ranging from 4 to 18 years) unlike other communities
- . community quite segmented
 - 2 government groups (territorial and federal)
 - teachers group
 - long time residents
 - business people
 - native people
- . large Metis population but little conflict between white and native groups
- . residents like living there because
 - nice size and has adequate services
 - clean community
 - many natural attractions offer outdoor recreation in summer and winter
- . the main negative feature was the long, dusty road leading into town and others mentioned were
 - mosquitoes
 - lack of eating places
 - absentee ownership of businesses
 - absentee control by governments in **Yellowknife** and Ottawa

- . the community is split into two opposing points of view:
 - a pro-development group including local business people and
 - an anti-development group which includes National Parks people
- . there is serious conflict between these groups-business **people** wanting to develop tourism in the area and parks people wanting to preserve the area for wildlife, forests, etc.
- . meetings to discuss alternatives have been going on for years with no apparent action
- . residents could not speculate on what future would hold for the community as there are many possibilities
- . without development will probably experience slow growth with few changes

Awareness of Visitors

- . quite aware of visitors to the area but residents are split as to the benefits they bring to the community
 - some feel more money is spent on government programs than is left in community by visitors
 - others thought multiplier effect was low and mainly in employment
 - businessmen saw visitors as generally good for the area
 - some people felt visitors could be environmentally bad **if** not regulated properly
- . most visitors come by car/camper to visit the Park and stay at government owned campgrounds (average of 3 nights)
- . fishermen pass through area but only 1/3 stay overnight in Fort Smith
- . some canoeing, kayaking and people on trapline tours
- . hotel facilities well used by construction and other long-term customers
- . tourists visit Northern Life Museum, wander around town, see the rapids or drive down to Fort Fitzgerald

Development Suggestions

- . better training/preparation for all local people associated with visitors
- . upgrade loop road in the park
- . split opinions on a shorter route or circle route to Fort Smith from Fort MacMurray
- . offer 'wilderness' experience, e.g., bison native lifestyles, but not much traditional culture left
- . expand European visitor market
- . potential for white water canoeing (also canoe rentals), kayaking, hiking
- . split opinions on package tours - some feel services not yet in place to accommodate them
- . tours of the town, one day expeditions, fly-in trips
- . develop historical attractions such as mission, **RCMP**, transportation themes - community one of the oldest in the **N.W.T.** - develop a Heritage Park and move in/restore old buildings
- . run a paddle wheeler from Fort MacMurray to Fort Smith (3 day trip) with a couple of days at either end
- . use almost empty AVTC facilities for summer schools (arts and crafts, environmental)
- . dude ranch
- . restoration of the Radium King
- . upgrade highway
 - oil road to ease dust
 - more pull-offs for trucks so cars can get by
 - develop another picnic site to overcome long distances between stops
 - better signage for pull-offs, campgrounds, scenic attractions
- . other attractions to promote include Bell Rock, old portages and rapids, salt beds, gardens, snake pits, dog races, pelicans, Wood Buffalo Frolics, buffalo creep at Wood Buffalo National Park
- . residents have split opinions on the formation of a tourism committee

- . most thought that the government should be offering assistance
- . suggestion to employ a person to spearhead tourism development and promotion work

HAY RIVER

Attitude Towards Community and its Future

- . people are generally enthusiastic, energetic and positive about community
- . community is quite transient in nature but residents expect it to become less so in the future
- . regard its location as a positive factor (mid-way between Peace River and **Yellowknife**) and community acts as a service centre and dispersal **centre**
- . largest community on south side of the lake
- . has a fairly stable economic base year round
- . some negative comments about the community were
 - located on a dead-end highway
 - little diversity of activities, especially for teenagers
- . people are quite involved - Hay River has many different clubs and organizations
- . residents see the future as little changed but community will experience slow, steady growth

Awareness of Visitors

- . highly aware of visitors and regard them as important in the economic base of the community - mainly seasonal traffic, however
- . benefits of tourism recognized and further tourism development supported
- . visitors basically stay just a short time, except those visiting friends and relatives, and fishermen
- . many visitors have incorrect expectations of the community
- . some problems with tourists have been experienced
 - dumping trailer holding tanks
 - using swimming pool showers (campers)

Development Suggestions

- . improve camping facilities near and in Hay River - also between Pine Point and Fort Resolution
- . beautify downtown area (flowers, trees, street signs)
- . locate an information centre downtown
- . boat tours on the river and lake, fishing on a commercial boat
- . mining tours at Pine Point
- . develop a beach area along with boat launch and marina
- . shower facilities in downtown area
- . museum in Indian Village with Indian culture interpreted and crafts performed
- . develop a shoreline road along lakeshore
- . organize music group, film society, other fine arts
- . bird watching and other wildlife
- . pave Alberta highway and develop more trailer facilities along it
 - dumping stations
 - camping areas
- . cold **sulphur** springs in Pine Point area
- . attract people through **local** events
 - marathon walk
 - fall fair
 - possible historical information series
- . twin Hay River with another community (exchange program)
- . set up a tourism awareness and hospitality program
- . set correct expectations for visitors using area features as a draw
 - frontier
 - mosquitoes
 - winter
 - daylight/darkness
 - barge loading
 - Dene
- . more detailed **promotional** brochures

YELLOWKNIFE

Attitude Towards Community and its Future

- . seem to be a fair number of long-term residents and people are generally enthusiastic about the community
- . little segmentation between racial groups is evident and population mixes well
- . people particularly liked the fact that they were living close to a wilderness area and could get out of the city quickly
- . they enjoy having city services available yet clean air, no smog and lots of opportunity for outdoor recreation
- . residents seemed to appreciate the history of the area especially when many of the 'pioneers' are still around - they cited the **old tom** area and museum as good features
- . there was concern over some social problems in the community such as loitering on the main street, alcoholism, prostitution and **lower** health standards
- . other negative feelings voiced were
 - high cost of travel in the **N.W.T.** for both residents and visitors - residents would like to **travel** in the **N.W.T.** but, due to cost, use **their money** for trips south
 - high cost of shipping goods
 - poor quality eating and accommodation establishments
 - dusty roads and dangerous practice of speeding on the gravel highway
 - not enough competition for businesses so some take advantage of consumers
- . some also see too much municipal control in too few hands as a problem
 - they felt there was a need for more industry (currently only mining and government)
- . residents felt the city would experience steady growth in the future (growth rate has been a high 9% over last 2 years) - some feel it will triple in size over the next 20 years

- see the possibility of more 'big city' facilities **such** as a university, increased services but perhaps **also** more problems - will continue to have a transient population segment
- future will be closely related to the **outcome of land claims** and **non-renewable** resource development - possible **Mackenzie Valley pipeline**, increased mining activity could **mean** a "boom" town situation

Awareness of Visitors

- very **aware of** highway visitors but **little** recognition **of** tourists coming in **via** air package tours
- are generally receptive to visitors and aware of some benefits
 - bring money into the area
 - give people a **sense of pride** in 'showing off' their community
 - tourism is an industry which could help overcome government dominance **of** the economy
- some people not convinced, **however, that there was** 'enough to **do**' in order to attract many tourists
- people felt that some **visitors** were too demanding **and not** aware of the fact that they were in a remote part **of** Canada
- **felt** that there was a problem in informing visitors (and residents) about what activities were available in the area
- **thought** most visitors came to the area to fish, **camp, and** just look **around** - in **Yellowknife**, they shopped at the craft shops, visited the **museum** and toured the old town
- no programs geared to bringing tourists in

Development Suggestions

- marina development necessary for boat launch and boat rentals - **provide more information on lake levels**
- **develop more waterfront tourism** facilities
- **offer** fresh fish on local menus
- **pave** highway, have more service facilities available for **travellers** {including **unleaded** gas} - **build** a bridge

- . set up a truck stop outside of town because no facilities currently available late at night
- . put up a travel information centre in Alberta at Hwy. 2 junction
- . more camping facilities needed right around **Yellowknife** and along Mackenzie Highway, offering better washrooms - also start up a private campground outside town with complete services for recreational vehicles
- . bus tours around Yellowknife and area - better presentation of boat tours, mine tours
- . water bombing demonstrations
- . better marking of hiking, canoe routes, campsites
- . post a sign for CB users indicating channel to use in emergencies
- . develop some of the older buildings in old town as historic sites (e.g., hardware store)
- . stage more summer events like carnivals, **street theatre**
- . encourage **more** winter tourism by promoting
 - 24 hours of darkness
 - ice roads, ice fishing
 - snowmobiling**, cross country skiing
 - dog sled rides, ice machines
- . develop island parks in Great Slave Lake
- . downtown parking and theming of storefronts
- . dinner theatre; restaurant on Frame Lake
- . develop better information services
 - move information booth out to airport, have information available at campsites and in hotel rooms
 - educate people, particularly travel agents, about the **N.W.T.** and the north in general
 - a good map of Yellowknife showing where everything is
 - provide **Yellowknife** residents who are traveling south with pins and literature to give to friends/relatives
- . make residents more aware of visitors
 - a 'be nice to visitors' campaign
 - more media, spotlight 'visitor of the week'

Shaman story and burial platform on tundra
remnants of former townsite
entire coast has history of early explorers, particularly
Franklin expedition

- . cultural attractions
 - great many different crafts in Cambridge Bay and surrounding communities (e.g., ivory, whalebone, soapstone **carvings**, clothing, print operations, **kayaks**)
 - could visit summer camps
 - inukshuks outside of town
- . hiking in area
- . viewing wildlife (**muskox**, seals), lots of wild flowers
- . **Pelly** Mountain
- . icebreaker and barges (when in the area)
- . would like to see a tourism committee organized with representatives from all communities in their region (i.e., **Holman, Coppermine, Cambridge Bay, Gjoa Haven, Spence Bay, Pelly Bay**) - thought funding for the committee should come from the government, perhaps on a per capita basis
- . local government tourism person should be the prime **motivator** for tourism development
- . hunters and trappers association should also be involved
- . training required but it should be done within the area as opposed to people having to go south (e.g., experienced guides at local lodges train new guides)

APPENDIX D

EXISTING TOURISM RESOURCES, ASSETS, PROBLEMS AND IMPLICATIONS

1 INTRODUCTION

This investigation of the tourism resources looked at both existing development and those resources offering potential for new tourism development. Detailed analysis of N.W.'T. resources has been undertaken several times. Thus, in order not to waste resources in the duplication of efforts, the discussion in this section is based largely on the review of several reports, rather than extensive field/site inventory.

There are several components of the tourism industry. These include:

- .Natural Resources,
- .Historical and Cultural Resources,
- .Transportation Services,
- .Accommodation,
- .Food Services,
- .Communities/Service Centres
- .Attractions and Events,
- .Human Resources, and
- .Land Use (existing and proposed).

These various components either promote tourism (through the provision of existing facilities or providing potential for new tourism opportunities) or limit tourism (eg., weather hinders access, use of appropriate, high potential land limited by other industrial activity or government policies). The following discussion highlights both the assets and problems that the various components impose on tourism and tourism development in the N.W.T.

TABLE D-1 (CONT'D)

RESOURCE COMPONENT	CHARACTERISTICS	APPLICATION TO TOURISM	PROBLEMS AND IMPLICATIONS FOR TOURISM DEVELOPMENT
Climate (cont'd)	<ul style="list-style-type: none"> . little precipitation in fact much of the N.W.T. could be classified as a 'polar desert' . Baffin and Mackenzie Mountain areas receive the most precipitation • fog along the coast prevalent during the summer months. 		<ul style="list-style-type: none"> . temperatures in winter free the land making access to many areas by vehicles possible (ice roads).
Vegetation	<ul style="list-style-type: none"> • tree line marks tremendous difference in vegetation . tundra area lacks vegetation throughout most of the year however in summer wildflowers unique to the north grow quickly (almost overnight) • south west, in the tree line vegetation is also scarce . trees diminish in size significantly from south to north. 	<ul style="list-style-type: none"> • vegetation supports wildlife . arctic wildflowers exceptionally beautiful " lack of vegetation on the tundra of interest. 	<ul style="list-style-type: none"> • vegetation very sensitive and has such a slow rate of growth that some activities do considerable environmental damage (eg., 4 wheel drives, dirt bikes, etc.) " specialized tours highlighting arctic wildflowers have potential " tundra offering its 'barren-land' a potential attraction for many.
Water Resources	<ul style="list-style-type: none"> • Arctic Ocean and Hudson Bay • many rivers offering beautiful water falls in the southwestern region of the N.W.T. • the 'mighty' Mackenzie River is a long, wide and relatively fast flowing river • Great Bear and Great Slave Lakes large inland lakes. 	<ul style="list-style-type: none"> " supports marine mammals and fish • supports a variety of boating (canoeing, rafting, jet boats, etc.) 	<ul style="list-style-type: none"> . lakes frozen, most of the year limiting access to July and August • winds on larger lakes make boating unsafe in several areas • definite potential for boat tours on the Mackenzie River and in the Mackenzie Delta and even on the Arctic Ocean/Hudson Bay.
Wildlife	<ul style="list-style-type: none"> • N.W.T. is noteworthy both for the variety and number of species, particularly because several of them are unique to the area, or rare elsewhere. 	<ul style="list-style-type: none"> . appeal from both a hunting and non-consumptive perspective (i.e., viewing, photography). 	<ul style="list-style-type: none"> . wildlife is one of the major attractions of the N.W.T.

TABLE D-1 (CONT'D)

RESOURCE COMPONENT	CHARACTERISTICS	APPLICATION TO TOURISM	PROBLEMS AND IMPLICATIONS FOR TOURISM DEVELOPMENT
(Non-marine Mammals)	<p><u>Caribou</u>: in 8 main N.W.T. herds which migrate to calving and wintering grounds</p> <p><u>Polar Bear</u>: in Keewatin and Arctic Coast and most Arctic Islands</p> <p><u>Muskox</u>: Central Arctic coast, Thelon Game Sanctuary, Victoria, Banks and Ellesmere Islands</p> <p><u>Moose</u>: Great Slave, Great Bear and Tower Mackenzie mountains</p> <p><u>Sheep</u>: Mackenzie Mountains</p> <p><u>Buffalo</u>: south of Great Slave - primarily Wood Buffalo National Park area and north arm of Great Slave Bison Sanctuary</p> <p>" main concentration in North America</p> <p><u>Domestic Reindeer</u>: only in Western Arctic in Tuktoyaktuk/Inuvik Region</p> <p>" only herd in Canada</p>	<p>" new ordinance allows for hunting of caribou</p> <p>" both from hunting and viewing perspective</p> <p>" easy to photograph in groups</p> <p>" sports hunt potential; also quivit for export and meat - especially in communities of high quotas, i.e. Sachs Harbour</p> <p>" sports hunting in Mackenzie Mountains only</p> <p>" high demand for Dan sheep sports hunting</p> <p>" viewed easily in Wood Buffalo National Park and Fort Smith area; main attraction for many people to the park</p> <p>" park authorities organize unique buffalo creeps to observe the animal</p> <p>" association with Santa Claus makes this animal of interest to many</p>	<p>" other areas offer caribou sports hunting; must be completed in the fall to acquire trophy racks</p> <p>" caribou found in large herds and thus hunting of them is not challenging</p> <p>" polar bear hunts allowed with dog team only but makes experience traditional and unique</p> <p>" may have to travel some distance for Muskox from a community</p> <p>" as with polar bear hunts must use dog team to hunt Muskox</p> <p>" moose not unique to N.W.T.; can be seen and hunted in most provinces and some states</p> <p>" some of the best moose hunting is in an area not zoned for hunting (i.e., Trout Lake area)</p> <p>" outfitters providing a good experience</p> <p>" potential for more outfitting services</p> <p>" outbreak of Anthrax periodically and natural decline of bison population restricts visitation and prohibits sports hunting</p> <p>" potential for reindeer sleigh rides</p> <p>" viewing of reindeer</p> <p>" use as a food source may create some conflicts with tourism related uses (i.e., slaughter)</p> <p>" hunting of seals is a socially unacceptable activity to many around the world</p> <p>" sometimes difficult to spot</p> <p>" sports hunting not permitted but viewing and photography offers potential</p>
(Marine Mammals)	<p><u>Seals</u>: most coastal areas and islands</p> <p>" various types including the ringed, harp and bearded seal</p> <p><u>Walrus</u>: Coates and Mansel Island, Igloodik and scattering on Arctic Coast and islands</p> <p>" unique to N.W.T. and Alaska</p> <p>" usually found in groups</p> <p><u>Whales</u>: includes narwhale, beluga & bowhead whales</p> <p>" beluga most prevalent, can be seen along the Keewatin coast and near Tuktoyaktuk.</p>	<p>can be sports hunted (2 per license)</p> <p>good photography potential in May/June on spring ice, also in combination with cultural inclusion or photography tours</p> <p>viewing potential</p> <p>viewing</p>	<p>" hunting of seals is a socially unacceptable activity to many around the world</p> <p>" sometimes difficult to spot</p> <p>" sports hunting not permitted but viewing and photography offers potential</p> <p>" not unique to N.W.T.; can be seen in B.C. and Newfoundland</p> <p>" potential for marine mammal tours</p>

CONT'D...

TABLE D-I (CONT'D)

RESOURCE COMPONENT	CHARACTERISTICS	APPLICATION TO TOURISM	PROBLEMS AND IMPLICATIONS FOR TOURISM DEVELOPMENT
(Birds)	<ul style="list-style-type: none"> " numerous concentrations of many varied species throughout the N.W.T. - both common and unique " important breeding grounds and as a result 13 migratory bird sanctuaries have been established · seabirds such as thick-billed Murres, Fulmars, Kittiwakes, Auks, Arctic Terns · waterfowl such as Snow, Blue, Ross's, Canada Goose, Whistling Swan, Sandhill Crane, Eider and Old Squaw Ducks. 	<ul style="list-style-type: none"> " general viewing or as a basis for a specialized tour. 	<ul style="list-style-type: none"> " movement in and around the sanctuaries is restricted during the breeding seasons " control in viewing bird life is critical as breeding is very sensitive.
(Fish)	<ul style="list-style-type: none"> " several sport species including lake trout, northern pike, pickerel, inconnu, perch, whitefish, Arctic Grayling and Arctic Char " Great Bear Lake, Great Slave Lake and the south Keewatin areas are the most developed areas for sport fishing " Arctic coast offers primarily Arctic Char and some lake trout 	<ul style="list-style-type: none"> " sport angling has and will continue to be a major tourism activity in the N.W.T. 	<ul style="list-style-type: none"> " presence of exceptionally large fish in abundance compared to other areas on the continent " trophy fish in future will become less plentiful; management programs will need to be implemented " more opportunity for Arctic Char fishing on the Arctic Coast needs to be provided
Unique Natural Features	<ul style="list-style-type: none"> " many unique features but most are not accessible " many located in existing or proposed National Park sites " an inventory of I.B.P. sites (geological/biological sites) identified " some 80 plus unique areas 	<ul style="list-style-type: none"> " some as major attractions in themselves or combined with other attractions 	<ul style="list-style-type: none"> " many not accessible · spread out around the N.W.T.
(Pingos)	<ul style="list-style-type: none"> " Inuvik region only; near Tuktoyaktuk " ice mounds · likely to become a National Park in the near future 	<ul style="list-style-type: none"> " part of a tour from Inuvik by plane 	<ul style="list-style-type: none"> " accessible by road during winter months
(Glaciers)	<ul style="list-style-type: none"> " concentration in Baffin and high Arctic Islands 	<ul style="list-style-type: none"> " of high interest to some tourists 	<ul style="list-style-type: none"> " costly and difficult to reach, no accommodation at glacier sites " potential to offer glacier crossing expeditions/ safari
(Mountains)	<ul style="list-style-type: none"> " two main mountain areas - Mackenzie in the western arctic, and Baffin and High Arctic mountains 	<ul style="list-style-type: none"> " spectacular scenery - appealing to general tourist, adventure travelers, hikers and mountain climbers 	<ul style="list-style-type: none"> " generally costly to reach, no road access and few services anti/or facilities
(Hot springs)	<ul style="list-style-type: none"> " primarily in mountain areas, Mackenzie and Baffin " only a few recorded, and located near or on Nahanni, Holman Island, Creswell Bay 	<ul style="list-style-type: none"> " possible inclusion in general tour 	<ul style="list-style-type: none"> " many more possible but areas generally unexplored or documented · costly and difficult to reach

CONT'D...

TABLE 1. (CONT'D)

RESOURCE COMPONENT	CHARACTERISTICS	APPLICATION TO TOURISM	PROBLEMS AND IMPLICATIONS FOR TOURISM DEVELOPMENT
2. ATTRACTION DEVELOPMENT BASED ON NATURAL RESOURCES			
" National Parks	National Parks and proposed sites include the most interesting areas in the N.W.T. existing parks include Wood Nahanni, Auyuittuq. 5 other areas of interest/potential sites have been identified	National Parks are major attractions in the N.W.T. attract visitors from all over the world in the summer months service primarily campers/back packers.	the parks are seasonal operations only limited access to auyuittuq and Nahanni restricts the market group substantially question of number of outfitting licenses issued and transferring of licenses have been problem areas in the past; re-evaluation of parks policies in these areas may be warranted.
• Areas of Interest for National Parks	7 areas for future parks in the N.W.T. and many others under consideration	" numerous potential facility sites and services within proposed areas	
" Territorial Parks	" territorial parks - camping, day use and picnic sites only " majority on road access in Great Slave area " minimum yearly fee is minimal	" types of campgrounds may be expanded to include open camping concept; trailer camp sites with full hook-ups; facilities to include shower/wash	maintenance a problem as contracts are let too late " provision for camping on gravel pad areas only - no open camping concept
" Outfitters-Hunting Zones	" all big game hunting zones in the Mackenzie Mountains established for many years; primarily sheep, goat, grizzly, moose, and caribou of only other big game hunt is presently in Holman Island for Polar Bear - communities offering Polar Bear Sports Hunts vary from year to year	" potential west of Inuvik for 'grizzly' only hunts " new ordinance allows sports hunting for caribou and muskox. potential for muskox sports hunting is excellent as Alaska is closing muskox hunting - N.W.T. would therefore be the only area in the world offering muskox and polar bear hunting " caribou hunting would be a fall hunt, Oct - Nov as racks are not yet lost " good potential for a facility to combine sports fishing and caribou hunting in select areas " potential for duck and geese sports hunting on Arctic Coast and Hudson Bay Coast	" polar bear must be hunted by dog team - very few teams are left in the N.W.T. " although the new game ordinance was altered at the last minute it recommended all outfitters be residents of the N.W.T. - most outfitters are not! " question arises of how much benefit remains in the N.W.T.. " moose, for example, can only be sports hunted in the Mackenzie Mountains even though there are moose elsewhere " regulations regarding bird sports hunting have not been closely studied
	" no bird game hunting via outfitters or camps		

CONT'D...

TABLE D-1 (CONT'D)

RESOURCE COMPONENT	CHARACTERISTICS	APPLICATION TO TOURISM	PROBLEMS AND IMPLICATIONS FOR TOURISM DEVELOPMENT
<p>" Canoeing/ River Routes</p>	<p>" numerous canoeable rivers - many uncharted. The best wilderness canoeing in the world " concentrations of well known rivers" in the Mackenzie Mountains, Great Slave, Arctic Coast and Baker Lake areas " canoe outfitters generally non-N.W.T. residents " well known canoe routes for tourists mostly intermediate and expert.</p>	<p>" excellent potential for increased canoeing/canoe outfitting and guiding " many lake-river combination canoe trips close to road access not developed or advertised " potential for canoe and equipment rental in major centres - also short trips out from that centre.</p>	<p>" much of the attraction is wilderness - more development would not enhance the product " CopperMine and Nahanni may have too high a useage already " some river areas including best camp sites environmentally sensitive " no regulations for canoe outfitters, e.g., liability insurance etc., restrictions of a general nature only.</p>

4 HISTORICAL AND CULTURAL RESOURCES

The historical and cultural resources of the **N.W. T.** are very closely related. Both offer tremendous potential for attraction and event development, but little has been developed. Many of the **communities** have only been settled for the last 25 years, although man is known to have been in the area as long ago as 30,000 years.

The cultural resource probably is the factor which holds the most interest for existing and potential visitors. The **N.W.T.** is synonymous with "Eskimos" to most visitors. The **Inuit** culture is unique and **colourful**. Mythology played a major role in lifestyle. Of particular interest is the fact that many of the traditional activities have been replaced by modern technology only within the last 50 years.

Unknown to many visitors are the long traditions of North American Indians who are located below the treeline. The Dene too, have beautiful arts and crafts and games which appeal to visitors.

The European culture should not be overlooked. The frontiers-men and bush pilots who opened up much of the area offer an interesting history and cultural aspect.

These cultural resources are the most sensitive to develop for tourism. Many people are fearful of exploitation. Many communities are experiencing social problems and would be unable to tolerate visitors let alone service them. Any development of this resource would require a great deal of understanding. Under the current social climate the initiative would need to come from the **Inuit** and Dene

There are several potential historical themes which could be developed. There are numerous archaeological sites which have been identified but little has been done to preserve or develop them. W. Baker in his "Overview Study Of Tourism And Outdoor Recreation In The Northwest Territories" (1973), organized the numerous historical/cultural themes as follows:

- A. Pre-history
 - 1. Indian Cultures
 - 2. Eskimo Cultures
- B. History
 - 1. Search for the Northwest Passage
 - 2. Fur Trade Era
 - 3. Missionary Era
 - 4. Whaling Era
 - 5. Exploration of Mineral Resources
 - 6. Evolution of Northern Transportation
 - 7. Frontier Government & Evaluation of Settlements (includes R.C.M.P.)
 - 8. Recent Indian Cultures
 - 9. Recent Eskimo Cultures

some of the highlights of the Dene and **Inuit** culture are presented here. The history of the **N.W.T.** is also summarized in chronological order.

HISTORICAL RESOURCES

Pre-History Dene Culture

Before the Europeans arrived in the Northwest Territories the Dene developed a successful nomadic culture based on seasonal hunting and fishing in the sub-arctic forests. Mammals, birds and fish provided food and clothing, fat and oil for heating and lighting, implements and even weapons for the hunt. That state of existence prevailed, more or less unaltered, for four to five thousand years.

There were several Dene tribes chiefly of the Athapaskan linguistic stock. In the east, the Chipewyans ranged from the Hudson bay to Lake **Athabasca**; to the northwest there were the Yellowknife, the Dogrib, the Hare and the Bear Lake tribes. The Slave and **Loucheux** occupied the Mackenzie River Valley. These tribes consisted of bands of varying size under the leadership of one strong man or chief. They roamed their area in small bands, often camping for several weeks or even months at a fishing area or caribou crossing. The **Athapaskan** tribes made frequent trips into the tundra during the summer and fall to hunt caribou and muskoxen, going as far as the arctic coast in the vicinity of Coronation Gulf.

Pre-History Inuit Culture

- . 50 centuries of Eskimo prehistory

Pre-Dorset

- . lasted in Canada until about 800 B.C.
- . they were nomadic hunters who came across the Canadian arctic from Alaska with **deglaciation**
- . as seasonal nomads, many summered on the coast hunting seal while others lived inland hunting caribou
- . it is thought these people were related to the Paleolithic & **Mesolithic** far east cultures and early Neolithic of Siberia
- . these people migrated across northern Alaska, the central Canadian Arctic and the Eastern Arctic Islands to Greenland
- . they eventually reached Ungava Peninsula (Quebec), and down the west coast of Hudson Bay to Churchill, Manitoba
- . There are archeological sites from this culture such as remains of tools, old hearths marked by charred and split stones, rings of boulders (which secured the bases of their summer skin tents).

Dorset

- approximately 800 B.C. to 1300 A.D.
- name derived from Cape **Dorset** on **Baffin** Island where at the site of the Hudson's Bay Company Post, the first collection of Dorset culture was discovered (approximately 40 years ago)
- they were located from Burnard Harbor and Melville Island on the west to Greenland on the east, also settled in the northwest part of Labrador
- it is generally agreed that the Dorset culture first developed in Canada's Eastern Arctic from Pre-Dorset culture, as the groups led similar lives; but a few traits were acquired by cultural diffusion from the western sub-arctic and early Indians in southeast Canada
- lived in nomadic groups - **summer**, skin tents, winter, partly underground pit houses
- it is thought they may have used/invented snow houses/igloos
- used skin boats, blubber-burning lamps, bird-bone needles, tailored fur clothing and bone and stone tools
- stone vault graves, stone lined pit graves and small gravel mound graves

Thule

- approximately 900 A.D. to 1750 A.D.
- some evidence of contact between older Dorset peoples and **Thule** migrating from Alaska but seemed to be almost a complete replacement
- evolved directly from Birnie culture off the North Alaskan coast, and the **Birnie** culture in turn was a product of evolution trends of Eskimo cultural changes in the Bering Strait Region
- they migrated eastward from Northern Alaska along the Arctic coast and north-eastward through the High Arctic Islands, reaching northwest Greenland in 1100 A.D.
- they also migrated to the southeast, crossing the Hudson Strait, south down the east coast of Hudson Bay to the **Belchers** and down the Labrador coast to the Strait of Belle Isle

- . like the **Dorset**, the **Thule** hunted seal, caribou, birds and fish
- . the difference was that the **Thule** used dogs for hunting and sleds and hunted whales
- . skeletons show racial sub-group of modern Eskimos
- . archeological sites show they had winter villages of large solid houses made from stone slabs and sod set over whale bone frames, usually partially underground.

Recent Central Eskimo

- . from the 18th century
- . derived directly from the **Thule** Culture with the differences largely the result of the ending of whale hunting
- . when whale hunting ended the permanent stone house villages were abandoned and a nomadic lifestyle of following herds of seal and walrus evolved
- . they shifted to snow-house on sea ice as winter residence
- . also the 'Little Ice Age' 1650-1850 forced withdrawal from northernmost Canadian Islands of **Ellesmere**, Devon, Somerset, **Cornwallis** and Bathurst
- . the reasons for the end of whaling were: with the 'Little Ice Age'; shorter seasons of open water; the summer range may have decreased in size as a result of post-glacial rise of land; and European whalers in the northern waters may have reduced supplies
- . the other reason for change from **Thule** to recent Eskimo is the introduction of European goods and ideas.

Chronological History

1576 - first recorded sea voyage, by Martin **Frobisher** in search of the passage to the Orient; he discovered Baffin Island and landed in **Frobisher** Bay; he lost 5 of his crew fighting with the Eskimos.

he returned in 1577 and again in 1578 to obtain gold ore he had found on his first trip; the gold ore turned out to be iron pyrite.

1610 - Henry Hudson sailed the 'Discovery' through Hudson Strait and into Hudson Bay, he was cut adrift by mutinous crew; under Thomas Button the 'Discovery' again **entered** the Bay and landed and wintered on the west coast; Button mapped tributaries of Nelson and Churchill rivers and added 600 miles of coastline of the Bay to the charts.

- 1615 - Robert Bylot and William Baffin followed route of Hudson, they headed north from Hudson Bay and travelled along shore of Baffin Island; they sailed past Lancaster Sound.
- 1770 - Samuel Heame travelled into the area of Chesterfield Inlet and Baker Lake. He travelled from 1770 to 1772 from the Great Slave Lake region and down the Coppermine to the Arctic coast; he discovered shore of the Arctic Ocean.
- 1775 - Great differences between prices paid and prices received for furs permitted Montreal merchants to expand canoe trade routes and by 1775 they had reached the divide beyond which waters drained into Arctic Ocean; initially great profits, competition, forced the **move** to the northwest.
- 1778 - Peter Pond first to trade in area of Mackenzie drainage (1778) (although Samuel Heame had been first white man to enter area in 1772.) He remained in this area for a couple of seasons, then returned to **Grande** Portage in 1785 as partner in newly formed Northwest Company, then in 1786 sent Leroux to set up a post (**Fort** Resolution).
- 1789 - Traveling for the Northwest Company, Alexander Mackenzie was first to travel the Mackenzie River; he established trading posts along the river and sparked renewed interest in search of the North West passage. During that same year, Mackenzie aiming for Cook's Inlet from Great Slave Lake reached ~~the~~ Arctic Ocean which opened up rich new area for fur trade.
- 1796 - First trade establishment on the Mackenzie River built by Northwest Company clerk Duncan Livingston near Trout River.
- 1800 - Establishment of post at Methye Portage as distance from Mackenzie to Grand Portage too far for one season. At same time the Northwest Company was divided and the **XY** Co. was formed; between 1800 and 1804, competition between the two companies was intense.
- 1805 - **XY** Co. re-incorporated into the Northwest Company. That same year Fort Liard was built, about the same time Fort Nelson was established (approx. 1807). It was destroyed and inhabitants massacred winter of 1813 by Indians.
- 1821 - Pressure from Hudson's Bay Company moving inland from the Bay, resulted in a unification under Hudson's Bay Company due to inefficiency of long overland connections with Montreal compared with shorter route via Hudson Bay. Union brought monopoly control of the fur trade in all of northern North America.
- 1822 - Fort Simpson established, named after governor of new Hudson's Bay Co., Sir George Simpson.

- 1823 - Fort Good Hope moved downstream to shorten Loucheux people's upstream journey; also, Fort Norman moved downstream to service Hare Indians. Fort Good Hope moved back near original site in 1825-26 as profits at the new location did not meet expectations. It remained here until flooded in 1836 and then was rebuilt at present site.
- 1831 - **J.M. McLeod** commissioned to explore **Liard** River and cross divide to Pacific streams where Russian traders were operating. An idea of moving Fort Hallet from mouth of Liard to the doorstep of Russian trade was not carried through.
- 1837 - **A.R. McLeod Jr.** set up a post at **Dease** Lake.
- 1837 - Hudson's Bay Company sent Thomas Simpson from mouth of Mackenzie west to Point Barrow in Alaska; in 1839 mapped much of Queen Maude Gulf, Victoria Island and King William Island.
- 1839 - Following John Bell's exploration of the **Peel** River, a **Peel** River post (Fort McPherson) was established.
- 1845 - Many voyages from England as a result of the Franklin tragedy. For ten years others searched for the crew or clues. This greatly contributed to a detailed map of the north.
- 1846 - Dr. John Rae mapped **Boothia** Peninsula and several islands in to Central Arctic. The Arctic coast and adjacent islands had then
1854 been completely mapped from **Boothia** Pen. to the Pacific.
- 1850 - By this time main outlines of Mackenzie drainage and its association with neighboring river systems was reasonably well known by the Hudson's Bay Company, which felt no reason to spend further money on exploration when existing knowledge was profitable. Over the next 30 years the Hudson's Bay Company established a pattern of posts that remains essentially the same today.
- 1870 - Rupert's Land transferred to Canada by order in council of the British Government.
- 1875 - Territorial seat was Fort Livingston on Swan River (previously out of Fort Gary) . It was the seat until 1877 when it was moved to Battleford, and then later to Regina.
- 1876 - District of Keewatin was created.
- 1895 - Mackenzie, Ungava, Franklin districts created.
- 1898 - The Yukon Territory was created to provide for separate local administration in the region due to opening up by the gold rush.
- 1905 - Alberta and Saskatchewan carved out of the **N.W.T.**
- 1912 - The final loss to the territory - reduced to present size by extending northward Quebec, Manitoba and Ontario. Quebec absorbed Ungava district. The boundaries of remaining districts of Mackenzie, Keewatin and Franklin revised.

5 ATTRACTIONS AND EVENTS

The resources in the Northwest Territories offer the potential to develop many attractions and events. Few, however, have yet been developed. There are four different types of attractions in the N.W.T. These are:

- . natural resource related attractions,
- . cultural attractions,
- . historical attractions, and
- . industrial attractions.

The following table describes the existing development that has occurred, the potential available to develop new attractions and associated problems.

TABLE D-II
 ATTRACTIONS AND EVENTS IN THE N.W.T.

COMPONENT	CHARACTERISTICS	APPLICATION TO TOURISM	PROBLEMS AND IMPLICATIONS FOR TOURISM DEVELOPMENT
1. NATURAL RESOURCE RELATED ATTRACTIONS			
.Fishing Lodges and Camps	<ul style="list-style-type: none"> . facilities spread mainly throughout Ft. Smith, Inuvik and Keewatin regions . few camps in Arctic coast and Baffin regions . close to larger centre of population . most sports fishing lodges offer a general variety of fish . most service 6 - 16 guests in basic facilities . there are few luxury lodges 	<ul style="list-style-type: none"> . high potential on Arctic coast, Arctic Islands, Baffin and Keewatin Coast for Arctic Char Sports Fishery Development . best developed in conjunction with trout and grayling where possible . there is presently only one Naturalist lodge in the N.W.T., but about 60+ sports fishing facilities. More development emphasis should be placed on naturalist facilities or other specialized services for specific market segments. . more co-operative marketing must be initiated 	<p>Arctic Char seasonal and depends on spring and fall runs</p> <p>recent Char Camp Applications have been rejected by various communities as they resent 'outsiders' developing these resources. Land Claims will have to be settled before planned development can precede.</p> <p>future development will have to involve local people to succeed; involving locals will, however, slow the development process.</p> <p>a great deal of training will have to be undertaken allowing local people to acquire more than just 'token' jobs at a lodge</p> <p>as lodges and camps are generally small it is very expensive and difficult to market and compete against large facilities</p> <ul style="list-style-type: none"> . no development can take place within the Baker Lake Land Freeze area, Parks or proposed Parks. All applications must be approved by local Councils although regional governmental policy differs from area to area.
.Outfitters	<ul style="list-style-type: none"> . concentrations in Great Slave, Mackenzie River and Baffin area of Frobisher, Broughton and Pangnirtung . usually based out of a community . increasing number of large boat lake tour outfitters 	<ul style="list-style-type: none"> . potential for cabin/tent frames used for fly-in - all equipped; to leave client at facility; no supervision; very popular in Ontario and Saskatchewan . specific packages for short term 1-3-5 days could be developed - only if operated regularly 	<p>there is no written government outfitters policy as to guidelines, restrictions, how many per area, etc.</p> <p>no planning or decision from Parks Canada re: outfitters within park boundaries, i.e., Nahanni</p> <p>present regulations do not allow for unsupervised camps</p> <p>many outfitters don't operate on a regular basis</p> <p>the public is not made aware of details re outfitting services</p>

TABLE 11 (CONT'D)

COMPONENT	CHARACTERISTICS	APPLICATION TO TOURISM	PROBLEMS AND IMPLICATIONS FOR TOURISM DEVELOPMENT
<p>.Naturalist Lodges</p>	<p>only 1 in the N.W.T. at the moment - Bathurst Inlet and one in the development stages in the MacKenzie Mountains</p>	<p>a growing naturalist/conservationist specialty market suggest potential for additional facilities can be combined with historical, cultural, geological and other interests favorable development as it is not a resource harvester; more in line with native interests than sports fishing camps using a resource</p>	<p>operator must have a thorough knowledge of the bird/animal life (flora and fauna) resentment by natives toward development by non-natives</p>
<p>11, CULTURAL ATTRACTIONS .Arts and Crafts</p>	<p>two main types: Inuit Art: soapstone and ivory prints, wall hangings - many of which are world renowned also whalebone, caribou bone, weaving, parka, mitts, and kamiks, placemats, toys, etc. possibly more unique than Indian work due to limited availability Indian Arts and Crafts: a vast variety - many of which can be used in everyday life many still made from natural materials such as moose, caribou, porcupine quills unique feature in embroidery, quillwork, beadwork, coloured moose and caribou hair</p>	<p>popular nationally and internationally one of the most efficient ways in which the north has been promoted small local craft shops should be prepared for selling to visiting groups both Inuit and Indian crafts very valuable to the local residents. To many producing arts or crafts is their only livelihood. tours of the craft shops or meeting carvers/craftsmen can be most interesting to visitors</p>	<p>many arts and crafts produced by native people in a community, i.e., Baker Lake or Holman - cannot be purchased there - only in the south. Tourists expect to be able to buy locally and cheaper than at a southern retail outlet. many crafts can be purchased for lower prices outside of the N.W.T. many shops not ready for even small visitor groups interested in purchasing crafts many unique and traditional garments not available (i.e., caribou clothing or early cooking/camping tools)</p>
<p>.Settlements/ Communities</p>	<p>communities themselves are of interest from a cultural perspective the components are the people, lifestyles, utilidors, transportation modes, etc. most require more attraction developments and general beautification</p>	<p>primary or secondary reason for visiting the N.W.T. for most visitors - that is to see how people live in the north</p>	<p>tours of different settlements showing different cultures offers potential community clean ups important on a regular basis</p>

CHARACTERIST CS	APP- CAT ON TO TOURISM	PROBLEMS AND IMPLICATIONS FOR TOURISM DEVELOPMENT
<ul style="list-style-type: none"> Northern Life Museum - Fort Smith Inuit Cultural Institute - Eskimo Point Eskimo Dog Research Foundation - Yellowknife Prince of Wales Northern Heritage Centre 	<p>usually visited while already in the area; not the attraction which brought them to the N.W.T.</p> <ul style="list-style-type: none"> one means of interpreting the north and its culture to visitors 	<p>need more of these types of attractions in more communities</p>
<ul style="list-style-type: none"> groups living outside of a community on the land most of the year or year round traditional and semi-traditional life most 'fly-in', isolated locations 	<p>potential for cultural/photography and general interest speciality tours of a limited number to some camps - preferably in spring or summer - experiencing camp life for 1 week</p> <p>one of the few areas in North America to experience traditional living and travelling</p>	<p>most outpost camps, although supposedly self-sufficient depend on government subsidy programs</p> <ul style="list-style-type: none"> many camps will want to remain 'unvisited' visiting tourists will have to be made aware of what to expect at the camps. Outpost camp residents should also be aware of what a visiting tourist expects.
<ul style="list-style-type: none"> few developed, but many potential sites and buildings some examples are: <ul style="list-style-type: none"> Stone Mission Building in Cambridge Ship Wrecks, 'Ansel Gibbs' and the 'Maud' Wildcat Cafe, Old Town in Yellowknife numerous Hudson Bay Posts around the N.W.T. Roman Catholic Church in Fort Good Hope 	<p>'primary' attractions for some but also of interest to many of the visitors travelling for other reasons</p>	<ul style="list-style-type: none"> grouping historical experiences to develop packages many of the sites are not being preserved and thus being destroyed historical themes can be incorporated into community facility development and can be quite effective in providing a total unique experience
<ul style="list-style-type: none"> very active in mid 70's but slowed down when it was announced the pipeline would not be developed Norman Wells - active oil drilling, different types of equipment right in the community Tuktoyaktuk of interest from an oil drilling perspective Keewatin contains concentrations 	<p>oil, as a limited commodity of interest to many travellers</p> <ul style="list-style-type: none"> creates a lot of business potential to interest some pleasure travellers as well 	<p>competes with tourism industry for employees; oil and gas workers paid good salaries, however positions are short term</p> <p>oil and gas have high profile; educational package to different sites showing variety of extraction methods</p>

TABLE 11 (CONT'D)

COMPONENT	CHARACTERISTIC CS	APPLICATION TO TOURISM	PROBLEMS AND IMPLICATIONS FOR TOURISM DEVELOPMENT
.Mining	on-going exploration through " N.W.T. variety of mining includes: - gold - lead - zinc silver nickel - tungsten tours if arranged in advance, can be taken at Giant Mine in Yellowknife, Pine point. Con Nine.	increasing interest shown in this type of attraction escorted tours need to be offered in active mines	. active mines could offer tourism abandoned mines could be developed as attractions insurance in mines often major constraint in offering tours
V, OTHER			
.Packaged Tours	limited to large centre for general tours, Yellowknife, Inuvik, Frobisher . major connections to White- horse, and Dawson City in the Yukon specialized tours to more remote areas and communities tour extremes - 8 hr Frobisher " Midnight Sun Tour for \$199.70 to 1½ - 2 week many community tour for \$3,500	. as no package tour includes the Keewatin, a major potential exists there . potential for numerous adventure type packages for small groups, i.e., trapline tours, photo- graphy , dog sled, cultural inclusion type, geology, historical, rafting, mountain climbing, etc. . potential for an 'in between' tour, 2-4 days at \$500-\$600. Tours must be kept small (Twin Otter load at the most).	size must be limited outside of major centres impact on communities a major consideration communities must be informed, involved and in favour of activities needed for both tourist and community residents
VI. EVENTS	events designed primarily for the enjoyment of local people - a time of celebration in spring or mid summer , a sports event or national holiday only events in large communities promoted as a tourist draw usually designed with the " participant and not the spectator in mind over 30 events in the N.W.T. " but only a couple with more than local appeal " Caribou Carnival, the Midnight Golf Tournament and Top of the World Ski Meet are the most developed	. potential for small organized groups of visitors to local events - would greatly assist the local economy, especially during the off season events such as the Beluga , White Fox or Mocapi n Jambor ies potential to attract non- residents but need more organization and more activities	dates usually very flexible as is program - difficult for tourists to plan a visit generally quite disorganized in the eyes of a southern visitor

6 TRANSPORTATION

For an area of its size and the limited population, the Northwest Territories has exceptionally good transportation services. The main forms of passenger transportation are air and road. The rail and barge operations only carry freight. Table D- **IV describes** the characteristics of the various modes and the implications for tourism.

Some problem areas identified included the need for better coordination and scheduling between the air carriers, particularly between second level and third level carriers. Operators expressed the need to have schedules a good 8 to 10 **months** in advance so they could prepare their brochures.

The need to have more services along the road system was identified in the table. Better maintenance of the roadside picnic areas and campgrounds **is** necessary. Grading regularly after rain storms is particularly needed.

While in the Northwest Territories, the transportation services become attractions in themselves; they are not just a means of access. There appears to be potential to package the different forms of travel, (e.g., road/barge/air tours). **Air tours and boat** tours are natural attraction opportunities. Visitors want to see what the Delta is like, and the experience is best from a small plane. Just viewing the Mackenzie River is not enough; people want the opportunity to be on it, to have the total experience. And, to travel the Arctic Ocean is an experience many would want to have. Many of these opportunities could be developed with little expense. The planes and boats are already in place.

TABLE
A SUMMARY OF TRANSPORTATION

TRANSPORTATION SERVICES	CHARACTERISTICS	APPLICATIONS
.Air	<p>scheduled connections between most communities excellent compared to southern Canada</p> <p>major communities serviced " daily while small communities " get service at least once a week</p> <p>in the past most of the air " movement has been in a north/south direction resulting in limited communications east/west</p> <p>new Yellowknife - Frobisher " Bay route of Northwest Air will improve circulation</p> <p>charter service available from " 13 communities</p>	<p>as most communities access transportation primarily by air</p> <p>in many communities except for air</p> <p>communities air can be achieved itself</p> <p>enables tourists anywhere</p>
.Rail	<p>N.W.T.'s only railway ends at Hay River and is for freight only</p>	<p>passenger rail Hay River Churchill to the communities Great Slave</p> <p>truck campers " one way on transportation passengers</p>

TABLE D-1 II (CONT'D)

TRANSPORTATION SERVICES	CHARACTERISTICS	APPLI CA
<p>Roads</p>	<p>provides access only to large " N.W.T. centres in the Great Slave Lake area from Alberta, and the Dempster Highway to Inuvik</p> <p>roadside services, i.e., food, gas, and accommodations are few and generally of poor quality</p> <p>three main highway systems depend on ice road/ferry system</p> <p>the Liard Highway scheduled for completion in 1980 will provide the first looped road system (with British Columbia)</p>	<p>new road system " Dempster to Simpson will open to communities</p> <p>the Liard a circuit road travel</p> <p>both the Ma " the Dempster utilizing ferry an attractive</p> <p>the planned " Ft. Smith would provide circle route</p> <p>people may the end of</p>
<p>.Bus</p>	<p>Bus services in main centres and from Edmonton to Yellowknife</p> <p>Sightseeing bus tours in Inuvik, Yellowknife and Tuktoyaktuk</p>	<p>bus tour packages main centres operated on schedule</p>
<p>.Barge/Boat</p>	<p>no passenger transportation except ferry operations (3) and outfitters</p> <p>barges from Hay River, Churchill " Manitoba and Montreal used extensively for resupply of most northern settlements but no passenger service</p> <p>boat rentals in 5 N.W.T. communities</p>	<p>potential " but must in as a restaurant feasible (Norweta use boat on the</p> <p>canoe and ski only</p>

7 ACCOMMODATION

The accommodation industry in the Northwest Territories is comprised of:

- . hotels/motels
- . lodges (road access & fly-in)
- . transient **centres/hostels**
- . campgrounds
- . outpost camps

The operations vary considerably in size and quality. The tendency is that facilities outside of the large centres are smaller, lower quality with the exception of fishing lodges.

Hotels/Motels

Between 1975 and 1978 there was an 8 percent increase in the number of rooms supplied by **N.W.T.** hotels and motels. Although the distribution remains concentrated in the larger communities of the Mackenzie; Yellowknife, Hay River, Fort Smith, Fort Simpson, Norman Wells and **Inuvik**, there was some extra capacity added in regional centres such as **Rankin Inlet**, Baker Lake and **Frobisher Bay**. A number of smaller communities offered hotel rooms for the first time.

The number of communities offering hotel rooms increased greatly in the past five years from 23 to 32, but the overall increase in the actual number of rooms was small, as a number of hotels, particularly in centres such as Hay River and **Inuvik**, were affected by the cancellation of the Mackenzie Valley Pipeline and closed. In some cases, the closed hotels were substandard and required repairs, or were only marginally profitable.

Bed Distribution Comparisons:

<u>Regions</u>	<u>1975</u>	<u>1978</u>
Mackenzie Region	83%	79%
Baffin Region	7%	9%
Keewatin	5%	6%
Coastal/High Arctic	5%	6%

<u>Communities</u>		
Yellowknife	31%	33%
Inuvik	17%	15%
Hay River	14%	8%
Fort Smith	5%	5%
Frobisher Bay	4%	6%

There are still 23 communities (37 percent) which do not have hotel/motel facilities and consequently have very little involvement in tourism.

The hotels and motels in the **N.W.T.** have relied almost totally on the business/commercial **traveller**. In the last 3 years this trade has decreased as a result of cutbacks in exploration and the abandonment of the proposed pipeline. Many operations are suffering in the non-summer months while in the summer they have to turn away the pleasure **traveller** because the facility is filled with work crews. Many operations, as a result of the short summer season, are not viable.

Because these operations have catered to the business traveler, little effort has been made to develop attractions. Many operations are desperate to extend their season but lack the attractions to bring visitors. At the same time, many do not recognize that visitors would be interested in **visiting** the **N.W.T.** in the winter.

Lodges

There are 46 fishing lodges and one naturalist lodge with another one proposed. All but one of the fishing lodges are accessible by air only. These facilities are currently very much single purpose and operate a maximum of 8 to 10 weeks per year. Between 1975 and 1978, 13 new fishing lodges opened, however, another 10 lodges closed. The total capacity in 1978 was 819 persons.

Many of the lodges are among the best current tourism operations in the Northwest Territories. The lodge operators service their visitors well and provide experiences which produce a great deal of repeat business. Visitors to the lodges in turn are willing to pay 'big dollars' for a quality experience.

Existing operations have not shown any interest in expanding their season or providing winter experiences. As many operations **rely** on float/ski planes, break-up and freeze-up times do limit the summer season. The opportunity does exist for lodge operators to run a **year-**round facility. The appeal and activities offered would vary by season such as ice fishing, cross country skiing, or hunting. Any future lodge development would need to operate year round in order to cover capital costs. The challenge is now open for an existing operator.

Transient Centres/Hostels

In eight of the smaller communities, which do not have hotel/motel facilities, transient centres have been developed. They are usually run by the **co-ops** and primarily serve government travelers. These communities are not capable of serving visitors to any extent and thus they receive very few pleasure travelers. The transient centres usually sleep 4 to 6 people and contain kitchen facilities.

Campgrounds

The major operator of campgrounds is the Government of the Northwest Territories. It operates 14 road access campgrounds (277 campsites), all on the southern highway, except Inuvik and four in air access only communities. Only two campgrounds are operated by the private sector. These are both relatively small operations (18 sites, 8 sites) but offer more services such as showers and electricity which are not available in the government facilities. Within Wood Buffalo **National** Park there is also a road access campground. It opened in 1979 and has 36 campsites.

While many of the non-resident visitors do use the campgrounds, it is estimated that a large percentage of the users are residents of the **N.W.T.** This is particularly true in the Prelude Lake and Long Lake campgrounds.

There are some definite operating problems with Territorial campgrounds. They are not supervised on a regular basis. Maintenance programs are handled out of the regional offices and are contracted out. In some areas it is hard to find people interested in the contract and **often** maintenance does not start until well into the season. In addition, vandalism is prevalent, largely because many of the campgrounds are isolated. At one time the highway crews maintained the roadside campgrounds. It was expressed that the earlier system under highways was more effective.

Outpost Camps

Many lodges and outfitters operate outpost camps. Many are cabins but tent frames are also used. A total of 40 leased **outpost** campsites are found in the Northwest Territories. It will be difficult for non-native people to acquire leases for outpost sites until land claims have been settled.

8 FOOD SERVICE

Most communities have one or two restaurants. They vary in quality, with the better quality facilities in the larger centres. A large percentage of them are associated with a hotel or motel. In the smaller settlement, restaurants are not often available, with 'cook your own' facilities provided in the transient centres.

Generally the quality of the food and the related services is very poor. Often residents of the communities do not even patronize their local restaurants. Throughout the N.W.T., the variety of menus is limited. Most serve only beef and seafood entres. The service is often poor and combined with high prices results in a unsatisfactory experience. Most of the food is flown into the Territories and thus is costly. The higher costs place emphasis on providing good service in a clean, good quality environment.

Residents of the community are usually the main market for restaurant/dining facilities. If residents do not use the facility, the chances of succeeding are minimized. Existing operators should look to their resident markets and determine what changes they should make to their facility.

9 SERVICE CENTRES

Service centres play an important role in the tourism experience. For the air **traveller** they are the first area they see on their trip. Semite centres have the responsibility of providing travelers with both direct services such as:

- . accommodation
- . restaurants
- . information services
- . shopping
- . service station/transportation services
- . attractions

and indirect services such as hospitals, liquor stores, laundries and banks.

Within the Northwest Territories, there are 62 communities/settlements, 13 percent with populations of under 100 people and nearly 65 percent with populations of under 500 people. Only 8 communities have populations of over 1000, one of which is Rae-Edzo with no **accommodation** facilities.

Because of the small population, many of the communities are not equipped to service visitors. Twenty-three communities do not have accommodation facilities. Very few communities have developed attractions. There are five main service centres: Yellowknife, Hay River, **Inuvik**, Frobisher Bay and Fort Smith. These centres contain most of the necessary facilities but **all** require upgrading. It was questioned whether or not to include Frobisher Bay in this grouping. It qualifies by size and the presence of certain facilities but it also requires a great deal of work to **make** it an attractive functional centre.

Secondary service **centres** are communities which are not as developed as the main centres but do contain the basic **services**. In addition they disperse visitors to the surrounding areas. Again, there are few communities working well. Communities which are or should be secondary centres are Baker Lake, Rankin Inlet, Norman Wells, Pangnirtung and Fort Simpson.

The Northwest Territories also has external service centres. External centres are characterized by their role of collecting visitors and then dispersing them in the Territories. They are, in essence, where the 'N.W.T. experience' begins. Churchill, Manitoba, **Dawson City**, Yukon and High Level, Alberta are existing external service centres. Upon completion of the Liard Highway, Fort Nelson, British Columbia will also have this function.

Not one **N.W.T.** community is functioning well as a tourism service centre. Information services and centres are either hard to find or are non-existent. Most are unattractive and require on-going clean-up programs; not just once a year-when the snow melts. More attractions need to be developed. In most communities, a visitor could 'see all there is to see' in a couple of hours. The **N.W.T.** is an 'unknown' to many people and thus they are often insecure when entering a community. They need to be greeted and made welcome. They need to be provided with information on where to get the various services and what attractions/facilities they can see or use.

10 · HUMAN RESOURCES

Tourism tends to be a very **labour** intensive industry. It requires good management and good, trained employees. Productivity from all personnel in an operation is important in any industry but equally and perhaps even more important is the interaction and service provided to the visitor. For it is the casual chat with the waitress, chambermaid or front desk clerk, residents of the area, that often "makes" the trip. But the reverse is also true and unfortunately often has a greater impact. Poor service by the waitress who doesn't smile and gives the impression that she doesn't enjoy serving the visitor can often destroy even the potentially good experiences of the trip.

Lack of good trained staff is a problem in the industry across the country. The **N.W.T.** has additional problems which further complicate the staffing situation. The population is small and dispersed. Although the numbers on unemployment and welfare are high, anyone interested in working is able to find employment in most communities.

Native people, both Dene and **Inuit**, come from a culture with a different concept of **work**, from accepted 'southern' practices. As a result, many, particularly the older generation, do not want regular wage employment. This cultural difference and the small population makes it difficult to find even untrained employees. Other cultural differences, such as not sharing a southern concept of 'time', taking wage employment only on an irregular basis, "**sharing**" the managers position with others in the community, and different hygiene and health standards result **in many** problems.

Staff turn over is high in all areas. One hotel reported a 450 percent turnover in staff per year. This turnover and lack of training results in unworkable staff schedules. Daily maintenance programs are almost non-existent in many facilities.

Training can often create an appreciation for the position and thus develop pride. Both on-the-job training and institutional training in hospitality are critical to the industry. Not only employee but also management training is required. Incentive programs are also effective in creating pride in one's job while also upgrading the services.

The people of the North are friendly and generally receptive to visitors. They have the potential to be an **asset** to any operation. They need encouragement to get involved in tourism and they must be prepared for training to deal with visitors.

It should also be recognized that many communities are experiencing social problems. In a way, many native people appear in a state of 'limbo'; not sure they *want to* be fully integrated into modern society, yet not sure they want to live the traditional life on the land. Until they make a decision either way, they can not even begin to think about tourism. Only those who are willing and ready to become involved in the industry should be encouraged. It can not be imposed on individuals or communities.

11 LAND USE & RELATED POLICIES

Although very little development has occurred on this large land mass, there are many agencies and groups claiming title to or controlling land use. The Federal Government is the largest land holder in the Territories. Within its jurisdiction it has vacant crown land, National Parks, and park and historic site reserves. Practically all the Federal land holdings are outside of the communities.

The Government of the Northwest Territories has very limited amounts of land under its jurisdiction. Its land is referred to as the Commissioner's land. It is usually land in and around settlements.

Neither the Federal or Territorial governments have any control over land use and development within incorporated municipalities. Local councils have the responsibility of determining land use. They also have the authority to purchase and sell lands.

There are very few private land holdings in the N.W.T. outside of incorporated municipalities. Outside of the communities one can lease vacant crown land or Commissioner's land but it is not often sold. A lease is a grant of surface rights for a fixed term, initially for 5 years. At the end of the 5 years it is reassessed and usually a 25 year lease is granted to tourism establishments.

Native land claims are currently being negotiated. While it has been agreed that lands within municipalities are not negotiable, Native people are requesting title to the land directly around many of the communities. If the different Native groups are successful in obtaining title to all or most of the land they have proposed, some feel tourism development by non-native people would **almost** be impossible. Development they say, would be restricted to communities only. The status of existing recreational leases (i.e. fishing lodges and outpost camps) after land claims is in question. Many lodge owners are

hesitant to re-invest in their operations because of this. Generally, new development of any kind has come to a halt because of the uncertain future of land claims.

The process to obtain approval for development is complex. For all applications outside of the incorporated communities, the three levels of government must give approval. **The** tourism development officer of the Territorial Department of Economic Development and Tourism must receive and endorse the plans. Communities/settlements in the proposed development area are contacted. This step involves a review by local councils to identify whether or not the development would be in conflict with traditional use of the land by native people. This is often where the system breaks down. The size and boundaries of the area which the communities/settlements have jurisdiction over have not been established. Thus the decision as to which community(s) should review the development plan is left to the discretion of the regional tourism development officers. As a result, a proposed development which is 300 miles away from the closest settlement might be turned down by a local council. Unfortunately there is no development appeal board and unsatisfactory decisions must be settled through the courts. If the land required is Federal land, then the Federal Government must also give approval.

The future of tourism and its development rests to a great extent on the land claim settlements. In the short term, development activity will be largely restricted to within communities. The long term implications are that tourism development could be predominantly a native activity. Thus, close co-operation between all groups now and in the future is imperative.

APPENDIX E

CURRENT MARKET TRAVEL PATTERNS

1 SUMMARY OF VISITOR CHARACTERISTICS

The tourism market in the N.W.T. was virtually non-existent 20 years ago. In 1959, with limited road and air access, few facilities to accommodate visitors and no tourism program, the Northwest Territories had a total of 500 tourists. (Table E-I describes the trends in pleasure visitors to the N.W.T.)

Between 1959 and 1969 roads were built, air service was improved, hotels and fishing lodges were opened and a government tourism promotion program was launched. In 1969 the number of pleasure visitors for the year was 12,000. Of these, 6,300 (52.5 percent) were road travelers. Approximately 4,000 were visiting fishing lodges or camps. Very few package tours operated into the N.W.T. in 1969. In that year the majority of visitors (56 percent) were American.

In 1970 the Northwest Territories celebrated its centennial. Centennial related promotions attracted many visitors, and that year the number of pleasure visitors increased by 40 percent from the previous year to a total of 20,000 visitors. Of these, 12,000 (60 percent) were road travelers. These 20,000 recreational travelers spent a total of \$5 million on travel and related services.

In 1975 the total number of visitors increased by only 5 percent over the 1970 figure while the total expenditures increased by nearly 100 percent. In 1975, 21,000 tourists spent \$10.8 million.

No complete statistics exist for the years following 1975, but

TABLE E-I

TRENDS IN PLEASURE TRAVELLER VISITATION
TO THE N.W.T.

	<u>1969</u>	<u>1970</u>	<u>1975</u>	<u>1978</u>
MODES OF TRAVEL				
Road	6300(52%)	12000(60%)	11900(56%)	8700(40%)
Air	5800	8000	9300	13300
Totals	12100	20000	21100	22000
PLACE OF ORIGIN				
Canada	5700(46.3%)	12200(61%)	13000(62%)	14000(64%)
Us.	6600(53.2%)	7600(38%)	7350(35%)	7400(33%)
Other	-(.5%)	200(.1%)	630(.3%)	600(2.7%)
REASON FOR VISIT				
Fishing lodge	4000(33%)	4000(20%)	4800(23%)	5500(24%)
Package tours	n/a	n/a	1500(.7%)	3500(16%)
VISITORS EXPENDITURES (millions)				
Road	.3	.8	1.13	1.13
Lodges/outfitters	2.9	2.6	3.83	5.2
All others	.9	1.7	5.84	8.67
Total expenditures	4.1	5.1	10.8	15.0
Mean expenditures per person	\$332.	\$255.	\$512.	\$682.

Source:

indications are that the number of visitors has grown by only a small percentage with an estimated 1978 total of about 22,000 tourists. Assuming a compounded 10 percent per year inflation rate, and assuming that the 1978 visitors purchased approximately the same services as in 1975, total tourism expenditures for 1978 are estimated at around \$15 million.

It is estimated, based on road traffic, visitors to fishing lodges and the increased number of tour packages, that a **10** percent increase in pleasure travelers was realized between 1975 and 1978. The number of non-business travelers therefore would be approximately **22,000**.

These figures do not even include the business travelers, the largest market group for the Northwest Territories. In 1978, it is estimated that 80,000 people travelled to and within the **N.W.T.** for business. This market group has increased steadily with the exception of 1976. Expenditure figures for the business **market** are not available but it is apparent that most tourism facilities rely heavily on their dollars to support their operation. The exception to this is fishing lodges which receive few business travelers.

Who Are N.W.T. Tourists?

The most 'common' visitor is male, over 35, earns more than \$20,000 per year, is a professional or skilled worker, and most likely has come to fish, enjoy an outdoor vacation or visit friends and relatives.

The majority of 1978 visitors were Canadians (64 percent) with most coming from Alberta. The United States accounted for nearly 30 percent of the visitors, mainly from the states of Illinois, Minnesota, Wisconsin and Michigan as well as the western states of California and Oregon. Less than 3 percent of the total number of

visitors were from other countries.

In 1975, 62 percent were Canadian, 35 percent were American and 3 percent were from other countries. Ten years ago there were more American visitors than Canadians, a pattern which changed in 1970 and has shown an annual increase in the percentage of Canadians ever since.

Tourism Season

The season for the pleasure **traveller** to the **N.W.T.** is currently very short. Approximately 95 percent of the leisure visitors to the **N.W.T.** come during the 16 week season from June 1 to September 30. In areas outside the western Arctic this season is further shortened, mid-June to mid-August, giving at best a **12** week tourism **season**.

The Northwest Territories, which is primarily winter country, appears to assume that no one wants to see the country while it is in the "deep freeze", and has not used this as an attraction or a season for visitors.

Apart from sports teams, school exchanges and a few visiting friends and relatives there is little activity on the travel scene during the winter to attract visitors. In the winter, facilities are used mainly by business and government travelers, and in the smaller communities, the facilities are so under-utilized that some reported no visitors for weeks at a stretch.

Large fishing lodges have not attempted to extend their seasons to include hunting or any other activity, and local communities, apart from a few spring festivals, have not offered any shoulder or off-season attractions.

Since the cold weather is a firmly rooted idea that people have of the north, there is likely potential for development of small packages or attractions during the winter for those people who would like to experience the north "the way it is" for **close** to eight months a year.

Fall, winter and spring visitors could be considered in future tourism development planning and marketing, since both facilities and people are available during these seasons, and may not always be available during the short summer season.

Destinations Within the N.W.T.

Two thirds of the population of the **N.W.T.** lives in the western Arctic. This area has the longest history of development, has the most facilities, has the most favorable climate, is home to the majority of fishing lodges and until this year, apart from polar bear hunting, was the only area with non-resident big game sports hunting zones.

It is the only area accessible by road and the area that will be accessible by two new roads in the future. It is also the most promoted area by both private entrepreneurs and government, and it has the best air connections with the south. For these reasons, approximately 79 percent of all **N.W.T.** visitors come to the western Arctic.

The area showing the most growth in leisure visitors in the past ten years is the Baffin region. Development of new facilities and services, an increase in the number of package tours into the area and the opening of Auyuittuq National Park have added to the increase. According to the Nordair statistics, approximately 1,950 passengers were classified as pleasure travelers in 1978. This is about 9 percent of the total number of tourists to the **N.W.T.**

The increase in visitors to the Baffin region is represented not only in total percentage of people visiting the north, but also in actual numbers. In 1970, 700 people (3.5 percent of the total visitors) **travelled** to the Baffin. This increased to 1,050 **people** (5 percent of the total **N.W.T.** visitors) in 1975. In 1978, the number of pleasure travelers to the Baffin was approximately 1,950.

The **Keewatin** on the other hand, has experienced little tourism growth during the past five years. Apart from fishing lodge visitors, and a few visiting friends and relatives, there have been very few pleasure travelers in the Keewatin. Hotels report almost no leisure travelers, and a local airline reported that a maximum of 1 percent of its traffic was non-business travelers.

Five years ago, the Keewatin was not prepared to handle tourists. Now, with a number of facilities and services in place, the area offers potential for small, special interest groups.

Purpose of Trip

Fishing, visiting friends and relatives and outdoors experiences are the main reasons for visiting the Northwest Territories. Outdoors experiences include everything from birdwatching and canoeing, to hiking, hunting and mountain climbing.

Fishing - Fishing has consistently accounted for more than 20 percent of the visitors to the Northwest Territories. Most of the fishing group fly to the Northwest Territories to stay at lodges, although 1,100 road travelers came to fish in 1975 and 950 road travelers gave this their main reason for visiting the **N.W.T.** in 1978.

The majority of visitors continues to be Americans. An increasing number of Canadians has been reported with probably a 72-75 percent American, 25 percent Canadian split, with approximately 2 percent

from other countries. Although some lodges are encouraging more wives to visit, the main users are men and the age range is predominantly in the over-40 bracket.

The average length of stay is one week and the average expenditure per person is around \$1,000. **This** represents an expenditure of \$5.2 million by fishermen in 1978, an increase of 27 percent since 1975.

Most fishing lodges are in the Western Arctic in the Great Slave Lake, Great Bear Lake areas as well as on the smaller lakes north and south of Great Slave Lake.

Visiting Friends & Relatives (VFR) - Visiting friends and relatives is another major market group. There are many new people in the north who generally stay for two to five years. These people, combined with long term residents, are quite active in inviting relatives and friends to come up and experience the northern lifestyle.

Although there are no statistics to show the number of VFR arriving by air, the road statistics show that the number driving to the N.W.T. has doubled in the past three years. In 1975, there were 1,500 and in 1978 there were over 3,000.

It is estimated that the number of *visiting* friends and relatives arriving by air has doubled in the past three years, particularly with the attractive air charter rates offered from Toronto and Winnipeg in 1978. Somewhere between 35 and 40 percent of the 1978 non-business travelers were visiting friends and relatives.

The VFR market group offers many advantages to the tourism industry. One-on-one selling is the most effective and least expensive way to sell the Northwest Territories. It is quite possible that the visiting friends and relatives market could be further expanded if a

program were instituted to have N.W.T. residents encourage their friends and relatives to spend some time in the north.

Although this group does not use hotel facilities and only uses restaurant facilities to a limited extent they spend at least on average around \$682 per person getting to and traveling within the Northwest Territories.

Even if numbers increase, this group puts little strain on existing facilities, while contributing to many service and retail operations either directly or indirectly.

In many cases there are only limited activities available within or outside of communities for this group, who are prepared to spend the money saved on hotels or other services such as boat rentals, plane charters, bus tours or other specialized services.

Packaged Tours - The package tour market has grown considerably and all indications suggest that it will continue to be a major market for the Northwest Territories. In the past three years, the major package tour operator into the N.W.T., Horizon Holidays, has doubled the number of tours it operates into the Western Arctic area, and has started work on Eastern Arctic and High Arctic tours. In 1975 it represented 7 percent (1,500 persons) of the total pleasure travel market and by 1978 it had increased significantly to 16 percent (or 3,500 persons). The package tour market is largely Canadian.

Hunting - Although there has been a marked increase in the number of big game hunters licensed in the N.W.T., this visitor market remains a very small portion of the total market.

In 1973 a total of 160 non-resident big game hunting **licences** was sold to visitors. This represented less than 1 percent of the total number of leisure visitors to the N.W.T.

Of the 1973 hunters, 81 percent were American, 9.5 percent were Canadian and 9.5 were European. The majority of Americans came from the states of Pennsylvania (48 percent), New Jersey (13 percent), Minnesota and Ohio (10 percent each) and Michigan (8 percent). Most Canadians were from Alberta and nine of the 14 European hunters were from Germany.

During the 1978-79 hunting season, the number of non-resident big game hunting **licences** sold increased to 237 or an increase of 32.5 percent in five years. This growth rate is faster than the growth of the total tourism market, and took place despite the territorial government's decision to discontinue active hunting promotion.

In 1978-79, the percentage of American big game hunters increased to 82 percent, the percentage of Canadian hunters increased to 16 percent and the main decrease was in European hunters, which dropped to 2 percent of the total.

Place of origin of most American hunters in 1978 was Pennsylvania (same as 1973) followed by California, Minnesota, Michigan' and Texas. Alberta continued as the main place of origin of Canadian hunters, with Germany the only place of origin of European hunters.

Outdoor Adventure - The outdoor adventurers - birdwatchers, canoeists, hikers, mountain climbers, photographers, painters, sightseers and many others make up about 25-30 percent of the visitors to the **N.W.T.** Many of them visit Nahanni, **Auyuittuq** and Wood Buffalo National Parks, and a small percentage canoe more popular rivers.

This group tends to spend a fair amount of money on travel to the **N.W.T.**, but if they are not staying in lodges or communities, spend relatively little in the **N.W.T.** (since many **outfit** themselves before coming north).

Their importance should not be underestimated though, for many use charter air companies to get into remote areas, use hotel and dining facilities at either end of their trip, and spend a certain amount of money on crafts. It is also likely they would spend more time in the communities if more opportunities/attractions were developed in the communities.

Business - Travel for business comprises the largest market group in the Northwest Territories. In 1978, approximately 80,000 business people travelled to and within the **N.W.T.** They travelled almost totally by air. Only 15 percent (1,305 persons) of the road travelers stated business as their reason for traveling.

The **amount** of business travel increased quite dramatically in the early 1970's. However following the Berger report in 1975, a large decrease in business traffic was witnessed. By 1978 business traffic had increased again to more than that of 1975.

Business travelers tend to be from Alberta, British Columbia, Ontario and Quebec. There is also a great deal of business travel by residents of the Northwest Territories. The majority of travel is to the western region (**Yellowknife/Inuvik**) but all areas claim to have considerable amounts of business traffic, even the high arctic.

This market group is characterized by high repeat visitation. In a recent air travel survey, only 60 percent of the business travelers had not visited the **N.W.T.** recently. Twenty-four percent had been to the **N.W.T.** within six weeks of the **survey** date and 5 percent between 7 and 12 weeks.

This market group contributes substantially to the Territories' tourism industry. Expenditure figures are not available, however if they spent just one half of the average expenditure of the pleasure visitor, this market group likely had expenditures of over \$30 million in 1978. This figure is in all likelihood very conservative.

An obvious marketing approach for this group is to encourage them to combine vacation/pleasure travel with their business trip. A fair amount of combined business/pleasure travel is already **occurring** with little effort from the industry. Critical in capitalizing on this type of market, is to service travelers well while on business and make them aware of all the opportunities available.

Modes of Travel - Visitors to the **N.W.T.** are divided into two distinct categories: road travelers and air travelers. There are no rail or water links into the **N.W.T.**

Until 1978 road travelers into the **N.W.T.** always outnumbered air pleasure travelers by approximately 3 to 2. In 1975 there were 11,900 road travelers and 9,300 air travelers. But in 1978, the pattern changed. Road travel dropped by 27 percent from the 1975 numbers and consequently accounted for only 40 percent of the total number of travelers into the **N.W.T.**

Talk of fuel shortages, increases in the cost of fuel, no improvement in the roads, combined with unfavorable weather conditions and a general downturn in the economy could have accounted for the drop in road travelers.

Much of this discussion has been based on the synthesis of two travel surveys conducted in 1978. One was an auto exit survey and the other was an air passenger survey. Because the characteristics of road travelers and air travelers vary, considerably more detail on each is presented in the following sections.

2 MARKET CHARACTERISTICS OF ROAD TRAVELERS

Introduction

Road travel exists only in the western **N.W. T.** Until the summer of 1979, road access was possible only via the Mackenzie Highway which runs from Grimshaw, Alberta, to the **N.W.T.** -- branching to Fort Simpson in the west, **Yellowknife** in the north, Fort Smith in the southeast and **Fort Resolution** in the northeast, with a branch into Hay River. The opening of the Dempster highway made road travel possible from the Yukon to **Inuvik.**

Road travel increased significantly in the early 1970's. Today, it appears to have **levelled** off. It is likely that an influx of road travelers will occur over the next couple of years with the opening of the Dempster Highway. As the novelty wears off and road travel becomes more expensive, the traffic on the Dempster, in all likelihood, will also level off.

During the summer of 1978, approximately 8,700 vacation travelers visited the **N.W.T.** by road. It is estimated that each person spent on average \$130. This represents a total expenditure of \$1.13 million. The amount of road traffic during the non-summer months has never been surveyed. The opinion is that it is mostly resident and commercial traffic with very little vacation/recreation travel by non-residents.

The main reason for road travel to the **N.W.T.** in 1978 was to visit friends and relatives, with fishing and outdoor activities ranking second. In earlier years, outdoor activities, lumped in with "vacation" ranked as the main reason for driving to the **N.W.T.**

The following table compares origin characteristics of road visitors in 1975 and 1978. The figures for the two years were collected in very different ways and thus the real numbers are not comparable. Only the percentages should be compared.

TABLE E-II

ORIGIN OF ROAD VISITORS TO THE NWT

	1975 ¹	1978 ²
	<u>Number/ %</u>	<u>Number/ %</u>
Canada	8532 (71.7%)	6873 (79%)
United States	2796 (23.5%)	1740 (20%)
Other	572 (4.8%)	87 (1%)
<u>Canadian Visitors</u>		
Alberta	4614 (54.1%)	4192 (61%)
Man. Sask.	1237 (14.5%)	852 (12.4%)
B.C.	1292 (14.8%)	872 (12.7%)
Ontario	1023 (12%)	783 (11.4%)
Quebec	145 (1.7%)	less than 1%
Maritimes	145 (1.7%)	less than 1%
<u>U.S. Visitors</u>		
Cal. Wash. Oregon	738 (26.4%)	348 (20%)
E. North Central	528 (18.9%)	435 (25%)
W. North Central	506 (18%)	261 (15%)
Mid North	460 (16.4%)	305 (17.5%)
Other	565 (20.2%)	392 (22.5%)

SOURCE : 1 BORDER CROSSING TRAVEL INFORMATION CENTRE SURVEY
2 NORTHWEST TERRITORIES AUTO EXIT SURVEY 1978

Again the most popular activity for Americans was fishing. Twenty percent of all the visitors participated in fishing. Sightseeing was also a major activity with 18 percent sightseeing outside of the **towns/cities** and 14 percent within the urban areas. Seven percent of the American road visitors also hiked and backpacked.

Almost 50 percent of these visitors stayed in government campgrounds while in the Northwest Territories. Only 5 percent stayed with friends or relatives. Twelve percent used hotels/motels and 5 percent stayed at a resort.

The majority of American travelers were males over 18 years of age (57 percent). Less than 10 percent were under 18 years. The average party size was 2.5 persons. Americans stayed slightly longer than Canadians. Almost 70 percent had some type of camping vehicle. Truck/camper was used most frequently (33 percent). Sixteen percent travelled with a motor home and 12 percent with a tent trailer. Only 17 percent travelled by **car/station** wagon.

Other Countries

Only one percent of all the road visitors **were from** other countries. For obvious reasons, these visitors travel more by air than by road. As a result the sample size for visitors from other countries was very small and thus the figure must be used with extreme caution.

Of those surveyed, sightseeing outside urban areas was the main reason for traveling to the **N.W.T.** Fishing was the most popular activity. Other activities these visitors participated in included photography, swimming, and visiting national parks.

The visitors from other countries who were surveyed used mostly government campgrounds and hotels/motels. They **travelled** by truck/camper and motor home most frequently.

Visitors from other countries tend to travel in relatively large groups (3.8 persons). Again the majority are adults. Of those surveyed, none **travelled** with children under 18 years of age. This visitor group stayed on average 7.6 days in the Northwest Territories. ,

Tables E-III to E-VI present the statistical data on which this discussion has been based.

Description of Travel Patterns By Trip Purpose

Visit Friends & Relatives (VFR)

Over 35 percent of the road visitors to the **N.W.T.** had visiting friends and relatives as their main reason for travel. This trip purpose is only significant with Canadians, for 97 percent of these visitors were from Canada. Only 3 percent were American.

Activities popular with VFR road visitors were fishing and sightseeing in towns/cities (both 17 percent). This group also participated in hiking/backpacking, swimming, photography and visiting historic sites and museums.

As would be expected, this group stays at the home of friends and relatives (68 percent) far more than in other **types** of accommodation" Government campgrounds and hotels/motels are also used frequently (16 and 11 percent respectively).

The VFR market group used car/station wagon (57 percent) most often. They **travelled** in parties of 3 persons on average. Unlike other markets, this group is not male dominated. They stayed an average of 8.5 days in the **N.W.T.**

TABLE E-III

**MAIN REASON FOR TRAVEL BY ORIGIN
(ROAD TRAVELERS, SUMMER 1978)**

PURPOSE OF TRIP	BY ORIGIN			
	Canadian	U.S.	Overseas	Total
Business only	10%	-		8%
Business and Pleasure	8%	4%		7%
Passing through	1%	2%		1%
Visit Friends/Relatives	43%	5%		35%
Vacation Spot/Wilderness Lodge	3%	7%		4%
Sightsee in Town	4%	18%		6%
Sightsee out-of-town	13%	21%	80%	15%
Camping	6%	7%		6%
Fishing or Boating	6%	28%		11%
Shopping	*	*		*
Other	6%	8%	20%	6%
TOTAL	100	100	100	100

SOURCE : NORTHWEST AUTO EXIT SURVEY, CANADIAN GOVERNMENT OFFICE OF TOURISM, (SECONDARY ANALYSIS),

TABLE E-IV

OTHER TRAVEL CHARACTERISTICS BY ORIGIN
(ROAD TRAVELERS, **SUMMER 1978**)

ACCOMMODATION USED	BY ORIGIN		
	Canada	U. S. A.	Other
1) Hotel /Motel	19%	12%	17%
2) Resort	1%	5%	
3) Gov' t Campground	31%	50%	83%
4) Commercial Campground	4%	10%	-
5) Friends/Relatives	36%	5%	
6) Other	9%	18%	
Total	100%	100%	100%
MODE OF TRAVEL			
1) Car-Station Wagon	47%	17%	
2) Car & Tent Trailer	4%	12%	
3) Truck Camper	26%	33%	40%
4) Motor Home"	5%	17%	40%
5) Van	6%	8%	20%
6) Other	12%	14%	
Total	100%	100%	100%
PARTY BREAKDOWN			
1) Males 18 and Over	42%	57%	56%
2) Males Under 18	14%	8%	
3) Females 18 and Over	33%	33%	44%
4) Females Under 18	11%	2%	
Total	100%	100%	100%

SOURCE : NORTHWEST TERRITORIES AUTO EXIT SURVEY, CANADIAN
GOVERNMENT OFFICE OF TOURISM, (SECONDARY ANALYSIS)

TABLE E-V

LENGTH OF STAY BY ORIGIN
(ROAD TRAVELERS, SUMMER 1978)

ORIGIN	AVERAGE LENGTH OF STAY
Canada	8.9 days
U. S. A.	9.4 days
Other Countries	7.6 days

SOURCE : NORTHWEST TERRITORIES AUTO EXIT SURVEY, CANADIAN GOVERNMENT OFFICE OF TOURISM (SECONDARY ANALYSIS)

TABLE E-VI

SIZE OF TRAVEL PARTY BY ORIGIN
(ROAD TRAVELLERS; SUMMER 1978)

ORIGIN	AVERAGE PARTY SIZE
Canada	2.9 persons
U. S. A.	2.6 persons
Other Countries	3.8 persons

SOURCE : NORTHWEST TERRITORIES AUTO EXIT SURVEY, CANADIAN GOVERNMENT OFFICE OF TOURISM (SECONDARY ANALYSIS)

Sightseeing Outside of Towns/Cities

This market group comprised 15 percent of the total road travelers in the summer of 1978. This group was largely Canadian (66 percent) with 28 percent from the United States and 6 percent from other countries.

Naturally the most popular activity was sightseeing. Other associated activities included fishing (15 percent), photography (9 percent), visiting historic sites and monuments (8 percent), visiting a national park (8 percent) and hiking and backpacking (7 percent). This market group tends to be very active, participating in many outdoor activities.

Government campgrounds was the type of accommodation used most often by this group (64 percent). They used truck/campers most frequently (49 percent). Compared to other markets, this group used car/station wagon the least (14 percent).

Their average length of stay was 5.9 days and **travelled** in parties averaging 2.8 person, the majority of which were males (54 percent)

Fishing and Boating

This trip purpose was identified by 11 percent of the road visitors to the Northwest Territories. It is one of the few trip purposes which draws more Americans than Canadians. Fifty-three percent were American and 47 percent were Canadian. None of the visitors from other countries surveyed reported fishing and boating as their main reason for travel.

Obviously the most popular activity with this market group was fishing. Other activities were canoeing and kayaking (7 percent), sightseeing inside towns (11 percent) and outside of urban areas (12 percent). Fishing was the most popular activity for all road visitors regardless of main trip purpose.

This group used a variety of accommodation but government campgrounds were used most often (47 percent). Hotels/motels were used by 2 percent and the home of friends or relatives by 11 percent.

They stayed approximately 7 days. The average party size was 3.2 persons. They used a variety of types of transportation. Over 60 percent were camping type vehicles (i.e. tent trailer, truck camper, motor home or van) . Only 27 percent **travelled** by car/station wagon.

Camping

Camping was the main reason for travel by 6 percent of the road visitors in the summer of 1978. Over three quarters of this camping group were Canadians. The other 25 percent were Americans. This market participated in a number of activities. Fishing was the most popular (22 percent) but sightseeing inside and outside of towns was also popular (17 and 14 percent respectively). Photography was another activity frequently mentioned (13 percent).

Truck/camper was the most popular mode of travel for this group (40 percent). Again, few **travelled** by **car/station** wagon only. Obviously the most common form of accommodation was campgrounds. They used **government** campgrounds far more than commercial operations. This is largely due to the void of commercial campgrounds in the N.W.T. and thus the visitor is forced to use government facilities.

This group stays an average 8.4 days in the Northwest Territories and travels in groups of 3.3 persons on average.

Sightseeing in Town

Sightseeing in town is another trip purpose which was more popular with Americans than Canadians. It should be noted that sightseeing was a significant, associated activity with all 'trip purpose' market groups.

This market **group** also participated in sightseeing outside of towns (24 percent). Other associated activities were fishing (14 percent) . visiting historic sites and museums (12 percent), visiting a national park (7 percent) and photography (6 percent).

Government campgrounds and hotels/motels were the two forms of accommodation used most frequently (63 and 73 percent respectively). This group travelled on average in parties of 2.3 persons and tended to stay 5.8 days. The car/station wagon was used more often by this **group** than most other trip purpose markets. Truck/camper and motor homes were also popular.

Vacation Spot/Wilderness Lodge

This group was comprised mostly of Canadians (63 percent). Only 37 percent were Americans. The most popular activities were fishing and sightseeing outside of towns, both at 18 percent. Hiking and backpacking were also popular (12 percent) **along** with canoeing and kayaking (8 percent).

This market group was reported to stay longer than other markets. Approximately 10 days on average were **spent in the N.W.T.** by these visitors. They travelled mostly by car/station wagon (47 percent) and truck camper (27 percent). They travelled in groups of 3, the majority were men.

Shopping

Less than one percent of the road visitors had shopping as their main reason for traveling to the **N.W.T.** And only Canadians reported it as a trip purpose. Unfortunately the question left "shopping" out of the list of associated activities and thus its significance cannot be quantified. Based on sales of arts and crafts and other souvenirs, it **is** definitely an important and popular activity in the Northwest Territories.

Only 2 visiting parties reported shopping as their trip purpose. These travelers stayed in hotels/motels, and only stayed for two days. They **travelled** by car in groups of 2 and 3. They stated sightseeing outside and inside of towns, photography, visiting a historic site and a national park, fishing, hiking and backpacking as activities they participated in while on their trip.

Business (Only)

All of the business travelers were Canadians. They represented 8 percent of the total road visitors during the summer of 1978. Although they were traveling on business they did participate in a number of activities. Fishing and sightseeing in towns were the most popular (17 and 15 percent respectively). Other activities participated in were sightseeing outside of towns, photography and attending local events.

This group primarily used hotels/motels (65 percent). A significant number stayed at the homes of friends and relatives (12 percent). Only 6 percent used campgrounds. They stayed longer than all the pleasure **traveller** market groups with the exception of combined business/pleasure market. Their average length of stay was 11.3 days.

Business travelers used car/station wagon as their mode of transport most frequently (46 percent). They had relatively small party size, the average being 1.7 persons. Over 80 percent were males 18 years and older.

Combined Business & Pleasure

Very few combined business/pleasure travelers were non-resident of Canada. Almost 90 percent were Canadian and the rest were Americans. This group has many activities in addition to business. In fact, the characteristics of these visitors would be better defined by the associated activities they participated in. Activities in which the most interest was shown were sightseeing outside **towns** and cities (21 percent) and fishing (19 percent). Other popular activities were photography, local events, visiting a national park and sightseeing in towns.

This group stays almost twice as long as any other market group. The average length of stay for combined business/pleasure travelers was 21.5 days. They used a mix of accommodation facilities. Hotels/motels were used by 30 percent, 28 percent stayed with friends or relatives and 18 percent used campground facilities.

Half of these visitors travelled by car/station wagon. Only 23 percent used camping equipped vehicles. They tended to travel in groups of 2 persons and were predominately male (56 percent) over 18 years of age.

Passing Through

One percent of the road visitors stated 'passing through' as their main reason for travel to the **N.W.T.** These people spent little time in the Northwest Territories (3 days on average) and the majority were camping. It is probable that these visitors were on fairly long vacation trips and were visiting several areas (e.g. Yukon, Alaska, northern British Columbia).

This group showed a high interest in fishing (44 percent) and photography (22 percent). Sightseeing and visiting a national park were other popular activities.

The most frequently used modes of transportation of the **pass-through traveller** were truck/camper and car with a tent trailer. Only 18 percent travelled by car/station wagon.

This group was made up of 67 percent Canadians and 33 percent Americans. Their average party size was 2.5 persons with 54 percent male and 46 percent female.

Other

Six percent of the road travelers identified 'other' reasons for travel to the Northwest Territories. For this group, popular activities were fishing (17 percent) and sightseeing both inside and outside of towns (13 and 16 percent respectively). **Other significant** activities were visiting a national park (9 percent) and historic sites/monuments (8 percent).

The 'other' purpose group was largely Canadian (69 percent) but it consisted of both Americans (27 percent) and visitors from other countries (4 percent). They stayed on average 11 days in the N.W.T. and **travelled** in groups of 3.

These visitors used a variety of accommodation, with *government* campgrounds used most often (44 percent). Hotels/motels and homes of friends and relatives were used frequently (both about 17 percent).

This discussion on travel patterns of road visitors by their trip purpose was based on the N.W.T. Auto Exit Survey conducted by the Canadian Government Office of Tourism in the summer of 1978. Tables E-VII to E-XII present the statistical data based on secondary analysis of this auto survey.

The Future of Road Travel

In the next few years there will be a number of developments which could and likely will affect the number of road travelers into the N.W.T.:

- .The opening of the Dempster Highway to Inuvik,
- .The opening of the Liard. Highway connecting B.C. with the N.W.T. and providing a circle route for travelers,
- .Paving of the Mackenzie Highway to the border and paving of sections of the road within the N.W.T.,
- .Energy conservation programs, and
- .Fuel shortages.

Unlike most other provinces there are no regular charter tour buses into the N.W.T. This type of package could increase the number of road travelers. These tours are now being considered for the Dempster Highway but there may be potential on the southern road system as well.

Alberta will continue as the main road travel market with British Columbia increasing its market size once the Liard highway opens. In the past, very few Yukoners visited the N.W.T., but the Dempster Highway, and the shorter route to the N.W.T. via the Liard Highway could increase the number of these **travellers** in the future.

Until the impact of the energy situation is known, a large increase in road traffic is unlikely. With the introduction of new and alternate road networks, bus tours and an improved scheduled bus service, the numbers will likely increase slowly.

TABLE E-VII

**MAIN REASON FOR TRAVEL BY ORIGIN
(ROAD TRAVELERS, SUMMER 1978)**

TRIP PURPOSE	ORIGIN		
	CANADA	U.S.A.	OTHER COUNTRIES
Business Only	100%	-	
Business & Pleasure	89%	11%	
Passing Through	67%	33%	
Visiting Friends/Relatives	97%	3%	
Vacation Spot/Wilderness Lodge	63%	37%	
Sightseeing in Town	44%	56%	
Sightseeing out of Town	66%	28%	6%
Camping & Tenting	76%	24%	
Fishing/Boating	47%	53%	
Shopping	100%	-	
Other	69%	27%	4%

SOURCE: NORTHWEST TERRITORIES AUTO EXIT SURVEY, CANADIAN GOVERNMENT OFFICE OF **TOURISM (SECONDARY ANALYSIS)**

TAB
 ASSOCIATE
 ACTIVITIES PARTIC
 MAIN REA

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TRIP PURPOSE	Fishing	Swimming	Scuba Diving	Canoeing or Kayaking	Water Skiing Other
Business Only	17	4		2	6
Business & Pleasure	19	4		1	7
Passing Through	44				
Visiting Friends/Relative	18	6		5	4
Vacation Spot/Wilderness Lodge	18	6		8	6
Sightseeing In Town	14	2		2	1
Sightseeing Out of Town	15	5	*	5	2
Camping & Tenting	22	3		5	3
Fishing & Boating Etc.	34	4	1	7	8
Shopping	13				
Other	17	7		4	8

* LESS than 1 percent

SOURCE : NORTHWEST TERRITORIES AUTO EXIT SURVEY,
 GOVERNMENT OFFICE OF TOURISM (SECONDARY

ACCOMMODATION USED IN RELATION TO TRAVEL FOR TRAVEL (PERCENTAGE)

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ACCOMMODATION	Business Only	Business & Pleasure	Passing Through	Visiting Friends and Relatives	Spend Time at Vacation Spot or Lodge	Sightseeing In
Hotel /Motel	65	30	17	11	23	
Resort		3		-	1	8
Government Campground	6	15	67	16	42	6
Commercial Campground	-	3	-	2	4	3
Friends/Relatives	12	28	17	68	8	3
Other	1	8	2	3	-	2
Total	100	100	100	100	100	100

SOURCE : NORTHWEST TERRITORIES AUTO EXIT SURVEY
 GOVERNMENT OFFICE OF TOURISM (SECONDARY)

TABLE E-X

MODE OF TRAVEL IN RELATION TO PURPOSE OF TRIP

(PERCENTAGE)

MODE OF TRANSPORTATION	Business Only	Business and Pleasure	Passing Through	Visiting Friends and Relatives	Vacation Spot or Wilderness Lodge	Sightseeing in Town	Sightseeing Out of Town	Camping and Tenting	Fishing and Boating etc.	Shopping	Other
Car/Station Wagon	46	50	17	57	47	35	14	28	27	100	37
Car & Tent Trailer	-	4	17	4	7	8	11	4	4-	-	7
Truck/Camper	12	12	33	21	27	23	49	40	27	-	37
Motor Home	3	-	-	5	7	19	14	-	16	-	7
Van	9	8	-	4	-	8	5	16	13	-	4
Other	30	27	33	8	13	8	8	12	13-	-	7
Total	100	100	100	100	100	100	100	100	100	100	100

SOURCE : NORTHWEST TERRITORIES AUTO EXIT SURVEY, CANADIAN GOVERNMENT OFFICE OF TOURISM (SECONDARY ANALYSIS)

TABLE E-XI

PARTY BREAKDOWN OF ROAD TRAVELERS IN RELATION TO
THEIR MAIN REASON FOR TRAVEL

(PERCENTAGE)

SEX/AGE GROUP	Business Only	Business and Pleasure	Passing Through	Visiting Friends and Relatives	Vacation Spot or Wilderness Lodge	Sightseeing in Town	Sightseeing Out of Town	Camping and Tenting	Fishing and Boating etc.	Shopping	Other
Males 18 & Over	83	56	46	37	40	47	45	43	57	-	42
Males Under 18	5	13	8	14	14	8	10	16	16	-	12
Females 18 & Over	10	22	31	36	37	40	38	34	21	100	37
Females Under 18	3	9	15	13	9	7	8	7	7	-	9
Total	100	100	100	100	100	100	100	100	100	100,	100

SOURCE : NORTHWEST TERRITORIES AUTO EXIT SURVEY, CANADIAN GOVERNMENT OFFICE OF TOURISM (SECONDARY ANALYSIS)

TABLE E-XI

PARTY SIZE & LENGTH OF STAY OF ROAD TRAVELLERS IN RELATION TO
MAIN REASON FOR TRAVEL

TRIP PURPOSE	AVERAGE PARTY SIZE (PERSONS)	AVERAGE LENGTH OF sTAY (DAYS)
Business Only	1.7	11.3
Business & Pleasure	2.1	21.5
Passing Through	2.5	3
Visiting Friends and Relatives	3	8.5
Vacation Spot/Wilderness Lodge	3	10
Sightseeing In Town	2.3	5.8
Sightseeing Out of Town	2.8	5.9
Camping & Tenting	3.3	8.4
Fishing/Boating etc.	3.2	7
Shopping	2.5	2
Other	3.0	11
Overall Average	2.8	9

SOURCE: NORTHWEST TERRITORIES AUTO EXIT SURVEY, CANADIAN
GOVERNMENT OFFICE OF TOURISM (SECONDARY ANALYSIS)

3. MARKET CHARACTERISTICS OF AIR TRAVELERS

Introduction

While road traffic into the N.W.T. seems to be levelling off, air traffic is increasing. Part of the increase is accounted for by nearly 2,000 people who came into the N.W.T. in 1978 as part of midnight sun package tours to Inuvik and Frobisher Bay. In general though, the trend across the country is more people traveling by air than ever before.

In 1975, an estimated 74,000 travelers entered the N.W.T. by air. Nearly 80% arrived via the Alberta gateway, while 11.2 percent came via Quebec, 7.5 percent from Manitoba and 2.1 percent from the Yukon. Of the total number of air travelers in 1975, 9,300 were listed as pleasure travelers.

Since then, there have been substantial changes in the air travel system into the N.W.T. In the western Arctic, following a cutback in exploration, pipeline possibilities and related inquiries, Pacific Western Airlines (PWA) reduced the total number of scheduled stops in Inuvik, Hay River, Fort Smith and Norman Wells. At the same time, Transair (now PWA) introduced 'six days' a week service from the east (via Churchill from Winnipeg) and from Whitehorse in the west to Yellowknife. Currently this service is provided three days a week. Nordair out of Montreal and Transair out of Winnipeg have also increased service into the eastern Arctic and Keewatin.

By 1978, the total number of air travelers entering the Northwest Territories was estimated at 93,000. Of these visitors, 80,000 or 86 percent were traveling for business or personal reasons and 13,300 (14 percent) were vacation/pleasure travelers. Between 1975 and 1978 the number of recreational travelers increased 43 percent.*

Air travelers into the N.W.T. for non-business/non-personal reasons can be divided into three major groups: fishing lodge visitors, package tour participants and individual visitors including visiting friends and relatives, hikers, birdwatchers, etc. The following is an estimated breakdown by activities of the people traveling by air for recreation/pleasure:

*Estimates based on projections of Travel Arctics' 1975 figures of total visitors to the N.W.T.

<u>Activity</u>	<u>1975</u>	<u>1978</u>
Fishing lodges	4500	5200
Package tours	1500	3500
Individuals	3300	4600
	<u>9300</u>	<u>13300</u>

General Trends in Air Travel to the N.W.T.

Air passenger traffic to and from the Northwest Territories increased almost one and half times between 1969 and 1978. The greatest increase was realized between 1971 and 1973. From 1974 on, increase in traffic movement slowed down. By 1976, air passenger travel (to and from the N.W.T.) actually decreased by 4 percent from the previous year. The following year, a 19 percent increase was witnessed and 1978 passenger traffic was almost the same as that of 1977. Table XIII describes passenger traffic by year and by airport within the Northwest Territories.

The municipalities which received the majority of inbound and outbound passengers in 1978 were:

Yellowknife	96,400 passengers
Inuvik	36,300
Hay River	28,900
Fort Smith	18,600
Frobisher Bay	16,200
Fort Simpson	7,100
Resolute Bay	6,700
Norman Wells	5,600
Rankin Inlet	4,200
Cambridge Bay	4,100

These 10 municipalities received 95 percent of the total inbound and outbound traffic. When grouped by region within the Northwest Territories, Baffin received 9 percent, the Keewatin and the Arctic Coast (not including **Tuytoyaktuk** and **Sachs Harbour**) each received 5 percent, the Mackenzie Valley and Delta (south to Fort Norman) 18 percent and the southern region (those communities on the road system) had 64

Key

* No statistics
 - Treated as .05/amt. too
 smal 1 to measure
 0 No traffic

TABLE EX111

TOTAL OUTBOUND AND INBOUND PASSENGERS TO THE N.W.T.

(IN 1000'S OF PASSENGERS)

PLACE	1978	1977	1976	-m5-	-i?nT-	Tm3-	--mz-	1971	1970	1969
Yellowknife	96.4	94.5	76.5	75.6	69.7	57.6	45.7	38.1	34.7	35.6
Inuvik	36.3	39.5	30.6	31.1	34.1	33.0	26.7	18.5	15.3	9.8
Hay River	28.9	27.8	23.6	23.3	26.3	25.3	19.4	16.1	14.8	14.0
Fort Smith	16.6	17.2	12.0	13.4	14.4	12.9	10.5	9.9	10.0	11.0
Frobisher	16.2	17.0	15.3	17.1	17.8	16.2	12.6	12.8	10.5	9.6
Fort Simpson	7.1	7.8	6.5	6.5	7.1	6.5	4.6	3.2	3.6	3.2
Resolute Bay	6.7	7.6	9.6	10.9	10.0	9.6	8.0	4.0	3.7	2.8
Norman Wells	5.6	7.3	5.9	6.4	7.7	8.8	7.0	6.1	5.0	3.5
Rankin Inlet	4.2	2.8	2.4	2.5	.8	.9	.8	.4	.1	.1
Cambridge Bay	4.1	3.7	2.6	3.0	2.9	3.6	2.3	1.7	1.4	1.7
Nanasivik	2.8	1.7	*	*	*	*	*	*	*	*
Baker Lake	2.4	2.1	1.4	1.6	.8	.7	.4	.4	.3	.3
Hall Beach	1.7	1.5	1.6	1.3	.9	.9	.7	.6	.3	.6
Eskimo Pt.	1.5	1.2	1.1	1.2	.1	.5	.3	.1		
Pangnirtung	.9	.6	2.0	2.8	2.9	2.5	1.6	1.3	.5	.7
Pond Inlet	.5	.1								
Igloolik *	.4	.9	1.7	1.8	1.3	1.4	1.1	.7	.3	.5
Coral Harbor	.3	.6	.5	.4	.1	.3	.2	.2	.1	.1
Coppermine	.3	.3	.2	.1	.3	.1	.1		.1	.1
Sachs Harbor	.3	-	.2	-	.1	0	-			
Tuktoyaktuk	.2	.4	.3	.3	.2	.2	.1		.1	
Chesterfield	.2	.1	.3	.4	.1	.2	-	-	-	0
Broughton Island	.1	.2	.8	1.0	0	.1	.1	.1	.2	.2
Fort McPherson	.1	.1	.2	.2	.1	-	.1	-	-	-
Cape Oorset	.1	.3	.7	1.9	2.2	1.9	1.4	.9	.5	.8
Fort Franklin	.1	.2	.1	.2	.2	-	.2	-	.1	.1
Fort Good Hope	.1	.1	.1	.3	.3	.1	.1	.2	.1	.1
Clyde River	.1	.2	.5	.7	.5	.6	.6	.4	.2	.1
Aklavik	.1	.1	-	.1	-	0	-	0	-	
Fort Norman	.1	.1	.1	.1	.2		.1	.1	.1	.1
Spence Bay	.1	.1	.1	.1	*1	*		.1	.1	-
Gjoa Haven		.1	-	.1	*1	*			*	0
Holman Is.		.1	.1	.1	-	0		0	*	*
Lake Harbor		.3	.9	1.2	.8	.4		0	*	*
Fort Resolution			0	.1	.9	.8	.7	.7	.9	1.1
Arctic Red River			0	-	0	-	-	-	*9	
Cape Dyer			0	.1	0	.2	.1	0	0	
Johnson Pt.			0	*	*	*	*	*	*	*
Colville Lake					*	*	*	*	*	*
Whale Cove			.2	-	*	*	0	-	*	*
Wrigley				.1	*3	1.0	*6	*2	.2	*2
Hope Lake	*	*	.1	-				*		
Port Radium	*	*		0		0	*	*	0	-
Pelly Bay	*	*	0	-	-	-	-	0		0
Repulse Bay	*	*	0	.1	0		0			0
TOTALS	236.50	237.00	198.75	206.45	203.40	188.65	146.55	117.25	103.70	96.70

*Caution in using figures of less than 1,000 they are estimates only.

SOURCE : STATISTICS CANADA #51-204 AI PASSENGER ORIGIN AND DESTINATION.

percent of the inbound/outbound traffic.

Description of Travel Patterns of Summer Air Travelers
By Their Origin

British Columbia

Most of these visitors **travelled** to the Northwest Territories for business (67 percent). Twenty-one percent were traveling on vacation and 5 percent were on combined business and pleasure. This group tended to spend 1 to 7 nights in the **N.W.T.** (40 percent). A considerable number were on day trips only (24 percent).

Alberta

Alberta residents traveling to the **N.W.T** were largely business visitors (83 percent). Only 14 percent were on holidays. Similar to the British Columbia residents, they tended to spend 1 to 7 nights in the Territories (48 percent) and a significant number (22 percent) did not spend any nights.

Saskatchewan

This province contributed more pleasure travelers than the other western provinces. Saskatchewan visitors on holidays comprised 38 percent, on business 43 percent and a significant percentage (18 percent) travelled to the **N.W.T.** for 'other' reasons. Almost 50 percent stayed in the Territories for 1 to 7 nights and 29 percent spent 8 to 14 nights.

Manitoba

An almost equal number of Manitoba visitors were on holidays (42 percent) as were on business (43 percent). Travel for 'other' reasons was also significant (14 percent). The greatest number spent 8 to 14 nights (33 percent) while 23 percent spent between 1 and 7 nights.

Ontario

Again, Ontario residents tended to travel to the N.W.T. for business (46 percent), but travel for pleasure was also important (38 percent). There was a high frequency of combined business and pleasure travel among Ontario visitors (11 percent). Over 30 percent spent between 1 and 7 nights and almost the same percentage stayed 8 to 14 nights in the Northwest Territories.

Quebec

These visitors tended to stay longer in the N.W.T. Approximately 17 percent spent over 29 nights. This was probably attributed to business work crews who quite often spend from one to three months in the Territories. Quebec residents travelled for business (62 percent) primarily. Only 19 percent were on holidays.

Maritimes

Half of the visitors from the Maritimes were on business. Over 30 percent **travelled** for pleasure, 10 percent for 'other' reasons and 8 percent were on combined business/pleasure trips. There was also a high frequency of extended stay visitors (19 percent stayed more than 91 nights).

Yukon

The Northwest Territories received few visitors from the Yukon. Those that did visit were mostly on holidays (49 percent). Only 28 percent travelled for business reasons. Of those surveyed, 70 percent did not spend any nights and 22 percent reported between 1 and 7 nights.

Western United States

These states generated both business (43 percent) and holiday (40 percent) travelers. The greatest number spent between 1 and 7 nights (39 percent). Fifteen percent spent 8 to 14 nights, 19 percent spent 15 to 28 nights and 17 percent did not spend any nights in the Northwest Territories.

Central and Southern United States

(Sample size too small to analyze)

Eastern United States

Visitors from the eastern States were predominantly on holidays (77 percent). Only 11 percent were traveling for business reasons. This group also had a **number of** one day visitors (**19** Percent). The overnight travelers who spent 1 to 7 nights represented 36 percent and 26 percent spent 8 to 14 nights.

Overseas

Almost 50 percent of the Overseas air visitors were on holidays. A large percentage (29 percent) were on trips for other than holidays and business. Approximately 23 percent were on business. The greatest number spent 8 to 14 nights (30 percent) while 24 percent spent over 29 nights, and 20 percent spent 1 to 7 nights.

This discussion has been based on secondary analysis of the Northern Air Travel Survey undertaken jointly by the Northern Air Transport Association and the Arctic Transportation Directorate of Transport Canada. Table E-XIV describes the trip purpose by origin of the air travelers surveyed.

TABLE E-XII
 ORIGIN OF AIR TRAVELLERS IN RELATION TO THEIR PURPOSE
 OF TRIP
 SUMMER 1978

(SURVEY SAMPLE ORIGIN SIZE) (Lives at)	TRIP PURPOSE				
	OLIDAY %	USINESS %	OTH %	THEIR %	SCHOOL %
British Columbia (129)	21	67	6	6	0*
Alberta (404)	14	83	2	1	
Saskatchewan (40)	38	43	3	18	0
Manitoba (155)	42	43	4	14	0
Ontario (531)	38	46	11	5	0
Quebec (196)	19	62	6	11	3
Maritime Prov. (90)	31	50	7	10	2
Yukon (107)	47	28	9	6	8
Western U.S. (53)	40	43	6	11	
Central U.S. (33)	39	24	6	30	
Eastern U.S. (47)	77	9	2	13	
Southern U.S. (17)	35	47	6	12	
Overseas (48)	48	15	8	29	

SOURCE : NORTHERN AIR TRAVEL SURVEY, TRANSPORT CANADA
 (SECONDARY ANALYSIS)

Description of Summer Air Travelers by Trip Purpose

Business

The summer business travelers tended to be professionals (28 percent), in business management (19 percent) and skilled tradesmen (19 percent). While the greatest number of business travelers (61 percent) had not visited the N.W.T. in the past 12 months, 24 percent had made a trip within the previous 1 to 6 weeks. Five percent had visited the Territories in the previous 7 to 12 weeks, and 10 percent had made an earlier trip(s) in the previous 3 to 12 months.

Holiday

Holiday travelers tended to be from a variety of occupations. The majority however, have occupations which earned higher than average incomes. Professional and management was reported by 14 percent of the holiday visitors. Teachers also represented 13 percent of this market group. Most holiday travelers had not been to the Territories within the previous 12 months (75 percent). Twenty percent had visited at least once, 1 to 6 weeks prior to the trip surveyed.

Combined Business and Pleasure

The occupation breakdown of this group was very similar to that of the holiday market group. Over 17 percent were business management, 16 percent were teachers, and 14 percent were professionals. Almost 70 percent reported not having **travelled** to the Territories within the previous 12 months and 23 percent reported a recent trip (in the previous 6 weeks).

Other

These visitors traveling for 'other' reasons tended to be students (19 percent), professional (16 percent) and skilled tradesmen (8 percent). Close to 80 percent had not travelled to the N.W.T. within the previous 12 months (includes those who have never visited). Sixteen percent had made a trip to the north within the previous 1 to 6 weeks.

APPENDIX F

MARKET REALITIES AND FUTURE LIKELIHOODS

1 COMPETITION

The competition for travel markets is becoming increasingly more intense as many provinces, states and countries are starting to realize the significance of the tourism industry. It is extremely important **to** understand one's competition and the reasons they are capturing certain markets.

Generally, competition is based on four criteria:

- . location - the closest destination offering the desired experience,
- . main trip purpose - area where activities are available,
- . perceived best destination - that area offering better services, experiences and quality than is provided at other areas offering **similar** opportunities, and
- . the overlying reason - cost of the experience; for most markets this is the base from which decisions are made.

The investigation of competition for the Northwest Territories involved identifying those areas which offered similar experiences and opportunities. The overall appeal of the travel experience was assessed and where possible the size and characteristics of the markets attracted were identified. This investigation was not limited to other areas in Canada. It also included travel areas around the world which are or potentially **could** be competitive.

Tourism in the Northwest Territories is relatively new and undeveloped. Few travel experiences are afforded by the Territories, as is evident in the current markets attracted. The majority of people are traveling on business or to visit friends and relatives. Sightseeing

(by organized tour or by private automobile) and fishing primarily at fly-in lodges are the only significant travel markets attracted solely for the experience offered. There are only a handful of hunters and other specialized activity travelers (e.g. mountain climbing, canoeing, hiking). However, facilities to service and attract new markets are not developed. Thus, the N.W.T. in fact is confronted with very little competition **and** that which does exist is limited primarily to other Canadian destinations.

The Northwest Territories does however have numerous resources not yet developed. These include natural, historical and cultural resources which if developed will have the potential to place the N.W.T. in an internationally competitive position. Identification of competitive areas was based on these potential opportunities.

Table F-I discusses those areas which are or could be competitive. A synopsis of the appeal of the area is described and those resources/opportunities viewed to be competitive are assessed from both the development required perspective and the ability of the Territories to capture the competitors' market.

It was concluded from this investigation, that the Northwest Territories has several competitive advantages. The area posing the greatest competition in North America is Alaska, but there are resources unique to only the Territories. The northern portions of other provinces are primarily competitive for the fly-in fishing market but the N.W.T. claims larger and more trophy fish. In addition they are not considered the 'true north'. Alaska and the Yukon have promoted their northern experiences with southern facilities and services. The lack of development in the N.W.T. will allow offering a 'northern experience' with 'northern services'.

	APPEAL	RESOURCES
ALASKA	fjords, glaciers , mountains , volcanoes wildlife, flora, fauna Russian cultural influence part of the U.S. of America ●ulti-mode access	wildlife similar generally more services/facilities fishing and hunting (4416, 809 resp) mainly American
YUKON	deep gorged rivers, wide valleys, mountains rich colourful history related to Klondike Gold Rush and construction of Alaska Highway	only 8% of visitors which could be as 54% pass through 8% to sightseeing doors recreation
NORTHERN BRITISH COLUMBIA	mountains, lakes, rivers good fishing and hunting pass through on the road to the Yukon and Alaska	.23% traveling ations (Yukon and sightseeing, fishing .a number of opportunities in the area not perceived
ALBERTA (NORTHERN)	fishing, hunting, boating, and camping in the mountains or on the Canada Shield wilderness to semi- wilderness opportunities	.a number of facilities guiding and outfitting or trail rides Northern Alberta most areas accessible

	APPEAL	RESOURCES
SASKATCHEWAN (NORTHERN)	.limited access, forested, lakes and rivers offer good fishing and hunting or canoeing on the Churchill River	. a number of f camps native people in industry .U.S. (Mid-West) residents
MANITOBA (NORTHERN)	numerous lakes, white water and forests .Churchill seaport	polar bears for line .Eskimo population accessible by fishing lodges .U.S. (Minnesota)
ONTARIO (NORTHERN)	limited access in the far north with multi- made access in the close north fishing, camping, and hunting major appeal offers full service to wilderness experiences	.Polar Bear exp James Bay (about numerous fishing lodges accessible fly-in and out access areas popular area for hunters
QUEBEC (NORTHERN)	.underdeveloped, limited access offering good fishing and hunting unique people	inland and ocean .Eskimo population Hudson Bay and .U.S. Eastern States currently doing plan
LABRADOR (NEWFOUNDLAND)	lakes and rivers provide good wilderness fishing .forested vastland accessible only by float plane	accessible by speckled trout whiting fish, Atlantic

	APPEAL	RESOURCES RELATED TO N.W.T.	IMPLICATIONS FOR N.W.T.
LABRADOR NEWFOUNDLAND (CONT'D)	sportsman's paradise	caribou hunting (woodland) for residents and non-residents has an Eskimo history	less central to major population centres than major access centres to the N.W.T. (Montreal, Winnipeg, Edmonton)

OVERSEAS DESTINATIONS

- 141 -	NORWAY (NORTHERN)	.Arctic sun and fjords well-serviced, high quality top of the world	.Midnight sun tours (cruise) .Arctic Circle climate moderated by Gulf Stream spring and summer season only visitors on cruises mainly American, then Swiss , French, German, and Canadian .approx. 20-25,000 people take midnight sun cruise in 1 year	.Europe -- different continent - appeal makes it difficult to capture this market .Norway not considered undeveloped as is N.W.T. very costly to travel to and within Norway somewhat of a price advantage in the N.W.T.
	LAPLAND (FINLAND)	sunny and accessible .24 hour sunshine north of the Arctic Circle settled by Lapps	seasonal (summer only) northern lights average about 200,000 visitors a year .Arctic Circle reindeer herding .Lapp culture and handicrafts fall colours beautiful .reindeer sleigh rides fishing popular with Finns other visitors travel to Lapland for only wr hours, Europeans primarily	.N.W.T. has very similar resources which could be developed because of distance may not present any significant competition .Americans/Canadians visit Lapland as only one destination of many in Europe

	APPEAL	RESOURCES RELATED TO N.W.T.	IMPLICATIONS FOR N.W.T.
GREENLAND	ice-cap covered with fjords undeveloped northern wilderness offering hiking, fishing, hunting, mountain climbing well-serviced and easily accessible	hunting and/or trekking of reindeer, musk-ox, bear, fox, whales, walrus, and seals fishing of freshwater fish only mountaineering, glacier scaling, crossing of the ice-cap dog sledge tours both summer and winter tours .Eskimos .Wilderness Safari trips of varying difficulty are offered ● nly accessible by air via Denmark	very specialized market appeal similar to that of the N.W.T. .N.W.T. has a price advantage over Greenland for Canadians and Americans (currently) facilities and attractions much better organized but currently appealing to Europeans only because of access some charter tours from Baffin but primarily Baffin Island residents
ICELAND	fire and ice (volcanoes and ice-caps) roaring rivers, tumbling water-falls , glittering lakes, green valleys, raging snowstorms, endless winter darkness and bright summer nights	● offer special interest tours photogenic Iceland .field tours for geologists naturalist's tour mid-Atlantic meeting place-- promoting conferences whaling station tour air tours of volcanoes and glaciers .Arctic Circle --midnight sun flight trout fishing mostly sightseeing tours by bus	climate moderated by Gulf Stream and thus resources are quite different from the N.W.T. cosmopolitan areas quite developed, much like other European cities road access around Iceland makes touring possible to most locations not really competitive with N.W.T. as too well developed
ANTARCTIC AIR TOURS (FROM NEW ZEALAND)	day trip air tours over the ice-caps and the South Magnetic Pole relate trip to that of explorer-scientists (Scott, Shackleton and Byrd)	offering 4 tours in November, 1979 -- use D.C.-10'S offer an inflight commentary cost for one day \$350 to \$400 (Canadian) provide top quality experience	.appeals to southern hemisphere market primarily tied in with trip to New Zealand which has a very different appeal air tour been in operation for 3 years and appears to be quite successful

With the exception of Greenland **the** overseas competitive travel areas are viewed as old, established destinations with developed services. Few visitors think of vast undeveloped wilderness in these areas, while the **N.W.T.** has an abundance. The devalued Canadian dollar combined with the higher rate of inflation in most northern European countries, also offers a price advantage for the **N.W.T.** Of all the overseas travel areas, Greenland presents the most competition for the Northwest Territories. The resources, both natural and cultural are similar to those of the Baffin region. Greenland is actively developing its tourism industry. The internal transportation system is efficient and the facilities are of good quality. As long as air links to Greenland are limited to via Copenhagen, Denmark, the **N.W.T.** will have a competitive advantage; but an obvious time element is imposed.

The implications for the Northwest Territories based on existing and potential competition are as follows:

- . quality experiences of varying prices must be offered,
- . expansion of the summer season and development of new seasons should be a priority as other tourism destinations are currently limited to the summer season as well,
- . packaging is critical both within the **N.W.T.**, and with other travel areas,
- . resources which are unique to the Territories should be developed and those which are available elsewhere should be offered in a unique manner typical of the **N.W.T.**,
- . many of the **N.W.T.** resources have not been fully developed in other areas either, thus offering a 'timing advantage' and the opportunity for creativity, and
- . at the same time the competition are also starting to plan

2 GENERAL FUTURE TRENDS

Dramatic changes in travel and tourism have been witnessed during the 70's. Positive changes are: more people are traveling; they are taking more expensive vacations; and, travel by air has been a common mode of transportation for pleasure travel. Negative factors of which the full impact has yet to be realized are the increased cost of fuel, inflation, economies in recession and decreased population growth.

A major concern in all tourism planning is determining the effect that the availability of fuel and its escalating prices will have on travel. In Canada, significant rises in gas prices and shortages have not yet been **experienced**. The United States has been confronted with the problem since 1973. This has caused significant changes in predictions of travel patterns. Some of these are:

- . the popularity of public modes of travel will increase as an alternative to the automobile,¹
- . recreational vehicle owners are still likely to travel if gasoline is **available**,²
- . in the long run, people will probably become accustomed to higher gasoline **prices, assume** that fuel is available and continue to travel by automobile on a more strategically planned basis,³

1. J.D. Hunt, "Tourism In The Second Half Of The 70's", Utah Tourism & Recreation Review, 4 (1974).
2. Kamp. B. Dan, Crompton, John L., & Hensarling, David H., "The

- . a decrease in longer distance trips will occur with less touring and more destination ⁴travel, and
- . the automobile will be abandoned as the primary mode of vacation travel for trips over 500 miles in length, in favour of mass transit, or a combination of mass transit and automobiles.⁵

Table F-II outlines the perceived impact the various prices of gasoline for the private vehicle will have on the **mode** of transportation selected by Americans. As the price increases the number of people who travel at all is expected to decrease. The automobile will be abandoned in **favour** of other **modes, particularly** air.

These predictions suggest that air travel will be selected by a larger percentage of the travel markets. Thus, a much broader range of travel destinations will be opened up to these travelers who in the past used only private vehicles. For the Northwest Territories, air travel will be the most important mode of travel for its visitors. Also, the potential air travel market size will increase as more people shift to air travel.

These predictions suggest that road travel could decrease significantly especially to distant destinations like the **N.W.T.** It is likely that in the short term, as long as Alberta has fuel available, travel by road into the **N.W.T.** will continue but significant increases will not occur.

4. Williams, Peter W., Burke, James f., & Dalton, Michael J., "The Potential Impact of Gasoline Futures On 1979 Vacation Travel Strategies," Journal of Travel Research, Summer 1979.
5. Burke & Williams, 10C. cit.

TABLE F-II

TRAVEL PLANS AT VARIOUS GASOLINE
PRICES BY PERSONS TO TRAVEL

Mode of Travel	Current Pricing	\$1.00/	\$1.25/	\$1.50/	\$2.00/
		Gal.	Gal.	Gal.	Gal.
(Percentage/U.S.\$/U.S. Gal.)					
Automobile	60.5	48.4	31.4	20.4	16.2
Pickup Camper	4.9	4.6	1.3	1.3	1.0
Motor Home	4.2	3.9	2.9	1.3	1.3
Travel Trailer	5.2	4.6	2.6	1.6	1.3
Motor Cycle	1.0	1.9	2.0	2.3	2.3
Plane	19.9	18.3	21.9	23.5	23.9
Bus	2.3	1.3	2.3	2.6	2.3
Train	2.0	2.3	2.9	2.9	3.3
No Travel	0.0	14.7	32.7	44.1	48.4

SOURCE : "GASOLINE PRICES & AVAILABILITY: WHAT DO THEY MEAN FOR TOURISM?"; JAMES F, BURKE & PETER W, WILLIAMS; UTAH TOURISM & RECREATION REVIEW, VOLUME 8, NUMBER 3, JULY 1979.

The devalued Canadian dollar could play a significant role in stimulating the tourism industry. Already, a decrease in the number of Canadians leaving the country has been witnessed while more Europeans are selecting Canada as their destination.¹ With less travel outside of the country more Canadians will be seeking new and different travel experiences within the country. European markets, in particular Germans and Japanese are viewing Canada as a favorable destination. Price and the open space/adventurous wilderness are the major drawing features.

The recession, combined with the gas shortage (whether **real** or perceived) in the United States is having a significant impact on the number of Americans traveling to Canada. The decrease in visitors is noticed primarily with auto-travellers, many of whom were unsure of the gas situation in Canada. Canada has long been viewed as an expensive destination by Americans. Even though inflation has driven the cost of travel within the U.S. up to and in some cases higher than in Canada, this perception continues to limit the number of potential visitors.

Changing societal trends in North America will also have an impact on travel and tourism. Perhaps the **most** significant trend is the decline in the population growth rate to about 1 percent per annum. If this trend continues, 50 percent of the population will be between 25 and 44 years" of age by 1990; an age group which generates the most trips and thus is considered to be the prime travel market. An increase in the over 65 age group will also occur. This age group has recently become an active travel market. In the future, they will be **more** affluent and travel more.

1. Statistics Canada, "Travel Between Canada And Other Countries, 1978,"¹¹ Government of Canada, Ottawa.

The decrease in population growth could have a negative impact, particularly on the tourism industry which is labour intensive. Combined with more people seeking higher levels of education, there could very well be a shortage of employees for the industry in some destinations.

Other trends all point to a future population which will have travel near the top of their list of needs. These trends include: more professionals (both male and female); **more** two income families and small families; and more of the population choosing to stay single. The societal characteristics tend to generate more travel. Even if **descretionary** incomes are proportionately reduced, it is expected that other 'needs/desires' will be abandoned in favour of travel.

Changes in travel patterns can be expected in the future. **Two** distinct travel markets will emerge, 'economizers' and 'big spenders'. The economizers will seek inexpensive accommodations and participate in activities which are not costly. The big spenders will demand luxurious, full **serviced**, expensive vacations. The medium priced vacations **will** be sought less often and thus the use of middle of the road facilities will decrease significantly. Economizers and big spenders can be the same market but on different types of trips. Quality and value for the dollar will be important with both markets. Future travelers will be more informed and more selective in the facilities they utilize.

The characteristics of future travel markets indicate that there will be increased interest in activities which encourage self-expression, self-improvement, and **individual goal** attainment. Thus, more **trips** with, educational components. More interest will be shown in historical and cultural attractions. Even industrial attractions will experience greater visitation.

Travel for the purpose of learning or improving a skill will be more prevalent. Travel experiences offering physical fitness activities (e.g. hiking, canoeing) will be very popular.

Concern for and appreciation for the natural environment has been increasing over the last 10 years. As a result **more** will be seeking wilderness experiences but in a non-consumptive manner. Wilderness activities will include photography, camping, nature lore, orienteering and trail riding, etc. There will also be a large market wanting to experience the wilderness, but from a distance. This market will need urban amenities in non-urban settings in order to feel comfortable outside of urban centres.

These future travel trends can only benefit the tourism industry in the Northwest Territories. Upgrading and new development will be necessary, but the small, special interest group market is what the Territories is best equipped to handle. The **N.W.T.** has not begun to realize its potential as a travel destination, capable of offering numerous specialized experiences such as bird watching, rafting, rock hounding, photography of flora and fauna, living off the land with native people, polar bear hunting, whale hunt tours and many more.

3 POTENTIAL FUTURE MARKETS

The tourism industry in the Northwest Territories is still very young. It is experiencing growing pains and requires maturing and sophistication to fully realize its potential. It could, however, double the number of pleasure visitors into the Territories in three years with very little effort. Existing markets just have not been tapped.

The following discussion looks at both geographical markets and activity market segments.

Geographical Markets

Canadian

Of all the provinces, British Columbia and Alberta residents tend to take more trips per capita. Ontario is an important province based on population size alone, and this province generates more trips in Canada than any other. Quebec residents tend to leave the country for their vacations. Only a very small percentage pursue northern experiences and they appear to be serviced by their own province for these trips. Residents of the maritime provinces take the least vacation trips of all Canadians and do not tend to travel to northern destinations. **Saskatchewan and Manitoba have relatively small populations** but because of air links and their interest in northern destinations, they do offer potential. Table F-III is drawn from an attitude tracking study of selected larger urban centres across the country. Of interest is the significant difference between those who plan to travel to the **N.W.T.** and those who would like to travel. This difference suggests that there is significant interest in the **N.W.T.** throughout Canada but few have yet been convinced.

TABLE F-III

PERCENTAGE OF POTENTIAL VACATIONERS
TO THE NORTHWEST TERRITORIES

ORIGIN	VERY LIKELY TO VISIT * (9, 10 SCORE) OVER THE NEXT TWO YEARS	VERY INTEREST * IN VISITING (9, 10 SCORE) OVER THE NEXT TWO YEARS	AVERAGE NUMBER ** OF VACATION TRIPS TAKEN IN 1978	ESTIMATED ** NUMBER OF VACATION HOUSEHOLD TRIPS TAKEN IN 1978.
CALGARY	8 %	16 %	1,52	101,900
VANCOUVER	7 %	17 %	1,78	3530100
TORONTO	6 %	20 %	1.51	581,900
FRENCH SPEAKING MONTREAL	6 %	16 %	1.37	394,000
ENGLISH SPEAKING MONTREAL	5 %	17 %	1,46	239,000
HALIFAX	3 %	21 %	1,32	32,800
WINNIPEG	2 %	20 %	1,48	86,000

• CANADIAN ATTITUDE TRACKING STUDY 1979

*" 1978 CANADIAN VACATION PATTERNS STUDY

	<u>SIZE OF MARKET</u>	<u>LOCATION OF MARKETS</u>
. BOATING		
- White Water Canoeing	. a growing market particularly in Western Canada . limited by the amount of skill required	. markets should be accessed through clubs & specialized retail outlets . Germans and Japanese interested in activities . Western Canada & U.S. has experienced increased interest in this activity
- Touring Canoeing	. potentially fairly large as a great deal of skill not required	. Europeans have shown interest in this activity particularly from Scandinavian countries, Holland & Germany
- Rafting	. increasingly popular; more opportunities being provided across Canada & thus a lot of competition; a small market but does offer potential for N.W.T. but dependent on location	. Eastern U.S. States & Western States of California, Washington and Oregon
- Barge	. dependent on facilities & services provided but could have appeal for family travel if automobile is also transported	. larger centres & the wealthier markets if a number of services are provided
- Ocean Cruise	. a renewed interest in ocean cruises is being witnessed; potentially very large if the right components are provided	. popular with the singles market if a number of services are provided

	<u>SIZE OF MARKET</u>	<u>LOCATION OF MARKETS</u>
<u>CAMPING</u>		
- Wilderness	can be a large market but also dispersed throughout the N.W.T.	Europeans, and virtually anywhere in North America; wilderness experiences are very popular
- Road Access-Destination Camping	will witness more of this type of camping as gas prices increase; however, fewer will likely travel the great distance to the N.W.T. unless another activity such as fishing or visiting is also important	largely Americans but also Albertans
- Touring/Camping	as gas prices go up, less touring by road will be done; likely to decrease in the N.W.T. unless other activities/attractions are important	Alberta and perhaps Saskatchewan plus the bordering U.S. States
- <u>Outdoor Extensive</u>	most are small, special interest markets	Activities with risk components appealing to Japanese and Germans in particular
- Mountain Climbing, Ice Cap/Ice Field Crossing, Cross Country Skiing, Rock Hounding, Hiking, and Spelunking		promote directly to special interest clubs in larger urban centres
- Dog Sleigh Tour.% Reindeer Sleigh Tours	depending on manner in which they are offered & associated activities could have fairly large market appeal	larger urban centres

- 100 -

	<u>SIZE OF MARKET</u>	<u>LOCATION OF MARKETS</u>
<ul style="list-style-type: none">• <u>VISIT MAN-MADE ATTRACTIONS</u>		
<ul style="list-style-type: none">- Historical	<ul style="list-style-type: none">• if sole purpose for trip fairly small market appeal but fairly easily pleased & more tolerant of facilities if historical experience significant	<ul style="list-style-type: none">• marketing efforts should be directed at historical clubs & societies, universities
<ul style="list-style-type: none">- Cultural	<ul style="list-style-type: none">• growing interest in cultural activities particularly if authentic	<ul style="list-style-type: none">• larger cultural centres in North America e.g. , New York, Toronto, Vancouver, Montreal
<ul style="list-style-type: none">- Industrial	<ul style="list-style-type: none">• becoming more popular; promote as a business trip experience but pleasure travelers also seeking these types of experiences	<ul style="list-style-type: none">• Alberta, Western United States, Ontario, Japan, Germany & oil rich countries
<ul style="list-style-type: none">• <u>VISITING FRIENDS & RELATIVES</u>	<ul style="list-style-type: none">• largest pleasure traveller group now but potential to be much larger could double with little effort	<ul style="list-style-type: none">• marketing efforts directed at residents of the N.W.T. to encourage them to ask friends and relatives to spend time in the N.W.T.
<ul style="list-style-type: none">• <u>SHOPPING</u>		
<ul style="list-style-type: none">- Nature Crafts- Furs/Clothing	<ul style="list-style-type: none">• currently very small; potential to attract more if packaged with other activities	<ul style="list-style-type: none">• larger centres such as New York, Montreal, Toronto directed at retailers and high fashion market segment

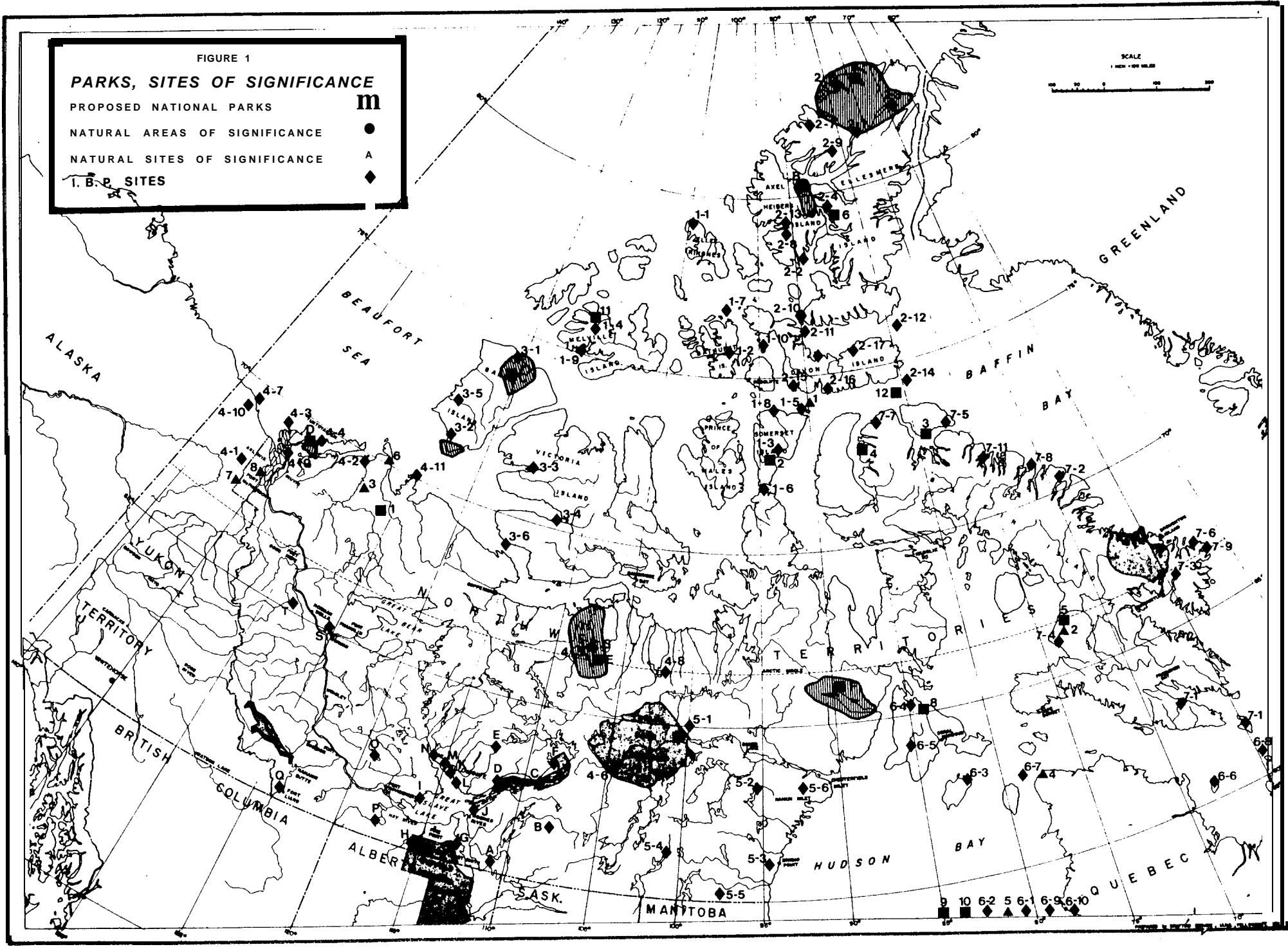
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	<u>SIZE OF MARKET</u>	<u>LOCATION OF MARKETS</u>
<u>EATING OUT</u>	. not an activity which brings market to N.W.T. . usually combined with another activity	. more effort to encourage residents to use facitiies should be made . all other visitors already in the N.W.T
<u>BUSINESS</u>		
Convention/Conference	" smaller groups only but the 'North' offers appeal to groups . potential to attract more small national organizations	. go directly to conference organizers . encourage residents of the N.W.T. who are members of organizations to promote the N.W.T. as a convention location
-Small Group Meetings	. relatively small market . more internal N.W.T. business	. government agencies . large corporations
-Touring Businessmen And Salesmen	. a given market , potential lies in ability to encourage them to stay in the N.W.T. longer and /or return for a holiday	. easily targeted because already in the N.W.T. . promote through hotels/motels and airlines
-Combined Business And Pleasure	. offers great potential for N.W.T. particularly if special packages are designed for them	. companies sending slot of people on business to the N.W.T. . and while in the N.W.T

potential travel markets which could be attracted to the **N.W.T.**
Where applicable, the geographical locations which are likely to
generate a lot of travel for the particular activity are identified.
Comments regarding the market size are also made.

It can be concluded from this investigation, that the
N.W.T. has tremendous potential to capture new and different markets.
As stated earlier, with little effort the number of pleasure visitors
could be doubled in three years. Through encouraging the business
traveller to combine his trip with a pleasure trip; expanding the
season and promoting winter travel; concentrating efforts on special
interest markets, the number of travelers could be increased to
60,000 - 80,000 within 5 years and 100,000 - 150,000 in 10 years.
If this travel was spread throughout the year and around the **N.W.T.**
this **amount** of travel could be easily absorbed.

FIGURES



AREAS OF INTEREST
IDENTIFIED BY PARKS CANADA
FOR POSSIBLE NATIONAL PARKS

A. Ellesmere Island *

- natural features: mountains, fiords, **icefields**, glaciers
long harsh winters, brief cool summers
"Grant Land Mountains"
"Lake Hazen"
"Mount Barbeau", **highest** mountain of Eastern North
America (2,600 m)
"ice-shelves", - sea ice freezing to shoreline
low precipitation - polar desert
- wildlife: precariously balanced area for animal life Lake
Hazen provides a natural habitat Arctic Hare.
- historical value: "The Musk Ox Way" - a route believed to have been
used by Inuit 4,000 years ago (during warmer age)
crossing **Ellesmere** Island on their way to Greenland
following the Musk Ox.
Explorer Sir **John Franklin** 1845, 1854, 1871, and 1875.

B. Axel Heiberg Island

- natural features: mountains, fiords, **icefields**, glaciers long
harsh winters, brief cool **summers**
Mokka Fiord - uplands
Mokka Fiord supports a vigorous animal community.
- an area within the same region as **Ellesmere** Island
sharing similar features.

C. Banks Island *

- natural features: Sea cliffs
Thomson **River** Basin - lowland - provides wildlife
habitat (Musk Ox)
Thomson River Valley - lowlands - watery meadows,
ox-bow lakes, tundra ponds. - west - upland - a limestone
outcropping 100 meters high overlooking Mercy Bay.
Fossils reveal natural history.
Cretaceous Upland, Devonian Plateau

NELSON HEAD: sea cliff - polar bear denning site.

-wildlife: plentiful, important muskoxen area.

-historical value: remains of ancient **Inuit** culture suggest
approximately 3,000 years inhabited

Explorer James McClure

1920 became a game reserve

Settlement in Sachs **Harbour** - hunting occurs
predominantly in Southwest of Island

D. Pingos of Tuktoyaktuk *

-a Pingo is a cone-shaped hill that consists of a massive core of ice
covered by a thin layer of soil.

-occur mostly in depressions that were formerly lake basins

-extremely fragile land forms. - Sensitive to sun melting ice column.

-**Ibyuk Hill**, **Split Hill** are two individual unique pingoes.

-Natural features: pingos, tundra

-Wildlife: dryland of the **Pingos** provide denning sites for Arctic Fox.

E. Bathurst Inlet * (Arctic Coast)

Natural Features: Steep sea cliffs

Moderate **climat**

Submerged River System

Glacial deposits, marine fossil beds

"Wilber Force Fall" - highest fall north of the
Arctic Circle.

-delicate wildlife habitat

-flourishing vegetation in southern part

-historical value: Traditional **Inuit** habitat due to abundance of soapstone,
copper and caribou

-150 inhabitants now remain, committed to traditional way of life
regardless of radical changes happening around them.

NATURAL AREAS OF CANADIAN SIGNIFICANCE *

F. Wager Bay: (Hudson Bay)

- a deceptively narrow mouth that widens quickly creating powerful tidal pressures at the mouth and head of the Bay that cause "Reversing Falls", and patches of turbulent waters, that remain ice-free.
- evidence of prehistoric stone remains dating back 4,000 years depicts the existence of **Inuit** culture.
- Wildlife as an important resource attracts hunters, otherwise **uninhabited** - an important wildlife habitat.
- Natural Features: a Fault Basin *¹
 - Rocky Uplands
 - Deep Basin - cascading falls
 - "Polynia" - ice-free narrows
 - "Reversing Falls"
- archeological significance : stone fish traps found on rivers, **Inuit** graves, caches, **inukshuks**
- Utkusiksalik:** "Where soapstone is found"
- Historical Value: explored by Christopher Meddleton, 1841

FOOTNOTES

* areas which have been identified for preservation **in** a natural state, and are representative of a major natural environment of Canada. These areas also best portray the outstanding scenery or distinct features of a given region. Canada is divided into 48 regions, of which 15 are in the Yukon or Northwest Territories.

*¹ Fault basin formed as a result of massive upheavals in the earth's crust.

PARKS, SITES OF SIGNIFICANCE AND SANCTUARIES

Refer to Figure 1

NATURAL AREAS OF CANADIAN SIGNIFICANCE ■

Certified:

1. Horton/Anderson Rivers
2. **Creswell** Bay
3. Bylot Island/Eclipse Sound
4. **Western Borden Peninsula**
5. Foxe Lowlands
6. **Fosheim** Peninsula

Candidates:

7. Thelon River
8. Northern Southampton Island
9. **Akimiski** Island
10. Twin Islands
11. Western Melville Island
12. Lancaster Sound

NATURAL SITES OF CANADIAN SIGNIFICANCE ▲

Certified:

1. Prince Leopold Island
2. Great Plain of the Koukdjuak

Candidates:

3. Anderson River Fossils
4. **Digges** Islands, Cape **Wolstenholme**
5. **Belcher** Islands
6. Smoking Hills
7. Rocky **Hills**
8. Rat River Canyon

I.B.P. SITES: ◆

REGION 1 - WESTERN HIGH ARCTIC

- Site 1- 1 Northern **Ellef Ringnes** Island
- Site 1- 2 **Bracebridge-Goodsir** Inlets, Bathurst Island
- Site 1- 3 **Stanwell-Fletcher** Lake, Somerset Island
- Site 1- 4 **Ibbett** Bay to McCormick Inlet, Melville Island
- Site 1- 5 Prince Leopold Island and Adjacent Cape Clarence
- Site 1- 6 **Bellot** Strait, **Boothia** Peninsula
- Site 1- 7 Seymour Island
- Site** 1- 8 Cunningham Inlet, Somerset Island
- Site** 1- 9 **Bailey Point**, Melville Island
- Site** 1-10 Washington **Point**, **Baillie-Hamilton** Island

REGION 2 - EASTERN HIGH ARCTIC

- Site 2- 1 **Tanquary** Fiord, **Ellesmere** Island
- Site 2- 2 Sherwood Head-Surprise Fiord, Axel **Heiberg** Island
- Site 2- 3 Lake Hazen, **Ellesmere** Island
- Site 2- 4 **Fosheim** Peninsula, **Ellesmere** Island
- Site 2- 5 Cape Sparbo, Devon Island
- Site 2- 6 **Ayles** Fiord, **Ellesmere** Island
- Site 2- 7 Phillips Inlet, **Ellesmere** Island
- Site 2- 8 Expedition Fiord, Axel **Heiberg** Island
- Site 2- 9 Van Hauen Pass, **Ellesmere** Island
- Site 2-10 North Kent Island and Calf Island
- Site 2-11 Cape Vera, Devon Island, and St. Helena Island
- Site 2-12 **Coburg** Island
- Site 2-13 Chain of Three Lakes, Axel **Heiberg** Island
- Site 2-14 Lancaster Sound **Marine** Area, Devon Island
- Site 2-15 Cape Liddon, Devon Island
- Site 2-16 **Hobhouse** Inlet, Devon Island
- Site 2-17 **Skruis** Point, Devon Island

I.B.P. SITES (Continued):

REGION 3 - WESTERN LOW ARCTIC ISLANDS

- Site 3- 1 **Shoran** Lake, Banks Island
- Site 3- 2 **Masik** River, Banks Island
- Site 3- 3 **Minto** Inlet, Victoria Island
- Site 3- 4 Prince Albert Sound, Victoria Island
- Site 3- 5 Egg River-Big River, Banks Island
- Site 3- 6 Islands of Dolphin and Union Strait

REGION 4 - NORTH SLOPE AND MACKENZIE DISTRICT

- Site 4- 1 Canoe Lake, Richardson Mountains
- Site 4- 2 Anderson River
- Site 4- 3 Garry and **Pelly** Islands
- Site 4- 4 Toker Point
- Site 4- 5 Bathurst Inlet
- Site 4- 6 **Thelon** River
- Site 4- 7 Herschel Island
- Site 4- 8 Perry River Sanctuary
- Site 4- 9 Caribou Hills, Mackenzie River Delta
- Site 4-10 **Firth** River
- Site 4-11 Cape Parry and Associated Islands

REGION 5 - KEEWATIN DISTRICT

- Site 5- 1 **Tibielik** River, Keewatin District
- Site 5- 2 **Kaminuriak** Lake, Keewatin District
- Site 5- 3 McConnell River, Keewatin District
- Site 5- 4 **Ennadai** Lake, Keewatin District
- Site 5- 5 **Baralzon** Lake, Keewatin District
- Site 5- 6 **Meliadine** Esker, Keewatin District

I.B.P. SITES (Continued)

REGION 6 - ISLANDS IN JAMES, HUDSON, AND UNGAVA BAYS

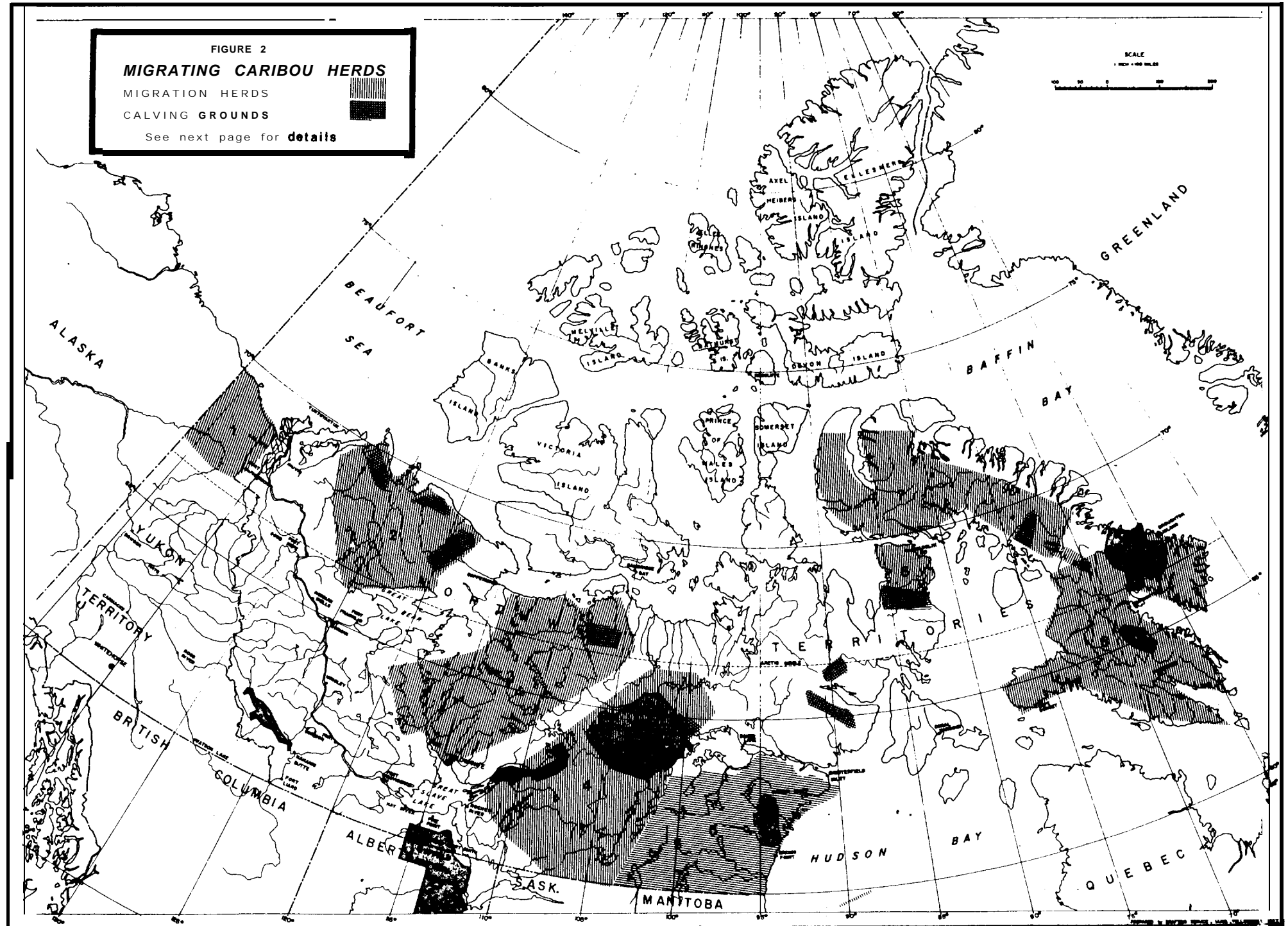
- Site 6- 1 **Belcher** Islands, Hudson Bay
- Site 6- 2 Twin Islands, James Bay
- Site 6- 3 Coats Island, Hudson Bay
- Site 6- 4 Duke of York Bay, Southampton Island
- Site 6- 5 Boas **River, Southampton** island
- Site 6- 6 Akpatok Island, Ungava Bay
- Site 6- 7 **Digges** Sound Region, Hudson **Strait**
- Site 6- 8 Button Islands, Hudson **Strait**
- Site 6- 9 **Manitounuk Islands,** Hudson Bay
- Site 6-10 Long island, Hudson Bay

REGION 7 - **BAFFIN** ISLAND REGION

- Site 7- 1 Ogac Lake, **Baffin** Island
- Site 7- 2 Clyde Foreland, **Baffin** Island
- Site 7- 3 **Padle-Kingnait** Fiord, **Baffin** Island
- Site 7- 4 Great Plain of the Koukdjuak, **Baffin** Island
- Site 7- 5 Bylot Island
- Site 7- 6 Cape Searle, **Baffin** Island
- Site 7- 7 **Baillarge** Bay, **Baffin** Island
- Site 7- 8 Scott Inlet, **Baffin** Island
- Site 7- 9 Reid Bay, **Baffin** Island
- Site 7-10 **Hantzsch** Island, Resolution Island Group
- Site 7-11 Buchan Gulf, Baffin Island

I.B. P. (Continued)

- A. Pilot Lake, Fort Smith
- B. Porter Lake
- c. Fort Reliance, East Arm GSL
- D. **Pethei Peninsula**, East Arm GSL
- E. **Beniah** Lake
- F. **Walmsley, Artillery** Lake, East Arm GSL
- G. Little Buffalo River, Fort Smith
- H. Buffalo Lake, Fort Smith
- I. **Sulphur** Bay, GSL
- J. **Preble** Island, Fort Resolution
- K. Kan, Grace Lakes, **Yellowknife**
- L. **Mirage** Islands, Yellowknife
- M. Baker Creek, Yellowknife
- N. Rae, Rae-Edzo
- o. Willow Lake, Fort Simpson
- P. **Kakisa** River, Hay River
- Q. Fort Liard
- R. **Ebbutt Hills, Camsell** Bend
- s. Fort Norman
- T. Plains of Abraham, **Caracajou** River



MIGRATING CARIBOU HERDS

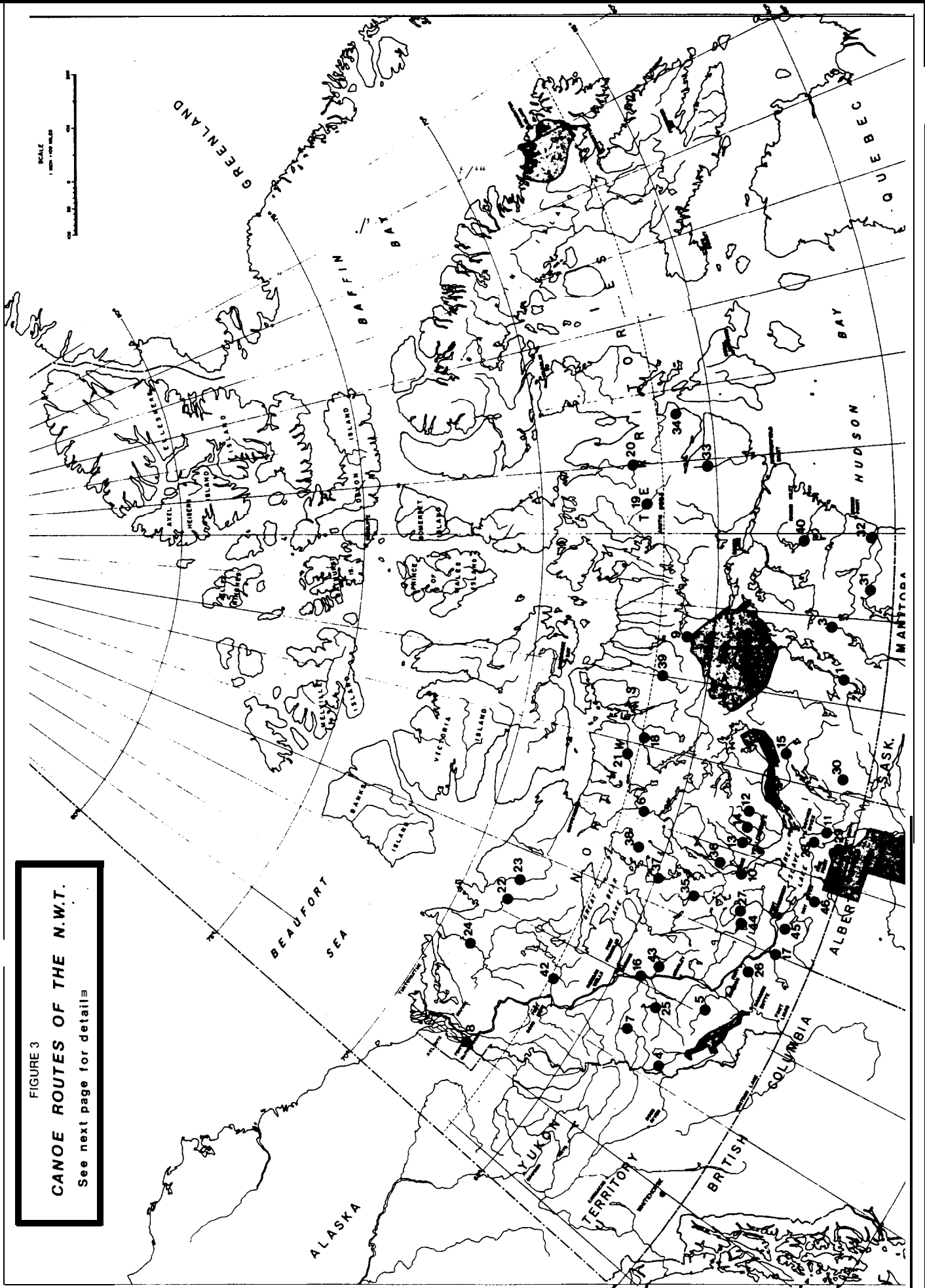
1. Porcupine Herd
2. **Bluenose** Herd
3. Bathurst Herd
4. Beverly Herd
5. **Kaminuriak** Herd
6. Melville Peninsula
7. North **Baffin** Herd
8. South Baffin Herd

* "Neither the woodland caribou nor the Perry caribou form into migrating herds since both travel only short distances to calving grounds or wintering grounds. " Therefore not shown on map.

FIGURE 3

CANOE ROUTES OF THE N.W.T.

See next page for details



CANOE ROUTES

River/Region	River Classification			Season	
	Junior	Intermediate	Senior	Spring Only	Summer
1. Dubawnt, Keewatin			x		x
2. Thelon/Hanbury, Keewatin			x		x
3. Kazan, Keewatin			x		x
4. South Nahanni, Fort Smith			x		x
5. North Nahanni, Fort Smith		x			x
6. Coppermine, Arctic Coast			x		x
7. Keele, Fort Smith			x		x
8. Peel, Fort Smith			x		x
9. Back, Keewatin			x		x
10. Mosquito Creek, Fort Smith		x	x	x	
11. Talston, Fort Smith		x			x
12. Beaulieu, Fort Smith			x	x	
13. Yellowknife, Fort Smith	x	x			x
14. Cameron, Fort Smith	x	x			x
15. Snowdrift, Fort Smith			x		x
16. Mackenzie, Fort Smith/Inuvik	x	x			x
17. Trout River			x	x	
18. Burnside Arctic Coast			x		x
19. Hayes, Arctic Coast			x		x
20. Kellet, Arctic Coast					
21. Hood, Arctic Coast			x		x
22. Horton, Arctic Coast			x		x
23. Hornaday, Arctic Coast			x		x
24. Anderson, Arctic Coast					x
25. Redstone, Fort Smith					
26. Liard, Fort Smith			x		x
27. Horn, Fort Smith					
28. Slave, Fort Smith	x	x			x
29. Little Buffalo, Fort Smith	x	x			x
30. Thea, Fort Smith					

CANOE ROUTES

River/Region	River Classification			Season	
	Junior	Intermediate	Senior	Spring Only	Summer
31. Thlewi aza, Keewatin					
32. Thaanne, Keewatin					
33. Lorillard , Keewatin			x		
34. Snowbank, Keewatin			x		
35. Riviere Grandin, Fort Smith					
36. Snare River, Fort Smith					
37. Camsell River, Fort Smith					
38. Calder River, Arctic Coast					
39. Ellice , Arctic Coast					
40. Fergusson , Keewatin		x	x		x
41. Petitot River, Fort Smith					
42. Hare Indian,					
43. Backwater, Fort Smith					
44. Willowlake , Fort Smith					
45. Kakisa, Fort Smith		x	x		x
46. Upper Hay River, Fort Smith		x			x

FIGURE 4
WATER FOWL MIGRATION ROUTES
(Concentration in Corridors)

GEESE	301,000	509,000	████████
GEESE	151,000	300,000	=====
GEESE	26,000	75,000	—————
GEESE	5,000	25,000	▬▬▬▬▬
DUCK	3,010,000	5,250,000	▨▨▨▨▨
DUCK	751,000	1,500,000	▨▨▨▨
DUCK	50,000	225,000	▬▬▬▬

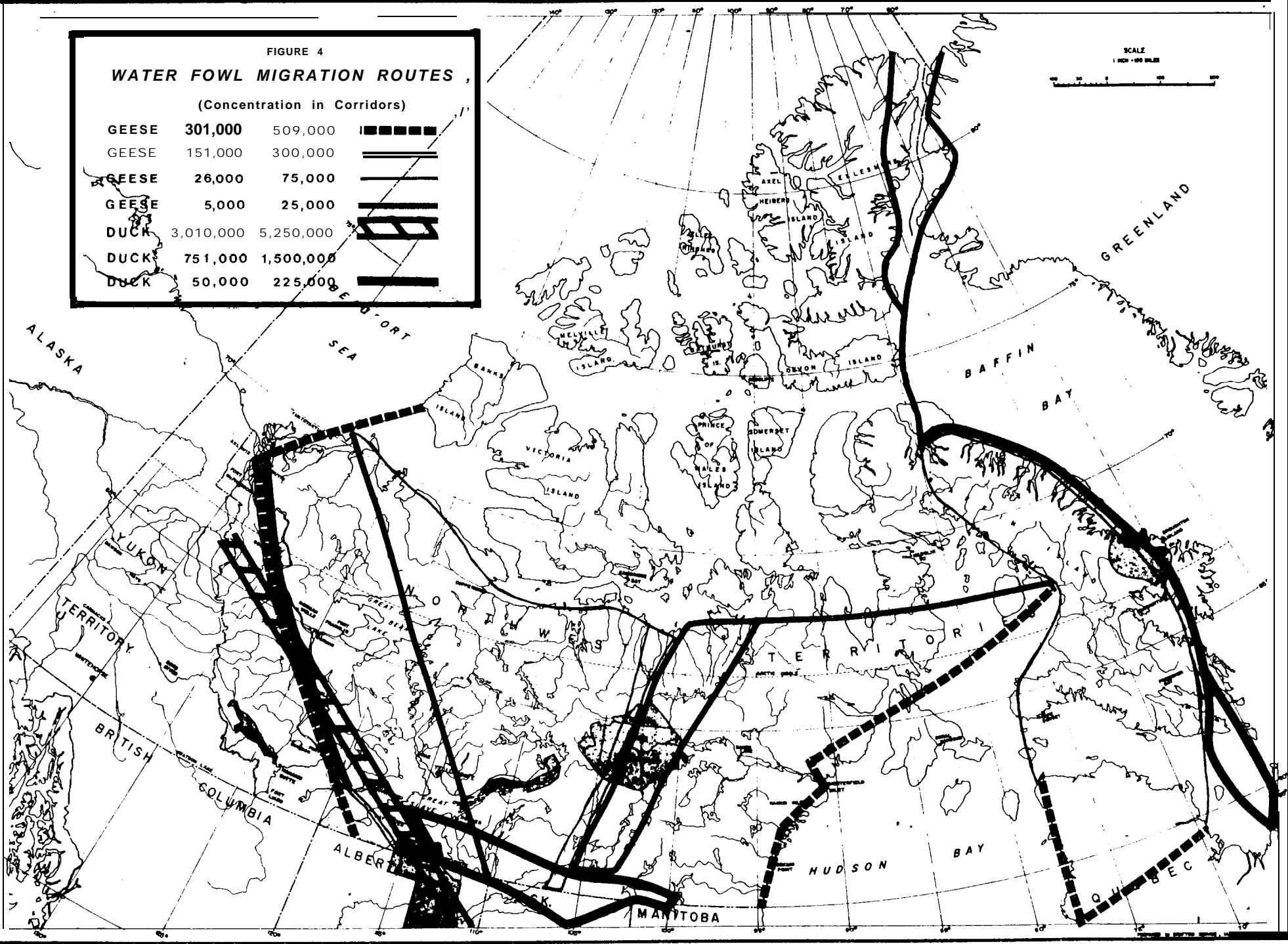
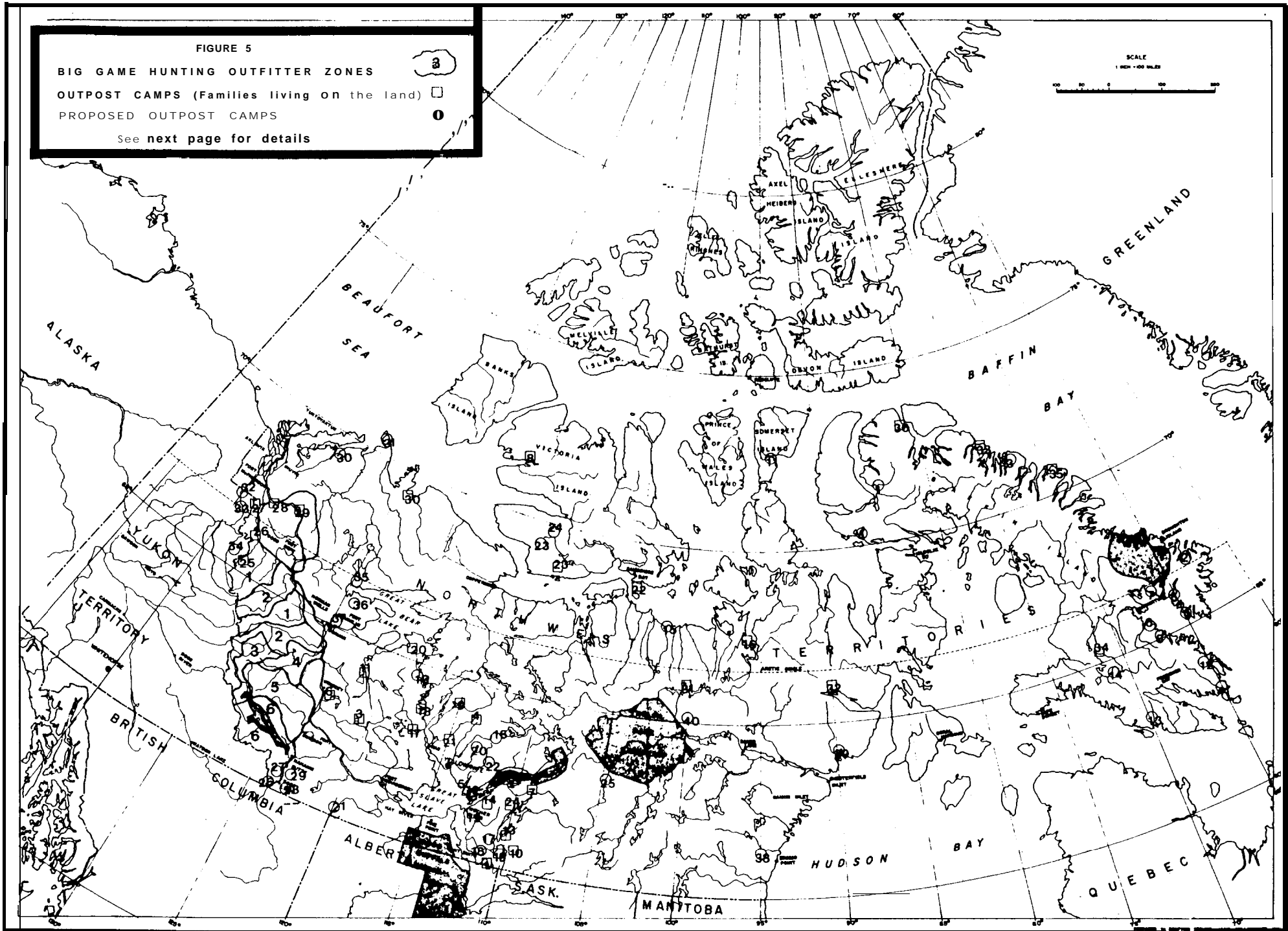


FIGURE 5
BIG GAME HUNTING OUTFITTER ZONES
 OUTPOST CAMPS (Families living on the land) □
 PROPOSED OUTPOST CAMPS ○
 See next page for details



OUTFITTERS

1. Mike Woloshyn
2. K. Malewski
3. North-West Expeditions
4. South Nahanni River Ltd.
5. Baffin Kamutauyait
6. Great Slave Lake Cruises
7. Canoe Arctic (outfits on numerous rivers in N.W.T.)
8. Mackenzie Delta Outfitting
9. N.W.T. Wilderness Cruises
10. Baffin Travel & Charter Service
11. Aqvik Limited
12. Blackfeather Wilderness and Adventurers Limited
13. M & M Company
14. Eve Comrie
15. Oliver Newman
16. East Three Outfitting
17. Snowcraft Cruises
18. Midnight Arctic tours
19. Arctic Waterways
20. Peter Kanayuk
21. Ross Peyton
22. Northwestern Flying Services
23. Padlei Outfitters
24. Headless Valley Outfitters
25. Snowshoe Inn
26. El Camino Motel
31. Rocky Island Cafe
32. Bear Rock Lodge
33. Beaulieu's Motel
34. Ootakevik Motel
35. Kingnait Inn
36. Baker Lake Lodge
37. Seeneetakvik Hotel
38. HRY Holdings
39. Iglu Ltd.
40. Norwel Inn
41. Titus Alloofoo
42. Mi terk Enterprises
43. Admiralty Inlet Expeditions

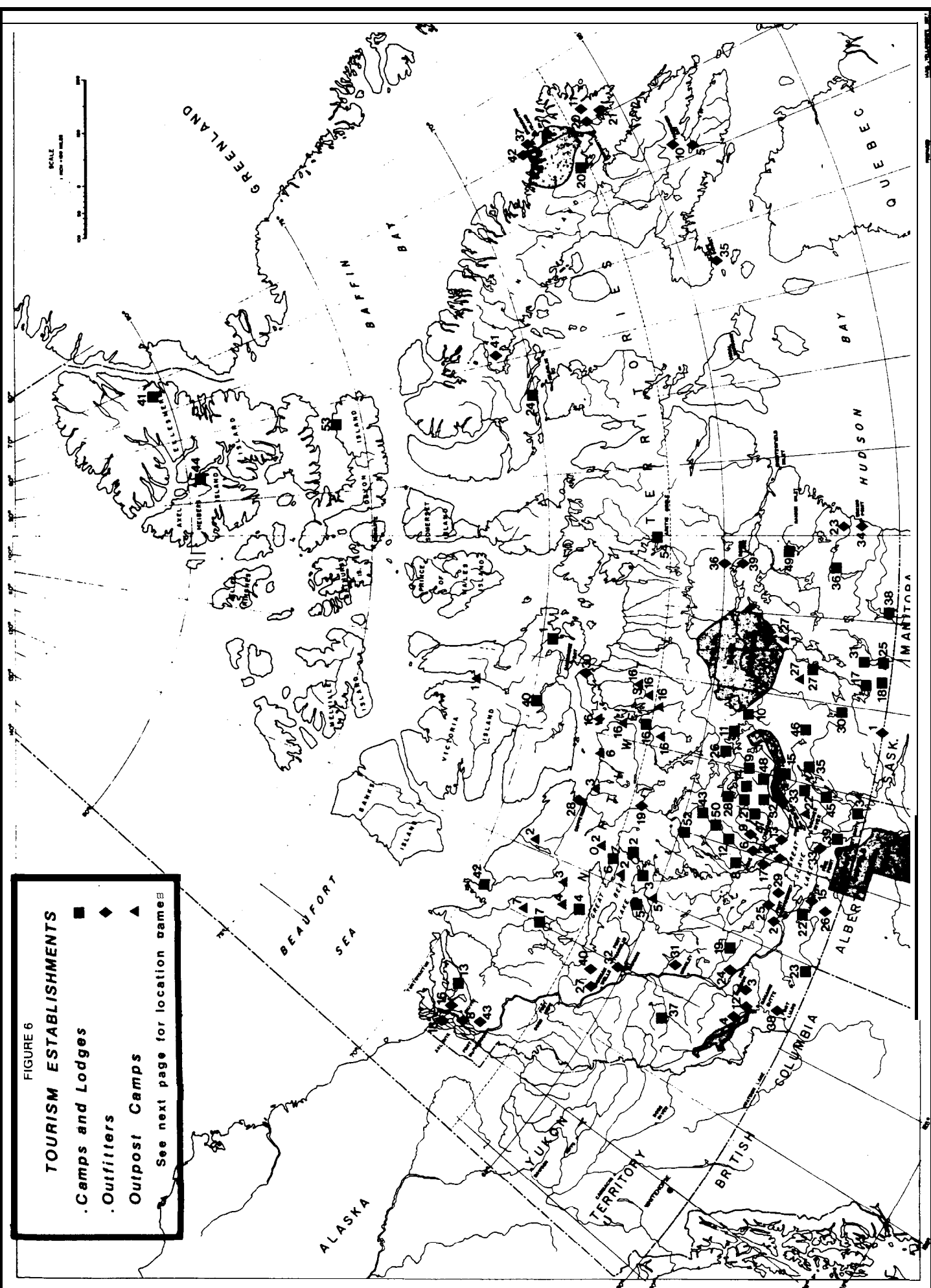


FIGURE 6

TOURISM ESTABLISHMENTS

- Camps and Lodges
- ◆ Outfitters
- ▲ Outpost Camps

See next page for location names

LODGES AND CAMPS

1. Arctic Outpost Camps
2. Arctic Circle Lodge
3. **Branson's** Lodge
4. Great Bear Trophy Lodge
5. Great Bear Lodge & Explorers Club
6. Great Bear Lake Lodge
7. **Colville** Lake Lodge
8. **Stagg** Lake Lodge
9. Great Slave Lake Lodge
10. Trophy Lodge
11. Arctic Star Lodge
12. Prelude Lake Lodge
13. **Sitidgi** Lake Lodge
14. Namushka Lodge
15. Frontier Fishing Lodge
16. Bathurst Inlet Lodge
17. Snowbird Lake Lodge
18. Obre Lake Lodge
19. Willow Lake Lodge
20. Clearwater Fiord Tent Camp
21. Hearne Lake Lodge
22. Brabant Lodge
23. Trout Lake Indian Lodge
24. **Koluktoo** Bay Sports Fishing Camp
25. Kasba Lake Lodge
26. Indian Mountain Lodge
27. Mosquito Lake Lodge
28. **Dogface** Lake Fishing Lodge
30. **Smalltree** Camp
31. Snowbird Lake Lodge
32. Tiaga Sports Fishing
33. Rutledge Lake Lodge East
34. Pilot Lake Camp
35. Nonacho Lake Camp
36. **Henik** Lake Lodge and
Dubawnt Trophy Trout Outpost
37. Drum Lake Lodge
38. Bennett's Central **Nueltin** Tent Camp
39. Hanging Ice Fishing & Outpost Camp
40. High Arctic Sports Fishing Camps Ltd.
41. Lake Hazen Camp
42. Hornaday River Fish Camp
43. Katimavik Lodges Ltd.
44. Bradley Lodge Eureka
45. Lady Grey Lake Outfitters
46. Lynx Camp
47. **Buckham** Lake Tent Camp
48. Watta Lake Lodge
49. **Ferguson** Lake Lodge
50. Wilderness Retreat
51. **Cano1** Naturalist Lodge
52. Nine Lakes Camp
53. **Grise** Fiord Lodge
54. Camp Chantry

OUTPOST CAMPS

1. Arctic Outpost Camps
2. Arctic Circle Lodge (2)
3. Branson's Lodge (2)
4. Great Bear Trophy Lodge
5. Great Bear Lodge
7. **Colville** Lake Lodge
16. Bathurst Inlet Lodge (4)
27. Mosquito Lake Lodge
40. High Arctic Sports Fishing Camps

FIGURE 7

COMMUNITIES WITH ACCOMMODATION FACILITIES

COMMUNITIES WITH HOTEL/MOTEL

●

Number of Facilities - Capacity e.g. 2-48

COMMUNITIES WITH TRANSIENT CENTRES/HOSTELS

■

SCALE
1:100,000 (1:500,000)

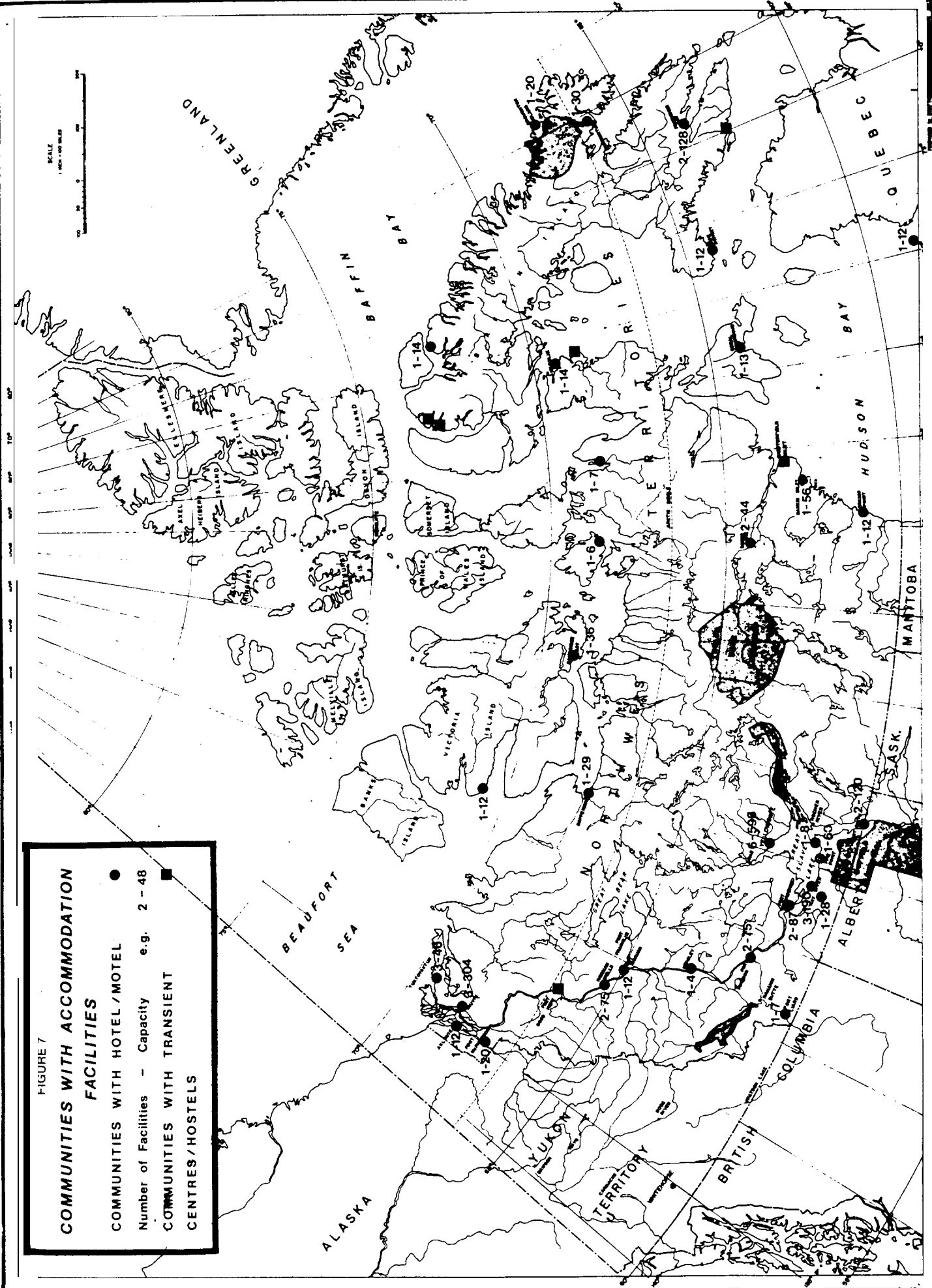
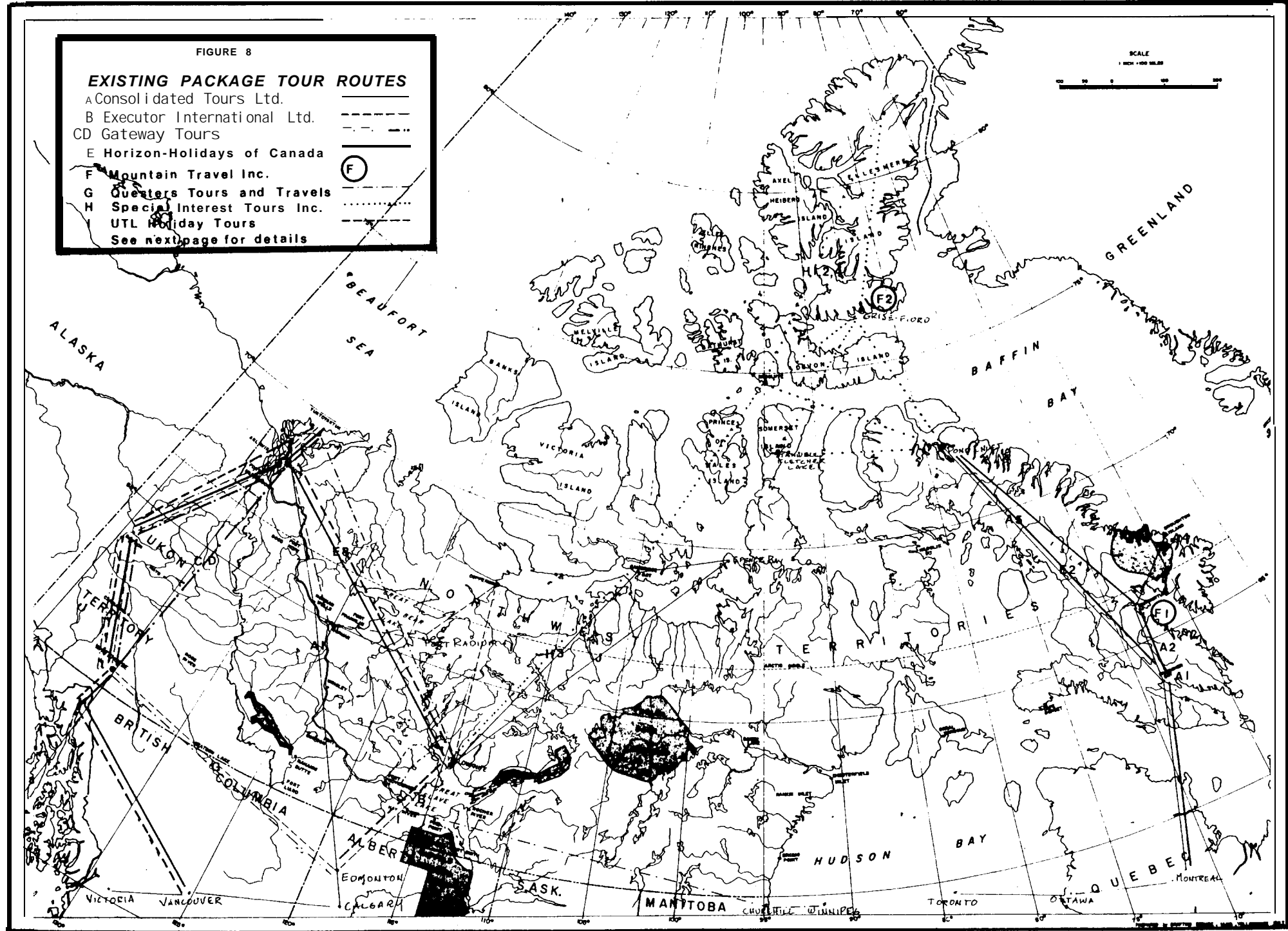


FIGURE 8

EXISTING PACKAGE TOUR ROUTES

- A Consolidated Tours Ltd.
 - B Executor International Ltd.
 - CD Gateway Tours
 - E Horizon-Holidays of Canada
 - F Mountain Travel Inc. F
 - G Quarters Tours and Travels
 - H Special Interest Tours Inc.
 - UTL Holiday Tours
- See next page for details



PACKAGE TOURS

A. Consolidated Tours Limited

- A-1 Arctic Circle: Victoria/Vancouver/Edmonton/Calgary to **Inuvik**
: Toronto/Montreal/Ottawa to **Frobisher Bay**
- A-2 Wilderness Experience: Montreal to **Pangnirtung**
- A-3 High Arctic Adventure: Montreal to Frobisher Bay to Pond Inlet
- A-4 **Baffin** Island Adventure: Montreal - **Frobisher Bay** - **Pangnirtung** -
Broughton Island

B. Executour International Limited

Canada North: Edmonton - **Yellowknife** - **Coppermine** -
Echo Bay - Fort Norman - **Inuvik** - Tuktoyaktuk -
Dawson City - Whitehorse - Edmonton

C. Gateway Tours:

- Whitehorse - **Inuvik** - Tuktoyaktuk - **Dawson City** - Whitehorse

E. Horizon Holidays of Canada

- E-1 Western Arctic Adventure: Montreal/Toronto/Edmonton/Vancouver - **Yellowknife**
- **Inuvik** - Tuktoyaktuk - **Dawson City** - Whitehorse -
- **Skagway** - Vancouver
- E-2 Eastern Arctic Safari: (Montreal) - Koluktoo Bay - Pond Inlet - **Pangnirtung** -
Frobisher Bay - Montreal

F. Mountain Travel Inc.

- F-1 **Midnight Sun/Baffin** Island
Pangnirtung - Hiking
- F-2 **High Arctic: Ellesmere** Island - Cross Country Skiing

G. Questers Tours and Travels

- G-1 Northwest Canada: Edmonton-Whitehorse, Dawson City - **Inuvik** - Tuktoyaktuk -
Yellowknife - Fort Providence - Hay River - Fort Smith -

H-1 Discover the worlds of the High Arctic: Resolute Bay - Lake Hazen - Grise Fiord - Pond Inlet - Koluktoo Bay - Resolute Bay

H-2 North Pole: Resolute Bay - Lake Hazen - Grise Fiord - Resolute Bay

H-3 Arctic Golf: Yellowknife - Ellesmere Island - Cornwallis Island - Grise Fiord - Resolute Bay

H-4 Arctic Char Fishing: Resolute Bay - Lake Hazen - Koluktoo Bay - Creswell Bay - Grise Fiord - Resolute Bay

I. UTL Holiday Tours - North of 60

Edmonton, Yellowknife - Inuvik - Tuktoyaktuk - Dawson City - Whitehorse - Skagway - Vancouver

J-1 Adventure's Trail: From Yellowknife - Cambridge Bay - Spence Bay - Yellowknife.

FIGURE 9
COPE LAND CLAIMS

