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Study For The Northwest Territories - 1990-
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COLLEGE OF FAMILY AND CONSUMER STUDIES
School of Hotel and Food Administration

19 June **1990**

Ms. Judy Bader
Chairperson, Steering Committee
Tourism/Hospitality Education and Training Study
Department of Education
Government of the Northwest Territories
Yellowknife, **N.W.T.**

Dear Ms. Bader:

We are pleased to submit the final report **of** the Tourism/Hospitality Education and Training Study.

This document and the recommended Action Plan represents to a large extent the opinions of the tourism industry in various regions of the Territories. Every attempt was made to learn what the various operators, government and education officials and local community leaders thought was necessary to foster development of the industry's most important resource - people. Consequently, we anticipate that the Action Plan will be implementable and **will** benefit the **short-** to **medium-term** strengthening of the industry.

We would like to thank the countless people who participated in the survey, interviews and committees. They made this study possible. If we can be of any assistance in **elaborating** on the findings or clarifying the recommended courses of action, do not hesitate to call.
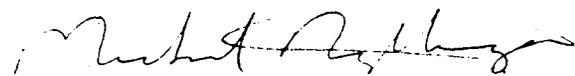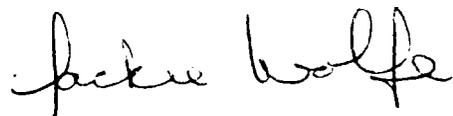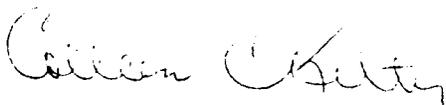
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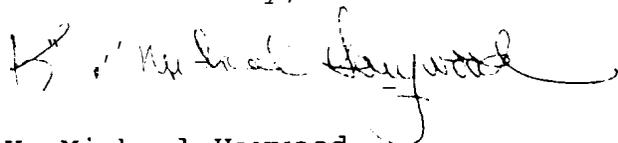
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EXECUTIVE SUMMARY

The Northwest Territories has a vested interest in tourism and in ensuring that PEOPLE ARE TOURISM'S PROMISE AND ITS PROSPERITY. The Action Plan is based on the belief that: '

> All stakeholders in tourism must form an action-oriented partnership to address and resolve the educational and training issues.

> Need assessments for tourism education and training must be industry-driven but based on a decentralized community-based apPreach in which major education and training decisions are made at the regional level.

> A "Training for Results" model provides the most effective framework for all education and training decisions.

> Emphasis must be placed on intentional learning rather than an incidental or ad hoc approach to learning.

> Education and training must enhance "profit-ability" ' a visitor-driven reality. This is accomplished through improved provision of services-, honest hospitality, and a love of the North that is communicated to visitors.

'The Needs Assessment, on which the Action Plan for this study is based, uncovered the following information and issues:

> Number of non-resident pleasure trips will increase at an average annual rate of 5.o% during 1990-1995, not the forecasted rate of 8.2%. Tourism revenues, in current dollars, are expected to increase at an average rate of 8.0% per year.

> - It is estimated that approximately 4,700 people are currently working in the tourism/hospitality industry in some capacity either on a full- or part-time basis. By the end of 1995 it is expected that 5,300, or an additional 600, people will be working in the industry - an increase of approximately 2.5% per year.

> Based on an annual turnover rate of 25%, it is estimated that a further 7,5oo people will have to be attracted to work in individual tourism enterprises over the 1990-1995 period.

Occupational vacancies ranked in order of seriousness are personal service (e.g., waitstaff), guides, skilled foodservice personnel, unskilled kitchen help, and administrative personnel.

Turnover rate is highest for personal service personnel, followed by guides, unskilled kitchen help, unskilled maintenance personnel and skilled foodservice personnel.

The most important skills as determined by occupational category are for managers/supervisors, followed by administrators, skilled foodservice personnel, personal services personnel and guides.

The most important skill, by skill type, is for **"workingwith** others,** " followed by "job specific or technical skills," "problem solving,** " and **"personal** presentation".

Industry and government argue strongly for a more intense focus on building a workforce of Northerners who are **well-** educated and trained for the job. Government policy at all levels is in agreement, and funding policies for training are changing to accomplish this objective.

Industry representatives criticize industry training as being ill-conceived and poorly planned in terms of content and appropriateness for Northerners. Training must be more oriented to need, Native audiences, and **learningstyles.**

On-the-job training is of crucial importance but managers and supervisors are inadequately prepared as trainers.

Guide training is in need of an overhaul. Many guides lack effective interactive skills. However, there is increasing recognition that specialization in specific types of guiding will be increasingly desired.

Training for tourism at the community level has been neglected. Not only does the Northernmost Host course need to be overhauled, but there are people meeting, greeting and dealing with visitors who lack the necessary knowledge and skills.

Prevailing perceptions of and attitudes toward the tourism/hospitality industry among students reflect disinterest and a certain disdain for working in the industry. The industry has a major problem in recruiting people for jobs.

Self-reflective industry members admit that some of their colleagues need to improve their people-management skills and to examine the quality of the working environment.

Industry, through the **N.W.T.** Training **Group,** has begun to tackle many of these problems and is demonstrating leadership and assuming responsibility to improve education and training throughout the industry.

The recommended courses of action are based on the belief that the industry must take the lead and assume responsibility for making education and training the major priority for developing tourism within the **N.W.T.**

A strong **esprit de corps,** and cooperative spirit must energize all the partners -- **T.I.A.,** Arctic College, Economic Development and Tourism, Renewable Resources, Education, CEIC and each of the Regional Tourism Associations and cooperating communities. Training for results is a collaborative affair.

A vision and a clear statement of values must be clearly communicated about tourism/hospitality education and training to everyone in the industry, to students and to the community at large.

Emphasis must be put on identifying and agreeing on "certifiable excellence" and then establishing ways in which people in the various occupational categories can work toward achieving it.

The industry must carefully scrutinize the certification process and development of certification standards for occupational categories, and determine whether it should "buy into" the process.

Tourism awareness programs for communities should continue but be improved to encourage a more collaborative community-based approach to tourism and tourism development.

Tourism Career Awareness programs are vital if misperceptions are to be changed and opportunities identified. These programs must reflect the needs of students and teachers and help learners gain a better appreciation for the industry.

Training needs for occupations can be divided into administrative, professional-technical and interpersonal. Each requires a different approach to teaching.

An industry task force must examine the prospects for developing career-oriented tourism/hospitality programs and courses as soon as possible.

Employee development programs for managers/supervisors are required if they are to remain fully competent to manage in an industry that requires multicultural interaction and demands increasing technological sophistication.

- Arctic College, in conjunction with the Tourism/Hospitality Education and Training Coordinating Group, should explore the idea of establishing a Tourism/Hospitality Learning Resource Centre.

  Co-op and apprenticeship programs should be introduced at both the college and high school levels.

  Immediate action should be taken to develop highly effective **"customer** service**"** and **"train-the-trainer"** courses. These are generic courses for which there is big demand.

- The "Training for Results" approach **requires** immediate investigation into the best ways of determining how people are performing on the job, and what is required to help them become "certifiably excellent."

  Priorities for training must be determined at the regional and community levels. In this way the Training Coordinating Group can draw up an annual plan that will be meshed with an identification and allocation of financial and training resources.

- Fundamentally, planning for training and the implementation of the results of that plan must occur at the regional and community level whenever possible.

  A concerted effort must be put into identifying trainers and all resources required to meet the education and training needs of the industry from 1990-1995.

INTRODUCTION TO STUDY

INTRODUCTION

Tourism has become an essential industry in the Northwest Territories and its success is inextricably tied to education and training. The quality of the tourism workforce is a major factor in the ability of the industry to develop, survive and prosper.

In the early 1980's, a formal tourism policy was prepared. Referred to as "Community Based Tourism", the document emphasized developing an industry which would be substantially owned and operated by Northerners, reflect community aspirations , and one which would be well distributed across the Northwest Territories.

Under the "Community Based Tourism" approach, government funding was directed at improving the number and quality of accommodation services in our communities. Travel industry associations began to receive annual core and program funding, and regional tourism strategies were prepared. These set out the development guidelines for virtually every part of the Northwest Territories. Subsequently, a broader range of travel opportunities were introduced to the marketplace and the first comprehend ive marketing strategy was drafted and implemented. . . .

Today, most communities are prepared to welcome the tourist, and have the basic infrastructure to do so. Actions are now required to assist Northerners to better realize the economic expectations from the tourism industry through well-paying, rewarding employment.

Tourism: The Northern Lure
Ministry of Economic Development and Tourism
Government of the Northwest Territories, 1990

In the spring of 1989, a steering committee was struck in order to launch a project designed to evaluate the current status of education and training needs within the tourism/hospitality industry, and to draw up an Action Plan for the next five years, 1990-1995. This document reports the outcome of this project which commenced in October, 1989.

The steering committee, which consisted of representatives from the Tourism Industry Association and various government departments (Economic Development and Tourism, Advanced Education, Arctic College, Industry, Science and Technology Canada, and Employment and Immigration Canada) set out terms of reference for a study leading "to the development of a comprehensive, coordinated approach to tourism training and education which will meet the needs of the industry". The study was to be conducted in two phases:

1) Needs assessment:

   To examine the education and training needs of the Northwest Territories Travel and Tourism Industry for the period 1990 to 1995, and solicit private sector input and feedback on the education and training needs of employers and the Territorial industry as a whole.

2) Implementation:

   To prepare an Action Plan which will meet the education and training needs of the industry and which reflects solid support from industry members.

In addition to the tasks set out in the original proposal submission, this study also focuses on:

- linking the study to the recent **G.N.W.T.** report "Economy in Transition: An Agenda for Action" and the **Community-Based Approach**;

  identifying all the key issues which will impact on tourism, **G.N.W.T** and businesses, and hence requirements for a training strategy;

  ensuring that the personal needs of participants, learning or working styles, content needs, contextual needs and/or organizational requirements are all considered;

- discussing more thoroughly particular strengths and weaknesses associated with education and training in the N.W.T., and particularly for the tourism industry;

- specifying the opportunities and threats facing tourism in the N.W.T., particularly in relation to the need for education and training;

  determining the possibilities for improved alliances between business and education;

  clarifying in greater detail, the skills employers want;

  noting the implications of managing a diverse work force for education and training:

  recognizing and building on the fundamental concepts which represent the basis for effective learning purpose, relationships, process, the nature of knowledge, and empowerment;

  suggesting the design of various educational and training programs in such a way that clarity is developed, support is built, and action is stimulated; and

  making recommendations on (a) how to best facilitate learning events and (b) how to ensure industry, business and other stakeholder acceptance of innovative, educational and training programs.

As a result of the foregoing requirements, the Action Plan for tourism/hospitality education and training contained in this report

is strategic as it attempts to link education and training needs with the cultural context within which these needs are found. It accomplishes this objective by identifying the most appropriate delivery organizations and mechanisms and funding arrangements that speak to the needs of tourism businesses, individuals and communities.

It is worth emphasizing that both the needs assessment and the Action Plan are based extensively on information provided by individuals and companies that comprise the hospitality/tourism industry in the N.W.T. During the needs assessment phase a detailed questionnaire was mailed out to every member of the Tourism Industry Association of the Northwest Territories. The questionnaire was complemented by in-depth interviews with tourism industry operators, government departmental personnel, educators and trainers, and community and organization leaders. The results of this survey were discussed in detail at the 1990 Annual Meeting of the Tourism Industry Association in **Yellowknife** and in workshops in Yellowknife, **Iqaluit** and Rankin Inlet. The information and opinions gathered at these workshops form the basis of the Action Plan.

Tourism, for the purposes of this study, is defined as a diverse set of activities that people pursue while away from home for longer than one day. So people traveling for business, personal or pleasure related reasons, who stay overnight in a place that is

not their home, represent the tourist or visitor market. The industry is comprised of all those businesses or organizations that serve these visitors. Typical businesses are listed in Table 11 of this report. Because this study is **also based** around the needs of the hospitality industry, all kinds of hotels and foodservice establishments, commercial and institutional, are included.

PHASE I

ACTION PLAN 1990

INTRODUCTION

The Action Plan attempts to provide two distinct types of information. First, it discusses what needs to be done to encourage and enhance tourism training in the N.W-T. Second, it provides an implementation plan that suggests how those activities can be accomplished. The action plan embraces a number of principles in its construction.

Principle 1

In a general way the plan attempts to deal with the most pressing challenges facing the tourism industry in training, from both an education and a development perspective. Before moving on to other goals it is important to identify and distinguish between these activities. Training focuses on equipping recipients with the competence needed to do their present jobs (or the jobs they were hired to perform). Education prepares a person for a future -- but known -- position. Development focuses on helping the person change as the organization or industry changes. For each activity, the process of human resource development, as defined for this report, consists of three elements:

    Organized learning experiences provided by employers;

  - Within a specified period of time; and

    To bring about the possibility of performance improvement
    and/or personal growth.

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Principle 2

The plan is concerned with organized learning rather than the trial and error method. Organized learning experiences provided by employers suggest that the concern is for intentional learning rather than incidental learning. In other words, the learner is engaging in an experience with the express purpose of learning. While intentional learning can be both formal (classroom) and informal (on-the-job), the activities should be carefully constructed and meet specified learning goals.

Whatever the length of training programs, it should be clearly specified so there is no confusion as to when it starts or finishes. This allows organizers and participants to plan when and where learning will take place, as well as plan the evaluation of training.

Principle 3

The material contained in this plan is devoted to increasing performance and the personal growth of those employed in the tourism industry. Performance improvement is the ideal outcome but it is not a distinct possibility if it is not carefully planned. Human resource development programs offer the possibility of performance improvement but the actual performance improvement can be implemented only by the learner with the support from supervisors and peers. It is possible to increase the possibility through careful design and through activities designed to provide

for the maintenance of behaviour. The possibility can also be enhanced through support systems involving specific actions that can be planned before training and during training, job linkage and follow-up. Unfortunately, there is not' a similar mode for education.

Performance improvement can be interpreted as to **how** people do their jobs individually or in relation to others after the training, education or development activity. Performance is affected by many factors, but here concern is with the skills, attitudes and knowledge of the employee -- to the extent they are addressed in a learning activity or program.

It may not be possible to separate personal growth from performance improvement. In any case, many operators expressed commitment to some responsibility for the personal growth of people working in their organizations. Learning, when it is provided in a formal educational setting or to prepare people for anticipated changes in organizations, is likely to engender personal growth.

Principle 4

Human resource development within the context of this study refers for the most part to the provision of learning experiences by employers for their employees. The term 'employee' encompasses everyone who works for an organization, including owners, managers and supervisors. However, in this study, reference is also made

to resource development for non-employees -- students, visitors and citizens of communities within the **N.W.T.**

Given the extensiveness of the reach of human resource development, there are three basic objectives to these activities:

- to provide learning to improve an organization's internal operations;

- to provide learning to reach organizational goals, which includes visitor satisfaction: and

- to provide learning externally to other organizations, groups or the community.

The scope of the human resource development activities for this study is broad since recommended actions are for the tourism/hospitality industry which encompasses numerous types of businesses spread throughout the N.W.T., including academic , institutions and certain government departments.

As a caveat or warning, however, it is worth emphasizing that some people encountered during the study thought of training as a **cure-all** or panacea.

> Training is a knowledge-based technology for improving the human resource. And as with any technology, to use it well you have to know what it can and can't do. Training won't cover up the poor equipment, outmoded methods. . poor compensation or the abusive management practices. . ..Training can make the introduction of new methods, procedures and technologies faster, easier, and better realized. And training can make new people into fully functional productive members of the workforce faster and cheaper than any other known method. (Ron **Zemke,** 1986, Training is great stuff but . . ..Training 1986 Conference Supplement, p. 18)

Training is also expensive. It is important to ensure that the choices made result in a good return on investment. choices or judgments are made in large measure by having a clear view of the issues and a solid understanding of the options.

In addition to the principles noted above, the plan also attempts to address, either explicitly or implicitly, the issues and questions raised in the needs assessment found in Phase 2 of this report.

Finally, it should be mentioned that the research team engaged in this study used an action research approach to the project and, as a result, many of the points, recommendations and suggestions contained herein are already taking root in the industry. There are many interested people involved in tourism who understand the need for quality training and who are undertaking many initiatives based on the discussions carried out as part of the data collection process of this study.

ORGANIZATION OF THE PLAN

The Action Plan which follows, is diagramed in Figure 1 and hopefully provides a clear view enhancing understanding of the strategic approach adopted for this section of the report.

Figure 1

Overview of the Plan Components

SITUATION

STRATEGY

STRUCTURE
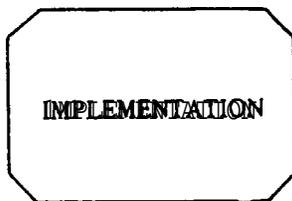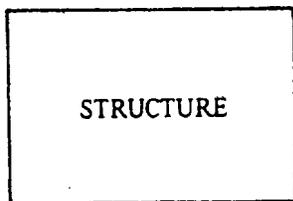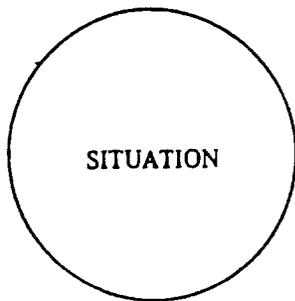
IMPLEMENTATION

The Action Plan is comprised of four sections: a situation analysis, the strategic approach, the structural framework and the implementation strategy. The situation analysis is intended to accomplish a number of purposes: to **distil** the needs assessment into key issues impacting on education and training and to provide a slightly more candid assessment of these issues. It needs to be emphasized, however, that to truly understand the complexity of the issues surrounding tourism/hospital ity education, the needs assessment must be read and understood. This will take time and patience. The strategic approach is designed to fit education and training with industry. Structure defines the roles, responsibilities and relationships of various stakeholder groups in implementing the Action Plan. Finally, the implementation plan identifies specific goals and actions that need to be achieved.

SITUATION ANALYSIS

A strategic Action Plan for tourism/hospitality education and training must be set in context. The needs analysis on which this Action Plan is based represents an attempt to build a contextual data base on which education and training decisions for the industry can be made. What follows is a synthesized overview of the Needs Assessment (Phase II) specific to the Action Plan.

The information is organized around six constituencies or stakeholder groups -- visitors, employees, tourism **organizations,** community organizations, employment organizations and education/training organizations -- and three factors affecting organizational and industry effectiveness: culture, politics and policy and economics (see Figure 2). Emphasis is placed on identifying the external, the competitive, and future realities, for the period 1990-1995. The intent is to help understand the challenges, to address misconceptions, to create receptivity for change and to get people to think creatively about solutions regarding education training and development.

Figure 2
ACTION   PLAN

SITUATION
(Summary of Needs Analysis) '

Tourism Organizations		Visitors
Economics	Assessment of Educational, Training and Development **Needs**	Individual Employees
Politics and Policy		Cultural Values and Norms
Employment Organizations	community Organizations	Education/ Training Organizations
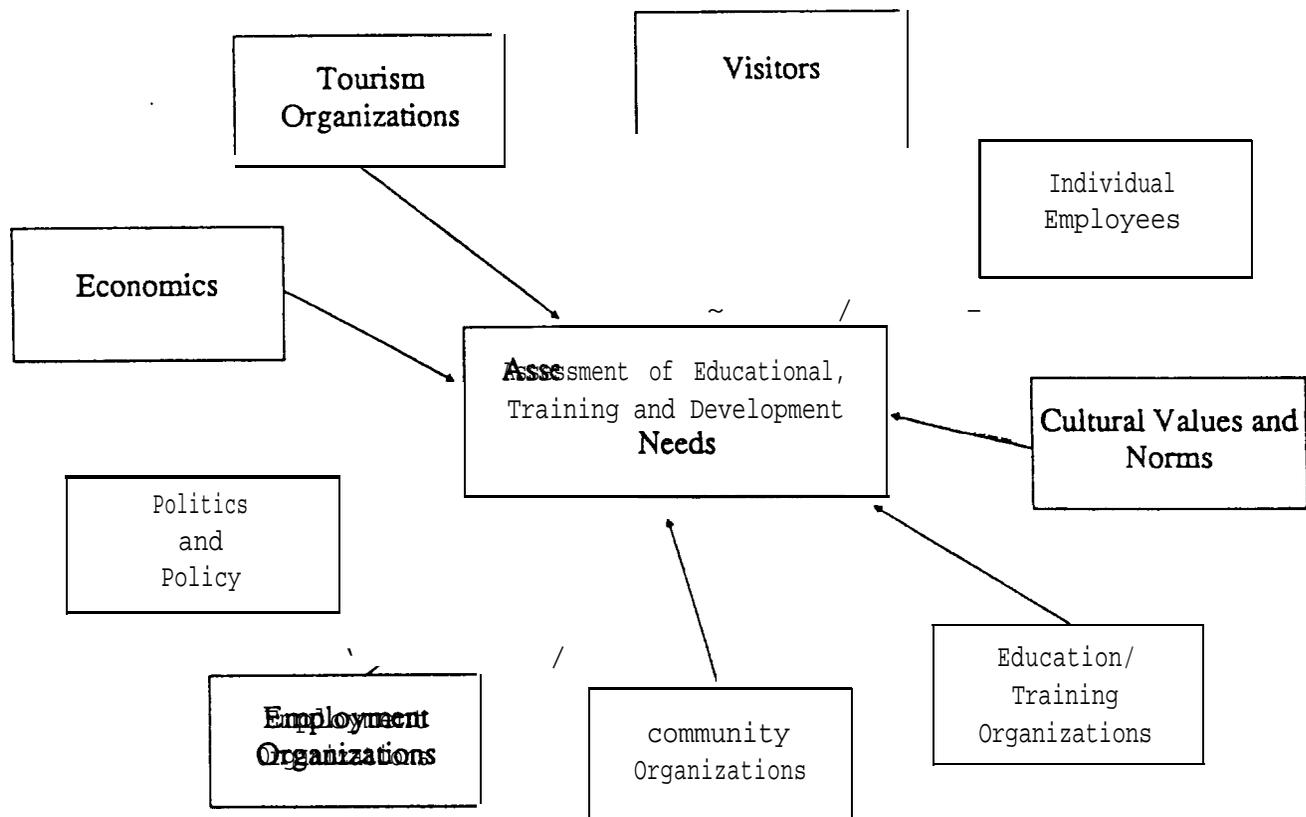
VISITORS

During the summer of 1989, 56,000 people visited the Northwest Territories resulting in 212,000 person-nights and expenditures of $53.7 million. The latest annual figures are for 1988 in which 213,000 person trips resulted in expenditures of $145.4 **million.** Over the next five years it would appear as if the economy **may** falter and growth in travel demand will slow down. While the **N.W.T.** 's tourism product and tourism experiences appear to be well positioned in the marketplace, competition for the same market segments is intensifying. As demand softens, marketers and planners will likely identify numerous areas for further development or improvement. Studies have and will continue to reveal hundreds of different activities that could be pursued; however, the core skill that many of those people interviewed said had to be developed and improved could be summed up in the phrase "profit-ability" . Literally it refers to the ability of people to contribute to the well-being of tourism businesses or organizations, whether they be private or publicly owned. "Profit-ability" is not as crass as it might "sound because the focus of effort is:

- to do more of, and better, what matters to visitors;

- to do less of or differently what is unimportant or negative in the tourism experience (or the buying and using of tourism products and services) ;

- to consistently excel where it makes the biggest difference; and

- to increase employee satisfaction by making employees eager to be part of the product.

"Profit-ability" is a visitor-driven reality. From a management point of view, it necessitates understanding why tourists visit; how they arrive at a decision to visit or participate in a particular activity; how they are changing; and how a vacation or visit to the **N.W.T.** meets or fails to meet their expectations.

The success of the tourism industry in the **N.W.T.** is determined by the perception of visitors. The **N.W.T.** wins or loses in the eyes of the visitor and the visitor's intention to return or recommend.

There are three major ways for the tourism industry to enhance "profit-ability, " and each is related to education and training.

- <u>Offer **superior** tourism **products** and services.</u> Service personnel must become competent in their jobs. A task of education and training is to focus on teaching people how to deliver service that is timely, thorough and courteous;

- <u>Reach out to your visitors</u>. Visitors appreciate when people engage them in conversation and take an interest in them. Hospitality can and needs to be taught.

- <u>Mobilize the tourism businesses for **optimum** marketplace advantaue</u>. What is unique and different about a tourism experience in the **N.W.T.** is the land, water, culture and people of the north. By teaching Northerners to appreciate and love the North, they in turn will share this love with visitors.

INDIVIDUAL EMPLOYEES

Throughout the interviews, workshops and other encounters with people throughout the N.W.T., there was a general lament about the workforce. Worry was expressed about problems relating to recruitment, selection, on-the-job motivation, and attitudes

towards both work and visitors. Continued growth of the industry in which 600 full-time and part-time new positions will be created between 1990-1995, plus a further 7,5oO people required based on annual turnover rates of 25%, will put a tremendous strain on tourism development, business growth and the educational system.

Tourism as an industry cannot operate without people. In fact, the industry has never been more people-driven. Tourism growth cannot happen without large **numbers of** people participating and working in unison. Operators of tourism businesses in the **N.W.T.** know that business performance is directly tied to human performance. It is not surprising, therefore, that throughout the needs assessment phase of this project, emphasis was placed on improving education and training. However, sound plans and imaginative strategies alone won't create success. They will produce only **anaemic** results unless an equally intense effort is made to forge workforce commitment and improve the performance of people on the job. Strong leadership will be required. Based on interviews with employers and a few employees, there appear to be three reasons why on-the-job performance falls short:

- People don't know what a manager expects or why **it** is expected. In other words, there appears to be a **lack** of management direction;

- People don't know how to do what a manager wants. In other words, they lack knowledge, skill and job aids; and

People **don't** believe the achievement is worth the price that must be paid in extra effort. There is a lack of motivation.

- Lack of understanding and tolerance for cultural differences exists.

In numerous discussions, particularly with educators and community leaders, it became evident that education and training must be planned with a sense of vision and scope -- a vision and scope that includes the viewpoints and realities of the people working in tourism organizations as well as those living in the communities. Just as it is important to talk to visitors about their expectations and experiences, it is also important to ask those on the receiving end of training and motivation efforts as to how they see their world. Understanding how others see their world is a very direct way to find out what stands in the way of the appropriate behaviors required to serve visitors. For example, planning for tourism/hospitality education and training must take into account the following:

- Employment in the industry may be seasonal or supplemental in that many people remain committed to a land- or water-based economy that is part of a heritage and a way-of-life that people do not want to give up;

- People may be inadequately prepared for many jobs as defined by employers because of a lack of formal education and the knowledge and skills that come with a more formal education. However, people may have many other skills that are suitable for work within the tourism/hospitality industry;

- There may be unfamiliarity with working in service-type jobs that require interaction with visitors;

- Competition for employment may come from other sectors of the economy that can provide higher paying jobs, though working conditions and other intangible work and personal-related benefits may not be as good;

Training that does take place may be ill-conceived: delivered
in the wrong place or at the wrong time; not matched to needs
or learning styles of the recipients.

TOURISM ORGANIZATIONS

As tourism organizations start a new decade and contemplate the
early economic forecasts, there is a mood best described as
cautious optimism. According to the survey of **T.I.A.** members, most
expected a slow to moderate industry growth. During the
interviews, however, discussions focused around interest rates, GST
and, of course, **labour** issues (which was the focus of both the
survey and **interviews!**). The pressing issues are finding
sufficient people willing to work in the industry. Job vacancies
are highest for security personnel and interpreters, followed by
managers/supervisors and administrative personnel. Turnover rates,
while low compared to the industry in the south, are most severe
among waitstaff, guides and unskilled kitchen and maintenance
staff.

The most pressing need for skills improvement is required by
managers/supervisors, followed by administrative personnel, skilled
foodservices personnel and waitstaff or other personal service
personnel. The type of skills most required are skills in working
with others, job specific technical skills and problem-solving
skills.

With regard to questions about satisfaction with employee training and the level of government commitment to training, the reaction is mixed, but most surprising is the high response rate (30%) indicating a lack of opinion, implying lack of strong involvement or interest in training issues. In fact, 60% indicate that they don't participate in the Canadian Job Strategy. Many business people expressed frustration with the difficulty in attracting people to work in the industry; the problems associated with retention; and the need for more educated and motivated people.

From a business perspective, investment in training activities is necessary but is unlikely to be undertaken unless certain pre-conditions are met:

- Training must be cost- and time-effective. By and large, the industry consists of small businesses that lack the economic resources to underwrite training costs. Financial support is necessary. Training activities must be timed to coincide with down-time or slack periods governed by both the visitor cycle and the cycle of **land- or** water-based activities pursued by the local people;

- Managers and **supervisors** need the skills to train others and to do their jobs more effectively. On-the-job training will continue to be the most useful way of continuously training employees. For specialized topics, experts should be available to offer courses;

- Alliances with government agencies to help fund and deliver training programs is required;

- Certification of employees in certain occupational categories is appropriate and should be pursued;

- Trainers must have familiarity with and experience in the subject area, the local or northern context, and be able to deliver courses that meet the needs of both the employers and recipients.

The need to continually attract people into the industry is a concern that revolves partially around community acceptance of tourism and knowledge of and interest in pursuing a job or career in the field either in an entrepreneurial capacity or in working for an existing business or organization. Industry representatives are aware that negative stereotypes about the industry exist but indicated that every industry has its problems. Throughout the Needs Assessment process, resolution to these problems was stressed. Suggestions for improvement could be categorized as having a strategic, a management, or an operational focus:

Strategic

Working more closely with each community and tourist region in enhancing the resources and attributes that characterize its uniqueness and attractiveness;

- Generating an **esprit de corps,** cooperative spirit and enthusiasm, among tourism enterprises, **communities, government** and academic organizations in resolving some of the pressing issues regarding tourism, tourism development and visitor reception;

Developing a career program for people interested in working in the industry.

Management

- Improving the service, culture and service ethic through the setting of example, nurturing ongoing training programs and a more collaborative approach to managing **people;**

- Examining personal styles of management and **getting more** involved in career development programs;

- Moving from an activity approach to training, to a performance-oriented approach.

<u>Operational</u>

- Providing the knowledge and skills that allow people to perform their jobs to the best of their ability;

- Showing, encouraging and expecting people to move from minimum acceptable levels of competence to certifiable excellence.

COMMUNITY ORGANIZATIONS

The **N.W.T.** formally accepts tourism as a community-based industry. There are numerous policies that are directed at improving the number and quality of tourism service within communities, and at assisting Northerners to better realize the economic expectations from the tourism industry, particularly through well-paying, rewarding employment. The way tourism/hospitality education and training is pursued, structured, delivered and managed has important implications for every community or tourism region. This mandate, combined with the need for small tourism business enterprises to cooperate on education and training endeavors, suggests the need to forge education and training partnerships at the regional and, if possible, the community level. The need for partnerships is based on:

- maximizing work opportunities for local citizens to overcome barriers represented by a lack of formal education or work skills;

- providing training opportunities to provide access to entry level jobs in the **labour** market and help reduce dependence on welfare;

- a need to ensure that people working in tourism enterprises can quickly become productive and effective employees;

- creating an environment in which local people can excel in their jobs and derive positive experiences at work and in dealing with visitors.

demonstrating awareness of the reluctance of people to live
for lengths of time away from family and community.

EMPLOYMENT ORGANIZATIONS

The CEIC is the major employment organization operating within the

N.W.T.. Through the Canadian Jobs Strategy it provides the funding

that to date underwrites most of the tourism/hospitality training

programs. Unfortunately, many tourism/hospitality business

operators either don't know about the Canadian Jobs Strategy, or

don't understand or accept its premise and purpose. The CEIC is

willing to become an active partner in tourism/hospitality

education and training endeavors, but its role and

responsibilities in training will continue to be undermined unless

the industry shows more commitment to the need and process of

educating and training personnel for various occupational

categories in the industry. Recently the federal government has

announced additional programs and initiatives as part of its Labour

Force Development Strategy that should provide, among other

objectives, a substantial increase in the private sector's role in

training workers and in ensuring that training is more responsive

to current **labour** market needs.

EDUCATION/TRAINING ORGANIZATIONS

Arctic College is the major institution **serving** the needs of the

tourism/hospitality industry. For years it has delivered a few

relevant courses and programs at its six campuses throughout the

N.W.T. and other locations. It remains committed to serving the industry. While its strategic plan gives priority to adult basic education and academic upgrading, career programs are important. Like the **CEIC,** Arctic College feels that the tourism industry to date has not really supported its offerings. For whatever reasons, businesses have not encouraged their personnel to take or attend courses that in many cases have been designed and delivered, especially with the tourism/hospitality industry in mind. Part of the problem is that students have not revealed sufficient interest in the programs to make them viable. As previously suggested, misgivings about a career in the industry are a result of a poor image as well as possible misperceptions about the industry and the opportunities it provides.

Governed to a large extent by educational policy set by the **G.N.W.T.** and funding arrangements that come from all levels of government, Arctic College has certain restrictions in terms of the courses and programs it offers. However, along with agencies such as the CEIC it has expressed strong interest in working in a partnership with the tourism industry.

Opportunities abound in terms of courses, programs and **delivery** mechanisms:

- **co-op** or apprenticeship programs;
  external tourism visit and work experiences programs;

   linkages with colleges and universities in the provinces that offer well-established and renowned tourism/hospitality programs and courses;

   delivery of certification programs for certain occupational job categories;

   utilization of non-traditional and technologically-assisted instructional approaches;

   short courses offered in conjunction with other educational institutions or organizations;

   coverage of tourism/hospitality material in business, administration, management and other programs;

   development of teaching materials and case studies **dealing** with industry issues and problems;

   upgrading and continuous refinement of the successful guide training program.

CULTURAL VALUES AND NORMS

The community approach to tourism philosophy is an attempt not only to gain local control of the industry but to emphasize those things that make life and the operation of tourism enterprises in the North truly unique and different. In other words, it **helps place** a stamp of authenticity on tourism in the **N.W.T.** Some people might argue that this approach contradicts a visitor-centred approach, but this need not be the case. The idea is to work and operate within the confines of Northern culture, protecting and nurturing it, while providing and delivering personal service that meets the expectations of visitors -- expectations that hopefully are based on honest and accurate marketing efforts.

Education and training plays a vital role in ensuring cultural integrity because tourism without adequate checks and balances can commercialize culture and the arts, contribute to misunderstanding, generate stereotypes of hosts and guests, and create conflicts in Northern society. Educational and training endeavors, therefore, should

> work to build up the self-worth of Northerners;
>
> instill a **knowledge** and admiration of their culture and heritage;

- teach people how to manage visitors so that visitors can learn about the North while fulfilling their expectations regarding a Northern holiday or experience that also meets their standards of service;

  encourage Northerners to develop tourism products and services that do not compromise their culture;

- focus on building knowledge in skills and occupations that reflect Northern heritage; and

- generate interest in helping visitors learn more about the **N.W.T.** and its peoples.

POLITICS AND POLICY

The Government of the Northwest Territories has advocated a strong Northern approach to tourism development and education. Throughout the Needs Assessment, reference is made to numerous documents that provide vision and direction. Tourism/hospitality education and training can take its lead from Education's "Preparing People for Employment in the **1990's"** and Economic Development and Tourism's series of strategic documents contained in "Building on Strengths: A Community Based Approach." Emphasis and support of human

resource development is quite explicit. There is an expectation that education and training activities will be based upon cooperation among a variety of government departments and private enterprise with primary emphasis on the benefits going to Northerners.

To ensure that these policies are realizable and adhered to, tourism/hospitality enterprises should:

> become conversant with the various government strategy and policy documents mentioned in this report;
>
> support a **"Hire Northerners"** philosophy;
>
> encourage their personnel, through incentives **release** time and other support mechanisms, to pursue advanced education and other training initiatives; and
>
> support industry associations and a tourism training coordinating group that is given the responsibility to manage industry training initiatives.

ECONOMICS

The economy of the **N.W.T.** is shifting towards an economy based more on renewable resources, small business and tourism. This change is occurring at a time when there is also high unemployment, particularly among the young Native groups; **low levels** of **formal** education; greater dependence on a wage-based economy; a shortage of skilled, available **labour;** limited markets; high costs of doing business; changing technology; and aboriginal land claims. To build on strengths, the **G.N.W.T.** suggests greater focus be put on:

> - concentrating on the needs of individual communities and regions to develop their economic potential;

-building productivity and performance abilities of people;

- helping individual business develop markets, quality products and services;

- encouraging the formation and support of small, entrepreneurial businesses;

- improving access to and availability of funding.

Each of these suggestions has strong implications and provides a rationale for improving tourism/hospitality education and training. What is now required is a systematic approach to education and training for the industry; this is outlined in the following section.

STRATEGIC APPROACH

The crux of the Action Plan is contained within this section. As diagramed in Figure 3, the **strategic** aPProach 's comprised 'f eight inter-related components: expectations and situational constraints, performance requirements, training/education requirements, communication requirements, coordinated implementation, delivery systems and agents, results, and finally measurement and evaluation. Information on structural issues, organizational responsibility for development and implementation and other roles and relationships, is contained in the following section.

Figure 3

STRATEGY
(Fitting Education and **Training** to Industry)

STAKEHOLDER EXPECTATIONS
AND SITUATIONAL CONSTRUCTS

PREFORMANCE REQUIREMENTS
• Key Performances
(**What** people need to do better)
. **Competencies**
(Skills and knowledge people need to **have)**
• Standards
(Minimum acceptable **certifiable** excellence)

COMMUNICATION
REQUIREMENTS
.Awareness
.Interest
.Desire
.Action

TRAINING/
EDUCATION
REQUIREMENTS
.Knowledge
" skill
. **Application**
.Change

COORDINATED
IMPLEMENTATION
• Curricula
• Programs
• Courses

DELIVERY
SYSTEMS
AND
AGENTS

RESULTS

Measurement Evaluation   **Measurement** Evaluation

STAKEHOLDER EXPECTATIONS AND SITUATIONAL CONSTRAINTS

The proceeding situational analysis summarizes the Needs Assessment and identifies the various expectations that stakeholder groups have of tourism/hospitality education and training endeavors. The situational constraints similarly are identified under the headings of cultural values and norms, politics and policy, and economics. In summary, the community-based approach is endorsed, and there **is** strong commitment to forming a cooperative partnership in pursuing improvements to the current educational and training efforts. Government policy regarding education and development of the industry is synchronized with what the various stakeholders expect.

Though the need for education and training has been **clearly** identified and quantified, there is one issue that must be broached even though it is addressed in the next section. This issue deals with interpretative perspectives and is especially important if the various stakeholders are to be mobilized into a productive partnership. In other words, it is important that there be sufficient scale and dimension to the proposals for action. Most crusades for change accumulate their power and credibility on their ability to manage any weakness and futility at the very beginning of a project. It is vital, therefore, that everyone has confidence that the proposals or Action **Plan,** that is finally decided upon, be truly achievable; otherwise, people will hold back their commitments of mind and spirit. A report such as this can only provide a possible framework for action. The information on

which this study is based must be studied from a number of perspectives, so that the various participants or stakeholders involved in its implementation can see the full implications and can turn it into sustainable action. The interpretive skills and attitudes required include:

Envisioning the future for tourism/hospitality education and training so clearly that it can be described with fervour if necessary;

- Focusing on organizational interconnections among all stakeholders, so that all kinds and types of education and training can be seen as fitting together:

- Visualizing time -- the weeks, months and years ahead -- so that a rhythm of accomplishment can be developed;

- Concentrating on solutions, not activities; on results, not rhetoric; and

Guiding the thinking process smoothly from vision and scope to simple execution, funneling down to the best and most practical educational and training programs or courses.

Interest in tourism/hospitality education and training exists but the intensity of commitment to vision must **still** be achieved. Someone must take responsibility for communicating the intensity of the belief -- that education and training are the foundation of quality tourism in the N.W.T.. **Hence, there is a need for a communications requirement component in this Action Plan.**

Stakeholder expectations become more realizable as vision moves to scope. Scope represents the pieces and parts of the education and training activities, and how they fit together. The education and training programs and courses, the people who deliver them, the

recipients, the visitors, the funding agencies, and so on down the line must be seen as fitting together in context. In terms of the Action Plan, the scoping activity is referred to as Training/Education Requirements.

From the scoping activity it is necessary to proceed to simplification. In other words, **education and training activities must make sense to people who are responsible for breaking the education or training program into manageable segments and achievable components.**

Simplicity, therefore, allows people to keep the focus on solutions and results, not activities. In the Action Plan this is referred to as delivery systems and agents, the implementors who help achieve results, which can then be measured and evaluated.

PERFORMANCE REQUIREMENTS

There is a prevalent belief that tourism/hospitality education training will be a panacea to the human resource problems and overall performance of tourism enterprises operating in the N.W.T.. By simply offering more programs and courses, training becomes an activity. If training is defined as techniques that   on learning the skills, knowledge, and attitudes required to initially perform a job or task or to improve upon the performance of a current job or task"   L. and   G.D., Managing Human Resource Development: A Practical Guide, San Francisco:

Bass, 1986), then a results-orientation is required. Implementing results-oriented education and training is unique because it:

- uses a consultative approach demanding partnerships between the community, the businesses, the learners, the teachers or trainers, the funders and so on;

- increases management support for training efforts because management understands that training is directly linked to business needs;

- requires working with management to ensure that the work environment is ready to support the skills to be taught (if not some development activity may have to proceed training) ;

- provides a framework to measure the results of training efforts on the business or organization , whether those results are **behaviourial,** non-observable or operational; and

- informs managers and others about the roles they must play to get results from training, acknowledging that training alone will be insufficient to bring about results.

A model of Training for Results is depicted in Figure 4.

Figure 4

Training **for** Results

Training Program		Program Results		Business or Organizational Results
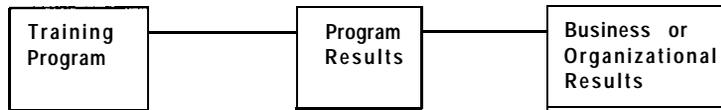
- increased   ski   ll - improved work performance

- increased knowledge - improved quality of service

- increased awareness - increased revenue

reduced cost to sales ratio

- improved visitor
  sat isfaction

Act ivity Training Characterized by:	Results Training Characterized by:
- no client	- partnership with cl ient
- no business need no assessment of business performance or of cause	- link to business need assessment of business performance and of cause
- no effort to prepare the work envi ronment to support training	- preparation of work envi ronment to support training
- no measurement of results	measurement of results

A business need drives a request for training.   For this reason,

training is viewed as a means to an end, rather than an end in itself.

In Training for Activity, the end result is often thought of in terms of increased skills or knowledge; in Training for Results, the business or organizational results that will occur, because of increased skills or knowledge, can be related to improvements in employee and visitor satisfaction, revenue, **profits,** or service quality.

To ensure that the business or organizational needs can be met (and that the skill and knowledge being delivered can be transferred to the job), some assessment of the front end of training delivery must occur. Requirements for specific skills and knowledge must be determined, as well as whether the work environment of the potential learners will support such skills and knowledge. The educators and trainers can deliver on the need to improve skills: the tourist/hospitality business manager must deliver on ensuring that the work environment will support new skills.

So, training for results is a collaborate affair.

The specific business and client needs are identified. As "Key Performances" in Figure 3 suggests, effectiveness of current performance and causes of gaps in performance must be identified. Discussions with both management and learners will reveal interesting opinions and often opposing perceptions of performance on the job. Instruments used to track behaviourial, non-observable and operational results will have to be designed or chosen. Only then can training programs or courses be designed. The programs **or courses need to be based on "key performances," "competencies" and "standards".** Training is conducted; and finally tracking of performance data is gathered and evaluated.

Training for results for many occupations in the tourism/hospitality field is in an advantageous situation because competency-based certification standards for a wide variety of tourism/hospitality occupational categories are available. These

are outlined in the Needs Assessment section.   As a caveat, however, operators, educators and trainers in the   should not adopt any of these certification standards without careful review and scrutiny.   It is suggested that special review consisting of members of the specific occupational category in question be constituted and asked to assess the certification standards in terms of their appropriateness for use in the   .

Emphasis must be put on QUES and agreeing on "certifiable excellence" and then establishing ways in which people in the occupational categories can work towards achieving it.

                training   is   the   responsibility   of   individual tourism/hospitality enterprises, it is management's responsibility for identifying   Performances or isolating what people should be doing better.   Diagnostic instruments are needed for each occupational category to assist both management and people working in the occupational category to determine performance gaps. Obviously specification of competencies and standards for the occupational   category   may   be   required   before   a   diagnostic instrument could be designed.   In others words, would specify the skills and knowledge people need to have; whereas   refer to the   of performance a "minimum acceptable level to what might be called "certifiable excellence ."

The key question, not answered here, is whether or not the **N.W.T.** should buy into the certification process for tourism/hospitality occupations. There are many advantages, some of which are mentioned in the Needs Assessment. The major disadvantage, though a better word may be shortcoming, is that the process may be "too much, too soon". An extensive consultation procedure needs to be carried out first to determine what the competencies should be, whether people in jobs are ready, and what needs to be done in order to put a training infrastructure in place. The industry and government should make a decision with regard to introducing a certification process within a year -- mid **1991.**

So far discussion has revolved around training issues. Performance Requirement models for education are quite different. If Arctic College wishes tourism/hospitality career programs that are designed to include **co-op,** apprenticeship or internship components, then aspects of the performance requirements could be usefully introduced. In fact, many community colleges are using the certification standards within their courses. By passing the certification exams students can obtain certificates indicating a degree of professional accomplishment.

EDUCATION/TRAINING REQUIREMENTS

The Needs Assessment identified a wide variety of education/training programs and courses for a diverse set of

audiences.   Not all of the following programs are normally classified as education and training but all were identified as a need, and all involve an exchange of information leading to a change in either performance behaviour, attitude, or simply knowledge or skill acquisition.

Tourism Awareness Programs for Communities (e.g., Northernmost Host) ;

Tourism/Hospitality Career Awareness Programs.   Aimed primarily at high school students;

Tourism/Hospitality Occupational Training Programs.   Meant for **people already** employed in the industry or for those desiring a particular job or **position** in the industry that require some training;

- Tourism/Hospitality Career Education Programs.   Intended for those people who wish to study for a career in the industry at a college or university;

Tourism/Hospitality Employee Development Programs.   Aimed at people who wish to enhance their qualifications and/or knowledge for an existing or a new job.

TOURISM AWARENESS PROGRAMS FOR COMMUNITIES

Tourism awareness programs for communities have been achieved primarily through Northernmost Host.   This course has been operating through the cooperative effort of the Tourism Industry Association of the **N.W.T.** and the Departments of Economic Development and Tourism and Education.   It is the general opinion of the industry that this program be continued but that its content be more closely tied to community needs.   In consideration of the Performance Requirement approach, the content, after a **pre-**assessment,   should be designed specifically to match specific

audience requirements. Frequency of presentations (in differing formats, using different delivery mechanisms, and at different levels of sophistication) will likely be necessary to get the message across without creating an impression that the industry is mounting a propaganda campaign.

The purpose of a tourism awareness program for communities should be to create a dialogue or a sharing of information, not to simply tell everyone how great tourism is for their community.
By creating an informed dialogue, and taking it to the people, the community will gradually begin to feel that tourism is their business and that they can be active participants in it regardless of whether or not their work involves interaction with visitors.

TOURISM/HOSPITALITY CAREER AWARENESS PROGRAMS

Tourism/Hospitality career awareness programs are recognized as one way of encouraging students to think positively about the industry and to consider the numerous employment and career opportunities that the industry offers. There is no doubt as to the importance of such an endeavour if the industry is to meet the increasing demands for labour. As indicated in the Needs Assessment, a program has been designed by the Tourism Association of the N.W.T. and it represents a good start. There are, however, improvements that could be made.

The program should be designed more around student and teacher interests and existing knowledge about the industry. Economic

profiles of the industry are not very stimulating and fail to accomplish the objective of generating interest. Effort in creating simulation games, activities, and case studies **would** be useful. In contrast to creating a freestanding teaching unit, more emphasis needs to be put on creating components for such courses as geography, social studies, economics, business, mathematics, and communications. Teachers should be provided with learning materials and other resources (e.g., N.W.T. advertising literature) . Class projects could be suggested. Again, the intent is to create participation, involvement and fun in learning. In this way the industry will shed some of its negative images and be viewed or perceived as an industry that offers challenges and variety while at the same time protecting culture and the Northern way of life.

It would also appear that some effort needs to be put into helping students and career counselors determine the appropriateness of tourism/hospitality careers for individuals. One tool that would be useful is the development of realizable career ladder profiles. This tool would identify typical educational and experience requirements for a variety of occupational categories. Information on these career ladders does exist but needs to be adapted to the N.W.T..

TOURISM/HOSPITALITY OCCUPATIONAL TRAINING PROGRAMS

Tourism/hospitality occupational training programs represent the major activity thrust of this Action Plan and have the highest priority need as a result of:

- shortage of **labour;**
- high turnover;
- improvement of quality;
- raising the **calibre** of personnel;
- Industry growth; and
- new employees

The Needs Assessment identified certain high priority occupational categories as well as different types of skills requiring attention. This information is summarized in the Situation Analysis. In this section, reference will be made to three different types of training, each with different goals, that the industry identified as having priority: administrative, professional-technical, and interpersonal. A fourth type, mechanical-technical, was not identified as a priority. Following this discussion, reference is made to relevant principles that should guide development of training programs.

ADMINISTRATIVE TRAINING

Administrative training focuses on the knowledge of procedures, policies and rules required to enhance the flow and coordination of work. In tourism/hospitality businesses, administrative work is frequently related to processing visitors so the one goal of administrative training should be focused on improving visitor satisfaction. The challenge of administrative training is to make

sure that learners see the relevance of the training and can transfer the information acquired to performance requirements of the job and expectations by visitors. Consequently, the dissemination of information **should** be **coupled** with lots of practice activities.

Administrative training can be accomplished with a manual, job aid or computer program and need not require a course per se. In any case, it is vital that supervisory staff and technical people, if any, are included in determining what is needed. Adequate attention should be given to providing checklists and manuals to make the learning more easily transferable on the job.

PROFESSIONAL-TECHNICAL TRAINING

Professional-technical training focuses on the specified knowledge and skills that practitioners need in order to execute their responsibilities. In the **N.W.T.** there is an overwhelming need for people who are competent:

    waitstaff; personal service staff
- managers
- supervisors
- cooks
- guides

This kind of training often has a built-in potential difficulty. The people designing or delivering the training either work in the occupation, know a lot about the occupation but little about training, or are trainers who know a lot about training but little

about the occupation.

Because it is important that learners enhance their abilities to make decisions and judgments as well as learn new knowledge and skills, training should include problems, solutions, and situations to be examined and resolved by participants. So, as caveats, the following suggestions are **made:**

- technical/occupation specialists should be involved in the needs analysis and examine the jobs in context to the content to be taught;

- technical expert trainers should not teach solely the complexities of the occupation, but focus on what the learners need to know to do their jobs in the present and immediate future more effectively;
- the needs analysis should identify the skills (analysis and judgement) as well as the knowledge (information) needed to do the job; and

- the content should be consistent with the professional standards of the field.

Special comments and recommendations made by the industry in regard to guide training need to be noted here. In the Needs Assessment the following suggestions were made: a need for core-funding; inclusion of more interpersonal skills training; training trainers who are native or are very familiar with native languages and land/water skills; level 3 outfitter courses; and refresher courses.

INTERPERSONAL SKILLS TRAINING

Interpersonal training is of vital importance to all tourism/hospitality occupations and focuses on the large array of

skills needed to get work done with, through, and for others. In the Needs Assessment "working with others" was given #1 priority as a needed skill. This type of training could include such skills , as communicating with visitors, handling and resolving complaints or problems, resolving conflict, counseling, leading meetings, how to discipline and **interviewing.**

Since interpersonal skills training involves interaction with others, individually and in groups, this training focuses not only on people-to-people skills, but on attitudes, feelings and emotions as well. The training, therefore, typically **involves** individual and group activities designed to promote insight, self-examination, personal change, and understanding.

It is necessary to be quite specific about the **type** of interpersonal training. Each requires different procedures for determining what is needed to carry out the training, and the mix of interpersonal techniques for delivering the training. Further suggestions include:

> involving both supervisors and potential learners in the needs analysis; and

> making sure the trainer doesn't **try** to teach the "right **way";** **learners** must learn to develop **their** own way. It is important that they feel most comfortable, particularly since cultural differences are likely to exist.

Based on information from interviews conducted throughout the N.W.T., training programs, if they are to be effective, should

consider the importance of the following training principles:

- Clearly define the target audience. It is vital to develop a clear focus on who training is supposed to reach; what their problems are; what they need from the training and from each other and other stakeholders;

- Always define the purposes for bringing people together, with particular emphasis on follow-up action;

- Keep the focus on results. Adults want results, answers and benefits;

- Encourage active participation. Learners must actively participate to show that they have learned and mastered new skills;

- Be sure that learners receive satisfaction from learning. When a person has a need for a certain bit of information and that need is met, a feeling of satisfaction is experienced and a continued involvement in learning occurs;

- Gear the training to learners' value systems. Learning is largely a matter of building on previously learned materials. The material to be learned should have certain novel aspects and yet not be so foreign to previous experience, custom and behaviour that it has little meaning to the learner;

- Provide trainees with assistance in setting goals. Trainers need to assist trainees in acquiring and practicing **goal-setting** skills. Performance is enhanced by working toward explicit, realistic goals;

- Relate teaching methods to the content and learning methods. As explained for each type of training, course content requires different methods of teaching. But learning new knowledge and skills necessitates practice and evaluation;

- Ensure that course demands are within trainee's ability; make course materials meaningful; and provide individualized instruction wherever feasible. People learn at different rates and may require special attention;

- Assemble groups imaginatively: by community or region; by commonality of challenge; by similarity of situation; by linking other important stakeholders and influences; by a diagonal slice of different perspectives and responsibilities; and

- Design training around important problems. People will invest time in training so long as it is perceived as immediately relevant and applicable.

TOURISM/HOSPITALITY CAREER EDUCATION PROGRAMS

Education revolves around career development. Unfortunately, research by Arctic College indicates little interest from prospective students in career-oriented programs focused in the tourism/hospitality industry. Even the industry has not shown the necessary enthusiasm and support. A Tourism/Hospitality Certificate Program has been proposed but has not been mounted. With the current shortage of people in key managerial/supervisory/technical areas, plus turnover rates in these positions, plus the increase in the number of new positions anticipated over the next five years, plus the necessity for employee development, a tourism\hospitality program at one or more of Arctic College campuses could be successful. But action needs to be taken now in order to develop and **support** a program, particularly if the key positions in the industry are to be filled by Northerners. It **is recommended, therefore, that an industry task force to examine the prospects of developing career-oriented tourism/hospitality programs and courses be struck as soon as possible.**

There are a variety of ways in which a college/industry relationship could be fostered and tourism/hospitality **career-** oriented education started:

- Existing programs at Arctic College could be encouraged to strengthen their course offerings and course content by including more tourism/hospitality topics, or skill development exercises that are service-oriented;

- Business, management and entrepreneurship programs could focus more on the prevailing problems, and issues facing tourism\hospitality businesses;

- The tourism/hospitality industry should provide support to these programs by encouraging **co-op** placements, on-site visits, school visits and lectures, industry-related student projects, work-study programs, scholarships, preparation of case studies and other learning materials, and equipment grants;

- Arctic College should consider entering into a partnership or alliance with a variety of community colleges, vocational institutes, and universities in the provinces. Student and faculty exchanges might be arranged. Instructors who teach particularly relevant courses might be invited to give them in specific locations throughout the **N.W.T.** ;

- Arctic College faculty and some industry leaders could be sponsored to attend Advanced Management courses held at community colleges, vocational institutes, and universities in the provinces; and

- A Centre for Tourism/Hospitality could be established at Arctic College. This centre could be a learning resource centre and provide extension services to various communities -- courses and **consultancy** -- and even initiate or coordinate tourism research activities throughout the **N.W.T.** (e.g., a study of indigenous culinary arts, recipes, preparation methods, food folklore).

While it may or may not be possible immediately to develop a **self-**sustaining tourism/hospitality program at Arctic College, there are numerous activities that can be started. The powerful mix of a visionary to "champion" a tourism/hospitality **program, plus some** successful events or courses, will start the momentum for eventually developing a **"centre** of excellence" for tourism/hospitality career education in the N.W.T..

TOURISM/HOSPITALITY EMPLOYEE DEVELOPMENT PROGRAMS

Tourism/hospitality employee development programs were identified somewhat indirectly in the Needs Assessment. Many of the owner/managers who filled out surveys noted a personal need to have their knowledge and skills updated. For example,

tourism/hospitality businesses are entering a new technological age which requires virtually all managers and supervisors to be computer literate.

Improved customer service often depends on automation, quicker processing of information, and access to computer networks and data banks.

Suggested activities for personal growth and self-renewal include:

> Encouraging managers/supervisors to take courses at colleges and universities:

> Establishing a Tourism/Hospitality Resource Centre that would allow people access to new information and **ideas;**

> Developing a faculty/executive exchange program;

> Inviting **managers/supervisors** to teach and share their knowledge and skills with others;

> Encouraging sabbaticals or leaves of absence during which time managers could visit similar types of businesses in other locations; and

> Participating in the development of industry certification courses.

As emphasized in the Needs Assessment, the tourism/hospitality industry is changing rapidly throughout the world. Industry leaders, existing and potential , must keep abreast of these changes

if the **N.W.T.** is to become a world-class tourism destination.

In summary, this examination of the education/training requirements represents the "scoping" activity referred to earlier. There are many diverse options. Most are realistically possible if the commitment is there. However, the industry must assume major responsibility for pushing these education and training requirements forward.

COMMUNICATION REQUIREMENTS

If the future of tourism\hospitality education and training in the

N.W.T. is to be a collaborative affair, **there will be a strong need for communication among the participants.**

Communication is necessitated by,

- various stakeholder groups, each with their own set of goals and objectives to achieve, who must be willing to collaborate and develop a cohesive and coordinated approach to education and training;

- communities who by their very nature may be **sceptical** of the benefits to be derived from tourism; and who may not easily understand their involvement in the industry, particularly if it is indirect;

   students and young people who may have misperceptions of the industry, and are reluctant recruits into jobs that they don't believe have a future;

- managers and supervisors who don't put a lot of faith in training and see it as an expense rather than an investment; and

- employees who have misgivings about the benefits of training if companies **don't** allow them to practice what they have learned or provide any tangible rewards.

Effective communications begins by building awareness, generating interest, creating a desire and then getting people to

Communication is most effective when the messages are put in a language that is understandable and when the communicators speak to the interests of the audience.

In terms of "selling" education and training, it is extremely important that the messages be brought to the right audiences. And every attempt must be made to personalize these messages.

must understand and see the benefits: and the benefits have to be believable.

In the education and training is a hard sell. What needs to be communicated, therefore, are such things as:

success stories in which training and education have benefitted individuals;

information realizable career ladders;

professionalization oftourism/hospitality occupations through certification (if adopted) ;

training and education that results in transferable skills and knowledge;

opportunities to achieve self-sufficiency through entrepreneurship; and, of course

information on the timing, duration and benefits of education/programs or courses.

Once involved in an education or training program, people have a continuing need to be reassured that the benefits promised will be derived. If expectations are not being met, it becomes important

to discover the reasons and to take corrective action. In essence, communicators need to know if what was promised is being delivered, and to continue to provide reassurance that benefits and decisions to invest time, money and effort will pay off.

COORDINATED IMPLEMENTATION

Coordinated implementation is defined as development of a curricula that results in the appropriate programs and courses being offered at the right time, and support mechanisms being present. **Of** course, a curriculum, or instructional plan, must be based on a body of knowledge a person needs to meet the standards, and the responsibilities of a task. Since the word 'curriculum' derives from the Latin **'currere,'** to run a course or a race, a course of study is a disciplined and carefully designed structure of learning experiences to help an individual progress along a systematically determined career path.

In an organizational situation, training is something management and all people in the organization should do together. If this is the case, organizational training, and therefore curricula, can be tightly linked to the real world of day-to-day operations; and managers can involve themselves in curriculum design so that the instruction revolves around what is truly important, that is, what people in a task need to do to be consistently successful, as determined by the marketplace.

Coordinated implementation begins where stakeholder expectations, performance, training and communication **creditation an certii** - and ties into curriculum design questions regarding what courses to offer to whom and how and when to sequence them. This is the "simplification" phase, and how it is achieved depends on who is doing the simplification, and the philosophy adopted in designing a curriculum.

For example, the certification process, which is based on a competency-based education model, allows learning to take place on what is called a "learning contract" basis. Adult learners can be made responsible for organizing and structuring their own directed learning. As a consequence, they can program and sequence their learning according to their own requirements, particularly for time. However, trainers are still required. Not only do print, audio-visual and peer resource materials need to be identified and made available, but help is needed in structuring and planning the learning materials. Help is also required in getting evidence as ˡ' accomplishment of the learning objective. Whether or not this "contract method" would work in the depends on the abilities of individuals within the various organizations or communities to provide assistance and the motivation of people to learn.

A complementary approach to self-directed learning is an organization/regional-based learning approach. Because of the

number of similar tourism/hospitality businesses in tourism regions across the N. W. T., a training needs analysis could be conducted for similar types of businesses and/or occupational categories in businesses. A training curriculum could then be designed for the businesses in the region as a whole. In certain cases, this organizing or coordinating process could be handled at the community level. In this way,

- site specific training should take place;

- generic skills should be taught to a larger group of people;

- training should be customized to specific regional requirements;

- a tourism advisor such as a Regional Tourism Officer or Regional Tourism Zone Manager should act as a resource person or trainer;

- an annual curriculum plan should be devised;

- training should coincide with the regional cycle or time clock; and

- the region should gain more control of the training process, the offering and sequencing of courses.

The desire of many respondents to maintain some regional or community control over training necessitates someone to act in a managerial capacity. For most regions it would appear that the most appropriate person would be a Regional Tourism Officer, affiliated with Economic Development and Tourism, or the Regional Tourism Zone Manager. This person would be responsible for helping businesses identify training requirements, consolidating these requirements for the region or community, preparing an **annual**

tourism\hospitality training plan according to specific criteria
to be established by the Education/Training Coordinating Group in
conjunction with the Tourism Zones, and submitting these plans to
the Coordinating Group for funding approval by the appropriate
agencies and their delivery by Arctic College or other delivery
agents.

The principles or guidelines that the regional facilitators might
use in determining regional tourism training needs are:

organizational training needs selected in accordance with
identification of performance requirements (training for
results) ;

funding agency criteria or requirements:

extent of regional demand for training in a specific area or
for a given occupational group;

link with training needs in other regions or to coordinate
with the timing of courses to be offered in neighboring
regions; and

special requests by businesses to meet special needs such as
the hiring of employees for a new tourism/hospitality
enterprise.

An alternative or another adjunct method is to centralize
curriculum design and its implementation throughout the N.W.T..
Training programs could be designed and planned by a central body
and then sent out "on the road". Requests from each community
would control the timetable. **These** courses might represent
"packaged" or "stand alone" programs, although it is possible to
customize them by having a local person **work with the lead**

instructor to provide more local content. This latter approach, if implemented on a wholesale basis, was not favoured by the respondents in the regions. However, it could be used in the delivery of more generic courses such as customer service skills for which there is a large demand and which might require more centralized planning and control.

Selection of **"packaged"** courses should still be based on a needs assessment. If every organization or community is working with or has adopted the same certification standards, it is likely that "packaged" courses or programs would be based on similar objectives, sets of competencies and standards. Evaluation regarding their use would then be based primarily on cost and quality of lead instructors.

Coordinated implementation of education programs at Arctic College would be handled by Arctic College faculty and staff. It is advisable that a tourism/hospitality industry advisory board be formed to help guide the development of career programs and assist in securing co-op placements.

DELIVERY SYSTEMS

Choice of delivery systems will depend somewhat on the method or philosophy chosen to coordinate implementation of a curriculum. The most common way is through group learning situations, usually in some form of a classroom arrangement, though there are a wide

variety of possible learning environments. In the **N.W.T.** these could be Arctic College facilities, or other educational or meeting rooms in hotels or churches. Wherever a **class** meets, the group must be comfortable with it, and the facilities should provide a good learning environment and be adequately equipped to utilize the latest in learning technologies.

If the training has a "field" component it is essential that the training take place in a locale that is in **close proximity**. Consideration as to availability and cost of **accommodation,** foodservices and other support systems is crucial.

On-the-job training **(OJT)** is learning provided by the **supervisor** at the job site. Some of the best training is conducted **on-the-job;** conversely, it is on-the-job that some of the poorest training takes place. In the N.W.T., operators tend to favour **O.J.T.** for a wide variety of reasons -- **convenience, immediacy** of evaluation, time and cost efficient, no alternative. Furthermore, **O.J.T.** tends strongly to be self-directed. Although the trainee has this responsibility, good on-the-job training should incorporate evaluation procedures that inform both the trainee and supervisor about which proficiencies have been acquired and how the trainee is progressing toward achieving stated goals.

On-the-job training fails when supervisors don't know the content of a job, fail to teach or inform, give poor or no feedback, and

evaluate in a negative fashion. The Needs Assessment pointed towards a definite need to provide "Train the Trainer" courses.

Isolation of communities suggests that some tourism/hospitality education and training could utilize computer-based, computer-assisted or computer-interactive instruction. Administrative training lends itself particularly well to this format if offices are computerized.

Audio-visual presentations can also provide a **useful way** to demonstrate certain skills and behaviors. VCRs are common in most communities, so the technology and its use are familiar. There are many short courses now available using this format. They provide useful ways of introducing topics or provide a stimulant to thinking about developing a course. If a Learning Resource Centre is established, it could stock these video-cassettes or films and evaluate the value of the information, as well as act as a clearing house.

Career-oriented courses are most likely to be delivered through Arctic College and its satellite campuses. Thought could be given to providing courses via satellite or on video-cassette in a format similar to that of Britain's Open University. It is also possible that Arctic college could act as an agent for the Certified Hotel Administration correspondence course offered through the Educational Institute of the American Hotel and Motel Association (East Lansing, Michigan).

If tourism/hospitality enterprises, employees and students are to gain equal access to educational and training opportunities, delivery methods must be innovative, flexible and suited to the needs and requirements of potential participants. This means doing everything possible to move the learning closer to the learner. However, this may create administrative difficulties and problems in giving timely feedback, particularly if a trainee is working alone.

RESULTS - MEASUREMENT AND EVALUATION

Measuring performance is at the very heart of establishing partnerships. Partners come together to achieve results and stay together when they see progress. Therefore, all of the participants need to understand:

- where they are
  where they are going
  how they are going to get there
- how they are progressing
- how it pays off

While measurement is the back-end of the process, performance improvement must begin with stakeholder expectations and performance requirements as shown in Figure 2; it must illuminate what is important so that those who are responsible can continue to improve performance; it must keep score consistently and fairly; and finally, the data needs to be converted into insightful, actionable information so that it keeps the tourism/hospitality industry on a path to what can be.

Measurement tools and techniques for each level -- assignment, prescription, results and action -- that provide useful information on which to base action include the following:

Assessment

Needs analysis	What is the problem or opportunity?
Situation analysis	What do people need?
Requirements process	What needs to be done?
Consultation	who might help improve our understanding?
Visitor satisfaction index	How do visitors perceive service?
Financial analysis	How are companies performing?
"Profit-ability"	What kind of return will be received on training?
Activities analysis	What are we doing now that we should be doing more of, less of, differently?

Prescription

Performance analysis	What should people know, feel, do?
Performance contracts	What agreements can we reach to achieve certain results?
Job analysis/task analysis	What are the precise tasks of each **job?**
Gap analysis	Where are we now, and where should we be?
Performance standards	What are the standards for each task What constitutes **good,** better, best? How will people k-now "when they have achieved it?
Instructional design	What do people need to know, feel, and to do to be successful?

Analysis of learner styles and needs	What do learners need to know? What do they currently understand? How do they prefer to learn: hear, see, read, feel, experiment, practice? How should learners be taught?
Delivery Design (Reading levels, **user-**friendliness, interactive capabilities	What are the best methods and media for results, cost effectiveness, time savings, individualized learning?

Results

Knowledge (pretests, post-tests, interviews)	What do learners already know? How does knowledge compare to what has been taught and what was known before instruction?
Skills (practice, tests, simulation, observation)	What do learners know how to do? Can they demonstrate mastery during the learning experience, in **real-**world environments?
Attitude (tests and observations, data collection, interviews)	What stands in the way of results? How have negative attitudes improved? Positive attitudes strengthened?
Application (tests and observation, data collection)	Are people doing what has been taught?
Visitor reactions (interviews)	Are visitors favorably influenced by how people do their jobs and the quality of the service encounters?
Overall results (financial performance, visitor research etc.)	What has the impact been on the business? Do visitors experience a difference? Is this difference important? What is the return on the investment?

<u>Action</u>

Recommendations for change	What should be done next? What have
Continuity of Action Plan	we learned to help future learners? How should we adjust the system? Who has contributed to success and how? How should we recognize and build on these strengths? How can we raise standards to create fresh competitive advantage?

The information derived from these measurements needs to be shared with all participants; achievers should be rewarded and recognized; and the measurements should be turned into momentum to keep up and accelerate the rate of improvement.

STRUCTURAL **SUPPORT**

Plans are lifeless unless people act. This third and possibly most important component of this Action Plan is focused on those organizations and people who should take responsibility, not only for making decisions with regard to the Action Plan, but for implementing it. As emphasized in the beginning of this section, the need for Tourism/Hospitality Education and Training must be brought to life. Six indispensable actions will be required: vision, commitment, understanding, priorities, resources, and an achievable plan (see Figure 5) .

Figure 5

STRUCTURE

Results

VISION	COMMITMENT	UNDERSTANDING	PRIORITIES	RESOURCES	PLAN
Future for Tourism Role of **Training**	Importance of **People** **Necessity** for **Training**	– g , Education and **Training Processes**	**Programs,** courses, occupational Categories	Funding, Trainers and Teachers, Facilities and Equipment	Schedule of courses Coordination of Activities

TOURISM REGIONS AND COMMUNITIES

Baffin	**Kewatin**	Arctic **Coast**	**Western Arctic**	**Northern** Frontier	Big River

roles, relationships and responsibilities

TOURISM/HOSPITALITY TRAINING COORDINATING GROUP

Economic Development Tourism	Renewable Resources	**Advanced** Education	T.IA.	**C.E.I.C.**	Arctic College	Other

roles, relationships and responsibilities

EDUCATION/TRAINING SUPPORT GROUP

Other Colleges **and** Universities	Other Provincial Tourist Associations	**Other training/** Education **Organizations**	**Industry** Trade Associations	Other

roles, relationships and responsibilities

<u>Vision</u>:   Within   the   there   are   people   who   see   the
possibilities for tourism and have a well-developed idea as to what
tourism in the ▮▮▮▮ will be like by the year 1995 or 2000. A
vision for tourism can be achieved only through and by people --
people who are well-educated and trained. So there needs to be a
vision of tourism/hospitality education and training. From a
human-performance perspective, this vision needs to be identified,
shared and emotionalized in the name of getting the collaborators
and partners to help make it happen.

It is recommended that a thematic direction for tourism/hospitality
education and training be established. For example, Ford's
"Quality is Job #1" not only dramatically expresses organizational
values and priorities regarding product quality improvement, but
it has set the style for a massive investment in education and
training. So a thematic direction can forcefully articulate
forward vision, while leaving the tactics or details to other
people who are caught up in the excitement of doing good work.
This means that the vision must be communicated widely not just to
create understanding or belief, but to increase the intensity of
the belief.

<u>Commitment</u>: Communicating a vision assumes that there is strong
commitment to education and training and the importance of
developing people. All the partner organizations involved
tourism support the notion of education and training, but that

support has to be acted upon. Virtually, all these organizations can point to evidence of their involvement and many have made the easy improvements -- a course here, a course there. What lies ahead are the improvements of great potential that have not been put in place because there may be intense counter forces, 'nay sayers' , and a lack of will to get really involved.

Commitment to tourism/hospitality education and training demands an appetite for change. This will require leadership. Hopefully the right environment can be created in the **N.W.T.** and the industry so that leadership can emerge. Leadership will emerge if those organizations set up to provide education and training for the industry are empowered to get the job done. People need to be enabled to deliver results. This can be accomplished if responsibilities are specified and explained in doable and measurable terms.

Understanding: Responsibility for delivering on education and training can be achieved so long as those in charge have a clear understanding of the learning, education and training processes whether they be for students in college or adults in an occupational setting. As emphasized in the learning requirements section, learners demand content but it must be presented in a way that is accessible, understandable, non-threatening, and useable in the occupational settings in which the learners work.

Implementors must be able to work through participating organizations and facilitating agencies. Their needs and requirements have to be taken into account as well as the processes used to either access funding or perform need assessments" Familiarity with the measurement tools and techniques outlined in the Results section is required.

Priorities: In this Action Plan, mention has already been made of moving from scope or bold initiatives to simplicity or disciplined choices. Tourism/hospitality training programs that focus on improving the knowledge, skill, attitude and application abilities of people working in the industry, has the highest priority according to the Needs Assessment. The magnitude of this endeavour, however, is quite intimidating so it needs to be broken down into manageable segments. Three ways of accomplishing this task are:

- identifying a common or generic need that exists in the various occupational categories;

  focusing on an occupation that requires immediate attention; and

- working on occupational training needs that are **easily** resolved and can signal accomplishment and a small victory.

The generic need identified through the Needs Assessment was "customer service skills". It should not be difficult to mount courses on this topic because information and "packaged" courses are available, though customization would be required.

Choice of an occupation that needs attention may vary from region to region. The personal service category, which includes waitstaff, could be selected. This is an occupation in which there is a multitude of teaching/learning resources. However, guiding might be a good choice since considerable expertise exists in the N.W.T., and the momentum of course development activity could be kept alive.

Guiding could also be the area in which occupational training needs are resolvable. A victory in this area would also have significance throughout the Territories because the activity is indigenous and supports an important visitor activity.

Prioritizing education and training requirements in this way allows work to proceed. Seemingly, irreconcilable differences may become easier to resolve and help forge continuing partnerships for improved performance.

Resources: A potential stumbling block in realizing the vision for tourism/hospitality education and training programs is the availability of resources -- money, trainers and coordinating staff. Funding can come from many sources: government, budget allocation, charging for education and training services, and selling education and training services to make a profit. In the N.W.T. funding is available, particularly through the Canadian Jobs Strategy and new initiatives. There are restrictions as to how

these funds are spent or allocated.   In any case, tourism/hospitality organizations are going to have to pay their fair share -- the investment made has definite pay offs for the organizations as well as for others.

Finding people to conduct training is going to be **difficult.** Trainers should be content experts and be familiar with training techniques.   It is evident that a priority will have to be placed on "Train the Trainer" programs.   Other innovative ways of obtaining the talent is to invite visiting specialists and encourage industry executives to lend their time and expertise.

Care must be given to selecting trainers who have the ability to inform, tell, demonstrate and engage others in the learning process.   Knowledge of native lore, culture and language would be an invaluable asset.

Plan: The ability to develop **annual plans outlining tasks,** activities, projects, schedule of courses and other details will fall to a coordinating group.   The importance of this activity should not be underestimated.   Changes to plans can occur for a wide variety of reasons in the **N.W.T.** -- climate; availability of learners; availability of space; business demands: accessibility; miscommunication.

ORGANIZATIONAL   ARRANGEMENTS :   ROLES ,   RELATIONSHIPS   AND RESPONSIBILITIES

The Needs Assessment has pointed the way **to** a suggested re-arrangement of organizational relationships in order to achieve the goal of developing tourism/hospitality education and programs throughout the **N.W.T.** As Figure 6 depicts, there are a number of organizational entities involved in this education and training partnership.

Figure 6

Organizational Arrangement: Tourism/Hospitality Education and Training

```
                                    ┌──────────┐      ┌──────────────┐
                                    │Government│──────│Other education/│
                                    │Agencies  │      │training delivery│
                                    └──────────┘      │agencies      │
                                                      └──────────────┘

┌────────────────────────┐   ┌──────────────┐   ┌──────────────┐
│Tourist Industry Assoc. │   │Tourism/      │   │Arctic College│
│of the N.W.T.           │   │Hospitality   │   │(Yellowknife) │
│Economic Development and│   │Education and │   └──────────────┘
│Tourism                 │   │Training      │
│Renewable Resources/Education│Coordinating │
│Canads Immigration and  │   │Group         │
│Employment Centre       │   └──────────────┘
│Arctic College          │
└────────────────────────┘
                          ┌──────────────┐    Arctic College
                          │Regional Tourism│   Satellite
                          │Associations  │
                          └──────────────┘

┌──────────────┐        ┌──────────────┐
│Tour ism/Hospital ity│ │Community Tourism│
│Businesses and│        │Committees    │
│Organizations │        └──────────────┘
└──────────────┘
                          ┌──────────────────────┐
                          │Education/Training     │
                          │Support Group          │
                          │                       │
                          │Prov. colleges and     │
                          │diversities            │
                          │Prw. tourist assoc.    │
                          │Prw. tourism training  │
                          │assoc.                 │
                          │Industry trade assoc.  │
                          │Other                  │
                          └──────────────────────┘
```

Industry training endeavors should begin with the tourism/hospitality businesses and organizations identifying training requirements. This identification will consist of an

annual needs assessment in which a regional tourism advisor or someone from a local community tourism committee might lend assistance. Results from all the needs assessments would be collected, analyzed and a regionally-based tourism/hospitality training plan drawn up. In most cases these would be done by the Regional Tourism Zone Association or the Regional Tourism Officer.

All the regional training plans would then be submitted to a Tourism Training Coordinating Group whose responsibility would be to liaise with Government Agencies, and Arctic College or other agencies to coordinate funding and delivery of programs or courses at the suggested times and places recommended by the communities or regions.

Arctic College in **Yellowknife** would then coordinate those training courses, for which it was contracted responsibility, with its satellite campuses. In certain cases, either the Coordinating Training Group and/or Arctic College may ask for assistance from its Education/Training Support Group consisting of other colleges, universities, industry trade associations, and tourism training associations.

The roles and responsibilities of each group are as follows: Individual tourism\hospitality enterprises bear primary responsibility for creating the need and demand for training. They must complete the need assessments and submit them to the

appropriate body.

The Regional Tourism Zone Manager, Regional Tourism Officer, or a Community Tourism Committee, if one is in operation, acts in an advisory capacity in that it may offer assistance to businesses in determining their training needs. This person or group could also act as a regional advocate for tourism and education, although their main responsibility would be to coordinate the development of a tourism training plan for the year. As a consequence, **control** over training becomes a regional **or** community responsibility in correspondence with initiatives to take a community-oriented approach to tourism.

The Tourism/Hospitality Education and Training Coordinating Group role would be as its title suggests -- a coordinator of **all** the training **community/regional** plans for the industry. It would provide assistance and encouragement to the Regional Facilitator or Coordinator. On their behalf, it would make submissions to the various government agencies for funding wherever required. Similarly, it would negotiate with Arctic College and/or other agencies to mount the program and courses as required. This emissary-type role would also extend to other organizations that could provide education/training assistance, e.g. , certification programs. The function of the staff of the Tourism Coordinating Group is to facilitate the development of the regional training plan and to work at representing those plans at the senior

government level. Ideally membership and/or involvement in the coordinating group should come from all the stakeholder groups or partners in tourism/hospitality education and training (e.g. Tourist Industry Association of the N.W.T., Economic Development and Tourism, Renewable Resources, Education, **CEIC,** and Arctic College) .

Because of the need to establish a Tourism/Hospitality Education and Training Resource Centre, consideration might be given to housing the Coordinating Group at Arctic College.

In this way both the College and the industry could contribute to its holdings and it could serve both markets. Not only does this idea make good business sense, but the Coordinating Group can also get closer to the delivery of courses, increasing its ability to liaise with the trainers and instructors and learn from implementation of the training process in the field. It is also possible that some of the members of the Coordinating Group could serve as an Advisory Group to Arctic College as it mounts more intensive career-oriented education programs.

With this closer association between the tourism/hospitality industry and Arctic College, it is anticipated that greater effort could be put towards establishing a Tourism/Hospitality Certificate

Program, and strengthening the tourism/hospitality components in other programs and courses.

Implementation of this Action Plan at least initially will probably be given to the existing Tourism Training Coordinating Group. There does not appear to be any reason to disband this organization, but there are some major tasks and responsibilities associated with implementing this plan. It is hoped these tasks and responsibilities will be shared and that various people will come forward to "champion" different parts:

- **training** programs and courses which could be divided into industry **sub-sectors** or occupational categories:

  tourism/hospitality education programs:

  tourism/hospitality development courses and activities;

- tourism/hospitality career awareness program:

  community tourism awareness programs;

- tourism/hospitality resource centre;

- train-the-trainer programs; and

  organizational arrangements and commitments among the partners.

Just as performance requirements are a necessary component of training, so should they be for this partnership. Such performance requirements will help establish a more dynamic planning process which will enable the partnership to raise its sights and create the momentum necessary to achieve its vision.

IMPLEMENTATION OF STRATEGIC ACTIONS

The foregoing sections of the Action Plan have identified various activities to be initiated over the course of the next five years in order to produce an educated, well-trained and highly motivated tourism workforce.

It is expected that the completion of these **goals will** extend beyond the 1995 horizon. This section sets out more explicitly the action steps that need to be implemented if this goal is to be achieved. Note that much of the information needed to **fulfil** the action steps is contained in the Action Plan and Needs Assessment.

While time frames have been identified, they **should only be** considered as estimates and may need to be extended. The actionable items are identified for 1990/91. It is expected that other than the organizational arrangements, the actionable items will continue for a number of years. Goals, actions, and general responsibility for achieving each goal are identified for each of the following:

    Organizational Arrangements and Vision Sharing
    Training Programs
    Education Programs
    Community Awareness Programs
    Career Awareness Programs
    Employee Development Programs
    Industry Involvement in Education

A summary time frame and priorizing of these goals is contained in Figure 7.

Figure 7

Education/Training Goal Priority and Time Frame

GOAL	PRIORITY	TIME FRAME
		1Wo / 1991 / 1W2 / 1W3 / 1994 / 1995
1. ORGANIZATIONAL ARRANGEMENTS / VISION SHARING		
1. Organizational/Funding Arrangements	1	
2. Industry Support/Commitment	1	———————————————— (1991–1995)
3. Performance Evacuation System	2	———————————————— (1990–1995)
11. TRAINING PROGRAMS		
1. Training Needs Assessment	1	——— (1990–1991)
2. Evacuation of Certification Process	1	——— (1990–1991)
3. Employee Support of Certifiable Excellence	2	—————————— (1992–1995)
4. Methodology to Track Employee Performance	2	——— (1991–1992)
5. Membership in Occupational Certification	2	—————————— (1991–1995)
6. Resource Procurement for Training	1	—————————————— (1990–1995)
7. Identification of Standards for Occupations	2	—————————— (1992–1995)
8. Business Training Needs Assessment	1	—————————————— (1990–1995)
9. Preparation of Regional Training Plans	1	———————————— (1991–1995)
10. Development of Customer Service Course	1	——— (1990–1992)
III. EDUCATIOU PROGRAMS		
1. Education Program Needs Assessment	1	——— (1990–1992)
2. Tourism/Hospital ity Needs Assessment	3	—————————— (1992–1995)
IV. COMMUNITY AWARENESS PROGRAMS		
1. Assessment of Awareness Programs	3	——— (1992–1993)
v. CAREER AWARENESS PROGRAMS		
1. Communi cat ion Career Awareness	2	
VI. EMPLOYEE DEVELOPMENT PROGRAMS		
1. Employee Development Needs Assessment	1	—————————————— (1990–1995)
VI 1. INDUSTRY INVOLVEMENT IN EDUCATION		
1. Generation of Industry Involvement	2	—————————— (1992–1995)

ORGANIZATIONAL ARRANGEMENTS AND VISION SHARING

GOAL 1: Agreement on structural, organizational and funding arrangements in order to proceed with plans for tourism\hospitality education and training programs.

ACTION: Circulate this report to all partners and Regional Tourism Offices to obtain comments on Needs Assessment and Action Plan with particular attention to the approach, and organizational arrangements and responsibilities for each participant.

Review comments and suggestions for change and recirculate to each participant.

Hold meeting(s) to:
(a) ratify organizational arrangements and responsibilities;
(b) form a partnership with the mission to build an educated, well-trained, and highly motivated workforce;
(c) communicate the vision clearly, forcefully, and articulately;
(d) gain commitment to participate and assume responsibility for an activity;
(e) agree to adopt the Training for Results philosophy.
(f) determine who should be responsible for implementing each component of the Action Plan; and
(9) obtain commitment of funding from the appropriate **agencies** for implementation of the various components of the **Action** Plan.

RESPONSIBILITY: Existing Tourism Training Coordinating Group and/or Tourism/Hospitality Education and Training Steering Committee.

GOAL 2: Industry support of and commitment to tourism/hospitality education and training.

ACTION: Communicate with all **T.I.A.** members, industry operators and members of partnership organizations in order to share the VISION; explain the Training for Results process; and create a dialogue.

Develop a formal agreement **outlining** vision, mission, values, organizational **arrangements,** and so on;

Identify special committees and/or individuals who may be required to implement aspects of the Action Plan.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group, all Regional Tourism Associations.

GOAL 3: Performance Evaluation System fortheTourism/Hospitality Education and Tourism Partnership.

ACTION :   Agree on goals and objectives.

Determine results expected and identify performance measures.

Conduct evaluation at end of each fiscal year.

Identify rewards for achieving or exceeding specified results (**N.B.** Rewards are for results <u>not</u> activities) .

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

TRAINING PROGRAMS

GOAL 1: Development of materials and measurement instruments to allow individual tourism/hospitality enterprises to conduct a needs assessment for training, to identify performance gaps; to isolate what personnel should be doing better.

ACTION: Conduct search to determine possible existence **of** materials and measurement instruments that are in use.

Evaluate materials and measurement instruments and redesign them to fit the situation in the **N.W.T.**

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

GOAL **2:** Evaluation of tourism/hospitality industry certification process for possible adoption in **N.W.T.**

ACTION : Review and evaluate certification standards and implementation process.

Identify strengths, shortcomings and possible problems in regard to implementation in the **N.W.T.**

Make decision regarding adoption and adaption of certification standards.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

GOAL 3: Generationof interest in training programs and achieving "certifiable" excellence among industry personnel.

ACTION : Tell all industry employees about the **vision,** and **the** Training for Results process and obtain their **impressions** and suggestions for making it workable.

Collect all impressions and suggestions; share them with all the partners: and note implications for successful implementation of the program.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

GOAL 4: Development of methodology to track Performance 'f trainees.

ACTION : Search for information on the process and measurement of tracking.

Evaluate methodology and adapt to the **N.W.T.**

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

GOAL 5: Establishment of Certification Committees for Major Occupational Categories.

ACTION :   Determine most appropriate structure for committees to assess selected, high priority occupational training requirements. (**N.B.** To occur if goal for certification is ratified)

Formulate composition of committees and determine their responsibilities.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

GOAL 6: Procurement of resources for tourism/hospitality occupational training.

ACTION :   Identify all funding resources available.

Locate **available** and appropriate facilities for conducting training in each community.

Identify all appropriate instructors interested in teaching courses that are likely to be offered.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group, Arctic College.

GOAL 7: Development of the process for identifying training for those occupational categories designated by high priority standards.

ACTION :   Identify and agree on the procedures for identifying what people need to know to do their jobs more effectively now and in the near future (skills, knowledge and attitudes that are geared to professional standards).

Make recommendations regarding development of training programs based on the training principles outlined in the Action Plan.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

GOAL 8: Implementation of Business Training Needs Assessment for regional tourism/hospitality businesses.

ACTION: Send material and measurement instruments to participating tourism/hospitality enterprises with instructions.

                Advise and help organizations collect the data.

                Submit data to Regional Tourism Coordinator who will formulate a regional plan; and

                Send Regional Plan to Tourism/Hospitality Education and Training Coordinating Group.

RESPONSIBILITY: Regional Tourism Coordinator
                Tourism/Hospitality Education and Training Coordinating Group.

' GOAL 9: Preparation of Training Plan for Occupational Categories, by Region. (Synthesis of Regional Plans)

ACTION :   Consolidate and coordinate regional tourism/hospitality training plans.

                Link training plans with available funds, teaching and facility-related resources. Negotiate, Negotiate, Negotiate.

                Draw up training plan for the **N.W.T.**

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

GOAL 10: Development of a Customer Service course.

ACTION: Determine the possible content for a generic customer service course that could be customized for a variety of occupational groups.

     Locate "packaged" customer service courses, films, etc. , that are being used throughout the tourism\hospitality industry.

     Decide on the quickest and most effective way to mount or offer these courses.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

EDUCATION PROGRAMS

GOAL 1: Identify Needs for Career-Oriented Education Programs for Northerners.

ACTION: Create a Task Force and ask key industry leaders to participate.

     Evaluate options for various programs, delivery methods, and alliances as outlined in this Study.

     Determine opinions/attitudes toward tourism/hospitality career education.

     Work with Arctic College to determine what needs to be done in order to mount career-oriented programs.

RESPONSIBILITY: Arctic College, Tourism/Hospitality Education and Training Coordinating Group.

GOAL 2: Establishment of a Tourism/Hospitality Resource Centre.

ACTION: Study other resource centres to determine how they operate, are funded and managed.

     Evaluate the need and use of a Resource Centre.

Determine if operation of the Resource Centre should be linked to the Tourism/Hospitality Coordinating Group but be established at Arctic College.

RESPONSIBILITY: Arctic College, Tourism/Hospitality Education and Training Coordinating Group.

COMMUNITY AWARENESS PROGRAMS

GOAL **1:** Determination of most appropriate ways for creating awareness of and commitment to tourism within the communities throughout the **N.W.T.**

ACTION: Evaluate the Northernmost Host Program and note how it can be improved in order to achieve the ideals as set out in the Community-Based Approach to Tourism.

Revise the Northernmost Host Program.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group, Regional Tourism Zone Associations.

CAREER AWARENESS PROGRAMS

GOAL **1:** Determination of most effective ways to communicate career opportunities in the tourism/hospitality industry.

ACTION :   Determine results of evaluation of career-oriented education programs (Arctic College) .

Evaluate the level of awareness, impressions, attitudes and opinions of young people (students) toward a career in the industry.

Review suggestions in this report regarding increasing awareness of industry with teachers.

Outline suggestions for a new career awareness program.

Initiate a **co-op** program with high schools.

Investigate the establishment of a career counseling program and development of tourism/hospitality career ladder profiles.

Develop and implement suggestions.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group, Arctic College.

EMPLOYEE DEVELOPMENT PROGRAMS

GOAL 1: Identification of most pressing need for management/supervisory development programs.

ACTION: Develop a list of current programs/courses that are already available or are being offered (whether at Arctic College of through other institutions or organizations).

Identify a top 5 **"hit** list" of knowledge/skill deficiencies among manager\supervisors.

Find the fastest way of mounting and delivering a **TRAIN-THE-TRAINER** course.

Determine the appropriate and best approaches to teach a Train-The-Trainer course.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group, Arctic College.

INDUSTRY **INVOLVEMENT IN EDUCATION**

GOAL 1: Greater cooperation and involvement in educational activities by industry personnel.

ACTION: Identify the benefits of a more committed and personal involvement in education (primary, secondary, **post-**secondary) .

Communicate these needs to industry members and actively solicit their involvement.

Get specific people to "champion" specific causes, issues and activities.

Encourage all tourism/hospitalityenterprises to actively support tourism/hospitality training and education and tell them exactly what needs to be done or accomplished. Set goals and performance measures!

Support co-op placement and apprenticeship programs.

RESPONSIBILITY: Tourism/Hospitality Education and Training Coordinating Group.

PHASE II

BACKGROUND REPORT
NEEDS ASSESSMENT

INTRODUCTION

Four major areas of needs assessment are included in this section:

1. A review of secondary sources of information thought to be important to tourism forecasts for the **N.W.T,** 1990-1995;

2. A survey of members of the Tourism Industry Association of the **N.W.T.** to determine **labour** and training requirements;

3. Results of interviews and workshops with employers, community leaders and government officials held throughout the **N.W.T.** to determine education and training needs: and

4. A review of tourism training delivery concerns and considerations in other Canadian jurisdictions, applicable to the **N.W.T.** situation.

In undertaking the needs assessment, an attempt was made to establish the background necessary for determining the most appropriate set of educational and training programs for the **N.W.T.** tourism/hospitality industry. Initially the following set of fundamental assumptions were made:

> tourism has a territorial as well as a national and international perspective;
>
> pleasure, business and conference markets have to be included;
>
> numerous tourism businesses require educated and trained employees, in many cases including the following -- accommodation, **foodservice,** attractions and **events,** transportation, travel wholesalers and agencies, park/recreation tour guides, interpreters, outfitters, and other land/sea-based concerns.

The specific **labour** requirements and training needs for the tourism industry are dealt with in the context of the following:

> **labour** needs in all sectors of the economy throughout the N.W.T.;

90

- current and anticipated **labour** problems and issues throughout the N.W.T.;

    capability and willingness of the educational system to deliver educational and training programs that meet the needs of both employers and employees (existing and potential) ;

- a predominance of small, seasonal businesses, in remote areas; and

- the likelihood that people's value orientations and learning styles will differ from other Canadians living in southern, large urban communities.

In other words, there is an expectation that the nature of tourism, the typical sizes of tourism businesses, and the type of education and training programs appropriate to the industry and the people of the **N.W.T.** are specific to this part of Canada. "

DOCUMENT **REVIEW** OF FORECASTS

REVIEW OF TOURISM ACTIVITY IN THE **N.W.T.**

To fully appreciate the type, extent and importance of tourism education and training it is first necessary to understand the size and nature of tourism activity. This section is intended to provide a secondary analysis of existin9 **information** in the following areas:

> tourism statistics;
>
> major issues, constraints and opportunities that will impact on tourism and regional development; and
>
> probable scenarios relating tourism activities to **labour** needs and requirements in various regions.

A statistical profile of tourism within the Northwest Territories is contained in Tables 1 to 7. The information was gathered from secondary sources provided by Economic Development and Tourism, **G.N.W.T.** Commentary and discussions about the data, however, are based on information gathered from interviewees during the consultative process in the various tourism regions.

Table **1** reveals that there was a total of 213,000 person trips taken to and within the **N.W.T.** during 1988. Approximately 56% of these trips were made by residents of the Territories. Of the remaining 93,000 person trips (or 44% of the total) , **54,000** were primarily business trips and the remaining 39,000 were for pleasure

or personal reasons. In terms of expenditures, residents of the **N.W.T.** contributed $57.0 million while visitors brought in an additional $88.4 million or 61% of the $145.4 million earned by the tourism industry in 1988.

Table 1

Annual Travel To and Within the **N.W.T.** -- 1988

Person - Trips

Season Residence - purpose	Sinner June-Sept.	Remainder of Year Oct. - May	Total Year
Residents of the NUT - all purpose	---	---	120 # 000
Visitors to the NUT - bus i ness - pleasure/personal	27,000 33,000 (60,000)	27,000 6,000 (33,000)	54,000 39.000 (93,000)
TOTALS	---	---	213,000

Expenditures

Season Residence	Summer	Remainder of Year	Total Year
Residents of the NUT - all purposes	---	---	$57,000,000
Visitors to the NUT - all purposes	---	---	$88,350,000
TOTAL	---	..-	$145,350,000

Note: Intermediate **values** for expenditures may be calculated on the basis of:
           : residents, $475/person-trip,
           : visitors, $950/person-trip.

Source: Quick Facts About the Northwest Terri tories Travel Industry, February 1990. Economic Development and Tourism, G. N.W. T.

Over a ten year period, 1979-1988 **(Table** 2) the number of visitors
to the **N.W.T.** during the summer period has increased 66.7%, from
36,000 visitors to 60,000, though the number coming expressly for
pleasure has only increased 46.1% over the same ten year period.
A visitor survey, conducted by Acres International Ltd. in 1989,
revealed that there were approximately 56,000 visitors during the
summer period.   These 1989 figures represent a decline of 4,000
visitors compared to those for 1988.

Table 2

Number of Visitors to the Northwest Territories
Summer Period
Selected Years 1974-1989

Year PURPOSE	1974	1979	1982	1984	1986	1987	1988	1989*
All purpose	27,000	36,000	44,000	48,000	52,000	58,000	60,000	55.951
Pleasure only	Not Avai l	22,500	26,300	27,450	28,600	31,900	33,000	-

Source: Quick Facts About the Northwest Territories. Travel Industry February 1%'0, Economic Development and Tourism, G. N. U. T..

● Northwest Territories, Visitor Survey, Summer 1989.   Acres International Limited (This figure was derived by "weighting up" the sample size of 2,302 travel parties consisting of 5243 individual s.)

Information on visitation to destination zones is contained in
Table 3.   Depending on the source of the data, Northern Frontier
receives between 24.3% to 52.4% of the visitors to the **N.W.T.**

during the summer months.   Big River is the second most visited
region, 20% to 25.0% of the total visitors, followed by the Western
Circle, 15.3% to 25.0%.   Baffin receives 7.0% to 8.3% of all
visitors, Keewatin 1.2% to 5.2% and the Arctic Coast 2.2% to 2.9%.
However, information on the number of nights spent in each region
by travel parties during the summer of 1989 (Table 4) reveals that
of the total 212,498 nights spent in all regions, 48.4% were spent
in the Northern Frontiers, 15.7% in the Big River, 15.5% in the
Western Arctic and 12.8% in the Baffin region.

Table 3

Number of Percentage Visitors to
Destination Zones in the Northwest Territories,
Summer 1988 and 1989

Zone	Visitors 1988	%	Visitors 1989*	%
Big River	15,000	25.0	11,601	20.7
Northern Frontier	20,600	34.3	29,349	52.4
Western Arctic	15,000	25.0	8,536	15.3
Arctic Coast	1,300	2.2	1,644	2.9
Keewat i n	3,100	5.2	644	1.2
Baffin	5,000	8.3	3,922	7.0
TotalN.W. T.	60,000	100%	55,951	100%

Source: Quick Facts About the Northwest Territories Travel Industry, February IWO, Economic Development and
Tourism, G. N. U. T..

● Northwest Territories Visitor Survey, Summer 1989, Acres International Limited.

Note: 255 visitors were not allocated due to missing responses.

Table 4

Number of Nights Per Destination Region
(Weighted)

Destination Region	Number of Nights	%	Average No. Nights / Region
Nights in Baffin	27,174	12.8	15.5
Nights in Keewatin	2,740	1.3	7.4
Nights in Arctic Coast	13,510	6.4	15.4
Nights in Western Arctic	32,864	15.5	8.1
Nights in N. Frontier	102,752	48.4	8.4
Nights in Big River	33,458	15.7	5.1
TOTAL ALL REGIONS	212,498	100.0%	8.9

Source: Northwest Territories Visitors Survey, Acres International Limited, Summer 1989 pp. 3-43.

Table 5 provides a regional accounting of the impact of visitor expenditures during the summer of 1989. Of the $53.7 million spent, the Northern Frontier received 45.9%, Big River 23.4%, Western Circle 13.6%, Arctic Coast 7.9%, Baffin 7.7% and Keewatin 1.9%. Note also the distribution of these expenditures. Of the 53.7 million spent, 22.3% goes toward transportation, 9.1% to meals, 16.0% to accommodation, 7.9% to souvenirs, 20.0% to tours, and 24.6% to other expenditures.

Table 5

Total Tourism Expenditures by Region Visited
(Weighted)   ($000's)

Expenditures $	Baffin	Kee- Watin	Arctic Coast	Northern Frontier	Uestern Arctic	Big River	Totals
Transport- ation A	1,306	216	1,689	4,001	1,519	3,262	11,994
Meals A	501	70	511	2,468	665	691	4,907
Accommodations A	806	124	500	5,163	927	1,042	8,615
Souvenirs A	584	65	105	2,480	561	469	4,265
Tours A	583	63	682	4,265	1,596	3,528	10,716
Other Items A	290	230	756	6,289	2,052	3,584	13,201
Total Exp's A	4,124	768	4,243	24,665	7,320	12,576	53,696
Package Tours A	964	379	243	1,084	546	539	3,756

Source: Northwest   Territories   Visitors   Survey,   Acres
          International Limited, Summer 1989, pp " 3-54.

Finally it is worth identifying the primary activities pursued by
visitors by region for the summer of 1989.   These activities are
identified in   Table 6.   There are noticeable differences from
region to region indicating different market segments and,
therefore, a marked difference in business opportunities.

Table 6

Primary Activities by **Destination Region**
(Weighted)

Northern Frontier	Parties	%
Friends/Relatives	3674	31.10
Touring	2963	25.08
Private Business	2293	19.41
Fishing	855	7.24
Government Business	832	7.04
Camping	345	2.92
Other	225	1.90
Hunting	148	1.25
History	135	1.14
Conference	135	1.14
Research	69	0.58
Canoeing	54	0.46
Shopping	40	0.34
Nature Study	26	0.22
Park Visit	14	0.12
Hiking	6	0.05
TOTAL	11814	100.00%

Arctic Coast	Parties	%
Private Business	278	41.62
Friends/Relatives	103	15.42
Government Business	92	13.77
Canoeing	66	9.88
Touring	48	7.19
Fishing	34	5.09
Research	21	3.14
Nature Study	13	1.95
Hunting	7	1.05
Other	4	0.60
Hiking	1	0.15
Conference	1	0.15
TOTAL	638	100.00%

Western Arctic	Parties	%
Touring	1885	54.50
Private Business	522	15.09
Government Business	227	6.56
Friends/Relatives	178	5.15
Camping	120	3.47
Other	118	3.41
Canoeing	107	3.09
Fishing	69	1.99
History	47	1.36
Research	41	1.19
Hunting	40	1.16
Conference	32	0.93
Events	25	0.72
Nature Study	16	0.46
Hiking	12	0.35
Shopping	8	0.23
Park Visit	8	0.23
Sailing	4	0.12
TOTAL	3459	100%

Baffin	Parties	%
Government Business	381	23.80
Private Business	372	%3.24
Touring	278	17.36
Friends/Relatives	194	12.12
Hiking	126	7.87
Other	72	4.50
Fishing	48	3.00
Nature Study	42	2.62
Research	40	2.50
Conference	24	1.50
Canoeing	8	0.50
Camping	8	0.50
Park Visit	8	0.50
TOTAL	1601	100%

Table 6 continued

Big River		
	arties	X
Touring	059	2.74
Friends/Relatives	972	0.88
Fishing	840	8.04
Private business	518	1.13
Government Business	240	5.15
Canoeing	219	4.70
Can-ping	218	4.68
Conference	135	2.90
Park visits	131	2.81
History	72	1.55
Other	68	1.46
Events	65	1.40
Hiking	50	1.07
Research	28	0.60
Shopping	23	0.49
Nature Study	14	0.30
Hunt i ng	4	0.09
TOTAL	4656	100%

Keewat in		
	Parties	%
Touring	107	40.68
Government Business	71	27.00
Nature Study	32	12.17
Friends/Relatives	14	5.32
Research	9	3.42
Private Business	9	3.42
Hiking	7	2.66
Conference	7	2.66
Shopping	7	2.66
Total	263	100%

Source: Northern Territories visitor Survey, Summer 1989, Acres Int. Ltd. , pp. 3 - 39.

It is obvious to the study team that analysis of tourism in the Northwest Territories must take into consideration two distinct but related market segments. One is the unintentional visitor who comes to a region for business, as a construction worker or a public servant, to attend meetings or to work for a short time. The other is the intentional visitor who pays directly to visit the region. In many regions of the N.W.T. the business or government traveller underpins the industry. The recent Northwest Territories Visitors Survey (Summer 1989) indicates that business travelers not only stay an average 20 nights in contrast to 8 nights for pleasure travelers, but spend more per party, $2,500 versus $1,500-2,000 for pleasure travelers. The community hotels

and motels, and the commercial air links exist largely to cater to the needs of this type of **traveller.** Many of the business or work related travelers (construction) become tourists in that they take advantage of side trips, **buyartsand** crafts, or recreate in some other way. The season is year-round, with a trough from mid-December to mid-January, and peaks in the **summer.** The peak in June, July and August coincides with the short and intense intentional tourist season.

The intentional visitor market is still relatively small, but growing, and may be large relative to the size of some communities visited. An opportunity exists to expand this market into **early** fall and late winter and early spring. At these times of the year temperatures are still below freezing, but not -30 to **-40C.** Travel over snow and ice is possible, and in the spring there are long hours of sunlight. Trips by skidoo or dog team, and overnight camping are only a few of the many attractions available.

Intentional visitors may also be differentiated into distinct, smaller market segments. These segments include sports hunting and fishing, adventure seekers, naturalists, culture and visitors interested in native arts and crafts. Sports fishing is very popular in some regions. sports hunting for polar bear, musk ox and caribou, is a small market but can bring up to $30,000 per sports hunter into a community.

The adventure tourism market can be subdivided into hikers, mountaineers and kayakers, whether individuals or larger organized groups. For the most part they tend to be independent and **self-supporting**, but the outfitters do buy supplies and services locally (accommodation, food or guides). Some organized groups bring their own guides and experts in kayaking and mountain climbing with them because they do not feel that there are any sufficiently trained personnel to cater to their needs in the Territories.

Inuit art and culture is appealing to many visitors who like to visit the arts and crafts shops or see artists working. There is an increased interest shown in contemporary **Inuit** and Dene culture and its unique blend of the traditional and modern. Many visitors come to see and learn more about the natural environment, the specialized flora of the tundra, the arctic **wildlife,** the mountains and their geology and glaciers.

Obviously most visitors are interested in a combination of all these activities. According to many people interviewed for this study, they seek a truly original and authentic experience. Elderhostel represents an interesting model of how this can be achieved and has been effective in such places as Fort Smith and **Inuvik.** Many interviewees suggested that the experiential and interpretative **Inuit** and Arctic land trip is the potential growth area if guides and outfitters are well-trained, equipped, organized, supported, packaged , advertised and linked with external

tour operators. The community walking tour was also mentioned as having potential. Carefully designed and implemented, it was suggested that it could become an effective way of preventing a community from feeling that it is overrun by visitors who are not sensitive to or understanding of the community. For example, interesting experiments of one day fly-in and fly-out **community** visit tours are now occurring in Arviat in the Eastern Arctic.

Implications: Tourism in the Northwest Territories is a significant industry that has economic impacts on **all** regions. Because there is a strong business orientation to travel in the north, tourism is not merely a pleasure oriented, seasonal activity. Tourism businesses, many of which operate on a **year-**round basis, create employment, therefore, on a year-round **basis.** For example, the **G.N.W.T.** reports that in 1986, 2,513 person years of employment were created by an industry that generated $119.5 million in revenue. In other words, for every $47,560, one **person-**year of employment was created (see Appendix 4). If tourism as an industry is to continue to make significant contributions to the N.W.T., a number of questions need to be answered:

> Over the period 1990-1995 what is the rate of tourism growth expected to be?
>
> At what rate **will** the tourism **labour** force grow in the various tourism regions?
>
> What will the focus of tourism activity continue to be in the various regions?
>
> Will there be a sufficient number of trained personnel available to cater to the distinct needs of an **ever-**

increasing number of market segments that come to the
Territories for unique experiences?

TOURISM **FORECASTS FOR CANADA AS A** WHOLE AND THE **N.W.T.**

Tourism forecasts for Canada for the years 1990-1995 point towards
a slight downturn in business and pleasure travel.   This outlook,
provided by the Conference Board of Canada's Canadian Institute for
Tourism Research, and based on a downturn in travel in Canada
during 1989, suggests that tourism growth in the number of visits,
personal, business and pleasure travel in the **N.W.T.** could level
off and fall in some regions.   For example, discontinuation of VIA
rail to Churchill suggests new methods of transportation up to the
west coast of Hudson Bay, particularly Arviat, will have to be
found.

It should be emphasized, however, that the Northwest Territories
is taming out for itself specialized travel niches especially in
the adventure and **eco-tourism** markets that have the ability to
sustain pleasure travel counts despite the anticipated economic
downturn.   The extent to which this differentiation will overcome
inherent difficulties of tourism in the Territories is not totally
clear.   For example, transportation costs associated with getting
to and around the **N.W.T.** may deter visitation by some visitors.

Tourism infrastructure development may lag behind tourism
industries in other countries who are after the same markets.   For

example, in the Northwest Territories Visitor Survey, Summer **1989,** the need to pave the roads and reduce airborne dust and gravel was mentioned as the most frequently needed improvement. Since many people drive into the Territories from Alberta and British Columbia in their own cars and recreational vehicles, they may be reluctant to travel too far for fear of damaging their vehicles.

Since the **N.W.T.** is affected by travel trends in Canada as a whole, it is worth pointing out that during the summer of 1989, Canada's travel account only registered a surplus of $299 million, down by almost 50 percent from the same quarter in 1988. With less travel from the United States, receipts were lower than in the previous three years; however, receipts from countries other than the United States rose 6.5 percent over the same Period in **1988.** For Canadians traveling abroad, data for the first nine months of 1989 show travel to the United States increasing at a faster rate than travel to other countries. In fact same-day travel to the US. increased by more than five million visits during the first nine months of 1989, and seven million by the end of the year, reaching a record level of 44.6 million. The lure of traveling south for sun and shopping to well-publicized destinations suggests that encouraging Canadians to travel north will require an attitudinal and behavioral change.

By the end of the year, travel receipts were up only 3% over 1988. Receipts from the United States fell 20%, while spending by non-residents grew 10% over 1988. **Total** travel payments abroad by Canadian residents expanded 10% during 1989, while the United States received 14% more and other countries gained 5% over 1988. As a result of strong growth in payments compared with receipts, Canada's travel deficit for 1989 reached $3.5 billion. A combination of factors played a role in the deterioration of the travel balance and are likely to continue for the near future: exchange rates **favouring** Canadians traveling outside their country, a host of foreign destinations offering intriguing tourism products at competitive prices, and gasoline price differentials attracting the automobile traffic to the United States. For example, the average Canadian price for gasoline in 1989 exceeded the U.S. price by 60 percent. Visitors from the U.S. may be reluctant to drive long distances to visit the territories unless the perceived value of a vacation or a visit is greater than the extra costs associated with getting to and experiencing the beauty of the North. Business travel which is tied most closely to the economy is usually the first to react to economic change. In the Territories a large percentage of travel is related to government activity. Cutbacks from the federal government, a softening of resource-based development activities, increased costs of flying, exploding use of communication technologies and a tightening of travel budgets are likely to dampen business travel into the early part of this decade.

In 1988 the Government of the Northwest Territories and Federal
Government invested over $11 million in the tourism industry. The
G.N.W.T. is definitely committed to the industry, but an expected
economic downturn will limit what the government can or is willing
to pour back into marketing, product development and support for
tourism business. The expiration and non-renewal (at the time of
writing) of the Economic Development agreements is a case in point.

Conflicting economic signals at this time are also confounding
tourism forecasting. Graphically the economic signals for the
country are shown in Figures 8-13.

Figure 8

Startups versus Failures

BANKRUPTCIES   NEW STARTS (THOUS'S)

— Bankruptcies   —+— New Starts
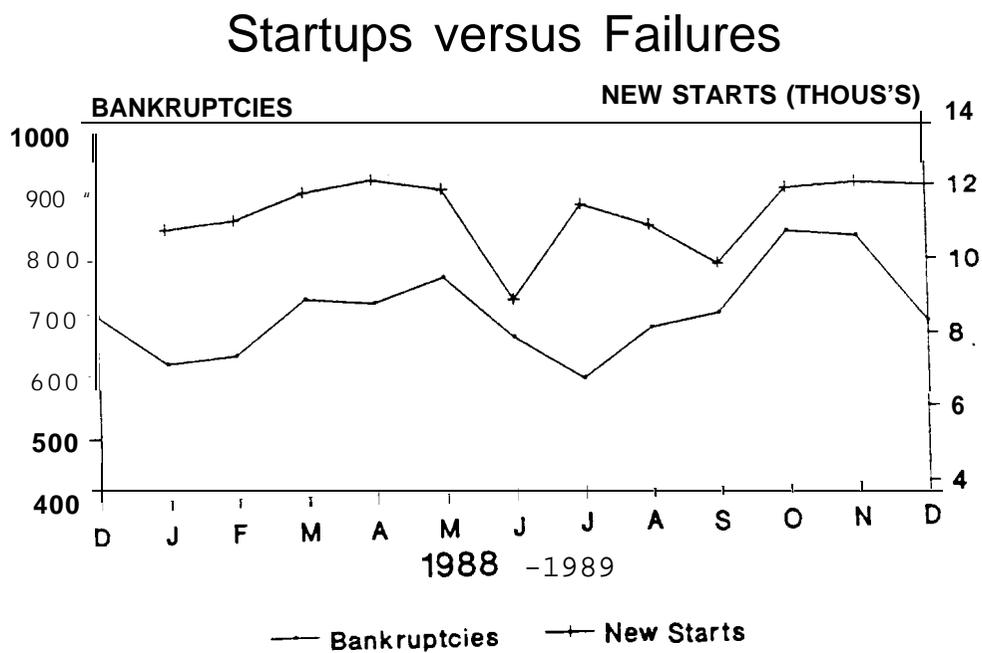
Figure **9**

Economic Growth

GDP (BIL'S)   **RETAIL SALES (BIL'S)**

1988-1989

GDP ─┼─ **RETAIL SALES**

Figure 10

Trade

EXPORTS (bil's)   **CAN $ in U.S**

1988-1989

EXPORTS ─┼─ **CAN $**
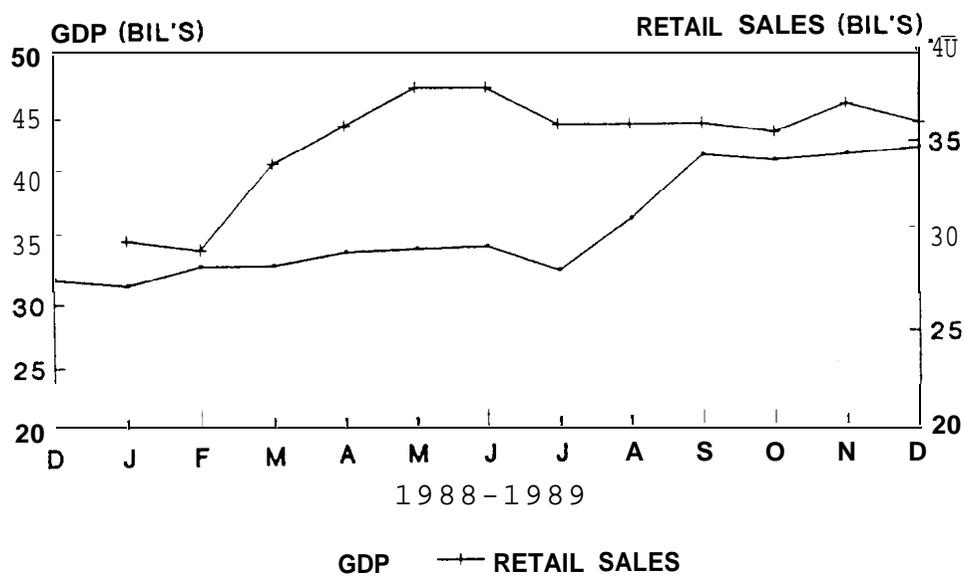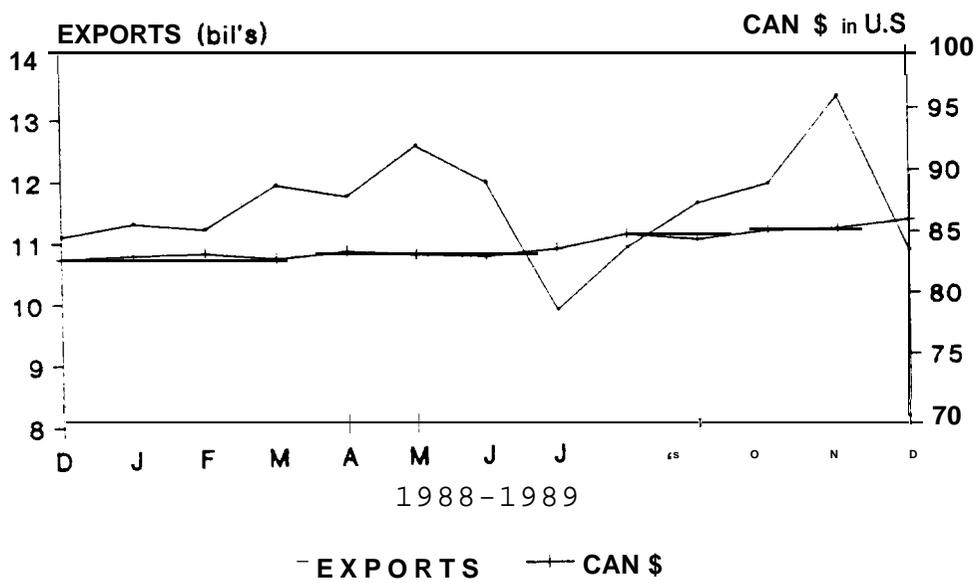
Figure 11

Housing Starts and Auto Sales

THOUSANDS

1989-1990

■ HOUSING STARTS ▨ AUTO SALES
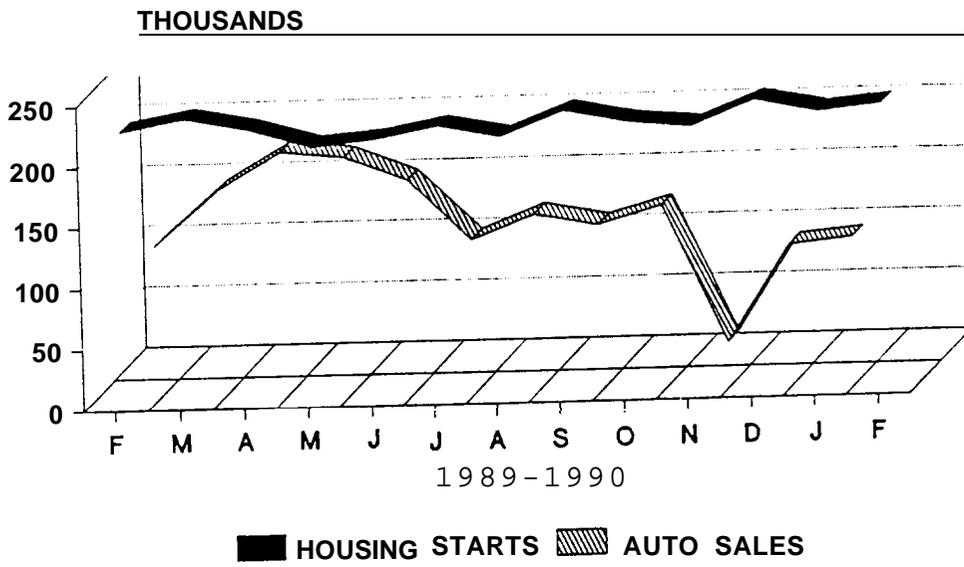
Figure 12

Interest Rates

PERCENT

1988-1989

■ BANK OF CAN ▨ PRIME RATE
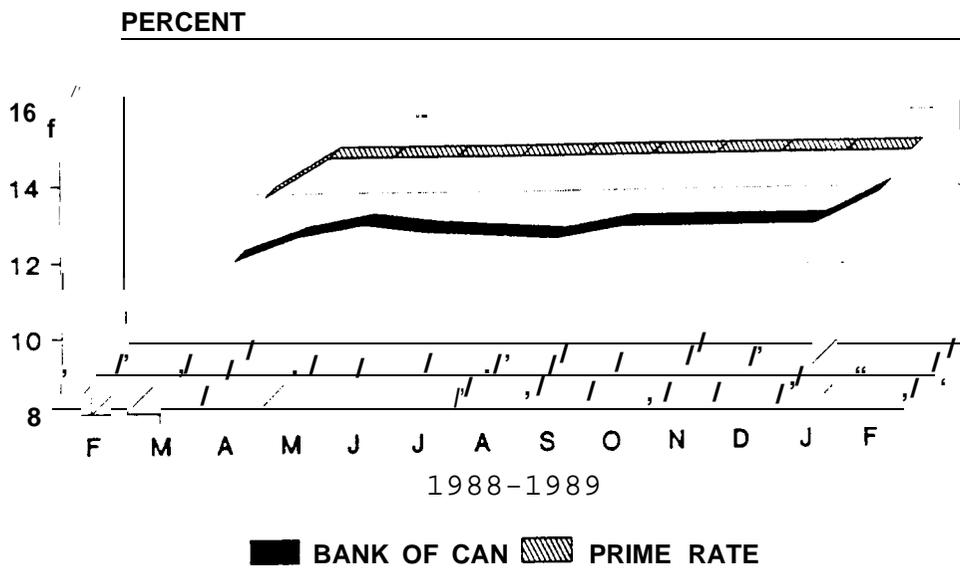
Figure 13

Inflation Rate

PERCENT

AVR WKLY EARNINGS CON PRICE INDEX
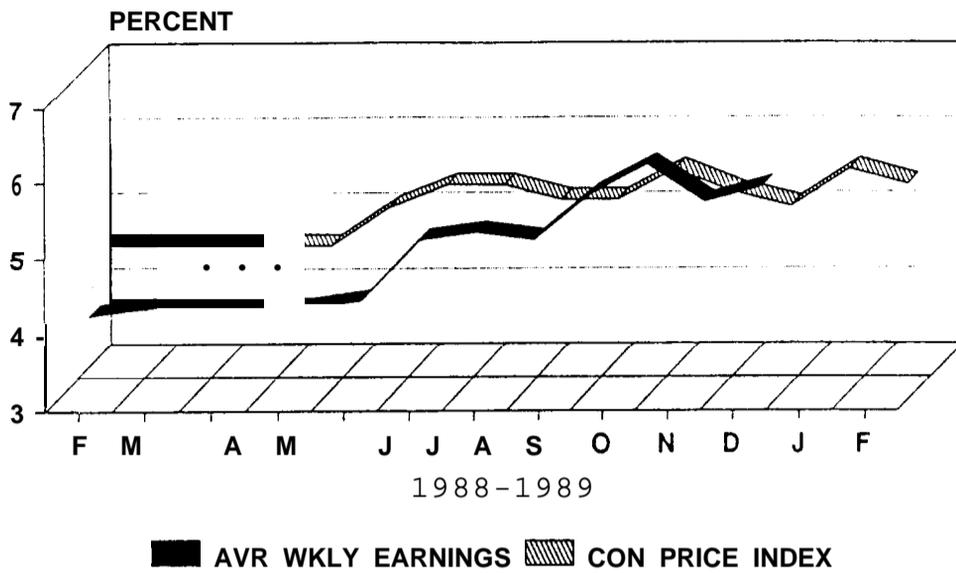
The economic issues facing tourism businesses include rising interest rates (most small businesses are paying 18%) , and the imposition of the G.S.T., both of which will be inflationary. The implications regarding the state of the economy over the near term include an increased cost of travel and rising accommodation, foodservice and retail prices, a definite slowdown in the start-up of new businesses and any major expansion or refurbishing activity. The key concern for operators will be how to keep business debt under control.

The **N.W.T** does indeed have the potential of untapped markets for touring, adventure and eco-tourism, and a superb natural, historical and cultural resource base (alluded to in the publication Tourism: The Northern Lure) . The anticipated growth in non-resident pleasure trips from 33,000 in 1988 to 52,000 in 1995, represents an 8.2% annual growth rate. While this average rate of growth may be possible to achieve, the downturn in tourism in 1989 and the prospects for a decline in pleasure and business travel during an economic recession during the next few years suggest that the projected number of visitors in 1995 and anticipated expenditure levels are ambitious. With the higher costs of travel, imposition of the G.S.T., and possibly a shortened number of person-nights spent in the Northwest Territories, the expectation of achieving $56-58 million in non-resident pleasure travel expenditures by 1995, **Up** from $38 **million** in 1988, will require a determined effort given the acknowledged difficulties facing the industry.

In the mail out survey conducted for this study respondents were asked in one question to anticipate tourism revenue growth for their region. Table 7 is presented here to highlight the responses:

Table 7

Tourism Revenue Growth for Each Region
in the N.W.T., 1990-1995

Region

Percent Growth	Big River	Northern Frontier	Western Arctic	Arctic Coast	Keewatin	Baffin	NUT
Not at all	0.0	0.0	5.5	0.0	0.0	6.9	3-5
0 - 10%	28.9	13.9	14.5	4.5	4.8	0.0	15.7
11 - 20%	24.4	27.8	18.2	27.5	28.6	20.7	23.3
21 - 30%	11.1	22.2	21.8	18.2	19.0	24.(	18.0
31 - 40%	4.4	11.1	9.1	9.1	9.5	6.9	7.6
41 - 50%	20.0	5.6	7.3	13.6	23.8	6.9	5.8
Over 50%	6.7	13.9	10.9	13.6	14.3	20.7	17.4

In each region there is considerable variation in the growth estimates. Respondents in the Big River region, which depends to a great extent on the **"rubber** tire trade", were of two minds. Over **50%** suggested a 10-20% growth over the next 5 years, while 20% forecasted a 41-50% increase in revenues. Interestingly there is speculation about a new road link between Fort McMurray in Alberta and Fort Smith; a theme park area has been ProPosed for the Fort Smith area; and, further development of the spectacular Nahanni National Park near Fort Simpson is anticipated. There is concern, however, over the health of the buffalo herd in Wood Buffalo National Park that may further deter visitation or at least shorten length of stays.

About 65% of tourism businesses operating in the Northern Frontier anticipated growth in the 0-30% range over 5 years. Highly accessible and varied in its natural and urban destinations and tourism opportunities, the Northern Frontier region can expand its

1/3 share of tourist traffic. This is likely to come about because it is the transportation hub and commercial centre of the North. Operators in the Western Arctic also appeared optimistic. About 55% expected a 0-30% growth in revenues. Proximity to Dawson City and the attractiveness of the Dempster Highway and the opportunity to see and experience the Arctic Ocean are expected to continue to attract the curious and adventurous. The same degree of optimism was evident in the Arctic Coast, Keewatin and Baffin.

Interestingly, few respondents in their anticipation of growth seemed to be fixated on the status of the Canadian economy and the possibility of a looming recession. Most everyone expected growth, if for no other reason than they know that many Canadians and foreign visitors are curious about the north. Indeed a trip to the **N.W.T.** represents a domestic trip for Canadians, who , if they 'postpone foreign travel during the next few years, could be persuaded to pursue an Arctic adventure instead. Furthermore, as the population continues to age, the lure of the natural beauty of the north is expected to become an attractive travel option. For example, witness the recent growth of the Elderhostel market.

Given the aforementioned comments, the number of non-resident pleasure trips will probably increase at an average annual rate of 5% per year, not the 8.2% as forecasted by the government. Business and personal trips will also slow down as the economy slows -- a 2-3% growth is optimistic. The number of visitor nights

will stabilize and will likely decrease during 1990-1991. Tourism expenditures, due to inflationary pressures, are expected to rise by 8-10% per year.

Implications: The aura of the **N.W.T.** as a visitor destination, coupled with exciting possibilities in regard to tourism experiences, will make the Territories an interesting alternative destination for non-resident pleasure travelers, but there are some important questions regarding the potential for tourism growth for the period 1990-1995.

> How should the **N.W.T.** proceed in carving out for itself an   important niche in the very competitive tourism market during a period of almost certain downturn in the Canadian and U.S.   economies?
>
> What will the impact of slow growth have on hiring and training practices of tourism businesses?
>
> How can the G.N.W.T. , the Tourism Industry Association of the **N.W.T.** take advantage of a slow growth period to emphasize development of industry personnel?

TOURISM INFRASTRUCTURE

The number of tourism businesses operating in the **N.W.T.** is contained in Table 8. Of the 372 businesses, 35 percent are native owned, 40 percent non-native but **N.W.T.** owned, and 25 percent are owned by non-residents. About a quarter of all the businesses are in the Northern Frontier Region and 22 percent in the Baffin.

Table **8**

Number of Travel Business

and Ownership Profile, 1988

Tourism Region	Businesses (#)	(%)
Big River	64	17.2
Northern Frontier	**90**	**24.2**
Western Arctic	**59**	**15.9**
Arctic Coast	**23**	**6.2**
Keewatin	**55**	**14.8**
Baffin	**81**	**21.8**
Total	372	100.0%
Native ownership	130	34.9
Non-native ownership	148	39.8
Non-resident ownership	94	25.3
Total	372	**100.0%**

Source: Economic Development and Tourism, ~~Tourism:~~ <u>The Northern Lure</u>, p. 5.

Table 9 indicates the current size of the accommodation sector of the industry by region. In 1989 there were 80 hotel/motels with 1,560 rooms, 56 lodges and 93 outfitters operating within the six regions of the N.W.T.. Over 52 percent of the hotel/motel rooms are located in two regions -- Northern Frontier and Big River. These regions also control 61 percent of the units operated by lodges. In terms of outfitter units, Baffin contains 34 percent.

The most recent Statistics Canada data on the **N.W.T.** accommodation industry **(catalogue** 63-204 **Traveller** Accommodation Statistics) **is** for 1984. At that time 25 hotels, and 8 motels were identified.

Total revenues were $38.9 million ($33.6 million from hotels) of which $10.9 was earned from the sale of rooms, **$10.5** million from the sale of food and the remainder from alcohol, merchandise, and other sources. Based on a hotel occupancy study completed for 1984 and 1985 for four properties in Yellowknife and Hay River **(Pannell Kerr Forster, 1986)** it would appear that these Statistics Canada figures represent an average hotel occupancy rate of 60%.

Table 9

Accommodation Facilities, 1989

	Hotels/ Motels		Ledges	Outfitters	Total
	units	rooms	units	units	units
Northern Frontier	15	465*	22	18	55
Big River	15	351	12	13	40
Uestern Arctic	17	299	4	13	34
Baffin	15	280	3	32	50
Keewatin	12	106	11	12	35
Arctic Coast	6	59	4	5	45
Total	80	l 560	56	93	229

● 458 of these rooms were located in Yellowknife
Source: Growth in Northwest Territories Tourism Facilities, 1988

Statistics Canada, in its Restaurant, Caterer and Tavern Statistics **Catalogue, Catalogue** 63-011, notes that commercial foodservice receipts for 1988 amounted to $19.5 million. While 15-25% of these revenues are normally attributed to tourism activity, it is worth noting that according to the 1986 Family Expenditures in Canada (Statistics Canada **Catalogue** 62-555) families in Yellowknife spent an average of $1,743 in 1986 on eating out, more than

families in any other Canadian city, or 3.2% of their total family
expenditures.

A clearer picture of the number and type of businesses operating
in the Northwest Territories tourism industry comes from a
membership profile of the Tourism Industry Association, Table 10.
For example, there is a large transportation sector comprised of
scheduled and charter **airlines,** taxi **operators,** bus companies and
car rental firms.   The other major business category contributing
to the tourism industry is the package tour operators.

Table 10

**Business Membership in Tourism Industry
Association of the Northwest Territories**

Hotels	60
Motels	16
Camps/Campgrounds	6
Lodges	59
Scheduled Airlines	6
Charter Airlines	36
Bus companies	34
Taxi operators	6
Vehicle/Boat Rental	25
Restaurants	43
Bars/Taverns	5
Take-out/Home Delivery	13
Package Tour Operators	45
outfitters	91
Other (e.g. retail)	**30**

In addition to these businesses, tourism generates revenues and
employment in departments of parks and recreation and **other**
government agencies such as economic development and tourism,
transportation and education.   Numerous retail, arts and crafts

businesses, attractions and even banks derive benefit from tourism and could be considered part of the tourism infrastructure.

Implications: There are an amalgam of businesses in different industrial sectors that benefit from tourism. As a result, employment may be directly or indirectly linked to tourism. The composition of the industry raises some interesting questions:

> To what extent should tourism training be considered of fundamental importance in the education/training for various occupational or job categories in various industry sectors?
>
> What are the specific educational/training needs in the various types of businesses catering to visitors?

GOALS AND OBJECTIVES FOR TOURISM

Having provided a perspective on the future of tourism and tourism infrastructure in the **N.W.T.** it is now appropriate to consider the emphasis being placed on tourism and tourism development by the G.N.W.T. . The purpose of this section is to summarize some of the key policy guidelines as set out by the government to make sure that the goals and objectives for tourism/hospitality education and training are carefully linked to, and not in disagreement with, these policies. In the planning document "Building on Strengths: A Community-Based Approach" three major objectives of their strategy are identified:

> 1. Reduce employment and income disparities between and within communities and regions;
>
> 2. Promote growth and diversification; and

3. Ensure that N. **W.T.** residents receive a large share of the benefits of Economic Development

These development objectives are to be achieved through business development and job creation. Tourism has been identified as a target sector along with small business, renewable resources and arts and crafts all of which are inextricably linked to tourism development. For example, most tourism businesses are small and entrepreneurial -- at least they start out as small businesses. In the strategy document **"Small** Business: Big Potential" the economic impact of small business is clearly articulated. Recognition is made of the fact that new jobs depend on an expanding business sector, though the environmental circumstances present in many small **N.W.T.** communities, not to mention the difficulties of operating a tourism related business, may limit growth. Other limitations include:

extreme **seasonality** that limits year round job security:

- **labour** intensity of services that precludes extensive use of technology or mechanization;

simultaneous production and performance of **services** that demand service personnel who are well-versed in meeting the needs and expectations of "finicky" visitors i.e., have a clear sense of and belief in "the service ethic": and

- high costs of **labour,** raw materials and operating overhead necessary to operate a business in the north.

Tourism in the **N.W.T.** is based and dependent upon renewable resources. Economic Development and Tourism's strategy document,

" **Renewable Resources:** Building on a Tradition", stresses "the long held belief of aboriginal peoples that use of land and all it sustains must not limit opportunities for use by future generations. . . ." This belief represents the philosophy on which the future success of tourism, particularly in the N.W.T., must be based. This philosophy is also consistent with the Brundtland Commission Report of UNESCO called "Our Common Future." Tourism is a land-, **ice-** and water-based phenomenon, and, it is the diversity and sheer magnificence of the **N.W.T.**'S natural, historical and cultural resource potential that represents the basis for tourism growth and employment opportunities. Economic Development and Tourism's mandate is to utilize its renewable resources in a protective way in order to replace imports; to improve efficiency and increase production of economic **self-reliance**; and to increase local employment opportunities and local influence over the pace and type of development. Tourism development is believed to be an important vehicle that can assist in this regard through the following:

- growth and diversification of the economy;

    providing employment opportunities that eventually may help reduce employment and income disparities between and within communities and regions; and

- encouraging community self-sufficiency, and espousing a sustainable development philosophy. The community-based approach to tourism in turn will help foster a value-added approach in two ways. The visitor will be provided with a tourism experience that is more authentic; and, the community will benefit from an increased economic multiplier that will help visitor dollars and hence employment opportunities in the community.

The final component of Economic Development and Tourism's ~~Building~~ <u>on Strengths</u> strategy deals with arts and crafts. For many visitors arts and crafts are seen as highly sought after commodities with two distinguishable components -- the tangible product (a soapstone carving, for example) and the experience of watching the expert draftsperson at work. By promoting arts and crafts with vacation opportunities it is suggested that it will be possible to develop a clearer definition and differentiation of a **N.W.T.** vacation experience. Furthermore, the opportunities for employment in the arts and crafts industry are expanded as are the opportunities for building stronger marketing and product development strategies. Community level product differentiation and marketing are considered crucial.

It would appear that by enhancing the opportunities for well ' managed and carefully planned tourism, the N.W.T., through its community-based approach to economic development, can enhance employment opportunities in every region. But as the government indicates "job creation is not a problem, despite high **unemployment** rates. " Rather, the government notes that the problem includes, but is not limited to, some of the following issues:

> limited success in creating jobs which use available skills;

> - employers who are reliant on southern Canada for skilled **labour;**

> inadequate cooperation between business and government and among a variety of different government departments (at **all** levels) that may have different mandates and ways of measuring success; and

- conflicting values of people who still rely on land-based pursuits for economic survival and cultural and spiritual vitality, but who, out of necessity, are being pulled into a wage-based economy.

As stated in "Tourism: The Northern Lure":

> Although traditional on-the-land experiences are a source for the skills necessary to deliver adventure tourism, much training and direct experience is needed to provide the technical, personal service, and business competence required for our industry to effectively compete with other travel destinations.

> At the present time, the Northwest Territories hospitality industry is not attracting adequate numbers of residents seeking long term employment. The perception that the industry is low paying, seasonal and only requires low skills must change if adequate numbers of people are to choose careers in this industry (p. 11)

In the proposed Action Plan contained with the strategy document "Tourism: The Northern **Lure",** suggestions for upgrading the tourism labour force are made.

> The Government of the Northwest Territories will place increased emphasis on human resource development within the tourism industry. With the active cooperation of Arctic College, Canada Employment and Immigration Commission, and the Travel Industry Association of the Northwest Territories, training opportunities practical to the industry demands of the 1990's will be planned, developed and delivered.

Coordination of these training and
skill development programs will be
a focus of the Northwest Territories
Employment Development Strategy.

Programs will also be developed in
cooperation with other agencies and
the travel associations to encourage
young people to choose a career in
tourism. With the assistance of
employers, the hospitality sector
will be portrayed as a viable **full-**
time, long-term and respected
career. **(p.17)**

It should be noted that similar suggestions regarding a **co-**
operative approach to tourism training and a need to positively
portray the industry as providing career opportunities were made
during the interviews and workshops with industry representatives.

As a partial re-affirmation as to its commitment to providing
employment opportunities to local people, the Government of the
Northwest Territories in its 'lConsultation Paper to Review the
Proposed Changes to The Travel and Tourism Act, the Tourist
Establishment Regulations, and the Outfitters Regulations"
(November, 1989) has recommended:

To integrate communities into the licensing
process.

The proposal for establishing criteria which
requires community consultation will result in a
two-fold benefit to the communities. Communities
will have a measure of control over development, **as**
well as increased **socio-economic** benefits available
through employment, **training** and business
opportunities. (p. 2)

Amendments being considered to the legislation will require applicants for both tourist establishment and outfitters licenses to demonstrate:

1. Quantifiable economic benefits to the local community in terms of such things as jobs that would be created, contracts entered into, spin-off benefits to suppliers and other identifiable benefits.

2. Their ability to deliver the proposed services by indicating their (or their employees) experience and training, knowledge of the area and properly trained staff. (p. 7)

With regard to guide certification/registration:
. . . . Level 11 and III guides must be residents of the N.W.T. . . .
Specialized guiding skills such as sea kayaking, mountaineering, whitewater rafting, kayaking, and canoeing, may not be immediately available in the North. Exemptions will be granted to businesses offering these services on the condition that the business commits itself to hiring prospective residents who may be trained in the South in these skills.

As indicated in the summary of the interviews conducted for this study, many operators were sympathetic to these recommendations, but some operators were annoyed, and some quite angry, at being forced to hire only Northerners as Level II and Level III guides.

Implications: G.N.W.T. goals, objectives and strategies for tourism are being clearly articulated. The questions that arise in terms of implications for tourism education and training are as follows:

- How can the government be assured that N.W.T. residents actually do receive the major benefits from tourism particularly as they relate to jobs and employment?

Is there a way of relating education and training for tourism to the Northern emphasis on renewable resources and arts and crafts?

What are the best ways to structure and offer tourism educational and training programs so that they achieve many of the economic and **social** objectives of the government?

How can **employers** in the tourism **industry** be encouraged to support education and training initia-tives and commit themselves to hiring prospective residents?

TOURISM IN THE **N.W.T.** AND **LABOUR** REQUIREMENTS, 1990-1995

In this section, emphasis is placed on relating tourism growth in the **N.W.T.** to the need for industry personnel. Information on employment growth in the tourism industry has been culled from a number of reliable reports and a forecast of employment growth for the industry in each tourism region in the N.W.T. is made. The employment figures are based on the 1989 **N.W.T.** Labour Force Survey and A Needs Assessment of Human Resource and Training Requirements for its N.W.T. Tourism Industry, 1987.

With a general slowdown in the Canadian economy, as **well** as in tourism, employment growth is expected to stabilize over the next five years. This is already happening in the United States. The Us. Department of Labour has projected a 1.1 percent growth in travel industry employment for 1989 (down from 4.6% in 1988) compared to a 3.0 percent growth rate for the U.S. economy as a whole. In Canada a similar slower rate in growth **in** tourism/hospitality employment is being projected. Employment and Immigration Canada, in their report "Success in the **Works:** A

Profile of Canadars Emerging **Workforce"**, project an overall average rate of employment growth of 1.2 percent throughout the 1990's for the economy as a whole. The rate of growth may be slightly higher for the hospitality/tourism sector, but will be less than the projected annual growth rate of 5 percent per year by the Canadian Restaurant and Foodservice Association.

Laventhol and Horwath (Trends in Business in Hotels, Nov/Dec 1989) project a considerable slower rate of growth in the building of hotels in Canada over the next few years. Their research reveals that occupancy rates are on the decline and travel demand is down. In many markets it is noted that there is a saturation of hotel rooms which is creating greater competition for market share. With profit margins shrinking and cost of capital increasing, the company is projecting tougher economic times for the hotel industry.

The impact of slower tourism growth throughout the **N.W.T.** will vary according to the number of visitors, length of stay and expenditures from region to region. Labour needs and requirements, therefore, will vary from one region to the next. Given easier and improved road and air access, the Big River, Northern Frontier and Western Arctic regions will likely increase their share of visitors to the N.W.T.. Continued strong growth of Yellowknife as the centre of commercial and government activity in the Western Arctic suggests that its hospitality/tourism industry

will prosper. Yellowknife, as the gateway to the Western Arctic, represents the hub for airline traffic, which is expected to grow at a **slow** but steady pace; and its large number of hotels, restaurants and other tourism/travel businesses will continue to provide varied **full-** and part-time, year-round employment opportunities for a large number of people.

In such regions as the Arctic Coast, Keewatin and the Baffin, with the exception of **Iqaluit,** tourism activity is unlikely to grow as fast especially in terms of the number of arrivees. While providing a variety of employment opportunities, few of these **will** be permanent, year-round positions. Tourism, outside of the major communities therefore, is, and will continue to be, a **supplemental** employment activity -- an activity, however, that for some **people** continues to complement traditional or land-based economic 'lifestyles with seasonal or part-time employment.

Tourism employment opportunities vary according to the industry sector. In 1986 the National Task Force on Tourism Data classified industries in terms of their importance to tourism. (See Table 11). Tier 1 industries are those which, in the absence of tourism, would essentially not exist; they are 100 percent tourism industries. Tier 2 industries are those which, without tourism, would be significantly smaller. Each of these industries in the **N.W.T.** has been assigned a tourism contribution percentage (based on the Scope of the **N.W.T.** Tourism/Travel Industry, 1988) .

It should be noted that for the purpose of this study in which education and training needs for the hospitality industry are also being considered, employment in the foodservice industries should be considered in full.

Table 11

Importance of Selected Industries to Tourism in the N.W.T.

Industry	Commodities	Tier 1(100%)	Tier 2(x%)
Accommodation	Hotels	1 00%	
	Motels	1 00%	
	Campgrounds	1 00%	
	Ledges	1 00%	
	Cut fitters	1 00%	
Transportation	Airlines-scheduled	1 00%	
	Airlines - unscheduled	1 00%	
	Airport limousines	1 00%	
	Inter urban bus	1 00%	
	Boat rental	100%	
	RV rental	1 00%	
	Taxis		30%
	Car rental		90%
	Private car		?0%
	Gaso 1 i ne		20%
	Recreation vehicles (R. V.)		80%
FoodServices	Licensed restaurants		30%
	Unlicensed restaurants		30%
	Take-out food		15%
	Tavern/Bars		30%
Support Services	Telecommunications		1ox
	Banking Services		1o%
	Convention Services	100%	
	Travel Agents	1 00%	
	Tour Operators	1 00%	
	Cruise Operators	1 00%	
	Visitor Reception	1 00%	
	Guiding	1 00%	
Activities	Sightseeing	1 00%	
	Theme parks	1 00%	
	Festivals/Special events		35%
	Movies		5%
	Staged entertainment		15%
	Cultural events		15%
	Sports events		15%
	Other recreational activities		15%
	Museums		35x
	Parks		75%

Source: Based on the National Task Force on Tourism Oata, 1985, Tourism Canada, but amended for the tourism industry in the N.W. T.

In determining the size of the tourism\ hospitality industry in terms of the number and type of jobs required, the 1989 N. **W.T.** Labour Force Survey provides a useful starting point.   Table 12 reveals that throughout the Territories there exists a **labour** force of 24,250 people of which 20,328 were employed at the time of the survey; the overall unemployment rate was **16%** (30% for natives and 5% for non-natives).   There are approximately 34,650 people aged 15 years and older in the **N.W.T.** so the labour force participation rate is about 70%.

Table 12

Labour Force Activity, by Region, NWT, Winter 1989

Region		Labour Force (#)	Employed (#)	Unemployed (%)	Persona (15 years) (#)
Baffin		3,9W	3,145	21	6,308
	Nat ives	2,713	1.877	31	3,3W
	Non-Nat ives	1,286	1,269	1	2,993
Keewat in		1,846	1,452	21	3,195
	Natives	1,415	1.031	27	1,640
	Non-Nat ives	432	421	3	1,555
Kitikmeot		1,372	953	31	2,458
	Natives	1.068	654	39	1,255
	Non-Natives	304	299	2	1,202
Inuvik		3,808	3,123	18	5,531
	Nat ives	2,135	1,519	29	2,892
	Non-Natives	1,672	1,604	4	2,638
Fort Smith		13,224	11,654	12	17,159
	Nat ives	3,658	2,587	29	9,117
	Non-Natives	9,566	9.067	5	8,042
NUT		24,250	20,328	16	34,650
	Natives	10,990	7,668	30	18,213
	Non-Natives	13,259	12,659	5	16,437

Source: 1989 NUT Labour Force Survey, NUT Bureau of Statistics

A 1986/87 estimate of N. **W.T.** Tourism Industry employment (Table 13) was contained in a report by Derek Murray Consulting Associates Inc. , "A Needs Assessment of Human Resource and Training Requirements for the NWT Tourism Industry." By combining full-time and part-time employees into a category called "employment in person-years", the estimated full-time equivalent of employees working in the industry over the course of a year was calculated at 2,513 person-years. An estimate as to the number of people who were actually employed in the tourism industry on a full- or **part-**time basis (not accounting for turnover) can be determined by multiplying the full-time equivalent factor by **1.8 employees.** Therefore, in 1986/87 approximately 2,194 (1,219 x 1.8) people were employed in the restaurant, transportation and the other tourism industry categories. The accommodation sector employed an additional 2,350 people. When these figures are combined it is estimated that at least 4,540 people were employed in the tourism industry in 1986/87. On the basis of the 1986 Census in which the **labour** force was estimated at 24,370 people, about 18.6% of the **labour** force was employed full-time or part-time in the tourism industry.

Table 13

Estimate of NWT Tourism Industry Employment 1986-87

It-dust ry Sector			Region				
	Baffin	Keewatin	U. Arctic	Big River	N. Frontier	Arctic coast	NUT
Hotel/Motel							
Full time	77	37	77	116	192	31	530
Part time	36	17	36	55	73	27	244
Lodging/ Tent camp							
Full time	19	33	15	33	56	16	172
Part time	47	83	37	52	571	36	826
Outfitting							
Full time	50	35	10	20	88	35	238
Part time	66	46	28	53	101	46	340
Restaurant F.T. equivalent	86	41	86	130	210	38	591
Other F.T. equivalent	90	61	71	113	244	49	628
Total							
FT(Accom.)	146	105	102	169	336	82	940
PT "	149	146	101	160	745	109	1410
FT equiv.	176	102	157	243	454	87	1219

Source: Oerek Murray Consulting Assoc. Inc. A Needs Assessment of Human Resource and Training Requirements for the NUT Tourism Industry, 1987.

Based on the growth of the tourism\hospitality industry since 1986/87, current employment is estimated to have increased at 2% per year. Consequently it is estimated that approximately 4,700 people were working in the industry during 1989/1990 in a full- or part-time capacity.

As a point of comparison, in the survey of employers conducted for the current study, 172 members responded. The respondents operated 208 enterprises (44.4% of the T.I.A. **N.W.T.** membership), with a total of 2,567 employees. Assuming that non-respondents to the survey hired the same number of employees, total employment in tourism could conceivably be 5,782 people. However, **non-**respondents to the survey were more likely to be seasonal businesses employing fewer people. A total employment figure of 4,700, therefore, appears to be a reasonable estimate.

Employment projections for tourism in each region industry are contained in Tables 14-20. Projections are based on **a** forecasted annual average growth of about 2.5%. This figure is premised on the opinion that during the next couple of years it is unlikely that there will be any major hotels built so there should not be a sudden jump in demand for employees; that tourism growth in terms of arrivals will not exceed an average increase of 5% per year; that the existing slack in industry capacity (e.g., low occupancy rates in hotels) and the possibilities of improving employee productivity will undermine a burst of demand for new employees except as replacement for employee turnover. By the year **1995,** therefore, approximately 5,300 people should be working in the tourism industry either on a full- or part-time basis.

An annual growth rate of 2.5% translates into approximately 600 new employment positions being added to the industry over the next six

years.   If turnover figures of only 25 percent are factored into
these statistics, the tourism industry will require approximately
another 7,5oo employees.   However, it should be noted that some of
these employees will continue to remain in the industry; they will
simply change employers.

Calculations as to the amount of tourism revenues required to
support one person-year of employment are contained in Appendix 4
of this report.   During 1989-90 it is estimated that $64,710. was
required to support one person-year of employment.   For hotels and
restaurants operating at an average 30% **labour** cost, the average
wage per person-year would amount to $19,413. .

Table 14

**Estimated Labour Needs for the Tourism Industry,
Northwest Territories, 1990-1995**

		Baffin Region					
		1990	1991	1992	1993	1994	1995
Hotel/Motel	FT	80	82	83	85	87	88
	PT	37	38	41	44	47	50
Lodging/Tent Camp	FT	20	20	21	2l	2l	22
	PT	49	50	54	57	60	63
Outfitting	FT	52	53	54	55	56	57
	PT	69	70	74	77	80	84
Restaurant	FT/PT	l6l	164	l68	171	175	178
Other	FT/PT	l69	172	l80	l86	190	198
TOTAL		637	649	67S	693	716	740

Table 15

Estimated Labour Needs for the Tourism Industry, Northwest Territories, 1990-1995

		Keewatin Region					
		1990	1991	1 W 2	1 W3	1994	995
Hotel/Motel	FT	38	39	40	41	42	43
	PT	18	19	21	24	25	28
Lodging/Tent Camp	FT	34	35	36	36	37	38
	PT	86	88	92	96	100	105
Outfitting	FT	36	37	38	39	39	40
	PT	48	50	52	54	58	62
Restaurant	FT/ PT	77	7 9	8 0	82	83	85
Other	FT/ PT	114	119	123	128	132	138
TOTAL		451	466	482	500	516	539

Table 16

Estimated Labour Needs for the Tourism Industry, Northwest Territories, 1990-1995

		Western Arctic Region					
		1990	1991	1992	1 W3	1 W4	1995
Hotel/Motel	FT	80	82	83	85	87	89
	PT	37	38	40	42	43	45
Lodging/Tent Camp	FT	16	16	16	16	17	17
	PT	38	39	40	41	42	43
Outfitting	FT	11	11	12	12	13	13
	PT	30	31	32	33	34	35
Restaurant	FT/ PT	161	165	168	171	175	178
Other	FT/ PT	133	136	139	141	144	147
TOTAL		506	518	530	541	555	567

Table 17

Estimated Labour Needs for the Tourism Industry, Northwest Territories, 1990-1995

		Big River Region					
		1990	1991	1992	1W3	1994	1 W5
Hotel/Motet	FT	121	123	126	128	130	133
	PT	57	59	60	62	6 4	6 6
Lodging/Tent Camp	FT	34	35	36	36	37	'38
	PT	54	55	56	58	60	62
Outfitting	FT	21	21	22	22	23	24
	PT	55	56	58	60	6l	62
Restaurant	FT/PT	243	248	253	258	264	270
Other	FT/PT	211	215	220	225	230	235
TOTAL		796	812	831	849	869	890

Table 18

Estimated Labour Needs for the Tourism Industry, Northwest Territories, 1990-1995

		Northern Frontier Region					
		1990	1991	1992	1993	1994	1995
Hote L/Motel	FT	200	204	208	215	220	224
	PT	76	78	80	83	87	90
Lodging/Tent Camp	FT	58	59	61	62	64	66
	PT	590	600	610	615	625	630
Outfitting	FT	92	93	95	97	100	l02
	PT	l05	107	ll0	ll5	ll9	123
Restaurant	FT/PT	390	396	402	410	418	425
Other	FT/PT	456	460	470	480	490	500
TOTAL		1%7	l W7	2036	2077	2123	2160

Table 19

Estimated **Labour** Needs for the Tourism Industry,
Northwest Territories, 1990-1995

Arctic Coast Region

		1990	1991	1992	1 W3	1994	1 W5
Hotel/Motel	FT	32	32	33	33	34	35
	PT	28	29	29	30	31	32
Lodging/Tent Camp	FT	17	17	17	18	18	19
	PT	37	38	40	41	42	42
Outfitting	FT	36	37	38	39	39	40
	PT	48	49	50	52	54	56
Restaurant	FT/PT	70	71	73	74	76	77
Other	FT/PT	92	93	95	97	100	102
TOTAL		360	366	375	384	394	403

Table 20

Estimated Labour Needs for the Tourism Industry,
Northwest Territories, 1990-1995

N.W.T.

		I w o	I W 1	1 W 2	1993	1994	1 W5
Hotel/Motel	FT	55 l	562	573	587	600	612
	PT	253	261	271	285	297	311
Lodging/Tent Camp	FT	179	182	182	189	194	200
	PT	854	870	892	908	929	945
Outfitting	FT	248	252	259	264	270	276
	PT	355	363	376	39 l	406	422
Restaurant	FT/PT	1102	1123	1144	1166	1191	1213
Other	FT/PT	1175	1195	1227	1257	1286	1320
TOTAL		4717	4808	4929	5047	5173	52W

Implications: Despite a slower rate of growth for tourism in the N.W.T. industry, employment will continue to expand. To meet the demands of new positions **and to** fill the positions that are vacated through turnover, there are a number of important questions that need to be addressed:

How will the tourism industry take responsibility for promoting career opportunities and providing effective training for new recruits?

In consideration of an economic downturn and an intensified bottom line approach to management, how will tourism businesses justify the increased costs of training?

Should education and training programs focus on helping people move from a traditional, land\water-based economy to a wage economy or on helping them combine both types of occupations?

Given the total size of the **labour** force in each region, can the industry be expected to hire Northerners only or **will** Southerners still have to be recruited?

SURVEY RESULTS

INTRODUCTION

This section of the report presents an analysis of the responses to the mail out survey to the membership of the Tourism Industry Association in the **N.W.T** in early January 1990. Responses are provided for the N.W.T. as a whole except where there is a difference by region or where there is important information for regional interests, at which point these data are presented by region as well. It is important to note that when reporting statistics for the **N.W.T.** as a whole all respondents are included in the analysis, however, not all respondents indicated in which region they operated making it impossible to include them in the regional analysis. This complication results in percentages and raw scores for the regions which do not equal the totals for the **N.W.T.** on many of the Tables.

SAMPLE :

Of a total of 387 questionnaires distributed, 172 (44.4%) usable responses were returned and are included in the analysis. This return rate allows a 95% confidence level that the sample represents the opinions of the population with a plus or minus 5.5% chance of error. When the total sample is broken down into **sub-**samples (e.g., for the regions) the analysis cannot be assumed to provide the same degree of accuracy. This does not mean, however, that the analysis is in error but that the possibility of the

statistic not representing the population under study is increased.

The returns provide a fairly proportional representation of the regions. Table 21 presents the ProPortion of respondents **by** region.

Table 21

Respondents by Region

Region	Frequency	Percent
Big River Country	45	21.6
Northern Frontier	36	17.4
Western Arctic	55	26.4
Arctic **Coast**	22	10.6
Keewatin	21	10.1
Baffin	29	13.9
Total	208	100.0

Table 21 indicates that the 172 respondents operate 208 enterprises in various locations throughout the **N.W.T.** This means that some of the respondents have more than one operation.

Table 22 describes the types of businesses/services in which the respondents are engaged.

Table 22

Services Supplied by Respondents

Service	Frequency						
	N.W.T	Big River	Nor Front	Uest Arctic	Arctic	Kee- wat in	Baffin
Focal and Beverage	64	11	13	21	7	7	5
Accommodat ion	65	13	13	17	6	8	8
Transportation	60	17	10	12	7	6	8
Tour Operation	54	10	11	9	6	6	12
Tourist Information	19	5	4	2	4	2	2
Outfitter/Operator	65	13	10	12	12	8	10
Guide/ 1 nterpret i ve Service	46	9	6	8	11	4	8
Retailer (e.g. arts/crafts)	26	3	5	5	4	5	4
Event Operator	6	1	2	1	0	1	1
Attraction Facility Operator	10	2	1	1	1	3	2
TOTAL	415	84	75	88	58	50	60

Proportionately it would appear that the sample of respondents is representative of the population under study. The accommodation and outfitter/operator sectors of the industry are generally the largest employer throughout the **N.W.T.** as demonstrated in **Table** 23. Appropriately, a solid representation from the food and beverage and transportation sectors of the industry is present in the returns. The sample is light in the event operator and attraction facility operator categories; however, this may be an accurate representation in relation to the other categories listed. When examining the respondents on the annual revenue continuum the sample presents an interesting picture. Table 24 presents the sample by annual revenue.

Table 23

Annual Revenue by Respondents, 1989

Annual Revenue Categories	N.W.T	Big River	Nor Front	West Arct	Arc	Kee Watin	Baffin
< 25,000	19.7	19.5	22.2	18.3	10.0	19.0	17.9
25,000 to 49,000	8.3	12.2	0.0	6.1	10.0	9.5	10.7
50,000 to 99,999	8.9	9.8	13.9	10.2	15.0	9.5	3.5
100,000 to 249,999	19.1	22.0	19.4	18.4	25.0	9.5	17.9
250,000 to 499,999	8.9	7.3	11.1	6.1	15.0	9.5	10.7
500,000 to 999,999	13.4	9.8	11.1	18.4	5.0	9.5	10.7
1,000,000 to 2,000,000	13.4	17.1	13.9	14.3	15.0	23.8	17.9
> 2,000,000	7.6	2.4	8.3	8.2	5.0	9.5	10.7

The distribution of the sample is hi-modal with two categories appearing most frequently; the $25,000.00 or less group and the $100,000 to 249,999 category. This represents a relatively diverse industry. When all the categories in Table 23 are collapsed into two groups, 43.3% of the respondents reported their annual income to be over a quarter of a million dollars a year with 56% under $250,000. The distribution is relatively the same for each of the regions. Nearly 2/3 of the respondents are owner/operated with 1/3 of them being managers.

The length of time the respondents were in business is presented in Table 24.

Table 24

Length of Time in Business

Time	Percent						
	N.W. T.	Big River	Nor Front	Uest Arct.	Arctic	Kee- watin	Baffin
Less than 1 yr.	8.6	6.8	5.6	9.3	13.6	9.5	3.4
1 to 5 yrs.	29.5	27.3	25.0	31.5	13.6	28.6	31.0
6 to 10 yrs.	21.0	29.5	25.0	11.1	13.6	9.5	20.7
Over 10 yrs.	40.1	36.4	44.4	48.1	59.1	52.4	44.8

The average time of being in business for the respondents was from six to ten years. A large percentage (40.1%) have been in business for over ten years. This suggests considerable stability in the tourism industry over the long-term. The lightest category (8.6%) is the under one year group which suggests that few new operators have recently entered the industry.

The majority of businesses (69.6%) indicated that they are open for business on a year-round basis. Those open on a seasonal basis (29.9%) are mostly summer operations. Of those reporting seasonal operation, 15.1% suggested they could be full year operations over the next five years.

EMPLOYMENT **PATTERNS:** The survey attempted to determine what occupations on a full year and seasonal basis were critical to the tourism industry. It also investigated occupations on a full-time

and part-time basis.   The 172 respondents reported employing a total of 2,567 employees.   Table 25 presents the breakdown of those employees by category type.

Table 25

Total Number of Employees Employed

All Year		Seasonally	
full-time	part-time	full-time	part-time
1223	422	528	338

Table 25 demonstrates that the tourism industry is not mainly made up of seasonally part-time employees as the conventional wisdom would suggest.   Almost half of the industry is year round full-time employment.   However, when asked generally about turnover, the respondents suggested that it was of concern.   See Table 26.

Table 26

Estimate of Employee Turnover

Turnover Estimates	N.W.T	Big River	Nor F rent	West Arct	Arc	Kee wat in	Baffin
none	25.5	20.5	22.8	26.0	38.1	15.8	33.3
0 to 25%	39.8	41.0	40.0	36.0	28.6	68.4	44.4
25 to 50%	19.9	20.5	17.1	22.0	23.8	15.8	11.1
50 to 75%	5.6	7.7	8.6	6.0	0.0	0.0	7.4
75 to 100%	5.6	5.1	2.9	8.0	9.5	0-o	0.0
> 1 00%	3.7	5.1	8.6	2.0	0.0	0.0	3.7

When asked what vacancies by job type were available at present across the N. W. T., personal service personnel ranked first, with guides ranking second and **skilled** food **service** personnel ranking third. Vacancies differed according to region. The vacancies for each region are ranked according to importance in Table 27.

Table 27

Vacancies by Occupation Ranked by Region

Occupation	Rank by Region						
	N.W. T	Big River	Nor Front	West Arct	Arc	Kee watin	Baffin
Manager/supervisor	7	8	8	5	3	3	7
Personal service personnel (e.g. bus people, waiters)	1	4	1	1	7	5	2
Skilled food service personnel (e.g. chefs, bartenders, camp staff)	3	2	4	2	3	5	8
Unskilled kitchen help (e.g. dishwashers)	4	3	6	3	2	2	3
Administration (e.g. secretaries, book-keepers, desk clerks, head housekeeper)	5	4	3	7	3	3	3
Skilled maintenance personnel (e.g. electricians)	6	4	7	8	8	7	8
Unskilled maintenance personnel (e.g. cleaning staff)	7	7	4	6	3	8	6
Security personnel	11	11	9	11	11	10	11
Guides (e.g. fishing, hunting, tourist information counselor)	2	1	2	4	1	1	1
Interpreters (language)	10	9	10	10	11	10	8
Artists and crafts makers	12	11	12	11	8	10	11
Transportation personnel	9	9	10	8	8	8	5

In addition to understanding the number of occupational vacancies that exist at any **given point** in time, it **is** important to understand the turnover rate for each job type. Table 28 provides that information for the **N.W.T.** as a whole and then by region.

Table 28

Turnover Rate by Job Type by Region

occupation	Ranking of Occupation Turnover Rate						
	N.W. T	Big River	Nor Front	West Arct	Arc	Kee watin	Baffin
Manage r/supervisor	8	10	9	9	8	6	3
Personal service personnel (e.g. bus people, waiters)	1	1	2	1	4	5	2
Ski lled food service personnel (e.g. chefs, bartenders, camp staff)	5	6	5	3	3	4	3
Unskilled kitchen help (e.g. dishwashers)	3	4	6	1	2	2	5
Administration (e.g. secretaries, book-keepers, desk clerks, heed housekeeper)	6	7	2	8	5	8	5
Skilled maintenance personnel (e.g. electricians)	9	7	7	7	9	8	10
Unskilled maintenance personnel (e.g. cleaning staff)	4	4	2	3	6	2	8
SeCur i ty personnel	10	7	7	9	9	8	10
Guides (e.g. fishing, hinting, tourist information counselor)	2	2	1	5	1	1	1
Interpreters (language)	11	10	11	9	9	8	8
Artists and crafts makers	11	10	10	9	9	8	10
Transportation personnel	7	3	9	6	6	6	5

Personal service, guides and unskilled kitchen help are the occupations with the highest turnover rate. Two of these three can be considered entry level positions in the industry and as a result training in this area needs to be continuous and ongoing.

TRAINING NEEDS

Responses were solicited on present training activities, needs and future intentions. The first area of interest was to determine what skills are needed not only by type but, perhaps more importantly, by present requirements and volume. Table 29 ranks the needed skills by occupation. The most important skill sets required are those of managers/supervisors and administrators. Guiding skills are identified as important in the Baffin and Keewatin regions. Skilled food service is needed in Keewatin and the Western Arctic and transportation skills are important in Big River.

Table 29

Needed Skills by Occupational Category

Occupation	Rank by Region						
	N.W.T	Big River	Nor Front	Uest Arct	Arc	Kee watin	Baffin
Manager/Supervisor	1	1	1	1	1	1	1
Personal Service	4	5	3	4	6	9	8
Skilled Food Service	3	7	4	3	4	3	6
Unskilled Kitchen Help	8	9	9	7	7	8	9
Administration	2	2	2	2	2	2	3
Ski (led Maintenance	6	6	4	8	8	6	5
Unskilled Maintenance	9	8	6	9	10	3	11
Security Personnel	11	10		10	10	12	12	10
Guides	5	4	8	5	3	3	2
1 nterpreters	10	11	11	11	9	10	7
Artists/Craftspersons	12	12		12	12	11	11	11
Transportation	7	3	7	6	4	6	4

Management skills and administration are clearly identified **by** the whole population as needing attention. It would appear that managers, who likely completed the questionnaire, were looking for considerable training for themselves and for their administrators who also need attention. Food **service** and personal **service** people were seen as needing training before guiding and some of the other categories when examining the **N.W.T.** as a whole. This changes from region to region so statistics are reported by region. Guiding in the Arctic Coast, Keewatin and Baffin jumps out as being clearly of concern.

With regard to needed skills by skill type, Table 30 shows clearly that the ability to work with others is of primary concern. Job specific skills are the next most important need followed by problem solving skills and personal presentation skills.

Table 30

Needed Skills by Skill Type

Occupation	Rank by Region						
	N.W. T	Big River	Nor Front	Uest Arct	Arc	Kee watin	Baffin
Reading	5	4	4	6	5	5	5
Writing	6	6	6	4	6	7	5
Working with Others	1	1	1	1	1	1	1
Problem Solving	3	5	3	3	4	3	2
Job Specific Tech Skills	2	2	2	2	2	3	3
Personal Presentation	4	3	4	4	3	2	4
Management	8	7	8	8	8	8	7
Accounting	9	9	9	9	8	9	9
General Business	7	8	7	7	6	5	8

In the **survey,** lack of money and lack of appropriate training programs were the reasons cited most for not participating in training by the employer. Such reasons as negative attitude on the part of employees or the employees' lack of time were not rated highly as inhibiting factors to training.

In terms of what type of training should occur, the respondents were pretty clear. On-the-job training was the overwhelming choice of the respondents from all regions of the Territories for the method of training most preferred while in comparison few were interested in the formal education route. Fifty-seven percent of the respondents were extremely interested in on-the-job training at the present time while only 12% were in favour of formal training programs. They were equally clear in the need for training. Over 48% indicated that training was extremely important to their future operation.

GENERAL INDUSTRY ATTITUDES ABOUT TRAINING

The respondents were asked to respond to a series of statements and questions to determine their precise attitudes about some training issues. Their responses are presented in this section.

The industry was asked to what extent they agree with the statement that their business is generally satisfied with the quality of employees who have had tourism and hospitality training. Table 31 presents the results of that enquiry. There was no consensus as

to satisfaction with employee training. Approximately 16 percent indicated complete satisfaction with employee training, 16 percent are dissatisfied and 30 percent did not know.

Table 31

Satisfaction with Training of Employees

	Percent
strongly agree	16.3
slightly	21.6
don't know	30.1
slightly disagree	16.3
strongly disagree	15.7

The respondents were asked about their ability to recruit adequate personnel. A statement was presented that suggested that recruitment was a major factor in holding back development of their business. Table 32 presents the responses to this suggestion. Approximately 58 percent indicated that they thought recruitment was holding back development.

Table 32

Recruitment as a Major Factor Holding Back Development

	Percent
strongly agree	25.8
slightly **agree**	32.3
don't know	7.7
slightly disagree	14.9
strongly disagree	19.3

Respondents were asked whether the Federal Government was generally providing adequate financial assistance to meet the training needs of the tourism industry. Table 33 presents the responses to that assertion. About 27 percent did not know and 46 percent disagreed, i.e., they were not providing sufficient financial assistance.

Table 33

Ability of Federal Government to Meet Training Needs

	Percent
strongly agree	13.6
slightly agree	13.6
don't know	27.3
slightly disagree	16.9
strongly disagree	28.6

"The respondents were asked the **same** question about the **G.N.W.T.** involvement in training. Table 34 presents the responses to the concept that financial assistance through the **G.N.W.T.** meets the training needs of the industry. **Similarly, 33 percent didn't know and 45 percent disagreed.**

Table 34

Ability of G.N.W.T. to Meet *Training* Needs

	Percent
strongly agree	10.3
slightly agree	12.2
don't know	32.7
slightly disagree	14.1
strongly disagree	30.7

In order to determine what proportion of the industry were recruiting their employees from the N.W.T., a statement basically suggesting that the majority of the employees were from the area was put to the respondents. Table 35 presents their responses. Almost 75 percent of the respondents' employees are permanent residents and recruited from the N.W.T..

Table 35

Permanent Residents Recruited to the Industry

	Percent
strongly agree	59.1
slightly agree	14.5
don't know	1.9
slightly disagree	8.2
strongly disagree	16.3

This notion was repeated for future employees to determine their level of expectation to recruit employees from the Territories.

Table 36 presents this information. About 67 percent of the respondents said they expected to recruit northerners but 13 percent indicated they were not sure. Approximately 20 percent of the respondents indicated that they did not expect to hire or recruit in the N.W.T..

Table 36

Expectation of Recruiting Locally in the Future

	Percent
strongly agree	52.5
slightly agree	14.6
don't know	13.3
slightly disagree	7.6
strongly disagree	12.0

The respondents were asked about the ability of the Canadian Jobs Strategy program to meet their needs and if they had found the program to be of benefit. Table 37 provides their responses. An amazing 60 percent said they had not participated in the Canadian Jobs Strategy, 9 percent said it had been of major or considerable **value** but 20 percent noted it had been only **of** little or some benefit.

Table 37

Amount of Benefit of the Canadian Jobs Strategy to the Tourism Industry

	Percent
don't participate	59.3
little benefit	10.5
some benefit	8.1
considerable benefit	7.0
major benefit	1.7
didn't respond to question	13.4

FUTURE PROJECTIONS BY THE INDUSTRY

A number of questions in the questionnaire asked the respondent to speculate on the future growth potential of the industry and then to relate that response to possible training opportunities.

Table 38 presents estimates of revenue growth over the regions. The largest segment (23.3%) of the industry generally felt that revenue will grow from 11 to 20% over the next five years. A group (18%) see the industry growing from 21 to 30% in that time period.

Table 38

Growth (revenue) by Region

percent growth	Region						
	N.W.T	Big River	Nor Front	Ues t Arct	Arc	Kee watin	Baffin
not at all	3.5	0.0	0.0	5.5	0.0	0.0	6.9
0 - 1 0%	15.7	28.9	13.9	**14.5**	4.5	4.8	**0.0**
11 - 20%	2 3.3	2 4.4	27.8	**18.2**	2 7.3	2 8.6	2 0.7
21 - 30%	18.0	11.1	22.2	21.8	18.2	19.0	2 4.1
3 1 - 40%	7.6	**4.4**	11.1	9.1	**9.1**	9-5	6.9
41 - 50%	5.8	20.0	5.6	7.3	13.6	23.8	6.9
over 50%	17.4	6.7	13.9	10.9	13.6	14.3	2 0.7

Note: Percentages do not add **up** to 100 because of non-responses.

Surprisingly the largest single category (23.1%) of respondents did not see employment changing much over the next five years in spite of increased growth in revenue (see Table 39) . The next largest group (17.9%) suggested that industry employment might grow up to 5% percent over that period. The two largest categories provide extremely conservative estimates for employment growth in the industry. 5.1% actually estimated that there is likely to be a small decrease in employment.

Table 39 examines the potential for employment growth by region, however, this non or slow growth projection was not consistently projected across the Territories.

Table 39

Potential for Employment Growth by Region

Percent growth	Region						
	N.W. T	Big River	Nor Front	West Arct	Arc	Kee watin	Baffin
decrease	5.1	2.5	0.0	2.0	0.0	0.0	3.7
no change	23.1	19.1	9.1	24.0	23.5	12.4	14.8
increase 0 - 5X	17.9	17.8	21.2	14.0	23.5	18.8	14.8
increase 6 - 10%	12.8	18.5	18.1	20.0	0.0	18.8	18.5
increase 11 - 20%	12.8	8.9	15.2	10.0	17.6	12.4	7.4
increase 21 - 30%	15.4	12.1	12.1	14.0	17.6	18.8	14.8
increase 31 - 40%	0.0	4.5	3.0	2.0	5.9	6.3	7.4
increase 41 - 50%	2.6	6.4	6.1	4.0	5.9	12.4	7.4
over 50%	10.3	10.2	15.2	10.0	5.9	0.0	11.1

In terms of funding the required training, most respondents (61.7%) indicated that it would need to be a shared responsibility **between** the G.N.W.T. , the Federal Government and the industry **itself.** Training was seen by 63.1% of the sample to be provided **in the N.W.T.** while 36.9% indicated that some of it would likely occur outside the Territories.

The respondents were asked what type of skills would be needed for future development of the tourism industry in the N.W.T. Table 40 provides the responses to that question by region.

Table 40

Type of Skills Needed for Future Development

Skills					Region		
	N.W. T	Big River	Nor Front	Uest Arct	Arc	Kee watin	Baffin
People with skills they have now	24.2	31.4	20.0	27.5	17.6	5.9	21.4
People with new and different skills	6.5	5.7	10.0	0.0	5.9	5.9	10.7
A combination of the first two	69.3	62.9	70.0	72.5	76.5	88.2	67.9

It is clear that the respondents feel they will need people in the future who have a combination of new skills and skills that are appropriate for today's industry. Few respondents see the industry requiring totally new skills.

Summary: :

The sample responding to the survey questionnaire should be considered to be representative of the population of those in the tourism industry. The breakdown of results suggest that while there are some differences across the regions there are some consistent patterns as well;

Annual revenue of the respondents show the same pattern throughout the regions. For the most part there appears to be two major groups. One consists of the larger operations which are likely represented by the major hotels and transportation sector;

The largest share of the respondents have been in business for a considerable period of time leading to the conclusion that the industry is not newly formed but is becoming mature. This maturity is also shown by the large ratio of full-time to part-time workers in the industry;

While the turnover of staff is not overly high, it should be pointed out that some jobs are continually in flux while others are quite stable. Entry level jobs appear to be the most volatile which suggests that training programs will need to be continual:

Managers see themselves as a primary target group for training. There is great variation across the N.W.T., however, when examining the need for training by occupations. There was little variation from one region to the next with regard to the needed skills by skill type;

On-the-job training was the overwhelming choice for mode of training in the **N.W.T.** It has also been suggested that a **"training** for trainers" program be developed so training can occur at the local level and by people who are closest to the operations;

On the attitudinal questions (Tables 31 to 37) a large number of the respondents indicated some different opinions as to their satisfaction with training of employees. Most felt both the federal and **G.N.W.T.** could be offering more support, at least financially to education and training; and

The industry as a whole felt that the potential for tourism growth in the **N.W.T.** was large but that growth would not translate into significant increases in employment over the short-term. The future would also see new skills as well as present skills being needed by employees if their potential as an industry was to be reached.

DOCUMENT REVIEW OF TRAINING

EDUCATION AND TRAINING REQUIREMENTS

The intention in this section is to highlight education and training policy statements contained in other studies and reports on the **N.W.T.** ; to discuss findings of two reports specifically on hospitality/tourism education; to report on the findings of the focus group sessions and interviews conducted in **Yellowknife** and **Iqaluit,** as well as to personal interviews conducted in a variety of communities throughout the **N.W.T.;** to provide a commentary on current training endeavors in the hospitality/tourism industry throughout the provinces of Canada; and finally to provide some information on the role of Arctic College in providing tourism/hospitality education in the **N.W.T.**

EDUCATION AND TRAINING POLICY

In the early part of 1990 the Department of Education published a document entitled, **"Preparing People for Employment** in the **1990's:** An Employment Development Strategy for the Northwest Territories." The report starts out by focusing on economic development strate9Y and identifies six factors that impact on employment development:

> growth in the **labour** force and increasing expectations for wage employment;
>
> significantly lower proportion of native people participating in the labour force;
>
> the high dependency on imported skills and the need to use the Northern workforce to fill more jobs, including specialized and highly skilled occupations:

> the need to overcome the barriers to employment represented by a lack of education and training;
>
> the need to increase education levels to ensure the success of the Economic Strategy, and for people to reduce their dependence on social assistance; and
>
> labour market planning to match people to available jobs and to plan training opportunities.

Each of these conditions for economic success was also identified **by** industry, government and community respondents in the current study as being essential to the growth and development of tourism. For example, in the survey conducted by this research team, it was noted that the industry has tremendous potential to expand but will be unable to do so without well trained and motivated people. There is a strong desire to hire northerners but it is a struggle to attract and train people for the industry, so "going south" to recruit has become necessary for certain positions. According to industry representatives, many new recruits into the industry lack the necessary skills (oral and written communications, customer service and numeracy skills). Continued dependence on social assistance programs is perceived as a factor in increasing turnover among many employees. It is also clear from the research that few companies have the economic, or managerial time or resources required to develop human resource plans.

Many of the goals and detailed strategies set out in the Employment Development Strategy have relevance for the tourism industry. For example, under <u>Labour Market</u> **Planning** the goal is:

> Enhanced access to jobs for northerners through effectively planned education and training programs. (1990, p. 15)

The strategies suggested are:

> sound labour market human resource planning:
>
> **a** computerized employment data base; and
>
> coordinated services and cooperation among government departments to enhance opportunities for success.

The survey and **interviews** in the current report are initial steps in providing an information hotline on the employment requirements of the industry. Certainly, there is a definite attempt by the Departments of Education, Economic Development and Tourism, Canada Immigration and Employment, Arctic College and the Tourism Industry Association to cooperate. In fact, recent formation of the TIA Training Group with demonstrated support from **all** the Previously mentioned groups is indicative of a desire to cooperate.

With reference to **Employment Support Programs** the stated goal is:

> An informed population able to make choices to satisfy needs for employment and career choice. (1990, p. 17)

The strategies suggested are:

> career awareness initiatives in consultation with industry and professional groups;
>
> career resource materials for students and counselors;
>
> promotion of key professions and careers in both governments and private sector; and

improved support to small businesses in the provision of advice and assistance in planning staff training programs.

The difficulties associated with generating awareness of the career opportunities within the tourism industry are well known and are mentioned further on in this study.   There already exists a commitment to increase levels of awareness and to change negative perceptions of the industry in the minds of young people in particular.   As indicated by the survey and interviews, the need to provide training support to small tourism businesses is badly required.

In terms of **Employment Preparation Programs** the stated goal is:

A stable skilled **workforce** capable of taking advantage of existing and proposed employment opportunities. (1990, p. **18)**

There are three objectives and sets of strategies.   The first is:

Improved retention rates for children in school and higher numbers of secondary school graduates.

The strategies suggested are:

increased local control of education through the establishment of diversional boards;

establishment of community counselors to keep children in school and improve attendance rates;

development of parental support groups;

extension of available grades at the community level to increase opportunities;

> establishment of alternative educational programs to provide practical vocational training alternatives for young people:
>
> literacy/life skills initiatives for adults who were not successful in the school system or did not have the opportunity to go to school; and
>
> adult educational upgrading to prepare residents for jobs or higher education/training.

In every community visited to collect data for the present study, tourism officials and business people discussed the problem of a poorly educated workforce. In fact the often futile search for employable graduates is stimulating business involvement in education. Seeking to point education in some new **directions,** tourism businesses are mixing self interest (they need skilled graduates) with public mindedness (they want to be good corporate citizens). Educational agencies are approaching the gap from another direction, that of better preparing people to earn a living. From our interviews with both groups it would appear that their independent goals are starting to converge, allowing the tourism industry to become more competitive. To become more competitive, the **N.W.T.** must put a greater investment into preparing people for work rather than attempting to provide remediation when they report for work.

Poor or disadvantaged children and adults -- the ones **labelled** "at risk" in most reports on education -- are getting a renewed share of attention. In the United States, in particular, **business-**

education partnerships are providing scholarships or collaborative programs to support scholarship and work experience opportunities. In the **N.W.T.** a few firms have invested in underwriting adult basic education and **lifeskills,** such as the Ptarmigan Inn in Hay River.

The second objective is:

>A pool of professionals and tradespersons to meet the current demand and to prepare for future opportunities.

The strategies suggested are:

>application of the GNWT affirmative action policy to all Employment Development Programs;
>
>affirmative action programs to increase the numbers of native teachers;
>
>apprenticeship subsidies to small employers who could not otherwise afford to hire apprentices;
>
>in-service trades training to prepare apprentices for employment in government;
>
>special initiatives to encourage the employment of women in trades; and
>
>review of apprenticeship training to identify means for implementing-competency-based lea-rning as opp-osed to the current lock-step system.

Affirmative action has been built into the proposed changes to the Travel and Tourism Act, the Tourist Establishment Regulations and the Outfitters Regulations, though this is only the first step in an implementation process that if it is to truly work will take time, patience and perseverance. In the interviews and workshops conducted with industry people it became clear that a well

conceived **in-service** apprenticeship program and subsidies would be advantageous. The competency-based approach to **learning** was endorsed by everyone. The competency-based approach is a process that combines competency statements, performance objectives, individualized instruction, criterion-referenced evaluation and follow-up activities to produce a systematic approach to teaching and learning. It helps identify the specific skill needs of individual employees; is seen as more highly relevant by both employee and employer; allows a greater degree of self-pacing; and results in more clearly identifiable rewards.

Objective three is:

> A combination of programs and **services** that assists individuals in developing employable skills.

The strategies suggested are:

- improving financial assistance for post secondary students;

- training support programs to prepare northern leaders for administering land claims settlements;

  training opportunities for social assistance recipients to reduce dependence on welfare;

- work experience programs **to** overcome the barrier represented by a lack of work skills;

- short-term job training programs designed to provide access to entry level jobs in the **labour** market;

- in-service training programs designed to prepare residents for employment in the **G.N.W.T.**; and

  accessing Canadian Jobs Strategy/Federal Programs.

The crux of the tourism **industry's** concerns regarding education and training are addressed in these strategies. The availability of financial assistance to students in order to attend a **college-**type program in some aspect of the culinary arts, management and so on is of vital importance. Training of unemployed people with the goal of giving them entry into a job or trade in the industry is, however, a contentious issue. Numerous business owners and managers expressed concerns about the "waste" associated with such programs citing inadequate preparation of people for a formal work environment (inappropriate work-related attitudes) and poor matching of people with industry needs. The need for training is not in doubt; what is contentious are the objectives, inadequacies, ineffectiveness and outcomes of these programs.

Work experience opportunities in which wages could be subsidized by government would be welcomed within the tourism industry. However, some business people expressed reluctance to get involved with such programs. They are reluctant to use their businesses in this unproven capacity so care in establishing such programs is needed. Employers and trainers, they say, must want to work, must be willing to learn and must be capable of learning. For example, the **survey** and interviews conducted for this study identified ten broad categories of need:

- striving to do work well
- priority setting and working under pressure
- working well with others
- communicating effectively, particularly with customers
- learning how to learn

        physical and safety demands
        number skills
        office skills
        specific job related skills

Short-term job training to include the development of management
skills in small business, particularly if it provided for the
training of existing business managers, is also required. In both
the survey and interviews a high priority was placed on this area;
but, it should be stressed that the need is for customized courses
to meet the needs of local employers as well as workers.

In reference to the Canadian Jobs Strategy what is striking is how
few businesses are actually aware of or have accessed funds from
this or other Federal programs. It should be emphasized, though,
that the Canadian Jobs Strategy is intended to provide temporary
income support and training to individuals who are out of work.
Building on the success of the Canadian Jobs Strategy, the Federal
Government, through Employment and Immigration Canada, has recently
announced a new Labour Force Development Strategy entailing the
reallocation of some $1.3 billion in Unemployment Insurance
expenditures.

The document, "Success in the Works: A Policy Paper" outlines four
goals for the strategy:

        a substantial increase in the private sector's role in
        training workers and in ensuring that training is more
        responsive to current labour market needs;

- a **re-alignment** within the Unemployment Insurance program, so that more expenditures are directed to active training and **re-employment** measures for the unemployed;

- in compliance with the Charter of Rights and Freedoms, a significant improvement in **UI** benefits, to better respond to the needs of working parents and to encourage the full participation of those workers over 65; and

- a reduction of work disincentives in the **UI** program.

Of particular importance here, besides the increase in initiatives and funds to help the unemployed, is the reinforcement of the need for private sector training. A total of $230 million will be made available to increase training activity through cooperative programs. The federal governments objective is to **stimulate** an **additional** private sector training effort of $1.5 billion a year by 1994. To accomplish this objective $65 million is being earmarked for human resource planning; $100 million for entry-level skills development; $15 million for industrial adjustment service; and $50 million for community futures. By and large these initiatives are complementary with the **G.N.W.T.** 's "Preparing People for Employment in the **1990s"** strategy, and reinforce the desire of all the participants in the tourism industry to work cooperatively to enhance the education and training of all workers.

so far little has been said about the specifics of education and training programs for Native workers in the Northwest Territories. One of the premises underlying this study was the recognition that education and training programs can be successful only to the

extent that they meet the needs of individuals and businesses participating in the programs and the needs of the communities in which these people reside. In the study of training programs for native employment in the N.W.T., "Gathering Strength", the author, Frances **Abele,** notes that native people want improvement in **four** areas:

> better access to the full range of employment opportunities;
>
> training that gives young people a choice as to how they will make their living;
>
> greater control over the type of training and employment opportunities offered to them; **and,**
>
> improvements in the way training programs are organized **and** delivered.

In addressing these issues, what needs to be recognized are the hard realities of native educational achievements, employment patterns in both traditional and wage-based economies, and unemployment patterns. In the controversial report on the prospects for **Inuit** society, "Lords of the Arctic: Wards of the State" **Colin** Irwin indicates that the future looks dim:

> The current economic prospects for **Inuit** may well be among the worst in Canada, marked as they are by poor levels of education and high unemployment and further aggravated by the proximity of a well-educated white population enjoying virtually full employment. In the short term, this situation could be improved if **Inuit** were to replace the white people who come North to take the trades, technical and professional positions for which **Inuit** are considered unqualified. But even if

> this **goal were to be** achieved
> completely, within a single
> generation, more Inuit would still
> be unemployed in the future, as the
> growth in the **Inuit** work force over
> the next 20 years will be much
> larger than the total number of
> white people working the Arctic
> today . . . .

Current statistics and future population projections do lend credibility to what Irwin has to say. While his predictions are debatable, it is clear that educational policy and training programs must address local community and native issues. On the basis of discussions (interviews and workshops) with industry representatives and an understanding of economic development and educational issues garnered, it would appear that a more local and/or regional approach to resolving these problems is warranted. This is the essence of a community-based approach to tourism and tourism development.

The Economic Council of Canada, through Council Deputy Chairperson Caroline Pestieau who spoke on the subject of local development at the Europe-North America conference held recently in Montreal, stated that there are several compelling reasons to investigate an alternative approach to regional development. These include:

- the drawbacks of relying exclusively on compensation policies;

  the difficulties involved in spreading economic growth by means of centralized policies; and

- fiscal and contractual constraints on industrial subsidization.

The alternative is local development. **Ms. Pestieau cited fourteen** case studies across Canada in which **the research reveals a role** for local development organizations:

> they mobilize underemployed and "discouraged" workers:

- they identify the obstacles to economic development;

- they set their own objectives;

- they serve as **catalysts for local enterprises particularly by helping them to access capital; and,**

- **by** taking control of the development process, they maximize the spin-off effects and set the pace of growth to the needs of the local community.

These principles could be applied to the tourism industry. As far as education and training in the tourism/hospitality industry is concerned the model of local development organization or a variation thereof was endorsed by members of the tourism industry in interviews in the regional workshops. There is a need to control education and training locally and it is expected that a local training organization will do a better job than public or private sector managers from outside the community. However, the challenge is legitimizing such organizations locally, regionally and even territorially, given the current mandates of the Training Group and of certain departments of government.

Training organizations that are locally or community based are also advantageous in that they may be better equipped to handle issues relating to native employment policy and adult training. These organizations are also more likely to recognize and identify

gaps in training. The document **"The** Government of the Northwest Territories Native and Employment Policy: A Review and Assessment" (1989), while representing an employment policy for government, does recommend development and implementation of a decentralized human resource information and planning system. There is the suggestion that cooperative strategies for recruiting and developing native staff be put in place, and that such strategies be created and implemented at a community level given that the issues and problems may be unique or at least different from one community to another.

A similar community focus is required for adult training. The study **"Adult** Training in the Northwest Territories: A Review and Assessment" (1989) has a much more intrinsic importance to tourisrn/hospitality education and training because it introduces an educational philosophy and strategies which are extremely relevant. For example:

> Training is not merely a means to getting specific jobs. It is a way of upgrading the "human capital" of a society as a whole. (1989, p.2)

Education and training are pre-requisites for personal, social, political and economic goods. Education is a process and activity of awareness, learning, teaching, reflection and critique, investigation and discussion. Unfortunately, use of the term "human capital" implies manipulation of people who are made use

of to create wealth, or suggests that people are raw materials to be fashioned by the educational industry in order to be fitted into the economic scheme. Consequently, care must be taken to ensure that goals for education and training for the tourism/hospitality industry are not narrowed down by the instrumental nature of an entrepreneurial culture but broadened to include creativity, independent thinking and incorporation of Native people and Native cultural predispositions.

Other guiding concepts mentioned in the Adult Training Report include:

> People must be trained if they are to run their own services programs, and land **claims** organizations at the local level.
>
> Training is a critical factor in ensuring that northern jobs stay in the north. (1989, pi)

The specific purpose of occupational training for an industry is self evident; however, there are more general purposes that lead from occupational training. It is wrongly assumed that with the introduction and expansion of tourism that northerners will end up in dead-end, low-paying service jobs. Occupational training, coupled with on-the-job experience, can provide people with career choice and the kind of skills that help them get better jobs or create their own jobs on their own terms. Tourism and hospitality training can function as a _de facto_ job training program by teaching the basics of 'how' to work in a formal wage economy or a cash based, entrepreneurial, self-employed setting. The report

suggests that people do need transferable skills useful to any employer or administrative situation. **As** such,

> "Adult education must provide the basic elements - literacy, numeracy, **problem-**solving and critical thinking - to help adults participate in social development and create community self-reliance.
>
> It must enhance opportunities for work as well as employment. It must be directed towards community and social development as well as economic development. (1989, pi)

In any educational or training program the need for basic skill development is fundamental, making strategies for upgrading and partnerships between business industry and education vital. Suggested strategies for adult training, work and employment outlined in the report on Adult Training in the **N.W.T.** were:

> include training needs assessments for those who work as well as for those who are unemployed (and for those people who are active in the non-formal sector) ;
>
> - strengthen the native training organizations such as ATII (The **Inuit** Coordinating Group) , the Dene-Metis Coordinating Group, and the proposed **Inuvialuit** Training Group;
>
> - develop training packages for small business people and the self-employed;
>
> - develop and update training priorities as an integral part of an economic development strategy: and
>
> - promote entrepreneurial attitudes and skills through adult training programs.

In the delivery of adult training, recommendations were to make it more accessible and to overcome existing barriers. Suggested strategies included:

make student accessibility the guiding principle for all program development and delivery;

- design student support systems;

choose the **most appropriate distance education methods and technologies; and**

negotiate cooperative distance education ventures with the federal government and neighboring provincial governments. Create partnerships between Arctic College, the private sector and neighboring public institutions.

Implications: **Education and training policy documents provide** needed guidelines for the development of education and training programs for the tourism/hospitality industry. Questions that require answers are as follows:

What needs to be done to ensure that northerners have the necessary basic skills necessary for entry level jobs in the industry?

- What should the industry be doing to develop and communicate career awareness initiatives?

What role does government play in providing support programs to individuals seeking an education and to small businesses to help them develop training programs?

- To what extent should the industry be involved in establishing educational programs and upgrading to prepare for the job market?

Is the competency-based approach to learning the most appropriate approach for tourism/hospitality education and training?

- Can the industry provide some financial assistance for students interested in pursuing education in tourism?

- What can be done by the industry to help support training opportunities for social assistance recipients?

- How does the industry, in cooperation with government, ensure that employers are aware of the Canadian Jobs Strategy and know how to access funds for training programs?

- **How can increased local control over the development and delivery of training programs be ensured?**

- What aspects of tourism/hospitality education and training could be considered generic and easily transferable to other occupations?

- What should be done to promote entrepreneurial attitudes and skills?

- **What are the best ways of** ensuring accessibility to education and training programs?

EDUCATION AND TRAINING FOR THE TOURISM/HOSPITALITY INDUSTRY

As evidenced by the variety of studies and reports on or about education and training in the N.W.T., a lot of thought has been given to what might or might not work. Education and training programs for the tourism/hospitality industry, however, have not been given much attention. The industry is relatively new; it is expanding, or at least has the potential to expand, rapidly during the next decade; and it is a service industry that requires different sets of skills than do non-renewable, resource-based industries such as mining. This section provides comments on recent reports regarding education and training in the tourism/hospitality industry throughout Canada. A recently completed report in Ontario - "Report on Human Resource and Training Needs Within Ontario's Hospitality Industry" was designed with three objectives in mind. The study sought:

- to identify the current state of the hospitality sector in terms of its ability to hire an adequate number of qualified **employees;**

> to **assess how this situation is expected to change over the next three to five years; and**

> to identify the gaps and opportunities to alleviate any skill shortages through training programs **or** other means.

The overriding conclusion of this study **was** that **a "lack** of sound human resource management practices has greatly intensified the problems encountered by the industry."

For example, recruiting is reputed to be the major problem facing the industry, but, while this may be true, retention of employees appeared to be an even greater problem. It **was** suggested that management **must act to reduce labour turnover so as to reduce the need to constantly recruit new workers.** Suggestions included: **proper orientation, making people feel as if they belong, holding open meetings and discussion,** promoting from within, and making **sure employees feel competent to deal with whatever eventuality** they **might run into at work.** **In other words,** more emphasis needs to be put on management supervisory training.

In the study it was emphasized that high rates of turnover serve as deterrents to training and education initiatives by employers. Yet the study concluded that training not only educates employees, provides needed skills and enhances job performance, but it also boosts employees' self-esteem, fosters their sense of professionalism and increases job satisfaction.

Efforts to improve the **industry's** image of low pay, long hours, and **weekend/holiday work were also suggested, though it was noted that these conditions do not affect everyone who works in** the industry. A suggestion was made to mobilize the whole industry in order to develop an industry-wide voice to tackle any misperceptions that might exist about work or careers in the industry.

The Report determined that the greatest need for people in the industry is in job categories such as waiters/waitresses, buspersons, kitchen helpers, and housekeepers, as well as cooks, chefs, and reservations/front desk staff. Part-time positions are generally in greater need than full-time jobs.

Common to all the initiatives suggested was the issue of service and service training. It was felt that this must be the key thrust of any strategy for the industry and that skills development, human resource management and communications will evolve from and support this central strategy. The encouragement, development and reinforcement of a "service culture" within hospitality and tourism establishments was seen as the key to future industry growth.

The second report deserving discussion is the 'lTourism/Hospitality Education and Training **Study"** completed in 1985 for Travel Alberta. The two major purposes of this study were:

> to examine the education and training needs of the tourism and hospitality industry in Alberta; and

to assess alternative frameworks for meeting these needs and to recommend a preferred framework for tourism/hospitality education and training in Alberta.

The key recommendation resulting from this study was to provide an integrated, stepwise series of **programs.** These programs would offer to existing tourism-hospitality personnel the opportunity to improve their skills; to begin to view the industry as a career: and to receive certification for their efforts. Existing academic institutions were asked to redesign existent programs and develop new programs in response to industry needs. These programs would consist of permanent programs designed by institutions as credit courses, and ad hoc programs that would provide a wide range of courses, from occupational skill development to general awareness programs, and could be delivered throughout Alberta using a variety of delivery methods.

This Alberta model, which is currently being implemented, **is** "challenge based." In other words, industry defines its priorities, describes its **needs, and, in turn, will challenge** institutions and other providers of training to respond. Individuals who complete their courses are then certified by the industry. However, for the certification process to really work, it was recommended that it be recognized both within Alberta and externally. Recognition is occurring. In fact, most provinces (British Columbia, Newfoundland, Nova Scotia, Prince Edward Island and Saskatchewan) through their Tourism Industry Associations,

along with the industry trade **associations such as the Canadian Food Semites and Restaurant Association, the Hotel Association of Canada, the Canadian Institutes of Travel Counselors,** Canadian Federation of Chefs de *Cuisine*, the **Alliance of Canadian Travel Associations, Council on Hotel, Restaurant and Institutional Education and the Tourism Industry Association of Canada, are cooperating in the development of occupational standards and industry-based certification.**

The following four strategic thrusts to ensure the "Alberta model" would work are now being operationalized:

> create a system which will consciously place upon industry the responsibility for driving new initiatives;
>
> enhance and focus the roles of government agencies within their existing mandates so that effort is applied to priority areas of change;
>
> launch a series of programs . . . as priority needs and provide for the long-run refinement and implementation of these programs; and
>
> create an organization which will ensure that government, educators and industry work together in a partnership to achieve agreed upon objectives and to effect change quickly and with flexibility. This organization will be responsible for industry-wide certification.

The Alberta Tourism Education Council (ATEC) is now in place. By an act of parliament, its continuity and importance was officially recognized and, its initial funding was provided by the Alberta government. **ATEC's** mandate is to develop occupational standards. Certificate standards now exist for bartenders, wine stewards,

hosts/hostesses, **maitre** d's, and food and **beverage servers.**
Certification standards for sales and marketing **are being revised.**
Other activities include a Hospitality Resource Centre, publication
of a Directory of Training and Education programs and a public
relations effort to enhance the image of career opportunities
within the tourism industry. In the Appendix of this report is a
copy of **ATEC's** Occupational Standards Development Process, as **well**
as a document clarifying the definitions and principles of
accreditation, certification and standardization.

Implications: The recent studies on tourism/hospitality education
point to a number of issues that are common throughout the country.
The questions raised are as follow:

> If retention of employees is the major human resource, what
> is its significance in regard to managerial/supervisory
> education and training?
>
> What role does training play in bringing down turnover rates?
>
> In consideration of high turnover roles, what can be done to
> convince employers to invest in education and training?
>
> What are the job or occupational categories in most need of
> training?
>
> In a culture in which a **service** ethic may not be **well-**
> developed, how is service training best taught?
>
> Is a stepwise series of education and training programs best
> suited to the N.W.T.?
>
> Can a "challenge based]' educational and training approach be
> utilized in the N.W.T.?
>
> Will the tourism industry in the **N.W.T.** accept the
> responsibility for taking the lead in developing trainin9
> programs; and, if so, how is it best accomplished?
> What are the priority education and training needs?

- Is the **T. I.A. Training Group the most appropriate structure**
for bringing all stakeholder groups together in a cooperative
training venture for the industry?

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INTERVIEW RESULTS

INTRODUCTION

To clarify and supplement information obtained from the questionnaire, operators of tourism/hospitality businesses, educators, community and government officials were consulted about their experiences and opinions regarding education and training for the tourism/hospitality industry in the Northwest Territories. A total of 30 people **participated in day long workshops held in Yellowknife,** (at the **annual convention of T.I.A.)** , **Rankin Inlet and Iqaluit.** A further **64 people were interviewed in person in the** following areas: Fort Smith, Hay River, Fort Simpson, **Yellowknife, Inuvik, Coppermine,** Cambridge Bay, Rankin Inlet, Baker Lake, Pond Inlet, Pangnirtung and **Iqaluit.**

The results of these interviews and workshops are reported here in summary form and have **been organized into topical areas. In** undertaking these **interviews, the purpose was:**

- to get people **to talk more freely and openly about the tourism** industry;

  to discuss barriers to employment and training and ways of overcoming the barriers; and

- to **get** interviewees to elaborate on training programs, **delivery** of training, roles of various stakeholder groups and immediate priorities.

Attempts to identify regional perspectives will be made when appropriate. For the most part there were no major divergences of

opinion between regions with regard to the problems faced by the industry; however, all regions identified themselves as unique and desire to have a regional and locally driven training plan and program.

TOURISM IN THE **N.W.T.**

From one region to the next, the size, extent and impact of tourism as well as the reasons for people to travel in these regions were noted as being different. Most respondents indicated that they expected tourism to grow slowly but steadily over the next five years, primarily because the **N.W.T.** offers a unique travel experience. However, many respondents expressed concerns about barriers to growth and their ability to offer tourists what they expected both in terms of things to do, and the quality of that experience.   Despite valiant and professional attempts by government and regional tourism associations to market the regions and attract tourists, the subsequent development of the industry and attempts to make natural wonders, adventures, and culture of the North accessible to visitors, the industry in the territories is viewed as still being in a formative stage.

The typical characteristics of tourism, especially the short seasons, along with the relatively few visitors, have forced enterprises to remain small, essentially unsophisticated, and **hard**-pressed to generate sufficient funds to pour back into facility development. Outside of the major towns and cities, the visitor

industry is not seen as a year-round activity that can sustain permanent employment of numerous people. It is interesting to note, however, the high number of full-time positions that were reported in the survey conducted for this study.

Other concerns expressed about tourism in the **N.W.T.** include the following:

- difficulty for visitors in accessing the natural wonders which have been advertised;

- insufficient development of parks, attractions, accommodation, restaurant and other aspects of infrastructure to meet the expectations of visitors set up by advertising;

- unpreparedness of communities to handle and deal with the growing number of visitors;

- lack of understanding among locals regarding the needs of visitors for information, hospitality, feeling of safety and security;

- high cost of travel to and within the Territories, and high accommodation and food costs;

- inability to provide quality **service** on a consistent basis; and

  risks associated with starting a tourism enterprise and in generating a profit in the short-run.

Tourism in the Territories was viewed by most of those interviewed as a new industry in communities, many of which are still in transition from a traditional land\water-based economy to a cash and wage-based economy. Yet tourism was seen as an industry that has the potential to link the two types of economies and contribute to sustaining aspects of a lifestyle and culture that is strongly

rooted in the land or water.

Within the Territories there still exists the aura of **mega-**projects. Some **interviewees** suggested that some government and business projects like oil, mining, and pipeline developments make tourism, with its small business, slow, incremental and geographically dispersed approach to development and growth, look unglamorous and unworthy of attention. Though this attitude is changing, inattention to market needs, lack of a strategic approach to development and human resource planning is deemed by some as being tantamount to disaster. While most respondents remain positive overall about the future prospects for growth of tourism, expiration of Economic Development Agreements, restrictions on funding imposed by the Canadian Jobs Strategy, possible restraints on federal government and **G.N.W.T.** spending, and a legislated attempt to employ northerners, were all cited as problems that could jeopardize business survival.

BARRIERS TO EMPLOYMENT

Throughout North America the tourism/hospitality industry appears to be reeling from a **"labour** crisiS. " Even in the N.W.T., industry operators voiced concern about recruiting and keeping staff. Throughout the interviews and workshops a variety of factors were raised to help explain the crisis. These factors **fall** into the following categories:

transitional state between land-based and cash or **wage-**
based economies
- lack of education
characteristics of the tourism industry
images and attitudes toward the tourism industry
- competition for employment
infrastructure support for tourism employment.

TRANSITIONAL ECONOMY

Outside of some of the major commercial centres such as
Yellowknife, there are many people who have chosen not to move into
a wage-based economy. Lifestyle, and the cyclical nature of living
off the land and sea, are viewed by some operators as not
compatible to employing certain people in the industry.   Even
though some of the skills associated with the more land-based
economy are transferrable and usable, particularly in guiding,
various service related skills of escorting and conversing with
visitors may not come naturally and their importance may not be
fully appreciated.   Most operators indicate that there is a need
to ensure that guides are adequately trained.

More fundamental, however, is the perception that wages for **entry-**
level positions are low, particularly in comparison to other
available jobs in construction.   Operators emphasized, however,
that wages are not always a motivating factor.   People want to do
jobs that they enjoy doing, that utilize the skills they have, and
that provide an opportunity for them to excel or be good at what
they do.   Moreover, it was explained that opportunities for
socializing on the job are important to many employees.   Some

interviewees suggested this as a selling point for encouraging new recruits into the industry.

Operators of tourism facilities say that they require consistency in their staffing levels.   With new regulations demanding the hiring of northerners, many operators expressed concern that their rights in locating a more reliable pool of **labour** will be compromised.   While virtually all the operators did indicate a preference for hiring locally, this was not felt to be always possible.

POOR EDUCATION OR BACKGROUND

A number **of** operators expressed concern about the high drop-out or failure rate at school, the lowering of educational standards, poorly qualified teachers, lack of discipline in school, and students, who because of problems at home, are disinterested or too tired to learn.   Interviewees said that many positions within the industry require good writing, communications and arithmetic skills.   Entry level employees who lack these either find it difficult to find employment in the industry or may find that the opportunity for advancement is limited.

CHARACTERISTICS OF THE TOURISM INDUSTRY

Within   the   territories,   tourism,   outside   of   the business/corporate/government   markets, is a highly seasonal industry.   Most of the tourism enterprises are small and,

therefore, there is little opportunity for permanent employment and advancement except in some hotels, restaurants and, of course, the transportation sector **centred** around the major towns.

The service nature of tourism demands interaction among employees and guests, members of the community and visitors. Both communication and serving skills are essential. The assumption that these are common sense and easily learned was challenged by many respondents. Yet the industry feels as if it has had to compromise its standards just to get people in the door to work . Unfortunately, the pressure of service work during the high season is often too much. Employees, unprepared for the demands of work in these situations, quit, resulting in a high turnover of jobs. It was emphasized that the circle of understaffing, unprepared staff, and managerial **anxiety,** leads to guest or visitor ` dissatisfaction and creates a cycle of operational problems.

IMAGE AND ATTITUDE TOWARDS EMPLOYMENT

Respondents indicated that tourism is viewed as a part-time industry in many parts of the Territories; as such it is not seen as an industry that provides career opportunities, other than possible entrepreneurial opportunities which do not result in quick returns or high profits. This perception is seen as endemic not only among the school population and teachers but also among many government officials and community/native leaders. It was mentioned that the stigma associated with working in the industry

is exacerbated by the perception of low wages, long hours of **work,** work pressure situations, poor working conditions, lack of training and ineffective supervision and management.

Industry representatives complain that this perception of the industry, while partially true, is changing and that there are opportunities for those people willing to work and commit themselves to the industry. Indeed, industry representatives said they provide job variety and challenges beyond those offered in many public sector positions. However, the following problems were evident:

> the labour pool remains small even though there is a high rate of unemployment in many communities;
>
> some employees quit either because they put a low value on the wages and time spent in the workforce or because after working only a short time they do not want to compromise their **U.I.C.** benefits;
>
> new arrivals to town may find initial employment in the industry but leave when better paying jobs in another industrial sector come available;
>
> some students returning from college or university for the summer find employment in the industry but the most skilled frequently move on to higher paying government jobs;
>
> mega projects, whenever they have to hire, draw numerous people away from the tourism industry;
>
> turnover rates in certain occupational categories (e.g. unskilled work) can be quite high even though some of these people are **simply** changing companies and not necessarily leaving the **industry; and**
>
> the high degree of seasonal and part-time employees required by the industry makes retention and training difficulty **to** achieve. Retention is further exacerbated by relatively low wage rates paid to many of these seasonally employed people.

The poor image of the industry has helped create a labour crisis, and while partial blame can be associated with the inherent characteristics of a developing industry, the industry itself knowingly accepts most of the responsibility. With reported turnover rates of up to 400 percent in certain occupational categories virtually every business indicated that it is faced with a serious retention problem. Some interviewees said much more needs to be done to enhance the working environments and the skill/knowledge base of those working in a wide variety of occupational categories. Job stability and career mobility must be enhanced.

COMPETITION FOR EMPLOYMENT

Government is the major employer in the Territories. Small companies in the tourism industry said they cannot compete with the high wages and salaries offered by government; moreover they indicated that they lack the resources of government to train, develop and advance their employees. Similarly the industry cannot compete with the major oil, exploration, mining and pipeline companies that can afford to pay high wages to attract people to their camps. This problem may be exacerbated in some areas as new proposals for development are implemented. Consequently, the industry feels that it attracts too many people who may be functionally illiterate and difficult to train.

INFRASTRUCTURE SUPPORT

Some operators expressed dissatisfaction with the CEIC programs. Because of the nature of many of the jobs in the industry they feel as if their needs do not receive high priority. They believe that **CEIC** representatives do not view the industry with sufficient enthusiasm. Furthermore, some operators were of the opinion that **CEIC's** identification of industry shortages was too low. They noted that job vacancies were delisted if the employer didn't renew the job listing; however, the reality is that many employers give up on finding applicants through the **CEIC.** Non-renewal of a job listing, therefore, is not necessarily an indicator of the job being filled.

BARRIERS TO TRAINING

Virtually all respondents talked about the need to train and the need for educated and motivated employees or people who were considered "trainable". However, many operators tended to position training as a luxury or a **"like** to **have",** not a necessity or a "must have".

Training was noted as a costly undertaking in terms of planning, delivery and anticipated results. Time and money have to be expended; and when participants don't remain employed and are unable to utilize what they have learned on the job, then the training costs are viewed as expenses not investments. As a result, while the need for training is widely endorsed, many

respondents are **sceptical** of committing substantial sums of money to develop their employees.

Many northerners, especially Native northerners, have not embraced the notion of formal education or training. Based on their experience, respondents indicated that failures in training may be a result of one or more of the following reasons:

The purpose of training is not clearly identified and trainees **can't** see how they will benefit from training;

Many courses are too long and/or located too far away from their home community; **employers** can't afford to release employees, and employees don't **like** to be away from their families or communities for too long;

Teaching and learning styles are not always matched; courses and workshops that are perceived as **confrontational** and threatening create anxiety and cause people to quit;

Too much telling and instructing is found to be boring. Northerners learn best by doing; demonstrations work;

Some instructors **don't** sufficiently understand **Inuit** or Dene culture and course materials frequently fail to reflect and respect local culture and values. Indeed language is often a barrier; course materials are not translated or easily translatable; and

Inadequate consultation between trainers and local people often leads to problems that might otherwise have been resolved beforehand. For example, people may lose interest if course content doesn't reflect, at least in part, participants! interests or agenda, is not enjoyable (fun), and is not multi-sensory.

Many **interviewees** noted the need for funding programs in order to underwrite the costs of training. However it was noted that when the funding comes from external sources, particularly from government, funding proposals have to be written. Some

interviewees feel that they have insufficient experience in writing good proposals and in determining what they can really deliver.

Training is always assumed to be needed for the people working in the industry. Some respondents noted a need to train tourists in Inuit and Dene culture. Most Natives know a lot about white culture but whites know far less about the Inuit or natives. There is a need for good information packaging about the cultural history and today's life of the **Inuit.** Visitors need instruction in respect, about the need to ask whether they may do this or that, take pictures, go certain places, or do certain things. It has been said that some visitors may be adult but that they act and behave as if they were children, "dangerous children".

TRAINING PROGRAMS

Training does take place for a variety of occupations in the tourism industry. Respondents made particular reference to guide training but also discussed training programs put on by individual businesses. Some mention was made of programs at Arctic College.

Training is seen by most respondents as being a vital part of tourism development and a priority for future action. However, education and training for the industry has suffered from neglect. It was often suggested that little effort, time and money has been focused on the problem and what little education and training has occurred is seen as incremental, ad hoc and lacking in strategic

direction.

Opinions regarding guide training in the **N.W.T.** differ from region to region.   Similarities in opinions tend to revolve around the following points:

> Every year more and more people go through Guide Level **1** training because of the continuing need for more operators with the increased size of the market and high attrition rate (a large number of people who take the course either do not want to become an active guide or decide on another occupation, or only do guiding occasionally, or combine guiding with traditional pursuits or wage work) ;

> Training costs are very high particularly if people   have to be brought to a central location. More emphasis should be put on giving courses in individual communities.   In the **Baffin** it is relatively inexpensive to bring people to Arctic College in **Iqaluit,** but the College lacks the facilities and environment for certain types of realistic hands-on training:

> Because each year new representations have to be made to the government for courses and funding, there is an ongoing plea for core-funding for guide training.   Guide training cannot afford to be run on a "shoe string":

> There is a need for more native trainers who can speak the language and have land skills as well as training skills;

> Guides and outfitters know a lot about being on the land but they require more instruction to help them understand what the tourist expects and needs - information, **safety** or emergency measures, training, CPR, hospitality, camp set ups, **survival** training etc. Visitors have schedules which often do not fit with the ad hoc and opportunistic way of life of many northerners. More emphasis must be given to understanding a different concept of time;

> - Guides need more training in how to be good communicators, how to be presenters of the environment and the culture, and how to demonstrate the ways of the **Inuit,**

- More regulation of guide training is needed and necessary. Self-regulation is preferable because the government can't be everywhere. Suggestions were made for a local board which sets standards and reviews:

- At Guide Level 2 there is a need to reinforce many of the things taught at Level 1, e.g., pre-hunt hospitality and education of the sports hunter;

- There is a need for a Level 3 Outfitters course in the future as the market gets more sophisticated; and

- Refresher courses are always necessary and important if the quality of guiding is to be maintained.

Numerous respondents talked about the necessity for interpretive guides and community hosts. There are a variety of tasks that need to be performed, for example, a community liaison person who works with package tour operators, outfitters and guides to translate market demands into quality products, services and experiences.

It was suggested that training in these areas include showing people how to research their community; develop and lead community tours; put together a useful brochure; sell the community on the benefits of tourism; interpret history and culture; bring a community to life; learn how to satisfy visitors and handle their problems; encourage the community to take more pride in itself; educate about litter campaigns; meet and greet; match visitor wishes and desires with what citizens and businesses in the community can **offer;** and, facilitate community planning for managing visitors.

ON-THE-JOB TRAINING

Many study participants suggested that the seasonal nature and small size of many tourism businesses often preclude expenditures of time and money on training. However, those larger accommodation, foodservice and guiding firms operating in the towns have conducted and encouraged participation in on-the-job training programs. Emphasis has been, for example, on practical **skills** associated with computers, front-desk work, waiter/waitress training. The approach that is usually taken is that a supervisor or senior staff member conducts the training sessions, shows what is to be done and then gets the employee to do the task. This is followed by some sort of evaluation. Alternatively a new recruit shadows a senior staff member and picks up what needs to be done by observing, doing and then being corrected on mistakes.

Most firms admit that their on-the-job training programs are inadequate due to **labour** turnover and lack of supervisory time to conduct training. **Supervisors** are often ill-prepared or insufficiently trained to be effective trainers.

Despite the difficulty in continuously offering on-the-job training, most firms admit that they would like to focus more attention on their employees, make an investment in their careers, and thereby reap some of the rewards for their organization. In this way, on-the-job training allows a firm to build upon the human resource assets they already have and to help employees develop a

sense of value, sets of skills and the standards for service most appropriate to the firm. However, it was noted that good employees who benefit the most from the training have a tendency to leave for higher paying jobs, usually in government.

There was general agreement that tourism training is best linked directly to the jobs that people are actually doing at the time, or to jobs which they have an expressed interest in and have real likelihood to be able to do in the near future. There was consensus that, where possible and feasible, the training should be either directly on-the-job, or in a **community** setting. The training must be of the "show and do variety, and there must be opportunity for participants to repeatedly practice what is being demonstrated. Telling should, wherever possible, follow doing, not precede it. It was also suggested that it would be helpful if participants could do things together rather than individually. Training must be active and enjoyable. Where possible and feasible an Inuktitut speaking trainer or co-trainer should be used. **Non-**Inuktitut speaking trainers should be experienced with working through translators. The English language curriculum or manual must be readily translatable into **Inuktitut.** Consequently, particular care should be taken in the preparation of these materials to reduce the number of jargon words to a minimum.

ARCTIC COLLEGE PROGRAMS

Most interviewees wanted to discuss the role of Arctic College.
They basically suggest that Arctic College has made a few good
attempts to work with the industry to develop relevant industry
courses. **Some** cook training, funded by **CEIC,** has been done but ,
with limited success. While industry demand exists, it was noted
that student interest is very low. Without this interest from
students Arctic College said it would be unlikely to invest in
developing educational programs for the industry.

It was suggested that formal education and **long,** campus-based
programs do not seem to be a valued commodity in the Territories.
Those bright students who matriculate from high school are streamed
into the colleges and universities in the South. Very few show any
interest in working in the tourism industry. Indeed one
accommodation business provides scholarships to deserving students
in their community; however, not a **single one** of these students has
enrolled in an industry-related program of studies.

Arctic College is viewed as doing valuable work in upgrading
students and in offering programs in management and entrepreneurial
studies. Graduates of these programs could be brought into the
industry, but a few respondents indicated that many of the courses
in computers, customer service, accounting and marketing are
generic. One respondent indicated that tourist industry examples,

case studies and project work could be used to portray the role played by tourism in the economy of the Territories.

Arctic College is the major institution delivering courses and programs to meet adult education and training needs in the N.W.T.. According to its Strategic Plan, 1990-1995, it intends to give priority to adult basic education and academic upgrading, though career programs and university transfer courses **will** remain important aspects of College programming. More active involvement in training partnerships with businesses and organizations in the **N.W.T.** will be sought. Priority will be given to career programs that prepare northerners for positions in a number of industries, particularly tourism and hospitality, and for people who wish to establish and operate small businesses in their home communities.

During the 1990-1995 period, Arctic **College will** oPerate six campuses throughout the **N.W.T.** -- Fort **Smith, Iqaluit, Inuvik,** Rankin Inlet, Cambridge Bay and **Yellowknife;** however, in order to contain costs and ensure high quality programs, it should be pointed out that there may be movement toward campuses that specialize and deliver programs in certain occupational fields. Arctic College does intend to increase geographic accessibility to adult education, but geographic accessibility to career programs will be secondary in importance to strengthening these programs. The College, however, is desirous of enhancing its capacity to develop and deliver courses and programs that use non-traditional

and technologically-assisted instructional approaches.

At present Arctic College's offerings in the tourism/hospitality field are scattered among **various** divisions and taught at different campuses within the College. As Table 41 reveals, these courses may be part of a program in business, environmental studies, human service and trades and technology. Enrollments in these classes rarely exceed a dozen students.

Table 41

Specific Tourism/Hospitality Course Offerings
at Arctic College, 1989-90

Campus	Program	Course Title
Nunatta	Administrative Studies	ADM 100 Tourism Principles and Practices ADM 200 Hospitality Training
Aurora	Management Studies	ADM 240 Tourism ADM 342 Tourism ADM 343 Tourism ADM 344 Tourism ADM 345 Tourism
Nunatta	Environmental	ADM 020 Wilderness Travel Technology Survival and Search and Rescue Techniques ADM 344 Parks and Tourism ADM 345 Parks Design and Management
Thebacha	Renewable Resources Technology	ADM 172 Parks Introduction ADM 254 Parks: Design and Management
(Most)	Guide Training	Level I Level II Big Game Guiding Level 11 Interpretive Guiding Level Ii Sport Fishing
Aurora	Recreation Leaders	sane courses are applicable
Aurora/ Nunatta/ Thebacha	Introductory Cooking	all courses are applicable

The guide training program has been the most successful of the tourism/hospitality programs offered through Arctic College. The least successful in terms of enrollment and student completion rates have been the cooking trades courses.

Short courses sponsored by such agencies as the Chamber of Commerce, **CEIC** and the Tourism Industry Association, and delivered recently through Arctic College, include Visitor Information Techniques (Fort Smith) , Hospitality/Fast Food (Fort Providence) , Guide Instructor Trainee (Fort Smith), Janitorial/Housekeeping (Hay River) , Management Skills Development/Basic Bookkeeping/Business Plan Development/Proposal Writing/Tourism Marketing/Train-the-Trainer **(Yellowknife)** and Cooks Helper (Fort Norman). A fifteen day waiter/waitress course was put on in Hay River and Lac LaMarte; and an intensive Hospitality Training course was put on in Fort Smith and Cambridge Bay.

Notwithstanding the purpose and objectives of the current study, certain individuals at Arctic College, notably at the Thebacha campus (Fort Smith) and the Nunatta campus **(Iqaluit)** have initiated education and training proposals that have the potential of serving the best interests of the industry. For example, the proposals at Thebacha include development of a 5-6 day intensive management development program based on an outward bound type of operation. Another proposal is to provide a series of highly relevant short courses for operators of various types of tourism businesses. The

model for this program would be the Tourism and Leisure Development Unit, Herefordshire Technical College in England. PICK-UP, which stands for Professional Industrial and Commercial Updating, offers such courses as Sales Action Plans, Basic Bookkeeping, Memorable Meals, and Analyzing Advertising. At the Nunatta campus there is a proposal to bolster its current administrative studies program to give it a stronger tourism/hospitality focus.

One accommodation executive noted that his firm worked closely with colleges offering cooks training in the south. His firm provided summer work opportunities or internships. The potential for learning, therefore, may provide a pool of **labour** as well as represent an opportunity to send interested students from the Territories to study tourism-related skills.

While some **interviewees** said it would be nice to develop a centre of excellence for tourism studies, a number of respondents identified some of the major drawbacks to developing formalized programs at Arctic College:

- a limited pool of students;
- high illiteracy rates and a need for upgrading among many of the interested applicants;
  reluctance in leaving the local community for education particularly for long periods of time;
- inability to afford the travel and cost of living in another locale;
- family obligations;
- faculty/staff members who may not understand local customs, and may be unreceptive to different ways of learning;
- difficulty in releasing employees who might want to attend because of staff shortages.

Arctic College and its satellite campuses, however, were identified as venues at which carefully designed and modularized training programs could be offered. Indeed the college could be involved in the design and delivery of specialized courses for which the industry can identify a need.

SECONDARY SCHOOL

Since few students proceed with their education beyond high school, mention was made of encouraging co-op programs with the industry. It was observed that there has been some success with these programs in the South, but care and consideration must be given to assure that the learning objectives of the student are met. Suggestions were made that the industry could be used as an aid in learning customer service skills, computer skills, some basic supervisory and management skills, retail, guiding and outfitting practices and skills, as well as some food and beverage preparation and **service** skills. The suggestion was also made that some high schools take a more vocational approach to education.

Because tourism is a community industry, interest in ensuring that residents were more aware of local history and culture was expressed. Ideally this knowledge could be a clearly definable part of the elementary and secondary school curriculum. Concern was expressed that the curriculum does not adequately cover these topics in all communities.

OTHER TRAINING **COURSES/PACKAGES**

Mention was made of special seminars put on by the Federal Business Development Bank. While much of the subject matter was generic in nature, some of the courses received glowing reviews while other courses were seen as mediocre. The key to success seemed to be whether the course had a practical, non-theoretical orientation and was carefully designed for the audience in attendance.

On occasion, mention was made of courses sponsored by a regional tourism organization. Few were seen as helpful. Either the instructor was poor, not thoroughly versed in northern ways, or unaware of the needs of the audience. Again the call was for practically-oriented courses in which the course material had immediate relevance to the job or occupation.

Equipment manufacturers, especially computer companies, have their own training packages. However, many of these presume a high level of literacy and conceptual thinking. By and large respondents felt they were inappropriate for the type of people working as cashiers or waiters or in front offices. Arctic Cooperatives Ltd. was mentioned as an example of an organization that was dedicated to offering good in-house training for its **employees,** some of whom work in hotels and restaurants.

ROLES AND RESPONSIBILITIES

Several agencies were identified as having some responsibility for tourism and hospitality training. CEIC is a significant funding source and targets the unemployed to receive training. Economic Development and Tourism supports product development and needs identification for tourism training through its main campus and community-based staff. Arctic College works to deliver community training programs, including workshops, courses and certificate and diploma programs through needs identification, curriculum development and course delivery. Communities have resident adult educators who do needs identification, promote courses and assist in the delivery of courses and conduct direct training in the communities. While it was suggested that they can be supportive of tourism training, they do not necessarily have the expertise themselves to actually deliver the workshops and courses.

The tourism/hospitality industry in the regions is represented by Tourism Associations who were identified as agencies which can and sometimes undertake needs identification, assist in curriculum content and delivery method, and advertise and promote workshops and courses. Certain Outfitters and Guides Associations also develop curricula and deliver courses. The industry, especially the larger operators of hotels, do their own on-the-job training. Arctic Cooperatives Ltd. undertake a lot of its own on-the-job training and training workshops and courses in the hotels it owns.

Overlap between these agencies was of concern resulting in some uncertainty as to responsibilities and lack of communication. The latter is understandable given the distances between communities, and the fact that all the agencies have numerous other responsibilities which take precedence over tourism training. It was expressed that there is generally good cooperation between agencies, but lack of effective coordination.

FUNDING **FOR TRAINING**

For the most part funding for industry training Programs sPonsored by Arctic College comes out of the **CEIC** and the Canadian Jobs Strategy. Because the strategy is intended for people receiving unemployment and welfare benefits and provide them with occupational skills, funding is not normally intended for **short-**term, ad hoc programs. Many interviewees were quite critical of the strategy because they did not perceive it as addressing industry needs. Moreover, it was stated that few of those taking the courses actually pursued employment and work in the industry after taking the courses.

CEIC's mandate is to train for employment. They state that they view the tourism industry as a priority area and indeed they have funded courses; however they want to see a coordinated approach to training and education requirements. They also recognize that there are regional or local community differences. **As** such, CEIC wants to see an identification of job or occupational shortages;

a ranking of human resource needs training; and a strong Tourism
Industry Association commitment to the process. **CEIC** believes that
industry personnel are not taking full advantage of the courses
offered by Arctic College and that individual businesses have been
unable to send or sponsor their employees to upgrade themselves
academically, or to take specialized courses.   One of the major
difficulties recognized by **CEIC** is that employers are often **short-**
staffed and consequently hard-pressed to release employees from
work.   There may be a lack of knowledge about courses; the courses
may be offered too far from potential recipients.   While some
businesses   say   they   support   certain   courses   there   may   be
insufficient " buy in" from the industry as a whole.   Financial
support of employees who might benefit could also present a
problem.   Regardless of these difficulties CEIC still looks to the
industry to take a leadership role in training and funding, though
not necessarily in training delivery.

From the industry's viewpoint there is a mismatch between training
needs and agency criteria; and this is of major concern.   First,
is the problem of limitations in the welfare system.   It is assumed
that some jobs in the tourism industry may pay wages that are less
attractive to many local residents than the social assistance
schemes available to the population.   Moreover, social program
rules are viewed as rigid and unresponsive to local conditions.
Second, the industry is concerned that there is more effort put
towards training unemployed people rather than those who are most

likely to fill specific jobs in the industry" Many of the respondents did not agree with the approach of the federal government which focuses attention on the unemployed individual rather than the locus of potential **employment.** They suggested providing increased assistance for creating training opportunities to those who are supplying the jobs. This would provide greater dividends in employment in the long-term. It was suggested that many of the local people who participate in the present job training schemes do so only to maintain access to the social assistance program.

One informant suggested the prevalence of a 'geared to failure' attitude on the part of many service providers. Too many training programs are being implemented by people who don't believe they will have the desired effect and so consequently they often don't succeed. It was suggested that a number of the training efforts were system-driven and did not represent a sincere attempt at problem resolution.

Another major drawback to training is the uncertainty of funding. As a consequence, some respondents would like to see core or base funding for priority courses and workshops.

PRIORITIES FOR EDUCATION AND TRAINING

Decisions about education and training requirements for the tourism industry are complex. There seems to be little awareness of the

employment opportunities within the industry. There are, however, a wide variety of occupational and career opportunities in a diverse set of businesses (accommodation, **foodservice,** guiding, in-bound travel companies, transportation, travel agencies, and tour companies) . It was pointed out that the industry desperately needs trained employees but is hard-pressed to release employees for training due to already low staffing levels. Fiscal restraints, lack of professional trainers or people capable of conducting training, a multicultural diversity of employees, some of whom may be illiterate, which creates special problems, and too many training groups, each with vested interests, are other problem facing the industry.

In light of these constraints respondents called for the following:

- a unified, coordinated approach to training involving all stakeholders - industry, **CEIC,** Advanced Education, Economic Development and Tourism, Arctic College which reflects regional interests and is controlled by the region;

- site specific training;

- emphasis on on-the-job training programs focusing first on basic customer service skills:

  innovative methods for delivery courses appropriate to regional requirements, learning abilities and learning styles of participants;

- identification of some generic courses that cut across occupational categories;

  movement toward occupational standards and certification programs along the lines of those being developed **by** industry associations and various provincial organizations operating in British Columbia, Alberta, Saskatchewan, and Newfoundland;

> community-based tourism planners and management advisors;
> co-op and apprenticeship programs.

Some respondents noted that a special effort needs to be directed at the high schools and the communities at large. Current tourism awareness programs were evaluated as being deficient in building and creating an appropriate image for tourism, and employment and entrepreneurial opportunities in various types of tourism businesses.

Because of the large number of small businesses, a need for entrepreneurial and managerial courses was identified. Courses in accounting, cost control, marketing and human resource management were mentioned as being important. However, entry levels into some courses may require a high school diploma.

It was suggested that many employees in tourism business lack the experience of actually being a tourist. This was cited over and over again as a major reason for the difficulties in improving the quality of service in the industry. Similarly, lack of experience with facilities better than those in which employees and the self-employed are working at present was also cited as an important factor contributing to some inadequacies in quality of service. It was recommended that programs be initiated through which guides, outfitters, hotel and food employees, and community tourism managers and hosts are able to visit and work for short periods of

time in successful tourism enterprises. These facilities **should** be similar to those in **N.W.T.** communities, but offer more effective client-oriented service.

It was suggested that tourism training needs can be met through workshops, short courses of a few days to a few weeks, and, in the longer term, through diploma programs. Workshops and shorter courses would be directed at individuals already in a job, for example, those already doing an activity such as guiding, and to those who have the motivation to do a job or activity connected with tourism and tourists. Because these courses would relate so directly to particular community settings, equipment, individual skill levels, and personalized needs, the numbers taking the courses are likely to be quite small, from four or five to fifteen or so. In most cases the courses would best be held in a community in which a need has been most strongly identified. Some may be complemented by classroom learning located at a school or an Arctic College facility. Use of these facilities reduces the cost of accommodation and food, which is very high in the smaller communities. At the same time it increases the need for financial and other types of support by participants but alleviates the difficulties of being away from home for women and men with family obligations.

During the interview and workshop sessions a series of recommendations were put forward with regard to short courses and

certificate programs.   These include:

> Work towards a more structured approach to tourism training with on-demand workshops and a three level short course training structure.   The guide training program is a good model:
>
> Level 1 (Basic), entry qualifications: currently on-the-job or **pre-job** interest; good land skills, or some land skills and some English.
>
> Level 2 (intermediate), entry **qualifications:**   Level 1 as a prerequisite, or appropriate skills and experience, on-the-job or interest in job change, some English.
>
> Level 3 (advanced) , entry qualifications: Level 2 as a prerequisite, on-the-job or interest in job change, good English and some Inuktitut as appropriate.
>
> Work towards a modular system of training delivery at the intermediate and particularly the advanced levels so that trainees can take advantage of modules already being offered through community and regional programs of Arctic Colleges.
>
> Work towards development of an Arctic College-certificate program for selected aspects of the tourism industry which might focus on guiding and outfitting, interpretive guiding, tour operation, facility management, and which might utilize modules from existing programs such as Environmental Studies and Business Management.
>
> - Develop ways in which students who have completed related programs, for example in business administration or environmental studies, can have those contributing qualifications recognized towards Level 3 or certificate programs in tourism.
>
> Consider a registration or even a licensing system for guides, outfitters and tour operators directly linked to a three level training course and/or certificate program in order to set and maintain standards of performance in the tourism industry.

In the Baffin region respondents identified a twofold priority for tourism training workshops and short courses, though these workshops have equal relevance for other regions.   One is for

improved training for guides and outfitters. These people are the key link between the high quality advertising about the scenery and the **Inuit** culture which brings tourists to the region. The ability and quality of the outfitters and guides determine directly whether the tourist has a satisfying experience in the **Baffin** which approaches the expectations built up by the advertising.

The second priority is for further training to improve the quality of **service** to the hotels and food outlets. Quality is presently very variable. Some effective training is being done by the hotel managers with their staff on-the-job and is resulting in quality operations. Arctic Cooperatives Ltd. has its own training capability. Nevertheless there is a need for training in the communities which have hotels that are not at present able to provide effective on-the-job training.

TRAINING FOR **GUIDES AND OUTFITTERS**

Specific workshop and course recommendations for Guiding and Outfitting include the following:

- Guiding Level 1 delivered regularly at least once a year in the off-season and held in a different community with emphasis on those expressing the need for the course, but available to those from other communities. Content as presently given, and including meeting and greeting the tourist, safety and equipment maintenance, guiding and outfitting as a business;

- Guiding Level 2 Sports Hunting delivered on an annual basis with location for the course split between **Iqaluit** and a community involved in the sports hunt; the need for the course to be reviewed every two years to deal with shifts in demand.

Guiding Level 2 Interpretive to be given on a pilot basis
to include: interpretation of **Inuit** past and
contemporary culture, the way of life, and understanding
of the environment; plus refresher and reinforcement on
the **service** aspects of guiding such as need of the
tourist, meet and greet, and outfitting as a business;

Guiding Level 2 Interpretive to be given on an annual or
biannual basis and rotated between different communities
(after evaluation and modification/adjustment to the
curriculum and course delivery method) .

- Guiding Level 3 Interpretive. There is an emerging need
for interpretive training at a more advanced level than
is reasonable for Level 2. There are two rather
diverging views on what this should entail.

One view supports interpretive guide training which emphasizes a
'show and tell' approach on the part of the guides to provide the
tourist with an understanding of past and contemporary **Inuit**
culture, customs and way of life, and understanding of the
environment. This is similar to what is suggested as the focus of
the Interpretive Level 2, but with more emphasis on how to show and
how to tell the story of the local community, culture and
environment through **Inuit** eyes and **Inuit** experience. Inevitably
this would include the mammals, birds and fish which sustain the
subsistence livelihood, and the ice and snow, light and darkness
which are such a distinctive feature of the Baffin environment.

The other view is that interpretive guiding should emphasize the
science of the natural environment. This would include geology,
geomorphology, glaciation, permafrost, and details of the flora
and fauna.

The majority view from the communities and from the regional level is that the more advanced interpretive guide training should emphasize showing and telling of the Inuit past and contemporary culture and environment with less emphasis being placed on the scientific approach.

It was recommended that this should be the emphasis for development of a pilot Guide Level 3 course, which would build on the Guide Level 2 Interpretive course. It would be directed to people with a high level of land skills and some ability in English, or to younger people with some land skills and good ability in English.

There may also be a need for the more historical, archaeological and scientific environmental Interpretive Guiding course at Level 3. Given the likely content of the course curriculum, it was suggested that academic entry requirements for the course would have to be more rigorous than for the other Guide Levels 1, 2, and 3. The course may require high school graduation, or Grade 10, or College. Land skills, though important may not be such a necessary prerequisite for this course in comparison with level of academic achievement. In the final analysis, all respondents suggested that the course must be presented at the appropriate level of instruction which de-emphasizes the academic approach and stresses the personal qualities of those in the course.

It is possible, therefore, that two Interpretive Guiding courses will be needed at Guide Level 3.

> Guide Level 1 and 2 courses need to include components which assist the guide in recognizing and providing for the needs of the tourist;

> Refresher and updating workshops are needed for guides who have already participated in Guide Levels 2 and/or 3, again focusing on recognizing and providing for the needs of the tourist. These are important because of the range of tourist expectations and changes in demand from more sports-and hunting-oriented tourism to **Inuit** culture, wildlife viewing and photography and adventure tourism.

> Each new course requires careful needs identification so that the course is geared to existing and emerging job opportunities; prototype curricula and delivery methods appropriate to the experience and skills levels of the participants and written in language which is translatable; training of trainers both external and **Inuit;** promotion through the Baffin Tourism Association and early advertising in the communities; and careful post-delivery evaluation.

TRAINING FOR TOURISM AT THE COMMUNITY LEVEL

' There are several needs for tourism training at the community level. **All** have to do with how the tourist is met and made welcome, how the tourist learns what to do and not to do in the Arctic environment, how the tourist finds out about local amenities, and how the tourist finds out about the local history, geography, and past and present culture. It is important to point out , however, that training is only one aspect of what is needed to address this set of issues. Nevertheless a number of recommendations were made:

> - Workshop on "meet and greet" and hospitality for a variety of participants, including guides and outfitters, local tour operators, summer student community tourist guides and greeters. This could be given in and for a

single community, or for a group of communities. Curricula and manuals are already available in the Baffin Region, but may need minor revisions for particular communities and sets of participants.

Development of Level 1 and Level 2 courses on Community Tourism and Community Trip Development and Delivery. This would include meeting and hospitality. It would also include research and writing and updating of information for the tourist and preparation and use of pamphlets, community maps, tourism notice boards at the airport and around the **community,** running of a **community** tourism information centre, research, **organization,** running and actual delivery of guided or self-guided community walking tours.

It is unlikely, however, that individuals or communities will be making a strong demand for such courses. The notion of managing or directing the **Qallunaaq** (visitor) is not something of which communities can conceive. Directing or controlling anyone, particularly adults and **Qallunaaq,** is a culturally alien notion to most Inuit. This is not to say that such management is not necessary if communities are going to benefit from tourism and not be alienated by the behaviour of visitors, but the necessary management concepts must be taught effectively.

TRAINING *FOR* THE ACCOMMODATION AND RESTAURANT SECTOR

A number of interviewees identified a priority for workshops and occasional short courses on aspects of hotel services and food preparation. These courses would supplement on-the-job training carried out by some operators, and the training provided by Arctic Cooperatives Ltd. and others. Priority was also given to the need for customer service skills, understanding front office procedures and computers skills as more operations are likely to be

introducing computerized front and back office systems and **point-of-sale** systems.

COMMUNITY TOURISM BUSINESS ADVISORS

There were four other suggested ways of providing training to increase the effectiveness of the tourism industry. Two of these, the Community Tourism Business Advisor and the Community Tourism Planning Advisor (the actual names are not so important; it is the notion that matters) are directed to on-the-job training and assistance to individuals in their jobs and managing tourism in community settings. The third, a co-op or apprenticeship program, would enable an individual to get training while on-the-job and to have time off-the-job to take more formal instruction. The fourth, an external tourism training visit and work **experience,** would provide those already engaged in some essential tourism activity in the **Baffin** to visit other facilities, both as a tourist, and as a student. This external visitation program would also support short work experiences in other similar but more established businesses. These four training options were not elaborated on in any detail; however, they emerged as possible effective training methods during the interviews and discussions and are important complements to workshops and courses.

The **Community** Tourism Business Advisor could be handled in many ways. For example, he or she could be resident in a community for a period of several months up to one year and then move on to

another community, or could be responsible for several communities at one time. The advisor would work directly with **micro-entrepreneurs** and small business people active in guiding, outfitting, arts and crafts (and in the future perhaps in homestay accommodation) to assist in the development, application and reinforcement of business skills. As in the courses, the **skills** include elementary bookkeeping, inventory **and** advertising. The Advisor would also hold workshops in which small business people could share their knowledge. The Advisor would work closely with the community adult educators, and could also work with the local school to introduce and reinforce notions of micro and small business to high school students.

Many communities would not require a full slate of the services that have been outlined. Many of these functions could be handled by people already in place like the **R.T.O.** or the Regional Tourism Association Executive Officer. What is important is that communities struggling to upgrade their tourism industry have access to expertise and advice.

The Community Tourism Planning Advisor would work with whatever local tourism organizations existed in the community. In some communities there is an active Hunters and Trappers Association, in others a Tourism Committee which is a sub-committee of Hamlet Council, in others there is an Outfitter Association. The Advisor

would work with the organizations and with the community to develop a community-based strategy or plan, and to implement it. The Advisor would undertake community level training in planning, researching, and making community information pamphlets for the visitor and could assist in developing community-guided or **self-**guided walking tours if these were part of the community strategy. The Advisor would carry out meet and greet hospitality workshops, and train community tourism hosts and guides. Obviously, the two roles could be performed by the same individual.

CO-OP APPRENTICESHIP TOURISM TRAINING **PROGRAM**

Co-op and apprenticeship programs were recommended for **school** leavers and adults to help them get on-the-job training plus release time to attend workshops, short courses or diploma modules. The participant would need to receive some financial support, as would the operator accepting the participant. The operator would thus accept responsibility for ensuring regular on-the-job training. This type of program requires strong support from the tourism industry as a whole, to provide the training and to be supportive of the graduates of the program.

EXTERNAL TOURISM TRAINING VISIT AND **WORK EXPERIENCE PROGRAM**

This program, referred to in other parts of this report, is for people already self-employed or in jobs central to the tourism industry. The program would provide support for participants to

visit other facilities. The purpose is twofold: to enable the individual to have some experience of being a visitor, and to learn about the sorts of facilities that exist elsewhere in the industry. The program would also provide for short work experiences outside the region, in facilities or in work settings similar to those of the region. The facilities or work setting chosen should be representative of a good quality facility and service. Such a program would require the cooperation of the tourism industry and of individual owner-managers in support of upgrading.

In conclusion, the interview and workshop sessions conducted throughout the Northwest Territories produced much valuable information. This information represents the ideas and opinions of informed operators of tourism businesses, community leaders, and educators, trainers and government officials.

Implications: The **interviews** and workshops identified numerous opinions and attitudes regarding tourism/hospitality education and training. Questions that arise from this data include:

> If each region desires control over industry training, how is this best accomplished?

> How should community education and training for the visitor industry be best handled?

> How can education and training overcome some of the inherent problems associated with industry characteristics, and the difficulties associated with poor planning of training programs?

> Should education and training be extended to visitors?

How can the guide training program be **further** improved and strengthened?

If training is best linked to the jobs **that people** do, how are training programs to be customized to **fit** the needs of different employers?

What should the role of Arctic **College** be in delivering educational and training programs, and in what ways can the industry improve its relationship with the College?

How should the tourism/hospitality industry be best introduced to students in the secondary schools?

In what ways can the industry improve its relationship with the **CEIC** so that both their interests can be **served?**

What is the most appropriate way of building a **unified,** coordinated approach to training involving all stakeholders?

In what ways can industry, education and training be designed to best meet the needs of regional requirements and the learning styles of participants?

What are the most appropriate ways of initiating and coordinating external training visits and work experience programs?

Are the positions of Community Tourism Advisor and **Community** Tourism Planning Advisor feasible?

How can a **co-op** or apprenticeship program be most effectively introduced?

Does Arctic College have sufficient resources **(financial,** teaching and technological) to actually respond to and **deliver** on academic programs, short courses and other on-the-job courses suitable for the industry?

Are there other models that Arctic College can draw on in order to respond to industry's need for training? Indeed, what should be the role of Arctic College in this regard?

Are Arctic College's programs and courses **suitable** and **appropriate** for the industry?

TOURISM/HOSPITALITY INDUSTRY TRAINING INITIATIVES

This section provides information on individual business training endeavors and training activities sponsored or initiated by the Tourism Industry Association of the Northwest Territories. As the list of courses noted in Table 42 indicates, some of the business operators interviewed mentioned that they had organized training sessions for their staff. Few of these courses, however, were offered on a continuing basis but were on a "need to have," "time to have" basis. In certain cases, Arctic College may have approached various businesses to encourage them to send their employees to courses; in other cases individual businesses or groups of businesses might have initiated the idea of courses. The value of these courses to employees and the respective companies has been difficult to evaluate. In many cases, deficiencies in the delivery of the courses, course timing, course content **and** teacher effectiveness were noted.

Table 42

Listing **of** Courses **and** Training Sessions Offered by
Tourism/Hospitality Businesses

Front office receptionist skills
Customer/Visitor relations
Point-of-sales system (cash registers)
Front office posting machine/computer
Public relations
Interpersonal relations
Guest service
Cultural awareness
Handling and managing groups
Team building
Sanitation and cleanliness
Food and beverage management
Training the trainer (supervisor)
Motivation workshops
Beverage service

Complaint handling
Housekeeping and janitorial skills
Waiter/waitress skills
cook training - preparation, **serving**
Food presentation
Menu planning
Employee/visitor attitudes
Bag, luggage service
Safety and first aid
Marketing
Public speaking
Supervisory management
Bookkeeping skills
Guide training - **all levels**
Specialty courses on guiding
Time management
Tour leader/operator
Visitor information **centre/host** skills
Interpretive guiding
Hospitality and tourism awareness

Many businesses ideally wanted to conduct more training for their employees but expressed concerns regarding cost, timing and lack of resources. Interviewees expressed a preference for more or less , continuous on-the-job training to be conducted by supervisors/operators\owners, but noted that few people in a supervisory capacity had the knowledge or ability to train effectively. Operators of small, entrepreneurial types of businesses, however, expressed a need for accessibility to courses or trainers who would be willing to come into a firm and conduct on-site training that would be relevant to their needs and situation.

The Tourism Industry Association of the **N.W.T.** over the years has tried, and continues, to respond to the need for training in a

variety of different ways. By mounting the "Northernmost Host" program in cooperation with the Departments of Economic Development and Tourism and Education, it hoped to make more people and communities aware of the importance and impact of tourism to their economies; to increase the level of understanding of visitor expectations; and to help identify ways of taking advantage of the business opportunities that tourism provides. While the program itself is considered well designed, it is evident that it has failed to draw sufficient participants. Further shortcomings that were mentioned in the interviews revolve around the fact that a short, one-day course cannot hope to change attitudes towards tourism, particularly if those attitudes may be negative, and that inadequate follow-up to the program had been undertaken.

The Tourism Careers Awareness Seminar for high schools is a similar program, co-sponsored by T.I.A., Arctic College and the Department of Education, with an intent to make high school students more aware of job and career opportunities in the industry. In discussions with industry personnel, no mention was made of the particular program, though the importance of correcting so-called 'false perceptions of the **industry"** among young people was discussed. Evidently, there is a strong belief that the industry only provides menial, **"dead-end"** jobs. Examination of the leader's manual for this course indicates that insufficient attention is given to addressing student concerns, issues and perceptions.

The Tourism Industry Association is well aware of the problems
revolving around the need for more extensive and intensive training
and education. Small-scale, marginal operations, industry
seasonality, high levels of employee turnover, low public image of
employment within the industry, a lack of a career development
strategy for current employees, and complicated? situation-sPecific
funding structures, prompted the formation of The **N.W.T.** Tourism
Training Group. As an incorporated, non-profit, limited company,
The Tourism Training Group is working towards coordinating the
planning, implementation, delivery and evaluation of
tourism/hospitality training in the **N.W.T.** by focusing on the
following objectives:

- arranging for training activities which incorporate the
  specific and general training needs of current and new
  employees, and of supervisory-management employees/employers;

- promoting the development of tourism/hospitality support
  programs such as Career Awareness, Resource **Centre,** etc.:

  implementing a program of Career Awareness to be directed at
  N.W.T. high school students and the general public with the
  goal of increasing employment awareness and career
  opportunities in the industry;

- coordinating with industry sponsors and **CEIC** a program of
  summer employment and training for **N.W.T.** high school
  students; and

- developing a communications strategy with industry and the
  public sector to provide industry with information on course
  offerings, and to solicit participation from industry in
  training programs.

Carrying out this mandate must be done in light of the needs
expressed during the regional workshops. Specifically it was

suggested that the Training Group should work with **regionally-**
based planning groups, like the various regional tourism
associations, so that capacity for continuous training is
established at the regional and local level.   This, it was felt,
would establish a bottom up planning process that recognizes the
differences and unique regional characteristics that exist across
the N.W.T.

The Tourism Training Group also believes that training must be
market-driven; that is, training needs must be identified by the
tourism/hospitality industry itself.   Furthermore, a training
strategy is of the utmost importance in establishing training
priorities for designated occupations in the **N.W.T.** as well as the
development of a career-centred approach to training and employment
in the industry.   The Tourism Training Group expects to develop a
close working relationship with Arctic College, particularly since
Arctic **College's** strategy is to develop closer, more direct
relationships to the industry.   It is expected that the Canadian
Jobs Strategy and other new funding initiatives will provide
financial underpinnings to allow for closer industry-college
linkages.

Implications: Individual businesses bear prime responsibility for
undertaking training.   However, the high costs and lack of
resources mitigate against a major commitment to training,
especially if many of these businesses are small.   Therefore, the

Tourism Industry Association can play a major role in facilitating training endeavors. The questions that arise are:

- If priorities for training are to be identified at the organizational level, how is this best accomplished, particularly in a community: and what is the role of the **T.I.A.** or Tourism Training Group?

  Can supervisors and managers be properly trained and equipped to do a lot of the training? How?

  Is it possible to identify common or generic **elements** to a **lot** of courses so that trainers are not always "reinventing the wheel"?

  Can such programs as Northernmost Host and the Tourism Careers Awareness Program be improved so that they focus more on the needs and attitudes of the participants?

  Is there a need for a Tourism Learning Resource Centre?

  What does it really mean to have training "market driven"; does the industry always know what they want?

OUTSIDE PROGRAM REVIEW

TOURISM/HOSPITALITY EDUCATION AND TRAINING PROGRAMS IN THE CANADIAN PROVINCES

There are approximately 90 educational and training institutions offering some aspect of tourism/hospitality training throughout Canada. These are listed in the publication "Directory of **Foodservice** Courses: Your Entree to Success" and published by the Canadian Restaurant and Foodservices Association. It is not necessary to identify or discuss the peculiarities of each program except to mention that many of the programs at community colleges and universities are well-established, professionally staffed, adequately funded and can provide expertise and assistance in a variety of ways.

Within the next five years it seems unlikely that the **N.W.T. will** be able to establish **"centres** of excellence" for tourism/hospitality education and training. However, the opportunity to establish alliances with various programs in the south seems possible and plausible. Discussions with directors and faculty members at recent meetings of Canada **CHRIE** (Council of Hotel, Restaurant and Institutional Educators) revealed tremendous interest in being of assistance. Not only is it possible to sponsor students to **enrol** in excellent tourism/hospitality programs, but many faculty would be quite willing to work closely with faculty at Arctic College to set up programs, teach **courses,**

share some resources, promote faculty and student exchanges, encourage industry internships and provide professional development opportunities. The School of Hotel and Food Administration, University of **Guelph,** for example, offers two programs that may be of interest to both teachers and industry executives. The Advanced Management Program for the Hospitality Industry (AMPHI) and the Hospitality Management Development Course **(HMDC)** provide stimulating exchanges of information and the opportunity to work alongside up-and-coming career-minded managers and executives.

Probably the most important training initiative of relevance to the N.W.T. is the Canada-wide attempt to develop occupational standards and certification programs for the tourism/hospitality industry. The Tourism Industry Standards and Certification Committee derives its membership from the following organizations:

> **ACTA/CTTC** Canadian Educational Standards System (ACCESS)
> Alliance of Canadian Travel Associations
> Canadian Federation of Chefs de Cuisine
> Canadian Hotel Marketing and Sales Executives
> Canadian Institute of Travel Counselors
> Canadian Restaurant and Foodservice Association
> Council on Hotel, Restaurant and Institutional Education
>   Canada **CHRIE)**
> Hotel Association of Canada
> Tourism Industry Association of Canada
> Alberta Tourism Education Council
> Hospitality Newfoundland and Labrador
> Pacific Rim Institute of Tourism
> Tourism Industry Association of Nova Scotia
> Tourism Industry Association of Prince Edward Island
> Tourism Industry Association of Saskatchewan
>   and recently by
> The Tourism Industry Association of NWT

Endorsed by Tourism Canada, the committee is working cooperatively and diligently to arrive at standards and certification for a series of key occupations serving the employed in the tourism/hospitality industry. Key to the success of the certification process is the fact that a group of industry professionals (10-15) working in an occupational category (rather than **"experts"**) are asked to form an industry validation committee. Their first task is to provide an initial snapshot of their occupation that later forms the basis for more extensive analysis in the standards development process. Through translating, sorting and revision sessions, they compile profiles of specific jobs that are developed into major skills headings. Members of the committee are asked to specify the knowledge, specific behaviors and attitudes not yet identified. Through an extensive revision, a well-organized depiction of a tourism/hospital ity occupation emerges. Knowledge and performance standards are then identified and assembled together. The final step is the revision and validation of occupational standards, not only by the Industry Validation Committee but also by an even larger Standards Industry Advisory Committee comprised of 30-50 industry representatives.

This Occupational Standards Development Process was pioneered by the Alberta Tourism Education Council **(ATEC)** in Edmonton. It allows, indeed, makes sure that the industry participates in setting standards and incorporates these into employee training programs. Employees also benefit by being encouraged to pursue

appropriate career opportunities available through the certification process. Overall, the benefits are that employers can identify qualified employees; employees can be evaluated using a performance benchmark; and educators and trainers can be guided in program development. In this way standards of the occupation are raised; it is possible to identify persons with acceptable knowledge of principles and practices of the occupation; demonstration of a high level of competence can be rewarded; and improvements of performance in the occupation can be encouraged through participation in a continuing program of professional development. Other benefits are noted in the paper "Accreditation, Certification and Standardization: Definitions and Principles" contained in the Appendix of this report.

Implications: Tourism/hospitality education and training is **well-established** in the provinces.

- How should the **N.W.T.** and the industry form alliances with various educational institutions or industry associations so as to capitalize on existing educational and training programs, and professional educators and trainers?

  Can students from the **N.W.T.** be sponsored or their education financed so they can attend college or university in one of the provinces?

- Are certification programs for occupational categories, developed in the south, appropriate for the N.W.T.? If not, what changes need to be made or should the industry in the **N.W.T.** develop its own set of occupational standards?

APPENDIX 1
SURVEY QUESTIONNAIRE

NORTHWEST TERRITORIES

PRESENT **AND FUTURE** LABOUR **TRAINING** REQUIREMENTS QUESTIONNAIRE

A. **Industry Profile**

1. Please **check (**) the box or boxes that best describe the type or types of **business/service you** are in.

Food and Beverage Service	•1
Accommodation	•1
Transportation	•1
Tour operation	•1
Tourist information	•1
Outfitter/Operator	•1
Guide/interpretive service	•1
Retailer (e.g. arts and crafts)	❏
Event operator	•1
Attraction facility operator (e.g. park, museum)	u
Other (please list)	

    _____

    _____

2.   In which travel **zone(s) is your business(s) located?**

Big River Country   •1

Northern Frontier   ❑

Western Arctic   ❑

Arctic Coast   •1

Keewatin   •1

Baffin   •1

3.   **What was the annual revenue of your business for the last fiscal year?**

Less than 25,000   •1

25,000 to 49,999   •1

50,000 to 99,999   •1

100,000 to 249,999   •1

250,000 to 499,999   •1

500,000 to 999,999   •1

1,000,000 to **2,000,000**   **•1**

Over 2,000,000   ❑

4.   How long have **you** been in this business or provided this service?

Less than one year   •1

One to five years   •1

Six to ten years   •1

Over ten years   •1

5. Identify **your** position in the business or service.

Owner/operator   •1

Manager   •1

Other   _____

6. What occupations are used **by your** business/service on a full-time or part-time basis? (please **check appropriate box or boxes**

	All year		Seasonal	
	Full Time	**Part** Time	**Full** Time	**Part** Time
Manager/supervisor	· 1	· 1	· 1	· 1
Service personnel (e.g. bus people, waiters)	· 1	· 1	· 1	· 1
Skilled food service personnel (e.g. chefs, bartenders)	· 1	· 1	❏	· 1
Unskilled kitchen help (e.g. dishwashers)	❏	❏	· 1	· 1
Administration (e.g. secretaries, bookkeepers, desk clerks, head housekeeper)	· J	· 1	❏	· 1
Skilled maintenance personnel (e.g. electricians)	· 1	· 1	· 1	· 1
Unskilled maintenance personnel (e.g. cleaning staff)	❏	· 1	❏	· 1
Security personnel	· 1	· 1	❏	· 1
Guides (e.g. fishing, hunting, tourist information counselor)	· 1	❏	· 1	❏
Interpreters (language)	· 1	· 1	· 1	❏
Artists and crafts makers	❏	❏	❏	· 1
Transportation personnel	· 1	❏	· 1	❏
Other (please list)				
_____	· 1	· 1	· 1	· 1
_____	· 1	· 1	❏	❏

7. Using the same categories as **in** the previous question indicate the <u>number of vacancies for each</u> and which of these positions <u>have a **high** turnover</u> of employees.

	Number of vacancies at present or for most recent operating period*	Please check ( ) the categories which have a high turnover rate
Manager/supervisor	•1	•1
Personal **service** personnel (e.g. bus people, waiters)	•1	•1
Skilled food service personnel (**e.g.chefs,** bartenders camp staff)	❑	•1
Unskilled kitchen help (e.g. dishwashers)	•1	•1
Administration (e.g. secretaries, bookkeepers, desk clerks, head housekeeper)	•1	•1
Skilled maintenance personnel (e.g. electricians)	•1	•1
Unskilled maintenance personnel (e.g. cleaning staff)	❑	•1
Security personnel	•1	•1
Guides (e.g. fishing, hunting, tourist information counselor)	•1	•1
Interpreters (language)	•1	•1
Artists and crafts makers	•1	•1
Transportation personnel	•1	•1
Other (please list)		
_____	•1	•1
_____	•1	•1

* Note: If your operation is seasonal and you hire new people each season then give the number of vacancies for each position.

8. **Please check ( ) the box that best describes the length of time each year you are open for business.**

    All year round   •1

    1-8 months winter   ☐

    1-4 months summer   •1

    Other (please list)   _____

                                _____

9. **If seasonal do you see expanding to a full years operation within the next five years?**

    Yes •1   ` ⁰ •1

10. **Please check (   ) the box which best represents the percentage of employees that come and go each year or period of operation?**

    None   ☐

    O to 25% of total employees   •1

    25 - 50% of total employees   ☐

    50 - 75% of total employees   ☐

    75 - 100% of total employees   •1

    More than 100%   •1

11. **Indicate the total number of employees that you employ.**

	All Year		Seasonally	
	full-time	part-time	full-time	part-time
	☐	☐	☐	☐

12. **Indicate the extent to which you either agree or disagree with the following statements by circling the appropriate response.**

A) In general, our business/service is satisfied with the quality of employees who have had tourism and hospitality training.

strongly agree	slightly agree	don't know	slightly disagree	strongly disagree
5	4	3	2	**1**

B) Difficulty in employee recruitment is a major factor holding back the development of our organization or business.

strongly agree	slightly agree	don't know	slightly disagree	strongly disagree
5	4	3	2	**1**

c) Federal government financial assistance **for training meets** the needs of our business or organization.

strongly agree	slightly agree	don't know	slightly disagree	strongly disagree
5	4	3	2	1

D) Financial assistance for training by the **G.N.W.T.** meets the needs of our business or organization.

strongly agree	slightly agree	don't know	slightly disagree	strongly disagree
5	4	3	2	**1**

E) The majority of my employees are permanent residents and recruited from the **N.W.T.**

strongly agree	slightly agree	don't know	slightly disagree	strongly disagree
5	4	3	2	1

F)   The majority of my future employees I eXpeCt to be
     permanent residents of and be recruited from the **N.W.** T.

        strongly   slightly   don't   slightly   strongly
         agree   agree   know   disagree   disagree

           5   4   3   2   1

12. If you have had experience with the Canadian Jobs Strategy
     program have you found it to be a major benefit to your
     organization or business?

         major   considerable   some   little   don't
        benefit   benefit   benefit   benefit   participate

           5   4   3   2   1

13. Our business/service is actively involved in formal
     training programs (provided by an outside institution)
     for our employees.

     yes ☐   no ☐

14. Our business/service is actively involved in on-the-job
     training programs for our employees.

     yes ☐   no ☐

B. Present Training

1. **Using the skill categories list on the top of the chart check (   ) off the training skills that you think are most needed by the employees ou have that are listed along the side.**

SKILLS

EMPLOYMENT
OCCUPATIONS

manager/supervisor

personal service

skilled food service

unskilled kitchen help

administration

skilled maintenance

unskilled maintenance

security personnel

guides

interpreters

artists/craftpersons

transportation

Note: for examples of each occupation category refer to question **6** in section-A.

2. **For each point of view listed at the top of the chart using the appropriate box(s) check off (   ) the most important problems preventing training.**

	from your point of view	from the employee point of view
Lack of sufficient money		
Lack of time		
Negative employee attitude toward training of employee		
Appropriate training programs **don't** exist		
Don't think training programs would make a difference to the success of my business/ service.		

Other important problems preventing training (please list)

_____

_____

3.   **Please indicate the level of importance of the approaches to training appropriate to your organization.**

On-the-job training by company personnel

extremely important	very important	of some importance	little importance	no importance
5	4	3	2	**1**

On-the-job training **by** non-company personnel

extremely important	very important	of some importance	little importance	no importance
5	4	3	2	**1**

Sending employees to school/college

extremely important	very important	of some importance	little importance	no importance
5	4	3	2	1

Other appropriate to tourism (please list)

_____

_____

4.   **Training for our employees is: (circle the number which best represents your opinion)**

extremely important	very important	of some importance	little importance	no importance
5	4	3	2	1

5. During the past **year** how many of **your employees** participated in formal/structured employer or government sponsored training programs?

_____

C. Future Growth and Training Needs

1. Over the next five **years** I expect tourism (revenue) in **my** region to grow **by:** (check the percentage that best describes your feelings)

☐ not at all

☐ 0 - 10%

☐ 11 - 20%

☐ 21 - 30%

☐ 31 - 40%

☐ 41 - 50%

•1 over 50%

2.   At **the end of the next five year** period I expect the
     number of employees on my payroll to change **by** (check
     the box that best describes your feelings.)

     •1   decrease

     •1   no change

     •1   increase 0 - 5%

     •1   increase 6 - **10%**

     •1   increase 11 - 15%

     •1   increase 16 - 20%

     •1   increase 20 - 25%

     •1   increase 25 - 50%

     •1   over 50%

3.   **The type of people I will need five years from now are:**
     (check the box which best represents your estimate.)

     •1   people with the skills they have now

     •1   people with new and different skills

     •1   a combination of the first two

4.   **If you answered one of the last two choices in the**
     previous question please list what new skills employees
     will need.

     _____

     _____

     _____

     _____

5. With regard to the location **of future training, select
    the statement from below which best represents your** view.

    •1 Programs and facilities for all training must
        be present in the **N.W.T.**

    •1 Technical skills and/or management training
        may be provided elsewhere.

6. Funding for training will **need to be: (check the box that
    best represents your** opinion).

    •1 Largely the responsibility of individual
        businesses and tourism organizations.

    •1 Largely the responsibility of the **G.N.W.T.**

    •1 Shared responsibility between the **G.N.W.T.** and
        the federal government.

    •1 Shared responsibility among the tourism
        industry, the **G.N.W.T.** and the federal
        government.

    •1 Largely the responsibility of the potential or
        actual employee.

7. In the space provided **below** describe what **for** your
    operation is your most important **training** need or
    concern.

8. If the **opportunity was available** would you consent to
    being interviewed ?

        yes ☐   no ☐

APPENDIX 2

CERTIFICATION

DEFINITIONS & PRINCIPLES

ACCREDITATION, CERTIFICATION & STANDARDIZATION

DEFINITIONS & PRINCIPLES

A primary purpose of most associations is to provide for the professional
development of members. Associations develop educational programs, pub-
lish books and studies, conduct home study programs, develop insightful
periodicals and scholarly journals, and in general struggle to up-grade
the understanding of members in a given field, and help them keep on top
of emerging technological and societal developments.

For most industries and professions, the association is on the cutting edge
of the development of the body of knowledge in the field.

In order to help members assess their own abilities and the strength and
breadth of their knowledge and skill, many associations sponsor certification
and accreditation programs, which can be defined as follows:

> ACCREDITATION: A process by which an association or
> agency evaluates and recognizes a program of study or
> an institution as meeting certain predetermined stan-
> dards or qualifications. It applies only to institu-
> tions and their programs of study or their services.

> CERTIFICATION: A process whereby an individual is
> tested and evaluated in order to determine his mas-
> tery of a specific body of knowledge, or some portion
> of a body of knowledge.

> STANDARDIZATION: A process by which a product is
> assessed against some standard of performance or quality.

The overriding principle an association should bear in mine when establish-
ing a certification or accreditation program is that in order to be valid,
it must not overpromise the public.

Accreditation and certification are essentially subjective processes.
They provide a standard toward which all metiers of an industry can work.
A certification program should not be punitive, but rather designed with
beneficial motivation in mine.

Once certification or accreditation has been awarded, it is essential to
the credibility of the program that a periodic reevaluation be conducted
every three to five years.

In an accreditation program this reevaluation may involve going through
the total accreditation process again. An institution that once met the
criteria may have drastically changed and may no longer meet basic stan-
dards in some areas.

In certification programs, usually a modified evaluation can be utilized.
An individual who has demonstrated a basic level of competency in a given
field is not likely to be less competent as time goes by. But clearly the
profession may be emerging new technology or new concepts may come in to

1

play. The reevaluation of the individual will typically be aimed at determining whether or not he or she has kept up with the profession -- continued to remain current.

Because of various antitrust implications, accreditation and certification programs should be developed under the careful scrutiny of the association attorney.

Both the National Commission on Accrediting and the Office of Education, HEW, determine agencies which may accredit educational institutions.

<div align="center">ACCREDITATION</div>

Objectives of accrediting programs

1. To create impetus for organizational self-improvement and to stimulate a general raising of standards.

2. To offer a voluntary activity concerned with evaluation and education as a viable substitute for a governmental regulatory activity concerned with inspection and enforcement.

3. To provide recognition of good performance and motivation to maintain and improve that performance.

4. To protect the interests of the general public as well as to assist prospective users to identify acceptable institutions, programs of study, or services.

Common elements of association accrediting programs

1. Standards: The association establishes standards against which to measure performance and it clearly defines its evaluation and accreditation procedures.

2. Self-study: The association encourages an applicant for accreditation to conduct a self-evaluation study to test its readiness for outside evaluation for accreditation. The results of the self-evaluation are usually submitted to the association's accrediting body for review as part of the application for accreditation.

3. Independent Accrediting Body: The association maintains an independent accrediting body with its Board of Directors acting only on appeals. The accrediting body usually performs a preliminary examination of the organization's ability to meet standards prior to scheduling an on-site visit. If pronounced deficiencies are evident, the organization may be advised to withdraw its application until such time as noted deficiencies are corrected. If an on-site evaluation visit is scheduled, the Board's decision to extend or withhold accreditation is made on the evidence of all matters of record including the report of the on-site evaluators' team.

<div align="center">2</div>

4. On-Site Evaluation Visit: A team of three or more representatives selected by the accrediting body visits the applicant for accreditation to determine first hand if standards are being met.   The length of the site visit may vary from a minimum of two days to a week or more.

5. The Evaluation Report: The team prepares a detailed report of its findings, commenting on strengths and weaknesses of the organization, and making recommendations for improvement of performance.   The report is presented to the applicant for verification of facts and then is submitted to the accrediting body.

6. Accrediting Decisions: Based on the report, and all other matters of record, the accrediting body may decide to:

> o accredit the applicant
> ● grant provisional accreditation pending correction of
>   deficiencies within a specified period of time
> o defer decision pending further information
> ● withhold accreditation

If accreditation is withheld, the applicant may appeal the decision by presenting additional evidence to the accrediting body; if satisfaction cannot by gained at that level, the applicant may make final appeal to a special appeals panel or to the association's Board of Directors.

Applicants denied accreditation must show that deficiencies have been corrected before applying a second time for accreditation.

7. Recognition: When the applicant is accredited, the association lists the applicant in an official publication, and otherwise grants formal recognition of its accredited status .

8. Reevaluation: The accrediting body periodically re-examines the organization it has accredited to determine if continuation of accreditation is warranted.   This may occur at specified intervals or be ordered at any time the organization reports major program, policy, or personnel changes.

When should an association establish an accrediting program?

1. If it is able to justify the need for accreditation in the field in which it operates.

2. If it not only encourages but gives guidance for organizational self-study prior to evaluation for accreditation.

3. If the accrediting program is understood and accepted by its members, i.e. members agree to the evaluative criteria, methods of evaluation, and accrediting decisions.

4. If it has an adequate organization and effective procedures to maintain its operations on a professional basis.

a. **Manages** financial resources to maintain accrediting operations in accordance with published policies and procedures, along with reasonable fees.

b. **Sets** forth clearly the scope of its accrediting activities including on-site evaluation, probationary **status for** those not ready for full accreditation, and methods for **revoking** and reinstating **the** accredited basis.

c. Uses experienced and qualified examiners to visit applicants for accreditation and **to** prepare objective written **reports** which include recommendations.

d. Evalutes an institution only with the specific authorization of the chief executive officer.

e. Provides for adequate consultation between the visiting team and the chief staff officer and staff **of** the organization.

f. Furnishes a written report to the chief **staff officer with comments** on the areas of strength, on areas needing improvement, and on suggested means of improvement.

g. Provides the chief **staff** officer with an opportunity **to** comment upon the factual elements **of** the **report** of the evaluation team before accrediting action is taken.

h. Provides a regular **means** whereby an institution may appeal to the **final** authority of the association.

i. Reevaluates accredited institutions **at** reasonable intervals.

j. Reviews **at regular intervals** the criteria by which it evaluates institutions.

Establishing an accrediting program

1. Establish a **task force** to develop standards.

2. Solicit **member** response **to the** work **of the** task **force.**

3. Establish an independent accrediting **board** and a **list of qualified** on-site **evaluators.**

4. Conduct workshops to train evaluators to equitably apply **Evaluation** criteria, to follow procedures, and to write evaluation reports.

5. Publish and widely distribute criteria, procedures, and schedule of fees.

6. Establish methods for recognition of organizations as accredited.

7. Establish reaccreditation procedures and periodically schedule reevaluation site visits.

<u>Some safeguards that may be incorporated into an accrediting program</u>

1. Emphasize peer evaluation as a supportive and educational function.

2. Note serious deficiencies before an evaluation visit is scheduled and hold the application in abeyance until corrections are made.

3. Provide a probationary status for those not yet ready, after on-site evaluation, for accreditation. Allow ample time for improvements to be made.

4. Maintain a list of volunteer and professional consultants to whom to refer applicants that need specialized help.

5. Measure quality of operations by comparing actual achievements to applicant's stated objectives.

6. Make clear that there is no demand to become accredited in order to function.

7. Establish clearly defined appeals procedures.

It is also important to consider the question of now the association can recover the cost of operating such a program. If the program is carefully run, there should be no problem. The association can assess a fee to all candidates who apply for accreditation. The fee structure' might be set up to include an assessment to cover the administrative costs of conducting the evaluation, plus a fee to cover any travel and expenses of an evaluation team, the members of which travel to an institution to conduct the evaluation, anc possibly a per diem for each member of the team. This fee will provide a certain amount of incentive to the potential peer-group members and will help defray the reasonable cost of their time spent in the program.

CERTIFICATION

<u>What are the objectives of a certification program?</u>

1. To raise the standards of a profession.

2. To encourage self-assessment by offering guidelines for achievement.

3. To identify persons with acceptable knowledge of principles and practices of the profession and related disciplines.

4. To award recognition to those who have demonstrated a high level of competence and ethical fitness for a profession.

5. To improve the performance in the profession by encouraging participation in a continuing program of professional development.

Benefits of certification to the individual

1. Increased self-esteem

2. Increased respect and recognition in the industry or profession

3. Increased opportunity for upward mobility, and better ability to compete in the job market

4. Increased remuneration and job benefits

5. Increased professional credibility

Benefits of certification to the association

1. Reinforces membership loyalty to the association

2. Favorably reflects on the association's sincerity to promote professionalism.

3. May be a source of income.

4. Encourages the orderly and efficient collection and consolidation of the body of knowledge.

5. Increases member interest in continuing education.

6. Provides a vehicle to reward members who have developed a high level of professionalism.

Guidelines for establishing a certification program

1. Establish a governing body of the certification program consisting of experienced individuals with high levels of credibility in the industry or profession.

2. Define the body of knowledge in the profession or industry and set guidelines on acceptable levels of mastery.

3. Develop guidelines for the administration of the program.

4. Establish eligibility requirements.

5. Determine fee structures.

6. Establish how the body of knowledge will be measured -- written examination, oral examination, documentation or performance in the industry or profession, etc.

7. Write a code of ethics describing acceptable standards of conduct for those earning certification.

8. Establish procedures for selection of acceptable candidacies.

9. Establish procedures for maintenance of certification and for reinstatement of certification for revocation situations. Applicants and partici-

pants must get due process with respect to becoming and remaining certified. This due process includes a written notice of a denial, the right to a hearing before an unbiased tribunal, and the right of the institution to present evidence in its own behalf and, finally, the right to cross-examine witnesses and carry on a dialogue with those who are responsible" for denying the certification.

10. The responsibility for certification should be given to an independent party. Again, an association qualifies as an independent party and an unbiased peer-group representing the association, whose members are not in direct competition with the institution, should also qualify.

STANDARDIZATION

1. Standardization must not be a device to fix prices or to lessen competition.

2. The standardization process should judge only performance, and not the materials used to produce a product or the methods employed to produce the end product.

3. Standards must be kept current.

4. Participation in the standardization program must be available to non-members and foreign competitors, as well as to members.

5. Cost of participation must be reasonable. The cost should not be set at a level that is prohibitive to smaller members or to non-members.

6. Standards should be validated wherever possible by an independent laboratory -- which is defined under these rules as any independent body (an association qualifies as an independent body).

7. All standards and participation in standards programs must be voluntary.

For further information on establishing certification and accreditation programs, consult THE LAW OF ASSOCIATIONS, 1975, by George Webster, (ASAE). Chapter 10 of this source, "Advertising, Standardization, and Seals of Approval," should be very useful in reviewing the legal ramifications of this type of venture.

Also see Chapter VI of the ANTITRUST GUIDE FOR ASSOCIATION EXECUTIVES, (ASAE), on "Standard Setting and Certification Programs."

APPENDIX 3

ALBERTA

CERTIFICATION STANDARDS PROCESS

Alberta Tourism Education Council

Occupational Standards Development Process

December, 1989

INTRODUCTION

In October, 1989, the Alberta Tourism Education Council (ATEC) put together a team of specialists to develop occupational standards for occupations in the tourism industry. To this point, the ATEC Standards Development Team has successfully developed industry validated occupational standards for the occupation of Food and Beverage Server. In addition, it is in the final phases of validating standards for the occupations of Bartender, Maitre d', and Wine Steward.

To develop standards for these occupations the Development Team utilizes a unique standards development process that effectively draws on the expertise of industry representatives, The following is an account of the ATEC standards development process.

THE ATEC STANDARDS DEVELOPMENT PROCESS

Very early on, ATEC recognized that it was essential to include industry as a key component of the standards development process. Too often, occupational standards have been developed by "experts" who have little direct contact with the people who actually work in or are affected by the occupations under study. Usually, the net result of such non-consultative approaches is occupational standards that do not accurately reflect the competencies required to do the job.

The standards development process used by the ATEC Development Team actively includes industry in an integral way in every aspect of the development process.

Using group facilitation, the Development Team aids a committee of industry representatives (Industry Validation Committee WC)) to take the following steps:

1) Establish the industry validation committee
2) Develop an overview of the occupation
3) Sort the data
4) Develop the profile and refine the data for occupational standards

Based on the information provided by the committee, the Development Team:

5) Writes the necessary occupational standards.

Then, once again using a facilitative approach, the Development Team assists the IVC to:

6)   Assess whether the standards written by the Development Team accurately reflects the information provided by the industry representatives and validate these standards.

The final product of these six steps isa set of occupational standards that not. only clearly differentiates the occupation from all other occupations but that is tailored to fit the current requirements of the tourism industry.

Each of the six steps of the ATEC development process warrants further elaboration.

Step one - Establishing the Industry Validation Committee

To ensure the tourism industry has sufficient input in the standards development process, ATEC establishes an Industry Validation Committee of 10-15 members for each occupation it studies. Over the past few years, ATEC has fostered clear lines of communication with the tourism industry. Drawing on irs extensive network of contacts, ATEC easily recruits industry representatives to serve the IVC's.

IVC members are selected on the basis of their expertise in the occupation under study and of their awareness of and commitment to the task of developing occupational standards. ATEC makes every effort to select committee members who represent a cross-section of their industry (i.e., urban and rural, small business and large). Each IVC member selected is fully informed about the standards development initiative. ATEC then arranges a two day meeting between the IVC and the Development Team.

This first meeting begins with an introduction that reiterates the importance of developing occupational standards for the tourism industry. Feedback from the IVC members about the need for industry-wide standards underlines the importance of the task confronting the Committee and Development Team. The enthusiasm expressed by both ATEC and the IVC galvanizes the participants into a committed working group.

Step two -- **Developing** an overview of the occupation.

The first task given to the IVC is to provide an initial snapshot of their occupation that can form the basis of a more extensive analysis later in the standards development process. Using group facilitation, the development team encourages the IVC members to think out loud about what they do in their job, day to day, week to week, and month to month. All of the ideas of the IVC members are written down on 5X8 cards and displayed on a large wall. At this point, the Development Team is careful not to analyze, categorize, or sort the cards.
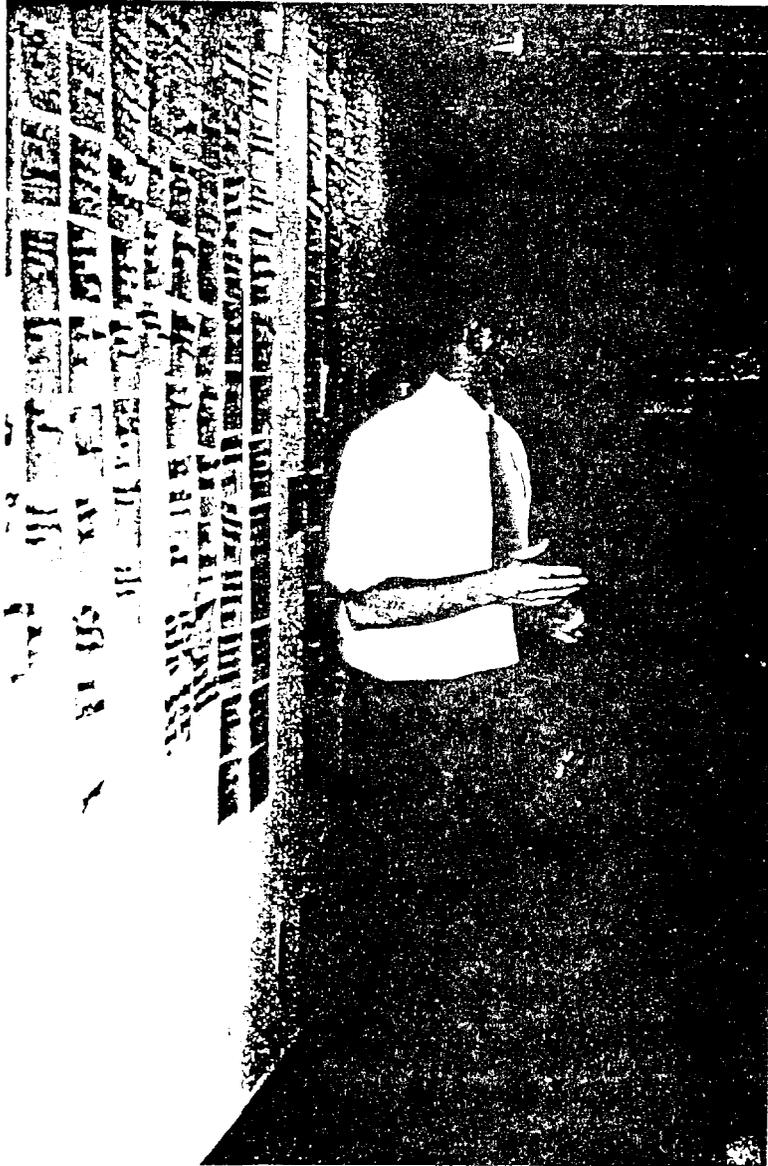
Displaying the Cards

The key advantage of this "brainstorming" approach is that it is very unintimidating. Very quickly, even the most reserved IVC member is contributing ideas to be placed on the wall. The ideas of one member stimulates the thinking of others whose ideas, in turn, stimulate still more ideas. In a short while (often less than an hour), an impressive array of cards detailing almost every aspect of the occupation covers the wall.

At the same time as it obtains raw data about an occupation, step two has the important side-benefit of providing the IVC members with a rare view of their j ob. Seeing the complexity of their work so graphically and impressively displayed is an exciting and rewarding experience for the members of the IVC. It seines to secure the commitment required for the next more difficult step in the process.

Step three -- Sorting the data.

As they appear on the wall at this stage, the cards mix together several kinds of information. Some cards refer in a very general way to the various duties of an occupation while others refer more pointedly to specific tasks. Some cards refer to the actual things a person must be able to do on the job, others refer to what a person must know, and still others refer to the kinds of attitude or outlook a person must have to do the job properly. The purpose of step three is to begin introducing order to the cards so that these various types of information can be distinguished from one another and incorporated into a comprehensible profile of the occupation.

To begin this task, the Development Team asks the IVC members to think of the principal duties of their occupation. As they come up with these duties, the IVC is encouraged to evaluate whether or not they might constitute a category under which a portion of the cards on the wall can be grouped. After the IVC develops 7-10 categories (at this stage provisional), the Development Team members engage them in the process of sorting the cards. Development Team members take the cards from one wall and move them to a new wall that has the categories displayed. IVC members direct which category the card should be placed under.

One of the consequences of this sorting process is that the IVC clarifies and expands the data obtained in step two. In order to categorize a card, the IVC members scrutinize it, and, if its meaning is not evident, revise it. Duplicate cards are

removed. New ideas are captured on new cards. All of this adds substantially to both the quantity and quality of the data.

Developing rhe Major Categories

Another important consequence of the sorting process is that the IVC clarifies the categories they have developed. At several points in the sorting process. the IVC members discover that cards do not seem to fit any of the categories or that the categories themselves are inconsistent. redundant. or vague. At these points. the sorting stops for a moment ana the IVC are encouraged to examine the categories to see if they need to be adjusted. Clarifying, broadening, or narrowing the categories allows the IVC to proceed again with the sorting process. Often times. the categories undergo several revisions.

At the end of step three, all of the cards generated in the previous step have been clarified and sorted. This preliminary analysis of the data prepares the way for a more intensive analysis that takes place in step four.

Step four – Developing the profile and refining the data for the occupational standards.

To this point, the entire IVC has worked together to produce and analyze the data about their occupation. In this step, the IVC is divided into sub-groups. Each sub-group is given two or three of the categories of cards to analyze further. This is done in consultation with one of the Development Team members.

The process that takes place in the sub-group is *similar* to that of step three. The IVC members are asked to develop headings to sort the cards in each category into smaller groups. The headings, in this case, reflect much simpler complexes of behaviors than the major categories. ATEC identifies this second level of headings, Major Skills.

Again, when the cards are sorted to fit under these headings, 'here 's a clarification and refinement of the data (clarification, deletion, addition of cards) and the headings themselves.

The cards that are placed under each of the Major Skill headings are closely examined. By this stage the information contained on these cards is usually quite specific. Some of the cards indicate fairly specifiable behavioral sequences (Skills) required for the job. Other cards indicate the knowledge, the actual behaviours, or the attitudes necessary for a satisfactory performance of the Skill. The IVC's are asked to discern those cards that indicate the Skills. These cards are arranged under the Major Skills heading (often times, in an order that reflects the actual sequence that the Skills occur in the workplace). Then, the IVC members are asked to place the cards that indicate the knowledge, performances, and attitudes under the appropriate Skill cards. If the information on any of the remaining cards does not fit with any of the Skills, the IVC are asked to determine if another Skill card is required.

The IVC members are asked to continue to specify the knowledge, the specific behaviors, and the attitudes not already detailed on the cards. The information provided at this point is very specific and forms the basis of the occupational standards.

To complete this step of the process, each IVC sub-group presents its analysis to the larger IVC. Critical questions and comments by the other IVC members results in further revisions of each sub-group's work. The final result of this step of the standards

development process is a well-organized depiction of a tourism occupation. The IVC reaches consensus that this depiction is an accurate reflection of their occupation in 1990 in Alberta. The first meeting between the IVC and Development Team is concluded. The Development Team is left with the data it needs to develop the occupational standards.

Step five – Developing the standards.

The Development Team's first task in this step is to formalize the occupational profile developed by the IVC. This profile displays the Major Categories and the Major Skills of the occupation [See Appendix One]. With this profile at hand, the Team examines the Skills the IVC grouped under each Major Skill area. Each of these Skills has been analyzed in terms of the knowledge, performances, and attitudes required for someone to be deemed reasonably competent. Each of the Skills are re-written to reflect the knowledge, performance, and (if applicable) attitudinal components. The format of the skill statement is as follows:

> The participant must be able to:
>
> Identify wine-related glassware and select appropriate glasses for different wines.

Once the skill statement has been formalized, the Development Team constructs the occupational standard.

The occupational standard differs from the skill statement in that it details the knowledge, performances, and attitudes required for a person to be deemed competent at a skill. The knowledge components of the Skill are separated from the performance components and the standard is written in the following format:

```
Knowledge Standard

The participant will:

Identify the following glassware:

a) red wine glass
b) white wine glass
etc.

performance Standard

The participant will:

select appropriate glasses while serving wine.
```

When the Development Team encounters situations where they require more information to write a standard, they either consult with individual IVC members or review reference material provided or suggested by the IVC.

The completed standards are assembled and made ready for validation by the IVC.

Step six — Revision and validation of the occupation standard.

The final step of the standards development process is the revision and validation of the occupational standards by the IVC. To provide a broader base of feedback from industry, the completed standards are sent not only to the IVC but to the even larger Standards Industry Advisory Committee (SIAC) of 30-50 industry representatives. The members of SIAC never meet, but each is kept fully informed of the progress of the standards development initiative for their occupation. The SIAC committee members review the draft standards and comment on how they think the standards should be revised to better fit what is realistically expected of a worker in their occupation. The SIAC's comments form part of the basis for the evaluation of the standards in the second meeting of the IVC and Development Team.

The standards are first reviewed at the level of the small group. The IVC are encouraged to consider if the standards accurately reflect their understanding of what is

normally required to be considered competent in their occupation in Alberta in 1990. Revisions at this stage can be substantial. When presented with a fully elaborated set of standards, the IVC sub-group sometimes decides that the standards need to be more detailed or general. As always, there is an effort to clarify, refine, and elaborate the details of the product.
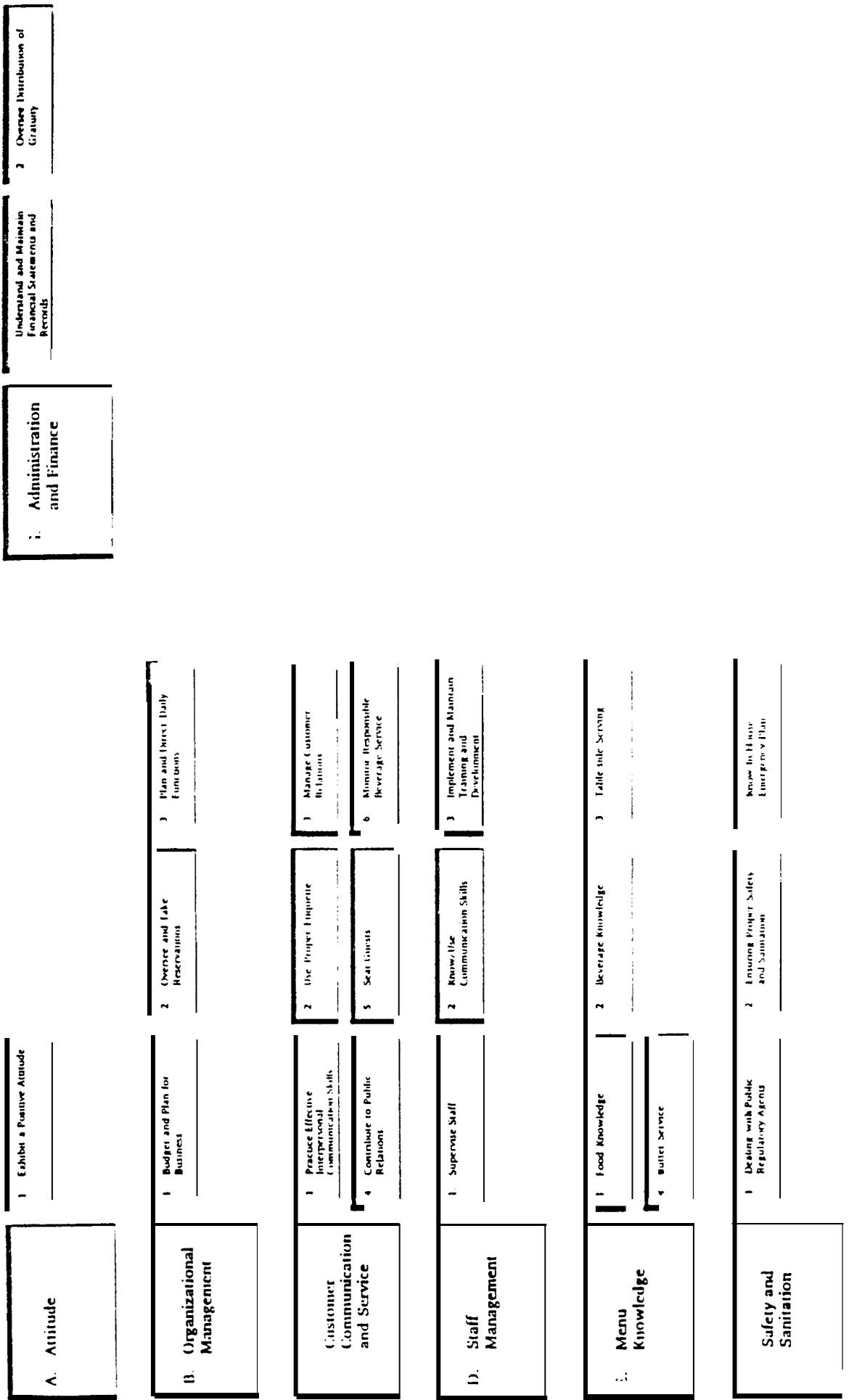
Once the sub-groups have made (or at least indicated) the required revisions, the larger IVC meets to validate the standards. Again, revisions, adjustments, and clarifications are carried out. The fully revised version of a standard is deemed validated when no more objections are raised by the IVC members.

Contrary to what may be expected, achieving consensus on the validity of final product moves rather smoothly. Because all of the IVC members have played such a crucial role at every step of the standards development process, there are few objections that remain at the time of standards validation. The standards have been carefully considered and discussed. They represent the best efforts of people noted for their ability to perform the skills of their occupation.

CONCLUSION

The ATEC standards development process is able to effectively utilize input from the tourism industry to produce realistic, comprehensive, occupational standards. The process permits the Development Team to obtain the detailed data required to write measurable behavioral standards without taking the final outcome of the product away from Industry. The IVC members come away from the process with a deeper understanding of their occupation. Their commitment to the ongoing development of their occupation can only benefit tourism in Alberta well into the 21st Century.

Skill Profile Chart - Maitre D'

A. Attitude

| 1 Exhibit a Positive Attitude |

B. Organizational Management

| 1 Budget and Plan for Business | 2 Oversee and Take Reservations | 3 Plan and Direct Daily Functions |

Customer Communication and Service

| 1 Practice Effective Interpersonal Communication Skills | 2 Use Proper Etiquette | 3 Manage Customer Relations |
| 4 Contribute to Public Relations | 5 Seat Guests | 6 Monitor Responsible Beverage Service |

D. Staff Management

| 1 Supervise Staff | 2 Know/Use Communication Skills | 3 Implement and Maintain Training and Development |

Menu Knowledge

| 1 Food Knowledge | 2 Beverage Knowledge | 3 Table side Serving |
| 4 Buffet Service | | |

Safety and Sanitation

| 1 Dealing with Public Regulatory Agency | 2 Ensuring Proper Safety and Sanitation | 3 Know In House Emergency Plan |

Administration and Finance

| 1 Understand and Maintain Financial Statements and Records | 2 Oversee Distribution of Gratuity |

APPENDIX 4

TOURISM REVENUE

ESTIMATED

ESTIMATED TOURISM REVENUE **REQUIRED** TO SUPPORT ONE "PERSON-YEAR" OF **EMPLOYMENT** IN THE N. **W.T.**
(1986-87 - 1994/95)

YEAR	PERSON-YEARS OF EMPLOYMENT (1 & 2)	NUMBER OF PEOPLE WORKING IN TOURISM, INDUSTRY FULL-TIME AND PART-TIME	TOURISM REVENUES(3) ($ million)	REVENUES/ PERSON- YEARS s	REVENUES BY NO. OF FULL- AND PART-TIME EMPLOYEES s
1986/87	2513	4540	119.5	47,560	26,322
1987188	2572	4630	145.35	56,512	31,393
1988/89	2611	4700	156.98	60,123	33,400
1989/90	2620	4717	169.54	64,710	35,942
1990/91	2671	4808	183.10	68,551	38,082
1991/92	2738	4929	197.7s	72,224	40,120
1 992/93	2803	5047	213.57	76,193	42,316
1 993/94	2874	5173	230.65	80,254	44,587
1 994/95	2944	5299	249.10	84,613	47,009

1   1986/87 number of person-years of employment is based on findings contained in the report, "A Needs Assessment of Human Resource and Training Requirements for the NWT Tourism Industry", 1987. Average annual increase is forecast at approximately 2.5% per year.

2   "Person-years of employment" combines full-time and part-time employees into one category. The number of full- and part-time employees represents approximately 80% of the number of "person-years" of employment.

3   The tourism revenuea for 1986 and 1988 are estimates made by Economic Development and Tourism, N.W.T. Revenue forecasts until 1994/95 are based on an average increase of 8.0% in current dollars.