

**Arctic Development  
Library**

**Training For Guides In The Northwest Territories  
Tourism Industry**

**Type of Study: Reference Material Tourism,  
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TRAINING **FOR** GUIDES  
IN THE  
NORTHWEST TERRITORIES  
TOURISM INDUSTRY

PRESENTED TO:

THE DEPARTMENT OF  
ECONOMIC DEVELOPMENT AND TOURISM  
TOURISM AND PARKS DIVISION  
GOVERNMENT OF THE **NORTHWEST** TERRITORIES

-OCTOBER 1983  
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RESOURCES MANAGEMENT CONSULTANTS **(N.W.T.)** LTD.  
P.O. BOX 1823, YELLOW KNIFE, N.W. T. X1A 2P4 CANADA • (403) 920-4008



RESOURCES MANAGEMENT CONSULTANTS (N. **W.T.**) LTD.  
P O. BOX 1823, YELLOW KNIFE, N.W. T. XIA 2P4 CANADA • (403) 920-4008

October 25, 1983

Charlie Livingston  
Head, Operations  
**Division** of Tourism and Parks  
Dept. of Economic Development and Tourism  
Government of the **Northwest Territories**  
**Yellowknife, N.W.T.**

Dear Mr. **Livingston:**

**RMC Resources Management Consultants (NWT) Ltd.** and its **subconsultants** Kate Tompkins, **Mike** Freeland and Jacques Van Pelt are pleased to **present** our **report** entitled "**Training** for Guides in the Northwest Territories".

This report represents our obligations with respect to Phases 1 and 3 of the Terms of Reference and resulting work program contracted by your department.

Discussions with the Steering Committee and your department have confirmed our approach to **the** design of training materials for the universal **coré** skill areas. We appreciate the input provided by the Steering Committee and your department and look forward to continuing our work on the development of the training materials.

Sincerely,

*Katherine D. Tompkins*

*for*

Gerry Gallant  
Senior Principal

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## EXECUTIVE SUMMARY

**Traditionally, the wilderness guide** has been seen as a hunting and **fishing** specialist. Most **guides** working in **tourism** businesses in the Northwest **Territories** have been **imported** from southern Canada, but recently, more northern native guides are breaking **into** the industry. **Their** jobs are demanding **and** adequate **training is** often difficult to **find**. Past attempts at training focused on **big** game hunting and sport **fishing skills**. Now, there **is** an **increased** demand for training for other **skills** such as outfitting, survival **skills, first aid** and hospitality along **with** a basic appreciation of the **tourism industry**.

The purpose of this study was to identify training needs for northern guides and to advise the development of new training materials. The study looked at where guides' skill levels are now and what they need to learn to be fully functioning professionals. To find out what is needed, government files were thoroughly searched and the opinions of key people were tapped by questionnaire and interview.

Locally controlled summer fishing lodges and wilderness experience tours lead the list **of** activities offered to tourists in the Northwest Territories. Northern residents working for locally owned businesses carry much responsibility in their jobs, but the larger number of non-resident guides at **out-of-Territory** owned lodges are given the most responsible work.

Employers' perceptions of their guides' skill vary. Some growth in business is projected for 1985, and more employees with responsible jobs will be working in the industry. A need for on-the-job training **is apparent**.

Most guests vacationing **with NWT** operators are looking for a safe, comfortable wilderness experience with good food and service **high** on their list of expectations. Employers from all regions and in all types of operations agreed that human interaction skills are most needed by their guides. Their next priorities are the practical physical skills specific **to** each job. Employers agreed that training could benefit their businesses.

Most people agreed on how training could be delivered but questions remain about who should do the training. There is also some controversy about the issue of certification and **licencing**.



To meet the need for universal human interaction skills, a training program must be adaptable, **flexible** and **gear@** whenever possible to on-the-job learning, with cross-cultural dynamics, personal growth and evaluation components built in.

Existing training materials were thoroughly researched and assessed for their usefulness to the NWT industry. Sport fishing and big game hunting within the treeline are well covered but little **has** been developed for Arctic hunting guides. The specialized skills required by mountain climbers and skiers have been carefully studied and guidelines for leading white water canoeing, rafting and kayaking are available, although demand for them is minimal in the Northwest Territories. The "universal skills" needed by any guide **in** the industry are tackled with variable success by portions of several programs. Understanding the basics of the industry, leadership, communication and hospitality training are the weakest. Some adaptation would make existing traditional first aid programs suitable for northern trainees. Some materials can be adapted and other **work must** be developed from scratch **to** cover the remaining miscellaneous skills needed. In summary, the hands-on skills are best covered now and the human interaction skills require the most work to develop useful materials.

The following six recommendations are offered as an action plan:

1. Work should begin immediately to develop training materials focusing on core skills of the industry universal to all types of guiding.
2. Delivery of training should allow for a variety of approaches, guided by a professional educator.
3. Co-ordination for training delivery should be provided by a single agency.
4. Continuous monitoring and evaluation should be built in from the start.
5. Cost estimates are offered **for** the budgeting of training delivery.
6. Time estimates are suggested for the implementation of training delivery.



1. BACKGROUND

Who is a guide?

To many people, the **title "guide"** summons up a picture of a woodsy, earthy man, striding along a path with his more citified companions following along behind having their annual wilderness experience vacation. Traditionally, the guide has been seen by tourists as someone strong and capable, worldly-wise in the mysteries of the elusive wild creatures, wilderness travel, and **weather** portents. It has traditionally been assumed that the guide's speciality, is finding the biggest game animals and trophy fish with the most sporting spunk.

For the most part, the big game hunting and fishing tourism operations in the Northwest Territories have been controlled by either non-residents, or by transplanted southerners. Although some attempts have been made to hire and train northern guides, the greater number of employees have been hired in southern Canada and brought to work in the north for their guiding seasons.

More recently however, the potential of tourism as a profitable industry in the north has attracted native groups, communities, and small locally owned and controlled businesses wanting to get involved. A broad range of activities to attract tourists has been identified and each community has its own special natural resources to lure the tourist dollar. As a **result**, the northern guide today may be a very different person ~~from~~ the one the tourist has in mind. In fact, the term "host" may in many cases be **more** relevant in the Northwest Territories than the term "guide", especially when referring to community based tourism.

The new northern guide may **have** special difficulties breaking into the tourism industry. The first problem is that the job of the native northern guide may involve several roles. In addition to being an expert polar bear hunter, or fisherman, or **kayaker**, the guide may also have to try to explain how his community was established, why his lifestyle is so different from his guests', or why his community does not have all-the facilities his guest might



expect. This is a very difficult task for someone who may not be too familiar with the lifestyle his guest is used to. The job of creating a satisfying experience becomes much more difficult for the untraveled native northern guide.

A second problem the northern guide may have is preparing for his new role. Some training programs are in existence which could pertain to guiding in the Northwest Territories, but each program tends to be designed for a specific type of job. The chances of finding a prepackaged course that will help a guide learn the right combination of skills for his job are poor.

There have been attempts in the past to develop training programs specifically for northern guides. In 1965 a training program was launched for **Class A** guides (those working in the Mackenzie Mountains) and was later offered to Class C guides (polar bear hunters). The program ran for about three years, but had a few flaws. The course was mostly a classroom exercise and there were no horses to practice on. Native students (who were too nervous around real horses to want to work with them anyway) strapped saddles and packs to sawhorses. The native guides did not like being away from home for too long and the southern outfitters were not too committed to using native employees, so the attempt was not the most successful. Several years later, a manual for "Instructors of Tourist Guiding" was prepared by a contractor from northern Ontario. The manual which was meant for big game hunters and fishing guides, was apparently never printed. Around the same time (about 1969) a brief manual for fishing guides was printed, both in English and Inuktitut. This manual did enjoy some distribution, but the reactions of government field workers which are recorded in Tourism and Parks' files do not suggest totally successful results.

The emergence of a new interest in tourism in the north has been accompanied by a demand for training for skills which were not addressed by these early hunting and fishing programs. Fairly recent studies have examined the best strategies for encouraging the growth of tourism: the 1979 Tourism Development and Marketing Strategies Study, the 1981 Baffin Region Tourism Strategy Report and the 1983 Community Based Tourism Strategy Report laid down guidelines for planning the growing industry. This present study was commissioned to examine the training needs of northern guides and to advise the development of useful materials to begin the process of preparing for industry growth.



The overall objective of the program is to "improve the level of participation by northerners in the tourism industry in order to ensure **maximum** benefits to both the employees and employers of **the industry.**" The **specific** objectives of this study were:

1. To identify and document the need for guide training programs with the specific purpose of categorizing by type the programs which should be developed and **priorizing** the programs which could be developed and implemented.
2. To identify the appropriate scope of tourism guide training with respect to training objectives, audiences and topics.
3. To recommend a conceptual approach to the delivery of tourism guide training addressing the organization and management of the program including an action program detailing capital, operations and maintenance costs to implement the programs.

The results of the survey **portion** of this study must be looked at with certain limitations in mind.

- \* First, there was a **limited** budget available and development of training materials was assumed by the Tourism and Parks Division to be a greater priority than an indepth needs assessment. It was not possible to travel to all regions of the Northwest Territories to talk to all interested parties, so the use of a questionnaire, (with personal interviews where possible), was considered to be the most efficient way to use the limited resources to meet the terms of reference for the study.
- \* Secondly, there is a variety of issues concerning training which could be **looked** at as part of this type of survey. Similarly, with such a diversity of types of tourism operations in the north, it is a challenge to find a common thread. Therefore, it was necessary to focus in on those issues which the contractors could anticipate being the most critical. For example, certification and **licencing** of guides
- \* from "Proposal to Undertake the Development of Tourism Guide Training Programs"



was expected to be an issue of concern, while a preference for on-the-job training as opposed to classroom instruction was assumed. The questionnaires left room for written comments which brought to light many concerns not brought forth in the surveys specific questions of the survey.

- \* The survey was distributed during the summer, which is the busy season for most operators. This may have meant that fewer people responded than otherwise would have, and their responses could have been less carefully considered or less complete than might have been. However, there will be an opportunity for the contractors to meet with industry representatives directly both at the steering committee meeting and at the Travel Industry Association meeting in October, before development of training materials is put into full swing.
- \* Finally, there is no data system available now to tell us how many people are currently working in the tourism industry in the-Northwest Territories. The best indication possible at present is the data collected from returned surveys. This may mean a limitation on the validity of estimations of future need for trained employees.



2. SURVEY RESULTS

In order to find out which priorities should be focused on, a needs assessment was conducted. In general terms, the goals of the study were to find out what skill-level guides are at now, and what they need to learn (if anything) in order to be fully functioning, effective professionals who are well prepared to handle all aspects of their jobs. The needs assessment looked at the following general questions:

- \* How many fully qualified northern resident guides will the industry require two years from now?
- \* What will their jobs require of them?
- \* What training seems to be needed most?
- \* How should training for guides be handled?
- \* Should **licencing** or certifying of guides go hand-in-hand with training?

To answer these questions, 'research of two types was needed. First, a thorough search pulled out relevant information from files kept by the Tourism and Parks division of the Department of Economic Development and Tourism, and from Wildlife Management files of Renewable Resources. References dating back as far as 1969 were followed up and earlier attempts at training for guides were researched. More recent documents such as the Community Based Tourism Strategy Report and the Baffin Regional Tourism Studies were examined. Secondly, the opinions of key people in the tourism industry in the north were gathered by personal interview and by questionnaire.

The list of resource people to contact was generated by collecting membership lists from the Travel Industry Association, **licenced** tourist operations in the Northwest Territories, Regional Government Officers and southern based tour operators with northern packages.



A detailed description of the raw data collected is included as an Appendix to this report. Following is a summary of the findings of the survey.

### 2.1 Demographics

The response rate of those surveyed was acceptable: 30% of **NWT** based operators, 22% of **Territorial** operations with out-of-Territory administrative offices, and 56% of those out-of-Territory based tour operators surveyed responded to the questionnaire. Additional opinions and suggestions were received from the Steering Committee for this project and from other members of the Travel Industry Association. Government Tourism Officers were also surveyed. Although their comments were carefully considered, their responses were removed from some calculations so as to not cloud the validity of the analysis derived from the industry.

TABLE 1

#### RESPONSE RATES

	Locally Controlled	-	out-of- Territory Controlled	Government Officers
Number of Questionnaires Distributed	96	=	37	22
Number of Questionnaires Received	2	6	8	a
Number of Letters Returned in Lieu of Questionnaires	3			1
Response Rate:	30%		22%	33



The data collected by the survey yielded the following information:

Sport fishing and wilderness experience tours lead the list of services offered by NWT operators surveyed. Historical or community interpretation tours are common. and various other activities, such as gear rentals and whitewater rafting are also offered. Big game hunting operations in the NWT run chiefly during the summer. Most tourist larger number of locally owned and controlled tourism. The businesses is reflected by the return rate for questionnaires. a total of 26 local operators and eight out-of-Territory controlled activities offered their opinions through the survey.

TABLE 2  
Types of Services Offered

	Number Locally Controlled	Number Out-of-Territory Controlled
Big Game Hunting	2	1
Sport Fishing	13	3
Wilderness Experience Tours	11	4
Historical/Community Interpretation Tours	9	
Other	2	4

Table 3  
Months of Operation

	Number Locally Controlled	Number Out-of-Territory Controlled
January	1	
February	1	
March	1	1
April	2	1
May	4	1
June	15	4
July	19	12
August	19	12
September	13	6
October	3	4
November	1	
December	1	

Response:

8)



Locally owned businesses hire an average of 8 employees, of whom usually most are permanent **NWT** residents. However, those operations with out-of-Territory offices hire an average of 21 people, of whom only one or two are permanent northerners (Table 7).

Table 7

Employee Profiles

Average Number Of Employees	Locally Controlled Operations		Out-of-Territory Controlled Operations	
	Resident	Non-Res.	Resident	Non-Resident
On Staff Now	8		21	
<b>NWT</b> Residents	6		1	
Skill and Experience:				
Little or none		-	1	
Some	2	1		4
A Great Deal	3	1	1	7
Responsibility Now:				
Little or None	-			
Some	3		8	
A Great Deal	5		12	
Responsibility Expected for 1985:				
Little or None	-		2	
Some	2		11	
A Great Deal	6		14	
(No response:	7)			



It appears that either northern residents who work for locally controlled enterprises have more experience at their jobs than residents who work for southern owned operators, or that their employers use different standards to measure their skills. Certainly, owners of out-of-Territory based operations consider their non-resident employees to be skilled and experienced more often than their northern employees. Owners of local businesses rate about half of their employees (mostly residents) as having a great deal of skill and experience, although more than that number carry a great deal of responsibility in their jobs. Of the southern controlled activities? only one owner considers his northern employees to have a great deal of skill and experience, while non-resident guides are judged to have at least some, and usually a great deal of skill and experience. In all of these operations it appears that the **burden** of responsibility for the comfort and safety of guests is carried by the non-resident employees.

By 1985, southern controlled businesses predict about 25% increase in the number of employees needed for responsible positions. Locally controlled operations are not expecting any major increases in personnel. This expectation is not quite consistent with the predicted changes in the number of customers expected in 1985 (33% increase for <sup>2</sup> ~~no~~ them firms, and 17% for out-of-Territory based operations). Regardless of their degree of optimism about future growth, there is some projected increase in the number of skilled employees needed who are able to handle responsibility in 1985, or at least in the **level** of responsibility expected from them. Since some residents working for local enterprises seem to be carrying more responsibility than their skill and experience level may warrant, and because the jobs sustaining a great deal of responsibility in southern controlled **operations** seem to be held mostly by non-resident guides, a need for on-the-job training is apparent. The majority of respondents felt they or their staff would benefit from **training**, either to **upgrade**, or to prepare new employees.

<sup>2</sup>This may be due in part to locally controlled operations being owner managed and possibly with housekeeping type units as compared to large southern controlled lodges with full services and requirements for more guides and additional clients. It **may also** reflect the inexperience of many northern operators in making accurate predictions of future growth.



Table 4

Clientele

Average Percentages	Locally Controlled	Out-of-Territory Controlled
% NWT Residents	17	6
% Non-NWT Canadians	41	46
% Foreigners	44	49
% Under 18 years	<b>2</b>	<b>2</b>
% 18-30 years	<b>22</b>	<b>26</b>
% 30-60 years	<b>58</b>	<b>56</b>
% Over 60 years	<b>12</b>	<b>15</b>
% Men	68	66
% Women	32	34
(No response:	5)	

Table 5

Customer Expectations

What Do Your Customers Want or Expect From a Holiday with Your Operation?

Qualities Listed	Number of Respondents Listing Each Quality
wilderness	12
Safety and Comfort	<b>11</b>
Good Food and Service	10
Culture	7
Good Fishing	13
Good Guides	5
Information	5
Local Knowledge	4
Isolation	4
Attention	2
Good Photography	3
Organization	2
Adventure	<b>1</b>



## 2.2 Training Priorities

The skills most commonly requested by all respondents are basic skills that might be required of any type of tourism operation. Those most frequently chosen as training priorities were:

- "meeting the expectations of the guests",
- "hospitality **skills**",
- "safety, first aid and survival **skills**",
- "basic management, planning, leadership, and professional ethics",
- "cleanliness and hygiene", and
- "knowledge of the area"

The majority of these **skills**, (which could be called "universal skills"), are chiefly **verbal in nature**, involving personal relationships' **between guide** and guest which are well informed by an awareness of the tourism industry and its importance. There was no difference by region: employers from all areas of the Northwest Territories and outside tour operators alike all agreed that these "universal skills" were needed the most.

The other **skills** requested for future training differ from region to region and are chiefly physical or practical in nature. They are specific to the type of activities commonly offered to tourists in each region (Table 8). (Facing).

The breakdown of guiding skills suggested looks like this:

<u>Region</u>	Priorities	
	<u>1st</u>	<u>2nd</u>
Keewatin	<b>Universal Tourism Skills</b>	Outfitting
Inuvik		Big game guiding
Kitikmeot		Big game guiding
Baffin		Community tour hosting
Fort Smith		Community tour hosting
Yellowknife		Community tour hosting



A brief explanation of second priority programs is outlined below. It should be noted that once time and money permits each of these three programs to be completed, they can of course, be utilized in any region so requiring them. The decision to give priority to any of the three would depend on demand and available funding. Community tour hosting may be given top priority for three of the regions while outfitting for only one.

- \* Outfitting: There is a growing number of **licenced** outfitters in the Keewatin, most of them community based. There is presently little information available as to "the basics of outfitting" - bookkeeping, marketing/promotion, booking management, regulations, equipment, packaging, financing.
- \* Big Game Guiding: Guiding or big game hunting is becoming the number one source of tourist revenue **in** some communities in the Kitikmeot and **Inuvik** regions while more communities are becoming increasingly interested. The suggested program would cover some aspects of outfitting plus trophy measuring, scoring, capping, packaging, client needs, special equipment.
- \* Community Tour Housing: Certainly a need in both large and small northern communities because of rapidly growing tour groups. The program may cover such topics as listing of local events and attractions, tour **planning** and co-ordination, types of tours, transportation, " information.

Most respondents agree that training could benefit their businesses by improving skills in hospitality and safety in particular, and thus attracting more tourists by word of mouth advertising.



Table 9

Administration

Number of Respondents **Favouring** Choices:

Where?	Locally Controlled Operators	Out-of-Territory Controlled Operators
On-the-Job	18	3
In the Classroom	0	0
Combination	10	5
Who?		
By Owner/Operator	18	6
By Contracted Instructors	9	1
By Govt. of NWT	11	1
How?		
Yes, Willing to Provide On-the-job Training	19	6
Yes, Salaries should be subsidized	13	6
Yes, Training costs should be subsidized	19	5



## 2.3 Administration

Most respondents agreed that training could be delivered both on-the-job and in the classroom, depending on the skill, but there was disagreement as to who should be responsible for guide training instruction. While many favoured the owner/operator, some thought that the Government of the Northwest Territories or contracted instructors should have responsibility for training. Most operators were willing to provide on-the-job training if suitable materials and funding were available to help out and agreed that salaries and training costs **should** be subsidized. (Table 9 facing).

There was much less agreement among respondents about the question of **licencing** or certifying guides. While there was not a great deal of objection to training for guides, some operators were not too enthusiastic about certifying their proficiency, and there was some **very** strong objection to **licencing** guides to operate.

Owners of southern based operations do not favour any formalization of their relationship with their guides. (Only 25% agree with certification or licensing). **Locally** controlled business feel more positively (57% gave the nod to certification of proficiency and 61% to **licencing** for guides). Three out of five southern tour operators recommended **certification**, but only one suggested **licencing**. The strongest exception to **licencing** came from well established fishing lodges, who appear to fear increased government regulation of whom they may hire (Table 10 following). At the moment, hunting guides are both **licenced** and certified. River rafting and canoeing outfitters and businesses such as bus and **boat** tours are **licenced** but their guides are not certified.

<sup>3</sup>it is important to **note** the distinction between certification and **licencing**. **Licencing** gives permission to operate, usually indicating that some regulations concerning insurance or legalities have been set. Certification is recognition of an individual's proficiency or ability and usually indicates that some **minimum** skill level has been demonstrated.



Table 10

**Licencing and Certification**

Percentage of Respondents **Favouring** Choices:

	<b>% Locally Controlled Operations</b>	<b>% Out-of-Territory Controlled Operations</b>
Yes, Guides <b>should</b> be certified as proficient	57	25
By: Govt. Of NWT	8	25
Industry	31	0
Combinatio <sub>n</sub>	46	13
Yes, Guides <b>should</b> be licenced to work	61	37
By: Govt.of NWT	15	25
Industry	15	0
Combinatio <sub>n</sub>	46	13
Criteria for Certification and/or licencing:		
Skill of Activit <sub>y</sub>	69	50
Skill of Guiding	73	38
Length of Experience	46	50
Local Knowledge	61	25



It would seem that certification of proficiency may be an issue only for guides who deal with customers in what may be considered "high risk" situations, where skill is of great importance. Fishing guides, canoeing and river rafting guides could fall into this category.

There was divided opinion as well about who should set the standards and be responsible for granting certification or **licencing**. While some felt strongly that this responsibility should lie only with members of the industry, others would like to see the job shared with the government of the Northwest Territories. There was no consistent opinion as to what type of criteria should be used to determine whether someone is a competent guide. All criteria suggested were considered to be valid. (Table 10 facing).

In summary, the top priority for training immediately for everyone appears to be the universal human interaction skills which are common to all types of guiding. Specific skill training for different jobs is a lesser priority. **Any** training program developed to help guides learn these skills must be adaptable to any northern tourist operator and **should** have built-in flexibility to meet the needs of very different types of learners with different needs and different current skill levels. Because most clients are either from southern Canada or from other countries, cross-cultural dynamics must play an important role in the learning process. Any training materials developed should lend themselves to on-the-job learning or to local classroom work that does not require learners to travel to an educational **centre** and does not require sophisticated equipment or other **resources** which could be difficult to obtain. Measuring of skill progress should be **built** into the training materials so that monitoring of learning can be done by the guides' employers.



### 3. ASSESSMENT OF EXISTING TRAINING MATERIALS

Existing training materials which could relate to the **NWT's** guiding industry were located in three ways:

1. Many people knowledgeable in the field of training, the tourism industry in general, or guiding in particular, were interviewed. Most of these people were able to make a verbal assessment of programs they were familiar with and to refer to other training programs, other resource people, or other potential sources of information.
2. A study prepared for the Yukon Government and another for Parks Canada assessed existing training programs which might meet their own particular guiding needs. These programs were thoroughly researched and those which appeared to be most pertinent to the Northwest Territories were obtained and assessed, **using** the criteria described later in this section.
3. Library searches were-conducted to identify additional resources.

Almost all of the private businesses, government departments, training and educational institutions and service agencies contacted offered excellent co-operation and support for the **search**. A few unfortunate exceptions have seriously delayed a detailed view of some materials which may be very helpful, but sufficient information is available to make a preliminary judgement on their applicability.

Training materials were measured using the following yardsticks:

1. Do the skills addressed by the program in question apply to the **NWT** industry?



2. Are the performance standards applicable *to* the learning needs of northern trainees?
3. Are written learning materials suitable for the reading abilities of northern trainees?
4. Is the teaching curriculum suitable to the jobs and learning conditions typical for northern trainees?
5. Does the program come complete with instructor manuals, workbooks, learning manuals or texts for trainees?
6. Is the program available immediately without prohibitive cost?

The following programs were assessed:<sup>4</sup>

Big Game Hunting and Sport Fishing

Manitoba Guide Training Program  
NWT Instructor's Manual-for Tourist Guiding (circa 1970)  
NWT Wildlife Officer Level II On-the-Job Training Program  
Lakeland College Guide Training Program  
Northwest Community College Guide Training Program  
Strathcona Park Lodge **Guide** Training Program  
Qaivvik Ltd. Guide Training Seminar  
NWT Sports Fishing Guide Manual (circa 1970)  
NWT Class B Guide Manual (1981)  
Parks Canada Guide Tests for Nahanni Park and Wood Buffalo Park

Mountain Climbing, Skiing, Backpacking, Rock Climbing

Association of Canadian Mountain Guides Training Programs  
B.C. Avalanche Courses  
Canadian Ski Association "Tour Leader" program  
**Capillano** College "Wilderness Leadership" Courses  
University of Calgary "Outdoor Pursuits" physical Education Courses  
B.C. Standards and Guidelines for Wilderness Programs and High Risk Activities  
Canadian Association of Nordic Ski Instructors Certification Program  
Canadian Ski Patrol Certification Program

<sup>4</sup>Other training materials on order have not yet been reviewed.



Canoeing, Kayaking, River Rafting

- University of Calgary "Outdoor pursuits" Courses
- **Capillano** College "Wilderness Leadership" Courses
- Canadian Recreational Canoeing Association Programs

Universal Skills

(A) Leadership, Communications and Hospitality

- Canadian Hostelry Association "**Indecor**" program
- NWT "Let's** Treat Visitors Royally" Seminar
- B.C. Bus Tour Leader Course
- Eastern Arctic Guide Training Seminar
- Saskatchewan Band Economic Development Training Program
- NWT** Dept. of Education Community Service Worker Training Program
- Parks Canada Tour Guide Program for Dawson City, Yukon
- Manitoba Hospitality Industry Financial Management Manual
- Nova Scotia Hospitality Awareness Research Program
- Portions of other Programs

(B) First Aid and Safety

- St. John's Ambulance "Emergency Medical Technician" Program
- Red Cross "Wilderness First Aid" Program
- Portions of other Programs

(c) Miscellaneous (These skills are covered to varying degrees by portions of several different courses)

- Search, Rescue and Evacuation
- Weather Interpretation
- Food Preparation, Camp Cooking
- Survival, Woodsmanship, Map and Compass

The following summary outlines the results of preliminary assessments:

Big Game Hunting and Sport Fishing

A great deal of information is available for big game hunting guides working within the **treeline**. Very little has been developed for hunting above the **treeline** and considerable work would be needed to provide training materials for these guides. Sport fishing is covered adequately by several sources, requiring only restructuring of the materials for use as on-the-job training tools.



### Mountain Climbing, Skiing, Backpacking and Rock Climbing

Tour leading in high risk mountainous areas has attracted a **great deal of attention**, and the specific skills required by climbers and skiers have been thoroughly studied. The Association of Canadian Mountain Guides has developed training and certification standards which are internationally recognized and are adopted by Parks Canada for their mountain guides. The Canadian Ski Associations "Tour Leader" Program provides similarly high standards for cross country ski leaders. The requirements of ski or mountain guides in the Northwest Territories would likely not be as rigorous and existing programs can easily meet their training needs.

### Canoeing, Kayaking, and Whitewater Rafting

Because of their popularity in Canada, canoeing and kayaking leadership also have benefited from extensive scrutiny. The Canadian Recreational Canoeing Association has developed careful guidelines for canoe instruction. Kayaking is not quite as well addressed, but enough information is available to make development of training materials for northern kayakers a relatively straight forward task. White water rafting leadership is apparently adequately taught by courses offered in Alberta-, but a careful examination of these courses has not yet been possible.

### Universal Skills

A collection of skills has been named "Universal" because they are likely to be needed by any guide working in the tourism industry, **regardless** of whether the particular physical skill requirements of the job are filleting fish, handling a canoe **in whitewater** or stalking a polar bear. These universal skills are tackled with varying success by different programs.

#### (A) Leadership, Communication and Hospitality

These human interaction skills are the most poorly developed in print, in spite of the number of training programs which attempt to impart them. Very little material exists now which could easily be used for on-the-job learning in a variety of guiding situations. While bits and pieces could be lifted from several different sources, a great deal of development work is needed to come up with a cohesive useful package. The skills associated with leadership and ethics in the wilderness are most poorly dealt with by existing materials.



(B) First Aid and Safety

Two pilot programs specifically geared to outdoor activities in high risk areas are being tested now. Both the St. **John's** Ambulance course and the Red **Cross** course show promise, and guides from the Northwest Territories should be able to participate directly in these courses. Two problems can be foreseen however: although first aid courses tend to be portable, certified Red Cross or St. **John's** Ambulance instructors rarely manage to visit smaller communities, making it necessary for guides to visit either Yellowknife or some southern location to take part in organized courses. Secondly, the detailed level of skill taught may be too advanced for the needs of many guides. Certainly the texts and student manuals are beyond the reading level of most northern trainees. A more simplified approach, focusing on those skills most likely to be needed by northern guides (such as hypothermia, frost bite, breaks and wounds) may be more useful and would require only a moderate amount of work to adapt existing materials.

(C) Miscellaneous Skills

Several sources provide materials which can be used to develop training packages suitable for northern guides to learn skills in search, rescue and evacuation, weather interpretation, food preparation and camp cooking, survival, woodsmanship and map and compass use. The task required is to adapt what is available to the on-the-job learning format developed for other skills. A more difficult and time consuming effort is required to come up with teaching tools for historical/cultural/lifestyle interpretation. These materials will likely have to be developed from scratch.

in general terms, -the **specific** physical skills required by a guide's job are easiest to teach, given existing training resources which are available now. The more elusive human interaction skills, which are verbal in nature, rather than "hands-on practical" skills, are not as well addressed by existing training materials and will require the most work and time to develop useful learning packages for northern guides.



4. CONCLUSIONS AND RECOMMENDATIONS

4.1 Development of Training Materials

The Government of the Northwest Territories has given a priority to community based tourism and to the principle that the benefits of increased tourism business should be collected by the people who live and work where the activity is taking place. It could be assumed that the majority of tourist dollars generated in the Northwest Territories come not from community based tourism but from a few fishing or hunting lodges who service large numbers of clientele. This trend is slowly changing and with additional community awareness more "community based **tourism**" may **continue to** develop. Native guides are now testing the waters of tourism as a viable prospect for themselves and looking for ways to improve their skill levels. Assuming that more and more people will join them in demanding relevant training it is wise to conclude that there is now, and will be in the future, an important role for job training in the tourism industry. This study has reinforced that conclusion, by indicating an immediate discrepancy between the perceived skill levels of northern guides and the responsibilities expected of them now and in two years time.

This study has pointed out that customers expect good service and hospitality as a primary ingredient of their northern holiday experience. In every region across the Northwest Territories, in every type of tourist operation, from fishing lodges to **rafting** tours to polar bear hunts, human interaction skills and an awareness of the tourism industry are judged to be the most badly needed by employees. The assessment of existing training materials which may be relevant to northern guides has discovered a problem: what is **available** off the shelf, now, is not adequate to prepare new northern guides for their often difficult new roles.

It is apparent then that development work is needed immediately to come up with training materials that can help guides learn the important basic skills, universal to all types of guiding.



It is recommended that work **begin** immediately to develop training materials focusing on core skills of the tourism industry which are likely to be universal to all types of guiding in the Northwest Territories.

The **skills** addressed may include the followi<sup>ng</sup>:

- meetin<sub>g</sub> the expectations of the guest
- hospitalit<sub>y</sub>  
**cleanliness**, sanitation and hygiene  
safety, first aid and survival
- leadership and communication  
camp cooking and meal plannin<sub>g</sub>  
use of regulations,
- knowledge of the tourism industr<sub>y</sub><sup>5</sup>

and other skills which could **practically** accompany them. As development of these first priority **skills** is completed, work should begin to prepare programs aimed at the practical skills identified as later priorities.

<sup>5</sup>For example; the following skills would be addressed:

A guide must be able to:

- use good judgement to make effectiv<sub>e</sub> decisions
- recognize a **guest's** emotional and physical limitations
- use tact and diplomac<sub>y</sub> to handle problem customers
- identif<sub>y</sub> ways to give hi-s customers fair value for his money
- identif<sub>y</sub> all possibl<sub>e</sub> tourist attractions in his own community
- identif<sub>y</sub> the competition both inside and outside of the Northwest Territories .
- develo<sub>p</sub> professional attitudes appropriate to the job
- recogniz<sub>e</sub> and deal effectivel<sub>y</sub> with teh effects of exposure to cold
- plan an effective tour itinerary
- explain regulations concernin<sub>g</sub> huntin<sub>g</sub> or fishin<sub>g</sub> **limits** to the tourist



Any materials which are developed must be portable and flexible enough to be adaptable to several different types of job situations and different learning needs of individual guides. The materials must be geared to use on-the-job and must have cross cultural dynamics and progressive evaluation built in. The materials should give maximum control to **individual** employers and guides to determine what, when and where training will happen.

The consultants preparing this report suggest that a viable format for training materials to meet these requirements would be a series of slide-tape presentations, translated if **possible**, accompanied by an instructor's manual. Users would be free to choose those portions of the presentations which best suit their needs. They could further study any topic by turning to the instructor's manual which would lay out a variety of learning exercises to **follow** up on the ideas introduced **by the** slide-tape presentations. (Beta-Max video would 'be a **potential** alternative to slide-tape presentations, but would of course involve much higher production **costs, which** may not be feasible). The instructor's manual would be written and organized in such a way that it could be used by different resource people, such as community adult educa-tors, other government field workers, some employers, or contracted instructors.

The format for training materials focusing on the practical "hand-on" skills or for others developed later could be very different. In some cases, field demonstrations or simulations may be more appropriate. In others, existing training films or other resources could be profitably used. It is suggested that a detailed examination of materials format for these remaining skills be made later, when they are to be developed. \_

#### 4.2 Implementation of Training Delivery

The field of adult education has several different models of instruction to choose **from**. The one most familiar to most of us is the traditional classroom approach: a teacher or instructor takes the lead, presenting information to a captive audience of students. A variety of techniques may be used: a formal lecture or question and answer approach, a more relaxed case study, game or simulation exercise, or perhaps group discussions. The second familiar model is the classical apprenticeship -approach: students learn by



watching an experienced craftsman, then trying out the new skill themselves. A more recent method is programmed instruction: a student works primarily alone, with a programmed workbook or perhaps a computer, with feedback mechanisms built into the materials for the student to check his or her own progress. Usually a facilitator is available not too far away to offer assistance if it is needed.

The first basic principle of modern adult education is that learning is likely to be most successful when the learner is in control of his or her own skill development. A person's motivation to learn is best developed and capitalized on when she can choose what to learn and can control the pace to suit her own needs. For this reason, programmed learning materials have proven to be very successful. The slide-tape format suggested for the universal skills training materials allows this element of choice and control by the learner. However, they will have the best chance of **success** if an instructor is available to lead the learner through the more detailed study encouraged by the manuals to accompany the slide-tape presentations. The manual can be accessible to facilitators who are not necessarily professional educators, but it will be best used in the hands of a professional **trainer**, with intimate familiarity with the tourism industry. Other types of training materials developed later will also benefit from the experienced facilitation of a professional adult educator.

A combination of teaching methods could be appropriate for tourism training. Training materials, such as slide-tape presentations, could be made available to individual businesses to use as part of their own in-house training. For example, an employer at a fishing lodge could use one or two relevant tapes to refresh an **idea** that is within the experience of the guides, then go on with the specifics of the **job**, such as where the best fishing is nearby. Perhaps a hotel owner might show a tape to introduce a new idea to his employees, then ask the **community** adult educator to come in and do a more complete **followup** with some employees who meet the public most frequently. More formal courses could be organized for people who are not yet guiding, or are working for businesses too small to have their own training programs, or who want to do more thorough study with the help of an instructor. Courses could be arranged on a regional basis, prior to each annual season with **followups**



provided whenever requested. It would of course be important to schedule formal courses to not interfere with the local busy season for tourist businesses, or to coincide with traditional activities such as trapping or hunting, when those who may want to participate would be out of town. This approach **would** help to ensure that training delivery is responding to the actual needs of industry users.

It is recommended that delivery of training allow for a combination of approaches, including formal courses organized on a regional basis informal assistance when requested and availability of training materials to individual operations who wish to make use of them. A professional educator should be available to assist in training delivery.

4.2.2 There are several factors pointing towards **the** need for leadership and co-ordination of the delivery of training to ensure that. **any development work**, time and- expense **will** be profitable, and that northern guides will learn what they need in order to participate fully in the tourism activity of their communities.

There are important logistical tasks which must be undertaken: arranging appropriate facilities; maintaining audio-visual equipment; distributing materials to employers who wish to use them as part of their own in-house training; organizing more formal courses. These tasks are most efficiently done by a single agency.

Another important consideration is the co-ordination of all parties who feel in some way involved with training. At least five different government bodies are likely to suggest that tourism training is in some way part of their mandate, or at least their **interest**. (Tourism and Parks, Apprenticeship and Industrial Training, and Adult and Continuing Education all have field officers who would want to feel connected in some way to any tourism training efforts. Parks Canada and Canada Manpower will also require some involvement). In addition, there are other groups likely to take an interest in tourism training: both regional and local Tourism Industry Associations; groups which represent guides in particular fields, such as the Canadian Ski Association and the Association of Canadian Mountain Guides; Hunters and Trappers Associations, Band and Community Councils; all of the individual tourism businesses: the fishing lodges, outfitters and tour companies who employ **guides**. It is important that all of these bodies can feel in some way part of any training which happens. But at the same time, it is equally, or perhaps even more important, that successful training not be hampered by competing interests, or differing philosophies about training, or communication breakdowns among groups.



There is a need also for some sense of continuity in the development of training for tourism guides. Frequent updating and revision on the basis of continuous monitoring will help to keep training materials current and useful. The need for future training can best be foreseen by such monitoring, which is most efficiently done by a single agency. Organizations who could take responsibility for program administration and program instruction include **Thebacha** College, Department of Education, **CEIC**, the **Travel Industry Association**, Department of Economic Development and Tourism. Of the above, members of the tourism industry are most closely linked to the Travel Industry Association. Once the **T.I.A.** stabilizes its position with regard to administration and long term management we would suggest this body would be most appropriate to carry out the administrative program instruction on a full or part time basis, with the co-operation of **Thebacha** College.

It is recommended that co-ordination of the delivery of tourism training should be provided by a **single** agency.

- 4.2.3 As training for tourism **guides** is in its infancy in the Northwest Territories, it can be expected that the experience of using any new materials will contribute to their improvement. Continuous monitoring as well as more formal external formative<sup>6</sup> evaluation should be integral components of the planning delivery system. Not only can the materials and delivery system be modified as needed, but the credibility of the program will be enhanced in the eyes of external observers and industry users alike.

Continuous monitoring and-formative evaluation should be built into training delivery plans at the start.

<sup>6</sup>Formative evaluation is a process of continuous assessment with feedback to program managers. The goal of formative evaluation is to guide the continuous improvement of program materials and delivery mechanisms, as well as to contribute to decisions pertaining to the program, such as whether to continue funding it.



4.2.4 The question of whether training should lead to certification of a guide's ability, or to more formally **licencing** him to work in the Northwest Territories, is a thorny one. There are several different issues in question, and emotions on the subject tend to run high. Certainly, some operators are extremely reluctant to allow any further government regulation into their business lives. Others argue that in situations of potential high risk, the customer deserves the right to know that he is protected, by the knowledge that his guide has had to meet certain standards in order to be able to offer his services. Appendix 3 presents a more detailed examination of the issues surrounding certification and **licencing** in the Northwest Territories. As the question is one of some importance to all concerned, co-operation is required to settle it.

The mechanism for recognizing guides in Manitoba may be useful in the Northwest Territories. Anyone who has lived in Manitoba for a year and is recommended by an outfitter or lodge owner, can apply for a guiding **licence**. After passing a skill test, (which looks at safety, regulations, first **aid** knowledge and hunting skills), the guide is issued an attractive cloth insignia and a metal badge declaring him to be a "registered guide". Only guides wearing these identification symbols are allowed to offer their services to guests.

Whatever form of recognizing an experienced guide's skill is used, it must be acceptable to the operators of tourism business and to guides themselves. There is little to be gained from arbitrarily imposing any standard which is not **first voluntarily** accepted. Formal **licencing** may not be needed as a recognition standard. Some form of registration or certification of ability may be sufficient.

It is recommended that the **existing** process of issuing permits, certificates of **recognition**, and **licences** pertaining to the tourism industry in the NWT be reviewed jointly by industry and government to provide a standard acceptable to all parties.



#### 4.3 Estimated Annual Program Costs

An estimate of operating costs to deliver training for guides as suggested is based on the following assumptions:

The training **to** be delivered will focus on those core skills of the industry considered to be universal to all types of guiding in the Northwest Territories. It will consist of a set of portable audio-visual training aids and an accompanying instructor's manual. Various components can be used on a separate basis.

The **maximum** course **time** frame **is** not expected to be more than seven days per unit with an average of 10 people per course.

Management costs are based on one full time position with responsibility for all aspects of co-ordination and training delivery. Resource people may be contracted occasionally to assist with training.

Facilities not available from government sources will be rented from the private-sector.

A minimum level of ten courses per year are offered with management and administrative costs spread over this minimum level. Additional smaller course components may also be offered. Per course overhead **costs** would naturally decrease if more course offerings were made available.

Facilitation and support is available from existing resources within the government, regional centers and industry. These **support** mechanisms include for example, local involvement of Government of the Northwest Territories Adult Education personnel which is not considered a direct 'cost component of this program.

Costs are estimated to **include** direct expenditures and does not include "hidden costs", represented by the value of related government services that may be available.



Estimated Annual Program Costs  
N.W.T. Tourism Guide Training  
Universal "Core" Skills Program

Program Administration:

<b>Training</b> Manager salary	<b>40,000</b>
Administrative support salary (one quarter time position)	<b>8,000</b>
Employee <b>benefits</b> (including housing)	<u><b>6,750</b></u>
<b>Total</b> administrative salary and benefits	<b>54,750</b>
<b>Office, travel, telephone,</b> and related costs	<b>30,000</b>

Special Instruction Assistance:

50 instruction days_ at \$500/day	<b>25,000</b>
Program Instructional materials, equipment & facilities_	10,000
Trainee Travel and accommodation	<b>75,000</b>
Student training allowances	<u><b>50,000</b></u>
Total Program Budget (per annum)	<u><b>244,750</b></u>



**4.4** Time Schedule for Implementation of **Training** Delivery

October 1983 - March 1984

- a) Development of training materials currently under contract (with support and co-operation of the Department of Information, Government of the Northwest Territories).
- b) Negotiate role of agency to co-ordinate delivery of training.
- c) Fill position of training manager.
- d) Arrange logistics for delivery of training
- e) Negotiate training funds from Canada Employment and Immigration Commission and other sources to support training program delivery.

March 1984

- f) Implement training program delivery.

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CONCLUSION

The Government of the Northwest **Territories** Community Based Tourism strategy **identified** a **priority** for **skill** development of Northerners who wish to participate **in** the tourism industry **in** the Northwest Territories. A new demand for skill training has emerged. Appropriate **training is difficult** to find. **This** study helped to define the learning needs of northern guides and assessed available programs that may address them. The much needed human interaction **skills** require considerable **original** development work to produce an appropriate **training** resource. **This is** where work should begin. The implementation of training requires co-ordination from a single agency, with a variety of approaches to delivery so as to meet the diverse needs of industry users. Continuous evaluation **is** recommended to ensure program viability. **Training** delivery could **begin prior** to the 1984 season.



APPENDIX 1

SURVEY RAW DATA

NORTHWEST TERRITORIES OPERATORS, BOTH LOCALLY CONTROLLED  
AND OUT-OF-TERRITORY CONTROLLED



TABLE 1

RESPONSE RATES

	Locally Controlled	out-of- <b>Territory</b> Controlled	Government Officers
Number of <b>Questionnaires</b> Distributed	96	37	22
Number of Questionnaires Received	26	8	8
Number of Letters Returned in Lieu of Questionnaires	3		<b>1</b>
Response Rate:	30%	22%	33



TABLE 2

## Types of Services Offered

	Number Locally Controlled	Number <b>Out-of-Territory</b> Controlled
<b>Big Game Hunting</b>	2	1
Sport <b>Fishing</b>	13	3
Wilderness Experience Tours	11	4
<b>Historical/Community</b> Interpretation Tours	9	
Other	2	4

Table 3

## Months of Operation

	Number Locally Controlled		Number Out-of-Territory Controlled
January	1		
February	<b>1</b>		
March	1	-	<b>1</b>
April	2	=	<b>1</b>
May	4		<b>1</b>
June	15		<b>4</b>
July	19		<b>12</b>
August	19		<b>12</b>
September	13		<b>6</b>
October	3		<b>4</b>
November	1		
December	<b>1</b>		
(no response:	8)		



Table 4

Clientele

Average Percentages	Locally Controlled	Out-of-Territory Controlled
⌘ NWT Residents	17	6
% Non-NWT Canadians	41	46
⌘ Foreigners	44	49
% Under 18 years	2	2
⌘ 18-30 years	22	26
⌘ 30-60 years	58	56
⌘ Over 60 years	12	15
⌘ Men	68	66
% Women	32	34
(No response:	5)	



Table 5

Customer Expectations

What Do Your Customers Want or Expect From a Holiday with Your Operation?

Qualities Listed	Number of Respondents Listing Each Quality
Wilderness	12
Safety and Comfort	11
Good Food and Service	10
Culture	7
Good <b>Fishing</b>	13
Good <b>Guides</b>	5
Information	5
Local Knowledge	4
Isolation	4
Attention	4
Good Photography	2
Organization	3
Adventure	2
	1



Table 6

## Expected Growth of NWT Operations

Number of Customers	<u>Locally Controlled</u>		<u>Out-of-Territory Controlled</u>	
	1982	1985	1982	1985
Under 10	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>
10-50	<b>5</b>	5	2	<b>2</b>
50-100	<b>9</b>	6	<b>1</b>	<b>1</b>
100-500	<b>7</b>	9	2	3
<b>Over 500*</b>	<b>3</b>	5	2	2
Approximate Totals:	<b>7050*</b>	9350*	2810*	3300*
% Increase		33%		17%

\*The highest figure in each category was used to estimate totals. For example, 9 locally controlled-operators had about 100 customers in 1982, and 9 expect about 100 customers in 1985. For "Over 500", the **figure** 800 customers was assumed. 3 locally controlled operators had over **500 (about 800)** customers in **1982** and 5 expect over 500 (about 800) customers **in** 1985.



Table 7

Employee Profiles

Average Number Of Employees	Locally Controlled Operations		Out-of-Territory Controlled Operations	
On Staff Now	8		21	
NWT Residents	6		1	
<b>Skill and Experience:</b>	Resident	<b>Non-Res.</b>	Resident	Non-Resident
Little or none			<b>1</b>	
Some	2	1		4
A Great Deal	3	1	1	7
<b>Responsibility</b> Now:				
<b>Little</b> or None				
Some	3		8	
A Great Deal	5		12	
<b>Responsibility</b> Expected for 1985:				
<b>Little</b> or None		-	2	
Some	2		<b>11</b>	
A Great Deal	6		14	
(No response:	7)			





Table 8

Training Priorities

Meeting the expectations of the guests	180
Hospitality skills	200
Meal planning and preparation	150
Cleanliness, sanitation and hygiene	170
Knowledge of the area (including flora, fauna, history, geography)	190
Interpretation on abilities	130
Specific skill training (horse handling, white water rafting, fly fishing, mountain climbing, photography, handling and preparation of fish and game, trophy measurement)	130
Regulations (fishing, hunting, land, health, tourism)	150
Use and care of equipment (small motors, firearms, radios)	170
Basic management, planning, leadership and professional ethics	170
Safety, first aid and survival skills	190
Other categories (please describe)	190

20 40 60 80 100 120 140 160 180 200

Weighted Response Scale  
(Number of people choosing × strength of choice)

Table 9

Administration

Number of Respondents **Favouring Choices:**

Where?	Locally Controlled Operators	Out-of-Territory Controlled Operators
On-the-Job	18	3
In the Classroom	0	0
<b>Combination</b>	10	5
Who?		
By Owner/Operator	18	6
By Contracted Instructors	9	1
<b>By Govt. of NWT</b>	11	1
How?		
Yes, Willing to Provide On-the-job Training	19	6
<b>Yes, Salaries</b> should be subsidized	13	6
Yes, <b>Training</b> costs should be subsidized	19	5



Table 10

**Licencing and Certification**

Percentage of Respondents Favouring Choices:

	<b>% Locally</b> Controlled Operations	<b>% Out-of-Territory</b> Controlled Operations
Yes, Guides should be certified as proficient	57	25
By: Govt. of <b>NWT</b>	8	25
Industry	31	<b>0</b>
Combination	46	<b>13</b>
Yes, Guides should be <b>licenced</b> to work	<b>61</b>	37
By: <b>Govt. of NWT</b>	15	<b>25</b>
Industry	15	<b>0</b>
Combination	46	<b>13</b>
Criteria for Certification and/or <b>licencing</b> :		
Skill of Activity	69	50
Skill of Guiding	73	38
Length of Experience	<b>46</b>	50
Local Knowledge	61	25



Table 11

Client Referrals

	Number of Respondents
What type of tourism operations in the <b>NWT</b> do you send your clients to?	
Hotel/Motel	4
Big Game Hunting Outfitters	0
Fishing lodges/camps	2
Wilderness Experience Tours	2
<b>Historical/Community</b> Interpretation	1
Other (please describe)	3 (city tours, scenic tours, deluxe tours)
Approximately how many clients did-you send to any operation offering guide services <b>during</b> the 1982 season?	<b>NWT</b>
Under 10	-
Between 10-50	<b>1</b>
Between 50-100	<b>1</b>
Between 100-500	<b>1</b>
Over 500	2
Approximately how many clients <b>can you</b> anticipate sending in total to any <b>NWT operations</b> offering guide services by the 1985 season?	
Under 10	<b>0</b>
Between 10-50	<b>0</b>
Between 50-100	<b>0</b>
Between 100-500	<b>1</b>
500-1000	2



What do your clients want from an NWT vacation? What type of activities and services do they expect to find?

Wilderness	9
Safety and comfort	1
Good food and service	1
Culture and local knowledge	2
Good fishing	2
Good guides	1



Table 12

Perceived Training Priorities

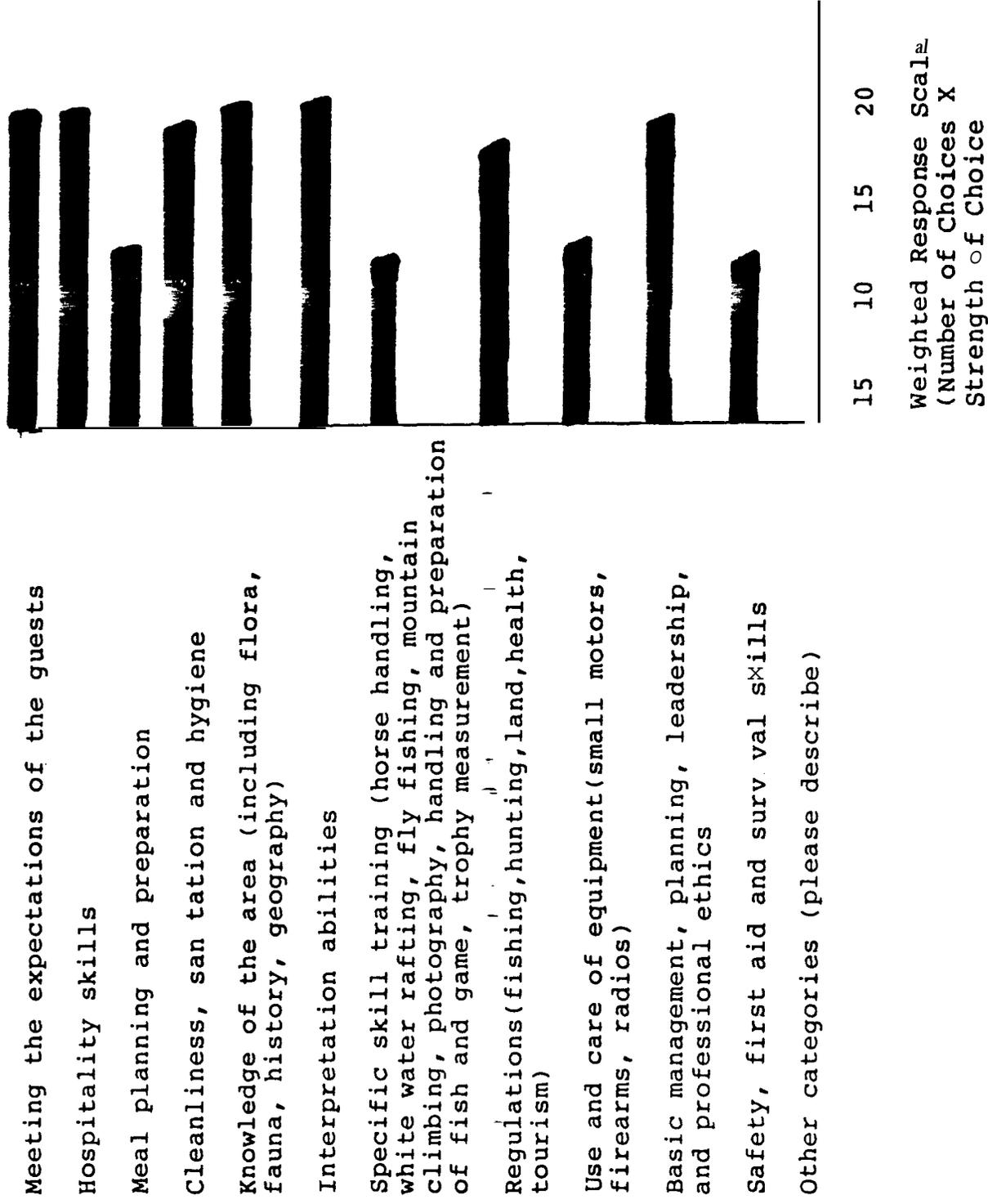


Table 13

Perceived Certification and **Licencing** Needs

	No. of Respondents
<b>Should</b> all guides be certified as being proficient in order to work in the <b>NWT?</b>	
Yes	3
No	<b>0</b>
Not Sure	<b>1</b>
Should all guides be <b>licenced</b> in order to work in <b>the NWT?</b>	
Yes	<b>1</b>
No	<b>1</b>
Not Sure	2
If Guides were to be <b>licenced</b> and/or certified what criteria should be used to determine whether someone is a competent guide?	
Skill at the activity to be guided (e.g. canoeing, white water rafting, fishing)	3
Skill of guiding itself (e.g. leadership, client handling)	4
Length of experience guiding	3
Knowledge of local area	4
Other criteria	



APPENDIX 3

AN EXAMINATION OF THE **ISSUES**  
CONCERNING **CERTIFICATION** AND **LICENCING**  
OF TOURISM GUIDES  
IN THE NORTHWEST **TERRITORIES**



## STANDARDS, CERTIFICATION AND LICENCING

This Appendix presents a discussion on the issues of standards, certification and **licencing**. It must be prefaced by a common understanding of the definition of these terms in the context of tourism guide training. Generally, standards relate to an identified level of competence appropriate to employment in the guiding industries. Certification is the normal method of recognizing standards through the practice of ensuring skills are acquired through training, experience gained through on-the-job training, and examinations. **Licencing** is a procedure used by government to regulate the involvement of people in the industry and can be described simply as the granting of permission to provide a service to the public.

This section presents some development considerations with respect to Guide Standards, Certification and **Licencing**. The conclusions and recommendations are the result of the survey data, Steering Committee input and the consultant's **findings**. In addressing standards, rectification and **licencing** a number of existing and potential industry issues need to be considered.

- \* The role and responsibility of the industry and government to ensure adequate client protection, not only for the safety of the client, but also in consideration of the reputation and growth of the industry.
- \* The role and responsibility of the industry and government in managing the natural resources related to tourist activities.
- \* The role and responsibility of the industry and government in ensuring maximum economic return is realized from tourist activities.

These three areas of concern raise a number of opinions when ~~they are discussed within the context~~ Of government intervention in the are 0\$ standards certification and **licencing**. The survey results and Steering Committee input voiced strong reservations about government intervention in these areas. Considerable concern was raised about mandatory certification. The reasons for these concerns are obvious given that most tourist operations are short term, seasonal ventures requiring as much freedom as possible to manage their affairs according to individual wishes and unrestricted "rules of the game". The general **concensus** is that business activities are over regulated now and any more



restrictions on their operations will do more damage than good. A number of disadvantages become evident in considering the legislation of compulsory standards and certification. These include:

- \* The increased costs the industry will face associated with lost time in upgrading guides to legislated standard.
- \* The legislated standard will **be** perceived as a mechanism to ensure only native northerners are hired as guides, restricting the basic right of the employer to **hire** who he wishes in the management of his business.
- \* If legislated standards are too high, it could result in the possible reduction of the size of the industry. If standards are too low, it will not serve to improve the situation.

In considering the advantages. to a compulsory legislation of "standards and certification, the following emerge:

- \* It would guarantee that at the least a specified guide standard would be in effect.
- \* Total industry control-of standards would be avoided, thus the resulting self-serving motivations and variability of standards under such control could also be avoided.

It can be argued that the industry, with it's good intentions and long term **viable** interests at heart can within **itself**, establish a **level** of standard that ensures the protection of its client group, the sustainment of the natural resources and its economic viability. There are some basic assumptions made under **this** scenario that may prove false, particularly in the hope that all the industry would regard standards as having **value**, and therefore? accept responsibility to set standards. Government would further hope that any standards instituted would meet its own aims, instead of working counte-r to them.

The above discussion suggests **that industry-government** cooperation in designing and monitoring a voluntary standard would seem to be the most acceptable and useful model to pursue.



Cooperation between both industry and government in this area is consistent with the previously mentioned community based tourism strategy for the Northwest Territories. Also, current legislation in the Northwest Territories has provided a legal basis for this process. The Travel and Tourism Ordinance, assented to on March 9, 1983 enacted the power of the GNWT to make regulations (Section 15 p) respecting the conduct, training and registration of guides, the issuing of **licences** and related matters. This legislation also establishes a Board (Section 11 and 12) **known as** the 'Tourism Training and Manpower Needs Board appointed by the Executive Committee to make recommendations with respect to training, examination, and certification of persons in the tourism occupations. The membership on this Board is intended to have strong representation from the Travel Industry Association and departmental information states that the Board is anticipated to be underway in 1984.

With this approach voluntary standards would be developed that reflect the aims of both industry and government and would be administered by **the Board**. **The advantages to this arrangement are obvious in that** industry knowledge and experience are key factors in decision making. A weakness in this process is that it is possible that there could be a lack of **concensus** within the industry itself as to the issues. Also, within the industry and government, a **lack of concensus** is a possibility.

Nevertheless, given recognition that voluntary standards are important to a healthy **industry, it** must be stated that this joint process in the development of standards appears to be workable in the Northwest Territories.

The preceding discussion of standards does not address the general concerns regarding **licencing** and the issues of client protection, resource protection and economic viability. The advantages of **licencing** can be generally rationalized in the following way:

- 1) **Licencing** can ensure that adequate **public** protection is in place,.
- 2) **Licencing** can control **negative** environmental impacts in a specific area, and
- 3) **Licencing** can ensure that "local" businesses enjoy preferential advantages in competitive situations.



The disadvantages include:

- 1) Insurance rates can be unwieldy for small operators **and**, new businesses starting up could **favour** high volume operators,
- 2) Restricted use of the resources in the area may **favour** one industry, (e.g. non-renewable resource based) over another, (e.g. tourist or forestry).
- 3) The non-resident **businesses may** be deterred to a point which" proves detrimental to the total industry resulting in more negative influences on the industry than positive ones.

Presently a general operating **licence** or permit is required in **the** Northwest **Territories** to operate-a tourist establishment or provide equipment or guiding services.

It is recommended that the existing process of issuing permits and **licences** and the criteria utilized in the issuance of permits and **licences** be reviewed by the government and the industry.

This review will enable a more detailed investigation and analysis of the degree of **licencing** required. The potential for a sliding fee structure to distinguish between the various sector groups within **the** industry, e.g. guides, outfitters, wilderness **lodges, et.c**, can also be examined.

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