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**Wilderness/adventure Travel Industry - Guide  
Training Study - Training, Standards,  
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WILDERNESS/ADVENTURE  
TRAVEL INDUSTRY

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GUIDE TRAINING STUDY

Training, Standards, Certification  
and Licensing

This proposal and its companion report, the  
INDUSTRY OVERVIEW AND DEVELOPMENT STRATEGY  
are intended to assist industry and  
government to develop and market the Yukon  
Wilderness/Adventure Travel Industry. They  
are not statements of government policy.

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Funding for the Wilderness/Adventure Travel  
Industry studies was contributed by the  
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Prepared by:

Departments of:  
- Education and Recreation  
- Renewable Resources  
- Tourism, Heritage & Cultural  
Resources,  
Government of Yukon

July, 1982

## EXECUTIVE SUMMARY

Using funds provided under the Canada-Yukon Tourism Agreement, the Department of Education sponsored a study of training standards, certification and licencing requirements for guides employed in the Yukon Wilderness/Adventure Travel Industry. The study was undertaken by two industry resource persons under the direction of a steering committee comprised of the Yukon Department of Education and Recreation, Tourism and Economic Development, and Renewable Resources. Simultaneously, a parallel study was undertaken to assess the status and potential of the Wilderness/Adventure Travel Industry in Yukon.

As part of the Guide Training Study, a training needs survey was conducted among the most Yukon-based businesses in the Wilderness/Adventure Travel Industry, including those involved in big game guiding, wilderness experience guiding, and fishing guiding. The survey revealed that the majority of members in all three sectors are interested in a range of training topics particular to their needs, and that there is a common core group of course topics of interest to all three sectors.

Analysis was also conducted on training programs and related systems of standards, certification and licencing

procedures in effect in Yukon, elsewhere in Canada, and in Alaska, to determine the viability of different types of guide programs on Yukon. This review determined that three considerations play a major role in determining the program of training, standards, certification, and licencing for each jurisdiction:

- public safety
- resource management/protection
- protection and enhancement of local business

The report concludes that circumstances in Yukon justify the introduction of an integrated program of industry development, resource management and wilderness tourism marketing, with guide training and industry standards/certification included in this process. The specific recommendations of this report would lead to the following:

1. establish of an Advisory Committee to review, further develop and advise on implementation of the recommendations to the satisfaction and benefit of industry, government and Yukoners generally;
2. joint acceptance by industry and government of a voluntary set of guide standards to be applicable to wilderness experience guides, who on qualification for specific standard, would be designated as "Yukon Certified Guides" by an industry-based review committee;
3. development of a Guide Training program consisting of core courses of interest to all three guiding sectors and supplemented by courses of individual sectoral interest, which, in conjunction with practical experience, would prepare wilderness experience candidates for certification and big game guide standards for licencing;

4. develop a system of incentives to assist and encourage Yukoners to develop skills related to Wilderness/Adventure Travel, to increase opportunities and employability for Yukoners in their activities as professionals, and to provide greater enjoyment for the general public as a more knowledgeable user of the wilderness resource;
5. develop a system of marketing incentives for Yukon-based wilderness experience companies employing "Yukon Certified Guides" exclusively as their trip leaders;
6. redesignate the responsibility for business licencing of wilderness experience and fishing guiding operators from the Department of Consumer and Corporate Affairs to the Department of Renewable Resources, which would be consistent with the current practice for big game outfitters. Business licencing for the two former sectors would require \$500 thousand in liability insurance and presentation of the previous year's trips data as conditions for obtaining a licence. Licences would be required of all such businesses operating tours into or within Yukon;
7. development by the Department of Renewable Resources of a wilderness resource management and protection program which justifies the collection of resource use data and ensures that it is of benefit to the industry in the short and long term, as is now the practice for big game hunting statistics.

It is recommended that this process commence in 1982, with first graduates of the training program emerging in late June 1983, and suggested marketing incentives being operational in 1983 for the 1984 tourist season.

The results of this study should be read in conjunction with those of the companion study entitled "Industry Overview and Development Strategy" which was also produced for the Wilderness/Adventure Travel Industry.

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## CHAPTER 1

### INTRODUCTION

#### 1.1 Perspective

The Yukon has long been equated with two major attractions for visitors - history and wilderness. Three important historical events are - to varying degrees - entwined in the popular history of the Yukon. The fur trade and the expansion of the Hudson's Bay Company into Canada's northwest frontier was the first. The Klondike Gold Rush came later, and is the source of much of the legend surrounding the Yukon. In recent memory, the construction of the Alaska Highway served to make the Yukon accessible to south of '60. Each of these three historical events contribute to the general perception of the Yukon today - a land of wilderness, spectacular scenery, harsh winters, a last, virtually unspoiled frontier. Analysis of the nearly 50,000 enquiries for Yukon travel literature received in 1981 supports the view that history and wilderness are the Yukon's major tourist attractions. Thirty-nine percent of these requests were from North Americans interested in the Klondike Gold Rush history. Forty-two percent were interested in "Wilderness Adventure", forty-four percent in "Fishing", and most encouraging, twelve percent expressed interest in "Winter Sports and Vacations".<sup>1</sup>

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<sup>1</sup> Based on responses received to October 27, 1981 from the 1981 Worlds of Alaska and Canada's Yukon promotion and from the Yukon's promotion in Reader's Digest.

For the vast majority of the estimated 400,000 travellers who travelled into the Yukon in 1981, wilderness was enjoyed from highways, wilderness roads, aircraft and the White Pass and Yukon Route Railroad. However, the increasing prominence given to outdoor recreation, both as a leisure pastime, and as a vacation activity, is resulting in far greater interest among visitors in participating in the Yukon's wilderness. The Chilkoot Trail, for example, has seen a fifty-six percent growth in backpackers between 1976 and 1980. The Yukon River, from Whitehorse down to Dawson City, carries thousands of canoeists every year. Yet along these two popular routes alone, people are lost, incur injuries, become victims of hypothermia, drown, and die of exposure to adverse weather conditions. Typically, these people were inexperienced, underequipped, and travelled without a professional guide.

The ability of the Yukon to attract and satisfy active wilderness visitors and to offer them adventuresome and safe vacations is of particular concern to the Government of Yukon and to locally-based operators who offer wilderness vacations. These operators fall loosely into three distinct categories, "big game outfitters", "fishing guides", and the "wilderness experience guides", the last group offering a broad range of guided activities such as river trips, backpacking, wilderness interpretation and ski touring.

"Wilderness" is becoming a very competitive product. Like the Yukon, many destinations have recognized the local employment opportunities offered by guided wilderness vacations, and have

encouraged the development of their local guiding professions. However, such growth in the Yukon has been hampered by a number of factors, including the following as identified by the Government of Yukon in April 1980:

- 1) there are few training courses designed for the Wilderness/Adventure Travel Industry available locally;
- 2) few Yukoners enter the guiding professions, thus forcing existing operators to hire non-Yukoners having the guiding qualifications;
- 3) a coherent, legislated framework for standards and licencing does not exist and among the wilderness guiding professions, only big game guides must be licenced;
- 4) training courses cannot be developed without recognized occupational standards and industry input; and
- 5) ad hoc attempts to provide training courses for certain limited groups, such as big game hunting guides, have not been successful.

The need for industry growth is well understood. In other jurisdictions, industry and government recognize the local employment opportunities offered by various forms of wilderness guiding, and have established licencing systems, guiding standards, certification procedures, training courses and safety requirements - all to develop their local industries. Having first established suitable products to meet consumer demand, systems of coordinated marketing have been developed to attract lucrative wilderness travellers, provide them with locally-guided vacations and thereby generate local employment through expanded guiding opportunities, and broaden the economic base for their tourism industries.

## 1.2 Research Initiatives

The need for careful planning and development of the wilderness vacation industry is self evident. In May 1980, based on a proposal drawn up jointly by the Departments of Education, Renewable Resources and Tourism & Economic Development, the Government of Yukon recommended to the Federal-Territorial Management Committee responsible for administering the \$6 million Canada-Yukon Tourism Agreement (CYTA) on tourism development, that CYTA funds be allocated to developing a training program for the Wilderness/Adventure Travel Industry. In part, the Government of Yukon's objectives were:

1. a) to establish, promote and strengthen wilderness guiding as a vocation as well as a professional visitor service industry in the Yukon; ...  
b) to provide the opportunity for existing practitioners to obtain additional knowledge and training in their chosen profession as wilderness guides; ...
2. to create a permanent, career-oriented professional organization whose members would regulate and govern themselves in the delivery of goods and services to the general public; ...
3. to prevent wilderness resource exploitation by organizations and companies whose<sub>2</sub> operations are controlled from outside the Yukon; ...

The proposal was accepted by the CYTA Management Committee. To attain the Government of Yukon's objectives, a study was launched under the sponsorship of the three originating departments. Management of the study was assigned to a Project Steering Committee, chaired by Dan Roberts,

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<sup>2</sup> The full objectives of the proposal to the CYTA Management Committee in May 1980 are presented in Appendix "A".

Director of Adult and Continuing Education of the Department of Education and Recreation. Late in the project, Art Stephenson, Vice Principal of Extension Services, Yukon Vocational and Technical Training Centre took over as Chairman on Mr. Robert's departure from Yukon. The two committee members were Mark Hoffman, Director of Wildlife & Parks Services Branch for Department of Renewable Resources, and John Kostelnik, later succeeded by John O'Neill, both of Tourism Planning and Development Branch of the Department of Tourism & Economic Development. The study was to be devoted to three broad concerns: first, the development of educational training courses for individuals who are presently engaged in, as well as those persons planning to enter, the Wilderness/Adventure Travel Industry; second, the development of occupational qualifications and certification standards for practitioners in the Industry; and third the development of a licencing/permit system respecting professional services, facility/equipment standards and visitor wilderness travel in the Yukon. Beyond these three key concerns, the original terms of reference for the Guide Training Study required that the existing and potential market for wilderness guiding and wilderness outfitters' services be identified and analyzed, and further that the economic impact of the Wilderness/Adventure Travel Industry be determined both in its present form and in its proposed future form after the introduction of training.

The Project Steering Committee soon realized that the scope of the study was much too broad. On the one hand, input from experienced members of the Wilderness Guiding Industry would be necessary to complete the training program portion of the study, and on the other hand, an independent, unbiased consultant was required to study market potential and economic impact. The "independent" element was essential to avoid problems of conflict of interest. The Steering Committee recommended that the study be split into two parts, this recommendation being accepted by the CYTA Management Committee in early 1981.

Part I of the overall Wilderness/Adventure Travel Industry Study, as it became known, was to be dedicated to an analysis of industry training, standards, certification, and licencing procedures and requirements.

Part II of the Study was to concentrate on an analysis of the current status and future potential of the Wilderness/Adventure Travel Industry. It would include assessments of market penetration and economic impact, as well as a series of recommendations toward resolving industry issues and developing industry potential. This second study was contracted to Thorne Stevenson & Kellogg Ltd., of Ottawa, with supervision by a joint industry-government Steering Committee. Both projects were scheduled to be completed in January 1982. Two resource persons, Martyn Williams and Grant Lortie, were engaged locally to research and develop Part I - the training

project, using their extensive experience in wilderness guiding and big game management respectively. They began work in January 1981, completing their assignment in January 1982. Their terms of reference were as follows:

1. To identify general training needs of big game outfitters, other wilderness/adventure travel operators, and staff employed or employable by these outfitters and operators, and to prepare general course outlines which would respond to these needs for purposes of upgrading of present skill levels and providing opportunities for learning new skills. This responsibility to include:
  - i) reviewing existing training courses and programs;
  - ii) identifying skills, types of knowledge and areas of awareness required of wilderness guides;
  - iii) preparing course outlines suitable for teaching the different skills, knowledge and areas of awareness identified; and
  - iv) in conjunction with the consultant undertaking Part II of the study, making recommendations on timing, priority, specific content and operation of courses prepared above.
2. To undertake a comprehensive review of training courses, proficiency standards, guide certification and licencing procedures, legislation and policies current or proposed in Yukon, other parts of Canada, the U.S.A. (particularly Alaska) and report on findings through a series of background papers. The resource people to provide at least the following:
  - i) a bibliography of reference material, covering each of the topic areas listed above;
  - ii) background papers for use by industry, government and consultants.
3. To present recommendations to the Project Steering Committee on training programs, proficiency standards, certification procedures, licencing, legislation and policy, based on their own industry experience, and on their review of practices and procedures in other jurisdictions. These recommendations would be considered to be those of informed industry members but would not be considered to be representative or indicative of the feelings and intentions of the Yukon Government nor of the Yukon Wilderness/Adventure Travel Industry.



To ensure that all known members of the Wilderness/Adventure Travel Industry were aware of the two studies, in mid-March, 1981, a letter under the signature of Dan Lang, Minister of Tourism & Economic Development and of Renewable Resources, was forwarded to each member of the industry. In addition to describing the nature of the two studies, Mr. Lang stressed that, if possible, and because none of the existing industry associations represented all members of the industry, every known operator in the Wilderness/Adventure Travel Industry in the Yukon would be contacted. From the beginning, industry involvement in both studies was considered crucial.

### 1.3 Limitations

When reading the remainder of this report, one matter will be most evident: the three sectors of the Wilderness/Adventure Travel Industry - "big game guides", "fishing guides", and "wilderness guides" - have not received equal treatment.

The reasons for this are:

1. Big game guiding has been in existence the longest; it has been covered by a separate government Ordinance for a number of years, and has generally been the most stable of the three industry sectors. Because this sector has had time to develop and establish its patterns, and government legislation has developed to define the conditions within which the sector must operate, there are few issues and undefined areas arising from this sector (other than those attributable to industry concerns over the existing legislation).

2. Consultation between the resource persons and the Association representing Outfitters - the Yukon Outfitters Association - were curtailed part way through the study, when the Association decided to concentrate on discussions with the Department of Renewable Resources about the evolution of a new Big Game Outfitting Policy in May, 1981.
3. The fishing guide profession in the Yukon has never been a large one, and very few practitioners gain a significant portion of their livelihood from this form of guiding. For this reason, and in light of Howard Paish's recently-released report on sport-fishing in Yukon<sup>3</sup> - the definitive study of this sector - relatively little attention was given in this study to fishing guiding.
4. The one industry sector which received considerable attention was the "wilderness experience guide" sector. Two associations represent some of the wilderness experience guides, while other guides belong to neither. Many different forms of wilderness experience guiding exist - river trips, mountaineering, ski-touring, back-packing, equipment rental operations, and so on. However, there is little regulation of the services which these operators provide. Experience from other jurisdictions has shown that this category of guiding, as opposed to fishing and big game guiding, is likely to handle the greatest numbers of clients and to face the greatest potential for growth.

#### 1.4 Overview of Report

This report has been structured to clearly present the methods, findings and conclusions developed during the study.

Chapter 2 contains a technical review of methodology, identification of interest groups and resource persons contacted and techniques used in obtaining information and opinions.

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<sup>3</sup> Paish, Howards & Associates; The Yukon Sport Fishery  
A Policy Oriented Assessment of Sport Fishing in Yukon"  
March, 1982.

Chapter 3 contains guide training data collected from a survey of guiding operators throughout Yukon and from a study of procedures and experiences in other jurisdictions having significant wilderness/adventure travel industries.

Chapter 4 contains data on standards, certification and licencing and legal liabilities collected through researching conditions in Yukon and other relevant jurisdictions.

Chapter 5 relates data presented in Chapters 3 and 4 to issues facing the wilderness/adventure travel industry and presents options and precedents to be considered in planning a development programme responsive to Yukon's needs and aspirations.

Final conclusions and recommendations are presented in Chapter 6, and rely heavily on directions developed in Chapter 5 and earlier.

## CHAPTER 2

### METHODOLOGY

Introduction. This chapter describes the various sources of information or populations surveyed, as well as the instruments and methods used in responding to the terms of reference for the study.

#### 2.1 Population

##### 2.1.1 Local Industry Representatives

There are three forms of local industry directly involved with Yukon Wilderness/Adventure Travel. They are wilderness experience guides, big game outfitters and fishing guides.

Wilderness Guides. There are twenty-eight wilderness experience guiding businesses apparent from research in Tourism Yukon and in Yukon business licence files. These businesses offer a variety of activities, including river trips, hiking, ski touring, trail riding and mountaineering. Some also offer equipment rentals, eg. canoes. These businesses are quite small, with the majority having three or less employees and being in operation for less than five years. There is no single voice for this group - some of the larger operators are members of the Yukon Visitors' Association, some belong to the Yukon Association of Wilderness Guides, and still others to the Yukon Association of Mountain Guides.

Big Game Outfitters. There are twenty big game outfitter businesses in the Yukon catering to non-resident hunters. Each outfitter is designated a geographical area of operation by the Territorial Government. The outfitters generally operate their hunting season from August 1st until early October, though some offer Spring hunts as well. The industry is well established with the majority of outfitting businesses being over twenty years old, and employing an average of nine people each. Eighteen of the outfitters are members of the Yukon Outfitters' Association, an association formed over thirty years ago to represent this group.

Fishing Guides. There are eighteen fishing guiding businesses, the majority of which provide logistical support for their guests, but not guides. There is no single voice for this group, though some guiding businesses are members of the Yukon Visitors' Association.

#### 2.1.2 Governments Active in the Yukon

Local government departments, both Federal and Territorial, having any impact on wilderness guiding were contacted. For a complete list, see Appendix .

#### 2.1.3 Contacts in Other Jurisdictions

Information was requested from the following groups:

- appropriate Government departments throughout Canada, and in Alaska.

- wilderness travel businesses in Canada and U.S.A.
- educational institutions engaged in outdoor recreation and education throughout Canada.
- professional guides and outfitters in Canada and Alaska
- professional guide associations throughout Canada, and in Alaska.
- sports governing bodies in Canada.
- independent consultants in the fields of outdoor recreation and wilderness guiding.

For a complete list, see Appendix .

## 2.2 Techniques Used

A variety of techniques were used to collect data, including mailed questionnaires, personal interviews, meetings, telephone contacts and general correspondence.

### 2.2.1 Mailed Questionnaires

Questionnaires were mailed to collect information from industry members on their individual perception of the training requirements for each of the three major local industry sectors: wilderness experience guides, big game outfitters and fishing operations. The questionnaire was designed by the researchers and the steering committee, who consulted with John O'Neill, Tourism Research, Peter Whiting, Resource Economist, and Wayne Kale, Biometrician, both of the latter with Yukon Government Renewable Resources. The questionnaire, pretested with four industry members

prior to distribution, assessed the need for training, the level of interest, and degree of relevance from a list of training topics. Comments were invited under two sections, "Benefits of Training" and "General". On March 17, 1981, a letter signed by Dan Lang, Minister of Renewable Resources and of Economic Development, was mailed out to all sixty-seven members of the Wilderness/Adventure Travel Industry. The letter explained the interest of the government in assisting the wilderness guiding industry, the purpose of the two part study, and the intention to collect data by survey. It also invited industry members to participate in the study. On March 20, 1981, all sixty-seven wilderness guiding operators were mailed a copy of the questionnaire, as reproduced on the following pages.

1. Do you have a need for training related to Wilderness Guiding?

	YES	NO	NOT APPLICABLE
(i) For Yourself:	---	---	---
(ii) For Present Employees:	---	---	---
(iii) For New Employees:	---	---	---

(PLEASE COMMENT)

2. Below is a list of topics which would be included in training courses offered to Wilderness Guides. Space has been left at the end of each category for you to identify any other skills or topics which you would like to see included.

For each skill/topic, please:

- (i) Indicate the degree of relevance the topic had to your type of Guiding Operation in 1980.
- (ii) Indicate what level of interest your operation would have in training for each skill/topic if it were offered as a training course.

RELEVANCE IN 1980			POTENTIAL COURSE TOPICS	INTEREST IN TRAINING		
High	Low	Not Relevant		High	Low	Not Applicable
<u>GENERAL KNOWLEDGE</u>						
---	---	---	FIRST AID	---	---	---
---	---	---	MAP READING & COMPASS USE	---	---	---
---	---	---	HUNTER SAFETY TRAINING	---	---	---
---	---	---	SEARCH & RESCUE PROCEDURES	---	---	---
---	---	---	COMMUNICATIONS (RADIOS & THEIR USE)	---	---	---
---	---	---	WILDERNESS ETHICS (WASTE HANDLING & DISPOSAL)	---	---	---
---	---	---	TUONH HUNTING REGULATIONS	---	---	---
---	---	---	TUONH SPIRIT FISHING REGULATIONS	---	---	---
---	---	---	WEATHER INTERPRETATION	---	---	---
---	---	---		---	---	---
High	Low	Not Relevant	<u>BASIC SKILLS</u>			
---	---	---	CAMP COOKING	---	---	---
---	---	---	WOODSMANSHIP & SURVIVAL	---	---	---
---	---	---	USE & MAINTENANCE/CAMP EQUIPMENT	---	---	---
---	---	---	SMALL ENGINE MAINTENANCE	---	---	---
---	---	---	POWER BOATING	---	---	---
---	---	---	WRANGLING	---	---	---
---	---	---	PACKING	---	---	---
---	---	---	LAKE CANOEING	---	---	---
---	---	---	RIVER CANOEING	---	---	---
---	---	---	WHITENATER CANOEING	---	---	---
---	---	---	WHITENATER RAFTING	---	---	---
---	---	---	CROSS COUNTRY SKI TOURING	---	---	---
---	---	---	BACK PACKING	---	---	---
---	---	---	ROCK CLIMBING	---	---	---
---	---	---	MOUNTAINEERING	---	---	---
---	---	---	KAYAKING	---	---	---
---	---	---	AVAILANLHE KNOWLEDGE	---	---	---
---	---	---	WATER SAFETY	---	---	---



<u>RELEVANCE IN 1980</u>			<u>POTENTIAL COURSE TOPICS</u>	<u>INTEREST IN TRAINING</u>		
High	Low	Not Relevant		High	Low	Not Applicable
			<u>PROFESSIONAL &amp; PERSONAL QUALITIES</u>			
---	---	---	GUIDE RESPONSIBILITIES & PROFESSIONAL ETHICS	---	---	---
---	---	---	CLIENT - GUIDE RELATIONS	---	---	---
---	---	---	PERSONAL EQUIPMENT, HYGIENE & FITNESS	---	---	---
---	---	---	LEADERSHIP SKILLS	---	---	---
---	---	---	GROUP MANAGEMENT SKILLS	---	---	---
---	---	---		---	---	---
			<u>HUNTING SKILLS: (FOR BIG GAME OUTFITTERS &amp; GUIDES ONLY)</u>			
---	---	---	FIELD CARE OF TROPHIES	---	---	---
---	---	---	HUNTING TECHNIQUES (STALKING, TRACKING, ETC.)	---	---	---
---	---	---	BIG GAME (NATURAL HISTORY OF YUKON SPECIES)	---	---	---
---	---	---	HANDLING DANGEROUS & WOUNDED GAME	---	---	---
---	---	---		---	---	---
---	---	---		---	---	---
High	Low	Not Relevant		High	Low	Not Applicable
			<u>OTHER INTERESTS &amp; SKILLS</u>			
---	---	---	PHOTOGRAPHY	---	---	---
---	---	---	IDENTIFICATION & NATURAL HISTORY OF COMMON PLANTS	---	---	---
---	---	---	IDENTIFICATION & NATURAL HISTORY OF COMMON BIRDS	---	---	---
---	---	---	IDENTIFICATION & NATURAL HISTORY OF COMMON MAMMALS	---	---	---
---	---	---	LOCAL HISTORICAL KNOWLEDGE	---	---	---
---	---	---	GEOLOGY	---	---	---
---	---	---	ENVIRONMENTAL ISSUES	---	---	---
---	---	---	PRINCIPLES OF WILDLIFE MANAGEMENT	---	---	---
---	---	---	USE & CARE OF SPOTTING SCOPES & BINOCULARS	---	---	---
---	---	---		---	---	---
---	---	---		---	---	---

3. If the courses which you have identified as being of "High Interest" were offered, how would they benefit your business?  
(PLEASE ELABORATE)

4. If you wish, please comment further on any concerns you may have regarding guide training courses.

Please return this questionnaire to us using the prepaid return envelope which we have enclosed by 30 March, 1981. Thank you for your comments.

By April 15, 1981, thirty of sixty-seven operators had responded, and survey results were tabulated. A follow-up telephone survey was undertaken in April.

### 2.2.2 Meetings

Meetings were used to collect data from the following groups.

The specific data sought is noted beside each group.

Alaska Association of Mountain and Wilderness Guides	}	Purpose, organization and structure of Association; training standards and legislation pertaining to Association
Western Guides and Outfitters Association		
Ontario Wilderness Guides Association		
Yukon Big Game Outfitters Association		Data on training course design and implementation

### 2.2.3 Personal Interviews, Telephone Contacts and Mail

Personal interviews, telephone contacts and mail were used to collect data from contacts in local government and from other jurisdictions not involved in meetings. Contacts in local government supplied information on training, standards, government-industry interfaces in the Wilderness/Adventure Travel Industry, and on other industries as a comparison. Contacts in other jurisdictions supplied information on training, standards, certification, licencing and legislation.

PRESENTATION OF ISSUES AND DATA - TRAINING3.1 Questionnaire Results

Thirty out of sixty-seven operators who were sent questionnaires responded by April 15, 1981. These thirty respondents were grouped into three categories, wilderness experience guides, big game outfitters and fishing guides, and the results analyzed.

For each of the potential course topics listed on the questionnaire, the responses were evaluated from the three point "interest in training" scale in accordance with procedures outlined by Davis and Borgen in dealing with scaled instruments.

For any given topic, operators in each of the three wilderness sectors were asked to indicate the level of interest in training from a list of specific topics. For any given topic, each operator's response was assigned a value in accordance with the following table. Assigned values for each given topic were totalled, averaged, and the results related to the original interest scale by reference to a value range. The value range approximates whole-numbered values on the original scale; for example, if an averaged value for a particular topic was 2.6, it fell within the value range 2.5-3.0, and therefore approximated "3", indicating a high level of interest.

Table 1

<u>Interest Scale</u>	<u>Assigned Value</u>	<u>Value Range</u>
Not Applicable	1	1.0 - 1.49
Low	2	1.5 - 2.49
High	3	2.5 - 3.0

Subjective information in the form of comments were reviewed and condensed into a broader overall statement which preserved the intentions of individual respondents. The results of the survey are reviewed and summarized for each of the three categories of operations as follows:

3.1.1 Training Questionnaire Analysis: Wilderness Experience Guiding

Questionnaire Response. Fifteen out of twenty-eight wilderness experience guiding businesses surveyed responded to the questionnaire.

General Interest in Training. The following chart summarizes responses to the question, "Do you have a need for training related to wilderness guiding?"

Table 2

Wilderness Guides	Interest	No Interest	Total
For Yourself	8	7	15
For Employees	4	11	15
For New Employees	9	6	15

Eight of the fifteen respondents positively viewed training for self-improvement; the remaining seven indicated that they were not interested in training for themselves. Most

of the eight appeared to be one-man operations. Training for present employees was decidedly negative, with only four of the fifteen respondents indicating that training would be useful. However, nine of the fifteen responded positively to training for new employees. These facts could indicate that those operations employing more than one person are generally satisfied with their current help, but suggests strongly that new employees should have some training.

Perceived Need for Training. Comments about the need for training showed that there is considerable interest in upgrading, although, one of the fifteen respondents was suspicious of the purpose of the question, feeling that any response to it may be the basis of an unnecessary training scheme.

Analysis of the responses indicates that twenty-three training topics had the highest priority for wilderness experience guides. See Table 3, page for specific topics.

Perceived Benefits of Training. In response to the question on perceived benefits of training, a wide variety of views were presented. Nine respondents indicated that training in topics of "high interest" would increase levels of skill and knowledge of guides, thereby improving the quality of services offered, and providing clients with safer and more meaningful experiences.

Table 3

Interest in Specific Training Courses. Operators of wilderness guiding businesses were asked to indicate the level of interest in training they had in a list of specific topics. Analysis of the responses indicates that the following training topics had the highest priority for the wilderness guides.

A. Priority Training Topics - Value Range 2.5 - 3.0

General Knowledge

- |                           |                      |
|---------------------------|----------------------|
| 1) First Aid              | 3) Wilderness Ethics |
| 2) Weather Interpretation |                      |

Professional & Personal Qualities

- |   |                             |
|---|-----------------------------|
| 1) Guide Responsibilities & Professional Ethics | 4) Client - Guide Relations |
| 2) Personal Equipment - Hygiene & Fitness       | 5) Leadership Skills        |
| 3) Group Management Skills                      |                             |

Basic Skills

- |                         |                            |
|-------------------------|----------------------------|
| 1) Camp Cooking         | 5) Woodsmanship & Survival |
| 2) River Canoeing       | 6) Whitewater Canoeing     |
| 3) Cross Country Skiing | 7) Avalanche Knowledge     |
| 4) Water Safety         | 8) Backpacking             |

Other Interests and Skills

- |   |   |
|---|---|
| 1) Photography                                      | 5) Identification & Natural History of Common Plants  |
| 2) Identification & Natural History of Common Birds | 6) Identification & Natural History of Common Mammals |
| 3) Local Historical Knowledge                       | 7) Geology  |
| 4) Environmental Issues                             |   |

The following had lower priority, but were still of significant interest.

B. Secondary Training Topics - Value Range 1.5 - 2.49

General Knowledge

- |  |                               |
|--|-------------------------------|
| 1) Map Reading & Compass Use             | 3) Search & Rescue Procedures |
| 2) Communications (Radios and their Use) |                               |

Basic Skills

- |  |                             |
|--|-----------------------------|
| 1) Use & Maintenance of Camp Equipment | 4) Small Engine Maintenance |
| 2) Lake Canoeing                       | 5) Whitewater Rafting       |
| 3) Rock Climbing                       | 6) Kayaking                 |

Other Interests & Skills

- 1) Principles of Wildlife Management

Four topics, Use and Care of Spotting Scopes (2.09), Packing (1.73), Power Boating (1.55), and the Yukon Fishing Regulations (1.82), are not included because of the unevenness of the distribution of expressed interest.

C. Topics of Low Training Interest

General Knowledge

- |                           |                              |
|---------------------------|------------------------------|
| 1) Hunter Safety Training | 2) Yukon Hunting Regulations |
|---------------------------|------------------------------|

Basic Skills

- 1) Wrangling

D. The following topics were added by respondents to the questionnaire:

Marketing - Domestic and Foreign  
Knowledge of Federal & Y.T.G. Funding Programs and Procedures  
Knowledge of Customs and Language  
National Parks Act and Regulations  
How to Deal With Problem Wildlife  
Entymology  
Ichthyology

Other comments included:

- Two respondents indicated that more qualified staff would enable their businesses to offer more trips, and a greater variety of trips.
- One respondent felt that training may reduce 'fly-by-night' operations.
- One respondent felt that while training upgrades and increases product quality, the more urgent need is for marketing opportunities.

Open Comments. The open comment area of the questionnaire was used by five respondents with the following individual perspectives:

- Training needs should be pursued with or without government support.
- Control of training should not be in the hands of Y.T.G.
- The use of trained employees must not be forced on employers.
- Concern about newly trained guides competing with established guides for a market.
- A study of job availability for trainees be made.
- A selection process for course candidates take place.
- On-the-job training be considered as part of the course.

### 3.1.2 Training Questionnaire Analysis: Big Game Outfitters

Questionnaire Response. Of twenty outfitters contacted, eleven responded in sufficient time for analysis of their responses to be undertaken. One response was received after the analysis was complete, but was in line with the analysis already completed.

General Interest in Training. The following chart summarizes responses to the question, "Do you have a need for training related to wilderness guiding?"

Table 4

Big Game Outfitters	Interest	No Interest	*Total
For Yourself	2	8	11
For Employees	6	4	11
For New Employees	8	1	11

\* Figures do not add to total due to nonresponse.

Perceived Need for Training. Responses to questions on the need for training indicate that big game outfitters view training as being primarily for the initiation of new employees to the industry and secondarily for the upgrading of present employees. Only two of the eleven respondents considered training for themselves; two outfitters indicated that they preferred to train their own guides, and one desired first aid training for his guides. Part of the lack of interest in receiving personal training may be attributed to the fact that an outfitter does not necessarily guide clients personally, but may rely upon his employees who are Y.T.G. licenced guides to do so.



Perceived Benefits of Training. In answer to a question on the benefits of training, five of the outfitters who responded indicated that training in selected topics would provide more skilled and knowledgeable guides, thereby imparting a higher level of credibility, a better public image and greater professionalism to the outfitting industry. Analysis of the responses indicates that twenty-three topics were of highest interest to big game outfitters. See Table 5, page 25 to identify specific topics.

Open Comments. The open comments area of the questionnaire was used by five respondents with the following perspectives:

- Two respondents did not wish to see training as mandatory for guide qualification.
- Two respondents felt that on-the-job training was the best teacher. One respondent felt that salaries for trainees on the job should be subsidized.
- One respondent felt that training should be balanced with the supply of available jobs.

Interest in Specific Training Courses. Operators of big game guiding businesses were asked to indicate the level of interest in training they had in a list of specific topics. Analysis of the responses indicates that the following training topics had the highest priority for big game outfitters.

A. Priority Training Topics - Value Range 2.5 - 3.0

General Knowledge

- |                      |                              |
|----------------------|------------------------------|
| 1) First Aid         | 3) Hunter Safety Training    |
| 2) Wilderness Ethics | 4) Yukon Hunting Regulations |

Hunting Skills

- |                                    |                                      |
|------------------------------------|--------------------------------------|
| 1) Field Care of Trophies          | 3) Hunting Techniques                |
| 2) Natural History of Game Mammals | 4) Handling Dangerous & Wounded Game |

Basic Skills

- |  |                            |
|--|----------------------------|
| 1) Camp Cooking                        | 4) Woodsmanship & Survival |
| 2) Use & Maintenance of Camp Equipment | 5) Wrangling               |
| 3) Packing                             |                            |

Other Interests & Skills

- 1) Photography
- 2) Identification & Natural History of Common Birds
- 3) Principles of Wildlife Management
- 4) Identification & Natural History of Common Plants
- 5) Identification & Natural History of Common Mammals
- 6) Use & Care of Spotting Scopes & Binoculars

Professional & Personal Qualities

- |   |                             |
|---|-----------------------------|
| 1) Guide Responsibilities & Professional Ethics | 3) Client - Guide Relations |
| 2) Personal Equipment, Hygiene & Fitness        | 4) Leadership Skills        |

The following topics had lower priority, but were still of significant interest.

B. Secondary Training Topics - Value Range 1.5 - 2.49

General Knowledge

- |                                    |  |
|------------------------------------|--|
| 1) Map Reading & Compass Use       | 3) Communications (Radios & Their Use) |
| 2) Yukon Sport Fishing Regulations |  |

Professional & Personal Qualities

- 1) Group Management Skills

Other Interests & Skills

- |                               |                         |
|-------------------------------|-------------------------|
| 1) Local Historical Knowledge | 2) Environmental Issues |
|-------------------------------|-------------------------|

C. Topics of Low Training Interest - Value Range 1.0 - 1.49

(2 or fewer respondents rating the topic with a high interest in training)

General Knowledge

- |                               |                           |
|-------------------------------|---------------------------|
| 1) Search & Rescue Procedures | 2) Weather Interpretation |
|-------------------------------|---------------------------|

Basic Skills

- |                              |                         |
|------------------------------|-------------------------|
| 1) Small Engine Maintenance  | 6) Power Boating        |
| 2) Lake Canoeing             | 7) River Canoeing       |
| 3) Whitewater Canoeing       | 8) Whitewater Rafting   |
| 4) Cross Country Ski Touring | 9) Mountaineering       |
| 5) Kayaking                  | 10) Avalanche Knowledge |

Other Interests & Skills

- 1) Geology

### 3.1.3 Training Questionnaire Analysis: Fish Guiding

Questionnaire Response. Of seven responses to the survey, three were from small operations. One of these was not interested in training at all. One, while interested, lives in a remote setting and doubted if he could attend, and the remaining operator was not optimistic about continuing business. Of the four large operators responding, one was not interested in training, while three were. These three operators represent approximately twenty to twenty-five percent of the total guiding activity of the six principal commercial sport fishing operators.

General Interest in Training. The following chart summarizes response to the question, "Do you have a need for training related to fishing guides?"

Table 6

Fishing Guides	Interest	No Interest	*Total
For Yourself	0	3	7
For Employees	0	3	7
For New Employees	3	0	7

\* Figures do not add to total due to nonresponse.

Perceived Need for Training. The three larger operators responding to the questionnaire clearly viewed training solely as a preparatory procedure for new employees - all indicated that training was not needed for themselves or their present employees. Analysis of the responses indicated that seventeen topics were of high interest to fishing guide businesses. These topics are summarized in Table 7, page .

Table 7

Interest in Specific Training Courses. Operators of fish guiding businesses were asked to indicate the level of interest in training they had in a list of specific topics. Analysis of the responses indicates that the following training topics had the highest priority for fishing guides.

A. Priority Training Topics - Value Range 2.5 - 3.0

General Knowledge

- |                      |                                   |
|----------------------|-----------------------------------|
| 1) Wilderness Ethics | 2) Yukon Sportfishing Regulations |
|----------------------|-----------------------------------|

Professional & Personal Qualities

- |   |                             |
|---|-----------------------------|
| 1) Guide Responsibilities & Professional Ethics | 3) Client - Guide Relations |
| 2) Personal Hygiene, Equipment & Fitness        |                             |

Basic Skills

- |                             |  |
|-----------------------------|--|
| 1) Camp Cooking             | 4) Use & Maintenance of Camp Equipment |
| 2) Small Engine Maintenance | 5) Lake Canoeing                       |
| 3) River Canoeing           | 6) Water Safety                        |

Other Interests & Skills

- 1) Identification & Natural History of Common Plants
- 2) Identification & Natural History of Common Mammals
- 3) Environmental Issues
- 4) Identification & Natural History of Common Birds
- 5) Local Historian Knowledge
- 6) Principles of Wildlife Management

The following had lower priority, but were still of significant interest.

B. Secondary Training Topics - Value Range 1.5 - 2.49

General Knowledge

- |  |                              |
|--|------------------------------|
| 1) First Aid                             | 3) Map Reading & Compass Use |
| 2) Communications (Radios and their use) | 4) Weather Interpretation    |

Professional & Personal Qualities

- |                      |                            |
|----------------------|----------------------------|
| 1) Leadership Skills | 2) Group Management Skills |
|----------------------|----------------------------|

Basic Skills

- |                            |                  |
|----------------------------|------------------|
| 1) Woodsmanship & Survival | 3) Power Boating |
| 2) Whitewater Canoeing     |                  |

Other Interests & Skills

- |                |            |
|----------------|------------|
| 1) Photography | 2) Geology |
|----------------|------------|

Seven topics, while falling within the value range for secondary training topics, are not included on the basis of the distribution of assigned values. These topics were: Hunter Safety (1.66), Search and Rescue Procedures (1.66), Yukon Hunting Regulations (1.66), Whitewater Rafting (1.66), Backpacking (1.66), Mountaineering (1.66), and Use and Care of Spotting Scopes and Binoculars (2.0).

C. Topics With Low Interest For Training - Value Range 1.0 - 1.49

General Knowledge

- 1) None

Basic Skills

- |                              |                        |
|------------------------------|------------------------|
| 1) Wrangling                 | 4) Packing             |
| 2) Cross Country Ski Touring | 5) Rock Climbing       |
| 3) Kayaking                  | 6) Avalanche Knowledge |

Perceived Benefits of Training. Views expressed in the comment sections of the questionnaire were philosophically similar to those expressed by the outfitters. Well-rounded and responsible guides, knowledgeable in a number of areas could only be an asset to both client and employer.

Open Comments. The open comments area of the questionnaire was used by two respondents with the following perspectives:

- Both respondents implied that trainee selection is important.
- Both respondents also felt that "on-the-job training" was a necessary component of a training program, especially for skills or methods unique to specific guiding operations.

#### 3.1.4 Training Topics of Mutual Interest

Overall analysis of the responses received from all three sectors of the wilderness/adventure travel industry indicates that the three sectors have many views in common. For example, twenty-one training topics were, on average, of high priority to all three sectors. Two additional course topics also generated significant interest. The following table indicates courses of high priority amongst all sectors of the wilderness/adventure travel industry. The common priority value column in the table was arrived at by averaging the scores of all the respondents, rather than averaging the three industry sectors. The results were then put in order of priority, the first topic being the highest priority with all three sectors.

Table 8

INTEREST IN TRAINING: COMMON PRIORITYRATING BY GUIDE CATEGORY

(IN ORDER OF PRIORITY)

TOPIC	WILDERNESS & MOUNTAIN GUIDES	BIG GAME GUIDES	FISHING GUIDES	COMMON PRIORITY VALUES
1. GUIDE RESPONSIBILITIES & PROFESSIONAL ETHICS	2.82	3.00	3.00	2.91
2. NATURAL HISTORY OF MAMMALS	3.00	2.67	3.00	2.87
3. CLIENT GUIDE RELATIONS	2.82	3.00	2.66	2.86
4. NATURAL HISTORY OF BIRDS	3.00	2.56	3.00	2.83
5. WOODSMANSHIP	2.82	2.89	2.33	2.78
6. PERSONAL EQUIPMENT, HYGIENE AND FITNESS	2.73	2.89	2.66	2.77
7. WEATHER	3.00	1.89	2.33	2.75
8. WATER SAFETY	3.00	2.33	3.00	2.75
9. NATURAL HISTORY OF PLANTS	2.91	2.56	2.66	2.74
10. WILDERNESS ETHICS	2.55	2.89	3.00	2.73
11. LEADERSHIP SKILLS	2.73	2.89	2.00	2.69
12. PHOTOGRAPHY	2.73	2.67	2.33	2.65
13. LOCAL HISTORY KNOWLEDGE	2.82	2.44	2.66	2.65
14. ENVIRONMENTAL ISSUES	2.73	2.44	2.66	2.61
15. CAMP COOKING	2.55	2.67	2.66	2.60
16. FIRST AID	2.64	2.67	2.33	2.60
17. COMMUNICATIONS	2.45	2.22	2.00	2.60
18. GEOLOGY	2.73	1.78	2.33	2.56
19. GROUP MANAGEMENT SKILLS	2.73	2.33	2.33	2.53
20. PRINCIPLES OF WILDLIFE MANAGEMENT	2.27	2.67	3.00	2.51
21. U & M CAMP EQUIPMENT	2.09	2.89	3.00	2.50
22. BACKPACKING	2.55	2.44	1.66	2.39
23. MAP & COMPASS	2.27	2.44	2.00	2.29

## 3.2 Training Courses Available

### 3.2.1 Wilderness Experience Guides

Data on wilderness experience guide training courses came from interviews, meetings and correspondence with those involved in training courses, both at the teaching and student levels, and also from local guides who had concerns about the economic consequences of training. Unlike big game guides, for whom there are specific training courses, there are no courses available specifically for training wilderness experience guides. There are courses available in many of the topics outlined by wilderness experience guides as being of interest. These courses have not been designed around the needs of guides, and therefore vary in relevance to the Yukon situation, some being quite suitable and others being less relevant. The major area missing from training courses currently available is the area of Guide Responsibilities and Professional Ethics. The three courses appearing to have most relevance to Yukon wilderness experience guides are the Ski Tour Leader Programme, which could also be called the Ski Tour Guide Programme, Capilano College's Wilderness Leadership Course, and the University of Calgary Outdoor Pursuits Courses.

The Canadian Ski Association Tour Leader Programme contains a number of components that closely approximate the needs identified by wilderness experience guides' responses to

the questionnaire, and would appear to be philosophically similar. The Capilano College Wilderness Leadership Courses are more skill oriented, and contain less emphasis on leadership practice and leadership knowledge.

The University of Calgary Outdoor Pursuits Courses emphasize rock and ice climbing, two activities that have limited guiding employment opportunities in Yukon; emphasis is again on skills in the wilderness activities, rather than leadership of the activity.

Table 9

3.1.5 Training Courses Currently Available

	Avalanche Safety	Backpacking	Camp Cooking	Canoeing	Communications	Cross Country Ski Touring	First Aid	Kayaking	Leadership Skills	Map & Compass	Mountaineering	Photography	Plants, Birds & Mammals	Rock Climbing	Search & Rescue	Water Safety	Weather Interpretation	Wilderness Ethics	Woodsmanship & Survival
B.C. Institute of Technology	X																		
B.C. Recreational Canoe Association		X																	
Canadian Armed Forces														X					
Canadian Recreation Canoe Association		X																X	
Canadian Ski Assoc. Tour Leader Program				X		X	X	X	X					X					X
Capilano College	X					X	X			X			X				X	X	
E.M.T. Alberta						X													
Hunter Safety Training																			X
Northwest Community College			X																X
Outward Bound Canada							X						X						
Red Cross															X				
Rescue Groups			X												X				
Royal Lifesaving Society															X				
St. John's Ambulance						X													
University of Calgary	X						X		X		X		X				X	X	
Various Comm. Colleges & Universities									X	X	X								
Yukon Vocational School		X																	



### 3.2.2 Big Game Guides

Data on big game guides training courses came from two sources, from guide training courses elsewhere in Canada, and from meetings with local big game outfitters about training needs. Data from other areas indicates that there is training available for big game guides in B.C., Manitoba and Northwest Territories. In British Columbia, training is sponsored by the Western Guides and Outfitters Association, and run through North West Community College, based in Terrace. The programme is twenty-five days long, involves both theory and practical sessions, and attempts to simulate field conditions.

Courses include:

Horse Use and Care	Use of Camp Equipment
Natural History	Care and Handling of Trophies
Knots and Splices	Photography
Operating River Boats	Firearms Handling
Survival First Aid	Fishing Guiding
Use of H.F. Radio	

In Manitoba, there is a Guide Training Programme consisting of seventeen lessons of varying lengths. Topics covered are very similar to those of the Western Guides and Outfitters' Association course, with some variations. The Manitoba programme has no information on horse use and care, nor any natural history information. Greater emphasis is put on fishing skills, however. The Northwest Territories has Guide Training Programmes specifically designed to prepare native northerners for employment. Some of these

training programmes are run by a commercial tourism development company, QAIIVVIK Ltd., backed by the Northwest Territories Government, and partially funded by Canada Manpower. Course content is again similar to the Western Guides Course, with the following addition, "Skidoo Use and Travel in the North", and the following deletions, "Horse Use and Care", "Natural History", "Knots and Splices", and "Use of H.F. Radio".

### 3.2.3 Fishing Guide Training

Information from other areas on Fishing Guide Training was scarce. Manitoba and Northwest Territories both have some training courses available. Manitoba, as part of the Guide Training Programme that also deals with Big Game Hunting, offers training in landing, care, filleting and packing procedures for trophy fish. Northwest Territories has run a Sports Fishing Guide Training Programme for Inuit Guides in the Keewatin, but no further details were available. In British Columbia, the Northwest Community College Course on Guiding Skills has a section on Fish, Fisheries and Fish Guiding. There are a number of courses in Fisheries Management available through Canadian communtiy colleges.

## CHAPTER 4

### PRESENTATION OF ISSUES AND DATA STANDARDS, CERTIFICATION, LICENCING AND LEGAL LIABILITY

#### Introduction

This chapter deals with the presentation and analysis of data and issues relating to standards, certification, licencing, and legal liability. It begins with an analysis of training standards, guide standards and the factors involved in determining current guide standards for Western Canada and the U.S. This is followed by a discussion on government recognition of certification and licencing for both guides and guiding businesses. Lastly, the issues of legal liability and insurance are dealt with.

#### 4.1 Wilderness Experience Guide Standards

A guide standard is a level of achievement of proficiency in selected subject areas required of each guide by a guides governing body. The following data on guide standards is reviewed from the perspective of each sector of the guiding industry: wilderness experience guides, big game outfitters and fishing guides.

##### 4.1.1 Wilderness Experience Guides

Data collected on wilderness experience guide standards was divided into four groups:

- a) Current Guide Standards;
- b) Basis for Design of Guide Standards;
- c) Control of Guide Standards; and
- d) General Comments on Standards - Benefits and Problems

#### 4.1.1.1 Current Guide Standards

Current guide standards were reviewed in the following order: Yukon, National, Provincial and Alaskan.

Yukon Standards There are no current guide standards in Yukon. There are, however, membership standards for the Yukon Association of Wilderness Guides. These membership standards include:

- Yukon Residency
- Canadian Citizenship
- Five Years Guiding Experience
- No Big Game Hunting Employment
- First Aid Knowledge
- Success at Guiding

#### National Standards

Canoeing Instruction. The Canadian Recreational Canoe Association operates a number of levels of standards for canoe instruction recognized across Canada, while in British Columbia, the B.C. Recreational Canoe Association operates standards recognized by a number of school boards. These standards are based largely upon skill level, and are used by canoe schools, outdoor centres and outdoor recreation programmes in deciding on staff suitability. Standards are administered by the Association.

Ski Touring. The Canadian Ski Association Tour Leader Programme operates three levels of standards; Level One

indicates that the tour leader can lead day trips, Level Two - overnight trips, and Level Three - extended tours. These standards are becoming recognized as a guide standard for National Parks across Canada. Each standard is based upon specific levels of proficiency for a number of different skills, specified experience, and a first aid qualification.

Backpacking. While there are no standards for backpacking operated by a Canadian or regional organization, there are hiking guide standards that must be achieved before one can guide commercially in Canadian National Parks. These standards are drawn up and administered by National Parks staff and are based upon a demonstration of experience, skills and local knowledge.

Mountaineering. The Association of Canadian Mountain Guides operates standards for guiding which are recognized by Parks Canada as being acceptable qualifications for guiding in all Canadian National Parks. These standards are based upon a demonstration of skills, a first aid certificate and avalanche qualifications. As a standard for first aid and avalanche qualifications, the Association uses recognized courses run by other organizations, in this case E.M.T. in Alberta for first aid, and B.C.I.T. for avalanche knowledge.

#### Provincial Standards

British Columbia: River Rafting. In order to guide on certain designated rivers in B.C., guides must meet a

standard based primarily on their experience with the particular rivers on which they wish to guide. They must also possess a first aid qualification. These standards were developed through consultation among the River Rafters' Association and provincial and federal governments and are now controlled by government.

#### Alaskan Standards

Alaska: All Wilderness Guiding. The Alaska Association of Mountain and Wilderness Guides operates standards for membership based upon experience, local knowledge and attendance at training seminars. The Association represents a majority of the active wilderness guides in the State of Alaska. Both guides and the companies who employ them may belong to the Association. The Association is actively promoting both a knowledge of the standard, and an awareness of those outfitters using qualified guides among the general public in order to increase business for the Association members. This is a voluntary standard, in that only members of the Association must meet the standard.

4.1.1.2 Basis for Design of Guide Standards. From a review of current standards and from the discussions with industry and government on their experiences with guide standards, it is apparent that there are three major areas of guide achievement commonly used to assess guide competency and define standards. These are skills, experience and local knowledge.

Skills. There are two skill areas defined in guiding: skill at the activity to be guided, eg. canoeing; and the skill of guiding itself; eg. client handling and leadership. Nationally, skill levels have been designed for many areas of outdoor activity and are relevant as a measure of skill for the guiding industry. However, skill levels associated with guiding itself, such as leadership skills, professional ethics, etc. are not consistent, partly because of the difficulty of measuring this type of standard and partly because of the lack of organizations dealing with guiding.

One guiding organization, the Association of Canadian Mountain Guides, relies largely on examinations of skill to qualify for a guide standard. This is an attempt to standardize guiding methods and attitudes toward the client, and also to promote as consistent a standard as possible. These examinations have been criticized as being biased and variable in standard from exam to exam; however, this may be due to administration problems, and it may be possible to reduce bias and inconsistency in the examination process to a minimum.

In dealing with skills exams generally, a major problem has arisen where applicants were unaware of the standard for the exam, thus contributing to a high failure rate. To alleviate this problem many course standards committees have initiated courses of training based on the standard. In some cases these courses are compulsory in order to be examined, while in other cases it is possible to be examined without training.

Experience. Qualifying experience as a guiding standard is a major criteria used in river rafting standards in B.C. Standards specify the name of the river and the number of trips needed before the guide standard is reached. Other activities and sectors of the industry do not use experience as a guide standard on the grounds that it is difficult to measure, and rely instead on an exam to determine competence. A number of interviewees in both government and industry warned that since quality and quantity of experience can vary tremendously, experience is generally used as only one component for a standard.

Three categories of experience are measured: experience guiding the activity, experience performing the activity, and related experience. Experience standards are either quantified in terms of days, years, in trips performing the activity, or in logged experience as examined by a Guide Standards Committee.

Local Knowledge. Local knowledge is used by River Rafters and National Parks as a major factor in the guide standard. These experiences are quantified in terms of days, years, or trips and are qualified by general or specific geographical areas in which the experience must be gained. For example, River Rafting Standards specify the river name and section of river on which experience must be gained.



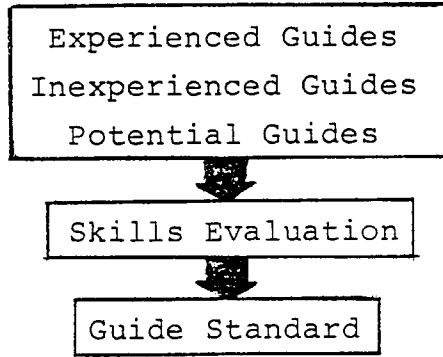
#### 4.1.1.3 Process for Achieving a Guide Standard.

The following charts indicate methods used to achieve a guide standard. Applicants for a guide standard may be experienced guides, inexperienced guides, or potential guides. The designers of the guide standard may apply the same assessment criteria to everybody, or they may, as in the application of 'Grandfather Rights' bypass some or all of the usual assessment criteria.

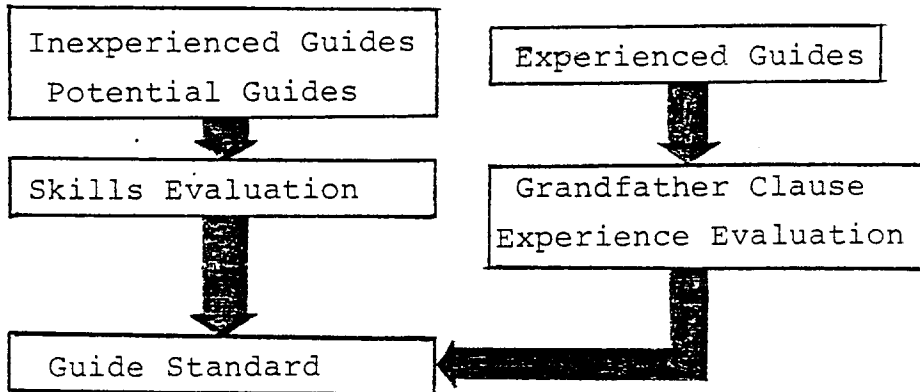
Model One indicates a process based on skills evaluation, Model Two a modification to give credit to experienced guides through a "grandfather" clause, and Model Three, a three-step evaluation process, including the options of training prior to evaluation and of immediate evaluation.

Table 10

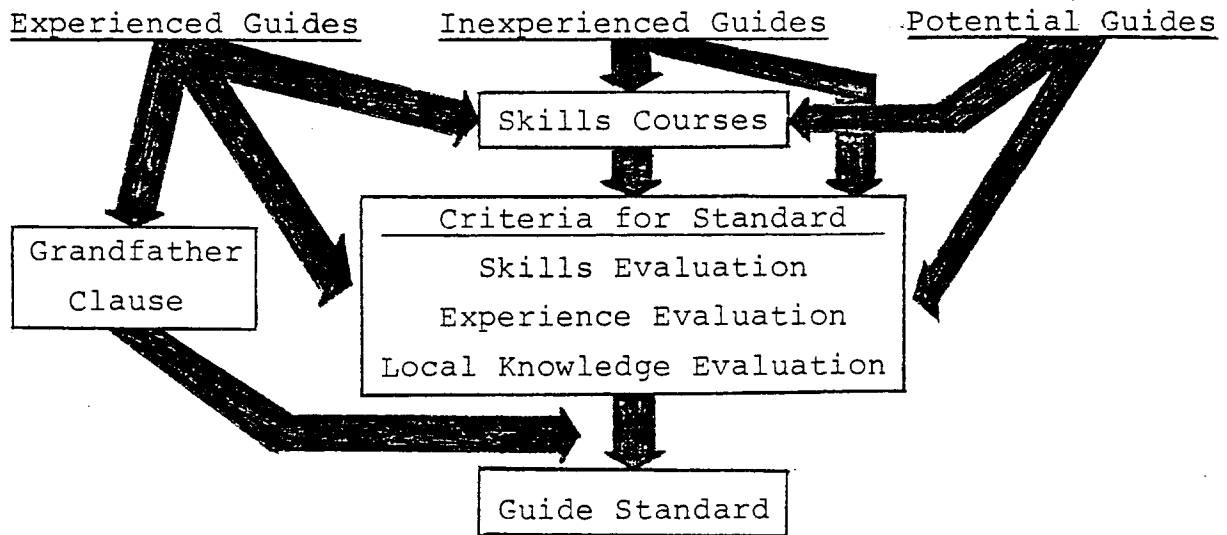
Model 1



Model 2



Model 3



#### 4.1.1.4 Control of Wilderness Experience Guide Standards

Guide standards are controlled in any one of three ways: by industry, by government, or by a combination of industry and government. Examples of each form are found in Canada and the U.S.A., and were examined for effectiveness and organizational problems.

Industry Control is the most common form used in Western Canada and U.S.A. Examples of controlling bodies are the Association of Canadian Mountain Guides and the Alaska Association of Mountain and Wilderness Guides. There are also a number of wilderness instructors associations, such as ski instructors and canoe instructors, whose standards have been adopted by some provincial governments as part of a process to assess competency to guide in Provincial Parks.

Advantages of this form derive from the use of industry expertise to initiate and monitor proficiency standards, thus incurring fewer costs to government than would be the case were they to attempt to duplicate this expertise.

The disadvantages are that the aims of industry may differ from the aims of government, and that industry control can lead to a self-serving 'closed-shop' situation against the public interest. Industry standards can be controlled by guides themselves as is the case with the Association of Canadian Mountain Guides and the Alaska Association of Mountain and Wilderness Guides, or by the guiding companies as is the case with River Outfitters in B.C., and the Big Game hunting sector generally.

Government Control is commonly used in National Parks in both U.S.A. and Canada. It is often used, not just to control guide standards but also as part of a broader control on visitor use, multiple use competition, and environmental standards such as those of a management plan for the area. As such, government control has the advantage not only of enforcing a management plan, but also of eliminating possible development of an industry controlled 'closed-shop'. Disadvantages include high administration costs, and the difficulty in finding qualified examiners. In Kluane National Park, parks staff administer the standards, which for hiking for example, consist of a review of experience and local knowledge, as well as a test of competency and knowledge of Park regulations.

Industry-Government Cooperation is the model used in controlling standards for the river rafting industry in B.C. This model was adopted after a number of deaths occurred in the industry, and a policing mechanism was felt to be necessary. The standards had been drawn up and adopted by the association representing commercial river outfitters in B.C. prior to the deaths, and were then reviewed and accepted in the main by the Provincial and Federal Governments. The standards were enshrined in Federal regulations, and are now administered by the Provincial government and the R.C.M.P.

#### 4.1.1.5 General Comments: Benefits & Problems

For members of the Alaska Association of Mountain and Wilderness Guides, the main benefits of standards are increased credibility with government and the public, and more effective marketing to increase business. The Alaskan Association uses Association membership to advantage by marketing of Association members through joint advertising and also through marketing of the Association itself. The Association also receives preferred insurance rates for its members.

British Columbia river rafters see the same advantages - credibility, marketing and insurance - and also see benefits in increased operational safety throughout the industry.

Yukon government officials see the following benefits resulting from the establishment of guide standards:

- a) promotes a minimum quality for guides;
- b) improves prospects of client safety and satisfaction;
- c) improves resource protection;
- d) improves prospects of increased revenue being generated in this industry sector as a result of improved client safety and satisfaction. The standard can be used as a marketing tool by industry or government to attract more clients to those operators who use recognized guides. This is done by stressing standard competencies such as safety, local knowledge, experience, skills, etc., in advertising;
- e) optimizes retention of monies generated from wilderness guiding in Yukon. This could be done if the standard had a local knowledge and local guiding experience clause. It could also be achieved if candidates for the standard were required to be Yukon residents. This latter requirement however is seen by government officials as being a contentious issue in light of the benefits of competition and the entrepreneurial spirit which non-Yukon residents bring with them.

Major problems are perceived to be the difficulty of maintaining the consistency of the standard, policing the standard, and applying valid criteria for assessment. Problems in initiating standards involve the application of "grandfather rights", which often allow people with vast amounts of experience to obtain the standard without either training or testing. Some organizations have found that "grandfather rights" reduce consistency in the standard, and therefore regard the rights as a 'back door' that has diluted the standard. However, other organizations regard "grandfather rights" as being essential in dealing fairly with those who have had extensive experience, and also in accelerating the process of establishing recognition of the standard.

#### 4.1.2 Big Game Guide Standards

Data collected on big game guides falls under three headings: Current Guide Standards, Basis for Design of Guide Standards, and Control of Guide Standards.

##### 4.1.2.1 Current Guide Standards

Yukon. Guide standards in the Yukon are administered by the Department of Renewable Resources. Yukon has two levels of guide standard - Assistant Guide and Chief Guide. Standards are based upon citizenship, fitness, good character, experience and knowledge. No demonstration of skill or test of knowledge is required, however the outfitter attests to the guide having the prerequisite. Outfitters are not necessarily guides, and are required to attain one of the two levels only if they are guiding personally.

British Columbia. British Columbia operates three levels of guide standard - Small Game Guide, Assistant Guide and Guide Outfitters. Standards are based on age, citizenship, residency, insurance and experience, and are administered by the Ministry of Environment. Like the Yukon, no demonstration of skill or test of knowledge is required.

Manitoba. Manitoba operates two levels of guide standards - Temporary Guides and Guides. Standards are based upon citizenship, age, physical health, first aid training, experience and local knowledge. Standards are administered by the Manitoba Department of Natural Resources.

Alaska. Alaska operates four levels of guide standard - Assistant Guide, Class A Assistant Guide, Registered Guide and Master Guide. Standards are administered by the Division of Occupational Licencing, rather than by the departments with overall responsibility for game management as is the case in Canada. Standards are far more comprehensive and detailed than those in Yukon or B.C., and include age, residency, practical field experience, written examination, local knowledge, recommendations from employers, and written recommendations from clients.

#### 4.1.2.2 Basis for Design of Guide Standards

Big Game Guide Standards use the same basic design features as discussed for wilderness experience guide standards: skills, experience and local knowledge but unlike many of the wilderness experience guide standards there are no

specific standards for these laid out. In some areas residency is required; in Yukon, however, where the population base is smaller, there is no residency requirement because of the difficulty of finding sufficient numbers of suitably qualified local residents to guide.

#### 4.1.2.3 Control of Guide Standards

The major difference between the Big Game Guide Standards and Wilderness Experience Guide Standards is in the control of the Standard. In all big game guide areas reviewed, government is in control of the standard, while most wilderness experience guide standards are industry controlled. One reason given for this disparity is that big game guiding has been an established industry for many years, whereas the growth in wilderness experience guiding has occurred largely in the last five years. Big game guides in Canada are regarded as having an impact on wildlife management, and thus are usually controlled by the government department responsible for wildlife management.

#### 4.1.3 Fishing Guide Standards

With the exception of National Parks and the Province of Manitoba, there are no fishing guide standards in Canada. The National Parks have a written and oral testing procedure that assesses knowledge of Park regulations, first aid, boat safety and survival. Local knowledge is also assessed and in particular, the applicant's knowledge of fishing areas, safe harbours and local weather conditions.



Guide standards in Manitoba involve an assessment of the competency of the applicant. This assessment is accomplished by reviewing an application form containing questions on first aid training and work experience.

4.1.4 A Comparison of Standards Requirements Between Sections of the Wilderness/Adventure Travel Industry

The following table indicates the standard requirements used by standards committees in different sectors of the wilderness/adventure travel industry to determine eligibility.

Table 11

<u>Guiding Area</u>	<u>Skills Test</u>	<u>First Aid</u>	<u>Local Knowledge</u>	<u>Experience</u>	<u>Citizenship</u>	<u>Residency</u>
<u>Wilderness Experience Guides</u>						
National Parks	X	O	X	X		
Tour Leader	X	X	X	X		
Mountaineering	X	X				
Rafting		X	X	X		
Canoeing	X	X				
First Aid	X	X				
A.A.M.W.G.		X	X	X		
<u>Big Game</u>						
Yukon		O			X	
B.C.					X	X
Manitoba		O			X	
Alaska		X		X	X	
<u>Fishing</u>						
National Parks	X	O	X	X		
Manitoba					X	

Note: (X) indicates that there are specific criteria for assessment of this requirement.  
(O) indicates that there is no specific criteria for assessment of first aid, but rather a general knowledge of the subject is required.

In reviewing the preceding table, the following patterns emerge:

1. First Aid is by far the most common standard requirement in most of the jurisdictions reviewed.
2. Local knowledge and experience appear as standards requirements at least once in each of the three sectors reviewed.
3. Citizenship is a standards requirement in all jurisdictions surveyed for the big game guiding sector.
4. Wilderness guiding experiences generally utilize a greater number of standards requirements than do the jurisdictions surveyed in the big game guiding sector.

#### 4.2 Certification and Licencing

Certification and Licencing are two different, but generally interconnected processes. Certification is the recognition given to a standard by a governing body, such as a standards or certification committee be they government or industry controlled. Upon recognizing that a person has met the standard, the governing body issues a benefit such as membership in the organization or a certificate, thus certifying that person. Licencing is a process by which a person with a certificate is given permission by government to carry out a specified type of work. In some instances, certification and licencing are all one process. There are two major types of certification and licencing. One is certification and licencing of guides, and the other is certification and licencing of businesses.

#### 4.2.1 Certification and Licencing of Guides

4.2.1.1 Wilderness Experience Guides. In Yukon there is no certification and licencing procedure for wilderness experience guides. There are two areas of wilderness experience guiding licenced in other jurisdictions. One area is river rafting on selected rivers in B.C., licenced by the Provincial Government Department of Parks and Outdoor Recreation, while the second area is guiding activities in National Parks. The reason given for the licencing of commercial rafting licencing is safety. The reasons for National Park licencing are safety, protection of the resource and adherence to Park regulations. Other types of guiding are not licenced because they are generally quite new activities not appearing to interfere with the environment or result in many accidents.

The exception to the rule is the helicopter skiing industry in British Columbia. This industry has been established for at least ten years and has had some major accidents caused largely by avalanches. The British Columbia Government's attitude in alleviating the problem is to financially support the industry in developing procedures of operation in the form of an operator's manual that delineates guide standards. The Government's role has also been to increase avalanche hazard knowledge among the general public. This action results from a general Government policy supporting deregulation.

4.2.1.2 Big Game Guides. Big game guides are licenced in every jurisdiction reviewed. The reasons given for licencing are the necessity of policing regulations, and protection of the resource. Administration of guide licences in Canada is handled by the government agency responsible for the resource, and in Alaska by the Division of Occupational Licencing.

4.2.1.3 Fishing Guides. British Columbia and the National Parks appear to be the only areas in Canada requiring fishing guide licences. In British Columbia the qualifications are age, citizenship and residency, while in National Parks the licences are issued upon successful completion of the Park Fishing Guide Exam.

#### 4.2.2 Certification and Licencing of Businesses

4.2.2.1 Wilderness Experience Guiding Licences are issued in all provinces in order to do business. This licencing process generally serves no other purpose than to register businesses. River rafting companies in B.C. however, are required to obtain a permit to operate under the River Rafting Standards of the Canada Shipping Act. Under this Act, permit holders are limited to employing only certified guides and trip leaders on five specified rivers, and must show proof of \$500,000 of liability insurance. Permit applicants must

also supply information on days of operation and number of passengers. This information is used in research into resource use. Guiding businesses in Canadian National Parks must obtain a Parks business licence. This licence is issued to those businesses using licenced guides. Proof of liability insurance was a prerequisite for licencing, but this requirement has been dropped recently.

In Alaska, the National Park Service licences businesses to operate those services which the National Park Service has determined as meeting with the development plan for the Park. The National Park Service will often utilize a concession system in licencing businesses, and in doing so, will often specify the area to be used, the type, quantity, quality and season of use, equipment to be used, and environmental constraints on use. These specifics form the basis of a tender, and after reviewing the qualifications of the various bidders, the Parks Services reaches a decision, and issues a licence. Upon expiry, the contract may be renewed or again put up to tender. Thus, no single outfitter develops rights to an area apart from that specified by the contract, and no outfitter can sell the contract to another user.

The Alberta government through its tourism marketing branch, "Travel Alberta", offers marketing opportunities in the form of "Alberta Adventure", a publication describing many wilderness guiding services in the Province. Criteria for listing

in the publication is a form of business certification and includes two years of operation, liability insurance, a check of the tour by an Alberta Government employee, and membership in the relevant Provincial industry organization.

4.2.2.2 Big Game Outfitting Licences. Big game outfitters in B.C. and Yukon are licenced by their respective government game management divisions. In Yukon, the qualifications of licencing are citizenship, residency and ownership of equipment capable of handling four hunters in the field. An outfitter in Yukon need not be a licenced guide, nor have liability insurance.

In British Columbia, the qualifications are citizenship, residency, two years licenced as a big game guide, and \$500,000 of liability insurance.

In Manitoba, outfitters are licenced by the Tourist Development Branch.

4.2.2.3 Fish Guiding Business. In all areas of Canada, Fishing Outfitters are licenced, however there is little other regulation of outfitters. The licencing process thus generally serves no other purpose than to register businesses.

### 4.3 Legal Liability and Insurance

The issue of legal liability and insurance was raised many times during the data collection process. The relevance of legal liability to guiding is that any one in a leadership role, whether amateur or professional, is obligated to lead in a safe manner and be consistent with currently accepted practices. If the group being led is inexperienced, then the leader assumes even more responsibility, because the members of the group have no experience on which to base judgements. Each group thus relies upon the leader's judgment, and if an accident happens, the leader may be liable and could be sued.

In establishing liability, the courts first examine both established practice and precedents set elsewhere pertinent to the case before them, then call expert witnesses and reach a decision. Among precedents set elsewhere applying to considerations of Yukon accidents are recommendations from juries that all leaders should have first aid training, and that all groups should have some form of emergency communication. There are then current standards for guides, guiding practices and business operations that have been enunciated through the courts in legal liability court cases. These standards are constantly changing as new precedents are set redefining the boundaries of liability.

Liability insurance is the usual way of protecting oneself from extensive debt in the event of a successful liability suit. Unfortunately, premiums are high for small unaffiliated businesses, often in the region of \$1,500 (1981). The more person days of business operation, the lower the cost of insurance for each person day. Associations of similar businesses can obtain more favourable rates of insurance. For example, the average premium of a member of the Western Guides and Outfitters Association is \$250, while insurance for members of the Alaska Association of Mountain and Wilderness Guides has been reduced from ten percent of income to three percent of income in the last year because of the lack of claims on the group insurance policy.



## CHAPTER 5

### SUMMARY AND DEVELOPMENT CONSIDERATIONS

Introduction This chapter includes a summary of preceding data, and analysis of various development considerations which are based on implications arising from summaries, from considerations of local conditions and from standard development practices.

#### 5.1 Training Summary

##### 5.1.1 Training Questionnaire Summary

The following summary represents an integrated analysis of previously presented data arising from the training questionnaire. It attempts to identify commonalities and highlight distinctive differences among the three industry sectors.

##### Affirmative Interest in Training

	<u>% for self</u>	<u>% existing** employees</u>	<u>% new** employees</u>
1. Wilderness Experience Guides	53	27	60
2. Big Game Guides	20	60	89
3. Fishing Guides	0	0	100
Average 1 + 2*	40	40**	71**
Average 1 + 2 + 3	36	36**	74**

\* Wilderness Experience Guides and Big Game Guides form the largest proportional populations.

\*\* Existing and new employees obviously form the largest proportional populations.

This comparative summary of interest in training shows:

1. That there is a potential for training in the guiding industry;
2. That the client sources are in descending order of interest - new employees, existing employees and employers;
3. That, in relation to differences in proportional interest between new employees, existing employees and employers, the implied purposes of training are respectively: comprehensive training, general upgrading, and specific professional development.

#### Perceived Benefits of Training

All three sectors of the guiding industry clearly agree that training would improve the quality of service offered.

#### Open Comments

Members from the three guiding sectors agree on the need for an on-the-job component in any proposed training scheme. There is agreement also on the advisability of using a procedure for the selection of client-trainees, related comments indicating that such a need is supportive of balancing the output of trained clients with job availability. Another less major but vital concern on the part of two guiding sectors appears to centre on the relationship between a training scheme and the possible outgrowth of related guiding standards. The issues of whether or not there should be standards, what standards there should be (if any), and who should control standards are concerns by implication. These common concerns support a need for some form of co-operative dialogue between government and industry.

## Topics of Mutual Training Interest

The range of interest in common and the comparative differences in interests by sectors indicates that the design of a training scheme should:

1. include a range of courses in common to all industry sectors, and;
2. include some method of responding to the distinctive interests of the separate industry sectors.

### 5.1.2 Existing Training Courses Summary

On the matter of relevant training courses and programs available either locally or nationally, the data collected shows:

1. that, in several areas of common and specific interest, courses already exist, in the minority locally, and in the majority nationally;
2. that courses of recognized standards and having credible certification could be utilized 'as-is';
3. that some courses could serve as effective models, and with some modification vis-a-vis the Yukon scene, could be adapted for use in the Territory, and;
4. that a minority of training interests not being met by direct utilization or adaptation of existing courses, must be met by local development.

### 5.2 Training - Development Considerations

The following section deals with standard program development practices as they apply to this particular training project. These contents along with section 5.1 form the basis of all training recommendations in Chapter 6.

Practices and applications are examined in greater detail than the reader may expect, however these considerations are not addressed elsewhere in the study, and some detail is essential as a future guideline for program developers.

#### 5.2.1 Delivery System

There are a number of choices in setting, course length, extent of any practicum<sup>1</sup>, and in the methods chosen to present material. The characteristics of the program under consideration would seem to suggest the following:

##### Setting

1. Courses of a highly practical nature should be offered in situations where it is possible to include a reasonable duplication of actual field conditions.
2. Courses of a theoretical nature could be offered in a centralized classroom setting.
3. Those with a mixed practical and theoretical content could be offered in a classroom with field experiences as necessary.

Course Length Decisions on the length of courses will require some investigation.

1. Where existing courses are used in whole or as adapted, the course length can easily be determined by examining recorded instructional times as used elsewhere.
2. Where locally-developed courses are used, the length of courses will be determined by the scope and depth of content and the degree of skill level demanded.

Practicum Aside from the relationship between practicum and setting, decisions must be made on whether practicums and portions of practicums should be built into courses or offered as work experience components by industry. The matters of access to courses, on-the-job training and trainee/job market balance are related issues.

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<sup>1</sup> The practical part of a course.

1. One possible resolution to these issues is to include in courses the minimal practicum necessary for instruction. This would satisfy the needs of open access as discussed below, ie. allow public access on a space available basis to whole courses as opposed to partial courses.
2. To satisfy industry concerns in regard to on-the-job training and trainee/job market balance, a comprehensive on-the-job training package specifically tailored to unique industry needs could be an add-on for candidates seeking to meet industry standards via training. This is similar to, but not as highly systemized as, the apprenticeship system. Alternatively, a standards system requiring skills, which could be provided through training, and experience, most of which must be gained through employment, would satisfy the need for trainee, job/market balance and thereby eliminate the need to develop and implement and monitor a complex on-the-job training component.
3. The system outlined above would satisfy:
  - a. The requirements and potential problems of public access;
  - b. the need for on-the-job training;
  - c. the desire for trainee/job market balance; and
  - d. the requirements of instruction.

Method of Presentation The choice of media, or method of presentation, is related to the subject matter of a course, and the characteristics of the client group (ie. its needs).

1. Where prior commitments prevent access, or where the need is of a professional development or refresher nature, it may be advisable (where subject matter allows) to offer pre-packaged, individualized instruction at a distance. Development costs for this type of presentation seem relatively high in comparison to centralized group instruction; however, development costs are not recurrent and are borne out over several years while in comparison, centralized large group instruction is a recurring cost with many hidden expenses.
2. Another factor affecting presentation is the relative balance between practical and theory. 'Hands-on' practical learning experiences require a relatively high commitment to materials and supplies and in some cases to field experiences.

### 5.2.2 Scheduling

Scheduling decisions depend on two factors, course characteristics and client characteristics.

1. Course Characteristics The practical element of some courses will demand that they be offered in a season appropriate to required field experiences. The matter of course length and sequence (discussed under program identification) will also impact on scheduling.
2. Client Characteristics Scheduling will be influenced by client availability, and by the timing of industry operations. The scheduling of courses to allow access for professional development and refresher purposes is an additional consideration. In summary, a combination of inter-related factors - the timing of field experience, and industry operations, as well as program identification, and availability of clients - must be considered in determining a workable schedule.

### 5.2.3 Access

Access refers to the relative limits placed on entry to a particular training program. Some limits are natural, eg. limited spaces due to limited resources; limits on entry skills due to qualifications necessary to succeed in training. Other limits are imposed for expediency, eg. age restrictions and restrictions to certain groups.

1. Some judgements must be made regarding the advisable skill entry level of clients entering training; the levels of experience and background knowledge required to successfully pursue training depend on the demands of the content, and on the expected levels of skill and knowledge following completion of the course.
2. A decision must be made regarding the degree of access for clients other than those of industry, ie. general public and para professionals/professionals in outdoor education.

Skill entry levels are easily developed by referring to course content and training expectations; however the matter of open access to groups other than industry is more complex. Industry obviously has some interests in:

- a. maintaining a balance between trainees and job availability; and
- b. having an access system which gives priority to industry needs.

Government, and in this case its educational system, has interests in providing relatively open access to publically funded services.

Satisfaction of all of these interests is possible given:

- a. a method of promoting trainee/job availability balance such as is suggested under 'Delivery System: Practicum'; and
- b. a priority system whereby industry clients or clients recommended by industry are given first right of access, followed by other related para professional/professional groups, and finally by the general public.

Such a system allows for both industry and government concerns, and also obtains full value for training expenditures by contributing to full enrollments.

#### 5.2.4 Content

The content of training courses is based on the needs of clients, and more precisely (from previously identified access priorities), on the needs of industry, related para professions/professions, and the general public.

1. According to priorities, content would relate specifically to industry needs, but would undoubtedly appeal to the general training needs of the related para professional/professional group.

2. Whether or not individuals from the general public subscribe to the courses will depend on their interest in the content as designed, and again on availability of spaces.
3. Another consideration regarding the selection and design of content, is the need for industry input. Content must enable the development of essential skills and knowledge to a specified level of mastery. With industry input, it should be possible to confirm existing courses for use in whole or by adaptation, and to identify areas where locally-developed courses are needed.
4. Content has a bearing on other factors, such as delivery, scheduling, access, and so on.

#### 5.2.5 Program Identification and Standards

Program Identification The three guiding sectors taken together with the related para professional/professional group(s) totals to at least four distinctive sources of trainees.

1. In identifying courses applicable to each group it is fair to assume that:
  - a. there will be a common core of courses applicable to the needs of all groups; and
  - b. that there will be a minority of specialized courses applicable to the needs of individual groups.
2. A useful and economical training program should be designed so as to meet at least the general course interests.

#### Standards

Inferences involved in selecting courses, programs and content are problematic. Having identified expected training outcomes, related course content, courses and programs, client groups will have identified (with the exception of experience) a system of standards appropriate to employment in the guiding industries. Having done this, the following questions will undoubtedly surface.



- a. Should the standards be formalized?
- b. What jurisdiction will control the standards?
- c. Will the standards form the basis of some form of certification and guide licencing? <sup>1</sup>

In short, because the issues of standards and control inevitably flow from the development of training, they cannot be avoided without also avoiding training.

#### 5.2.6. Decision to Implement

The previous section suggests an inevitable link between training, standards, control, and certification. However this does not mean that the implementation of training must await the development of standards, controls, and certification. If it is accepted that these related issues must be addressed and effectively resolved, the development of training then becomes a key ingredient in such resolutions. ie. The development of standards flows from the development of training while the resolution of control and certification is dependent on the development of standards.

#### 5.2.7 Control of Training and Input from Client Groups

Training is the accepted responsibility of the Department of Education, and it follows that the resources and expertise encompassed by the Department are critical to the development and implementation of training.

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<sup>1</sup> The matter of guide and business licencing is examined in the latter part of Chapter 5 and again in Chapter 6. As conclusions and recommendations do not support guide licencing, it is deleted from the remainder of the discussion on training development considerations.

A mandate for training does not however negate the requirement that training meet occupational specifications and in support of this end, the Department and the Vocational Centre utilize a series of program advisory committees, composed largely of industry membership..

A similar mechanism is essential to address the development of training for the Wilderness/Adventure Travel Industry.

Program advisory committees have the following general characteristics:

- membership of a specified number of individuals representative of major interest groups;
- clearly-defined functions relative to programming; and
- clearly-defined operational procedures.

Factors unique to the Wilderness/Adventure Travel Industry and to the task of dealing with the interdependence of training, standards, and certification, require that workable adaptations be made to standard advisory committee membership and functions.

- ie. (1) Some method of dialogue is necessary between the activities of training, standards, and certification, but as well, there is a need to accomplish detailed and specialized tasks in each activity. In allowance of these factors, the functions of the advisory committee could be expanded to include all of the three activities, and the membership of the committee split into two working subcommittees, one to deal with training, and the second to deal with standards and certification. This adaptation would result in most of the detailed and specialized tasks being dealt with by subcommittees, with occasional meetings of the whole committee serving to coordinate their individual efforts.

- (2) Advisory committees are seen as a method of public or industrial interface with government, and as such it is unusual for several representatives from government to sit on such committees. In this instance, however, it is essential that several industry sectors and government agencies cooperate to pool their expertise and knowledge in order to ensure that the various activities develop coherently. This requirement necessitates that membership include a relevant cross-section of industry and government representatives.

#### 5.2.8 Financial Considerations

Any decision to implement, discontinue or modify a training scheme requires consideration of several financial matters including cost-effectiveness, funding source(s), and student financing. These matters and their particular implications to training in Wilderness/Adventure Travel industry are highlighted as follows:

A. Cost Effectiveness: Overall cost-effectiveness is a judgemental comparison between the benefits of training and the costs of training. Where possible, benefits are quantified and made specific, while costs are stated as net costs after the subtraction of recoveries.

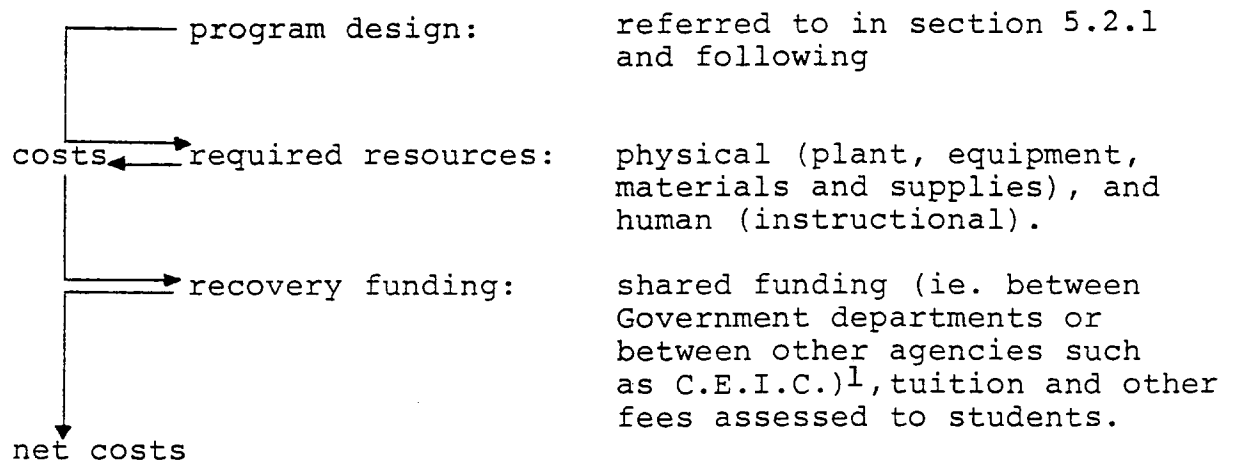
Cost-effectiveness is not a static circumstance; it can be changed by altering program design factors and the recovery of costs. As such, cost-effectiveness is not only judgemental of an existing training scheme, but is also prescriptive of areas where changes could result in greater cost-effectiveness. The decision not to implement, or to discontinue a training scheme is taken only where benefits fall unacceptably short of costs in spite of all attempts to the contrary.

In this particular instance, the consideration of cost-effectiveness would be toward a decision on implementation, and while it is not the only factor bearing on the decision, it is important.

Benefits General benefits as have been stated in the objectives underlying the terms of reference for this report and in the analysis of training interest are:

1. the enhancement of service in the Wilderness/Adventure Travel Industry. ie. the quality and safety of the product;
2. the direct and indirect (spin-off) financial benefits of service enhancement; and
3. the provision of local training opportunities for:
  - a. existing employees in the Wilderness/Adventure Travel Industry; and
  - b. high school graduates and other residents whose acquired skills and training would enable them to seek employment in the industry.

Costs The costs, that is net costs, of a training scheme derive from the interplay between the following factors:



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<sup>1</sup> Canada Employment and Immigration Centre.

Two of these factors - program design and recovery funding - are crucial, the first in determining the cost of resources, and the second in determining the relative offsetting of costs.

In designing a training scheme, the focus is on program design for effective service, however, one cannot forget the implication of design on the costs of resources, on the ability to attract shared funding, and on user-assessed fees. In relation to a training scheme for the Wilderness/Adventure Travel Industry, a fully-accurate analysis of costs, except in a predictive sense, is not at this point possible given that the final determination of costs requires a finalization of the entire training scheme.<sup>1</sup>

Costs vs Benefits An accurate cost/benefit analysis or statement of cost effectiveness is not possible within the boundaries of this study for the following reasons:

- a. It is extremely difficult in a predictive sense to quantify benefits and make them specific.
- b. Final costs depend on the detail of program design and cost recoveries. Both of these elements require further consultation with industry and other relevant agencies.

Generally stated, the benefits support a decision to develop a training scheme, however, it is clearly advisable that the implementation of such a scheme include the application of a comprehensive evaluation model, a major element of which is geared to the collection and analysis of cost-effectiveness data.

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<sup>1</sup> Predictive costs are included in Chapter 6 and are based on a recommended training scheme.

B. Funding Sources: 'Funding Sources' is understood to mean program funding as opposed to student sponsorship. Generally, there are three possible sources of program funding.

- C.E.I.C. (Federal)

- Y.T.G.<sup>1</sup>

- Industry

1. C.E.I.C. funding is obtained through institutional application, the considerations being the length of the program and/or course, and its direct relationship to employment.
2. Y.T.G. funding is applied to offset a degree of the overhead costs in all courses and programs; however in cases where C.E.I.C. and/or industry funding is not available, Y.T.G. funding may be used to offset the majority of costs for particular offerings. Night school courses in Whitehorse are an example of the latter. Given that the pool of funds available for this purpose is limited, the number of such offerings is restricted, and in some cases a reasonable attempt may be made to recover costs through fees and/or shared funding with industry.
3. Industry funding may be applicable where particular industries, companies, businesses or agencies require specialized upgrading or refresher courses for persons already in their employ. In most cases, however, industry support is on a shared basis with Y.T.G.

The characteristics of a training scheme for the Wilderness/Adventure Travel Industry will determine which type of funding applies and to what extent. For example, a series of courses (programs) accessed by new employees may operate under C.E.I.C. funding, whereas upgrading for existing employees may operate on a shared funding basis. A recent example of the latter is the Ski Touring Level III Course which was jointly sponsored by Y.T.G. and the Canadian Ski Association.

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<sup>1</sup> Yukon Territorial Government

C. Student Funding: At the present time, fees assessed to students may be partially or totally subsidized through the following avenues:

- a. Federal - C.E.I.C.;
  - b. Y.T.G. - grant system for residents training outside Yukon and fee support for locally sponsored training;
  - c. Agency support for minority for special groups; and
  - d. Industry sponsorship.
1. In cases where courses and/or programs are accepted for C.E.I.C. funding, the fees of students who are screened and accepted by C.E.I.C. are subsidized.
  2. The Yukon grant system allows that fees may be subsidized for residents under two broad categories: those accessing training courses outside Yukon which are not available locally, and those not qualifying for other forms of assistance such as C.E.I.C., but desirous of accessing local training courses or programs.
  3. Agency support for minority or special groups may be derived from government or non-government agencies, for example Human Resources may support training for the handicapped, while CYI<sup>1</sup> and the Federal Department of Indian and Northern Affairs may support training for Indian people.
  4. Industry sponsorship, that is the broad class of employers including industry, businesses, companies and agencies, may provide financial support to employees undertaking training which is to the mutual benefit of both the employer and the employee. Such sponsorship is common in the professions and is as well becoming popular in heavy industry due to the need for constant updating relevant to technological change.

Again, the characteristics of a training scheme for the Wilderness/Adventure Travel Industry will determine the broad spectrum of funding available to students. Unlike program funding however, access to student financing is dependent on the characteristics of the student applying, as well as the nature of the program to be taken.

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<sup>1</sup> Council for Yukon Indians

### 5.2.9 A Possible Program Model

In offering groups of courses which apply to the Wilderness/Adventure Travel Industry, it is likely that some courses will be seen as applying to several groups while others will be seen as of special interest to only one group.

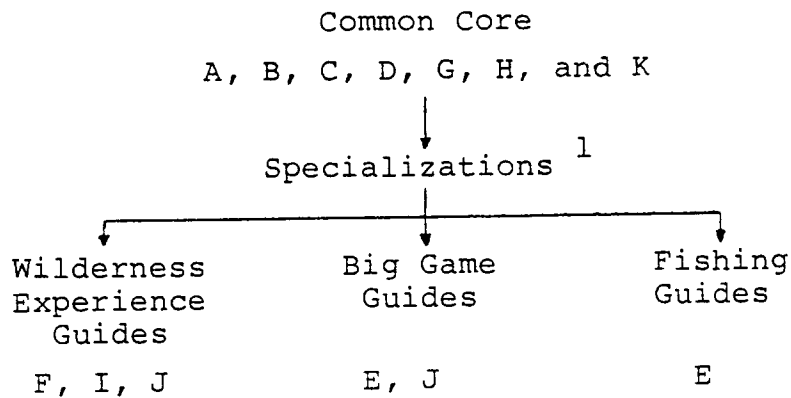
Example:

Course	Wilderness Experience Guides	Big Game Guides	Fishing Guides
A	X	X	X
B	X	X	X
C	X	X	X
D	X	X	X
E		X	X
F	X		
G	X	X	X
H	X	X	X
I	X	X	
J	X	X	
K	X	X	X

Where interest in courses is common among all groups, it is the usual practice to form a category of courses known as 'core courses'. In the situation preceding these would be A, B, C, D, G, H, and K and would be offered to all students in common. Other courses, that is E, F, I, and J, are known as specializations and are offered to each specific group separately, although on a lower economy of scale. Specializations may or may not be offered as part of the program package, but may be offered and scheduled separately as professional development or upgrading courses.



The arrangement of courses into a program thus becomes:



- Note that in this arrangement, an overlap in specialized interest is still possible.

General Comments:

1. Economy of scale is important not only in making the best use of resources, but in providing sufficient resources to offer a high quality service. While it is true that in a common core, some degree of special interest is lost, such loss is negligible in comparison to the benefits.
2. Wherever possible the number of specialized courses is limited in comparison to the total number of courses. Specialized courses may not be included in the program, but may be offered on a different basis.
3. Access for purposes of upgrading existing employees or employers is much more a matter of scheduling within the regular program than it is of scheduling special courses.

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<sup>1</sup> May or may not be offered as integral to the program package; see previous page.

### 5.3 Standards, Certification and Licencing

#### 5.3.1. Overview

Standards, certification and licencing are the usual means by which potential or existing industry problems are controlled. Existing or potential industry problems in Yukon are client protection, resource protection and dollar generation for Yukon's economy.

Currently, client protection is not a problem with Yukon industry, as there have been no major accidents involving clients, however, there may be a potential problem where safety is a matter of good luck rather than good management, and the Yukon Government's aim should be to have adequate client protection procedures followed by all industry members, not just for the immediate safety of the client, but also for the reputation and growth of the industry.

Resource protection is controlled by the Yukon Government for big game guiding, and by Federal fisheries for fish guiding. There are no major concerns with either area at this time. Currently, resource protection is not practiced on a formal basis in the wilderness experience guiding industry sector, and while it is currently not an issue in this sector,

there is a potential for future problems arising from use of the resource, and from multiple use conflicts with other resource users such as placer mining, and non-Yukon operations. Government should thus be prepared to identify and handle problems arising in the immediate future.

In the case of big game guiding, dollar generation for the Yukon economy has been a government concern for a number of years, and has resulted in designation of hunting areas, and regulations detailing the amount of Yukon ownership for businesses operating in Yukon. Similar issues apply in the fishing guiding and the wilderness experience guiding sectors, with concerns being expressed by wilderness experience guiding sector's members in relation to guides and businesses, headquartered in the south, having a decided marketing advantage because of their proximity to large centres of population, and yet using Yukon resources for their tours. There are also concerns about the lack of revenue left behind in Yukon, quality of guides and services, and environmental standards of some of these companies.

These three issues, client protection, resource protection and dollar generation can be dealt with in a number of ways, depending on the degree of government intervention

deemed necessary, and noting that government intervention is usually more effective with industry support:

- (a) industry could take on resolution of the problem
- (b) government could intervene on either of two levels, the guide level, or business level;
- (c) government could opt to support compulsory or voluntary standards at either level;
- (d) government could obtain standards by supporting their development by industry;
- (e) government could develop standards itself; or
- (f) government could work cooperatively with industry in establishing standards.

In section 5.4 and 5.5 these theoretical options are considered and weighed in light of summarized data, and the Yukon situation.

### 5.3.2 Guide Standards Summary

#### Reasons for Guide Standards

Industry objectives in implementing guide standards are:

- (a) to increase business for association members;
- (b) to safeguard industry from substandard operations through promotion of association standards and marketing of association members;
- (c) to increase safety levels in the industry;
- (d) to obtain group insurance at reduced rates; and
- (e) to protect the resource and thus ensure long term viability of the industry.

Government objectives include public safety and protection of the environment; while industry-government objectives are safety, protection of the environment, and protection of the industry.

#### Control of Standards

There are three methods of controlling standards in Canada and Alaska: by industry, by government, and by industry-government jointly. Industry control is used for standards of first aid, canoeing, ski tour leading, mountaineering and for general wilderness experience guiding in Alaska. Government control is used in National Parks; and for all big game guiding, while industry-government control is used in river rafting in British Columbia.

#### Evaluation Criteria

In the jurisdictions examined, wilderness experience guide governing bodies generally use three different experience criteria for evaluating candidates to their standards: skills, experience and local knowledge. Some governing bodies require a demonstration of competency in only one area while others require a demonstration of competency in all three. Citizenship and residency are not used as criteria for any of the standards examined, while local knowledge is required to meet most standards, except those related to specific technical skills; ie, canoeing and first aid.

Evaluation criteria for big game guide standards throughout Canada contain the same basic requirements: citizenship, experience, and local knowledge, residency being an additional common criteria. Generally, skill tests are not used in Canada, nor are standards for experience rigid. In comparison, Alaska applies more rigid standards, including a written exam for fishing guides.

National Parks maintain the most extensive evaluation process, which parallels the process used in evaluating other forms of guiding.

#### Current Wilderness Experience Guide Standards

Yukon and most of the provinces do not have comprehensive wilderness experience guide standards; Alaska is the only area with a widely recognized and comprehensive standard. Canadian standards are in effect for the following industry sectors: first aid, canoeing, rafting, ski touring, ski instructing, heliskiing, mountaineering and avalanche safety. These standards are not, however, always recognized in, or applicable to all area of Canada.

#### Current Big Game Guide Standards

In all jurisdictions reviewed, big game guide standards are controlled by Government. In Canada, the wildlife management agencies within the respective provincial/

territorial governments have control, while in Alaska, the government division concerned with occupational licencing has control.

#### Current Fishing Guide Standards

There are no fishing guide standards in Yukon nor in most of the areas reviewed, with the exception of National Parks and Manitoba.

#### 5.3.3 Certification and Licencing Summary

The following section presents an integrated analysis of certification and licencing data.

In reviewing certification and licencing procedures in other jurisdictions, it is apparent that licencing is used by government as a means of exerting control over a standard, while industry bodies typically certify candidates meeting their standards. There are two forms of control exercised through the process of licencing, one is control of a guide standard, and the other is control of a business standard.

#### Certification and Licencing of Businesses Summary

Certification and licencing of businesses by government

is practiced in the big game guiding industry, in river rafting in British Columbia, and in National Parks, sometimes using a concession system. The purpose of this certification and licencing is to protect the resource and client, however, in river rafting, client safety is the main purpose. One noteworthy criteria for business licencing is mandatory proof of liability insurance, which applies to river rafting and big game outfitting in British Columbia.

#### 5.4 Guide Standards, Certification and Licencing Development Considerations

##### 5.4.1 Introduction

As has been presented, guide standards may be controlled by government, by industry, or by government and industry jointly, and upon achieving a standard a guide is generally certified by the body controlling standards. Licencing is applied by government in order to permit only those achieving the standard to guide. This is done where strict controls are required over guiding activities in order to protect the resource or to protect the client.

Before reviewing the options for Yukon industry, it is useful to examine current practices among Yukon trades



and professions as to which bodies have control, and the extent of such controls over trades and professions.

Usual among Yukon trades are voluntary standards and certification for each trade (the requirements for qualification being skills acquired through training, experience through on-the-job training, and exams), but not a licencing process. Control of the standard is generally in the hands of a joint industry-government committee, while incentives for potential tradespeople to meet standards take three forms:

- (a) increased public confidence in utilizing the services of a certified tradesperson versus a non-certified tradesperson, thus benefiting employers employing certified tradespeople;
- (b) unions generally insist that a certified tradesperson qualifies for a higher rate of pay than a non-certified tradesperson;
- (c) union agreements may specify that only certified tradespersons be employed on certain jobs.

Whether these same or similar incentives will come into play in the wilderness guiding sector remains to be seen; however, the desire to meet standards can easily be created if there is support for the standard from both industry and government.

In one trade, electrical, only certified and licenced tradespeople are allowed to practice because of the high

risk to the consumer should any errors be made.

Some Yukon professions - doctors, dentists and lawyers - are licenced in order to practice in Yukon, while some are not - accountants, engineers and chiropractors. Control of Yukon professional standards is usually in the hands of the government.

In conclusion, only those tradesmen and professionals involving high risk to the consumer are licenced. Further control of trades standards is generally administered by government, on the advice and direction of a joint government-industry committee.

#### 5.4.2 Options

As the big game guiding industry currently has standards and licencing procedures and the fishing guiding sector has few guides, and thus does not need regulation at this time, the following examination will concentrate on development considerations in the wilderness experience guiding sector. There are four options for development; option one is to develop a tightly controlled compulsory system including licencing, while the other three options are to develop voluntary standards only, but to do so by different means.

Option 1. Legislate compulsory standards certification and licencing for the wilderness guiding industry

This option would see government, or industry-government devise guide standards, and government legislate these standards into a licencing procedure that would allow only licenced guides to operate in the Yukon.

Advantages

There would be minimum guide standards developed with industry approval and applied on a compulsory basis to all wilderness guides and Yukon wilderness guiding businesses thus guaranteeing that at least a specified guide standard would be in effect.

Disadvantages

- (a) Initiation of legislation is a costly and lengthy process, and the final result may not achieve the aims of the licencing; this would fail due to problems associated with defining a level for the standard. If the level is too low or misdirected it will not significantly improve the situation. If it is too high, some present industry members may not qualify, thus possibly reducing the size of the industry.
- (b) Some industry members may face costs associated with the lost time caused by training and upgrading guides in order to meet the legislated standard.

This option has precedent in other jurisdictions, but only where specific guiding activities were perceived to threaten public safety. Given the safety record of Yukon industry, which to date is good, there is no

applying precedent, and there appear to be no major benefits to this option.

Option 2. Voluntary standards and certification controlled by government

Government has the option of developing a voluntary system of standards and certification for wilderness guides in order to encourage wilderness experience guides to meet the standards. Incentives could be offered to those guides achieving minimum standards of competency. There are two forms of government incentive in which industry members may be interested: marketing opportunities, and training opportunities. Marketing incentive could be based upon a government decision to advertise only those businesses whose guides meet minimum standards, or to market those businesses more intensively. A training incentive would be to support guides meeting minimum standards or those who desired further training.

Advantages

The system would be voluntary, and would not limit businesses to meeting requirements in order to work in the Yukon.

Disadvantages

- (a) Total government control would not be exerted over the whole industry sector, thus opening the possibility for an industry member using poor quality guides to give the whole industry a bad reputation.

- (b) An arbitrarily developed standard may not reflect the wilderness guiding sector's own needs and objectives.

Option 3. Leave control of voluntary standards up to industry

In this option, government would not work to develop guide standards, but instead would encourage industry to develop standards when and if it sees fit. By doing this, government would hope that the wilderness guiding sector regarded standards as having value, and therefore accepted the responsibility to set standards. Government would further hope that any standards instituted would allow for its own aims, instead of diverging, and furthering an aim of industry that may be contrary to government. If industry desired support from government for its guide standards, these standards would encompass and be controlled by a broad section of the industry, and would allow for government interests. For example standards would be inclusive of non-Yukon residents and anyone permitted to work in Canada.

Advantages

- (a) Industry standards remove from government the burden of developing a knowledgeable bureaucracy to deal with the standards issue, thus reducing government interference, and government costs.
- (b) The standard could also reflect industry priorities.

- (c) Guides would still maintain freedom to operate within or outside of industry associations.

#### Disadvantages

Industry control, at its worst, could be self-serving, and variable in standard level.

#### Option 4. Industry-government cooperation in designing and monitoring a voluntary standard

Cooperation between industry and government would be used to develop a voluntary standard that reflects the aims of both industry and government. This could be accomplished through the use of an advisory committee composed of representative industry members, and government officials from the departments of Tourism, Education and Renewable Resources. This Committee could review the information and recommendations of this report to arrive at a concensus. The standards would then be adopted by industry and government as a voluntary standard, and administered by a standards committee made up of industry members solely, or industry and government members.

#### Advantages

Industry knowledge and experience are utilized to produce a better standard, while the problems that can be encountered with industry control are negated.

### Disadvantages

It is possible that there may be a lack of consensus within industry and government.

It is noted that in this option, disadvantages are far outweighed by the advantages, and that this form of cooperation would appear to be very workable in Yukon.

### 5.5 Business Licencing: Development Considerations

Three issues have been raised by Government and industry which could be resolved by business licencing, client protection, resource protection and protection of local business.

#### 5.5.1 Client Protection

Although there have been no major accidents attributable to the wilderness adventure travel guiding industry, there are concerns that the industry should be safe and that any accident may have serious consequences for the future of the industry. Three options are possible in response to this issue.

#### Option 1. Legislate a minimum standard for all guides and equipment

This option has been reviewed in the discussion of guide

standards, and discarded.

Option 2. Legislate equipment standards

This legislation could cover such subjects as the condition and type of equipment required for specific types of trips. These equipment standards are available: for canoeing - BCRCAs; rafting - Canada Shipping Act; Cross-country skiing - CSA Tour Leader Programme; mountaineering - UIAA Union International Association Alpinism; wilderness first aid - CSA and Tour Leader Programme; Helicopter Guide Standards; and Rafting Regulations.

Disadvantages

The major problem would be in policing equipment standards since inspectors would require training, and must be available to apply these standards.

Option 3. Legislate mandatory possession of liability insurance

In order to obtain liability insurance, the requesting business must demonstrate that their business is being run safely. This option has precedence in the river rafting industry sector in British Columbia and big game hunting in British Columbia. The amount of insurance there is \$500,000.



### Advantages

- (a) Realizing that increased premiums will result if there is any claim on the insurance, the business is under an economic incentive to practice good safety procedures.
- (b) There is less likelihood of an accident to one business harming the rest of the industry, given that accident victims will be compensated, possibly causing less publicity than would otherwise be the case.
- (c) The need for liability insurance may encourage a number of Yukon businesses to seek joint coverage in order to lower insurance rates. Such joint coverage generally causes the group to design safety standards that apply to the entire group.

### Disadvantages

- (a) Insurance rates tend to favor high volume operators, as there is often a minimum rate charged based on decreasing per person costs for increasingly higher volumes. Small volume operators are therefore at a disadvantage.
- (b) New businesses would face additional start up costs, at least until they could establish their credibility and take advantage of group rates.
- (c) An accident in another area may adversely affect insurance rates to the local industry in Yukon, since the industry is small and risk factors are likely to be calculated on a regional or national basis.

Given the relative advantages, this option would appear to have great merit in Yukon's situation.

### 5.5.2 Resource Protection

Wilderness experience guiding uses the resource in a subtle way, however since resource protection is an issue that will arise in the near future, resource protection measures must soon be initiated. To initiate resource protection measures two steps must be taken. First a current use assessment must be developed, and second an assessment of detrimental impact, based on use assessment data, must be made.

#### Options

Having established that there is a detrimental impact in a specific area there are several management options.

#### Option 1. Introduce a permit system that restricts use and possibly stages departures

This type of control is quite common in high use wilderness areas in Canada and the United States.

#### Option 2. Develop and apply an environmental code for the specific area

Examples of this option include restricted or prohibited fire usage, restricted camp site proliferation, and limited party size. Were this option adopted, it must be part of a broader control, on all resource users such as placer mining, hydro, forestry and mining exploration, to

establish the credibility of the system and to ensure its effectiveness.

### 5.5.3 Protection of Local Business

There have been concerns expressed by local businesses and some government departments that local businesses are unfairly susceptible to competition from "outside" businesses. This concern is based on the relative marketing advantage that "outside" businesses have specifically those located in large urban centres and offering a world range of tours, one destination of which may be to Yukon. Because of the variety of their tour offerings many of these companies have a following of repeat clients who travel the world with that company. In running a Yukon tour, "outside" guides and equipment are frequently used, leaving little or no money in the local economy. A prime example derives from the Tatshenshini River, which annually attracts approximately twenty commercial group departures, and generated approximately \$250,000. Little of this revenue stays in Yukon, because Yukon businesses do not operate on the river and "outside" operators do not use local facilities.

In addition to the loss of revenue issue, "outside" businesses have less vested interest in local resource protection due to the national and international

diversity of their offerings. Further, the quality of the clients' experience may not be as high because their non-resident guides, though technically capable, may lack the local knowledge to present a full Yukon wilderness experience.

Alternatively, by protecting local businesses money stays in the local economy, local employment opportunities are created, and lastly, there is a greater likelihood of resource protection.

Local businesses offer a number of advantages:

- (a) equipment, guides and transport are based here allowing the local industry to be responsive to new development opportunities and to changes in demand;
- (b) much of the revenue generated goes into the local economy;
- (c) the local knowledge of guides can often create a more meaningful and therefore higher quality tour;
- (d) local businesses have a greater vested interest in protecting the local resources upon which they depend.

The problem faced by local businesses are remoteness from market, limited destinations in comparison with many "outside" operators, and little public recognition in southern markets largely because of limited destination.

## Options

There are two legislative options which could direct revenue back into the Yukon.

### Option 1. Require that all businesses use local guides

#### Advantages

- (a) There would be greater local employment opportunities created in industry.
- (b) It would be expected that local guides would have greater local knowledge and a greater commitment of resource protection, possibly leading to a higher product quality.

#### Disadvantages

- (a) Such legislation may unfairly deter non-resident companies as some companies may not from experience know the quality of local guides, and their own guides may in fact be of higher quality.
- (b) There may be a shortage of local guides capable of leading a new or specialized trip particularly to a new Yukon destination.
- (c) Local guides may become dependent on the entrepreneurial skills of non-residents thus avoiding local business development.

There are no precedents for this form of control in the Canadian wilderness experience guiding sector. Big game guides in British Columbia must be British Columbia residents, however, residency is not required in Yukon, in part because of the shortage of Yukon big game guides. This option has little merit.

Option 2. Require that all guiding services in Yukon must be a minimum of 50% Yukon owned

There are two ways that an outside business could send tours to Yukon under this circumstance; they could use a local business to run the trip, or they could look for a Yukon partner for their Yukon tour.

Advantages

- (a) there would be a greater amount of generated revenue staying in the Yukon.
- (b) there would be a greater likelihood of local commitment to safety and resource protection.
- (c) there would be an opportunity for the local operator to gain market presence through the wholesaler.

Disadvantages

- (a) This form of control may deter outside companies from operating in Yukon, given that the outside operator must either find a local business to run the trips here, or find a local partner to establish their own business here.
- (b) Trips operating through multiple jurisdictions would be exempt from these requirements, or be faced with severe logistical problems.

Big game outfitters in British Columbia and Yukon are controlled in this fashion in order that outfitting areas remain locally controlled, however, there is no precedent for this form of control in the Canadian wilderness experience guiding sector.

The issue of protection of local businesses, whether there should or should not be local protection, and what, if any, form protection should take is not easily resolved even when options are outlined in detail. This difficulty is entirely due to the fact that any resolution is philosophical and political in nature i.e. free enterprise vs protectionism. As such, this issue cannot be resolved within the scope of this report, and no recommendation is made on this subject in Chapter 6.

CONCLUSION AND RECOMMENDATIONS

From an analysis of the foregoing, and in particular the content of Chapter 5, it is concluded that Yukon would be best served by the following proposal.

6.1 Wilderness/Adventure Travel

Industry Development Programme

*Recommended that a multi-faceted programme involving guide development, business development and marketing, and resource protection and management, be introduced to develop the Wilderness/Adventure Travel Industry component of Yukon's tourism industry.*

This overall programme would concern itself with industry development and market development, based on the findings of the "Industry Overview and Development Strategy" report in the Wilderness/Adventure Travel Industry series. This report forms the basis for the development of sub-programmes. The first relates specifically to guide training standards and certification; and the second to licencing of Wilderness Experience guiding businesses.

*It is recommended that the guide training, standards and certification sub-programme be known as the Guide Development sub-programme, and consist of the following two components:*



- (a) *voluntary guide standards with a system of incentives, leading to voluntary guide certification, applicable to wilderness experience guides only; and*
- (b) *voluntary guide training, with incentives, applicable to all sectors of the wilderness/adventure travel industry.*

*It is also recommended that compulsory Wilderness Experience Guiding and Fishing Guiding business licencing, requiring liability insurance as its main criteria for eligibility, be adopted. It is recommended that this second sub-programme be developed to create an effective and beneficial licencing system for Wilderness Experience and Fishing Guiding Businesses.*

Combined, the two sub-programmes are designed to meet five basic objectives, which are directly related to the issues discussed in Chapter Five:

- (a) to develop a vital wilderness/adventure travel industry in Yukon;
- (b) to increase the marketability of Yukon as a wilderness/adventure travel destination;
- (c) to develop regional expertise and Yukon business towards increased employment, revenue and retention of revenue in Yukon;
- (d) to contribute to overall wilderness resource management and protection and;
- (e) to promote continued client protection and safety during periods of planned industry growth.

## 6.2 Sub-Programme Components

### 6.2.1 Standards and Certification

The standards and certification portion of the Guide Development sub-programme concerns itself with standards of guiding practice, and consists of two elements: definition of a basic guiding standard, and recognition

through a certification process of candidates who qualify for the standard.

In reviewing the professional skills required for different types of guiding in the three industry sectors, it was found that in wilderness experience guiding the scope and depth of skills possessed by guides varies widely. Of the remaining two sectors, big game guides were found to be more homogeneous in the variety of skills required, each guide being required to meet certain general levels of expertise and experience prior to obtaining a guiding licence issued by the Department of Renewable Resources. The third sector - fishing guiding - was found to be a small industry, with few members, little organization, and little need for advanced guiding skills. For these reasons, it is proposed that a system of guiding standards be adopted for wilderness experience guides only.

Based on practice to date, there is no apparent need for control of guiding activities, among wilderness experience guides. However, due to the need for planning, the need to build upon the sector's strengths and professionalism, the need to enhance the viability of the sector as a source of income for Yukoners, and the need to protect the fragile natural resources upon which the sector is based, some degree of control is necessary.

The most workable method of "control" is considered to be self-imposed control.

*It is recommended that wilderness experience guide standards be voluntary, with a recognizable level of achievement indicating the professionalism of the guide to both employers and to potential clients. The level of such a recognized standard should be intermediate, to make it worth achieving, accessible to most guides, and credible. The scope of the standard should be broad, first, in order that one overall standard may apply to all current forms of wilderness experience trip leadership, and secondly to provide flexibility for the future.*

It is concluded that though there are many varieties of wilderness experience trips, ranging from low risk day trips to advanced trips into remote areas or into more demanding environments, there are certain skills, attitudes, and kinds of experience which are fundamental to nearly all of these forms of guiding. The proposed standard is directed at recognizing these fundamentals.

The voluntary nature of the standard is crucial for its acceptance and for its implementation. Many wilderness experience guides frequently attend courses set to specific standards and do so without any incentive other than personal achievement and the benefits of increased flexibility in their operations. The role of the over-all standard therefore is to encourage all guides to develop a well-rounded set of skills, experience and attitudes to enhance guide versatility,

and to provide guides, and employers with a credible attribute for use in marketing.

*It is recommended that five elements made up the proposed standard:*

- (a) local knowledge of Yukon;
- (b) general experience in wilderness settings;
- (c) first aid;
- (d) experience in guiding in Yukon; and
- (e) expertise in specific skills areas.

These elements were selected as being necessary for a well rounded Yukon guide standard. The actual make-up of this standard is outlined in Table 12.

Table 12

Yukon Certified Guide Standard

Evaluation Criteria	Required Level of Achievement Via Training	Alternative to Training	Measure of skill/knowledge
LOCAL KNOWLEDGE OF YUKON	Y.C.G. specific courses	2 months of Yukon wilderness experience	log book or written verification or Y.C.G. course certification
GENERAL EXPERIENCE IN WILDERNESS	practical experience gained through YCG course plus 50 days or nights out with 4 trips of 7 days or more	wilderness experience gained over at least 3 years with 100 days or nights out with 4 trips of 7 days or more	log book or written verification or written verification and YCG course certification.
FIRST AID	St. John's (basic)		Standard certification or higher
EXPERIENCE IN GUIDING IN YUKON	practical experience gained through YCG course	30 days of experience as guide or assistant guide in Yukon	log book or written verification of YCG course certification
SKILLS ( see detailed list)	YCG courses	parallel proficiency with specified YCG courses	TEST or YCG course certification

**GRANDFATHER CLAUSE:** Applicants applying for the certification under the guide standard in the first year, guiding with five years of Yukon wilderness experience including 100 nights out in Yukon and with a current St. John Ambulance First Aid Certificate, may be certified without evaluation under other criteria.

Since the standard is voluntary, there are likely to be three basic categories of guides under the standard.

- (a) those who do not meet the standard, either by choice or due to insufficient qualifications;
- (b) those who do meet the standard, and are certified as having done so; and
- (c) those who are certified as having met the standard but who actually exceed the general standard.

Table 13 outlines these three categories of guides, and the incentives which should be offered to guides participating in the standards and certification process.

Table 13

VOLUNTARY STANDARDS

Guide Category	Programme Response	Guide Response(s)
Does not meet certification standard	training assistance to reach standard provided to Yukon residents	participate or not participate
Meets general standard and is certified	Assistance for Yukon residents to maintain currency of certification; limited training assistance to Yukon residents to extend skills; extensive marketing assistance to Yukon and non-Yukon based employers	seek further professional development, if interested; maintain currency of certification; seek improved employment opportunities
Certified guide exceeds general standard with advanced qualifications	assistance to Yukon residents to maintain currency of certification and advanced qualifications; extensive marketing assistance to Yukon and non-Yukon based employers	maintain currency of certification and advanced qualifications; seek improved employment opportunities

Guides who are certified, either by completing necessary courses for upgrading, or by demonstration of skills to the satisfaction of an industry standards committee, would be designated as Yukon Certified Guides.

*It is recommended that the designation, Yukon Certified Guide, as a recognition of professionalism, be used in marketing both guides as employees and guide employers regardless of whether or not the employer is a Yukon based company.*

For the guide, recognition as a Yukon Certified Guide will establish the Guide's professionalism in seeking employment. For the employer, whether in Yukon or elsewhere, marketing the concept of Yukon Certified Guides to potential clients is an expression of guide professionalism and trip quality comparative to competitive destinations, and thereby provides an incentive to employ such guides.

*As further direct incentive to all employers, and as an indirect benefit to the guide, it is recommended that all wilderness experience guiding businesses employing only Yukon Certified Guides as Yukon trip leaders be given preferential marketing assistance by Tourism Yukon.*

*It is recommended that a further incentive to Yukon-based firms be development assistance from Tourism Planning & Development Branch, involving tour development assistance, business management assistance, and financial incentives to expand on or upgrade specific portions of the wilderness experience guiding business and its product.*

### 6.2.2 Training

With a standards system in place consisting of current big game guiding standards and recommended wilderness experience guiding standards, voluntary training courses are required by existing guides to obtain upgraded qualifications and by non-members of the wilderness experience guiding sector to have access to skill development for personal and professional reasons.

Analysis of training interests among the three guiding sectors indicates that a common group of core courses are of interest to a majority of respondents, and that this concept is the preferred alternative in establishing a Guide Development training program, since it is impossible to cater to all interests.

*It is recommended that a program of core courses be offered to assist candidates in meeting standards applicable to their sectors, and thus enabling certification. These courses would be developed and monitored with industry support and offered through the Advanced Education and Manpower Branch of the Department of Education.*

*It is recommended that four general courses be developed as a program, to be supplemented by an intensive field experience session, as follows:*

- (a) natural and local history of Yukon;*
- (b) leadership skills;*
- (c) wilderness skills, offered in modules to meet sectorial needs;*
- (d) first aid;*
- (e) field experience using an area such as Rose Lake Camp.*

Table 14 outlines the structure, timing and content of the training program in more detail.

The actual timing of course offerings will depend upon their specific content, however, it is proposed that approximately four months, March through June inclusive, would be required for a candidate to complete all five elements in order to be useful to a guiding business during the current summer's guiding season. Over these four months, candidates would gain exposure to winter and spring conditions. A graduate of these courses would not be recognized as a fully qualified guide without first demonstrating that he/she has extensive wilderness and guiding experience.

*Beyond this general core, it is recommended that additional courses in specialized or advanced skills particular to the needs of individual sectors be offered based on demand and availability of resources.*

This approach limits the magnitude and complexity of the program while allowing flexibility once the initial demand supporting the standards requirement is met. Advanced courses that could be offered might include such topics as, field care of big game trophies, avalanche knowledge, and small engine maintenance.



TRAINING TO BASIC STANDARD FOR SECTOR CERTIFICATION

Core skill/Knowledge	Courses Title	Existing Course	Modified Course	Source	Locally Developed Course	TO BE OFFERED		Theory/ Practical	Approx. Hours	Timing
						Locally	Outside			
local knowledge natural history local history	Natural and local history				X	X		60/40	50-75	day/evening III: May/June II: March/April
Leadership, client-guide relations, guide ethics and responsibility	leader-ship skills		X			X		N/A	50-75	day/evening March-April 401 May/June-601
Woodsmanship mapping cooking, firelighting safety, water safety, weather, etc.	wilder-ness skills modules aimed at specific guiding sectors		X			X		40/60	150-200	March-June
first aid	first aid	X		St. Johns (basic)		X		50/50	20/40	March-April
practicum	field experience				X	X		0/100	10 days	June

10-14 weeks  
March-June

Eligibility for training courses is dependent upon the candidates age, level of reading and mathematics, and upon the candidate's background and reasons for entering the programme.

*It is recommended that adults (18 years of age and older) only be admitted, and that they meet minimal literacy standards.*

The program must be universally accessible to existing guides in keeping with objectives geared to upgrading industry operation and standards. The resulting variety of entrance skills will dictate that instructional methods be flexible and geared to individual needs. i.e. emphasis on listening as opposed to reading as a means of learning; oral tests as opposed to written tests.

*A priority system is recommended for admission of candidates, given a capacity of twelve students in any one program offering.*

*It is recommended that Yukon residents be given preferential treatment in admissions and in assessed fees for courses within the training program.*

Admission Priorities

HIGHER PRIORITY

1. Candidates currently employed in the industry and wishing to enroll in the entire program.
2. Related professionals/para-professionals wishing the enroll in the entire program.
3. Candidates currently employed in the industry and wishing to enroll in part(s) of the program.
4. Members of the general public wishing to enroll in the entire program.
5. Related professionals/para-professionals and wishing to enroll in part(s) of the program.

LOWER PRIORITY

The estimated cost for the training program per offering is as follows:

O + M (based on average of \$35 per day per training seat  
x 12 seats)

50 days = \$21,000            exclusive of practicum costs  
70 days = \$39,400

practicum = \$10 - \$15,000 - use of service contracts  
for delivery, equipment,  
transportation, food,  
rental, etc.

Capital - N/A

Total \$31,000 - \$44,000

### 6.2.3 Licencing

The third component of the Guide Development sub-programme is that of licencing.

The advantages and disadvantages of licensing, and the issues which could be met by some form of licencing, were considered in Chapter 5.

It was found that big game guiding businesses are currently licenced by the Department of Renewable Resources, while the other two guiding sectors, those involving wilderness experience trips and fishing trips, require only a general licence obtainable through Yukon Government Corporate Affairs.

*It is recommended that special licences be required to operate Yukon wilderness experience guiding businesses and fishing trip guiding businesses. Since these businesses derive commercial benefit from usage of Yukon's natural resources, responsibility for issuing specialized licences should be taken over by the Department of Renewable Resources and replace the standard business licence. A sliding fee structure should be developed that distinguishes between businesses based in Yukon, those based elsewhere in Canada, and those based outside of Canada.*

The criteria for obtaining an annual licence would be limited to three considerations. First, the applicant business must show proof of \$500 thousand in liability insurance; second, the applicant must provide Renewable Resources with detailed trip and related resource usage

information for the previous year; and third, the applicant must have abided by any restrictions and regulations imposed by Renewable Resources..

To be credible, the granting of licences places certain responsibility on the issuer.

- (a) by using its territory-wide network of conservation officers, Renewable Resources must accept responsibility for checking commercially operated wilderness experience and fishing trips to ensure that operators are appropriately licenced and that any operational restrictions are being adhered to;
- (b) offenders must be penalized;
- (c) in much the same way as hunting and sport-fishing data are compiled and published, resource usage data must be aggregated, analysed and published to benefit the industry supplying it;
- (d) to ensure that wilderness tour operators continue to have reasonable access to, and enjoyment of, Yukon's wilderness areas, an appraisal process must be put into effect with aims to provide balance between the interests of these operators and those of other wilderness resource users, including mining, hunting logging and road building.

### 6.3 Implementation

In order to achieve the conclusions made in Section 6.1 and 6.2 it is necessary to develop an advisory committee structure, and to define a sequence of development stages. Following materials outline recommendations in these two areas.

#### 6.3.1 Advisory Committee

*Recommended that an Advisory Committee be formed in order to facilitate:*

- (a) industry input into development; and*
- (b) cooperation between complementary agency and service users.*

The rationale for an advisory committee and several brief references to its possible structure and function are found in previous chapters. The table which follows summarizes recommended structure and functions in detail for the two sub-committees of this Advisory Committee.

Table 15

Advisory Committee on Yukon Guide Development Programme

Sub-Committee on Training

Sub-Committee on Standards and Certification

Role: Due to extensive duplication of membership within each subcommittee, the functions of a committee of the whole are not required: ie coordination of training development with development of standards and certification is accomplished by duplicate membership on both sub-committees; the use of the title 'Advisory Committee' is thus a matter of organizational convenience to group the two tasks under a common denominator

- to advise the Departments of Education and Renewable Resources, and industry on the development and operation of guide training
- to advise the Departments of Education, Tourism, and Renewable Resources, and industry on the development and operation of guide standards and certification
- Note that for each sub-committee the advisory tasks are at the onset focused on development, and following implementation, on continuing operation

Composition

Composition

- Department of Education, Advanced Education and Manpower Branch (Program Planning)
- Yukon Vocational and Technical Training Centre
- Department of Renewable Resources
- Yukon Outfitters Association
- Yukon Association of Wilderness Guides (2 members)
- Chairperson-Program Planning representative from Department of Education

- Department of Tourism
- Department of Education, Advanced Education and Manpower Branch (Program Planning)
- Department of Renewable Resources
- Federal Parks
- Yukon Outfitters Association
- Yukon Association of Wilderness Guides (2 members)
- Chairperson - Tourism Representative

Coordination:

- Chairpersons from the two sub-committees are responsible for coordination of the sub-committees and for liaison with major 'stakeholders'
- Coordination is also aided by the use of duplicate membership in the two sub-committees, as listed below
- Ongoing co-ordination and communication with departmental managers will be the function of the two sub-committee chairpersons.
- Secretarial support services will be provided for the training sub-committee by the Department of Education, and for Standards sub-committee by Renewable Resources and Tourism.

Specific Guidelines

Specific Guidelines

1. Curriculum:

2. Coordination of Training with Guide Standards

- review and confirm recommendations for adoption of existing courses and for program design.
- recommend content of modified courses
- recommend method for nomination of industry and related para/professional candidates
- assist in the design of a program evaluation model and participate in cost/benefit analyses from an industry perspective
- advise on continuing industry needs for alteration or additions to training courses - this would include the need for part-time courses, seminars, and other forms of continuing education

- review and advise on compatibility of training with guide standards
- review and confirm recommendations on standards and certification
- define and recommend specific skill standards
- define and recommend on the implementation and administration of standards and certification procedures
- monitor standards and certification content and processes and advise on alternations consistent with government objectives and industry needs
- confirm recommended incentives; further clarify recommended incentives; further clarify and make recommendations on training incentives and marketing incentives

Training sub-committee

Duplicate Members

Standards and Certification sub-committee

- Department of Education 1
- Renewable Resources 1
- Vocational Centre
- Yukon Outfitters Association 1
- Yukon Association of Wilderness Guides 2

- Department of Education
- Renewable Resources
- Yukon Outfitters Association
- Yukon Association of Wilderness Guides

General Guidelines:

1. Representation:

- Members must represent the views and interests of their respective source organizations (ie source organizations should provide representatives with a defined mandate to express representative opinions, and to develop recommendations; in cases where this is not possible, members would seek the consensus of their respective organizations on individual decisions).
- In all cases, members are required to maintain effective communications between their respective organizations and the sub-committee(s).
- Representatives from government will be delegated by the departments named.
- Representatives from industry organizations will be selected by consensus of the organizational membership or by executive mandate as allowed by the organization(s).
- Following phasing in of training, standards, and certification, membership should be rotational, but should until then, remain fixed so as to ensure continuity of development.

2. Procedures:

Records should be maintained of all proceedings.

- Decisions should be reached on an informal and unanimous basis whenever possible.
- Meeting frequency and times should be set, in the development phase as necessary to meet reasonable deadlines, and thereafter as often as necessary (e.g. 3 times yearly).



### 6.3.2 Development Phases

Development of the Yukon Guide Development programme is complex in terms of the number of variables which must be resolved and set in motion. For this reason, and also to ensure that certain required deadlines are met, development must be phased and paced.

*Recommended that development activities for the Yukon Guide Development programme be completed in sequence and according to the need for reasonable deadlines.*

The following table outlines a recommended sequence of events according to a reasonable time line. Footnotes at the end of the table add essential detail to various development phases.

Table 16

	1982	
Tourism budget process begins and includes consideration of marketing incentives	Sept	Department of Education to apply for training funds
Departments of Renewable Resources and Consumer and Corporate Affairs develop Wilderness Guiding Business Licence system	Oct.	subcommittees struck to review and confirm recommendations in Training Report
	Nov.	
Tourism budget process being finalized	Dec.	recommendations to Tourism on nature and scope of marketing incentives made by Standards and Certification sub-committee
	1983	
Agreement on skills standards and Certification sub-committee	Jan.	major decisions on training scheme and standards reached by both sub-committees; agreement reached on relationship between standards and training
Business licencing process begins	Feb.	acquire resources and begin recruitment of training candidates
recommendations on implementation and certification accepted and implemented	Mar.	training begins (first offering)
	Apr.	
	May	
	June	
	July	training ends (first offering)
		implementation process for marketing incentives begins for 1984 season
	Aug.	
	Sept	
	Oct.	
	Nov.	
	Dec.	
	1984	
	Jan.	Business licencing with liability insurance begins <sup>2</sup>
	Feb.	
	Mar	training begins (Second Offering)
	Apr.	
	May	
	June	training ends (second offering)
	July	

<sup>1</sup> Business licence required for all Wilderness Experience Guiding operators; trip data required for resource use in previous year.

<sup>2</sup> Business licence required for all Wilderness Experience Guiding Operators and trip data required for resource use in previous year. Proof of \$500,000 liability insurance mandatory.

APPENDICES

PROGRAM OBJECTIVES FOR WILDERNESS/ADVENTURE

TRAVEL INDUSTRY STUDIES

The objectives associated with developing a Program Plan for the Wilderness Guiding Industry in Yukon include the following:

1. (a) to establish, promote and strengthen wilderness guiding as a vocation as well as a professional visitor service industry in Yukon;
- (b) to provide the opportunity for existing practitioners to obtain additional knowledge and training in their chosen profession as wilderness guides;
- (c) to provide a training program for high school graduates and other residents whose acquired skills and training would enable them to seek employment in the wilderness guiding industry;
2. to create a permanent, career-oriented professional organization whose members will regulate and govern themselves in the delivery of goods and services to the general public;
3. to provide residents with employment and business opportunities associated with the wilderness guiding industry;
4. to provide for conservation and protection of the wilderness environment in order to insure a lasting future and continued positive growth in the wilderness guiding industry in Yukon;
5. to prevent wilderness resource exploitation by organizations and companies whose operations are controlled from outside of Yukon;
5. to provide valuable research data for planning purposes which is non existent and practically impossible to obtain through the present system of voluntary wilderness registration.

OPERATORS CONTACTED IN WILDERNESS/ADVENTURE

TRAVEL INDUSTRY MAIL SURVEY

Wilderness & Mountain Guides:      \*      = Survey Respondents  
    \*\*     = Late Respondents  
    \*\*\*   = Mailout Returned  
    x      = Phoned

- \* - Journey's North km 150 Haines Road
- \* - North Country Travellers, Box 14, Atlin, B.C. VOW 1A0
- x - Nortreks, Box 179, Atlin, B.C.
- \* - Yukon Expeditions, 2 Kluhini Crescent, Whitehorse
- \*\*x - Yukon Whitewater Recreation, Box 4478, Whitehorse
- Timberline Tours, Box 195, Atlin, B.C.
- \* - Wilderness Yukon Photography Tour, Box 577, Faro, Yukon
- \* - Wild & Woolly, Box 53, Carcross, Yukon
- \* - Canadian Nordic Ski Holidays, 312 Alexander, Whitehorse, Yukon
- \* - Yukon Pioneer Wilderness Camp, Fliederweg 3, 638 Bad-Homberg 6, Germany
- x - Northern Wilderness Travel (1980), Box 5270, Whitehorse, Yukon
- \* - Yukon Wilderness Unlimited, Gentle Adventures  
Box 4126, Whitehorse, Yukon J. Lammers
- \* - Kluane Adventures, Box 5334, Haines Junction, Yukon YO8 1L0  
B. Liddle - D. Thomas
- x - Paddle & Portage, 80 - 12th Avenue, Whitehorse, Yukon, Y1A 4K5  
E.L. Cathers
- \* - R & R Wilderness Guides, Box 22, Carcross, Yukon, YO8 1B0  
Geoff Rushant
- \* - Yukon Mountain & River Expeditions, Tagish, Yukon H. MacKenzie
- \* - Ecosummer Canada, Yukon Division, Box 5375, Whitehorse M. Williams
- \* - Llewellyn Enterprises, R.R. #1, Site 20, #30, Whitehorse Baumgartner

Tour Guides:

- \* - Goldrush River Tours, Box 4835, Whitehorse
- \* - Rainbow Adventure Tours, Box 72, Dawson City, Yukon 993-5209

Fishing Guides:

- \* - Brocklands Wilderness Camp, General Delivery, Carcross
- \* - Yukon Fishing Safaris, Box 5209, Whitehorse 668-2287
- \*\*\* - Tina Lake Wilderness Resort, General Delivery, Whitehorse
- x - Rancheria Hotel Ltd., Mile 710, Alaska Highway 851-6546 B.K. Sinning
- Dezadeash Lodge Ltd., km 202, Haines Road, Yukon J. Eckervogt
- \* - Major Evans, Tagish Bridge, Yukon Major A. Evans
- \* - Wolf Lake Wilderness Camp, Teslin, Yukon YOA 1B0 R.P. Fredrickson
- x - Tagish Taku Marine, 36 Oak Street, Whitehorse, Yukon Y1A 2B1  
W.I. Waycott
- Kluane Lake Cruises, Destruction Bay, Yukon YOB 1H0 B. Balderson
- \* - Grizzly Creek Lodge, Box 262, Watson Lake, Yukon J. Sorum
- x - The Halsteads, Teslin, Yukon D.A. Halstead 390-2608
- \* - Bob White's Fishing Trips, km 1722, Destruction Bay Bob White
- x - Morley Bay Fishing Services, General Delivery, Teslin, Yukon  
H.F. Morris 390-2581
- \* - Toobally Lakes Fishing Camp, Box 356, Watson Lake, Yukon  
YOA 1C0 L. Schnig
- Kluane Wilderness Lodges, Box 4730, Whitehorse, Yukon Y1A 4N6  
W. LaFave
- B & J River Camp, c/o Johnson's Crossing, Yukon Robert & Ida  
McCormick
- x - Timberpoint Enterprises Teslin, Yukon YOA 1B0 H.P. Foster  
390-2544
- \* - Yukon Fishing Safaris, Box 5209, Whitehorse, Yukon

Trail Rides, Miscellaneous & Unknown Services:

- Yukon Canoe Rentals, 6159 - 6th Avenue, Whitehorse 667-7773
- Yukon Hostelling Association, Box 4762, Whitehorse 667-4471
- Yukon Trails, General Delivery, Haines Junction, Yukon YOB 1L0  
Frank Sias
- Cross Bar Guest Ranch, Box 4533, Whitehorse, Yukon Y1A 2R8  
Fred Whymark
- Cottonwood Parks, 17 Tagish Road, Whitehorse, Yukon B. Schacker
- Sheba Holdings, General Delivery, Teslin, Yukon YOA 1B0  
J. Nisgaard
- \* - Jubilee Packtrains, Box 5299, Whitehorse, Yukon J. Jennings
- Sylvia Williams, Box 4482, Whitehorse (Trail Riding)

Big Game Outfitters:

- \* - Stan Reynolds, Box 108, Dawson City YOB 1G0
- Doug J. Low, Tagish, Yukon 821-4515
- \* - Pete E.S. Jensen, 58 Alsek Road, Whitehorse, Yukon Y1A 3K4  
667-2030
- \* - Rick Furniss, Box 5364, Whitehorse, Yukon Y1A 4Z2 667-2712
- \* - Bonnet Plume Outfitters Ltd., L & M Berard 809 Black Street  
Whitehorse, Yukon 668-2888
- \* - Don Marino, General Delivery, Carmacks, Yukon  
Radio Phone: 2M-2572 Carmacks
- Cam Drennan, General Delivery, Ross River, Yukon 969-2250
- \*\* - Art Mintz - P.O. Box 5088, Whitehorse, Yukon (M.F. Radio SQ 951)
- \*\* - Werner Koser, General Delivery, Ross River, Yukon 969-2210
- R.A. Dickson, 708 Minto Road, Whitehorse, Yukon Y1A 3X9
- \* - John L. Ostashek, General Delivery, Destruction Bay, Yukon  
YOB 1H0 Radio Phone 2M 3974
- \*\* - Vern Massard, P.O. Box 4264, Whitehorse, Yukon 633-3011
- \* - R.G. Hardie, #35 - 5 Klondike Road, Whitehorse, Yukon 667-7182
- \*\* - Belle Desrosiers, Box 4458, Whitehorse, Yukon 633-5273
- \* - Clay Martin, Box 4492, Whitehorse, Yukon 668-2586
- \* - David Young, Site 12, Compartment 24. Whitehorse, Yukon 668-4518
- \* - Klaas Heynen, 28 Alsek Road, Whitehorse, Yukon 667-2755
- R.G. Hassard, Teslin, Yukon YOA 1B0 390-2610
- Teslin Outfitters, Teslin, Yukon YOA 1B0 390-2559
- \* - Gordon M. Toole, Box 368, Watson Lake, Yukon 536-7346

APPENDIX C

POPULATION

In addition to the businesses directly involved in the organization and operation of Wilderness/Adventure Travel trips (Appendix B), the following organizations were contacted in relation to this study:

A. In Yukon

i) Yukon Territorial Government:

- Corporate Affairs
- Manpower & Labour Services
- Education & Recreation
- Justice
- Renewable Resources:
  - Parks & Historic Sites
  - Wildlife
  - Resource Planning
- Tourism and Economic Development
  - Tourism Marketing
  - Tourism Planning & Development
  - Economic Research & Planning
- Yukon Vocational & Technical Training Centre

ii) Government of Canada:

- Parks Canada--Kluane National Park
- Fisheries & Oceans
- Canada Employment & Immigration Centre
- Indian & Inuit Affairs

iii) Private Sector:

- Yukon Visitors Association
- Howard Paish
- C.P. Air
- Yukon Outfitters Association
- Yukon Association of Wilderness Guides
- Yukon Association of Mountain Guides



B. In Other Jurisdictions:

i) Northwest Territories:

- Tourism Branch, Gov't of the Northwest Territories
- Wildlife Branch, Gov't of the Northwest Territories
- Qaiivvik Ltd.

ii) British Columbia:

- Ministry of Lands, Parks and Housing; Gov't of British Columbia
- Ministry of Environment, Gov't of British Columbia
- Canadian Government Office of Tourism
- Northwest Community College
- Capilano College
- Outdoor Recreation Council of B.C.
- British Columbia Recreational Canoeing Association
- Canadian Recreational Canoeing Association
- British Columbia Institute of Technology
- British Columbia River Outfitters Association
- Western Guides & Outfitters Association
- Canadian Ski Association
- Professional Ocean Kayakers of B.C.
- Independent insurance consultants
- Westwater Research Centre
- Whitewater Adventures, a wilderne-s guiding business
- Outward Bound Canada

iii) Alberta:

- Dept't of Recreation & Parks, Gov't of Alberta
- Travel Alberta, Gov't of Alberta
- University of Calgary
- Blue Lake Centre, Gov't of Alberta
- Association of Canadian Mountain Guides

iv) Saskatchewan:

- Dept. of Tourism & Renewable Resources, Gov't of Saskatchewan
- Dept. of Northern Saskatchewan, Gov't of Saskatchewan

v) Manitoba:

- Dept. of Natural Resources, Gov't of Manitoba
- Red River Community College

- vi) Ontario:
  - Ontario Association of Wilderness Guides
  - Seneca College
- vii) Quebec:
  - W.3 - a wilderness guiding business
- viii) Alaska:
  - Dept. of Commerce & Economic Development, Gov't of Alaska
  - Division of Tourism, Gov't of Alaska
  - Dept. of Consumer Affairs, Gov't of Alaska
  - Alaska Association of Mountain & Wilderness Guides
  - National Parks Service, United States Government
  - Alaska Discoveries - a wilderness guiding business
- ix) Other:
  - Mountain Travel Inc., California - a wilderness guiding business.
  - Pacific Synergies, a wilderness guiding business

APPENDIX D

FOLLOW-UP ON THE QUESTIONNAIRE-TELEPHONE SURVEY - April 22, 1981

Big Game Outfitters:

By April 15, 1981, 11 of 20 outfitters had returned their questionnaire. On April 22, a telephone follow-up was done with the following results:

- 1) 2 outfitters had questionnaires on the way in the mail.
- 2) 1 outfitter did not receive his original questionnaire and was immediately sent another. This person sounded positive about the prospect of training during the interview.
- 3) 2 outfitters said that they were not interested in training and were not going to respond to the questionnaire at all.
- 4) 1 outfitter had strong reservations about training but indicated that he would send it in anyway.
- 5) 2 outfitters did not respond to the phone call on repeated attempts on two successive days - no answer.
- 6) 1 outfitter was not called - his whereabouts are not known.

With these facts in mind, it would appear that a return of 15 of 20 questionnaires is possible, but likely only 13 will eventually materialize. For purposes of determining training priorities in conjunction with Mr. Heynen, it is probable that the 11 we now have in hand will be the base.

Wilderness Guides & Fishing Guides:

Of the total of 47 operators, 19 had sent in questionnaires - 10 of whom were wilderness guides and 7 of whom were fishing guides. Two questionnaires, a river tour operator and a pack train operator, rejected training as a useful alternative for their businesses.

The follow-up telephone survey of 10 operators provided the following results:

- 1) Of five wilderness operators telephoned:
  - (i) Two did not answer the telephone.
  - (ii) One owner is out of the country.
  - (iii) One operator will send in questionnaire but is not offering trips in 1981.
  - (iv) One operator was not listed.
  
- 2) Of five fishing guide operations telephoned:
  - (i) One did not answer the telephone.
  - (ii) One was not listed.
  - (iii) Two are no longer guiding for economic reasons and will not send in questionnaire.
  - (iv) One owner was out of territory until mid May.

APPENDIX E

COMPARISON OF INTEREST IN TRAINING  
MEAN VALUE RATINGS BY  
GUIDING SECTOR

\* = Common Priority Topics

<u>TOPIC</u>		<u>WILDERNESS &amp; MOUNTAIN GUIDES</u>	<u>BIG GAME GUIDES</u>	<u>FISHING GUIDES</u>
FIRST AID	*	2.64	2.67	2.33
MAP & COMPASS		2.27	2.44	2.00
HUNTER SAFETY TRAINING		1.00	2.67	1.66
SEARCH & RESCUE		2.45	1.56	1.66
COMMUNICATIONS		2.45	2.22	2.00
WILDERNESS ETHICS	*	2.55	2.89	3.00
HUNTING REGULATIONS		1.18	3.00	1.66
FISHING REGULATIONS		1.82	2.33	3.00
WEATHER		3.00	1.89	2.33
CAMP COOKING	*	2.55	2.67	2.66
WOODSMANSHIP	*	2.82	2.89	2.33
U & M CAMP EQUIPMENT		2.09	2.89	3.00
SM. ENGINE MAINTENANCE		2.00	2.00	3.00
POWER BOATING		1.55	1.78	2.33
WRANGLING		1.27	2.89	1.00
PACKING		1.73	2.89	1.33
LAKE CANOEING		2.45	1.33	2.66

TOPIC	WILDERNESS & MOUNTAIN GUIDES	BIG GAME GUIDES	FISHING GUIDES
RIVER CANOEING	2.73	1.33	2.66
W-W CANOEING	2.82	1.33	2.00
W-W RAFTING	2.36	1.56	1.66
X-COUNTRY SKI TOUR	2.82	1.33	1.00
BACK PACKING	2.55	2.44	1.66
ROCK CLIMBING	2.18	2.00	1.33
MOUNTAINEERING	2.55	1.22	1.66
KAYAKING	2.45	1.33	1.00
AVALANCHE	2.73	1.44	1.33
WATER SAFETY *	3.00	2.33	3.00
GUIDE RESPONSIBILI- TIES & PROFESSIONAL ETHICS *	2.82	3.00	3.00
CLIENT GUIDE RELATIONS *	2.82	3.00	2.66
PERSONAL EQUIPMENT HYGIENE & FITNESS *	2.73	2.89	2.66
LEADERSHIP SKILLS *	2.73	2.89	2.00
GROUP MANAGEMENT SKILLS	2.73	2.33	2.33
FIELD CARE OF TROPHIES	-	3.00	-
HUNTING TECHNIQUES	-	2.89	-

TOPIC		WILDERNESS & MOUNTAIN GUIDES	BIG GAME GUIDES	FISHING GUIDES
NATURAL HISTORY OF BIG GAME SPECIES		-	2.67	-
HANDLING DANGEROUS & WOUNDED GAME		-	2.78	-
PHOTOGRAPHY	*	2.73	2.67	2.33
NATURAL HISTORY OF PLANTS	*	2.91	2.56	2.66
NATURAL HISTORY OF BIRDS	*	3.00	2.56	3.00
NATURAL HISTORY OF MAMMALS	*	3.00	2.67	3.00
LOCAL HISTORY KNOWLEDGE	*	2.82	2.44	2.66
GEOLOGY		2.73	1.78	2.33
ENVIRONMENTAL ISSUES	*	2.73	2.44	2.66
PRINCIPLES OF WILDLIFE MANAGEMENT		2.27	2.67	3.00
USE & CARE OF FIELD OPTICS		2.09	2.89	2.00

Based on summaries for each sector immediately following.

QUESTIONNAIRE SUMMARY-WILDERNESS EXPERIENCE GUIDES

Grant Leslie A.  
 Markya Williams  
 Wilderness Guiding  
 Researchers  
 DEPARTMENT OF EDUCATION

1. Do you have a need for training related to Wilderness Guiding?

	YES	NO	NOT APPLICABLE
(i) For Yourself:	3	7	0
(ii) For Present Employees:	1	1	7
(iii) For New Employees:	0	2	1

(PLEASE COMMENT)

2. Below is a list of topics which would be included in training courses offered to Wilderness Guides. Space has been left at the end of each category for you to identify any other skills or topics which you would like to see included.

For each skill/topic, please:

- (i) Indicate the degree of relevance the topic had to your type of Guiding Operation in 1980.
- (ii) Indicate what level of interest your operation would have in training for each skill/topic if it were offered as a training course.

RELEVANCE IN 1980			POTENTIAL COURSE TOPICS	INTEREST IN TRAINING			T	X
High	Low	Not Relevant		High	Low	Not Applicable		
<u>GENERAL KNOWLEDGE</u>								
9	1	0	FIRST AID	8	2	1	29	2.64
6	4	0	MAP READING & COMPASS USE	4	6	1	25	2.27
1	0	9	HUNTER SAFETY TRAINING	0	0	11	11	1.00
2	4	4	SEARCH & RESCUE PROCEDURES	7	2	2	27	2.45
1	7	2	COMMUNICATIONS (RADIOS & THEIR USE)	7	2	2	27	2.45
7	1	0	WILDERNESS ETHICS (WASTE HANDLING & DISPOSAL)	7	3	1	28	2.55
0	1	0	TROOP HUNTING REGULATIONS	0	2	9	13	1.18
1	1	4	TUONUMI FISHING REGULATIONS	2	3	5	20	1.82
3	2	0	WEATHER INTERPRETATION	11	0	0	33	3.0
—	—	—		—	—	—	—	—
—	—	—		—	—	—	—	—
<u>BASIC SKILLS</u>								
9	1	0	CAMP COOKING	7	3	1	28	2.55
7	2	0	WOODSMANSHIP & SURVIVAL	9	2	0	31	2.82
6	2	2	USE & MAINTENANCE/CAMP EQUIPMENT	5	2	4	23	2.09
4	1	5	SMALL ENGINE MAINTENANCE	5	1	5	22	2.00
2	1	7	POWER BOATING	2	2	7	17	1.55
0	1	9	WEAHLING	1	1	9	14	1.27
0	5	5	PARKING	3	2	6	19	1.73
6	4	0	LAKE CANOEING	6	4	1	27	2.45
7	1	0	RIVER CANOEING	8	3	0	30	2.73
5	3	2	WHITENATER CANOEING	9	2	0	31	2.82
1	2	7	WHITENATER RAFTING	7	1	3	25	2.36
1	2	1	CROSS COUNTRY SKI TOURING	9	2	0	31	2.82
2	1	0	BACK PACKING	7	2	1	28	2.55
1	5	2	ROCK CLIMBING	4	5	2	24	2.18
5	4	1	MOUNTAIN CLIMBING	6	5	0	28	2.55
2	2	6	CANYONING	3	0	3	27	2.45
3	1	1	AVAILANCE KNOWLEDGE	3	1	0	30	2.73
9	1	0	WATER SAFETY	11	0	0	33	3.0
1	0	0	Sled Dog Handling	1	0	0	—	—



RELEVANCE IN 1980			POTENTIAL COURSE TOPICS	INTEREST IN TRAINING			T	X̄
High	Low	Not Relevant		High	Low	Not Applicable		
<u>PROFESSIONAL &amp; PERSONAL QUALITIES</u>								
10	0	0	GUIDE RESPONSIBILITIES & PROFESSIONAL ETHICS	10	0	1	31	2.82
10	0	0	CLIENT - GUIDE RELATIONS	10	0	1	31	2.82
10	0	0	PERSONAL EQUIPMENT, HYGIENE & FITNESS	9	1	1	30	2.73
10	0	0	LEADERSHIP SKILLS	9	1	1	30	2.73
10	0	0	GROUP MANAGEMENT SKILLS	9	1	1	30	2.73
2	0	0	Marketing (Domestic & Foreign)	2	0	0		
1	0	0	Knowledge of Fed. & Y.T.C. Funding/Assistance	1	0	0		
1	0	0	Knowledge of Customs & Language Programs	1	0	0		
<u>HUNTING SKILLS (FOR BIG GAME OUTFITTERS &amp; GUIDES ONLY)</u>								
--	--	--	FIELD CARE OF TROPHIES	--	--	--		
--	--	--	HUNTING TECHNIQUES (STALKING, TRACKING, ETC.)	--	--	--		
--	--	--	BIG GAME (NATURAL HISTORY OF TROPH SPECIES)	--	--	--		
--	--	--	HANDLING DANGEROUS & WOUNDED GAME	--	--	--		
--	--	--		--	--	--		
--	--	--		--	--	--		
High	Low	Not Relevant		High	Low	Not Applicable		
<u>OTHER INTERESTS &amp; SKILLS</u>								
9	1	0	PHOTOGRAPHY	9	1	1	30	2.73
9	1	0	IDENTIFICATION & NATURAL HISTORY OF COMMON PLANTS	10	1	0	32	2.91
9	1	0	IDENTIFICATION & NATURAL HISTORY OF COMMON BIRDS	11	0	0	33	3.0
9	1	0	IDENTIFICATION & NATURAL HISTORY OF COMMON MAMMALS	11	0	0	33	3.0
8	1	1	LOCAL HISTORICAL KNOWLEDGE	9	2	0	31	2.82
8	1	1	GEOLOGY	8	2	0	30	2.73
8	1	1	ENVIRONMENTAL ISSUES	8	2	0	30	2.73
4	4	2	PRINCIPLES OF WILDLIFE MANAGEMENT	5	4	2	25	2.27
3	6	1	USE & CARE OF SPOTTING SCOPES & BINOCULARS	3	6	2	23	2.09
3	0	0	National Park Act & Regulations (philosophy)	3	0	0		
0	1	0	How to Deal with Problem Wildlife	1	0	0		
<p>3. If the courses which you have identified as being of "High Interest" were offered, how would they benefit your business? (PLEASE ELABORATE)</p> <p>1 0 0 Entomology 1 0 0</p> <p>1 0 0 Ichthyology 1 0 0</p>								
<p>4. If you wish, please comment further on any concerns you may have regarding guide training courses.</p>								
<p>Please return this questionnaire to us using the prepaid return envelope which we have enclosed by 30 March, 1981. Thank you for your comments.</p>								

QUESTIONNAIRE SUMMARY - BIG GAME OUTFITTERS

Gracie Lottie S  
 Mervyn Williams  
 Wilderness Guiding  
 Technicians  
 DEPARTMENT OF EDUCATION

1. Do you have a need for training related to Wilderness Guiding?

	YES	NO	NOT APPLICABLE
(i) For Yourself:	7	3	—
(ii) For Present Employees:	6	4	—
(iii) For New Employees:	3	1	1

(PLEASE COMMENT)

2. Below is a list of topics which would be included in training courses offered to Wilderness Guides. Space has been left at the end of each category for you to identify any other skills or topics which you would like to see included.

For each skill/topic, please:

- (i) Indicate the degree of relevance the topic has to your type of Guiding Operation in 1980.
- (ii) Indicate what level of interest your operation would have in training for each skill/topic if it were offered as a training course.

RELEVANCE IN 1980			POTENTIAL COURSE TOPICS	INTEREST IN TRAINING				
High	Low	Not Relevant		High	Low	Not Applicable	T	X
<u>GENERAL KNOWLEDGE</u>								
6	4	0	FIRST AID	6	7	0	24	2.67
2	7	0	MAP READING & COMPASS USE	4	5	0	22	2.54
6	7	0	HUNTER SAFETY TRAINING	6	7	0	24	2.57
0	5	4	SEARCH & RESCUE PROCEDURES	0	5	4	14	1.56
2	6	1	COMMUNICATIONS (RADIOS & THEIR USE)	3	5	1	20	2.22
9	0	0	WILDERNESS ETHICS (WASTE HANDLING & DISPOSAL)	8	1	0	26	2.89
9	0	0	FURCH HUNTING REGULATIONS	9	0	0	27	3.0
2	7	0	FURCH SPIRIT FISHING REGULATIONS	3	6	0	21	2.33
0	7	2	WEATHER INTERPRETATION	1	5	2	17	1.89
—	—	—		—	—	—	—	—
—	—	—		—	—	—	—	—
<u>BASIC SKILLS</u>								
8	1	0	CAMP COOKING	5	3	0	24	2.67
7	2	0	WOODSMANSHIP & SURVIVAL	8	1	0	26	2.89
8	1	0	USE & MAINTENANCE/CAMP EQUIPMENT	8	1	0	25	2.89
1	6	3	SMALL ENGINE MAINTENANCE	2	5	2	18	2.0
1	5	3	POWER BOATING	2	3	4	15	1.78
9	0	0	YRANGLING	8	1	0	26	2.89
9	0	0	PACKING	8	1	0	26	2.89
1	3	5	LAKE CANOEING	0	3	5	12	1.33
1	1	7	RIVER CANOEING	0	3	5	12	1.33
0	2	7	WHITENATER CANOEING	0	3	5	12	1.33
1	2	6	WHITENATER BAPTING	1	3	3	14	1.56
0	2	7	CROSS COUNTRY SKI TOURING	0	3	5	12	1.33
4	5	0	BACK PACKING	4	5	0	22	2.44
1	3	3	RICE CLIMBING	1	3	3	18	2.0
2	2	3	MINIATREERING	0	2	7	11	1.22
0	2	7	KAYAKING	0	3	5	12	1.33
0	2	7	AVAILANLIP KNOWLEDGE	0	3	5	12	1.33
1	5	1	WATER SAFETY	1	4	1	21	2.33
—	—	—		—	—	—	—	—

RELEVANCE IN 1980			POTENTIAL COURSE TOPICS	INTEREST IN TRAINING				
High	Low	Not Relevant		High	Low	Not Applicable	T	X
			<u>PROFESSIONAL &amp; PERSONAL QUALITIES</u>					
9	0	0	GUIDE RESPONSIBILITIES & PROFESSIONAL ETHICS	9	0	0	27	3.0
9	0	0	CLIENT - GUIDE RELATIONS	9	0	0	27	3.0
8	1	0	PERSONAL EQUIPMENT, HYGIENE & FITNESS	8	1	0	26	2.89
8	1	0	LEADERSHIP SKILLS	8	1	0	26	2.89
2	7	0	GROUP MANAGEMENT SKILLS	3	6	0	21	2.33
—	—	—		—	—	—	—	—
—	—	—		—	—	—	—	—
			<u>HUNTING SKILLS: (FOR BIG GAME OUTFITTERS &amp; GUIDES ONLY)</u>					
9	0	0	FIELD CARE OF TROPHIES	9	0	0	27	3.0
9	0	0	HUNTING TECHNIQUES (STALKING, TRACKING, ETC.)	8	1	0	26	2.89
6	3	0	BIG GAME (NATURAL HISTORY OF TROPH SPECIES)	6	3	0	24	2.67
8	1	0	HANDLING DANGEROUS & WOUNDED GAME	7	2	0	25	2.78
—	—	—		—	—	—	—	—
—	—	—		—	—	—	—	—
—	—	—		—	—	—	—	—
			<u>OTHER INTERESTS &amp; SKILLS</u>					
5	4	0	PHOTOGRAPHY	6	3	0	24	2.67
4	5	0	IDENTIFICATION & NATURAL HISTORY OF COMMON PLANTS	5	4	0	23	2.56
4	5	0	IDENTIFICATION & NATURAL HISTORY OF COMMON BIRDS	5	4	0	23	2.56
5	2	2	IDENTIFICATION & NATURAL HISTORY OF COMMON MAMMALS	7	1	1	24	2.67
4	5	0	LOCAL HISTORICAL KNOWLEDGE	5	3	1	22	2.44
1	7	2	GEOLOGY	1	5	3	16	1.78
4	5	0	ENVIRONMENTAL ISSUES	4	5	0	22	2.44
7	2	0	PRINCIPLES OF WILDLIFE MANAGEMENT	6	3	0	24	2.67
6	2	0	USE & CARE OF SPOTTING SCOPES & BINOCULARS	8	1	0	26	2.89
—	—	—		—	—	—	—	—
—	—	—		—	—	—	—	—

3. If the courses which you have identified as being of "high interest" were offered, how would they benefit your business?  
(PLEASE ELABORATE)

4. If you wish, please comment further on any concerns you may have regarding guide training courses.

Please return this questionnaire to us using the prepaid return envelope which we have enclosed by 30 March, 1981. Thank you for your comments.

QUESTIONNAIRE SUMMARY - FISHING GUIDES

Grant Leslie  
 Nancy Williams  
 Wilderness Guiding  
 Researchers  
 DEPARTMENT OF EDUCATION

DATA

1. Do you have a need for training related to Wilderness Guiding?

	YES	NO	NOT APPLICABLE
(I) For Yourself:	—	3	—
(II) For Present Employees:	—	7	—
(III) For New Employees:	3	—	—

(PLEASE COMMENT)

2. Below is a list of topics which would be included in training courses offered to Wilderness Guides. Space has been left at the end of each category for you to identify any other skills or topics which you would like to see included.

For each skill/topic, please:

- (i) Indicate the degree of relevance the topic had to your type of Guiding Operation in 1980.
- (ii) Indicate what level of interest your operation would have in training for each skill/topic if it were offered as a training course.

RELEVANCE IN 1980			POTENTIAL COURSE TOPICS	INTEREST IN TRAINING			Σ x̄
High	Low	Not Relevant		High	Low	Not Applicable	
<u>GENERAL KNOWLEDGE</u>							
1	1	1	FIRST AID	1	2	7	2.33
—	2	1	MAP READING & COMPASS USE	—	1	6	2.0
1	—	2	HUNTER SAFETY TRAINING	1	—	5	1.66
—	1	2	SEARCH & RESCUE PROCEDURES	—	2	5	1.66
1	1	1	COMMUNICATIONS (RADIOS & THEIR USE)	1	1	6	2.0
2	1	—	WILDERNESS ETHICS (WASTE HANDLING & DISPOSAL)	1	—	9	3.0
1	—	2	TUOHOM HUNTING REGULATIONS	1	—	5	1.66
1	—	—	TUOHOM SPIKE FISHING REGULATIONS	1	—	3	3.0
—	3	—	WEATHER INTERPRETATION	1	2	7	2.33
—	—	—		—	—	—	—
—	—	—		—	—	—	—
<u>BASIC SKILLS</u>							
1	2	—	CAMP COOKING	2	1	8	2.66
1	2	—	WOODSMANSHIP & SURVIVAL	1	2	7	2.33
3	—	—	USE & MAINTENANCE/CAMP EQUIPMENT	3	—	9	3.00
3	—	—	SMALL ENGINE MAINTENANCE	3	—	9	3.00
2	—	1	POWER BOATING	2	—	7	2.33
—	—	3	TRAVELING	—	—	3	1.00
—	—	3	PACKING	—	1	2	1.33
1	2	—	LAKE CANOEING	2	1	3	2.66
1	2	—	RIVER CANOEING	2	1	3	2.66
—	—	1	WHITENATER CANOEING	1	1	6	2.00
—	—	3	WHITENATER RAFTING	1	—	5	1.66
—	—	3	CROSS COUNTRY SKI TOURING	—	—	3	1.00
—	2	1	BACK PACKING	1	—	5	1.66
—	1	3	RIFLE CLIMBING	—	1	2	1.33
1	—	2	MAINTAINING	1	—	5	1.66
—	—	3	CATSKING	—	—	3	1.00
—	1	3	AVAILABILITY ENGINEERING	—	1	2	1.33
3	—	—	WATER SAFETY	3	—	9	3.00
—	—	—		—	—	—	—

RELEVANCE IN 1980			POTENTIAL COURSE TOPICS	INTEREST IN TRAINING		
High	Low	Not Relevant		High	Low	Not Applicable
			<u>PROFESSIONAL &amp; PERSONAL QUALITIES</u>			
3	—	—	GUIDE RESPONSIBILITIES & PROFESSIONAL ETHICS	3	—	T 9 3.0
3	—	—	CLIENT - GUIDE RELATIONS	2	1	8 2.66
1	—	—	PERSONAL EQUIPMENT, HYGIENE & FITNESS	2	1	8 2.66
—	3	—	LEADERSHIP SKILLS	—	3	6 2.00
1	1	1	GROUP MANAGEMENT SKILLS	1	2	7 2.33
—	—	—		—	—	—
—	—	—		—	—	—
			<u>HUNTING SKILLS (FOR BIG GAME OUTFITTERS &amp; GUIDES ONLY)</u>			
—	—	—	FIELD CARE OF TROPHIES	—	—	—
—	—	—	HUNTING TECHNIQUES (STALKING, TRACKING, ETC.)	—	—	—
—	—	—	BIG GAME (NATURAL HISTORY OF TROPH SPECIES)	—	—	—
—	—	—	HANDLING DANGEROUS & WOUNDED GAME	—	—	—
—	—	—		—	—	—
—	—	—		—	—	—
High	Low	Not Relevant	<u>OTHER INTERESTS &amp; SKILLS</u>			
2	1	—	PHOTOGRAPHY	1	2	7 2.33
1	2	—	IDENTIFICATION & NATURAL HISTORY OF COMMON PLANTS	2	1	8 2.66
1	—	—	IDENTIFICATION & NATURAL HISTORY OF COMMON BIRDS	3	—	9 3.0
3	—	—	IDENTIFICATION & NATURAL HISTORY OF COMMON MAMMALS	3	—	9 3.0
2	1	—	LOCAL HISTORICAL KNOWLEDGE	2	1	8 2.66
1	2	—	GEOLOGY	1	2	7 2.33
2	1	—	ENVIRONMENTAL ISSUES	2	1	8 2.66
2	1	—	PRINCIPLES OF WILDLIFE MANAGEMENT	3	—	9 3.0
1	—	2	USE & CARE OF SPOTTING SCOPES & BINOCULARS	1	1	6 2.0
—	—	—		—	—	—
—	—	—		—	—	—

3. If the courses which you have identified as being of "High Interest" were offered, how would they benefit your business?  
(PLEASE ELABORATE)

4. If you wish, please comment further on any concerns you may have regarding guide training courses.

Please return this questionnaire to us using the prepaid return envelope which we have enclosed by 30 March, 1981. Thank you for your comments.

BACKGROUND ON STANDARDS FOR THE WILDERNESS EXPERIENCE

GUIDING SECTOR IN WESTERN CANADA & ALASKA

BRITISH COLUMBIA

The attitude of the B.C. Government towards wilderness guiding is one of deregulation. That is, they do not wish to regulate the industry. The B.C. Government has had representations from a number of sectors of the industry requesting regulation in one form or another, however, they have looked at other alternatives to regulation, public education for example.

The B.C. Government has worked closely with the B.C. River Rafters Association in assisting them in making regulations that will come into force under the Canada Shipping Act. They have also funded the Hele Ski Industry to come up with standards for that industry. The B.C. Government is funding a variety of projects that relate indirectly to, but offer support to the wilderness guiding industry. The Outdoor Recreation Council is funded directly by B.C. Government, and provides a forum for outdoor recreation organizations, industry and public to meet and address common concerns. The community colleges in B.C. (again largely funded by the provincial government) offer training in wilderness leadership, that is also applicable to potential and active wilderness guides. Much high use wilderness land in B.C. is in Provincial Parks. In order to guide in a Provincial Park a permit is required. In order to obtain a permit there are no standards of guiding proficiency required. There are often, however, specified restrictions added on to these permits to reduce environmental problems. Such restrictions could relate to party size, closed areas, use of fires, or food handling.

## ALBERTA

Much of the high recreational use wilderness land in Alberta is in National Parks. The Province of Alberta has no wilderness guide standards, it does, however, recognize the appropriate certification of the Provincial governing body for each activity and offers training in wilderness leadership through the government funded and operated Blue Lake Centre. Blue Lake Centre was opened in 1971 and since then has been organized and administered by Outdoor Recreation Section, Recreation Programmes Branch of Alberta Parks and Recreation.

Tourism has been encouraging wilderness guiding businesses by assisting a group of wilderness guiding businesses in marketing. This group has produced a comprehensive wilderness/adventure travel brochure with government financial assistance. Travel Alberta has been advertising this group widely via large well placed magazine ads.

The National Parks in Alberta require that everybody operating a wilderness guiding business comply with National Parks Standards. For mountain guiding the National Parks recognize the Canadian Association of Mountain Guides standards only. For other wilderness activities National Park Service has its own standards, and does its own testing.

The Association of Canadian Mountain Guides is an interesting organization to examine both the good and bad points of having industry control of certification. This association has long roots in the Jasper-Banff area, now two National Parks.

The standards have evolved over a period of time to cover those activities that association members are involved in, alpine mountaineering and in the last 15 years, helicopter skiing. Thus standards in these two disciplines are very high. These standards have been accepted by National Parks throughout Canada. Unfortunately, there are a variety of different approaches to both these activities. For example, skiing can be helicopter skiing at the most technical level, but it can also be tour skiing across quite level glaciers, which obviously requires less technical expertise in skiing but possibly more expertise in other areas. These standards have thus been attacked from that angle by ski tourers in National Parks throughout Canada.

Another conflict in standards has arisen over the need to be a good skier in order to guide mountaineering in the summer, when skis are not used. Because members of the association are now working for Parks Canada in safety roles, these and other problems are tending to be ignored by both Parks Canada and the association. There is created, in effect, a closed shop, that is not responsive to changing styles of mountain use.



## ALASKA

The state of Alaska has no standards for wilderness guides, and a major reason given by the state was that wilderness guides are open to law suit if their behaviour towards the client either leads to the clients injury, or dissatisfaction.

Much of the land in the state falls under other jurisdictions, National Park Service, or National Forest Service. National Park Service manages use of land when that Service can see overuse damaging both the environment, and the wilderness experience for users. The major form management takes to control commercial use is to institute a concession system on the use of land. In setting up a concession N.P.S. decides on a number of issues that can include all of the following:

- a) The area to be used.
- b) The type of use.
- c) The quantity of use.
- d) The season of use.
- e) The quality of the service offered to the public.
- f) The equipment used.
- g) Environmental constraints on use.

The N.P.S. then often puts the contract for land use out to tender, reviews the qualifications of the various bidders, and then reaches a decision. Upon the contract expiring date the contract may be renewed or again put up to tender. Thus no one outfitter develops rights to an area apart from contract specific use, and cannot sell the contract to another user to use for another use.

There is, in Alaska, an Association of Mountain Wilderness Guides. This association has a set of standards based largely around experience, with some attention given to first aid qualifications. The association has now embarked on some marketing and advertising programmes to attract business to member outfitters. The association is structured such that the guides vote, while the outfitters, although not voting unless qualified guides, are cooperating on employing only members of the association.

MEETING WITH KEN LEGHORN - ALASKAN ASSOCIATION OF MOUNTAIN AND WILDERNESS GUIDES

1. Insurance - Said that biggest benefit to association members is insurance. It was 30% cheaper than regular rates, but this year is 50%. It is based around income, and was 10% of income, now down to 3% of income.
2. Another advantage of belonging to the association is that now the fact of membership can be used in advertising.
3. Marketing - Said that now that they have their certification act sorted out, they are planning joint marketing. The association is paying for ads in adventure travel magazines that advertises the association. Said that they did not have many problems with foreign groups bringing their own guides in.
4. Concessions - Group is currently meeting with Forest Service as there are many more applications for land use permits on Forest Service land, and Forest Service is considering giving them only to A.A.M.W.G. guides. On McKinley, there have been 6 concessions given by U.S. Parkes Service, 4 to non Alaskan companies and 2 to Alaskans. Group thinks that that is okay.
5. Membership - A.A.M.W.G. is an association of guides, and it is guides who vote. Outfitters can join also, as long as they are Alaska based, they do not, however, vote.
6. Training - For members. Each year, there is only one seminar on either water or mountains, available to members only. Courses so far have been really general, and the association has made extensive use of outside experts. The state of Alaska is subsidizing avalanche training courses.

MEETING WITH MIKE EXALL, PRESIDENT, ONTARIO WILDERNESS GUIDES ASSOCIATION

Mike Exall explained beginnings of guide association, which was in response to 24 deaths in wilderness activities in 1 year on Ontario. Guides were concerned about government intervention.

Guides also concerned about new act in Ontario which embodies the concept that anybody in charge of groups in the wilderness has to meet safety standards, (not specified). Said that minimum standards were first aid certificate, and insurance. Said that his organization is very strong lobby to government. Said they were running some courses as upgrading for native people in the northern part of Ontario. Really stressed the need for minimum standards, and emphasized that industry should be setting standards. Said that standards should be set before marketing assistance given. Said that foreign guides should have landed immigrant status, and if not, they should be stopped.

BIG GAME OUTFITTING SECTOR

A COMPARATIVE REVIEW OF LEGISLATION & GUIDE QUALIFICATIONS

IN FOUR WESTERN JURISDICTIONS

State and Provincial laws, and the constitutions of professional organizations from Manitoba, British Columbia, Alaska and the Yukon were examined, leading to the following analysis and perspectives.

Of the array of present day wilderness oriented recreation and sport activities, big game guiding is one of the oldest. As a result, every jurisdiction has evolved a body of regulatory legislation pertaining to this activity - which contrasts with current attitudes of many governments in their approach to guided activities more recent in origin, such as riveerrafting, canoeing and ski touring. Legislation, if any, is usually restricted to public safety considerations; and for most of these "modern" wilderness activities, skills related proficiency standards and guide qualifications have evolved nationally and regionally within professional associations, i.e. the Association of Canadian Mountain Guides (ACMG) and the Canadian Recreational Canoe Association (CRCA). Training in skills development for most of these "non consumptive" wilderness activities is either subsidized directly by government e.g. Blue Lake Centre (Alberta), or indirectly through community colleges such as Capilano College. Workshops, seminars, and field practicums conducted by many professional guide associations provide an additional training element for their memberships.

Legislation regarding big game guide qualification in all reviewed jurisdictions deals non-specifically with skill proficiency but alludes to "competence" in a general way. Alaska, and to a lesser degree, the Yukon, are minor exceptions to this rule - both require knowledge of hunting methods, first aid and field trophy care as qualifying criteria. The difference between Alaska and Yukon on these points is that the Alaskan has to demonstrate competence to a board, the Yukoner does not face this test. More will be said later on this.

For the most part, the licencing criteria for big game guides and the standards adopted by associations of big game guides pertain more to law dealing with harvest regulation, hunting practices and business and professional ethics - not skills.

In summary, with the noted minor exceptions, specific skills and levels of required proficiency are not identified in legislation but are included in the word "competence". The paradox presented here is that neither the senior guiding profession nor the governments to which it relates have a clear idea of what skills or proficiency levels constitute the work "competence"; or if they are known, they are known only to the guiding industry and remain undefined.

There are two solutions to this paradox: the first is to let government largely define "competence" and assume the primary role in determining the meaning of professionalism in the big game guiding industry, or second, have the industry itself decide the meaning of "competence".

British Columbia and Alaska will serve as examples illustrating these opposing philosophies of approach to licencing and professionalism. In Alaska, the qualifying criteria for the licencing of Registered and Master guides is relatively specific, relying very heavily on experience and time, with professional peer and client recommendations being requisite. Board examinations and demonstration of ability in some areas are also necessary. The point here is that a high minimum standard is entirely under government control. In contrast, a B.C. guide-outfitter need only be "competent", law abiding, a resident of the province, of Canadian citizenship, and nineteen years of age with two years guiding experience. In law, B.C. has much less quality control over the outfitting industry than does Alaska. British Columbia does, however, require as a condition of licencing for guide-outfitters, that the applicant have \$500,000.00 in liability insurance. This unique legislative provision has appeared in B.C. law at the insistence of the Western Guides & Outfitters Association. By posting what is essentially a performance bond, the WGOA has assumed the principle role in establishing professional credibility. The Yukon has neither of these mechanisms. (I refer the reader to the respective bodies of legislation, or background papers on each jurisdiction for more detail).

Assistant guides in Alaska, Yukon and B.C. all have the same basic qualifying requirements, except that Yukon is more specific and demands a little more in skills and knowledge (on paper). It is at this level, where meaning to the word "competence" must be found and applied. The more "open" legislative models in B.C. and Yukon, leave room for the industry to identify the skills and define the levels of proficiency which give meaning to "competence" and in time, define the "highest possible standard in guiding and outfitting services", which is the first objective of the Yukon Outfitters Association. The situation for B.C. and Yukon big game guiding industries lends itself to the development of skills and levels of proficiency, through professional associations as in many of the "non consumptive" disciplines noted earlier.

The Western Guides and Outfitters Association of B.C. in conjunction with Northwest Community College (Smithers) has developed a successful big game guide training program which is partly funded through the Ministry of Education. This program is working, and I think this model is the best option for meeting the training requirements of the outfitting industry in Yukon. (More perspective and detail of this program is available in a background and information paper that we have prepared).

The province of Manitoba, has developed a distinctly different option. The qualifying criteria for a guides licence in law is very open and non-specific but requiring written application, in which much more specific detail is required. Shortfalls in these details are remedied through a voluntary government administered guide training program. Again, but by a different means, the government of Manitoba has rendered a definition for the word "competence" and has assumed control of qualifying criteria. (The details of this program are available).

By way of suggestion only, the following scenario regarding guide training is forwarded:

- a) The Y.O.A. take the initiative and develop its own professional standards by:
  - (i) The Y.O.A. strike a curriculum committee to:
  - (ii) help identify and prioritize training requirements (skills)

- (iii) relate to government on training program development and proficiencies desired
  - (iv) work with and draw from the experience of WGOA curriculum committee
  - (v) involve themselves directly in the training process as resource people and instructors.
- Background:
    - NWCC - WGOA program
    - Insurance
  - Joe Back as an example of needed training references
    - relevant material from membership?

YUKON: LEGISLATION, QUALIFICATION, STANDARDS &  
LICENCING OF BIG GAME OUTFITTERS & GUIDES

This paper presents the current qualifications and licencing scheme for big game outfitters and guides in the territory. The as yet uncompleted policy review of the outfitting industry may reflect, in the near future, changes in these provisions.

Big game guides and outfitters are regulated under Part V of the Wildlife Ordinance:

1. Outfitter qualifications and are specified in Section 48(1):
  - a) Canadian citizenship
  - b) Yukon resident
  - c) A bona fide owner of equipment in good condition and sufficient to take care of not less than four hunters in the field.

The Yukon does not require that an outfitter be qualified as a guide as in Alaska and British Columbia. Outfitter responsibilities are specified in Section 48(3) and 48(4) as follows:

- a) every outfitter shall keep his equipment in good condition
- b) every outfitter shall ensure that his chief guides shall comply with the Wildlife Ordinance and any Ordinance respecting camp sanitation, food preparation and the health of employees preparing food for hunting parties.

Contravention of these provisions can lead to suspension or cancellation of an outfitters licence under 48(5). Section 61(2) further provides for the cancellation or suspension of an outfitters licence if the outfitter, in the opinion of the Director, is not harvesting game on a sustained yield basis.

Under Section 51(1), the Territory currently issues big game guide licences of two types. Qualifications for each licence class are specified as follows:

Assistant Guide:

- a) Canadian citizenship
- b) good physical condition
- c) applicant is of good character
- d) applicant has sufficient knowledge of:
  - (i) the area to be hunted
  - (ii) hunting methods
  - (iii) care of trophies in the field
  - (iv) first aid
  - (v) the Wildlife Ordinance and regulations.

Assistant guides must work under the supervision of a chief guide.

Chief Guide:

- a) Yukon resident
- b) held a chief guides licence the preceding year, or
- c) has acted as an assistant guide for three years and is capable of assuming the responsibility for a party of hunters in the field.

These licences are valid for a maximum of one year, expiring at the end of the calendar year in the year of issue. No demonstration of skill or test of knowledge is required for an applicant to be issued a licence.

Guide responsibilities with regard to ethics and conduct in legislation are limited to:

- Section 53(1): Preventing violations of the Ordinance and Regulations
- Section 54(1): Carrying but not using firearms
- Section 55(1): A guide cannot kill big game except to prevent personal injury or loss of life.

The Yukon Outfitters Association was registered in December of 1963. The objectives of the society as stated in the constitution and by-laws are as follows:

- a) to maintain the highest possible standard in guiding and outfitting services
- b) to teach and practice conservation of all our natural resources and uphold the letters of the law thus ensuring an abundance of game for the future
- c) to aid and assist those charged with responsibility of bringing into effect and enforcing regulations with regard to our wildlife.

Under the association by-laws by stated procedure, a member may be expelled for "dereliction of duty" and application made to the Game Commissioner for suspension of licence.



MANITOBA: LEGISLATION, QUALIFICATION, STANDARDS &  
LICENCING OF BIG GAME GUIDES

The Province of Manitoba licences two categories of game and fish guides under Section 55 of Part III of the Manitoba Wildlife Act; and regulations entitled "A Regulation Respecting the Hunting of Wild Animals, Fur-Bearing Animals & Related Matters" under the Wildlife Act.

Qualification criteria for the holder of a guides licence include: written application and minimum age. However, the application form requires further qualification and assessment of skills and experience which include statements of: citizenship, hearing and sight defects, previous first aid training or none, residency in area to act as guide, previous experience as a guide, personal experience in hunting, fishing and trapping, out of Province guiding experience under licence, type of guiding applicant prefers, previous guide training or none. The written application to the Minister of Natural Resources is reviewed, and the Minister, where he "considers a person to be competent and qualified to act as a guide, may issue a guides licence to that person." Further, a guides licence authorizes the holder to act as a guide only in the area described and for the purpose specified in the licence (Section 5, Regulations).

Temporary guides need only minimum age qualification. Applicants receive authority to guide under specified terms and conditions in a special permit issued by the Minister. Temporary guides act under supervisory licenced guides at all times.

Guides with 5 or more years of experience or those having completed the guide training programme may be entered in a guide registry which is revised annually.

Outfitters and Tourist Camp Operators are licenced under the separate authority of the Tourist Development Branch in consultation with a committee from several government Departments.

The Province of Manitoba administers a voluntary guide training program, the objectives which are:

- to provide a level of training which will insure that graduates have a complete knowledge of their duties and responsibilities as a guide;
- an understanding of all regulations affecting guides;
- safe operation of boats, ATV's and snowmobiles and regulations pertaining to their use;
- to instill a conservation ethic and a respect for the natural resources of the province.

The program includes courses in the following topics:

(From the Instructor's Manual which we have on file)

- (i) Guide Responsibilities: Personal hygiene & equipment, client safety, the resource and its harvest;
- (ii) The Role of the Guide in the Tourist Industry;
- (iii) Client - Guide Relations;
- (iv) Motor boating: handling in various situations, storage, maintenance;  
Hunting & Fishing Vehicles: handling in various situations, storage, maintenance;
- (v) Grub Box & Cooking Equipment  
Menu Planning'
- (vi) Map & Compass;
- (vii) First Aid;
- (viii) Shore & Field Lunches;
- (ix) Small Motors: outboards, maintenance & handling;
- (x) Field Care of Game & Fish;
- (xi) Firearm Safety Course & Supplement;
- (xii) Basic Survival;
- (xiii) Photography;
- (xiv) Conservation;
- (xv) Ethics.

This program is mobile, meeting the demand in various communities as the need arises and special assistance is made available to trainees with learning problems in language reading and writing.

In conversation with Mr. Al Campbell, the Program Coordinator, I was informed that they have recently acquired a mobile trailer unit, completely outfitted and equipped to handle small classes in guide instruction.

BRITISH COLUMBIA: LEGISLATION, QUALIFICATION, STANDARDS &  
LICENCING OF BIG GAME GUIDES

The situation in British Columbia is similar to that found in Alaska and Yukon, where government has highly regulated the big game outfitting industry with some variance in approach.

Provisions for the issuance of guiding licences and guiding certificates are found in sections 31 and 32 of Part 4 of Chapter 433, the Wildlife Act, under ministerial authority. Section 35 at the outset, provides for the refusal of a guide's licence by the Director of Wildlife, wherein the opinion of the director:

- (i) the applicant is incompetent;
- (ii) the applicant has at any time failed to comply with the Act or regulations;
- (iii) the applicant has misconducted himself in relation to any person for whom he has acted as a guide, or;
- (iv) the issuance of a guide's licence would be detrimental to wildlife management.

Under section 36, the different classes of guides are established by regulation, and under section 78, the Lieutenant Governor in council by regulation may establish guide qualifications, rules governing the business of guiding, and penalties for contravention of the Act or regulations.

British Columbia recognizes three categories of guides: Guide outfitters, assistant guides and Small Game and/or Angling guides.

Guide outfitter qualifications, subject to section 35, are minimum age of 19 years, Canadian citizenship, resident of British Columbia, has been a licenced big game guide for two years and has not less than \$500,000 public liability insurance.

Similar to Alaska but unlike Yukon, B.C. requires that outfitters be competent at the field level, although the qualifications required are not as stringent as those in Alaska. B.C. is the only jurisdiction of those reviewed which requires public liability insurance as a criterion for licencing as an outfitter.

Assistant Guides must work under the supervision of a guide outfitter, be 18 years of age or over and be a Canadian citizen. The licence is valid only within the area allotted to the guide-outfitters.

A small game and angling guide need only be 19 years of age or older and be a Canadian citizen resident in British Columbia. Where he can operate is a condition of the licence.

British Columbia is currently in the process of drafting a new wildlife act but both industry and government people that I have talked to are not hopeful of new legislative changes in the near future.

The Western Guides and Outfitters Association (WGOA) of British Columbia is a province-wide body comprised of several local associations of guides and outfitters. Under its current leadership, it is a strong and dynamic organization. Since its inception in the early sixties the WGOA has become an instrument for legislative change and professionalism.

All members must abide by a Code of Ethical Conduct, the contravention of which comes under the scrutiny of the Standards Committee, which is fully authorized to invoke disciplinary action under written procedure.

Unlike Alaska, the specifics for standards for conduct, field competence and professionalism originate within the constitution and bylaws of the WGOA, rather than in legislation.

A copy of the aims, objectives and policies of the WGOA append this report. (Appendix N)

Within the Ministry of Environment, the office of Guide Administrator is responsible for promoting professionalism in guides, relating to the guiding associations and administering the guide and guiding provisions of the Wildlife Act. The guide administrator works in close conjunction with the executive of the WGOA. Serious client complaints not handled satisfactorily by the WGOA standards committees are referred to this office for resolution. This office acts as a liaison for the guiding industry to all government Ministries and private industry, where guiding related issues are involved. Its presence is a testimonial to the much higher profile and credibility that the guiding industry has recently achieved in British Columbia.

An example of the cooperation between the office of guide administrator and the WGOA has to do with the new B.C. Employer - Employee Relations Act. The status of guide - outfitters within the Act and its implications to the outfitting industry are uncertain. Research and clarification of these uncertainties is being jointly undertaken.

ALASKA: LEGISLATION, QUALIFICATION, STANDARDS &  
LICENSING OF BIG GAME GUIDES

Unlike the unregulated approach and policy the state of Alaska has adopted with regard to recreational wilderness guiding, big game guides and their activities are highly regulated by the state. Chapter 54 of the state statutes provides the standards, qualifications and licensing for big game guides. This legislation is administered by the Guide Licensing and Control Board, Division of Occupational Licensing, Department of Commerce and Economic Development, in Juneau.

The state licenses four classes of big game guides:

(i) Assistant guide; (ii) class A assistant guide; (iii) Registered guide, and; (iv) Master guide, the qualifications for which are identified under sections 100 - 140 inclusive of Article 2.

Without going into too much detail, qualifying criteria pertain primarily to experience and skill levels;

(i) Assistant Guide qualifications do not specify skills but require residency, minimum age, health standards and a favourable recommendation in writing from a registered guide.

(ii) Class - A Assistant Guides require as licensing qualifications: one season of service as an Assistant Guide, twenty years of experience in the guide district in which he is employed, and a written recommendation by a registered or master guide.

This category, it seems, has been defined to employ qualified local residents.

Registered and Master Guides only are legally capable of contracting clients, therefore, functioning in the capacity of outfitters as defined in the Yukon Wildlife Ordinance.

(iii) Registered Guide qualifications include: minimum age, residency, practical field experience in (firearms, hunting, trophy selection, field preparation of trophies, first aid and photography),

written board examination, familiarity with hunted terrain, demonstration of competence, has had five years of personal hunting experience, performed three years as an assistant guide, written recommendation from a registered guide for whom the applicant was employed, certified statement from a master or registered guide stating 90 days experience, written recommendation from six clients that he has guided as an assistant guide (the board selects clients from a list provided by applicant), and meets other qualifications which the board may specify.

From a Yukon perspective then, a registered guide, while fulfilling the role of outfitter, must meet professional standards. This situation differs significantly from the Yukon where an outfitter need only be the holder of a certificate of registration for an outfitting area and need not be involved at the field level at all in the capacity of guide. A registered guide in Alaska is the equivalent of "outfitter" and "chief guide" as defined in the Yukon Wildlife Ordinance.

(iv) Master Guide qualifications include: Must have acted as a registered guide for 12 consecutive years, ten years of guiding and hunting experience in Alaska, fulfills all of the requirements of a registered guide including five years of guiding experience, has not been convicted of game, fish or guide regulation violations for the preceding five years, has consistently performed in a superior professional manner as corroborated by required reports to the board, recommendations from two of the applicants clients of record and other qualifications which the board may specify.

The Guide Licensing and Control Board is further empowered under the same statute to hold hearings and invoke disciplinary action in response to client complaints, violation of game and



guiding laws, disregard for safety, unethical activity,\* poor environmental practices, and incompetence.

This summary of Alaska law indicates that the state is responsible for licensing and certifying big game guides. This system is noteworthy, however, in that standards while defined are also strongly influenced by the industry by way of the requirement of written recommendations from employers and clients.

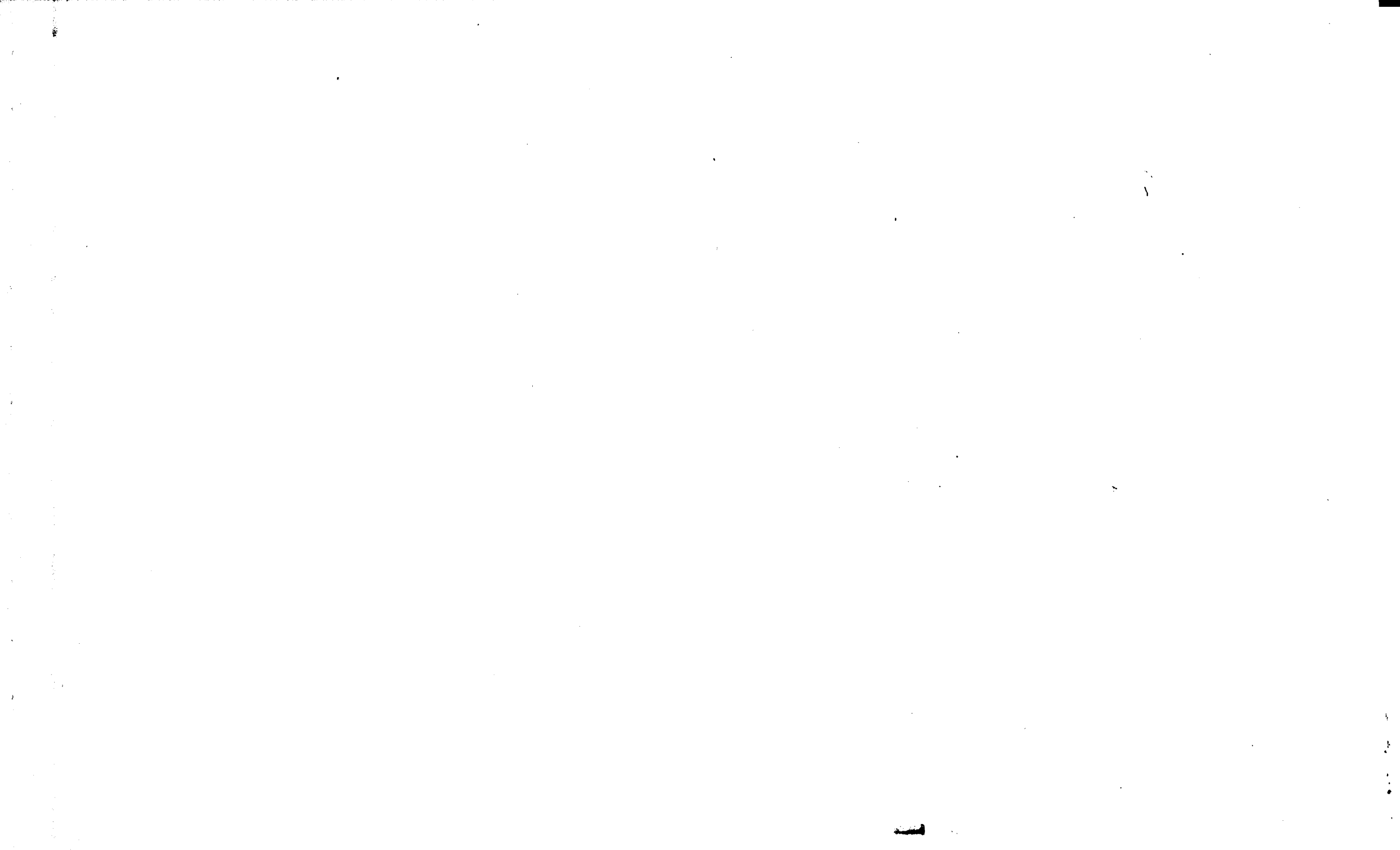
The stress on experience as the best teacher and a most important qualifying criteria is noteworthy.

The Alaska Professional Hunters Association is, as the name implies, a group open to membership under several classes; but voting rights are restricted to professional members for which only registered and master guides are eligible.

The objectives of the Association are to promote professionalism and to assist in the prevention of illegal and unethical conduct both in the membership and the public at large. The membership and complaints committee by specified procedure can expel any member for contravention of the Association's objectives. The constitution and by-laws of the Yukon Outfitters Association, while not as well defined, serve similar purposes and functions.

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\* Unethical Activity includes but is not limited to: lack of cooperation with state officials; abiding by and advising clients of relevant laws; condoning violations; misrepresenting rates, accommodation and services prior to contract, false or fictitious advertising, guaranteeing hunt success, failure to keep equipment in good condition, not maintaining neat and sanitary camp conditions, not providing balanced, well prepared and palatable meals, over contracting, hiring unqualified or incompetent guides, shooting for clients, failure to act properly in cases involving dangerous and wounded game, failure to recover all game meat in compliance with existing law, failure to practice or create an awareness of conservation and not upholding the tenants of fair chase and sportsmanlike conduct.



Meetings with Yukon Outfitters Association.

After an initial contact at the spring general meeting of the Association, one member of the Association, Klaus Haynen, was appointed as the Association Curriculum Advisor. From further meetings, the areas were agreed upon.

- 1) The government basically administer and coordinate the program and retain the responsibility for training in skills such as first aid, hunting regulations, hunter safety, etc., and
- 2) The industry train these people subsequently, in skills unique to the particular discipline, in this case, big game guiding, in areas such as horsemanship, packing and field care of game. The mechanism suggested by Mr. Heynen for accomplishing (2) is to contract this work to an outfitter by tendering the industry.
- 3) Trainees should have some exposure to all priority topics in a training program. Final polishing and rounding out of skills should be obtained in actual working situations.
- 4) The training program should, if not immediately, then as soon as is practical, be open to a broader spectrum of the public and not restricted to trainees interested in becoming "guides" only.
- 5) With regard to proficiency levels within the training program as far as unques skills are concerned, Mr. Heynen was able to commit the industry to a serious consideration of the Capilano College Basic & Advanced Wilderness First Aid Courses for new trainees. He also felt that perhaps the basic Wilderness First Aid Course was all that could be expected of current guides - particularly native guides. He further suggested that it might be a good idea if the instructor level course with certification was made available to a few selected individuals in the territory (outfitters?).

Other basic skills, unique to this category of wilderness guiding which we discussed were:

- a. Packing & Wrangling: Required basic instruction only, in available equipment, equipment use, and horse care. The final instruction would be under working conditions in the field under the contract management;
- b. Field Care of Trophies: Requires basic instruction in techniques only. However, this topic requires real carcasses with which to work. (You cannot talk about skinning, you have to do it).

This necessity may require the cooperation of the Wildlife Branch, in two areas:

1. providing problem bear (or other available carcasses for instruction);
  2. the presence at the time of a wildlife biologist or technician, to give specific instruction in the recovery of biological specimen material such as male and female reproductive organs.
- c. Photography: While not unique to big game guiding, photography was worthy of special consideration. Technical instruction in photography was not felt to be absolutely necessary.

As the photographic record is the only really durable evidence of the experience, the guide should be aware and knowledgeable enough to interpret and point out unique or significant photo opportunities to the client.

INFORMATION RECEIVED FROM MEETINGS IN VANCOUVER

1) Brian White - Capilano College Outdoor Recreation Management Director

Discussed process of how outdoor recreation leadership courses have evolved in B.C. Discussed formation of Outdoor Recreation Council, which is funded by B.C. Government and is a council of associations involved in outdoor recreation, from professional to amateur, from mountaineers to four wheel drivers. Discussed problem of guide training, pointed out that training could also apply to outdoor recreation leaders, and may be better viewed in its broadest sense, rather than just for guides. Said that leadership component hardest to teach.

2) Don Basham - Capilano College Outdoor Recreation Coordinator

Discussed Capilano College outdoor recreation courses. Backpacking courses have no common standards throughout B.C. Canoeing, cross country skiing, kayaking, first aid and downhill skiing have standards. Any of these courses could be made available to Yukon via Capilano College.

3) Anna Christensen - Capilano College Wilderness First Aid Instructor

Discussed evolution of wilderness first aid course, research funded by B.C. Government, course now accepted by St. Johns, course instructors will soon be trained. Yukon could take advantage by either bringing instructor up to instruct, or having some Yukoners trained as instructors.

4) Dennis Mosupt - B.C. Government Lands Parks and Housing

Discussed government attitude towards industry. Said that de-regulation was the direction government was taking. Government was there to support industry, and in supporting industry to go through the associations already in place. If industry wanted standards, government would assist industry, both financially, and with expertise in setting up and implementing standards. If regulation required, government would consider, however, not big in regulation, e.g. some deaths associated with heli skiing. Government assisted industry financially to define standards. Government would not give tenure

to heli ski areas, instead defined areas currently in use by heli ski companies and circulated that information so industry could cooperate on use of areas if there was a conflict. After more deaths in industry government still not thinking of regulation, but public information program on the heli ski industry, and on avalanches.

Said government has a policy of supporting local businesses, but no regulation, assistance through local associations.

Said main problem with regulations was cost of policing, and if not enforceable then why spend time and money devising them. In regard to rafting regulations that will come into law under the Canada Shipping Act B.C. Government and outfitters will be training R.C.M.P. to check and enforce these regulations.

5) George Cooper - B.C. Government Safety Officer Lands Parks & Housing

Discussion, wilderness first aid courses. Said that didn't see making wilderness first aid courses compulsory.

6) Al Whitney - Ex Simon Fraser University Lecturer in Recreation, now owner "Pacific Synergies" sailing company

Discussion on leadership, and problems with courses leading immediately to "certification" said that there was not only an experience factor in developing leadership skills, and judgement, but also a "contemplation factor". Said that contemplation factor was judgement gained by thinking about situations that one had been in, reading of others experiences, and discussing various situations. Said that obviously practical experience necessary before contemplation adds to one leadership skills. This somebody with practical experience concentrated into a short time frame actually has less experience than somebody with the same amount of practical experience spread over a longer time frame.

7) John Binstead - Outward Bound Administration Office, Vancouver

Discussion of Outward Bound proposal to Provincial Government to do study on wilderness leadership training needs of the province. The study

would be similar to that done in Nova Scotia that came up with a modular leadership training program. Judgement: stressed that courses cannot assess judgement, the critical element in leadership. Said that experience very important, and that log book a good method of documenting experience. Employer should be making decisions on employee by reference not by piece of paper. The danger in having a course with a qualification at the end of the course is that the title, instructor or leader on the qualification actually implies that the holder has the judgement to lead. Law: Said that in fact the courts have come to a number of decisions on standards, through various deaths in the outdoors. The courts have found that for example, wilderness leaders should have first aid training.

Failure to meet these standards by any business would lay that business open to negligence law suits in the event of an accident happening. Said that businesses should be aware of these standards. Insurance: Said that insurance rates have been lowered for those groups specifying and maintaining a minimum standard.

8) Peggy Eyre - Researcher Westwater Research Centre, U.B.C.

Discussed work Westwater is doing on Yukon River. Have almost completed a carrying capacity study, and are about to begin a study on the demand outlook for water based outdoor recreation in Yukon. This study to take place over the summer and the results available in the fall. Another study on economic benefits of water recreation on the Yukon River between Whitehorse and Dawson City will begin in May.

9) Dan Culver - Owner Whitewater Adventures - a rafting company.

Saw the need for regulation and participated in the discussions on regulation, but now that regulations are about to come into effect - has the following reactions. Regulations have had no effect on the good outfitters such as himself, he says he was up to standard years ago, but now, regulations give him a load of paperwork he didn't have before. Meanwhile, because of the policing problems, the regulations will still probably be dodged by the less honest outfitters. Regulations have made it harder for somebody to start a rafting business, for example, the experience required to become a guide under the regulations would take up a tremendous amount

of time and money for a new business to achieve. There are problems associated with testing guides to see if they are qualified, experience is the best bet, and the quality of guides will obviously vary, the good companies having good on the job training, leading to good guides, the poor companies having poor guides. Competition will sort them out.

Discussion overcrowding, doesn't see it as a problem now, but sees need for overall preservation policy.

Discussed government assistance apart from regulations, said government was of no assistance.

10) Robin Draper - Coordinator Outdoor Recreation Council of B.C.

Explained purpose of Outdoor Recreation Council. Said he saw a problem in having standards that were amateur based being used for professional guides. Discussed how ideas came from individual associations to Outdoor Recreation Council, then if supported Council would approach government for funding.

11) Roger Griffiths - Chairman, Tour Leader Program in B.C.

Discussion on standards. Felt that grandfather clauses were useful but that people applying for grandfather rights should have some form of tests so that standard would not drop via a backdoor route.

12) Jim Boyde - Capilano College Wilderness Leadership Instructor

Discussion on wilderness leadership instruction. Said that too much emphasis put on wilderness skills, as this area is the most tangible portion to instruct and measure. Said that leadership component is forgotten as is environmental responsibility. Said that training should be prime opportunity to instill the correct attitude towards wilderness, especially in a guiding industry that would want to use an area time and time again.

13) Richard Wright - President B.C. River Outfitters Association

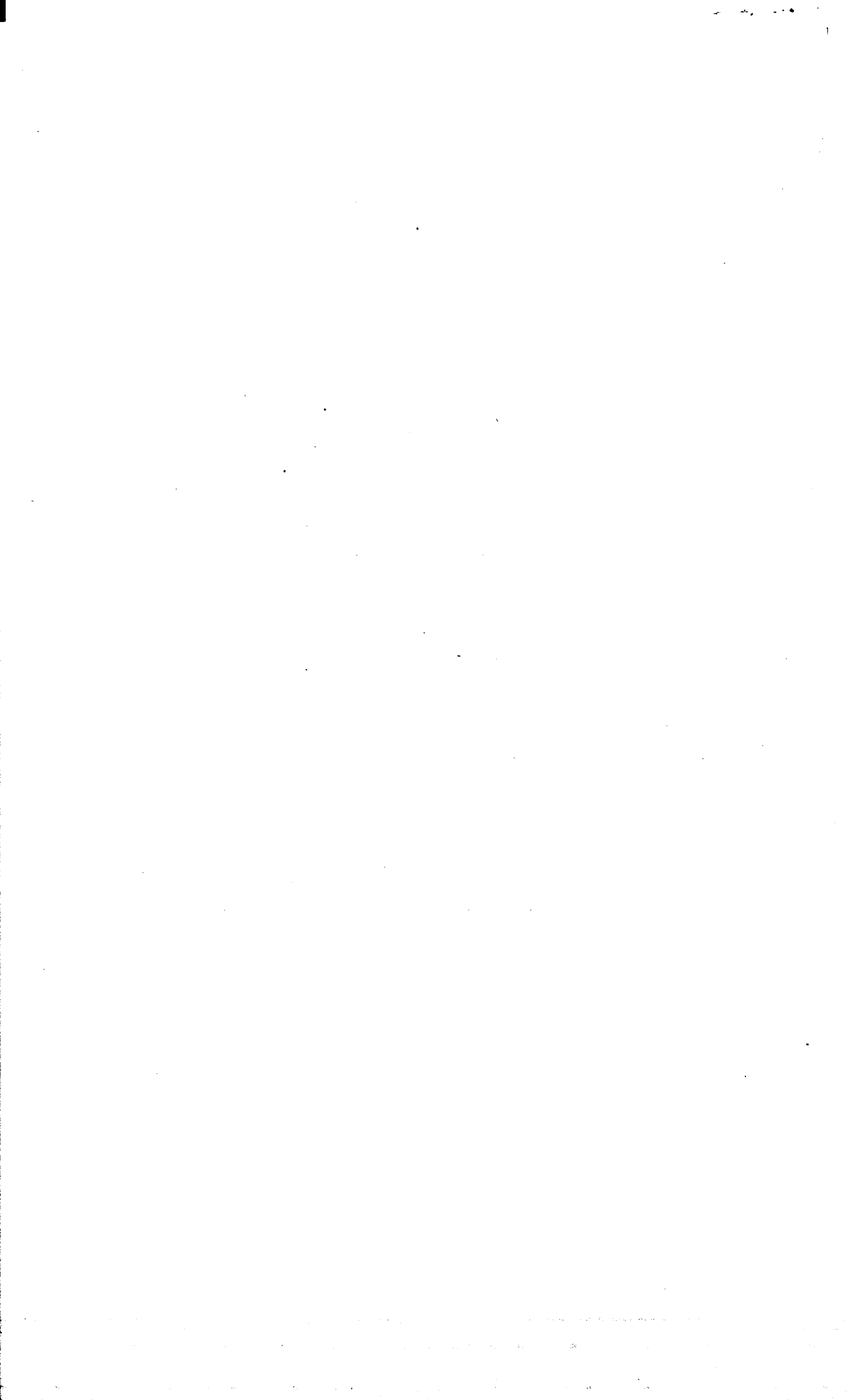
Discussion of problems associated with river rafting in B.C. Said that association was receiving a great deal of support from B.C. Government.



They were working on a guides manual, with funding provided by B.C. Government, they were also seeking support from government for a full time secretary. Association was planning cooperative advertising between association and B.C. Government. Said the association well organized. Has membership committee to check out prospective members, also a discipline committee that investigates complaints made against outfitters by public, or other outfitters. Upon investigation this committee submits a report to the association as a whole. The association has also been working on some river cleanups, e.g. pulling car bodies out of rivers, and doing so in conjunction with local news media who were sponsoring these activities, e.g. by paying for the helicopter.

14) John Matchard - Standards Chairman B.C. Recreational Canoe Association

Discussion on canoeing course content and standards. Said that maintaining standards for a course very difficult without measurable exams. Canoeing course now has consistent standard, and can be administered anywhere in the province without a great fluctuation in standards. Said many hours planning, and reviewing go into maintaining standard consistency.



INSURANCE FOR THE WILDERNESS & BIG GAME GUIDING INDUSTRIESA Panel Discussion on Insurance for Big Game Guiding - Western GuidesAssociation Meeting

Guide-outfitters in British Columbia are required by law to have \$500,000 in liability insurance as a provision for licencing. In the best interests of professionalism, the WGOA was instrumental in making insurance a condition of licencing. As a result, the membership now enjoys good insurance coverage at relatively low cost. Further, the types of coverage are comprehensive and specifically tailored to guiding needs with an array of expertise available for advice, as the above panel will attest.

Pertinent points arising from the panel discussion include:

- a) finding liability insurance for the guiding industry is difficult as few companies will accept the risks associated with wilderness guiding;
- b) because of prevailing high interest rates, insurance is a good buy now, but likely to change within a few years. Now is the time to establish your insurance, if at all possible.

The new insurance policy for WGOA provides individual members:

- one million dollars in liability coverage;
- no fault medical insurance up to \$25,000;
- no fault property insurance up to \$5,000;
- coverage of boating enterprises for craft up to forty feet in length.

These clauses were the principle changes discussed in the new policy. As the WGOA did not have any serious claims last year, the Association received a \$2,800 rebate on their premium.



SOURCES FOR COURSE OUTLINES

- listed in same sequence as Questionnaire
  - \* denotes material on file at Yukon Vocational and Technical Training Centre
- 
- |                         |  |
|-------------------------|--|
| First Aid               | - * Capilano College, B.C.                               |
|                         | - B.C. Industrial  |
|                         | - St. John Ambulance                                     |
|                         | - * Blue Lake Centre: Emergency Medical Technician       |
| Map Reading             | - * Canadian Ski Association - Tour Leader Manual        |
|                         | - Community colleges                                     |
|                         | - * University of Calgary                                |
| Hunter Safety           | - Department of Renewable Resources, Government of Yukon |
| Search & Rescue         | - * Canadian Ski Association, Tour Leader Manual         |
|                         | - Canadian Armed Forces                                  |
|                         | - Emergency Measures Organisation Office                 |
|                         | - Mountain rescue books                                  |
| Communications          | - Total North Communications, Whitehorse, Y.T.           |
|                         | - Northwest Community College                            |
|                         | - Search & rescue handbooks                              |
| Wilderness Ethics       | - Canadian Recreational Canoe Association handbooks      |
|                         | - Capilano College                                       |
| Hunting Regulations     | - Department of Renewable Resources, Government of Yukon |
| Fishing Regulations     | - Department of Renewable Resources, Government of Yukon |
| Weather Interpretation  | -  |
| Camp Cooking            | - Yukon Vocational and Technical Training Centre         |
| Woodsmanship & Survival | - * Canadian Ski Association - Tour Leader Manual        |
|                         | - Northwest Community College                            |
|                         | - Blue Lake Centre                                       |
|                         | - Hunter safety training courses                         |
|                         | - various books and manuals                              |

- Use of Camp Equipment -
- Small Engine Maintenance - Yukon Vocational & Technical Training Centre
- Power Boating - Power Squadron
- Wrangling - Northwest Community College
- Packing - Northwest Community College
- "Horses, Hitches & Rocky Trails" by Joe Back
- Lake Canoeing - \* British Columbia Recreational Canoe Association
- "Basic River Canoeing" (Book)
- National Film Board, "Path of the Paddle" film series by W. Mason, Ottawa
- \* Capilano College
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