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Study For The Northwest Territories - 1990-
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Tourism/ Hospitality Education And Training Study For The Northwest Territories 1990-1995



Northwest
Territories

Prepared for the
Department of Education
Government of the Northwest Territories

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.

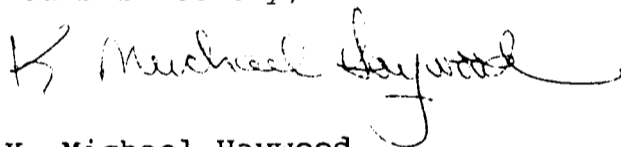
Dear Ms. Bader:

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.

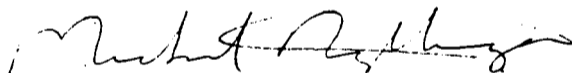
Yours sincerely,



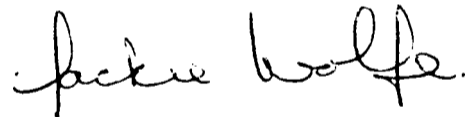
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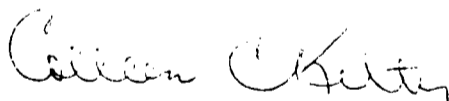
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EXECUTIVE SUMMARY

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 approach 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 5.0% 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 7,500 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 "working with 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 learning **styles**.
- 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.

Fundamental **ly**, 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 1980s, a formal tourism policy was prepared. Referred to as 'Community Based Tourism'^f, 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 comprehensive 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.

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.

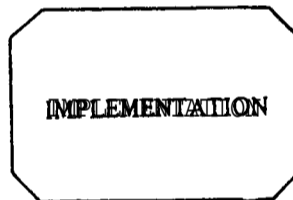
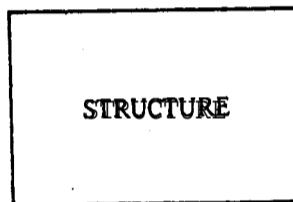
Finally, it should be mentioned that the research team engaged in this study used an action research approach to the project and, as a result, many of the points, recommendations and suggestions contained herein are already taking root in the industry. There are many interested people involved in tourism 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



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/hospitality 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.

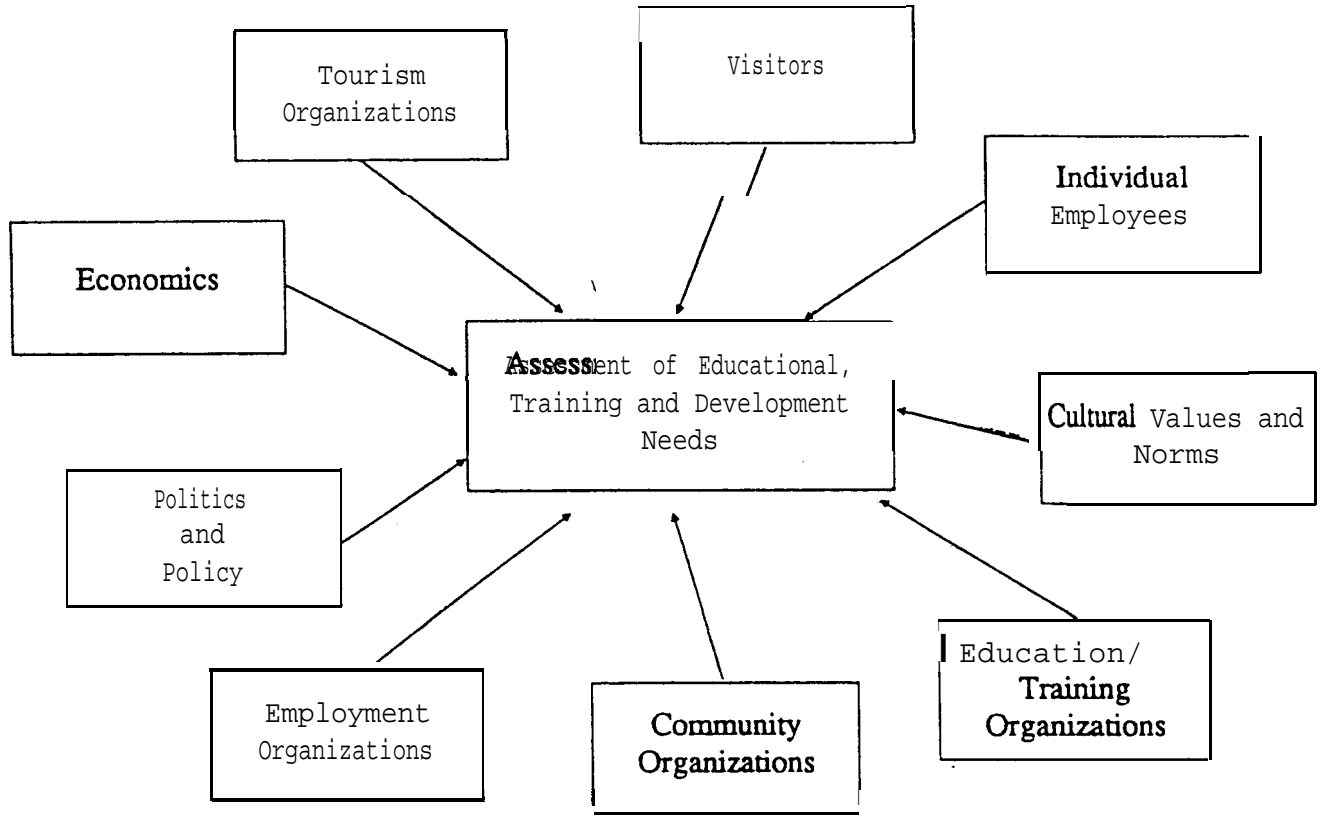
SITUATION ANALYSIS

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)



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.

- Offer superior tourism products and services. 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;
- Reach out to your visitors. **Visitors** appreciate when people engage them **in** conversation and take an interest in them. Hospitality can and needs to be taught.
- Mobilize the tourism businesses for optimum marketplace advantage. 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 7,500 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^s

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.

Operational

- 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.

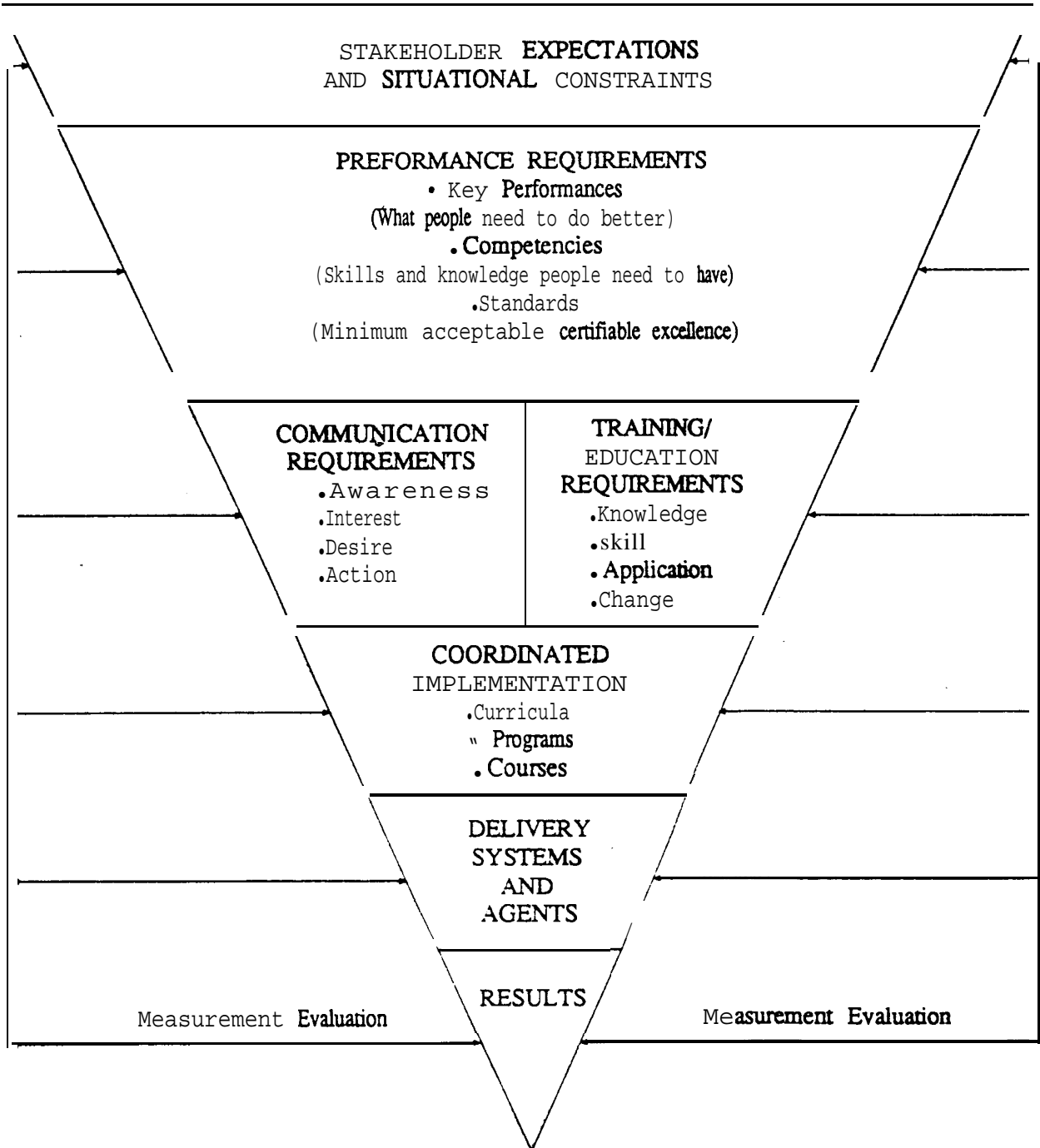
Each of these suggestions has strong implications and provides a rationale for improving tourism/hospitality education and training. What is now required is a systematic approach to education and training for the industry; this is outlined in the following section.

STRATEGIC APPROACH

The crux of the Action Plan is contained within this section. As diagramed **in** Figure 3, the strategic approach is comprised of 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 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 **fever** 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

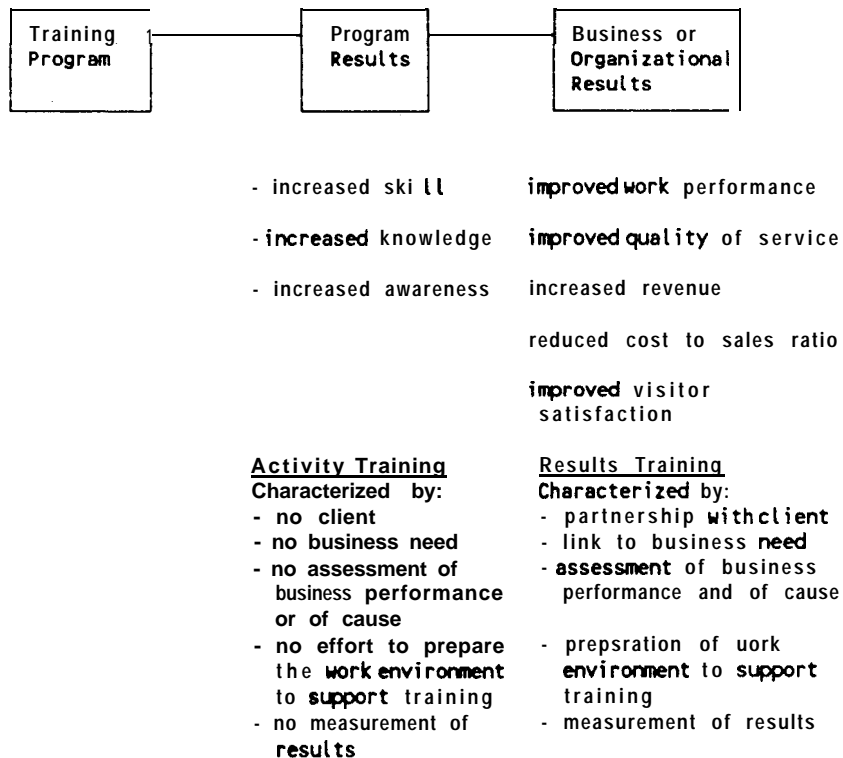
There is a prevalent belief that tourism/hospitality education training will be a panacea to the human resource problems and overall performance of tourism enterprises operating in the N.W.T.. By simply offering more programs and courses, training becomes an activity. If training is defined as techniques that "**focus** 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" (**Nadler, L. and Wiggs, G.D.,** Managing Human Resource Development: A Practical Guide, San Francisco: **Jossey-**

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

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 **N.W.T.** should not adopt any of these certification standards without careful review and scrutiny. It is suggested that special review **panels** 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 N.W.T..

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

Since training is the responsibility of individual tourism/hospitality enterprises, it is management's responsibility for identifying "Key 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, "**Competencies**" would specify the **skills** and knowledge people need to have; whereas "**Standards**" would refer to the **acceptablerange** of performance **from** 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 cements 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 act.

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. People must understand and see the benefits; and the benefits have to be believable.

In the N.W.T. 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 on realizable career ladders;

professionalization of tourism/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 requirements leave off, 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 **self-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 to accomplishment of the learning objective. Whether or not this "**contract** method" would work in the **N.W.T.** 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 know 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?

Action

Recommendations for change
Continuity of **Action** Plan

What should be done next? What have 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.

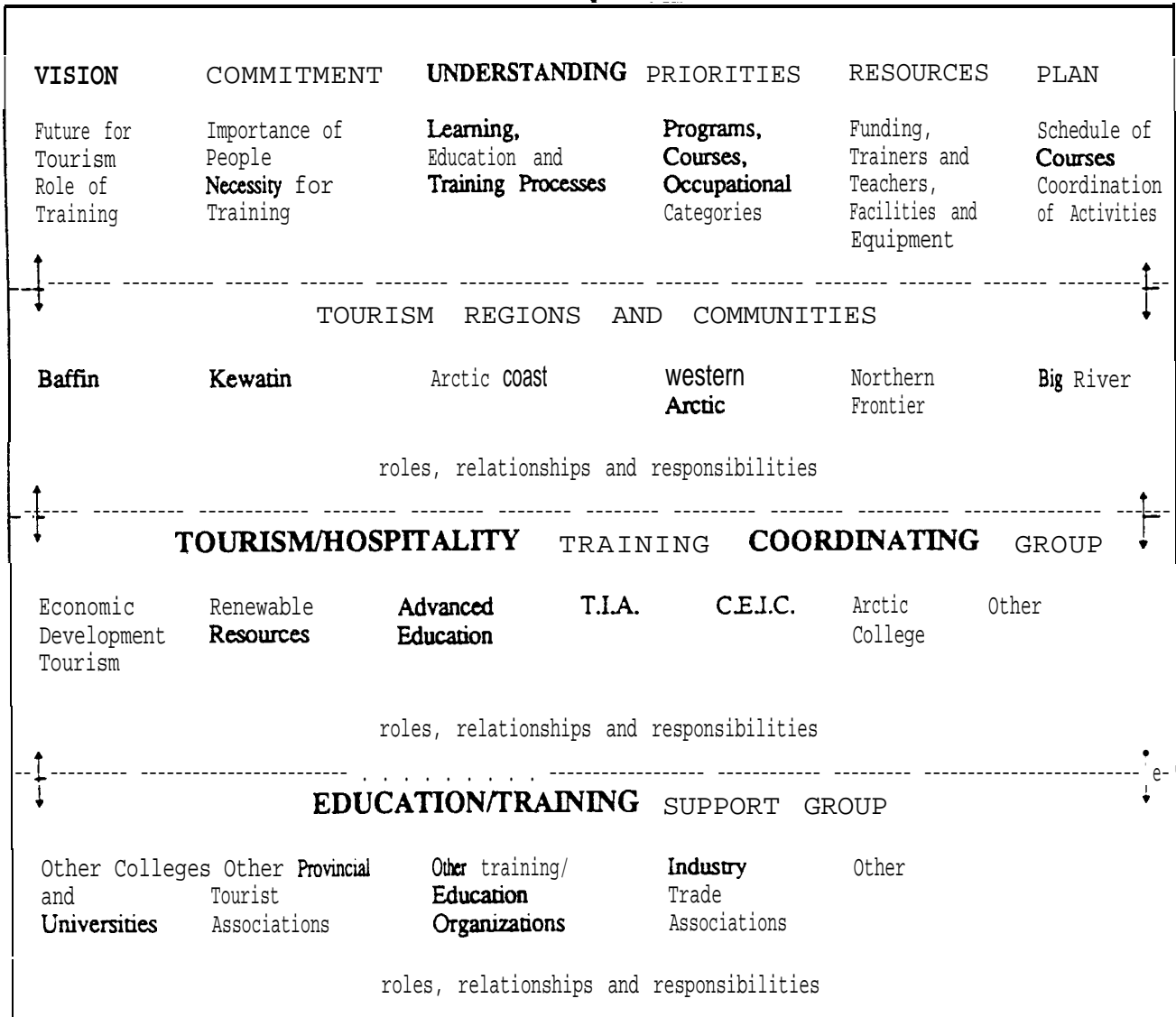
STRUCTURAL SUPPORT

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: Within the N.W.T. there are people who see the possibilities for tourism and have a well-developed idea as to what tourism in the N.W.T. 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.

Commitment: Communicating a vision assumes that there is strong commitment to education and training and the importance of developing people. All the partner organizations involved in 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.

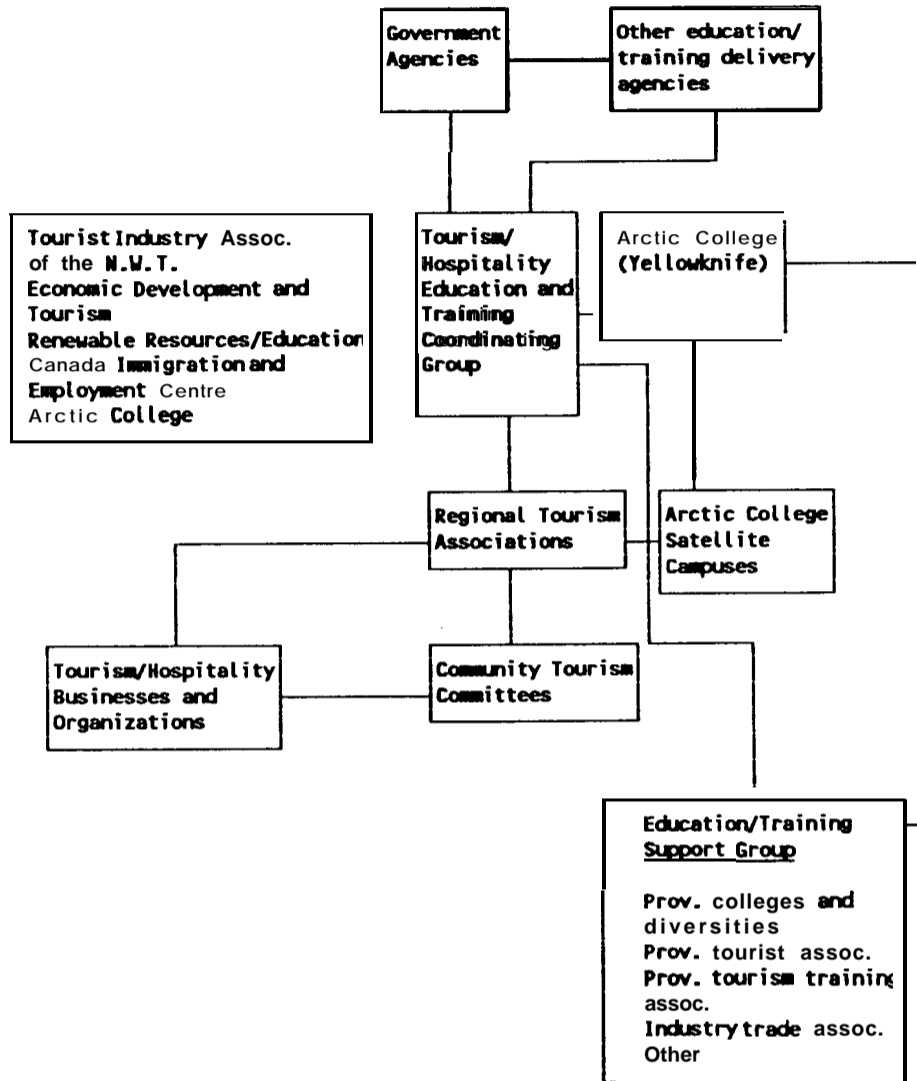
Plan: The ability to develop annual plans **outlining** tasks, activities, projects, schedule of courses and other details **will** fall to a coordinating group. The importance of this activity should not be underestimated. Changes to plans can occur for a wide variety of reasons in the **N.W.T.** --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



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 prioritizing of these goals is contained in Figure 7.

Figure 7

Education/Training Goal Priority and Time Frame

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

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
- (g) 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 for the Tourism/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 **not** 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: Generation of 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 of 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.

GOALS: 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 or 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**) .

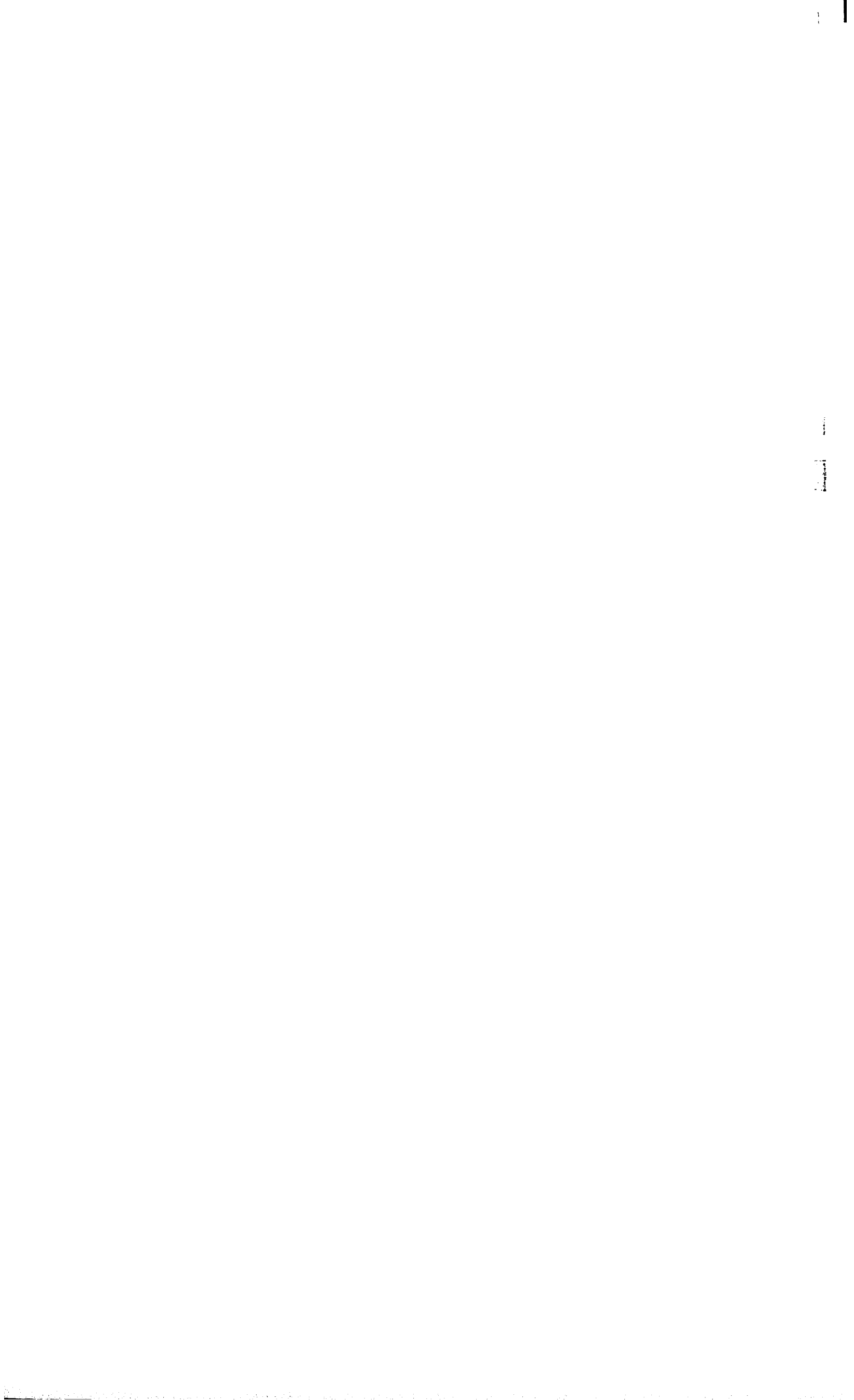
Communicate these needs to industry members and actively solicit their involvement.

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

Encourage all tourism/hospitality enterprises 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 **determinelabour 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.**;

- 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);

apredominance 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 FORECASTSREVIEW 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 existing 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	Summer June- Sept.	Remainder of Year Oct. - May	Total Year
Residents of the NUT - all purpose	---	---	120,000
Visitors to the NUT - business	27,000	27,000	54,000
- pleasure/personal	33,000 (60,000)	6,000 (33,000)	39,000 (93,000)
TOTALS	---	---	213,000

Expenditures

Season Residence	Summer	Remainder of Year	Total Year
Residents of the NWT - 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 Territories 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	1974	1979	1982	1984	1986	1987	1988	1989*
PURPOSE	I	I						
All purpose	27,000	36,000	44,000	48,000	52,000	58,000	60,000	55,951
Pleasure only	Not Avail	22,500	26,300	27,450	28,600	31,900	33,000	-

Source: Quick Facts About the Northwest Territories. Travel Industry February 1990, 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 individuals.)

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

<u>Zone</u>	<u>Visitors 1988</u>	<u>%</u>	<u>Visitors 1989*</u>	<u>%</u>
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
Keewatin	3,100	5.2	644	1.2
Baffin	<u>5,000</u>	<u>8.3</u>	<u>3,922</u>	<u>7.0</u>
Total N.W. T.	60,000	100%	55,951	100%

Source: Quick Facts About the Northwest Territories Travel Industry, February 1990, 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		
Nights in Big River	33,458		
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	Western Arctic	Big River	Totals
Transportation 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			Arctic Coast		
	arties	%		arties	%
Friends/Relatives	3674	31.10	Private Business	278	41.62
Touring	2963	25.08	Friends/Relatives	103	15.42
Private Business	2293	19.41	Government Business	92	13.77
Fishing	855	7.24	Canoeing	66	9.88
Government Business	832	7.04	Touring	48	7.19
Camping	345	2.92	Fishing	34	5.09
Other	225	1.90	Research	21	3.14
Hunting	148	1.25	Nature Study	13	1.95
History	135	1.14	Hunting	7	1.05
Conference	135	1.14	Other	4	0.60
Research	69	0.58	Hiking	1	0.15
Canoeing	54	0.46	Conference	1	0.15
Shopping	40	0.34			
Nature Study	26	0.22	TOTAL	688	100.00%
Park Visit	14	0.12			
Hiking	6	0.05			
TOTAL	1814	100.00%			

Western Arctic		
	arties	%
Touring	885	4.50
Private Business	522	5.09
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		
	arties	%
Government Business	381	23.80
Private Business	372	23.24
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			Keewatin		
	Parties	%		Parties	%
Touring	1059	22.74	Touring	107	40.68
Friends/Relatives	972	20.88	Government Business	71	27.00
Fishing	840	18.04	Nature Study	32	12.17
Private business	518	11.13	Friends/Relatives	14	5.32
Government Business	240	5.15	Research	9	3.42
Canoeing	219	4.70	Private Business	9	3.42
Camping	218	4.68	Hiking	7	2.66
Conference	135	2.90	Conference	7	2.66
Park visits	131	2.81	Shopping	7	2.66
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			
Hunting	4	0.09			
TOTAL	4656	100%	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, buy arts and 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 carving** 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 U.S. 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 **behavioural** 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

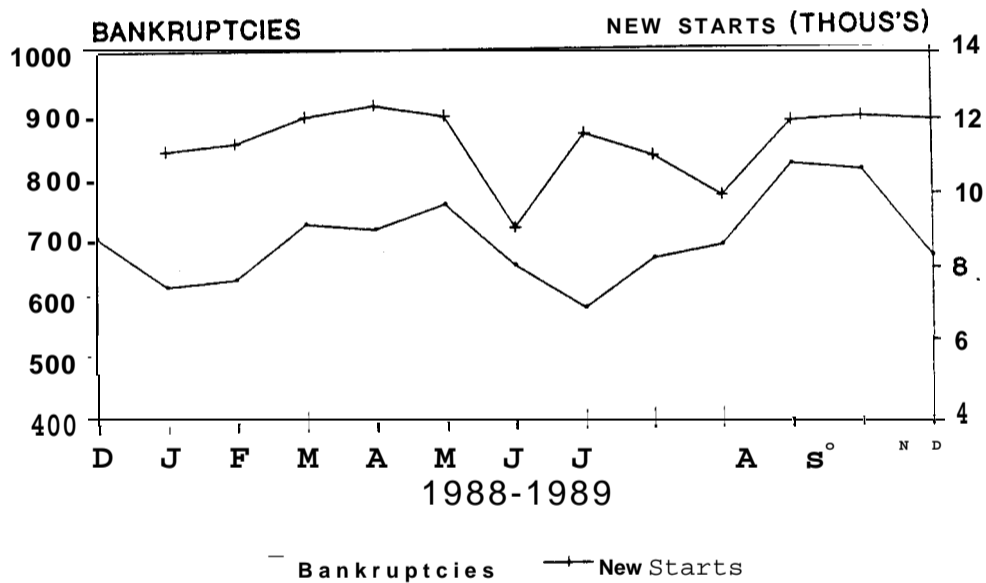


Figure 9

Economic Growth

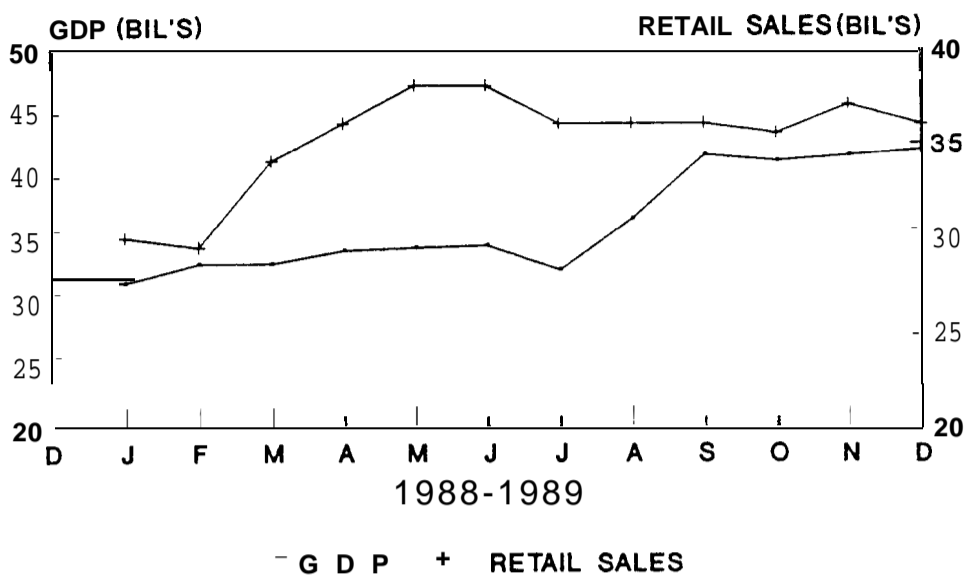


Figure 10

Trade

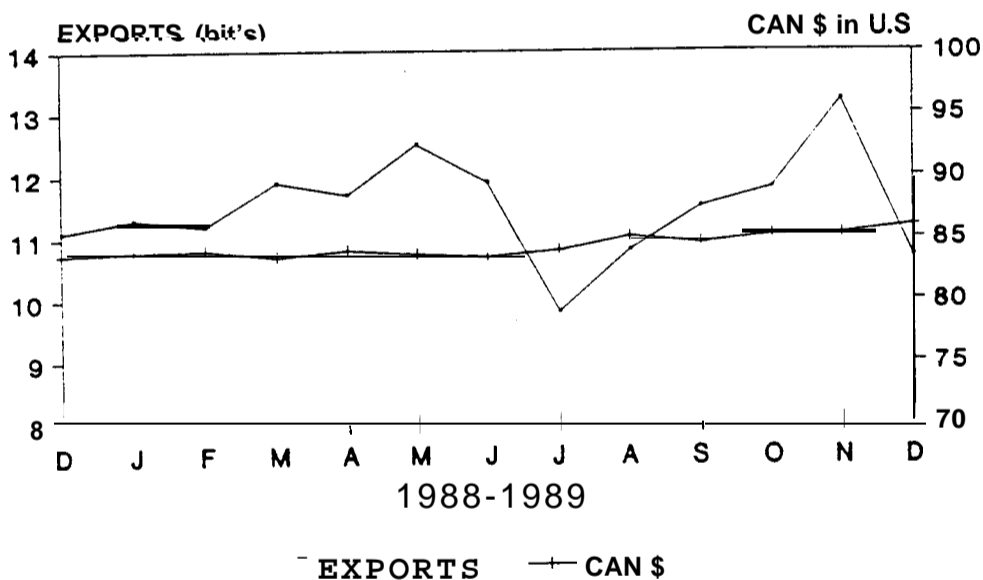


Figure 11

Housing Starts and Auto Sales

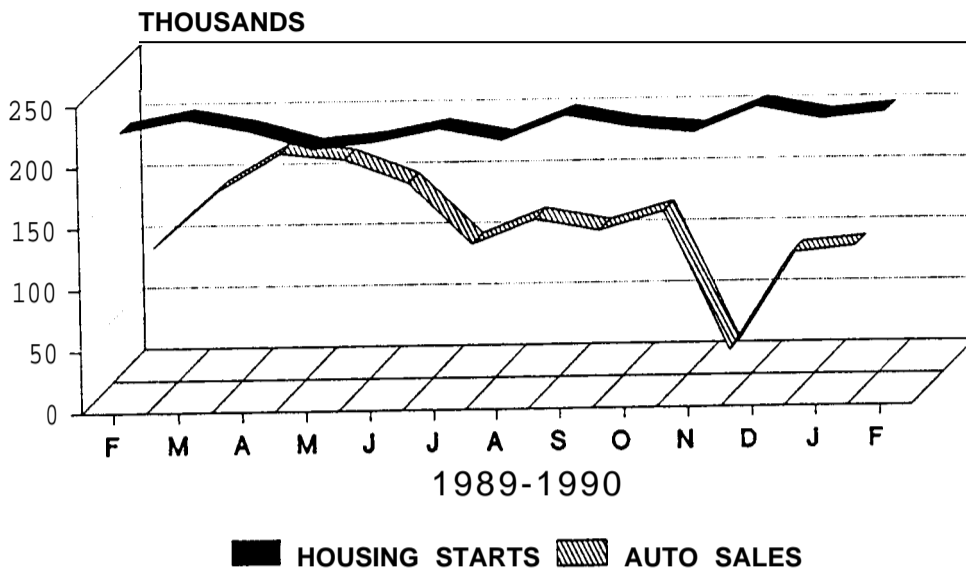


Figure 12

Interest Rates

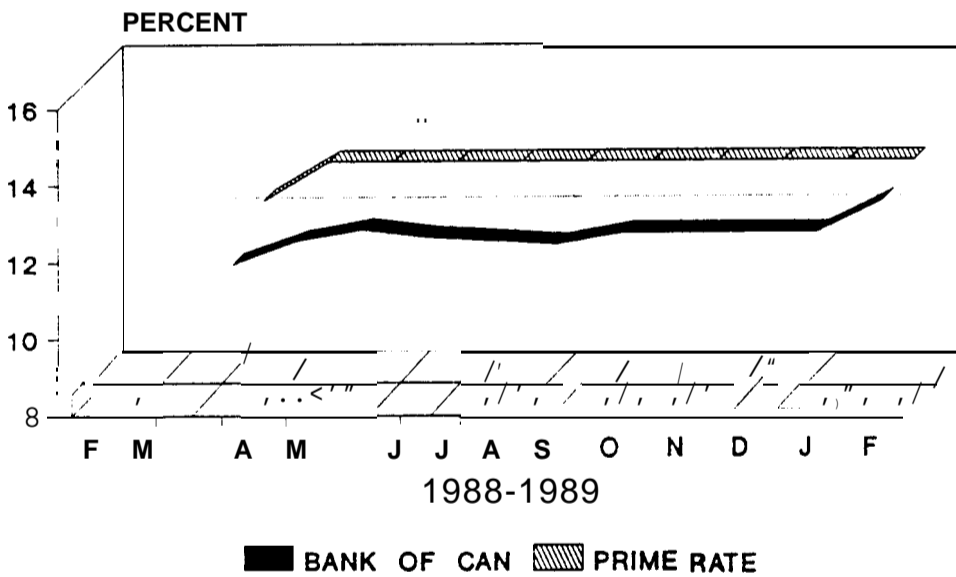
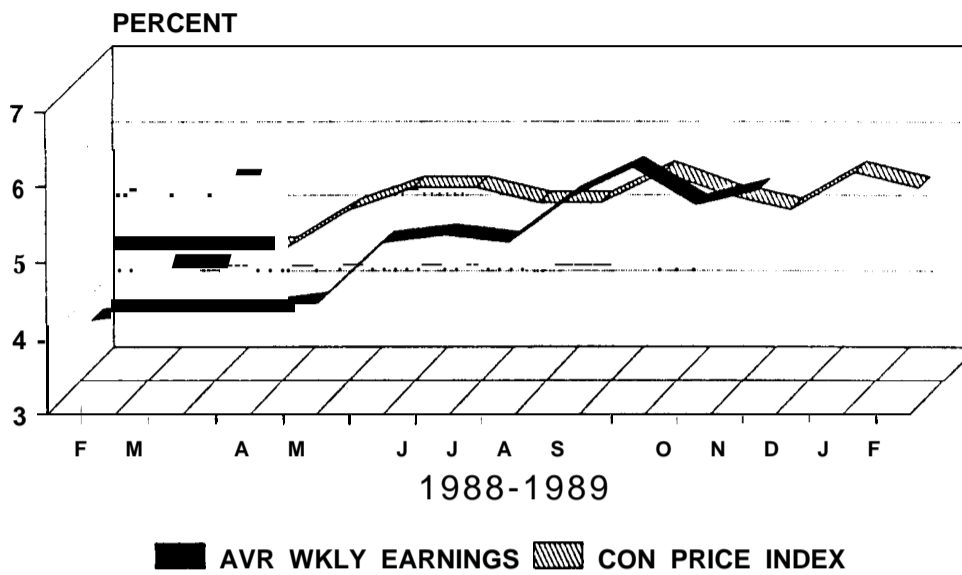


Figure 13

Inflation Rate



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

Percent Growth	Region						
	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	24.1	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: The Northern Lure, 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		Lodges	Outfitters	Total
	units	rooms	units	units	units
Northern Frontier	15	465*	22	18	55
Big River	15	351	12	13	40
Western Arctic	17	299	4	13	34
Baffin	15	280	3	32	50
Keewat in	12	106	11	12	35
Arctic Coast	6	59	4	5	45
Total	80	1560	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 on Strengths 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 draftsman 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 "Consultation 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 II 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 away 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 initiatives 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 **Canada's 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.**

<u>Industry</u>	<u>Commodities</u>	<u>Tier 1(100%)</u>	<u>Tier 2(x%)</u>
Accommodation	Hotels	100%	
	Motels	100%	
	Campgrounds	100%	
	Lodges	1 00%	
	Outfitters	1 00%	
Transportation	Airlines-scheduled	100%	
	Airlines - unscheduled	1 00%	
	Airport limousines	1 00%	
	Inter urban bus	1 00%	
	Boat rental	100%	
	RV rental	100%	
	Taxis		30%
	Car rental		90%
	Private car		70%
	Gasol ins		20%
	Recreation vehicles (R. V.)		80%
Foodservi ces	Licensed restaurants		30%
	Unlicensed restaurants		30%
	Take-out food		15%
	Tavern/Bars		30%
Support Services	Telecommunications		10%
	Banking Services		10%
	Convention Services	1 00%	
	Travel Agents	1 00%	
	Tour Operators	1 00%	
	Cruise Operators	1 00%	
	Visitor Reception	1 00%	
Activities	Guiding	1 00%	
	Sightseeing	100%	
	Theme perks	1 00%	
	Festivals/Special events		35%
	Movies		5%
	Staged entertainment		15%
	Cultural events		15%
	Sports events		15%
	Other recreational activities		15%
	Museums		35%
	Parks		75%

Source: Based on the National Task Force on Tourism Data, 1986, Tourism Canada, but emended 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 (#)	Unempl Oyed (%)	Persons (15 years) (#)
Baffin	3,999	3,145	21	6,308
Natives	2,713	1,877	31	3,309
Non-Nat ives	1,286	1,269	1	2,993
Keewatin	1,846	1,452	21	3,195
Nat i ves	1,415	1,031	27	1,640
Non-Nat ives	432	421	3	1,555
Kitikmeot	1,372	953	31	2,458
Nat ives	1,068	654	39	1,255
Non-Natives	304	299	2	1,202
Inuvik	3,808	3,123	18	5,531
Natives	2,135	1,519	29	2,892
Non-Nat ives	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-Nat ives	9,566	9,067	5	8,042
NUT	24,250	20,328	16	34,650
Natives	10,990	7,668	30	18,213
Non-Nat ives	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

Industry 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
FTequiv.	176	102	157	243	454	87	1219

Source: Derek 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 7,500 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

		<u>Baffin Region</u>					
		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	21	21	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	161	164	168	171	175	178
Other	FT/ PT	169	172	180	186	190	198
TOTAL		637	649	675	693	716	740

Table 15

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

		<u>Keeuatin Region</u>					
		1990	1991	1 992	1 W3	1994	1995
Hotel/Hotel	FT	38	39	40	41	42	43
	PT	18	19	21	24	25	28
Lodg i rig/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	79	80	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

		<u>Western Arctic Region</u>					
		1990	1991	1 W2	1 W3	1994	1 W5
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

		<u>Big River Region</u>					
		1990	1991	1992	1993	1994	1995
Hotel/Motel	FT	121	123	126	128	130	133
	PT	57	59	60	62	64	66
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	61	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

		<u>Northern Frontier Region</u>					
		1990	1991	1992	1993	1994	1995
Hotel/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	102
	PT	105	107	110	115	119	123
Restaurant	FT/ PT	390	396	402	410	418	425
Other	FT/ PT	456	460	470	480	490	500
TOTAL		1967	1997	2036	2077	2123	2160

Table 19

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

		<u>Arctic Coast Region</u>					
		1990	1991	1992	1993	1994	1995
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

		<u>N.W.T.</u>					
		1990	1991	1992	1993	1994	1995
Hotel/Hotel	FT	551	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	391	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	5270

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 River	Big Front	Nor	West Arctic	Arctic	Kee- Baffin watin	
Focal and Beverage	64	11	13	21	7	7	5
Accommodation	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/ Interpretive Service	46	9	6	8	1	1	4
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	% of Sample						
	N.W.T	Big River	Nor Front	West Arct	Arc	Kee Wat in	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*W	8.9	9.8	13.9	10.2	15.0	9.5	3.5
100,000 to 249, W	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. River	T. Big	Big	Nor Front	Uest Arct.	Arctic	Kee-watin
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	% of Sample						
	N.W.T	Big River	Nor F rent	West Arct	Arc	Kee watin	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	5.6	5.1	2.9	8.0	9.5	0.0
> 100%	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 River	Big 8	Nor Front	Uest 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	Uest Arct	Arc	Kee watin	Baffin
Manager/supervisor	8	10	9	9	8	6	3
Personal service personnel (e.g. bus people, waiters)	1	1	2	1	4	5	2
Skilled 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, bookkeepers, desk clerks, head 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
Security personnel	10	7	7	9	9	8	10
Guides (e.g. fishing, hunting, 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 River	Big River	Nor Front	Uest Arct	Arc	Kee wat in	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	10
Guides	5	4	8	5	3	3	2
Interpreters	10	11	11	11	9	10	7
Artists/CraftsPersons	12	12	12		12	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 River	Big River	Nor Front	West Arct	Arc	Keewatin	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
Problem Solving	3	5	3	3	4	;	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 River	Big Front	Nor Arct	West Arct	Arc Keewatin	Kee Watwin	Baffin
<i>not at all</i>	3.5	0.0	0.0	5.5	0.0	0.0	6.9
0 - 10%	15.7	28.9	13.9	14.5	4.5	4.8	0.0
11 - 20%	23.3	24.4	27.8	18.2	27.3	28.6	20.7
21 - 30%	18.0	11.1	22.2	21.8	18.2	19.0	24.1
31 - 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	20.7

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 River	Big Front	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 - 10X	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 River	Big	Nor Front	West 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 endeavours 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 strategy 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 Labour Market 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 learning as opposed 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 government's 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 tourism/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 "Tourism/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, Count i l 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 training 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?

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 transferable 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 difficult 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 **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 AOH 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 II Interpretive Guiding Level II Sport Fishing
Aurora	Recreation Leaders	some courses are applicable
Aurora/ Nunatta/ Thebacha	Introductory Cooking	all 1 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/Proposa 1 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 WORX 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, **servicing**
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^t" 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 **servi**ng 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/hospitality 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)	•1
Event operator	•1
Attraction facility operator (e.g. park, museum)	•1
Other (please list)	

2. In **which** travel zone(s) **is your** business(s) located?

- Big River Country .1
- Northern Frontier .1
- Western Arctic .1
- 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 .1

4. **How long have you been in this business or provided this service?**

- Less than one year
- One to five years
- 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	<input type="checkbox"/>
Unskilled kitchen help (e.g. dishwashers)	• 1	• 1	• 1	• 1
Administration (e.g. secretaries, bookkeepers, desk clerks, head housekeeper)	• 1	• 1	<input type="checkbox"/>	• 1
Skilled maintenance personnel (e.g. electricians)	• 1	<input type="checkbox"/>	• 1	• 1
Unskilled maintenance personnel (e.g. cleaning staff)	• 1	• 1	• 1	• 1
Security personnel	• 1	• 1	• 1	<input type="checkbox"/>
Guides (e.g. fishing, hunting, tourist information counselor)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	• 1
Interpreters (language)	• 1	• 1	• 1	• 1
Artists and crafts makers	• 1	• 1	• 1	• 1
Transportation personnel	<input type="checkbox"/>	• 1	• 1	<input type="checkbox"/>
Other (please list)				
_____	• 1	• 1	<input type="checkbox"/>	• 1
_____	• 1	• 1	<input type="checkbox"/>	• 1

7. Using the same categories as **in** the previous question indicate the number of vacancies for each and which of these positions have a high turnover 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)	<input type="checkbox"/>	•1
Skilled food service personnel (e.g. chefs, bartenders camp staff)	•1	•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)	<input type="checkbox"/>	•1
Unskilled maintenance personnel (e.g. cleaning staff)	•1	•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	<input type="checkbox"/>	•1
Other (please list) _____	•1	<input type="checkbox"/>
_____	•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

1-8 months winter .1

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

0 to 25% of total employees .1

25 - 50% of total employees ●1

50 - 75% of total employees .1

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 agree	slightly agree	don' t know	slightly disagree	strongly 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 benefit	considerable benefit	some benefit	little benefit	don' t 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 You have** that are listed along the side.

SKILLS

EMPLOYMENT OCCUPATIONS								
manager/supervisor								
personal service								
skilled food service								
unskilled kitchen help								
administration								
skilled maintenance								
unskilled manintenance								
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%
- 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%
- increase 11 - 15%
- 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).

Largely the responsibility of individual businesses and tourism organizations.

Largely the responsibility of the G.N.W.T.

Shared responsibility between the G.N.W.T. and the federal government.

Shared responsibility among the tourism industry, the G.N.W.T. and the federal government.

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**, publish books **and** studies, conduct home study programs, develop **insightful** periodicals and scholarly journals, and in general struggle to up-grade the understanding of metiers 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 standards or qualifications. **It** applies **only** to institutions 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 mind when establishing 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 mind.

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 standards 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

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.

ACCREDITATION

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 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.

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, cementing 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
 - 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 be 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. **Evaluates** 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.

Some safeguards that may be incorporated into an accrediting program.

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 how the association can recover the **cost** of **operatingsucha** 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 **metiers** of which travel **to** an institution to conduct the **evalua-**tion, and possibly a per diem for each **member** of the **team**. This **fee will** provide a certain amount **of incentive to the potential peer-group** metiers and will **help defray** the reasonable **cost of their time spent on the program.**

CERTIFICATION

What are the objectives of a certification program?

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 candidates.
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 12 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 occupation 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 (IVC)) 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 is a 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

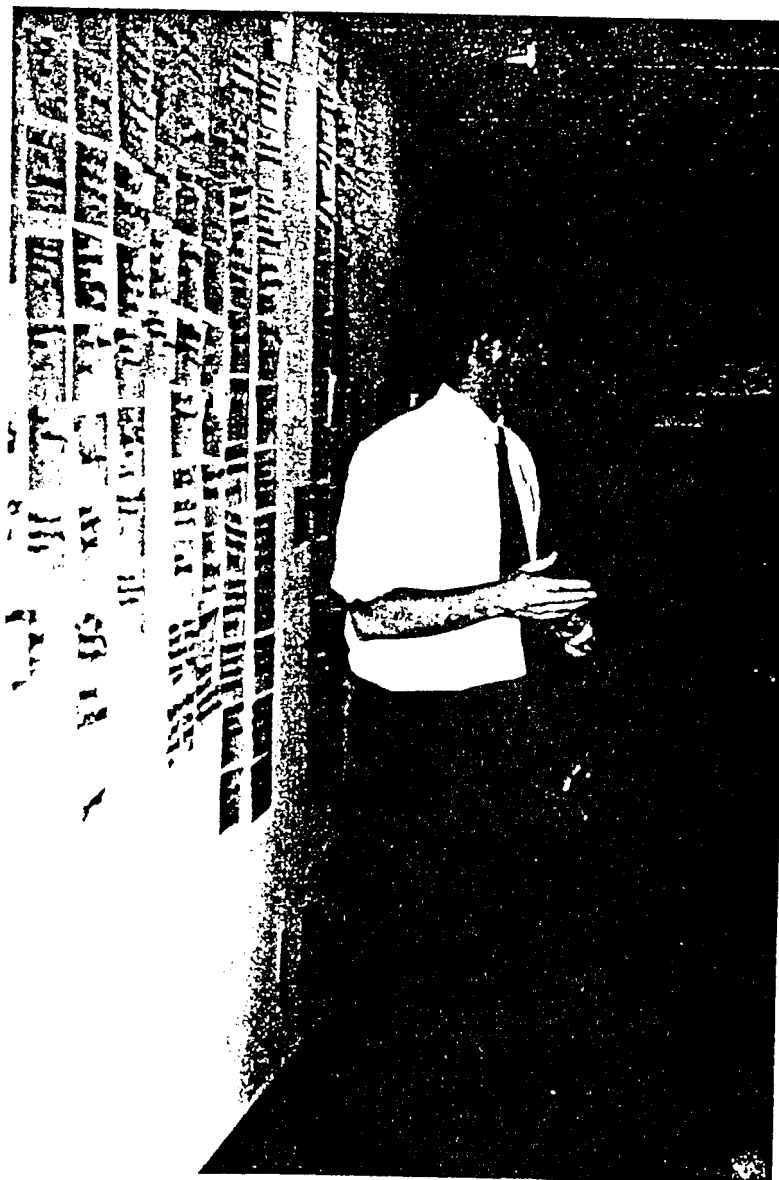
To ensure the tourism industry has **sufficient** input **in** the standards development process, ATEC establishes an **Industry** Validation Committee of **10-15** members for each occupation it studies. Over the **past** few years, ATEC has **fostered** clear lines of communication with the **tourism** industry. Drawing on **its extensive** network of **contacts**, ATEC easily **recruits** industry **representatives** to seine 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 job. Seeing the complexity of their work so graphically and impressively displayed is an exciting and rewarding experience for the members of the IVC. It serves 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 the 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 and 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, there is 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 behaviors, 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
C. 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
E. Menu Knowledge	1. Food Knowledge	2. Beverage Knowledge	3. Table side Serving
	4. Buffet Service		
F. Safety and Sanitation	1. Dealing with Public Regulatory Agency	2. Ensuring Proper Safety and Sanitation	3. Know In House Emergency Plan
	G. 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
1987/88	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	197.75	72,224	40,120
1992/93	2803	5047	213.57	76,193	42,316
1993/94	2874	5173	230.65	80,254	44,587
1994/95	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 NUT 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 revenue 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.