

LEGISLATIVE ASSEMBLY OF THE
NORTHWEST TERRITORIES
5TH COUNCIL, 34TH SESSION

SESSIONAL PAPER NO. 16-34

TABLED ON MARCH 9, 1967



NORTHWEST TERRITORIES April 4, 1967.

SPECIAL SESSIONAL PAPER ON TOURISM

(First Session, 1967)

1. OBJECTIVES

a) General

- (i) To increase the level of economic activity within the Northwest Territories by encouraging, guiding and controlling pleasure travel and recreational use of natural resources.
- (ii) To expand travel and recreational opportunities for residents; to increase the exchange of knowledge and understanding between residents of the Territories and visitors; and to promote general investment in the N.W.T. through exposure of visitors to the possibilities.

b) Specific Economic Targets

The relatively small increase projected for 1967-68 is based largely on establishment of four additional camps. Because the majority of auto-tourists are Canadians and may be attracted to special events in southern Canada such as Expo '67, no increase is expected in highway traffic.

	<u>Actual</u> 1966-67	<u>Target</u> 1967-68
Visitor volume	6,000	6,600
Visitor expenditure	\$2,000,000	\$2,200,000
Tourist establishments	34	38
Direct employment (seasonal)	140	160

It is extremely difficult to project potential growth figures more than one year ahead, and to set objectives that are meaningful. If present trends of increased leisure travel and higher incomes continue; and if an adequate level of government support is provided, particularly in the form of road and air strip development, it would be reasonable to look forward 15 or 20 years and aim at a tourist industry with visitor expenditure of \$25,000,000 and an annual visitor volume of 125,000.

2. MAJOR ELEMENTS OF THE PROGRAM

The Northwest Territories tourist development program is based upon three major elements: the development of tourist services and attractions, the promotion of the area to tourists, and general research. The range of activities involved in each of the basic elements of the tourist development program is discussed below.

a) Development of Tourist Facilities and Attractions

The development of adequate tourist 'plant' to house, feed and interest visitors is an essential prerequisite to tourist development. To speed the location and development of tourist infrastructure in the N.W.T., the tourist program carries out the following range of activities:

- (i) Preparation of area or regional development plans for public and private facilities and services based on the results of surveys.
- (ii) Preparation and administration of regulations to control, when necessary, the form or rate of development.
- (iii) Promotional efforts to attract development capital and entrepreneurs to the area.

- (iv) Training and advisory services to staff and management in the industry.
- (v) Special projects such as sponsorship of experimental camps in areas of marginal potential and marginal economy.
- (vi) Advice and assistance to municipalities and community groups on local tourist projects.

b) Promotion of the Northwest Territories to Tourists

The level of promotional activity must be regulated to maintain a balance between the volume of tourist traffic and existing facilities. The range of promotional activities undertaken by the N.W.T. tourist development program includes the following:

- (i) Servicing enquiries from prospective visitors.
- (ii) Preparing, printing and distributing tourist literature as a means of promoting interest and providing information.
- (iii) Production and distribution of travel films.
- (iv) Publicity through press, radio, television and magazines, by news releases, tours by writers, etc.
- (v) Exhibits at sportsmen's and travel shows.
- (vi) Special promotions in connection with events.

c) General Research

The third element of the tourist program, research, is concerned with the assessment of the development potential of the N.W.T. tourist industry and of future trends and developments in the industry. The N.W.T. tourist development program carries out the following range of research activities:

- (i) Visitor surveys to measure number of visitors, volume of expenditure, point of origin, primary interests, etc.
- (ii) Area and Regional Travel Development Surveys: These are detailed investigations of the tourist and outdoor recreation resources of specific areas or regions in order to prepare master plans for the development and administration of the tourist industry. While regional surveys will cover broad regions such as Great Slave Lake, area surveys will generally be directed at specific locations where problems exist or are anticipated.
- (iii) Special Studies: From time to time special studies or surveys will be required in connection with development problems which emerge, for example, in connection with angling. The "overview survey" is also a special study: a general appraisal of the physical and human potential of, the present and potential market for, and economic impact of the tourist industry in the Northwest Territories. From this study we would obtain guidelines for development, promotion and research.

3. 1966-67 HIGHLIGHTS AND MAJOR PLANS FOR 1967-68

a) Development of Tourist Facilities and Attractions

(i) Area and Regional Development Plans: A general development plan for public and private tourist facilities along the Mackenzie Highway System will be prepared during 1967-68.

(ii) Ordinance and Regulations: New regulations governing the construction and operation of tourist establishments were drafted during the past year and distributed for discussion at the annual conference of the Northwest Territories Tourist Association. No major criticisms were received.

During 1967-68, the above regulations will be brought forward for the Commissioner's consideration. The Travel Development Area Regulations, which were designed primarily to ensure adequate spacing of sport fishing camps, will be revised to allow establishment of permanent camps in some or all char stream areas where only temporary camps are allowed at the present time.

(iii) New Establishments: Four new camps and four new sport fishing outfitters began operation in 1966-67. At year-end there were 19 camps and nine outfitters.

It appears that four to six new camps will be opened in 1967-68.

(iv) Training and Advisory Services: Formal training is provided through the Vocational Education Program. In 1966-67, one guide training course was held at Rankin Inlet and one course was given in commercial cooking. Advisory services are provided to operators and potential operators on a continuing basis by the District Tourist Development Officers.

Plans are underway for further guide training courses in 1967-68. In addition, through the Vocational Education Program, a complete analysis will be made of training requirements for employment in the tourist industry.

(v) Special Projects: A 20 person temporary camp was erected and operated at Rankin Inlet during 1966-67 by the Department to provide accommodation for itinerant visitors and for guests of outfitters operating in the area.

One new 20 person camp is planned at Baker Lake, and two smaller 12 man camps planned for Whale Cove and Eskimo Point during the coming year. These temporary camps, operated by the Department, will be discontinued or converted to local ownership as soon as accommodation services can be provided by private sources.

(vi) Local Projects: Matching grants were made to Yellowknife, Hay River, and Fort Smith groups for local tourist projects during 1966-67. An outright grant of \$500 was made to the Northwest Territories Tourist Association to pay for secretarial services.

It is anticipated that the above grants will be continued in 1967-68.

b) Promotion

(i) Writers Tours: There were seven sponsored or partially sponsored tours by writers and photographers in 1966-67 at a cost of \$22,439. Results to date, estimated on basis of advertising space rates, are valued at \$108,430, and we expect more articles to be published. This was an unusually large program partly due to advance promotion for Canada's Centennial.

A reduced program of writers tours is planned for 1967-68. Initial discussions have been held with several publications, especially Holiday Magazine (circulation 1,100,000).

- (ii) Literature: Distribution was increased in 1966-67, particularly through exhibits at sport shows and special promotions such as the Centennial Canoe Pageant trials.

A further increase is expected in 1967-68, due largely to Centennial events. A new multi-lingual pamphlet for distribution through the Canadian Government Travel Bureau office at Expo '67 will be produced with Federal funds. The present basic set of tourist pamphlets - Travel North, Inn and Igloo, Angling to the Arctic and Hunting the Far North - will be completely revised.

- (iii) Photography: No major projects were carried out in 1966-67. Two lecture films were screened but were not suited for editing into mass circulation movies.

Production of a general travel film on the N.W.T. will be paid out of Federal funds. Production of this film will be spread over 1967-68 and 1968-69. Plans are being made for still photographic coverage of tourist facilities and activities throughout the N.W.T. to ensure an ample selection of high-quality photographs for use in tourist literature, exhibits and for distribution to magazines and newspapers.

- (iv) Exhibits: Federal funds covered the cost of an exhibit at Travel '67 in San Francisco during 1966-67. This was the first promotion in California which appears to be one of the most promising market areas for the N.W.T.

During 1967-68, exhibits at the Toronto and Ottawa airports will be discontinued because of lack of results. One exhibit is scheduled for the sport show in Dallas, Texas; one at another show in California; and participation is planned in two Canadian shows.

- (v) Enquiries: There were no major developments during 1966-67.

Semi-automation will be introduced during 1967-68 in order to improve the quality of response and to increase the capacity without increasing staff. An information booth will be operated at the N.W.T. - Alberta border during the summer months.

- (vi) Special Promotions: Tourist staff participated in several special promotions in 1966-67, including the Centennial Canoe Pageant trials, the Grey Cup Parade, an Arctic promotion in the T. Eaton Co. store at Montreal, etc. A total of 15,000 "I've Been North of 60" and "I've Crossed the Arctic Circle" badges were produced and distributed through offices and community organizations in the N.W.T.

Plans for 1967-68 include participation in the Centennial Canoe Pageant, a privately sponsored Centennial 'Copter flight, and continued distribution of the badges mentioned above.

c) Research

- (i) Visitor Surveys: The first detailed analysis of pleasure travellers was carried out in 1967-68. It was exceptionally successful and provided the tourist staff with a great deal of statistical data on visitor volume, expenditure, origin, interests, activities and reactions. Considerable study and interpretation will be required before definite conclusions can be drawn and the results used to guide future programs.

During the coming year, it is planned to limit the visitor survey to a volume count on the highway.

- (ii) Area and Specific Use Surveys: During 1966-67, a reconnaissance survey was carried out on the Pine Point - Fort Smith Highway to identify areas with tourist and recreational potential. This completed a study of the area immediately adjacent to the Mackenzie Highway System, and a comprehensive report with development recommendations was received late in the fiscal year.

The above report will be studied during the coming year and, as noted in a) (i), a development plan submitted to Council. No further surveys of this type are planned during the coming year except reconnaissance surveys on routes of new highway construction. These surveys will allow minor adjustments to be made in road alignment, and areas for public and private development to be identified and protected from damage during construction.

- (iii) Special Studies: No studies in this category were carried out during 1966-67.

Depending on the availability of survey staff, it is hoped that the major portion, if not all of an "Overview Survey", can be completed in 1967-68. This study would embrace the entire N.W.T. and provide guidelines for future development, promotion and research activities. A major part of the study would consist of reviewing existing information, files, reports, records, etc., in connection with the north, and in connection with the tourist industry in general. Some original research in the field would be required.

The following are examples of topics on which the survey would provide guidance:

- Identification of areas for parks, campgrounds and other public facilities required to meet N.W.T. needs; basic functions, design considerations and program staging.
- Type of assistance required for private operators including loans, grants, etc. Role of private resorts viz-a-viz public areas. Possible role of public areas as focal point for private development.
- Place of government in building and operating tourist facilities, organizing package tours, etc.
- Long-term prospects for employment in the industry and training requirements. Possibilities of melding seasonal tourist employment with other employment such as trapping, arts and crafts, etc.
- Extent to which government should provide special infrastructure for tourist - access roads, air strips, etc.
- Methods of increasing economic return to the Territories - special inducements for residents, employment requirements, licence fees, etc.
- Promotional orientation to market - content, geographic areas and characteristics of audience.
- Special market studies tailored to meet N.W.T. needs - to fill gaps in existing knowledge as interpreted and applied to N.W.T.
- Levels of expenditure in relation to other jurisdictions, other government programs in the N.W.T., and in relation to growth of the industry.