

An Analysis of Cruise Ship Management Policies in Parks  
and Protected Areas in the Eastern Canadian Arctic

by

Janet Marquez (van Oordt)

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## Author's Declaration

I hereby declare that I am the sole author of this thesis. This is a true copy of the thesis, including any required final revisions, as accepted by my examiners.

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## **Abstract**

This study establishes an initial understanding of the state of cruise tourism in the Eastern Canadian Arctic. Two specific objectives were fulfilled; (a) to develop an understanding of the goals and operational procedures of current cruise ship operators, and (b) to provide insight into the policies that may be necessary for Parks Canada and the Canadian Wildlife Service to enhance effective management in parks and protected areas.

Cruise tourism in the Eastern Canadian Arctic is a relatively new industry. At present, there is a lack of inclusive government guidelines for the Canadian cruise tourism industry. The steady increase of cruise tourism traffic in the region since 1984 suggests the potential for environmental and social impacts to this fragile polar region. There is a need for the creation of guidelines to direct this tourism activity.

A literature review identified the current state of the cruise line industry in the Eastern Canadian Arctic, Antarctic and Alaskan waters. The policy requirements pertaining to cruise tourism in parks and protected areas were identified including the current management strategies for tourism employed in Northern Canadian parks and protected areas.

Content analysis of current cruise tourism literature identified themes, which were used to create and conduct interviews that explored these themes. From these findings, data was used to create a policy formation framework that will assist in the planning and management of cruise tourism in the Eastern Canadian Arctic.

The results indicated that cruise tourism in the Eastern Canadian Arctic is perceived as a safe and economically viable industry. The research found a high degree of coherence between the literature and the opinion of key stakeholders in regards to key issues that need to be addressed. Such issues include the need for greater academic research on this topic; the need for policies and guidelines to aid in the management of parks and protected areas in polar regions; a need for

unity and cohesion in the Arctic Cruise Tourism Industry and finally, greater Government awareness and assistance given to the cruise tourism industry in the Eastern Canadian Arctic. There was also a high degree of enthusiasm from the stakeholders for inter-group and interagency cooperation. This enthusiasm bodes well for implementation of the large-scale coordination of policy and guideline development.

This thesis proposes a structure for the way forward.

Keywords: cruise tourism, Eastern Canadian Arctic, policy requirements, polar region, cruise ship operators, policy formation framework.

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## CHAPTER 1

### Study Background

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#### **1.0. Introduction**

This introduction describes the rationale for and the scope of a study to examine the management of tourism with exploration cruise ships travelling through the Eastern Arctic waters of Canada. The cruise industry experienced a period of considerable growth from the 1970s, “when the cruise ship operators began to offer a mass market product to a broader and younger clientele, and not just the rich and elderly” (Marsh & Staple, 1995, p.63). With this growth came a demand for new, distant and unique destinations. This demand encouraged the cruise line industry to develop more options for tourists and from this atmosphere of creativity arose cruise tourism to the Canadian Arctic. “The first real cruise to the Canadian Arctic was organized by Salen Lindblad in 1984” (Snyder and Shackleton, 1986, p. 67).

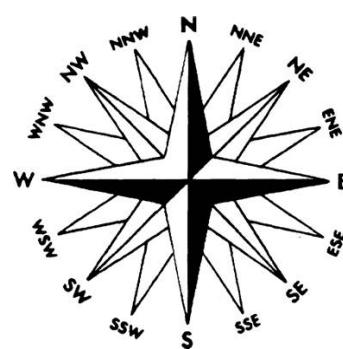
Access to the Arctic by any means is difficult (Marsh & Staple, p. 68), but a cruise ship allows easier, self-contained travel. “In the Canadian Arctic, since the 1980s, there has been an increase in the number of companies involved, the number of cruises offered, the passenger capacity of the ships and the range of destinations” (Marsh & Staple, p.68). Cruising in both polar regions, the Arctic and the Antarctic, “includes both scenic cruising by ocean-going liners, which to increasing extents include polar regions in their worldwide itineraries, but do not normally include land passengers, and adventure cruising by smaller ships, which operate coastally and make a point of frequent passenger landings” (Stonehouse, 2001, p.227). “Typically, the ships leave ports of Eastern Canada or West Greenland and move towards the Canadian Arctic in the summer months” (P. Scott, personal communication, February 27<sup>th</sup>, 2004). P. Scott, of Parks Canada (personal communication, February 27<sup>th</sup>, 2004) suggests that in

recent years approximately 10 to 12 cruise ships visit the Eastern Canadian Arctic annually. Of these, some carry out two or more trips per year. “In the fall, most of these same ships are deployed southward and spend the southern winter in the Ushuaia-Antarctica-Falkland Islands triangle and may then head for the northeast Atlantic before returning to the Canadian Arctic” (C. Thomson, personal communication, June 25, 2004).

Because the volume of cruise ship tourism to the Canadian Arctic is relatively small in comparison to cruise ship tourism volume in other destinations, less attention is paid to the impacts that this tourism has on the environment and the Aboriginal people. But, “given the fragility of some of the Canadian Arctic environments and the vulnerability of small, remote, largely aboriginal communities to impact, great care must be exercised in using the area for cruise tourism” (Marsh et al, 1995, p. 71). Thus, it is important to develop an understanding of the goals and objectives of current cruise ship operators in the Eastern Arctic waters of Canada to assist in the development of future policies that could aid in the protection of the people and wildlife in the area.

The Eastern Arctic contains many National Parks, National Wildlife Areas, National Migratory Bird Sanctuaries and proposed National Marine Conservation Areas (Figures 1 and 2). These sites are ideal destinations for the smaller expedition cruise ships, which typically carry about 100 passengers and five to 10 professional lecture staff, who lead zodiac tours in scenic areas and to shore sites of natural and cultural interest. It is expected that increases will occur even though the level of use of these protected areas is currently low.

**Figure 1**  
**Map of National Parks in Nunavut (provided by Parks Canada)**



**Figure 2**

**National Wildlife Areas and Bird Sanctuaries in Nunavut (provided by the Canadian Wildlife Service).**



**Table 1**  
**National Wildlife Areas and Migratory Bird Sanctuaries**

Below is a listing of the corresponding National wildlife areas and migratory bird sanctuaries in Nunavut and Northwest Territories, Canada, as of December 2002. These sites correspond to the map from the CWS in Figure 2.

Site Name	Type and Territory	Marine Area (km <sup>2</sup> )	Total Area (km <sup>2</sup> )	Date Established
1 - Seymour Island	MBS – NU	20	28	1975
2 - Banks Island #2	MBS – NT	28	170	1961
3 - Banks Island #1	MBS – NT	803	19 970	1961
4 - Prince Leopold Island	MBS – NU	243	311	1992
5 -Bylot Island	MBS – NU	1 500	12 635	1965
6 - Kendall Island	MBS – NT	197	609	1961
7 - Anderson River Delta	MBS – NT	170	1 025	1961
8 - Cape Parry	MBS – NT	1	2	1961
9 - Queen Maud Gulf	MBS – NU	6 710	61 765	1961
10 - Dewey Soper	MBS – NU	1 475	7 930	1957
11 - East Bay	MBS – NU	285	1 138	1959
12 - Harry Gibbons	MBS – NU	78	1 224	1959
13 - McConnell River	MBS – NU	234	354	1960
14 - Akimiski Island	MBS – NU	1 664	3 328	1941
15 - Boatswain Bay	MBS – NU	76	155	1941
16 - Hannah Bay	MBS – NU	88	295	1939
17 - Nirjutiqavvik	NWA – NU	1 283	1 650	1995
18 - Polar Bear Pass	NWA – NU	214	2 675	1985

The Arctic and Antarctic regions exist with cold climates, relatively healthy ecosystems and isolation. Both regions are experiencing an increase in the number of cruise ships entering their waters. Many issues that pertain to Antarctic travel are similar to the Arctic, with the exception that Aboriginal people and non-aboriginal people inhabit the Arctic. The development of an initial understanding of the state of cruise tourism in the Eastern Arctic waters of Canada as well as the similarities and differences between the Arctic and Antarctic cruise ship industry is a necessary base for research into cruise ship tourism.

The Antarctic region has many years of experience in cruise ship tourism and this experience led to the creation of an association entitled the International Association of Antarctic Tour Operators (IAATO). The information and experience gathered by IAATO, which will be discussed later in the paper, can help to better understand the principles and concerns about tourism in Polar Regions that will be explored by this research.

Tourists who travel independently or as part of organized land tours to Canadian National Parks and other protected areas in Nunavut, go to these unique areas for numerous reasons such as “rock climbing, glacier travel, wild flower viewing or general backpacking” (Lachapelle, McCool & Watson, 2004, p.1). Tourists go to these parks to enjoy nature in a wilderness setting and many of the visitors “described their experience as more ‘genuine’ and authentic as a result of interacting with the local communities. Many visitors feel that the local communities should play a major role in the management of the park” (Lachapelle et al, 2004, p.2). The determination of management issues concerning tourism in parks and protected areas in the Eastern Canadian Arctic is of vital importance as the management of these areas affects not only those who work and visit the park, but the local people who live in the area as well.

Tourism that follows a mandate to protect the natural environment and yet focus on involvement of the local community has been practiced for some time under the banner of sustainable tourism. The World Tourism Organization states that,

Sustainable tourism development guidelines and management practices are applicable to all forms of tourism in all types of destinations, including mass tourism and the various niche tourism segments. Sustainability principles refer to the environmental, economic and socio-cultural aspects of tourism development, and a suitable balance must be established between these three dimensions to guarantee its long-term sustainability (WTO, 2004, p.1).

Inskeep (1991) suggests that sustainable tourism development must follow certain policies and/or guidelines that are consistent with the overall development policy and plan of the country or region. Each country's government and people have their own set of needs and aspirations for future tourism development of that country. The policies and guidelines that are created for sustainable tourism development need to reflect these goals in order to achieve accord among all involved parties. Because government is elected by the people to represent their needs and aspirations, Inskeep (1991) believes that "the government should assume the lead role in determining tourism policy because policy affects the entire country and its communities and must balance economic, environmental, and social concerns". (p. 170). Once a balance between economic, environmental and social concerns is achieved, then that government has found the balance that is required to run a long-term sustainable tourism industry. Inskeep (1991) indicates that the main objectives for tourism policy development should include:

- Economic reasons such as earning foreign exchange, providing employment, income and government revenue, using tourism as a catalyst for development or expansion, and using tourism to help pay for infrastructure development;
- Social reasons of encouraging cross-cultural exchange among different groups of people and introducing a country or region and its culture and environment and sometimes its recent socio-economic progress to people from elsewhere in the country or world;
- For domestic tourism, social reasons of providing opportunities for recreation, relaxation, and education to citizens away from their homes and political reasons of educating citizens

- about their country and its diversity in order to develop a sense of national pride and identity; and
- Using tourism to help achieve environmental and cultural conservation objectives for which resources would not otherwise be available. (p.170).

Inskeep (1991) also suggests other considerations when formulating tourism policies, which are: 1) the type of tourism to be developed whether domestic or international markets; 2) the extent of tourism development that is appropriate for the country or region that can range from a very limited, small-scale level of tourism to mass tourism; 3) the growth rate of tourism to be aimed for whether it is slow, medium or fast; and 4) and the location and staging of development. It may be decided by stakeholders that specific areas will be developed during the time frame of the plan or that development should be staged in a particular manner to be compatible with overall development objectives.

Limited research exists on Arctic cruising. This leads to a possible lack of understanding by stakeholders of the issues facing the Arctic human communities and incomplete government policy towards tourism management of the natural areas. Therefore, an understanding of the objectives of the tour operators and the current government policy concerning arctic cruise tourism is necessary for the development of an appropriate set of policies. A need to provide insight into the policies that may be necessary for Parks Canada and the Canadian Wildlife Service in order to enhance the effective management of cruise ship tourism in the Eastern Canadian Arctic will follow the initial exploration of these objectives. Exploratory research is proposed by the researcher in order to aid in the clarification of issues to be addressed and to provide guidelines that will assist in the planning and management of Canadian Arctic cruise tourism in the future.

## **1.1 Purpose Statement**

The purpose of this research is to develop an initial understanding of the state of cruise tourism in the Eastern Arctic waters of Canada. In addition to this general goal, two specific aims are proposed. The first aim is to develop an understanding of the goals and operational procedures of current cruise ship operators in Eastern Arctic waters of Canada. The second aim is to provide insight into current government policies that may be necessary for Parks Canada and the Canadian Wildlife Service, to enhance the effective management of cruise ship tourism in the Canadian Arctic.

## **1.2 Research Objectives**

In order to focus the exploration of Arctic cruising on the issues of greatest concern, research objectives include:

- To develop an initial understanding of the state of cruise tourism in the Eastern Arctic waters of Canada.
- To develop an understanding of the goals and objectives of current cruise ship operators in parks and protected areas in Eastern Arctic waters of Canada.
- To determine management issues concerning both current and possible tourism impacts in parks and protected areas in the Eastern Canadian Arctic.
- To provide insight into the policies that may be necessary for Parks Canada and the Canadian Wildlife Service, to enhance the effective management of cruise ship tourism in the Canadian Arctic.

In conclusion, this chapter has provided a brief summary of the cruise tourism industry in the Eastern Canadian Arctic. Because of the relative newness of the industry, there is a need for a greater understanding of the goals of the industry in order to assist with the provision of facts that may help with the future development of policies and guidelines for the industry.

Chapter 2 will display the tools that were used to inform and direct this paper. The literature review provides greater understanding and direction of thought in regards to the cruise tourism industry in the Eastern Canadian Arctic.

## **CHAPTER 2**

### **LITERATURE REVIEW**

---

#### **2.0 Background**

This literature review contains four sections. The first is an overall view of the cruise line industry with a focus on Eastern Canadian Arctic, Antarctic and Alaskan waters. The second outlines policy requirements pertaining to cruise tourism in parks and protected areas. This section will introduce some current policies in use by Glacier Bay National Park in Alaska and IAATO in Antarctica. The third section outlines current management strategies for tourism currently employed in Northern Canadian parks and protected areas. The fourth section offers an in depth discussion of the cruise tourism literature analyzed for the content analysis.

#### **2.1 An Overall View of the Cruise Line Industry**

Ships have plied the waters of the world for centuries but the concept of cruising, as a tourist activity, started in the 1880s. Cartwright and Baird (1999) define cruising as “a multi-centre holiday where you take your hotel with you from centre to centre” (p. 23). Cruising made a “fairly early entry into the shipping industry after the advent of steam because the ability to run scheduled services that did not rely on the wind was greatly enhanced” (Cartwright & Baird, 1999, p. 23). The first ocean ‘pleasure’ cruise occurred in 1881 when the Oceanic Yachting Company bought P & O’s (Peninsular and Oriental Steam Navigation Company) S.S. Ceylon and refitted her as a full-time cruise ship for the European market. Cartwright and Baird (1999) suggest that the industry continued to grow and by the early 1900s the White Star Line, P&O and the Hamburg Amerika Line were offering regular cruises. The growth was gradual. Major setbacks in activity were

encountered during the period of the First and Second World Wars and the interwar alcohol prohibition laws. Both the wars and the cessation of liquor service onboard the luxury ships caused a drop in tourist attendance. Well after World War II, the North American cruise market, relatively quiet up until this time, began to expand rapidly while the European market continued at a steady pace. The decades following the late 1960s saw an impressive growth in the cruise line industry with increased versatility in itineraries and the types of cruises offered.

Table 2 demonstrates the growth patterns of the industry from 1963 to 1997 as seen by the number of ships constructed or converted to cruise passenger use each year and the gross tonnage added to the waterways. Table 2 shows an erratic pattern of growth from 1963 to 1981, with from 0 to 10 ships coming on line each year. After 1981, the number of ships increased somewhat over the earlier period, but the tonnage increased dramatically. This shows the onset of a few very large cruise ships.

**Table 2**  
**New Cruise Ship Construction and Conversions, 1963 to 1997 (Worldwide)**

---

Year	No. of new/converted vessels	New/converted tonnage
1963	2	48,000
1964	0	0
1965	3	50,000
1966	3	78,000
1967	6	121,000
1968	3	33,000
1969	5	158,000
1970	4	72,000
1971	6	109,000
1972	8	142,000
1973	8	198,000
1974	5	78,000
1975	10	172,000
1976	4	70,000
1977	2	19,000
1978	2	39,000
1979	0	0
1980	3	45,000
1981	1	19,000
1982	4	103,000
1983	3	66,000
1984	4	121,000
1985	4	105,000
1986	4	107,000
1987	3	83,000
1988	6	185,000
1989	5	205,000
1990	13	432,000
1991	4	243,000
1992	12	372,000
1993	6	279,000
1994	3	104,000
1995	6	408,000
1996	9	567,000
1997	9	545,000

Adapted from the National Science Foundation, 1997; Bauer, 2000.

Eastern Canadian Arctic cruising did not arise until about 1980, after which, it gradually increased in popularity. In protected areas in Nunavut, the Canadian Wildlife Service (CWS) reports that there was an increase from “300 passengers in 1984 to 2000 passengers in 2000” (M. Mallory, personal communication July 29, 2004). Many of the vessels used in the Eastern Canadian Arctic are converted icebreakers, research vessels and other ice-strengthened ships that were built and previously used in Russia and Scandinavia. The Canadian Coast Guard provided data outlining the ships that have visited the Arctic during the 2004 cruise season (Appendix A).

Any type of tourism activity accompanies the potential for impact in a destination. It is understood that, “all tourism has a wide variety of economic, environmental and social impacts that may be positive or negative” (Mathieson & Wall, 1982, p. 65). Specifically, the impacts of cruise tourism, “may encourage an appreciation of the environment, and generate support and funds for environmental protection, but can also degrade the marine and adjacent terrestrial environment” (Marsh et al, 1995, p. 65). Not only can the environment and wildlife be affected, but concern for the effects of tourism on vulnerable communities has also been expressed as, “tourism has tremendous potential to aid economic development in northern communities; it also has potential to disrupt communities” (Hall & Johnston, 1995, p. 3).

The introduction of cruise ships into environmentally sensitive areas of the Eastern Canadian Arctic raises many concerns. Consequently, The World Wide Fund for Nature (WWF) introduced a set of principles with the hopes that such principles, when implemented, could help in the protection of the Arctic and its environment from negative effects caused by tourism. The WWF (n/d, p. 1) indicates that there is a need to “support nature conservation throughout the Arctic, including the protection of wildlife, habitat and

ecosystems, both marine and terrestrial". The Canadian Wildlife Service also identified several conservation concerns such as: "noises from Zodiacs, landings and people walking near cliffs, intentional disturbances which may be gun shots, horns and banging boats" (M. Mallory, personal communication, July 29, 2004). IAATO indicates that the guidelines created for tour operators and visitors involved in bird and marine wildlife watching are intended to prevent the following from occurring: "displacement from important feeding areas, disruption from feeding, disruption of reproductive and other social behaviours, changes to regular migratory pathways to avoid human interaction zones, injury, increased mortality or decreased productivity leading to population decline" (IAATO, n/d.). IAATO, the CWS and the WWF realize the importance of environmental protection and have made it a priority while allowing tourism to take place in their regions.

According to Bauer (2000), the first cruise ship was introduced to the Antarctic in 1966 by Lars Eric Lindblad. Annual cruise visitations would follow this first, exploratory cruise. The growth of cruise tourism into that region was relatively steady. "Figures for the past 12 years, published annually by IAATO, indicate an increase from 5000 to 9000 throughout the late 1980s and 1990s, and the current value (1999/2000) exceeds 12 000 visitors" (Stonehouse, 2001, p.228). The International Association of Antarctica Tour Operators (IAATO) played a major role in the successful management of cruise tourism in the Antarctic region. Since the early 1990s in Antarctica, over "70% of the tourists were carried by IAATO members, therefore their (IAATO) influence is considerable" (Enzenbacher, 1993, p.188). Enzenbacher (1993) stresses that the preservation of the environment in Antarctica is essential to the tour operators because the pristine quality found in the Antarctic is their 'stock-in-trade'. The successful tourism operations in the Antarctic demonstrate that preservation of the environment can be good business practice for the tour operators. Tables 3 and 4 show statistics for the 1996-1997 cruise tourism season in the

Antarctic region. The tables display the cruise ships used in the Antarctic region, the participating tour operators, and the number of passengers carried to the region that season. It is interesting to note that the single largest operator in 1997 (Marine Expeditions) is no longer in business.

**Table 3**  
**Sea borne Antarctic Tourism During the 1996-1997 Season**

Vessel	Passenger Capacity	Number of Voyages	Passengers Carried
World Discoverer	136	9	1,017
Akademik Vavilov	80	13	955
Alla Tarasova	120	11	948
Akademik Ioffe	80	13	879
HanseaticExplorer	180	5	781
Akademik	100	9	707
Shuleykin	45	10	383
Prof. Multanovskiy	45	10	374
Prof. Molchanov	38	8	332
Prof. Khromov	38	8	296
Bremen	164	2	288
Kapitan Khlebnikov	114	3	253
Akademik Shokalskiy	36	3	109
<b>Total</b>	<b>1176</b>	<b>104</b>	<b>7,322</b>

Adapted from the National Science Foundation, 1997; Bauer, 2000.

**Table 4**  
**Tour Operator Ranking by Passengers Carried During the 1996-1997 Season**

Tour Company	Passengers	Market share
Marine Expeditions	2,362	32.25
Quark Expeditions	1,028	14.04
Hanseatic Expeditions	906	12.37
Society Expeditions	888	12.12
A&K/ Explorer Shipping	707	9.66
Aurora Expeditions	305	4.16
Zeagraham Expeditions	217	2.96
Playguide Tours	196	2.68
JES	184	2.51
Mountain Travel Sobek	147	2.00
Marathon Tours	124	1.69
S. Heritage Expeditions	109	1.49
Aventyrsresor	75	1.02
Svalbard Polar Travel	38	.50
ANI	36	.50
<b>Total</b>	<b>7,322</b>	<b>100.00</b>

Adapted from the National Science Foundation, 1997; Bauer, 2000.

The IUCN (1984) believes that tourists who are attracted to the Antarctic usually behave with care and respect, which is driven by their interest in nature and conservation. Most cruise ship operators employ professional lecturers who stress the vulnerability of these fragile communities. The educational aspect of tourism to Polar Regions is important to the travellers and is included as part of the mandate of IAATO's guidelines to ensure that all tourists understand and appreciate the fragility and importance of the wildlife and environment in these regions.

Glacier Bay National Park in Alaska has many years of experience working with cruise ships. Because the national park achieved success in its management of cruise tourism, the

trials and tribulations experienced by this park may provide important lessons for other national parks facing cruise tourism in their midst. “Measures taken to address vessel traffic into Glacier Bay were first implemented in 1979 to respond to concerns regarding the effects of motor vessels on the endangered humpback whale. Regulations went into effect in 1980, and additional regulations were promulgated in 1985” (National Park Service, 2004, p.1). As of 1996, the current daily quotas were put into place and are as follows: two cruise ships, three tour vessels, six charter vessels, and 25 private vessels. Many lessons were learned and through these lessons Glacier Bay National Park developed restrictions on an acceptable number of vessels allowed into the park (Table 5) through an environmental assessment.

**Table 5**  
**Summary of Vessel Quotas for Glacier Bay, May 1 to September 30, 2004**

Vessel Class	Daily Vessel Quota		Seasonal-Use Days	
	June-Aug	May and Sept.	June-Aug	May and Sept
Cruise ship	2	2	139 (potentially up to 184)	92 (potentially up to 122)
Tour vessel	3	3	276	183
Charter vessel	6	No limit	552	No limit
Private vessel	25	No limit	2 300	No limit

Adapted from the National Park Service, 2004.

## **2.2. Sustainable Tourism Literature and Policy Development**

There is an enormous body of literature on sustainable tourism. A greater awareness of the impacts that tourism can have on the local communities, the environment and wildlife that live close to the tourist destinations has inspired the desire to write about sustainable tourism and to create and provide implementation strategies for policies that would be useful in the protection of these sensitive communities.

Since the introduction of the concept of sustainable tourism in the late 1980's, many scholars and organizations who have an active interest in sustainable tourism, have attempted to provide one set definition that could be applied to sustainable tourism. Yet, there remains a struggle to find that single definition because:

Far from providing set guidance on the most desirable relationship between the actions of human societies and the status of the natural world, the concept of sustainable development is malleable and can be shaped to fit a spectrum of worldviews. These worldviews encompass different ethical stances and management strategies and, consequently, range from the extreme resource preservationist stance through to the extreme resource exploitative stance (Turner, 1991 p. 852).

There are certain elements concerning sustainable tourism that can be agreed upon and Henry and Jackson (1996) conclude that sustainable tourism is comprised of three important elements: economics, environmental issues and social and cultural issues. In order to provide a clearer understanding of these elements, Henry and Jackson (1996) suggest that, "while environmental and socio-cultural sustainability seek to ensure that non-renewable physical and cultural resources are not consumed in the process of the tourism activity, economic sustainability represents a degree of self-reliance at the local level: community structures, employment and human resources are maintained" (p.166).

While Henry and Jackson outline the basic principles on which sustainable tourism has been founded, Wight (1993) sees the acceptance of several key principles as fundamental

to a sustainable tourism industry. These principles include: 1) the non-degradation of the resources; 2) development that takes place in an environmentally responsible way; 3) the provision of first-hand and participatory experiences for the tourists; 4) a certain level of education; and, 5) the provision of long-term benefits for the resource, local community and the industry.

Though the discussion of the notion of sustainable tourism has provided creative resource material for academe since the late 1980s, the views that have derived from these discussions are not always positive in outcome. Confusion seems to have entered in to the whole dynamics because there are those who want to move from discussion to action.

A growing concern among tourism academics, however, is that continuing merely to define and redefine what the concept of sustainable tourism means in principle will serve only to postpone a serious and concerted academic debate regarding the much more important issue of what is involved in practice. (Garrod & Fyall, 1998, p.201).

Agreement upon a true definition of what sustainable tourism consists of may never be reached and yet,

The inherent vagueness of ‘sustainability’ is its greatest weakness. At present, it is being used by both industry and the conservation movement to legitimize and justify their existing activities and policies although, in many instances, they are mutually exclusive. Rather than acting as a catalyst for change, sustainability may serve to entrench and legitimize extant policies and actions, thus exacerbating rather than resolving conservation/development conflicts (McKercher, 1993, p. 131).

Ambiguity surrounds the meaning of the term, which has kept many in the industry from moving forward with the concept. Acknowledging the fact that the industry has grown tired of the debate over the continued efforts to define the meaning of sustainable tourism, there is a more fundamental problem that needs to be addressed and that is “despite the acceptance of

sustainable tourism as a desirable alternative to more predatory modes of development, a gap commonly exists between policy endorsement and policy implementation” (Pigram, 1990, p.2). A call for a more in-depth look at the need for greater operational and policy implementation strategies in sustainable tourism has occurred. “The sustainable tourism debate needs to move on, with all due urgency, from defining the concept to a more thorough consideration of how it may best be implemented in practice Therefore, the next step in going about the task of implementing sustainable tourism must surely be to identify the conditions for its achievement” (Garrod & Fyall, 1998, p.203).

The stagnation that may be present in certain areas of the discussion on sustainable tourism has not prevented some industrious members of the industry from moving ahead. It has been found that “it is undoubtedly a testament to the persuasiveness of arguments promoting the ‘green’ cause that although the academic debate is really still in its infancy, the tourism industry itself has already begun to react energetically to the sustainability imperative” (Garrod & Fyall, 1998, p. 201). The industry has forged ahead and some are attempting to apply what they know to the industry, but as is the case in all industries, “reconciling ethics with economics is never easy” (Pigram, 1990, p.4). The struggle between profit versus the cost of implementing the changes necessary to provide truly sustainable tourism is a struggle that the tourism industry must analyze and decide whether they can afford. The physical cost that tourism providers will incur to change their operations to a more sustainable manner of doing business in comparison to the ethical cost to their personal values has perhaps kept many from switching to a more sustainable industry. Once a decision is made, those members who opt to do business in a sustainable manner will have to redesign their business, which is then followed by the implementation of these changes. As

mentioned earlier, the literature indicates a gap between what sustainable should be in comparison to what really needs to be done to achieve sustainable tourism and so in order,

...for the implementation process to succeed, policy must, first, be perceived by policy-makers as conceptually robust, defensible and amenable to implementation. Secondly, the various interests involved in the implementation process must be convinced that the net outcome will be positive, or at least benign, in the longer term. Finally, the target groups-the communities affected-must be receptive to change and see the policy as a constructive response to their priorities" (Pigram, 1990, p.5).

The concept of sustainable tourism as an adaptive paradigm (introduced by Colin Hunter) will be discussed, in depth, in Chapter 5 of this paper, but Hunter believes that "sustainable tourism must be regarded as an adaptive paradigm capable of addressing widely different situations, and articulating different goals in terms of the utilization of natural resources" (Hunter, 1997, p. 864). The creation of policy and the implementation of these policies must be adaptable just as the tourism industry itself should be adaptable. And yet, sustainable tourism development "runs the risk of remaining irrelevant and inert as a feasible policy option for the real world of tourism development, without the development of effective means of translating the ideal into action" (Pigram, 1990, p.8).

The discussion on sustainable tourism continues to evolve. Moving away from the simple act of defining sustainable tourism, academics question the next step in the process, which is implementation and policy creation to ascertain whether this is indeed sustainable tourism. Because little has been done to date to coddle or inspire the growth of sustainable tourism beyond that which the cruise ship operators have implemented themselves in the Eastern Canadian Arctic, the leap must be made from exploration to implementation in order to give some meaning to the term sustainable tourism. This leap from thinking to acting will provide some of the groundwork needed to present an opportunity for a healthy sustainable tourism industry to flourish.

### **2.3. Policy Requirements for Cruise Tourism to Protected Areas.**

In order to create policies for cruise tourism in parks and protected areas, a general agreement as to the meaning of policy, regulation and guidelines must be adopted. Therefore, the following definitions are provided. Policy is “the implementation of the planned course of action. Policy is usually created by and emanates from a public body or organization” (Mason, 2003, p.68). Regulations “are a form of law, often referred to as delegated or subordinate legislation. They have the same binding legal effect as Acts; however, regulations are not made by the parliament. Rather, they are made by persons or bodies to whom the Parliament has delegated the authority to make them, such as the Governor in Council, a minister or an administrative agency” (Parks Canada, n/d, p.1). Eagles, McCool & Haynes (2002) conclude that guidelines serve to build an understanding of a particular issue; they also provide a theoretical structure for the way forward. Guidelines contain numerous practical suggestions about how things can be done, based not only on sound theory but on practice.

In order to ensure that cruise tourism to protected areas is properly managed, policies and guidelines need to be created and used by government and park administrators as well as other parties involved in the tourism industry. In order to create such policies and guidelines, an analysis of current or needed policies must take place. One process used to analyze policies is as follows:

Policy analysis is the systematic evaluation of alternative means of achieving social goals. It is frequently deployed in the public sector but is equally applicable to other kinds of organizations. One common methodology is to define the problem and evaluation criteria; identify all alternatives; evaluate them; and recommend the best policy option. Policy analysis differs from program evaluation in that it attempts to evaluate changes to policies and programs rather than evaluating their current performance (P. Eagles, personal communication, May 12, 2006).

Policies, once created, will then provide a specific framework from which to work from for protected areas. To assist in the creation of policies for sustainable tourism in protected areas, guidelines have been established by Eagles et al. (2002), to help in the development of park tourism policy and planning and are listed below:

- The natural and cultural environment within the protected area should form the basis for all other uses and values affecting the park and its management. These fundamental assets must not be put at risk;
- Protected area tourism depends on maintaining a high quality environment and cultural conditions within the area. This is essential to sustaining the economic and quality of life benefits brought by tourism;
- The protected area management organisation exists to protect values for which the area was originally established, among other things: active management of tourism and tourists; sharing of responsibility for management with tourism operatives, local communities and visitors; and providing potential economic opportunities for tourism;
- Protected area visitors expect to find facilities, programmes, and recreational and learning opportunities within the park, but not all demands can be met, as some of these expectations may be inconsistent with park goals and objectives;
- Visitors actively seek the best service quality they can afford for the money they have available. They do not necessarily seek the cheapest opportunities available;
- Visitors desire diversity in the recreational opportunities afforded, but not all parks can or should set out to provide for every demand;
- Planning should occur within, and acknowledge, the regional context of a particular protected area. This means that the types of tourism opportunities afforded in other protected areas should be inventoried as part of the planning process; and that the planning of tourism within a protected area should take account of tourism demands and provision in nearby areas; and
- Managing expectations is jointly the responsibility of park managers and other tourism operators (p. 44).

### **2.3.1. Sustainable Cruise Tourism and the Importance of Policies and Guidelines**

More specific guidelines need to be created to ensure the protection of the unique wildlife and culture in Nunavut are preserved. Environment Canada and the CWS (2001) created a set of guidelines for sea bird viewing by cruise ships:

- Helicopters can cause severe disturbance at seabird colonies and should not be used near nesting cliffs;
- Cruise ships should anchor well away from the breeding cliffs and the cliffs should be approached by zodiac only;
- Zodiac landings are discouraged;

- Zodiac visitation of bird cliffs should be limited to the morning and early afternoon (Murre chicks fledge in early August, primarily in the late afternoon and evening. Disturbance during peak fledging can cause premature fledging and consequently, high risk of mortality).
- Noise should be kept to a minimum during visits to the colony. Do not blow ship horns or discharge firearms in an attempt to cause a mass flight of adults from the colony. This causes heavy losses of eggs and chicks (p.16).

In an attempt to ensure that any potential negative impacts from cruise ship operations are minimized, policies for successful cruise ship operations in parks and protected areas within the Eastern Canadian Arctic regions are needed. “Ideally, the majority of the policies will crosscut national and regional boundaries, as do ship itineraries” (C. Thomson, personal communication, June 25, 2004). An analysis of policies created for Antarctic cruising can assist with this task. Antarctic tourism has been monitored by IAATO since 1991 and through these years many lessons were learned and experience developed allowing IAATO members to be seen as leaders in their field. A tourism policy, which states that

...there is no disagreement amongst Treaty Parties that tourism and non-governmental activities must be regulated. Unregulated activities in Antarctica would lead to unacceptable impacts on the fragile Antarctic environment and criticism of the ATCPs’ (Antarctic Treaty Consultative Party) ability to provide for effective governance of Antarctica. It is therefore not a question of whether tourism and non-governmental activities should be regulated but how” (ATCM, 1992, p. 2).

This consensus amongst the parties to the Antarctic Convention suggests that tourism in that region requires regulation. Therefore, a set of international Arctic policies, guidelines and regulations may also be necessary to safeguard the Arctic environment and its peoples, particularly now as the industry is at a stage of expansion in terms of the numbers of ships and the size of some of the ships entering these waters. The current IAATO policies dealing with cruise ship management could inform the policy development work in the Canadian Arctic.

Antarctic tour operators made the protection of the environment a priority in Antarctica. Similarly, interested organizations and tour operators of the Arctic region will need to

ensure that the local communities and the wildlife and protected areas are taken into consideration when discussing future planning programs in this region.

The International Association of Antarctica Tour Operators created guidelines in 1991 for tourists and tour operators who travel to Antarctic waters aboard cruise ships. The guidelines of IAATO focus on ensuring that tourists and tour operators do not harass or disturb the wildlife, fragile plant-life, or historic and research sites. There is a major difference between the Arctic and the Antarctic given the fact that there are no permanent inhabitants in the Antarctic while there have been human populations in the Canadian Arctic for at least four millennia. Therefore, the IAATO guidelines are silent on dealing with local communities.

The World Wide Fund for Nature (formerly known as the World Wildlife Fund) created a comprehensive list of Principles for Arctic Tourism, a Code of Conduct for Tour Operators in the Arctic and a Code of Conduct for Arctic Tourists (WWF, n/d.). This document echoes many of the rules and regulations created by IAATO. It provides rules and regulations that the World Wide Fund for Nature (WWF) believes would be appropriate for proper tourism management in the Arctic. A summary of the principles introduced by the WWF (n/d) is as follows:

- Make Tourism and Conservation compatible
- Support the Preservation of Wilderness Biodiversity
- Use Natural Resources in a Sustainable Way
- Minimise Consumption Waste and Pollution
- Respect Local Cultures
- Respect Historic and Scientific Sites
- Arctic Communities Should Benefit from Tourism
- Trained Staff are the key to Responsible Tourism
- Make Your Trip an Opportunity to Learn about the Arctic
- Follow Safety Rules

Many similarities occur when comparing the principles of the WWF to those created by IAATO. Since 1991, IAATO has had more than a decade to experiment and explore

different possibilities that have led to the current success that they are experiencing. This experience may prove useful for Arctic tour operators. IAATO has a record of tour itineraries and site visits over the past 15 years, which provides a valuable resource for researchers. These records provide researchers with accurate records of locations visited which will allow researchers to monitor any changes that occur at these particular sites that may be attributed to the presence of tourism. IAATO launched the Antarctic Site Inventory project, which compiles a comprehensive summary of the site characteristics and previous number of visitors at key sites. The Association provides annual tourism statistics, a membership directory, and Visitor and Tour Operator Guidelines on their website. “The guidelines require that tour operators provide prior notification to IAATO of, and a report on their activities, an assessment of potential environmental impacts, an effective emergency response plan, self-sufficiency and safe operations, as well as prevention of the disposal of prohibited waste” (International Association of Antarctic Tour Operators, n/d). The IAATO guidelines are an excellent database that can be used to develop similar operational guidelines for Eastern Arctic waters.

Within the Glacier Bay National Park and Preserve, policies were created specifically for cruise tourism management. The following issues are important to cruise tourism management in Alaskan waters for Glacier Bay National Park and Preserve (2003):

- Daily vessel quotas such as:
- 2 cruise ships, 3 tour vessels, 6 charter vessels and 25 private vessels;
- Permits are required of all who enter the park;
- Entrance fees;
- Speed restrictions-a restriction of 13 knots is required of larger vessels to ensure the safety of protected marine mammals; and,
- Vessel routes to protect sensitive wildlife areas.

Parks Canada requires permits, issued prior to travel, for all visitors to National Parks in Nunavut. The CWS requires advanced permits at Coburg Island, Prince Leopold Island,

Cape Hay, Cape Graham Moore and Ballarge Bay but do not require permits to Devon Island, Browne Island, Scott Inlet, Coats Island and a few other locations not mentioned. “No permit is required for unprotected sites” (M. Mallory, personal communication July 29, 2004). The location and number of applications per cruise ship visit that have been given out by the CWS for 2002 to 2004 can be found on Table 6.

**Table 6**  
**Approved Permits for Access Given Out by the CWS**

Location	2002	2003	2004
Prince Leopold Island	3 permits	2 permits	2 permits
Bylot Island	2 permits	1 permit	1 permit
Nirjutiqavvik (Coburg Island)	1 permit	1 permit	1 permit
Total:	6 permits	4 permits	4 permits

Under the direction of the CWS,

There is no cost for the permit, other than having to get the permit summary translated into Inuktitut. We currently do not have meaningful means of enforcement, which continues to be a concern. However, we are quite confident that the companies are behaving responsibly from reports we get from qualified passengers such as staff (M. Mallory, personal communication, November 8, 2004).

The issuance of permits to all of those visitors (the CWS issues permits to certain areas only) that enter the wildlife areas in Nunavut provides the CWS with valuable information. This information provides valuable statistics as well as the provision of vital information about the visitors’ travel plans while visiting the park. Knowing where the visitors intend to travel may be of importance should there be a need by park staff to locate the visitors while they are exploring the park.

Mallory (personal communication, July 29, 2004) indicates that the protected areas of Nunavut must also be concerned with the “increased ship traffic and disturbance due to climate change and the perceived opening of the Northwest Passage”. With the increase of traffic in the waterways of the Canadian Arctic, the risk of accidents increases and threatens the wildlife and the environment as commercial ships bearing dangerous goods, enter the waters. “Unregulated traffic through the Northwest Passage will elevate the risk of Arctic oil spills and other mishaps and emergencies, such as ships running aground or getting stranded in the ice, or major onboard fires” (Wakelyn, 2001, p.7). Mariners, who are not accustomed to the rapid changeability of the weather conditions in the Arctic, may also find themselves in dire straits,

...ships operating in the Arctic environment are exposed to a number of unique risks. Poor weather conditions and the relative lack of good charts, communication systems and other navigational aids pose challenges to mariners. The remoteness of the area makes rescue or clean-up operations difficult and costly (International Maritime Organization, 2002, p.3).

The types of ships and the seasons of use may change following the effects of global warming, “this means that ship traffic in the area will no longer be restricted to ships reinforced for breaking through ice, and that ships may be able to travel through the Canadian Arctic farther north, more easily, and during a much longer season than is presently possible” (Wakelyn, 2001, p.6). Inhabitants of the Canadian Eastern Arctic must consider the possibility of more frequent traffic in their waters as expressed in the following statement, “the Canadian military fears that global warming will pose a threat to the country’s sovereignty as melting ice attracts the attention of nations eyeing the deep Arctic waterways for shorter shipping times between Asia and Europe” (Straits Times, 2000). Rothwell (1998) suggests that the Canadian Government is not able to develop comprehensive marine environmental protection measures because of international law and the issues of sovereignty over the waters of the Canadian Arctic. Many countries are

looking for a faster east to west route than currently taken by crossing the Panama Canal and these countries look to Canada's northern waterways, which will provide such an opportunity. "However, cruise ships operating in the Canadian Arctic must comply with a variety of regulations under legislation enacted by various government departments" (Wakelyn, 2001, p.26), including:

- Arctic Waters Pollution Prevention Act
- Canada Shipping Act
- Canadian Environmental Protection Act
- Fisheries Act
- Oceans Act
- Migratory Birds Convention Act
- Canada Wildlife Act

If global warming continues, there is increased probability of a rise in vessel traffic, regulated and/or unregulated.

## **2.4. Park Management Planning**

In order to provide effective management planning in any given area, one must first be familiar with the area. Nunavut is in the north-eastern part of Canada. Surrounded by Greenland to the east and the Northwest Territories to the west, the southern border of Nunavut is shared by Manitoba. The Hudson Strait separates Nunavut from the province of Québec. Nearly 60 % of Nunavut lies north of the Arctic Circle. The area of Nunavut is 2,093,190 square kilometres or 808,185 square miles. Within the Arctic Ocean, there are many islands that are collectively known as the Arctic Archipelago, which covers about 1 million square kilometres (420,000 square miles). Several of these islands are among the largest in Canada. Baffin Island is the largest island in Canada and the fifth largest island in the world. The region's landscape ranges from coastal plains, northern boreal forests, the tundra and the Arctic desert. The major geographic regions in Nunavut are the Canadian Shield and the Arctic Lands. The Canadian Shield, which extends across north-eastern

Canada, was formed 2.5 billion years ago during the Precambrian Era. The Arctic Lands are centred on the Arctic Ocean. They include coastal plains, plateaus, and mountains. In striking contrast to these relatively gentle landscapes, the eastern Nunavut section of the Arctic Lands is dominated by a rugged chain of ice-capped mountains.

Due to the complexity and variation of regions found within Nunavut, guidelines created within a management plan are necessary in order to administer the many areas that tourists would encounter while travelling through the National Park and Wildlife Areas found within this vast landscape. The creation of a management plan is an important planning tool for Canadian National Parks and Wildlife Areas. “For National Parks, the primary goal of a management plan is to ensure that there is a clearly defined direction for the maintenance or restoration of ecological integrity and, respecting this primary goal, for guiding appropriate public use” (Parks Canada, 2001, p.9). Linking policies and planning, wherein “planning is a course of action, while policy is the implementation of the planned course of action” (Mason, 2003, p.68). Parks Canada must create a management plan for all parks within five years of the park’s creation.

Policies for cruise ship tourism into national parks in Nunavut have yet to be created. The Canadian Wildlife Service does not have a management plans for the wildlife areas that they manage, but it does have policies that could form the foundation of a management plan because the CWS indicates a need for measures to be taken to uniformly control the management of cruise tourism in the Canadian Eastern Arctic. Wakelyn (2001) makes suggestions for the CWS, which are as follows:

- Improve communications and obtain more information on Arctic cruise tourism.
- Assess levels of disturbance to key bird sites visited by cruise ships.
- Revise and increase distribution of CWS guidelines for cruise ship visits to seabird colonies.
- Increase conservation education efforts.
- Co-operatively develop conservation guidelines for cruise ships in the Canadian Arctic.
- Encourage establishment of an Arctic cruise tourism industry association.
- Determine if increased monitoring or regulation is required (p. 27).

Research on the possible effects that cruise tourism may have on Canadian National Parks and protected areas in Nunavut may aid management agencies in their consideration of the importance of particular issues surrounding the impacts of cruise tourism to these regions. Though Parks Canada and the Canadian Wildlife Service have many areas of consideration to analyze, according to Parks Canada (2001), the key topics to be considered at the outset of the plan review are:

- Issues and opportunities related to ecological integrity.
- Issues and opportunities related to human use management,
- Success of interpretation and outreach efforts,
- Aboriginal Issues.
- An additional issue to be considered is a requirement to adjust zoning (in some cases as a result of the intention to declare wilderness) (p.22).

Proper planning and plan implementation is needed for successful tourism. It is especially important to ensure that effective management takes place in parks, wildlife areas and small communities because of a vulnerability to outside influence for both the wildlife and aboriginal communities. Once effective management is achieved, effective management meaning that the parks and protected areas, local communities and the tourists are having their needs met, it can be hoped that tourism will provide not only preservation of the natural areas but a positive source of income and other benefits for communities while providing a satisfying experience for the tourists.

## **2.5. Discussion of Literature Analyzed for the Content Analysis**

The researcher performed a literature review in the form of content analysis, in order to establish the themes that were important to the cruise tourism industry. The literature reviewed deals with current policies or guidelines from: (1) Glacier Bay National Park; (2) the IAATO cruise ship tourism guidelines; (3) WWF guidelines; (4) The AECO cruise ship guidelines; (5) Transport Canada; (6) The Canadian Wildlife Service; and (7) tourism literature dealing with cruise ship tourism management.

1) *Glacier Bay National Park and Preserve-Full Environmental Impact Statement and Vessel Quotas and Operating Requirements.*

Glacier Bay National Park, in Alaska, USA, developed detailed cruise ship guidelines (2003). These guidelines are employed by this national park to coordinate the flow of cruise ships. Because of the large size of the document, the researcher chose to do the content analysis on the section entitled “Vessel Quotas and Operating Requirements”, which focused on the topic which the researcher was studying.

Glacier Bay National Park witnesses a strong presence of the humpback whale and so many of their cruise ship considerations focus on the protection of this mammal. The park management decided to implement daily vessel quotas and seasonal entry quotas in an attempt to lessen the impacts of cruise ship presence on the environment. The control of speed limits and vessel routes were implemented in order to provide a safer haven for the whales and other wildlife found in Glacier Bay National Park. This document provides a good example of the types of issues that need to be addressed by protected areas that experience cruise ship visitations.

## *2) IAATO Cruise Ship-Operating Guidelines*

The *IAATO Cruise Ship-Operating Guidelines* (n/d) promote and encourage safe and environmentally responsible private sector travel for both visitors and tour operators who visit the Antarctic. The topics covered in the guidelines include: Protection of Antarctic Wildlife, Respect for Protected Areas, Respect for Scientific Research and Safety and Keeping Antarctica Pristine. Also included is a set of guidelines entitled “Marine Wildlife Watching Guidelines for Vessel and Zodiac Operations.” These later guidelines focus on rules for those tourists and operators whose intent is to approach animal life such as whales, dolphins, seals and seabirds for better wildlife viewing purposes. This document is the first of its kind because it is specifically designed to focus on cruise ship operations in a polar region and could be seen as a benchmark for other cruise ship industries.

## *3) Ten Principles for Arctic Tourism*

The WWF (n/d) lists the behaviours that are required of responsible tourists and tour operators and provides a link between tourism and conservation in the Arctic. The document focuses on the basic principles of sustainable tourism; respect for the social/cultural aspects, the environment and a need to include an educational element during the tourists visit to the Arctic. Training of staff and safety measures are emphasized. Because these principles were created with all forms of tourism in the Arctic in mind, there is a basis from which each sector of the tourism industry can operate. This document was introduced in the 1990’s and has offered the tourism industry travelling to the Arctic a basis from which to work as far as principles for tourism in the Arctic is concerned.

## *4) The AECO Guidelines for Safe and Environment Friendly Arctic Operation*

AECO (2004) created guidelines that focus on the operations of cruise ships in the Svalbard region of Norway. This document provides general guidelines for tour operators for

the planning, preparation, operation and evaluation of their services. Specific guidelines for wildlife viewing of walrus, seals, whales, polar bears, birds and other mammals are detailed.

Firearm safety, landings and consideration of cultural, geological and care for sensitive vegetation are discussed. Each section provides practical guidelines for Arctic cruise ship operators to follow.

AECO is the first cruise ship operator's organization based out of the Arctic and therefore this document will prove very useful for all future discussion on possible Arctic guidelines in the future.

##### *5) Guidelines for the Operation of Passenger Vessels in Canadian Arctic Waters*

Transport Canada (2005) developed guidelines for Arctic cruise ship operators. The document is designed to provide information for tour operators about who to contact within the Canadian government agencies for approvals and advice, when navigating through Canadian Arctic waters.

Discussion of marine safety and pollution prevention, the need for ice navigators, search and rescue, customs clearance, tourist establishment licenses, ship itineraries and ballast water exchange are included as well as other pertinent topics, necessary for safe water passage. A list of references and contacts follows the general discussion of these main themes.

Transport Canada is usually the first government department that has contact with the cruise ship operators interested in exploring the Canadian Arctic and so this document has been important in providing direction and guidance specifically to those organizations that are contemplating their maiden voyage in the Arctic.

*6) Implications of Ship-based Tourism for CWS Protected Areas and Other Key Migratory Bird Habitat Sites in the Northwest Territories and Nunavut.*

Wakelyn (2001) prepared a paper for the CWS in order to address concerns about possible impacts that ship-based tourism could have on migratory bird habitat sites in Nunavut and the Northwest territories. The paper analyzes past trends of ship-based tourism in the Canadian Arctic for the Northwest Territories and Nunavut. The paper contains an analysis of conservation concerns such as the potential impacts of disturbance on colonial seabirds as well as an examination of the seabird species that are vulnerable to disturbance by cruise ships. This analysis was followed by the introduction of potential measures for protection of these sites. This paper outlines several government departments involved in the cruise tourism industry management in Canada such as the Canadian Coast Guard, Transport Canada, Department of Fisheries and Oceans, the CWS and the Territorial governments and affiliated agencies.

Another document that is the first of its kind in the Canadian Arctic, this document identifies concerns and problems that need to be addressed when cruise ships visit sensitive wildlife colonies and this document will aid in the formation of policy in the future.

### **2.5.1 Cruise Tourism Literature**

The researcher looked at several pieces of cruise tourism literature for the content analysis and found that discussion on impacts; implications and environmental concerns were the main focuses of these documents. Also, the authors mention the importance of sustainability in cruise tourism, which is reflected by a perceived need for policies and guidelines to protect the environment, aboriginal cultures and wildlife.

#### *A) Belize Cruise Tourism Policy*

Belize appreciates the importance and economic advantages of encouraging sustainability in the cruise tourism industry. Belize cruise tourism policy (1997) was written by the Belize government and it includes consideration for both environmental and social factors with a goal to maximize the benefits from the cruise tourism industry and, at the same time, sustain the natural resources of Belize. Because tourism, especially cruise tourism, is a major industry in Belize, the income earned from this industry and how the industry is operated is of enormous interest to the government of Belize. Thus, the government has created a set of policies and guidelines, outlined in Belize cruise tourism policy, to ensure the safe and healthy management of the industry.

#### *B) Falkland Islands Cruise Ship Tourism*

Cruise tourism to the Falkland Islands is one of these islands' major growth industries and therefore is important to the tourism industry. With a steady increase of tourists to the islands, concern over perceived impact on the wildlife and vegetation arose. Due to a lack of national policies for the cruise tourism industry, researchers decided to conduct an evaluation of visitor management techniques in the Falkland Island in order to ascertain whether the islands were prepared for the constant "wear and tear" of tourism. This document, Falkland Islands Cruise Ship Tourism (Ingham & Summers, 2002), provides the results of a study conducted by these two researchers. The researchers found that companies that were members of IAATO operated all the expedition vessels. It was therefore not surprising that the researchers found that the cruise operations had a high ethical and environmental focus. The researchers concluded that guidelines adapted from those of IAATO should be given legislative backing in regards to all vessels entering the Falkland Islands.

This document outlines issues that the Falkland Islands are struggling with and acknowledges the fact that the presence of IAATO has had a definite impact on the sustainability of the tourism being conducted in that region.

*C) Cruise Tourism on Svalbard. A Risky Business?*

The WWF (2004) explored the many risks and possible impacts that cruise tourism could have on the region of Svalbard in Norway. Norway is very advanced in its development of cruise tourism management and this paper is a showcase for that development. There is a full discussion of pertinent environmental considerations when managing the cruise line industry including: threats to the marine environment, oil pollution, wildlife disturbances, degradation of vegetation, historical and geological sites as well as a thorough examination of the laws that focus on and pertain to cruise tourism in Svalbard. Government organizations that are interested in policy creation in the Arctic should look closely at the findings in this paper, as the findings are significant to all regions in the Arctic.

*D) Cruise tourism in the Canadian Arctic and its Implications*

Marsh and Staple (1995) provide the reader with a solid understanding of the beginnings and subsequent growth and evolution of cruise tourism in the Canadian Arctic. A brief glimpse at the demographics of Arctic cruise tourists is discussed followed by suggestions and conclusions about cruise tourism in this fragile Arctic region. This document is the first to take an in depth look at cruise tourism in the Canadian Arctic and it offers the reader a brief glimpse at the issues that need to be addressed in future policy development.

*E) Expedition Cruise Ship Tourism and Remote, Cold Ocean Islands*

Sproull Thomson and Thomson (2004) provide an enlightened description of travel on board an expedition cruise ship in Arctic waters. The authors offer an intimate and in depth description of the highlights that are offered while cruising the high seas; close up wildlife viewing, visitation to archaeological sites rarely seen by humans, educational seminars by

highly educated expedition staff, select dining opportunities and comfortable accommodations amongst a small group of like minded tourists. Respect and a need to protect the environment as well as a concern for social and safety issues are also discussed at length.

This document allows the reader to experience a cruise in Polar Regions without actually being on board the ship. The intimacy of detail and descriptive prose offered by the writers provides the reader with the chance to understand the appeal of cruise tourism in cold-water regions of the world.

#### F) *Environmentally Sustainable Cruise Tourism-Marine Policy*

Johnson (2002) looks at the environmental impacts of cruise tourism and then offers potential strategies that could be employed by both cruise line operators and cruise tourism destinations. Physical, regulatory, economic and educational strategies are introduced. Some management initiatives offered to compliment the strategies are: limit of passenger numbers, facility design, promotion of environmental practices, rewards for environmental awareness, promotion of local produce, and corporate environmental reports. Waste management planning is seen as a key issue. This document is factual and provides the reader with a lot of information surrounding the issues that need to be addressed in the process of policy creation.

### **2.6. Summary**

The literature review provides an overview of the state of cruise tourism globally along with a more detailed synopsis of cruise tourism in Polar Regions. Though cruise tourism to polar regions can not be compared to the enormous cruise tourism industry in the Caribbean, it is still an industry that continues to grow and continues to offer alternative routes and experiences within the cruise tourism industry. The cruise tourism industry in both polar regions is very conscientious of the fact that the environment, the wildlife and the local

communities visited during their cruise excursions need greater attention focused on them in order to ensure that impacts are minimized during their visit.

Chapter 3 will outline the methods that were employed in order to arrive at the data that provided the foundation for the findings and conclusions drawn from this paper.

## **CHAPTER 3**

### **Research Methods**

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#### **3.0. Methodology**

In order to develop an understanding of the state of cruise tourism in the Eastern Canadian Arctic, Chapter 3 will describe the methods of research that were used in order to establish this goal. The chapter is divided into five sections: 1) Statement of methodology; 2) The population and sample; 3) Description of the research methods; 4) Instrument validity; and 5) Collection of the data. There are two parts to the research. Part A of the study establishes a foundation from which to conduct the interviews. Part B of the study is the interviewing process. The limitations of the study will also be addressed in this chapter.

#### **3.1. Statement of Methodology**

The research used two types of investigation. The research was iterative as the first step of investigation, literature review, led to the second step, personal interviewing. The first step of the research used content analysis. Content analysis is defined as “any technique for making inferences by systematically and objectively identifying special characteristics of messages” (Berg, 2001, p.240). This analysis looked for principles and issues found in documents of policies and regulations on cruise ship tourism that have been proposed or are currently in use by: 1) Glacier Bay National Park; 2) the IAATO cruise ship tourism guidelines; 3) WWF guidelines; 4) The AECO cruise ship guidelines; 5) Transport Canada; 6) The Canadian Wildlife Service and; 7) the sustainable tourism literature dealing with cruise ship tourism management.

Literature and policy procedures required for cruise tourism management with Parks Canada are not yet available. It is hoped that Parks Canada will be able to use the data that has been collected for this study to create policies for cruise tourism to their parks.

The grounded theory approach guided the study throughout. According to Strauss and Corbin (1998, p.158) “grounded theory is a general method for developing theory that is grounded in data systematically gathered and analyzed”. Because the researcher was working with a very young industry with very little academic research, the researcher had to start at the beginning and explore as many aspects of the industry and its issues as time allowed. Through content analysis and then through the interviewing process, theories that would emerge were grounded from this data. Grounded theory “is meant to build theory rather than test it” (Patton, 2002, p.127).

The researcher looked for patterns and consistencies within the data and this appears to be consistent with the mode of analysis. “Theoretical conceptualization means that grounded theory researchers are interested in patterns of action and interaction between and among various types of social units” (Strauss & Corbin, 1998, p. 169). The patterns that arose from the data became the themes that provided the basis for the interview questions. The objective of the content analysis was to extract principles from the documents that would then provide the basis for the research questions that would make up the second stage of the research.

While reading the literature, the researcher kept a notebook tabulation of concepts as they appeared. If a concept was introduced three times, then this was considered a theme. The researcher chose the number three as a point of reference following personal observations in which she noted that issues that were mentioned three or more times, seemed to hold significance to the topic. Each theme was assigned a colour and was highlighted throughout the literature. A grid was kept of the different themes, tabulating the frequency for which each theme was used in the literature and new themes were added as they appeared. At the

end of the literature data collection, those themes that were most prevalent were selected to form the basis of the research questions.

Potential interview questions were developed based on the identified themes from the literature review. A rough copy of potential questions was forwarded to the researcher's advisor who provided advice on the structure and content of the proposed questions.

The revised questions were sent to the supervisory committee members, asking for their input. After receiving this input, the questions were further defined, finally providing nine questions to be asked of the participants during the interviewing process (Appendix B). The questions were then sent to the ethics department at the University of Waterloo for approval, and approval was received on July 29<sup>th</sup>, 2005.

The second step was the search for potential interview subjects. It was important that each interviewee have personal knowledge and experience in cruise ship tourism in Arctic or Antarctic conditions. Initially, the Internet was used to find information on organizations within the cruise and sustainable tourism industry. This information led to some potential interview subjects. The researcher also asked peers and professors for their knowledge of suitable candidates. The researcher pulled the names of authors from the literature. The researcher also contacted government departments. These various approaches led to the development of a list of possible contacts. This list was then narrowed down to 27 possible participants, based on an assumption of the participants' potential knowledge of the cruise tourism industry. While communicating with each individual, either by telephone or email, the researcher asked these individuals about other possible candidates. These various methods allowed for the creation of a comprehensive list of possible participants. The researcher found possible participants from the Federal Government, the Territorial Government, University Professors and people in NGOs who were active in Arctic tourism

research. She also found cruise line operators, and sustainable tourism operators who were active in Arctic cruise tourism.

Each potential participant was sent a letter, approved by the U of W research ethics department, asking for their participation in the study and outlining the main purpose of the study. Of the 27 candidates contacted, 20 people agreed to be interviewed. Seven people would not participate, including two members of the Nunavut Territorial government, a member of the Canadian Arctic Resource Committee, a member of Nature Canada (formerly Canadian Nature Federation), a person at Gap Adventures, a person from Zeagramm Expeditions and a Danish academic. Though these seven people were not included in the interviews, representatives from their stakeholder groups did participate and thus provided coverage from this group. A list of the stakeholder groups has been provided in section 3.2.,

Table 7.

Interviews were conducted by telephone, and were recorded on a tape recorder. Participants were asked open-ended questions with a constructionist viewpoint. In using the constructionist viewpoint, there is an acknowledgement that that there is no right or wrong in the data collected. The data collected was taken and built on in an iterative approach meaning that each stage of the research built on to the next stage. Personal notes also recorded general impressions that the researcher formed regarding each person interviewed as well as any important points that may not have been captured because they were discussed before or after the taping session. These notes provided context and grounding to the study. Once the interviews were complete, the tapes were transcribed verbatim.

The researcher read over the transcripts several times and pulled out reoccurring themes that emerged from the transcript data. Issues that arose three or more times were considered a theme that needed to be pursued. These issues were assigned a colour and were highlighted

and the quotes that were highlighted were also written down on a separate sheet of paper under each of the theme headings.

While the interviews were being held, the researcher also spoke to the chief of Commercial and Nunavut Operations for Canada Customs, and an archaeologist involved in the permit process in Nunavut. Pam Wight, a well-known consultant in the Canadian tourism industry, was also contacted by telephone and provided contact names. Because the three women just mentioned had a very strong knowledge base of their individual areas of expertise but did not have the full, comprehensive knowledge of the entire cruise line industry, they were not invited to partake in the interviews. These conversations were manually recorded and provided the researcher with a richer understanding of the roles that these departments and individuals play in the process of cruise travel into the Arctic region.

### **3.2. Population and Sample**

The research population consists of members of groups who have roles in Canadian Arctic cruise ship tourism. The six major groups of stakeholders contacted to participate in the study were as follows: 1) Federal Government employees; 2) Nunavut Government employees; 3) Academics; 4) Officials of NGOs; 5) Cruise ship operators; and; 6) Sustainable tourism wholesalers. A census sample collects information from the entire population. Since all available members of these groups were interviewed, the sample can be considered to be a census sample.

**Table 7**  
**Participants of Part B: the Interviewing Process**

Participants	Designated title during interview process	Total Number of Participants
Cruise operators	Cruise Op	6
NGOs	NGOs	6
Federal government	Fed Govt	4
Employees		
Academics	Academic	2
Sustainable cruise tourism operator	Tourism Op	1
Territorial Government	Territorial Govt	1
Total number of participants		20

Since the Arctic cruise ship industry is fairly small, the stakeholders within this industry communicated amongst each other about this research. Several federal government employees and cruise ship operators stated that they felt that the researcher reached all of the major players in the industry.

### **3.3. Description of Research Methods**

In Part A of the research, the researcher used content analysis and the techniques employed were to highlight themes found within each literary work. Once a specific theme was identified as noteworthy, then a colour and/or specific design were assigned to that theme.

In Part B, a standardized interview format was used. The questions asked of the participants were structured and open ended. The interviewer attempted to draw out both personal views and opinions from the participants.

### **3.4. Validity**

The researcher conducted a thorough investigation to find all the key people in the industry in order to create a list of participants. Fortunately, members of all of the stakeholder groups agreed to participate in the study. These people are representative of the industry and the information that they supplied during the interviews consistently complimented the data provided by the other participants. There is no reason to suspect that any of these participants would mislead the researcher, as their identities will remain anonymous. The participants showed strong understanding of the issues, indicating a thorough understanding of the topic being discussed.

Consistency, replicability and transparency were three standards that the researcher strove to maintain throughout the research. In Part A, the findings indicated a strong consistency in the results as most of the data fell under the same headings as did the participants responses in Part B. The researcher has taken great care in providing a detailed description of the methods used for the research in order to ensure that replicability would be possible for future researchers and that transparency of her work was evident.

### **3.5. Collection of Data**

The content analysis took place from April to June of 2005. The interviews were conducted between August and October of 2005. This period of time was very difficult for most of the cruise ship operators as it was their busy season in the Arctic. This resulted in a long interview time period and thus the process could not be finally completed until the end of October.

### **3.6. Data Analysis**

The content analysis was conducted on 12 pieces of literature, pertinent to the cruise tourism industry and eight themes arose from this analysis. The themes that arose are consistent with themes that are favoured in sustainable tourism literature. The data that was discovered during this stage of the analysis was predictable.

Upon completion of the interviewing process, nine questions were asked of 20 participants and 10 themes arose from this data. The themes and concerns that arose from this stage of the analysis were neither predictable nor consistent with any other studies because there are no other studies that have been conducted in the Arctic on this topic with which to compare.

### **3.7. Limitations of the Study**

Contact of aboriginal groups and aboriginal individuals was beyond the researcher's capability. The researcher had been made aware of the fact that communication with aboriginal representatives could be difficult because of a language barrier and spatial distance. Therefore, there was no involvement of members of this group in the study.

The researcher was not able to explore tourist motivations or the impact of cruise tourism on local Inuit communities or non-aboriginal people, but both of these topics would provide groundwork for future graduate research or a full scale study of cruise tourism in the Arctic and North Atlantic as has been proposed by researchers Berit Kaae and Callum Thomson (C. Thomson, personal communication, June 25, 2004). Tourists were not invited to participate in this study as the researcher felt that such participants would not have enough knowledge or perspective of the overall issues being addressed. No questions were asked about demographics, possible impacts of tourism on the environment, or about the profitability of the industry. Time constraints did not allow for further research on these topics. The fact that

the researcher did not have the opportunity to visit any arctic communities and see the arrival of a cruise ship in to wildlife and local communities could be seen as a detriment to the researchers' greater understanding of the issues.

This chapter has provided an outline of the methods used by the researcher during the process of data collection. This data will be examined in Chapter four where the results of the data collected during the research process will be discussed. This will offer greater understanding of the issues that are of concern to the cruise ship tourism industry in the Eastern Canadian Arctic.

## **CHAPTER 4**

### **Findings**

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#### **4.0. Introduction**

With the hopes of developing an initial understanding of the state of cruise in the Eastern Canadian Arctic, Chapter four presents the findings from the study. This chapter is divided in to two main sections. The first section describes the findings from Part A, the content analysis. The second section provides the findings for Part B, the interviews.

#### **4.1. Data Collected from the Literature Review: Part A**

Table 8 contains the data collected from the literature review. The literature that was analyzed for Part A, the content analysis, has been examined in the Literature Review section of this paper. The left hand column lists the organization or document from which the data was collected, and then each heading lists the issue noted followed by the columns showing the number of times the issue was mentioned in each document.

**Table 8**  
**Themes that Arose from the Content Analysis**

Literature	Ecological	Cultural	Safety	Education	Economic	Gov't* Policy	Waste	Carrying Capacity
Glacier Bay	7	0	1	0	0	2	2++	12
IAATO	13	1	12	2	0	4	2	0
WWF	12	11	6	7	5	3	2	0
AECO	15	4	10	2	0	4	1	3
Transport Paper	4	3	3	1	0	Entire document	3	0
CWS	5	4	2	3	0	10	1	0
Belize Tourism	11	3	2	1	3	2	4	2
Falkland Islands	6	0	0	2	3	0	0	1
Cruise tourism On Svalbard	33	4	4	1	0	17	35++	2
Cruise tourism In Arctic	5	2	0	1	1	0	2	0
Expedition Cruise tourism	16	10	2	2	2	2	0	0
Environmental Sustainable Cruise tourism	11	1	0	3	6	2	3	0
<b>Total</b>	<b>138</b>	<b>43</b>	<b>42</b>	<b>25</b>	<b>20</b>	<b>46+</b>	<b>45++</b>	<b>20</b>

\* Full title for this column is: Government Policy and/or NGO guidelines  
+ Overlapping themes.

Below is a list of the full titles of the documents that were used for the content analysis

shown in Table 8. A more complete description of these works can be found in Chapter 2.

- 1) Glacier Bay: Glacier Bay National Park and Preserve. Full Impact Statement.
- 2) IAATO: IAATO Cruise Ship Operating Guidelines
- 3) WWF: Ten Principles for Arctic Tourism
- 4) AECO: The AECO Guidelines for Safe and Environment Friendly Arctic Operation
- 5) Transport Canada: Guidelines for the Operations of Passenger Vessels in Canadian Arctic Waters

- 6) CWS: Implications of Ship Based Tourism for CWS Protected Areas and Other Key Migratory Bird Habitat Sites in the Northwest Territories and Nunavut.
- 7) Belize Tourism: Belize Cruise Tourism Policy
- 8) Falkland Islands: Falkland Islands Cruise Ship Tourism
- 9) Cruise tourism on Svalbard: Cruise Tourism on Svalbard-A Risky Business?
- 10) Cruise tourism in Arctic: Cruise Tourism in the Canadian Arctic and its Implications
- 11) Expedition Cruise tourism: Expedition Cruise Ship Tourism and Remote, Cold Ocean Islands
- 12) Environmental Sustainable Cruise tourism: Environmentally Sustainable Cruise Tourism: Marine Policy.

Twelve documents were analyzed and of these twelve documents, nine documents were policy-based. The other three documents provided either a basic introduction to cruise tourism or to certain aspects of the cruise tourism industry.

Ecological concerns were most often mentioned in the documents studied. Because most of the literature confirms the need for sustainable tourism, it is no surprise that ecological concerns would be the most important consideration.

Because cruise tourism in fragile areas like the Arctic is still a relatively new sector of the tourism industry, mention of government or NGO policies is an important inclusion. Antarctic cruise tourism, with 50 years experience in cruise tourism, does have policy in place, but other regions of the world such as Belize, the Falkland Islands, and the Arctic, have more recently realized the need for cruise ship policy. The involvement of the governments and the NGOs of these countries are necessary in order to create the needed policies.

Waste management is an environmental concern but was calculated separately to display the importance of this particular issue. The authors of these documents mention waste management often, indicating the importance of waste management to a sustainable cruise ship industry.

Concern for socio/cultural well-being was mentioned often because many cruise ships stop at aboriginal communities. Local communities can be vulnerable to external influences and the authors have voiced their concern for these communities in the hopes that discussion will aid in stimulating thought about proper conduct in these communities.

The safety of the cruise ships and of the tourists was another important consideration of the authors of the cruise tourism literature. When travelling to isolated regions, the safety of the vessel as well as a concern for the safety of the tourists onboard these vessels becomes a priority. There is a very real risk involved when travelling to regions where the weather and the ice flow are unpredictable.

The three main areas of focus of sustainable tourism pertain to the environmental, social and economic concerns. While most of the attention in these documents focused on these three issues, sustainable tourism providers like to see an educational element included to the tourists' experiences.

The authors of the documents included discussion on the potential for economic advancement, which could occur with the arrival of cruise tourism to their countries and/or communities. The discussion of economic feasibility is normal for any emerging industry.

The need to control the maximum passenger load on a ship or the maximum number of people allowed on a site or with a guide at a certain site (the carrying capacity) provides a system of managing the impacts of tourists to certain areas. Such methods of crowd control can be considered as viable methods of managing the tourist impact on sensitive areas.

Issues that arose from the literature analyzed indicate that the principles of sustainable tourism are important considerations to the authors of the documents studied. Policy creation and the safety of the vessels are both seen as priorities to be undertaken or controlled in order to ensure the health of a sustainable cruise tourism industry. The industry is considered to be economically profitable but this profitability hinges on the protection of the wildlife and aboriginal cultures in the chosen destinations.

#### **4.2. Data Collected from the Interviews: Part B**

Interviews were conducted with 20 participants, of whom 15 live in Canada, two in the U.S., two in Norway, and one in Germany. The inclusion of international participants was a necessity as the Arctic influences many countries and the Arctic cruise tourism industry involves stakeholders from around the world. The researcher hoped to honour the global representation of the industry and those involved in Arctic cruise tourism, within the study.

An analysis of the interviews was undertaken within 10 subject areas:

- 1) Socio/cultural/community issues.
- 2) Environmental issues.
- 3) Economic issues.
- 4) Maintenance of archaeological sites.
- 5) Safety and security issues.
- 6) Creation of guidelines similar to IAATO.
- 7) Struggles with communication/cohesion within the industry.
- 8) Growing pains of the Nunavut government.
- 9) Surveillance and enforcement issues.
- 10) Sovereignty and climate change.

The findings that arose from the interviews will be discussed within each of the subject areas. The participants provided many insights but also presented the researcher with a much fuller understanding of the industry.

The participants of this study provided the researcher with a solid glimpse into their world, the world of polar cruise tourism. Because these individuals live in several nations, they were able to offer their own outlook of the industry, on a global scale. A participant/owner of a cruise tourism operator states that, “Canada, in the big picture, is still a fairly small player in the overall industry. Canada is probably the smallest player when it comes to numbers of passengers. Greenland and Norway would probably be the largest” (Cruise Op#3, 2005). Though Canada may be a small player in the industry, in comparison to other countries of the Arctic, the industry itself has caught the attention of NGOs and other organizations, which make it their business to act as environmental “watchdogs”. Cruise tourism in Canada, according to a NGO member, is now seen as “certainly becoming more of a booming industry up north” (NGO #3, 2005). With more of a focus on the fact that there are and will be larger numbers of people going to witness the splendours of the Eastern Canadian Arctic each year, it is important for the industry when a stakeholder can say that, “Our tourists are often the best ambassadors for the environment” (NGO#6, 2005).

Cruise tourism in the Arctic appears to provide opportunities for many positive outcomes and few negative outcomes. A national park’s executive described cruise tourism as “something that is low impact on the environment, low impact on the communities with high economic benefits, and allows for a high interest experience for the visitors as long as it is well managed” (Fed Govt #1, 2005). Another stakeholder painted a picture of Arctic cruise ship passengers as “the best ambassadors for the North” (Fed Govt#3, 2005). Low negative impacts on the environment, positive economic benefits for the communities and, tourists

who can be seen as representatives for the tourism industry but specifically for Canadian Arctic cruise tourism are all positive outcomes that indicate the potential of this industry.

Tourists are drawn to the open spaces of the north for different reasons. Canada is a very large country, and “Nunavut’s Arctic coastline is the largest Arctic coastline in the world” (Territorial Govt #1, 2005). This sort of rugged beauty and open expanse would appeal to those who have, “a love affair with the North” (Tourism Op#1, 2005). Not only is the area itself beautiful, breathtaking and very different from most other tourist locations on this earth, but the tourists are also welcomed by the fact that, “people in the north want tourists to come” (Academic#2, 2005). The combination of visual wonders and a warm welcome from friendly, gracious people, who exist in a world that is very foreign to the average tourist, could make travel to the Eastern Canadian Arctic a very rewarding experience.

#### **4.2.1. Socio/cultural/community issues**

Developing a respect for the natural environment and for aboriginal communities is an important issue, as stated by most of the participants of this study. A participant from a cruise operator states that “I think, in the Canadian Arctic, being socially responsible and being environmentally responsible are the two top issues (Cruise Op #3, 2005). The cruise operators that were involved in this study all expressed interest and concern for the well being of human communities they visited. One participant from a cruise operator states, “I think that the villages, in terms of handling tourism, are finding their way. And I would like to be more a part of helping them to find their way-to help support their guidelines and to help support their goals” (Cruise Op# 4, 2005). The cruise operators involved in this study seem to have a genuine respect for the aboriginal communities, as another participant suggested because, they “want to encourage the local people to protect their culture and their environment” (Cruise Op # 5, 2005).

Some cruise ship operators have either created their own policies or follow the principles laid down by the IAATO guidelines and this sensible management structure is reflected by the fact that, “our operations were formed on good management in wilderness areas and in aboriginal communities” (Cruise Op #4, 2005). If the cruise ship operators have not created their own policies for operation, then they stress the need or “the importance of cultural policies when visiting communities and respecting culture” (NGO # 5, 2005).

In general, participants did voice the opinion that cruise tourism has been welcomed in the north, because “every community wants to have the opportunity to welcome the arrival of a cruise ship to their community” (Cruise Op #5, 2005). In Norway, the communities have many years of experience with cruise ships arriving on their shores, and a participant from an NGO in Norway states that “the community, over time has basically learned to value cruise tourism...they feel pretty positive about it” (NGO # 2, 2005). This shows that social learning on behalf of the hosts, the local communities, and the tourists is necessary and can take place if properly directed.

Though the communities in Norway have been able to grow and adapt with the demands of tourism, Inuit in the Eastern Canadian Arctic have not had the same ability to ease in to the changes that have occurred in their communities. In the late 1950s and early 1960s, the Government of Canada forced Inuit to move from a nomadic lifestyle to one of permanent settlements. This change brought about an abandonment of the aboriginal style of living off of the land. Hansen (1999) stated that

the changes in economic, political and social structures led to a break with the traditional norm and value systems.... this lack of norms appeared in large segments of the population. This was accompanied by a general feeling of powerlessness or alienation in large parts of the population who felt that they could not influence the process of modernization. (p.194).

The ability to dictate the structure of their own lives was taken from Inuit in the early 1960s and so this issue is still very sensitive and one that must be respected when considering

the introduction of tourism in Inuit communities. “Given the nature of the north, we have to make sure that local people have a major say in what happens” (Academic #1, 2005). There must also be consideration for the fact that “communities need to know that they can say yes or no” (to cruise tourism) (Fed Govt #1, 2005). Participants recognized the fact that the history of the Inuit over the last 50 years has been very difficult and so they are trying to ensure that local residents are indeed given full support with the decisions that need to be made, concerning cruise tourism. A participant from an NGO in Nunavut states that “with the smaller communities, even 150 people kind of overwhelms a community and for this reason, it is important to have programming for them, to have people in charge to set out what should happen in the community and what not” (NGO #1, 2005). Because the cruise tourism season extends over a three-month period, the more popular communities could experience several visits from cruise tourists over that period of time. The participants of this study realize the importance of maintaining the respect of the members of the local communities.

Another consideration for travel to the Canadian Arctic is that the Canadian government recognizes aboriginal land claims in the north. This could be seen as “a complicating factor of working with people who have rights to the land, this means that an association has to operate differently and I think that a lot of people, unless they have a very strong indigenous peoples movement within their country, might not understand just how far this has to extend” (Academic #1, 2005). Understanding the legal jargon that accompanies land claims agreements may be difficult, but once the agreement is understood, it provides a certainty to those involved in the negotiations. The industry must make every effort to understand the language so that proper respect for aboriginal issues is observed which will allow for a collaboration of two worlds to achieve mutual success.

Whenever there is interaction between tourists and a community, there will always be some form of impact on that community and on the tourists, no matter how much care is

given to the interactions. One participant states, “there are some issues that need to be addressed in how cruise companies interact with the north” (Cruise Op#6, 2005). Mention of negative impacts was quite rare in this study, but two incidents were cited.

First, an issue has arisen in Pond Inlet, an Inuit community in which the local children have begun to beg for money from the tourists. A national park’s participant suggests that cruise operators “can tell people not to give the kids money. It is getting really bad now. The kids are begging” (Fed Govt #1, 2005). The researcher approached another national park’s staff member for better understanding on the issue of begging and the respondent advised that Pond Inlet does have a long history of cruise ship tourists arriving in their community.

Secondly, “Pond Inlet, on the whole is pretty happy about cruise ships, but every time I leave the beach of Pond Inlet, my zodiacs get stoned by kids throwing rocks” (Cruise Op#6, 2005). The cruise operator who mentioned this incident had asked other staff members why they thought the kids were throwing stones, and one response was that the kids were bored. Another possibility may derive from a belief held by the cruise ship operator in which he advises, “every one of those kids wants to come out and see the ship” (Cruise Op #6, 2005). Boredom and perhaps a little jealousy are the guesses that this cruise operator offered in an attempt to understand the actions of the children.

It would appear that some of the children of Pond Inlet are struggling with issues that may have arisen because of tourism but it should also be noted that “today, Native [sic] Arctic peoples are experiencing some of the highest rates of social problems” (Andersen & Poppel, 2002, p. 195). Is tourism the cause of the children’s’ problems or just an outlet for their own personal struggles?

In an attempt to better understand possible reasons behind these social issues in Pond Inlet, the researcher contacted a few people who were instrumental to her research and offered perspectives from the field. One such contact is Mark Mallory who works in the

north and is able to shed light on difficult issues. The following quote from Mark is offered from an observer's point of view, rather than as the view of a federal government employee. When the researcher asked Mark his thoughts as to the reason why such occurrences could be taking place in Pond Inlet, Mark offered this perspective, "I would think that tourism itself is not a cause of these problems, but it is an obvious, visual way that some of the problems are manifested" (M. Mallory, personal comm. March 29, 2006). In an attempt to assist the researcher in better understanding the mindset of local communities in Nunavut, Mark explained the issues with which the local communities are struggling. He commented that,

First, Inuit now see tangible examples of the wealth of people from the South, wealth that they don't have themselves (usually). Inevitably there is always a certain level of jealousy when confronted with such a situation. However, I also believe that many Inuit kids, learning from the words of their parents, feel somehow that these tourists are "entering their domain", and frankly they feel that they should be getting more from that action. I don't know about Pond Inlet per se, but this seems to be the underlying tone I get from a variety of meetings that I've been at ... somehow local communities are "entitled" to benefits coming from southerners. This is of course true for some components of the Nunavut Land Claims Agreement, like use of protected areas etc., but not from simple aspects like tourism. Nonetheless, there is this feeling among many that "folks from elsewhere are coming here, enjoying our areas, and then leaving without giving due benefits", in my opinion.

Second, tourism is not the cause of the problems, again in my opinion. The social ills come from a variety of causes. Certainly they are contributed to by high birth rates, an apparent desire to stay in their natal communities, limited job potential in those communities, desires to have what they see others having, and an overall resultant feeling of desperation that you can't have your cake and eat it too. On top of that, there is still a respect for elders in communities, and the "current" elders are still folks that grew up in close association with the land, and who often have no real concept of what it's like in the modern world (I say this in an objective sense - most elders don't understand cell phones and boat trips and mass communication and global economies etc. etc.). For kids, they are getting advice from elders who still think it's fine to have lots of babies (since in their day 1/2 of these babies died), and from teachers etc. they are getting often conflicting messages about birth control. One side is talking about learning traditional ways, and the other is saying you need to stay in school to get an education to make it in the modern world. This combination certainly leads to "boredom" as well as confusion, and there's no doubt that bored kids might do something like toss rocks at zodiacs just to have something to do. However, I think the reasons above betray a greater, underlying problem (Mark Mallory, personal communication, March 29, 2006).

Understanding a bit of the confusion that the youth of Pond Inlet are struggling with could help to understand the messages that they are sending to the cruise tourists who visit their community from time to time. Youth is a difficult period of time for any young person but then if you add more confusion to an already troubled mind, the results could lead to actions that are now being acted out in Pond Inlet. There is no wonder that the youth of Pond Inlet are sending mixed messages to tourists about their welcomeness to this community.

#### **4.2.2. Environmental Issues**

Overall, the natural environment was mentioned most often by the participants as their major concern and the area that needed to be considered most when speaking of sustainable tourism in the Eastern Canadian Arctic. A participant from the Territorial government points out that “sustainability is a key factor” (Territorial Govt #1, 2005). Tourists are drawn to the Canadian Arctic for specific reasons, and a participant from an NGO believes that “wildlife and the environment are the reason that they travelled” (NGO # 3, 2005). But, in order to ensure that sustainable tourism continues to offer benefits to the local communities, the tour operators and the tourists, “the health of the resource, the health of the environment has to be first and foremost” (NGO # 3, 2005). The need to protect the environment is accepted by all of the participants and yet, “...We allow mining. We allow oil exploration, we allow the Inuit themselves to use high-powered equipment to harvest wildlife. We allow American hunters to come in and shoot all of these animals, but...we do not allow 50 environmentally sensitive people to take a look at something interesting. Where is the incentive for Inuit to protect either their culture or their environment? How sustainable is it?” (Cruise Op# 5, 2005).

The question as to how sustainable tourism can be often arises when discussing the impacts of tourism on the environment and on local communities. Management of some of the protected areas of Nunavut have their own mandate and that is to protect wildlife. The

Canadian Wildlife Service, in particular, does express the opinion that “our areas are set up to protect wildlife. They are not set up to provide tourism opportunities. We are just as happy if no cruise ships visit our protected areas” (Fed Govt #2, 2005). And so, tourism is seen as a viable means of economic growth for the people of Nunavut but participants do differentiate as to the type of acceptable tourism that should be allowed in Nunavut. If the tourism threatens the wildlife or is not sustainable, then it cannot be considered a viable industry for this region. The region must then find some other form of economic activity.

It was generally agreed by most parties that most Arctic cruise ship operators “seem to be operating responsibly” (NGO #5, 2005). There was a rare mention of misconduct, as indicated by a participant from the federal government when he noted that, “some ship captains are quite aggressive in getting their clients close to the wildlife that they have paid big dollars to see to the extent that perhaps they are terrifying polar bears or whales” (Fed Govt #3, 2005). But generally, the stakeholders involved in this interviewing process felt that the current cruise ship operators did in fact respect the environment and the wildlife found there.

Some organizations have seen the need to take more aggressive steps to protect the environment by creating their own policies. A representative of an NGO states that, “we do have policies on the Arctic specifically because it is such a fragile environment” (NGO #3, 2005).

To date, the cruise tourism industry in the Eastern Canadian Arctic has no single set of guidelines to provide guidance. This lack of direction is seen as a weakness in the industry. The creation of policies and guidelines to protect the environment and wildlife in the Eastern Canadian Arctic would be welcome because many agreed that, “guidelines are absolutely required in wilderness areas and archaeological sites” (Cruise Op # 4, 2005).

#### **4.2.3. Economic Issues**

Cruise tourism in the Eastern Canadian Arctic is recognized as an economic benefit to the communities that are visited. “At some level, this (cruise tourism) is perceived as an economic benefit” (Fed Govt #2, 2005). Participants did not mention any negative economic effects derived from cruise tourism, in fact they felt that, “this is a very friendly, low level, long term viable option that puts money in to the communities without really taking anything negative away-without leaving a sort of negative footprint on them” (Fed Govt #2, 2005).

The environment and the economic benefits from cruise tourism are seen as interconnected because, “there is tremendous potential for ecotourism, for money for communities, money for outfitters, individuals and cultural organizations from the cruise ships when they are bringing anywhere from 50 to 200 people in to the community” (Fed Govt #2, 2005). The isolation of the northern territories does make it very difficult for the local communities to enjoy the financial well-being that generally exists in the rest of Canada but this isolation has also helped to preserve the relatively pristine environment that is so appealing to cruise tourists. A participant from the federal government states “first of all, the Arctic is crying out for any kind of economic opportunities they can find. If you take the potential for economic growth away that cruising brings to them, you are stifling a lot of their potential” (Fed Govt #3, 2005). Tourism dollars are welcome and are well dispersed amongst the many individual industries that are touched by tourism. A participant from a cruise tourism operator asks, “are the towns getting enough from us? Well, we spend a lot of money. What we are not spending in passenger tax or landing fees, we are spending in the gift shops in town” (Cruise Op #6, 2005).

Those industries that do benefit from cruise tourism can appreciate the relative ease that exists in profit making because “these tourists (cruise tourists) just drop in to your lap, thank

goodness, and you have them to sell things” (NGO #1, 2005). Cruise tourists may have, between “2 to 6 hours in each community, to sightsee and shop” (Nunavut Tourism, 2004, p.4). This very short time may be useful; it may help to avoid negative social contacts but also could be problematic in terms of setting up proper travel and sales opportunities.

The communities realize that, once the cruise operators choose their community to visit, then the greatest part of the struggle has been accomplished because “your main goal is to get people ‘in’ to the community so that they can spend money” (NGO #1, 2005). Once the commitment has been made to visit a community then the community must make some decisions, “in terms of community expectations, the whole idea for the community and how they can gain out of this, comes down to what kinds of products they have themselves” (Fed. Govt #1, 2005). As the data suggests, there is a wealth of cultural experiences to be had in the north, which, in general, the local communities are more than willing to share with the cruise ship tourists.

#### **4.2.4. Maintenance of Archaeological Sites**

The maintenance of archaeological sites seemed to be an issue of great difficulty for the participants of this study. The desire to share archaeological finds with the tourists versus the need to protect a historically significant and often fragile site is the balance that the participants who work directly with the tourists struggle to achieve. Those who commented on the protection of these sensitive sites expressed a belief, which was captured by this participant that “it has to be one of those challenges that archaeological sites have to be maintained” (Tourism Op #1, 2005). Many stakeholders understand the cultural value of the sites as expressed by an academic participant who shares, “these remote archaeological sites are not only an incredible cultural resource, but they are also a very strong indication of how long and how many people have been in the Arctic” (Academic #2, 2005). But, a participant

also noted difficulty with choices when faced with, “the destruction or degradation of cultural and historic sites; you don’t want to fence it off but it’s a fine balance and sometimes you just have to ask yourself whether it is worthwhile to keep things shut away or allow the tourists to have the experience with the risk of having it destroyed” (NGO #2, 2005). There is a very fine line that tourists and tour operators must walk if they choose to visit sites of historical significance. An academic participant felt that the “two top issues for cruise tourism: number one would be visiting remote sites where there may be particularly things like historical resources such as historical sites and also wildlife that requires protection” (Academic #2, 2005). A participant from a cruise operator suggests that, “guidelines are absolutely required in wilderness areas and archaeological sites” (Cruise Op #4, 2005). Archaeologists who work on the cruise ships, academics, cruise ship operators and cruise industry personnel struggle with the dilemma of wanting to share the incredible cultural treasures that are dispersed throughout the Arctic with a very real fear of overexposing these national relics to tourists. The creation and implementation of a guideline that would provide direction for the industry would be a solution to the current struggles that many participants face in regards to sensitive archaeological sites. However, it is clear that many archaeological sites elsewhere in the world are used currently for tourism. Learned experience from those sites should enable the development of guidelines and operational procedures that enable tourism use without damage.

#### **4.2.5. Safety and Security Issues**

On the issue of safety and security, the participants were unanimous in agreement that Canada is doing a fine job of managing the safety and security of the Arctic waterways. A main focus of the Department of Fisheries and Oceans and the Canadian Coast Guard is that “the safety of the passenger is first and security of the vessel” (Fed Govt #4, 2005). Living by

such a mandate should, of course, ensure that the Arctic waterways remain safe, and though “it is a challenge; we have really good safety and security regulations on board our ships” (Fed Govt #4, 2005). Cruise ship operators felt that, though “you have issues of ship safety, environmental protection, search and rescue, economic development, individually, on each one of these, I think that Canada scores very high” (Cruise Op #5, 2005).

So, overall the safety of the tourists and the ships traversing Canadian Arctic waterways appears to be acceptably managed, but perhaps not enough recognition has been given to those who ensure this safety, for “there should be a focus on the important role of the Coast Guard and Ice Operators because they are the people that keep the shipping safe” (Cruise Op #6, 2005). A cruise tourism operator felt that a lack of government funding might impact the operations of the Coast Guard in the future. The participant states that, “in regards to the Canadian Coast Guard, they would need a lot more money and a few more ships” (Tourism Op #1, 2005). The cruise tourism industry in the Eastern Canadian Arctic is expected to continue on a steady growth pattern and if this is indeed the case, then there will be many more ships travelling through the Arctic waterways in the future. With the increased expansion of the industry, participants feel that the Coast Guard will need more ships to accommodate the influx of cruise ships traversing through the difficult icy waters. The cost of these ships would be carried by the general taxpayer, as a form of subsidy to the tourism industry.

With the increased popularity of the Arctic destination, more demand will follow. To meet that demand, some cruise line companies will try to provide travel opportunities to larger numbers of people and these larger numbers will put the current system to test. “With Holland America, you’ve got large ships that are not ice strengthened, they are not equipped with polar lifeboats and they are sailing around ice choked waters, this presents significant ship safety issues” (Cruise Op #3, 2005). IAATO, to the south, has established policies that

will only allow companies with 200 passengers or less on board their ships, to join their association. For IAATO, it is both a safety issue and an issue that is meant to preserve the environments of the destinations at which these ships stop. IAATO attempts to control the size of the ship as well as the number of people disembarking on sites that are sensitive to large numbers of people. A similar policy should be considered for the Canadian Arctic.

Almost all expedition cruise ships that navigate through the Eastern Canadian Arctic are old research vessels with hulls that have been ice strengthened to combat the struggles encountered when facing the frozen Arctic waters. A whole new set of challenges for the Canadian Coast Guard will be created should larger vessels without ice-strengthened hulls attempt to enter the waterways.

Participants agree that the current system employed to ensure the safety and security of cruise ships travelling in the Eastern Canadian Arctic is very acceptable at present, but the future could hold threats to the current state of safety enjoyed by the industry. There is a need to ensure that all vessels travelling in the Eastern Canadian Arctic do so with ice strengthened hulls. There is also a need to control the size of ships and the number of people on board. The use of smaller, sturdier ships in Arctic waterways is more practical and more easily managed should a risk be encountered.

#### **4.2.6. Creation of Guidelines similar to IAATO**

Cruise ship operators and some NGOs had prior knowledge of the different tourism organizations that offered guidelines, along with rules and regulations for the cruise ship industry. There seemed to be agreement amongst many, that Canada, though not a member of any particular organization “is very active in environmental management, also ship-based activity and they would all have to meet the IMO regulations of the world” (Cruise Op #3, 2005). IMO stands for the International Maritime Organization and one of the functions of

this group is to provide regulations and guidelines for the prevention and control of marine pollution from ships internationally. IAATO can count most of the participants of this study who are cruise ship operators as members of their organization. One cruise ship operator felt that, “IAATO in the north would be great” (Cruise Op #4, 2005). There was mutual agreement that the benefits derived from IAATO are positive and that “we should develop guidelines very much like an IAATO approach to it all. IAATO is an excellent model” (Cruise Op #3, 2005).

The cruise ship operators felt that “IAATO is doing well and there are the Arctic shipping rules that already exist from IMO” (Cruise Op #2, 2005). Many of the cruise ship operators attend the annual IAATO meetings and subsequently follow the same guidelines in the Arctic. One difference that should be noted at this time is that IAATO guidelines do not cover the need for cultural considerations as there are no actual human communities (other than scientific research sites) living in the Antarctic. Also there are no dangerous land animals in the Antarctic, another difference for the Arctic. Because the Eastern Canadian Arctic lacks its own specific set of guidelines at present, the cruise ship operators have had to improvise. Even with the improvisation, the cruise ship operators still “adhere to strict environmental visitor guidelines in the Arctic as a policy” (NGO #5, 2005). And so, it would appear that cruise ship operators and NGOs would welcome the use of guidelines, similar to those guidelines created by IAATO, in the Eastern Canadian Arctic. Conversations and meetings with federal government employees confirm that there is a desire to have an organization that would be representative of the cruise ship industry, in the Arctic.

IAATO is seen as an icon in the polar cruise ship industry. This organization maintains a very high standard and approach to the policies and regulations necessary for a well-managed industry. Participants of this study would like to see similar guidelines created for Arctic cruise ship tourism.

#### **4.2.7. Communication and Cohesion within the Industry**

The Arctic is perceived as being isolated from the rest of the world. This isolation can cause difficulties in many areas but perhaps one of the greatest troubles that it causes for the participants of this study is in the ability to communicate effectively with the communities and with industry members as a whole. There is a feeling of being disconnected from the rest of the world, and this comes across very strongly by the comment made by a participant when he states, “in my opinion, where we are in Canada is very fragmented and our approach to Arctic cruise ships really reflects the political nature of Canada generally” (Cruise Op #5, 2005). There is no doubt that Canada is a very large, spacious country. Large city centres with greater access to a variety of communication devices are dispersed sporadically across the country and this sporadic dispersement may contribute to the struggle that the cruise tourism industry faces in the Arctic. A broadband communication system has been introduced in to the Arctic recently, which may help to channel the flow of communication in the future.

Without proper communication and coordination of effort, success in any venture is very difficult but when you look at the size of the operational area, communication in the Arctic cruise ship industry needs to become a priority, because “the communications are absolutely essential to make this (tourism) work” (NGO #1, 2005).

Organizations which are representative of the communities and tourism industry and federal government departments who are directly impacted by the arrival of cruise ships on their shores feel that “communication is the biggest thing, so, that means who is coming and when, what we are expecting, what do the communities expect, what happens when the ships can’t come, which happens and really messes up community expectations” (Fed Govt #1, 2005). Advising a community of the arrival of a cruise ship in advance is an essential part of

a successful experience for both the tourist and the community, “so, the real predictability and communication of when people are coming and what they can be expecting, is quite critical” (Fed Govt #1, 2005).

NGO’s that represent the tourism industry and many interviewees indicate that the aboriginal communities are struggling with a lack of information. But, cruise ship operators themselves have expressed concern over the fact that they are not always being advised when sites, available the year before, have suddenly become off limits to them. With time and weather constraints, cruise ship and tourism operators need to know even the smallest change that could occur to their very concise schedules. Some government employees are aware of this issue, and one Parks Canada employee states that “the biggest issue I have seen right now is just getting information out to the companies” (Fed Govt #1, 2005). Like any business organization, the more information that is given to the service provider, the greater the chances of a satisfactory experience for everyone involved.

#### **4.2.8. Growing Pains of the Nunavut Government**

Nunavut became a territory in April of 1999 and since that time the new Nunavut government has encountered many obstacles. Because of the isolation often associated with living in the North, according to a national parks administrator in Nunavut, most employers have had to face, “a huge turnover, often in terms of people you are dealing with because Nunavut is a hugely evolving society and so what you get there are very few qualified people for the jobs that are available” (Fed Govt #1, 2005). An inability to establish long-term relationships with government employees has made it frustrating for the cruise tourism industry. Cruise ship operators who return to the Arctic, year after year, would like to know that the person who assisted them with the permit process last year, might be the same person

this year but that is often not the case. There is a constant need to create new contacts and this takes time and prevents the steady flow of communication that is necessary for the industry.

Participants expressed concern over the lack of cooperation amongst government departments in Nunavut. A participant from the Nunavut Territorial government states, “the current lack of intergovernmental agency cooperation is a sleeping bear” (Territorial Govt #1, 2005). The government of Nunavut, in particular, has caused concern, according to a Federal government employee in Nunavut because,

the way Nunavut works up here, at least in regards to regulatory practices, there is seemingly a countless series of departments and organizations that need to have their slice of the pie in terms of a permit or in terms of a review and you end up with all of these groups. Everyone seems to have a little angle, but no one seems to be willing to jump to the forefront and say Okay, we’re going to grab this bull by the horns and deal with it. Through the Nunavut Impact Review Board and through various organizations sorting out their permits or who needs to see their permits and various review periods required for each permit, it becomes an extremely onerous process when it really doesn’t need to be (Fed Govt #2, 2005).

These struggles seems to be an ongoing battle, as a participant from the federal government living in Nunavut notes that,

we are six years in to Nunavut being officially here and I think that there is still this perception that we are a young, developing territory and, to some extent that is true, but by the same token, we are six years in and you know, some of this stuff should have been dealt with by now and I think that the priorities are just shifted elsewhere. The whole management and way of dealing with cruise ships up here just falls to the back burner (Fed Govt #2, 2005).

Because the health of the environment is so important to many industries in the north, participants worry when they perceive that the environment is not a priority to the government. “Frankly, right now, my impression in Nunavut is that the main concern has nothing to do with wildlife. The main concern is about communities and those communities being able to make money off of the cruise ships rather than environmental concerns” (Fed Govt #2, 2005). Finding the balance between business opportunity and environmental protection seems to be a place in which there is a difference of opinion amongst the

participants of this study. Discussion of the balancing act that some tourism providers struggle with over economic gain versus environmental concern takes place in Chapter 2 within the examination of sustainable tourism literature.

A territorial government participant advises that,

I've identified the cruise ships as the most critical element now in the tourism industry and am working to understand how we can address other areas for which we are responsible, including things like export development, product development, international trade and the cooperation with federal partners to harmonize a variety of initiatives (Territorial Govt #1, 2005).

An academic participant has noted a subtle change in the way things are being done because,

this year [2005], for the first time, Nunavut actually required that every cruise company that came in to the area and landed at a remote site had to have an archaeologist or someone designated as an archaeologist on board the ship who had to apply for a permit in advance (Academic #2, 2005).

The requirement of having an archaeologist on board each cruise ship was done to ensure that a qualified person who understands the true significance of the site is protecting sensitive archaeological sites. The same academic participant noted that, "the local inhabitants and also the territorial government seem to be on top of it" (Academic #2, 2005). This is a hopeful sign when a participant, who is closely aligned to the cruise ship industry, sees change occurring within that industry.

The constant change of staff and lack of conviction amongst government employees in Nunavut would appear to cause many problems for the cruise ship industry because they do not get the sense that there is any continuity in the flow of operations in that territory.

#### **4.2.9. Surveillance and Enforcement Issues**

The government departments that oversee the surveillance and enforcement operations in the Eastern Canadian Arctic are well aware of the obstacles that they face, when trying to work with an area of large size. A federal government employee in Nunavut states that,

one of the challenges we have is that, with so little manpower up here (in Nunavut), so few communities dispersed along a tremendous hunk of shoreline, we don't, to my knowledge, have the international collaboration necessary at this point to really know where cruise ships are coming from and where they are going (Fed Govt #2, 2005).

This area is doubly difficult to supervise because of the many inlets, bays, mountain ranges and hidden coves dispersed throughout the region. A cruise ship tourism operator feels that the Canadian arctic, "will suffer unless it is more tightly controlled" (Tourism Op #1, 2005). When asked what the top challenge was in the Arctic at present, one participant from an NGO felt that the, "number one issue would be surveillance. I have actually heard that they were planning on doing increased aerial surveillance of the Arctic because of increased traffic" (NGO #3, 2005). Participants from the Federal government feel that most cruise ship operators are respectful of Canadian laws, but should the need arise for greater surveillance, one federal government participants advises that,

our antennae are active and we are continually looking for vessels that try to enter unannounced. There is also a certain degree of satellite surveillance and so we assume that most, if not all, vessels of any description are reporting and making themselves known (Fed Govt #3, 2005).

If the Northwest Passage does open to allow for a larger number of ships to pass through, then there will be a need for greater surveillance. The Canadian Government will want to know which ships are passing through its domain and, depending on how the sovereignty issue is eventually settled the surveillance of the Arctic waterways may become an even larger responsibility for the Canadian Coast Guard.

#### **4.2.10. Sovereignty and Climate Change**

One issue that aroused uncertainty and speculation amongst the participants of this study is the issue of sovereignty over Canadian waterways. This concern may arise from the fact that, "attachment to the Passage and to the Arctic spaces it represents are lodged deep in the Canadians' conception of themselves as people" (Griffiths, 1987, p.17). This issue could

cause the participants to feel threatened and this would certainly bring about the feelings of uncertainty and concern expressed by the participants.

Because of a rapidly changing climate due to global warming, the issue of sovereignty has been forced ahead as the waterways of the Northwest Passage open and become more readily accessible to the world. An academic participant speculates that,

the quickly changing environment is going to be a major issue and if the worse case scenarios come true, then we are in real trouble. Right now, we can govern and say we have sovereignty over the Arctic and the waters, but as soon as they open up, people are going to be testing all of the time and obviously people have started to test our sovereignty (Academic #1, 2005).

The sovereignty testing has apparently already begun, signified by a statement from a Nunavut national park's official in which she acknowledges that "we have found cruise ships in the park that weren't supposed to be there that didn't have business licenses and said they didn't need them because they have free right of passage under law of the sea" (Fed Govt#1, 2005).

Canadians may understand that the waterways surrounding the country in the Arctic region belong to Canada but the rest of the world does not necessarily agree,

We have a major sovereignty issue. We have a situation where, currently in the United Nations, the U.S. and China, the former being the largest economy in the world, and the latter about to become the largest economy in the world, here are two nations which do not respect the NW Passage as Canadian waters. Russia is coming on board with that very quickly and they want to use it for the same reason that they used Panama (Territorial Govt #1, 2005).

The Northwest Passage is being viewed as a more economically viable way of transporting goods across the continent, which means that, "they won't pass by Panama anymore...especially Northern Europe, Japan and Russia. The Russians will pass directly through the Northwest Passage but who is going to manage the passage?" (Fed Govt #4, 2005). The issue of managing the passage is sensitive and will be discussed further at the end of this section.

Participants indicated concern over the Canadian government's perceived inaction, in regards to protecting Canada's ownership of northern waters. "Other countries are quite jealous of their international waters and their sovereignty and I think that Canada needs to wake up" (Tourism Op #1, 2005). However, the recently elected Harper government is hinting at increasing Canada's presence in the Arctic, including purchasing more ice-breakers (P. Timonin, personal comm. March 24<sup>th</sup>, 2006).

The fact that participants have contemplated possible solutions to this dilemma would seem to indicate the gravity of the situation,

The biggest thing that has to happen is to get something solid in place before other countries start to come in and test the boundaries and then, if they have a foothold and think that they can operate commercially, it is going to be even harder for us to put something in place. It has to happen quickly and be done properly (Academic #1, 2005).

Another academic participant suggests that,

if it ever comes to a question of Canada's sovereignty, then Inuit sites that are located virtually in every single cove and every harbour, in every possible landing place throughout the Arctic, those sites are going to be important to us (Academic #2, 2005).

These participants voiced a need for Canadian legislation that will ensure the sovereignty of the Northwest Passage and put an end to the testing of this ownership by other countries.

According to Rob Huebert (personal communication, January 30, 2006) who is an Arctic security expert based at the University of Calgary, when the Conservative Party took office in Canada in January of 2006, the first issue that the Americans brought forward for negotiations with Canada was the Northwest Passage. The interviews for this study took place in the fall of 2005 and at that time, a participant from the federal government stressed, "the big thing is that the Americans want the Northwest Passage to stay international" (Fed Govt #4, 2005). Canada has a big struggle on its hands, with several countries trying to ensure that the Northwest Passage takes on the status of international waters and if this does indeed take place, then there will be a need for change.

Recently, the researcher spoke to Peter Timonin, Regional Director of Prairie and Northern regions of Transport Canada regarding sovereignty issues. The researcher wanted to understand more about sovereignty and learned that, “surveillance of our borders is spread over several government departments” (P. Timonin, personal communication, March 24, 2006). Departments included in the surveillance of Canadian borders are the Canada Border Services agency, the Canadian Coast Guard which does “operate a fleet of up to six icebreakers in the Arctic every summer and their presence there is considered a legal bolster to our claims of sovereignty over the northern waters surrounding our Arctic islands” (P. Timonin, personal communication, March 24, 2006). And finally, the researcher learned that, “the Department of National Defence is paying more attention to the north. Plans for the construction of three armed icebreakers for the Navy have been announced by the new federal government” (P. Timonin, personal communication, March 24, 2006). It would appear that the sovereignty of Canada’s northern waterways has become an issue of greater interest to the federal government and this interest may have direct or indirect impacts on the eastern Canadian cruise ship industry.

Griffiths (1987) offers five possible solutions to the dilemma that Canada faces over the struggle to maintain its sovereignty over the Northwest Passage. These include; (1) the Passage as an international strait; (2) the Passage as a shared-access zone; (3) the Passage essentially as is; (4) the Passage as an open Canadian waterway and finally; (5) the Passage as a closed Canadian waterway. Griffiths feels that the Passage as an open Canadian waterway would be the best viable option. Griffiths (1987) states that,

the Canadian archipelago could acquire recognized status as Canadian internal waters open to navigation by friendly states....with an affirmation of its claim, Ottawa could then negotiate access rights for others as appropriate. Alternatively, Ottawa and Washington could move to an agreement that one way or another recognized the Canadian claim and granted the United States reasonable conditions of access for its naval and commercial vessels and aircraft. With

American support, Canada's claim could be expected to gain general international recognition. (p. 249).

With the interest of the Canadian, American and neighbouring governments focused on the potential of the Northwest Passage; the sovereignty of these northern recesses appears to be an issue that will continue to force its presence, as global warming continues, until some sort of definitive action is taken to settle the issue internationally.

#### **4.3. Summary**

This chapter has offered a glimpse at the positive growth that is occurring in the Arctic cruise tourism industry. There are perceived economic benefits that are derived from the industry as well as the fact that the industry feels secure in the safety of the ships and the tourists to these Polar Regions.

The stakeholders indicate the need for growth and cooperation in regards to protection of the local communities and the environment, but also protection of fragile archaeological sites that are found in the Eastern Canadian Arctic. These issues coincide with the suggestions that the participants offer up to have an organization like IAATO in this region, which would help to alleviate some of the major problems with which the industry currently struggles.

Concern over the lack of effective communication with government departments and industry members is seen as a hindrance to greater growth. This feeling of isolation is especially compounded by the gnawing threat of sovereignty struggles that may erupt in the near future.

Chapter 5 will provide discussion on conclusions that have been drawn from the findings. This chapter will also demonstrate how the research objectives have been fulfilled throughout the study. The third and fourth sections of Chapter 5 will look at a sustainable tourism paradigm as well as the similarities and differences that can be found between the Arctic and the Antarctic and the applicability to the Arctic cruise tourism industry.

## **CHAPTER 5**

### **Discussion**

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#### **5.0. Introduction**

This chapter offers a discussion on the findings of the research. The first section will look at the conclusions that are drawn from the findings. The second section focuses on the fulfillment of the research objectives. The third section consists of an explanation of a sustainable tourism paradigm and its applicability to Arctic cruise tourism. The fourth section is a discussion of the similarities and differences between the Arctic and Antarctic, which will close the chapter.

#### **5.1. Conclusions**

Based on the results of this research, six conclusions were drawn. Each of these are outlined in turn:

##### **5.1.1. Conclusion 1**

The Arctic cruise tourism industry is healthy and in a state of growth. Tour operators, related tourism industries and the Aboriginal communities are experiencing the financial benefits that have followed the arrival of cruise tourism to the Eastern Canadian Arctic. Stakeholders in this industry appear to have a healthy respect for the wildlife, the environment and the aboriginal cultures that they touch when they embark on their northerly cruises. Trends indicate that cruise tourism in all areas of the world will continue to grow and this will include the Eastern Canadian Arctic.

##### **5.1.2. Conclusion 2**

Because of the industry's relative youth, few studies have determined the environmental and social impacts that cruise tourism is having on Eastern Canadian Arctic wildlife and local communities. A lack of research on the impacts that these fragile communities are

experiencing has made policy creation difficult. Impact assessments make the issues more real and once the realities of the situations are exposed, the government will be able to create policies based on the needs of the communities at risk.

### **5.1.3. Conclusion 3**

Appropriate guidelines and/or policies for the Arctic cruise industry have not been created and all participants noted this lack of guidance. Cruise tourism in the Eastern Canadian Arctic is still relatively small in comparison to other forms of tourism nationally. Because the attention does not revolve around this region, policy creation has not been seen as a priority.

### **5.1.4. Conclusion 4**

There is a great need for unity in the Arctic cruise tourism industry. Lack of communication, cohesion and control of the industry are a few of the struggles that the industry faces, at present. The need to improve this aspect of the cruise tourism industry in the Eastern Canadian Arctic is strongly felt by the participants of this research. This sentiment is reiterated in the following statement, which indicates, “improving communication between public sector, policy makers, private sector, academic community/researchers, local community and non-governmental organizations was identified as essential in sustainable tourism development” (Jayawandera, 2003, p.411).

### **5.1.5. Conclusion 5**

The fragmentation of the cruise tourism industry in the Eastern Canadian Arctic arose because of a lack of overall government recognition of this tourism sectors importance. Little assistance has been forthcoming. The trials that stakeholders must struggle through in order to achieve a certain amount of success have created a group of stakeholders who have had to work through many of their issues independently, and though the results of their actions have received positive feedback from fellow industry members, the process could be simplified

greatly. There is a need for much greater government involvement in order to provide a consistent quality of service to the tourists and a solid place from which the tourism industry can operate.

### **5.1.5.1. Tourism and the Government**

C. Michael Hall (2004) describes a change that has occurred since the 1970's, to the manner in which governments interact with the tourism industry in Western nations. Hall states that there are, "three principle economic reasons for the identification of this trend. Governments are interested in reducing the dependency of public enterprises on public budgets, in reducing public debt by selling state assets, and in raising technical efficiencies by commercialization" (Hall, 2004, p.528). This shift in responsibilities has allowed the government to move from, "a traditional public administration model which sought to implement government policy for a perceived public good, to a corporatist model which emphasizes efficiency, investment returns, the role of the market, and the relationships with stakeholders, usually defined as industry" (Hall 1999, p.274).

Following such changes, the government has adjusted its stance on tourism to a much more corporate approach. Businesses must be operated from a corporate perspective in order to remain solvent, and the government has adopted the corporate approach to tourism as well. This corporate approach affects both the industry as a whole but also affects the growth of the industry in regards to policy creation. Hall (1999) states that

in many policy areas, including tourism, the changed role of the state and the individual's relation to the state provides a major policy quandary. On the one hand there is the demand for less government interference in the market and to allow industries to develop and trade without government subsidy or assistance, while, on the other hand, industry interest groups seek to have government policy developed in their favour, including the maintenance of government funding for promotion as in the case of the tourism industry" (p. 275).

Because the provincial and territorial tourism offices in Canada are managed by the government, based on the profitability of the industry rather than on the ‘perceived good’ mentality of the past, this changed outlook could be seen as a catalyst that has brought about some of the struggles now facing the Canadian tourism industry. Tourism, such as Arctic cruise tourism, for example, may not be perceived by the government to be worthy of a lot of concern at present because this industry is not producing the large influx of revenue that other sectors of tourism are producing in Canada. Data that could assist the government to better understand the trends and impacts that are taking place in the Eastern Canadian Arctic cruise industry has not been sought and this lack of data has left the industry with no base to work from in order to create policies or guidelines or to improve the industries current state. Therefore, with what would appear to be a low overall economic yield in combination with a lack of interest from the provincial and territorial tourism offices (with some exceptions like Nunavut Tourism); this combination may have much to do with the current struggles faced by the cruise tourism industry in the Arctic region.

### **5.1.6. Conclusion 6**

The issue of sovereignty in the North and in particular, the Northwest Passage causes speculation and concern for many people involved in the Arctic cruise tourism industry. There is a need for the Government of Canada to continue with the work that it has begun which demonstrates that the Northwest Passage does indeed belong to Canada.

At present, it is Canadian government employees who offer assistance to mariners and Canadian government employees who ensure safe and legal passage through the Northwest Passage but this will all change should the waters around Canada become an international shipping zone. The increase in traffic will force the need for more discussion on management of oil spills and ship groundings.

## **5.2. Implications of the Major Findings**

Having examined the results of the issues that emerged from the data, implications of the major findings can now be discussed. Because the cruise tourism industry in the Eastern Canadian Arctic is so disconnected, the concerns that the industry has expressed in this study demonstrate the struggles of an industry that lacks the direction of a guiding force. The lack of connectedness has left the industry with a group of stakeholders who speak the same language in terms of common needs, goals and objectives and yet, because of the disunity, an organizing body, which would bring the industry together and provide the stage for their voices to be heard, remains elusive.

### **5.2.1. Discussion of the Research Objectives**

Results pertaining to the research objectives are outlined below.

**Research Objective #1:** To develop an initial understanding of the state of cruise tourism in the Eastern Arctic waters of Canada.

Cruise tourism is viewed as a safe and economically viable industry in the Eastern Canadian Arctic. Growth in the industry is expected to continue. The industry, as a whole, has been functioning independently but as demand for more tourism increases, the industry has indicated the desire for a more unified and controlled environment in which to operate.

Stakeholders are keen to join forces with fellow stakeholders in the quest for a more unified industry. There is hope that organizations such as AECO can bring the many of the stakeholders together, under one umbrella, thus providing the open forum for discussion that is greatly missing at present.

Government organizations such as the Department of Fisheries and Oceans, Transport Canada, Canada Customs, the Department of Tourism in the Nunavut Government, Parks

Canada and Environment Canada, are all eager to acquire more information on the cruise tourism and are willing to cooperate in order to provide the industry with the much needed information and guidance that is currently lacking. These departments have attempted to provide guidance to the industry but lack of funding has prevented them from providing a complete package.

**Research Objective # 2:** To develop an understanding of the goals and objectives of current cruise ship operators in parks and protected areas in Eastern Arctic waters of Canada.

Goals and objectives of the cruise ship industry in the Eastern Canadian Arctic could be as follows.

It is a goal of the industry to have a representative body, working for the industry, that could provide direction in the form of cruise ship guidelines and policies. These guidelines would set out commonly held objectives that would ensure the protection of the environment, the local communities and fragile archaeological sites.

Another goal of the cruise ship industry would be the creation of an organizing body by the government which would be able to provide all of the information that cruise ship operators require in regards to permits, licences and special requirements needed prior to travel to the Arctic, each season. Another needed function of this organizing body would be to bring the industry together for annuals meetings. The industry feels a strong need to join together with fellow stakeholders and the creation of such an organizing body would greatly improve the overall cohesion of the industry.

A third goal of the industry would come in the form of stability and predictability among government departments and key contact people for the cruise ship industry. At present, the Nunavut government, for example, is seen as unstable and because this Territory plays such a

large role in the complete tourism package, the industry would greatly benefit by more stability amongst key players in that government.

Finally, though the sovereignty issue is not experienced as a daily threat but is more subliminal in nature, having this threat removed would provide more peace of mind to the industry. The futuristic threat of having the scenic and environmentally protected areas of the Arctic inundated by oil tankers is not a comforting thought for any but is especially disconcerting for those who live or make a living in the area.

**Research Objective # 3:** To determine management issues concerning both current and possible tourism impacts in parks and protected areas in the Eastern Canadian Arctic.

As the cruise tourism industry increases in popularity, parks and protected areas will need to address several issues. The handling of these issues could be simplified if Parks Canada and the Canadian Wildlife Service were to create and adopt a set of guidelines for the parks and protected areas in the Canadian Arctic region. Larger ships are expected to travel to the Arctic in the near future and so both Parks Canada and the Canadian Wildlife Service should create common guidelines surrounding issues like setting the standard on the number of tourists compared to the number of staff at each landing. If this style of management is felt to be too rigid, then perhaps another form of planning, limits of acceptable change could be used. Holden (2000) indicates, “this system involves the adoption of a set of indicators which are reflective of an area’s environmental conditions, and against which standards and rates of change can be assessed” (p.142).

Though lack of funding is likely the culprit, it has been acknowledged that a shortage of field staff in parks and protected areas in the Arctic appears to be an issue. Increase in the number of field staff would improve the quality of the experience for the tourist and would provide a greater safety net for both the tourist and the park staff involved. More park staff

could also provide the manpower for much needed data collection on wildlife and environmental concerns.

**Research Objective # 4:** To provide insight into the policies that may be necessary for Parks Canada and the Canadian Wildlife Service, to enhance the effective management of cruise ship tourism in the Canadian Arctic.

There is a need for the creation of a policy concerning the use of firearms that is in accordance with the needs of both Parks Canada and the Canadian Wildlife Service. At present, one agency allows the use of firearms, while the other does not. This discordance in policy is confusing to foreign cruise ship operators who travel from a national park to a wildlife area and are expected to follow two different guidelines within the same region.

Whether it is noise or environmental pollution, the subject of pollution needs to be addressed and policies for the control of these hazards need to be created. Though the parks and protected areas in the Arctic are not pristine, they are fragile and the prevention of pollution in these areas should be seen as a priority.

The streamlining of a comprehensive archaeologists permit for archaeological sites in conjunction with the Nunavut government is needed. Such a permit has been introduced by the Nunavut government but its use needs to be improved upon in order to ensure that only qualified personnel are conducting tours to these sensitive sites.

Though membership in AECO is strictly for cruise ship operators, parks and protected areas could create or adopt AECO guidelines. Because AECO guidelines have been created with Arctic conditions, environment and wildlife in mind, these guidelines would be appropriate for the Canadian Arctic. AECO has stated that it intends on including Canada in its folds within the year, so there will certainly be some adjustments made to their current guidelines to accommodate any differences that may be found within Canadian waters.

This research provided the researcher with bountiful information and has allowed the researcher to answer the objectives. It is hoped that this data will also provide Parks Canada and the Canadian Wildlife Service with information that will assist them with the creation of policies and guidelines to enhance their management of sustainable cruise tourism in protected areas in the Eastern Canadian Arctic.

### **5.3. A Paradigm of Sustainable tourism and its Pertinence to the Eastern Canadian Arctic Cruise Tourism Industry.**

Sustainable tourism presents a many-faceted industry and these many facets are quite evident in the cruise tourism industry in the Eastern Canadian Arctic. Colin Hunter has introduced a paradigm which will aid in understanding some of the unique mindsets that stakeholders of the Arctic cruise tourism industry will bring with them when they come together as a group to discuss their industry. Hunter states that, “sustainable tourism should not be seen as a rigid framework, but rather as an adaptive paradigm which legitimizes a variety of approaches according to specific circumstances” (Hunter, 1997, p.851). Hunter sees different areas of the world responding to sustainable tourism in unique ways, but the response and acceptance of sustainable tourism will depend on the health of the community or country in question. Such an example is “that natural assets rule for the poor of the Third World, because in such areas, ecosystem productivity is essential to human livelihoods and environmental degradation has a more direct effect on well-being than in rich areas of the First World” (Hunter, 1997, p.854).

The following approaches that Hunter suggests are perfectly suited to the current state of cruise tourism that exists in the Eastern Canadian Arctic. Hunter’s approaches will be outlined and then a discussion of the applicability of these approaches to the Arctic will follow.

Summaries of the four paradigms that Hunter (1997) suggests follow below:

**1) Sustainable Development through a Tourism Imperative.**

It is heavily skewed towards the fostering and development of tourism, and would be primarily concerned with satisfying the needs and desires of tourists and tourism operators.

Three sets of specific circumstances in which tourism is either poorly developed or a new phenomenon would exist:

- a. In areas where there exists a strong and demonstrable link between poverty and environmental degradation, which is characterized by a self-reinforcing cycle.
- b. Where tourism activity would represent a real improvement upon more overtly degrading current economic activities (i.e. uncontrolled logging, forest clearance for agriculture, or mineral extraction) especially if these bring little benefit to local communities and tourism would create more well-being for more people.
- c. Third, where tourism development would pre-empt the utilization of an area or its resources for other, potentially more degrading, activities.

**2) Sustainable Development through Product-Led tourism.**

The environmental side of the tourism/environmental system at destination areas may well receive consideration, but is secondary to the primary need to develop new, and maintain existing tourism products with all the entails in terms of marketing and the enablement of tourism operators so that growth in the tourism sector can be achieved as far as is feasible.

This approach might be more easily justified in relatively old and developed tourism enclaves or areas, especially if tourism has come to dominate the local economy.

**3) Sustainable Development through Environment-Led Tourism.**

In this approach, decisions are made which skew the tourism/environment system towards a paramount concern for the status of the environment. Perhaps most applicable in areas where tourism is non-existent or relatively new, the aim would be to promote the types of tourism (e.g. ecotourism, but as more than a mere label) which specifically and overtly rely on the maintenance of a high quality natural environment and/or cultural experiences.

**4) Sustainable Development through Neotenous Tourism**

This, very strong, sustainability approach is predicated upon the belief that there are circumstances in which tourism should be actively and continuously discouraged on ecological grounds. In some places, including nature reserves of national or international importance, tourism should be sacrificed for the greater good.

The word “neotenous” implies that tourism activities would be limited to the very early, juvenile stages of tourism development through, for example, the use of permits for access, or through land-use planning development control to prevent the expansion of tourism-led infrastructure (p.860-863).

The four approaches that Hunter suggests in his article are well suited to the current state of cruise tourism in the Eastern Canadian Arctic. Most of the stakeholders of this study

and/or inhabitants of the region fit in to one or more of the four groups that Hunter has introduced. The following discussion will place most of the stakeholders in the groups that Hunter has introduced. This discussion will demonstrate the unique perspectives that each stakeholder will bring to future discussion on Arctic cruise tourism. Is it possible for so many people with unique perspectives to meet, discuss and make decisions about varied aspects of cruise tourism in the Eastern Canadian Arctic while meeting their own, personal objectives?

### 1) Sustainable Tourism Through a Tourism Imperative

Many participants shared their interpretations of what they understood the role of tourism was for the local people of Nunavut. Though mining does exist in Nunavut, it would seem to be the case that tourism does provide greater opportunity for economic benefit to the local people. The satisfaction of the needs of tourism and the tourists does appear to be a priority in these small communities. The local people place greater importance on the satisfaction of others rather than on themselves because profits from tourism offer them a more affluent lifestyle than they had previously known.

### 2) Sustainable Tourism Through Product-led Tourism.

Reviewing comments made by participants during the interviewing process indicates that the Territorial government and Nunavut Tourism encourage greater marketing and development of the tourism industry in Nunavut because of this industry's potential for growth in the future. Cruise ship and sustainable cruise ship wholesalers make the sale of space on board their ships a way of life and so it would be expected for these operators to see sustainable cruise tourism as product led tourism. The cruise ship operators and tourism wholesalers do place a lot of importance on the protection of the resources in the Arctic.

### 3) Sustainable tourism Through Environment-led Tourism.

The guiding principles of such organizations as Parks Canada (ecological integrity), the

WWF, CWF and most of NGOs would indicate that it is their priority to ensure that cruise tourism in to Parks and protected areas must be led by concern for the well-being of the environment and the wildlife found in protected areas in the Arctic.

#### 4) Sustainable Tourism through Neotenous Tourism.

Because of the mindset of the CWS in which the protection of the wildlife is paramount, a participant from the CWS did indicate that neotenous tourism would be the most suitable solution for the type of protection required for wildlife in many of the protected areas throughout Nunavut. There may be occasions when the well being of the wildlife is seen as ‘at risk’ and then CWF and the WWF would support this type of tourism as well.

#### **5.3.1. Uncategorized Stakeholders**

The academics and some of the federal departments that participated in this study fall outside of these four group approaches to sustainable tourism. The academics involved in this study cannot be placed in any one group for they attempted to remain unbiased in their opinions so that they could offer suggestions of a more balanced nature to each issue.

#### **5.3.2. Conclusion to Hunters’ Paradigm**

The purpose of this exercise was, as Hunter suggests, realizing that each group of people in the cruise tourism industry has different needs and thus will implement or live out different approaches to the industry in which they are involved. Hunter sums up his article, noting that the key point to emerge from his work was that, “sustainable tourism must be regarded as an adaptive paradigm capable of addressing widely different situations, and articulating different goals in terms of the utilization of natural resources (Hunter, 1997, p.864). Cruise tourism in the Eastern Canadian Arctic does offer different perspectives to each of the groups involved in this study. The complexity of the situation is evident because different stakeholders have different views of sustainable tourism.

### **5.3.3. Can Multi-stakeholders Reach Solutions to Common Goals in Sustainable Tourism?**

In most industries, there will be stakeholders with varying needs and opinions. The diversity of stakeholders' opinions will help to create innovative ways of looking at issues encountered within the industry. This diversity can also bring about conflict amongst the stakeholders and it is at this point, the struggle between innovative ideas and conflict, that some kind of balance must be constructed. A healthy industry will encourage interaction amongst the stakeholders, and it is this

...interaction that generates creative ideas, requires coordination and adjustment, and leads to the development of innovative solutions utilizing a variety of social networks. On the other hand, however, the interaction of diverse actors can sometimes generate a different reaction. The diversity of people's backgrounds and differing interests can lead to tension among stakeholders and resistance to change, particularly when an innovation requires changes in practices or policies. (United Nations University, 2005, p.12).

Once interaction occurs, then relationships will develop amongst the stakeholders. Fennell and Butler (2003) conclude that there are four types of stakeholder relationships. These relationships are based on the differing roles of the stakeholders and each stakeholder may take on one of the four distinct relationships with the other stakeholders.

These relationships may be: 1) predatory (when a stakeholder has a dominating, high level of impact and influence on other stakeholders); 2) competitory (when there is open competition for resources among stakeholders); 3) neutral (when there is very little impact on other stakeholders or on the resource base) or; 4) symbiotic (which implies a shared or beneficial coexistence among stakeholders and the environment, or stakeholders and each other) (p. 201).

The study of multi-stakeholder coordination is in its infancy, but the need for such coordination has been acknowledged and research has begun on this topic. Bramwell and Lane indicate that, "despite increasing interest in tourism partnerships, until recently there has been little systematic research on the internal processes and external impacts of

these organizational forms” (Bramwell & Lane, 2000, p.3). In 2000, two books worth noting were written on multi stakeholder coordination and sustainability. The first book, *Tourism, Collaboration and Partnership. Politics, Practice and Sustainability* by Bill Bramwell and Bernard Lane (2000) provides the reader with several chapters of unique situations found in tourist destinations, which required multi-stakeholder coordination. Each chapter outlines the issue that was found in the destination and the steps that were taken in order to achieve stakeholder coordination. A second book, *Multi-stakeholder Processes for Governance and Sustainability. Beyond Deadlock and Conflict* by Minu Hemmati (2000) provides an invaluable collection of information on the history and need for multi-stakeholder processes; outlines the building blocks that are necessary for such a process and then finally, demonstrates how to go about achieving multi-stakeholder coordination in each unique situation.

Core characteristics of good governance of multi-stakeholders have been identified in Hemmati’s book (2000) and are listed below:

- Participation, which implies that all stakeholders have a voice in influencing decision-making. Participation is the foundation of legitimacy in all democratic systems.
- Transparency, which implies that the procedures and methods of decision-making should be open and transparent so that effective participation is possible. Transparency is based on the free flow of information so that processes, institutions and information are directly accessible to those concerned with them.

- Accountability of decision-makers to the public and to the key stakeholders; checks and balances as they exist in national governance systems are mostly lacking at the level of global governance.
- Effectiveness and efficiency in carrying out key functions.
- Responsiveness to the need of all stakeholders.
- Grounded in the rule of law, which implies that legal frameworks guiding decision-making must be fair and enforced impartially.
- Gender equity, which implies that all institutions and organizations of governance have responsibilities for ensuring gender equality and the full participation of women in decision-making (p. 41).

The two books mentioned do provide numerous examples of how good governance of multi-stakeholders can provide the atmosphere from which multi-stakeholders in the sustainable tourism industry can reach common goals. Hemmati (2000) feels that if that the multi-stakeholder participants need to take a learning approach to operate within a transparent, agreed and yet flexible framework. Hemmati also indicates that experience has provided a framework from which to achieve basic success in multi-stakeholder coordination. “The five stages that need to be followed are: context; framing; inputs; dialogue/meetings; and outputs-and an additional sixth category of aspects which needed to be addressed throughout the process” (p.11). The practice of good multi-stakeholder governance has become a priority to some global organizations, as seen by the UN. “Internationally, the most advanced multi-stakeholder discussions have been taking place at the UN Commission on Sustainable Development (CSD) where there are well-prepared multi-stakeholder dialogues each year on different topics” (Hemmati, 2000, p. 4). Having a large international organization such as the UN visibly practicing and achieving success in the arena of multi-stakeholder coordination

should provide a solid lead for the sustainable tourism industry to follow. It should be noted that coordination of multi-stakeholder discussion has taken place in the Antarctic under the direction of IAATO. Annual meetings allow for open discussion to take place and these discussions provide the stakeholders with the opportunity to participate in the process of improvement or change in that destination.

#### **5.4. Similarities and Differences between the Arctic and Antarctic**

The following discussion will be helpful in developing a better understanding of the state of cruise tourism and possible management issues pertaining to cruise tourism in the eastern Canadian Arctic.

##### **5.4.1. Similarities between the Arctic and the Antarctic**

There are many similarities between the Arctic and Antarctic. These include:

- 1) Both regions are cold, isolated and have near pristine environments.
- 2) Both regions offer the mariner difficulties in traversing through and around their waters because of icy and stormy conditions.
- 3) Both regions exhibit polar wildlife and this wildlife is one of the great attractions to tourists in both regions.
- 4) Both regions have wildlife and archaeological sites that are vulnerable to exposure from outside sources.
- 5) The cruise tourism industry in both regions appears to be economically viable to cruise tourism operators.
- 6) Both regions are involved with an industry that recognizes the importance and practices sustainable tourism in principle.
- 7) Both regions appear to have cruise ship vessels visiting their regions which are relatively safe.

The similarities that exist between the Arctic and Antarctic combined with the long experience that the Antarctic has in successful cruise tourism means that the planning principles from the Antarctic can be used in the Arctic.

#### **5.4.2. Differences between the Arctic and Antarctic**

There are many differences between the Arctic and Antarctic. These are listed below:

- 1) The Arctic has a history of Aboriginal inhabitants living in the Arctic while the Antarctic does not have any local inhabitants and never has had such inhabitants. Not only is there a difference in a history of inhabitants but there is also a difference in the fact that the inhabitants of the Arctic are people who will be in contact with tourists.
- 2) In Antarctica, only the tourists and tour operator's benefit from the tourism experience while in the Arctic, the local population benefits financially as well.
- 3) Ship-borne tourism began in Antarctica in the late 1950's while cruise tourism began in the Arctic nearly 30 years later, in early 1980's.
- 4) There is a scientific observation population that encompasses 17 nations in the Antarctic while the Arctic does not have such a population.
- 5) Antarctica has a Treaty that directs all discussions over sovereignty whereas the Arctic does not have such a treaty.
- 6) The Arctic as a whole, does not have a tour operators' association, does not have any guidelines representative of the entire Arctic, does not hold annual meetings and does not have a place where open discussion can occur annually, amongst industry stakeholders. There is no one governing body in the Arctic such as IAATO in the Antarctic. The Antarctic has IAATO, an organization that is representative of the tour operators in the Antarctic. IAATO holds yearly members meetings, which allows for

the constant flow of communication amongst stakeholders and IAATO has created a set of guidelines for tourists and tour operators.

- 7) Global warming appears to be having quite a noticeable impact on the Arctic. This impact is attracting a lot of notice from the international shipping industry because global warming will allow for an easier route for ships to travel through once the Northwest Passage opens up. The Antarctic, though affected by global warming, does not have an area that is attracting the interest that the Northwest Passage is currently experiencing.

These similarities and differences will impact policy development and the state of the cruise ship industry in the Eastern Canadian Arctic on several levels. First, there is the realization that the Arctic needs to have indigenous populations involved in policy development whereas Antarctica does not need to have such considerations. Secondly, it should be noted that, because the Antarctic has 30 more years of experience in the cruise ship industry over the Arctic, it is obvious that the Arctic lags behind in areas that demonstrate a unity and a history gained through experience that is common in a well-seasoned industry. The experiences gained by the cruise ship industry in the south should be used for the betterment of the cruise ship industry in the north. Thirdly, it would appear that the Arctic cruise ship tourism industry has great need for the creation of an organized body that would be able to represent and provide the unity of industry that is already being enjoyed by IAATO members in the south. At present, there is nothing like IAATO in the Eastern Canadian Arctic. Finally, as global warming continues, due consideration for the possible changes that this phenomenon may cause, will have to be considered in the Arctic as the Northwest Passage opens up and allows entrance to a larger stream of ships from around the world.

## **5.5. Summary**

This chapter has provided a discussion on a full range of issues that could affect future decisions concerning policies and guidelines in the cruise tourism industry of Eastern Canadian Arctic waters. A comparison of the similarities and differences between Arctic and Antarctic cruise tourism operations could help the Arctic cruise tourism industry to better understand those issues that need to be taken care of in order to achieve a successful industry such as that which exists in Antarctica at present. The negotiations that arise when attempting to coordinate the efforts of multi-stakeholders of differing opinions as well as the need for adaptability within the sustainable tourism industry are discussed at length. Conclusions that have arisen from the data and the researcher's ability to satisfy the four objectives that were originally proposed at the beginning of this study are presented and also discussed.

The final chapter of this paper will set out the recommendations that have come out of the research. This chapter will also provide a policy formation framework that could be considered as an effective structure to aid in the flow of policy creation in the Arctic cruise tourism industry. There is a brief look at the limitations of the study and then the chapter ends with some thoughts concerning future research on the topic of cruise tourism in the Eastern Canadian Arctic.

## **CHAPTER 6**

### **Summary, Recommendations and Next Steps**

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#### **6.0. Summary**

The main purpose of this study was to develop an initial understanding of the state of cruise tourism in Eastern Canadian Arctic waters. In addition to this general goal, two specific objectives were proposed. The first objective was to develop an understanding of the goals and operational procedures of current cruise ship operators in Eastern Arctic waters of Canada. The second objective was to provide insight into current government policies that may be necessary for Environment Canada, and most specifically Parks Canada and the Canadian Wildlife Service, to enhance the effective management of cruise ship tourism in the Canadian Arctic. In addition, all findings should assist the Territory of Nunavut in policy development and implementation. The fulfillments of the research objectives are discussed in Chapter Four in the discussion section.

Cruise tourism in the Eastern Canadian Arctic is experiencing steady growth and this pattern is expected to continue. Though Canadian Arctic cruise tourism is a ‘small player’ in both the tourism industry as a whole and in the Arctic cruise tourism industry specifically, the fact that there is a viable industry dictates the demand for more attention to the needs of that industry. The current state of the industry indicates the need for more involvement from government departments as well as a need for a governing body that could offer a voice and a central meeting place for the industries thoughts and concerns.

Though the industry indicates that the vessels on which they transport their tourists are safe, the industry feels insecure about the lack of guidelines that are considered necessary requirements of an environmentally safe and well-managed organization. Because stakeholders involved in the Arctic cruise tourism industry value the environment, the

wildlife, the local communities and the archaeological sites dispersed throughout the territory, frustration over an inability to properly manage or discuss concerns for these sensitive areas in an open forum has arisen. This frustration has been further compounded by the long drawn out process of going through the ‘red tape’ with all of the government departments, in order to ensure that proper documentation for their cruise ships is in place. Lack of staff in key areas like parks and protected areas as well as in territorial government offices is seen as a detriment to the proper provision of services to the industry.

The recent sovereignty struggles over the Northwest Passage add a feeling of unease to the industry. Concern for enhanced surveillance and enforcement of boundaries has arisen. Depending on how these struggles are settled, the results could have a major impact on the Arctic cruise ship industry as well as Arctic communities, the wildlife and the environment if the Arctic waterways are declared an international shipping zone, open to all countries of the world. The very reason that so many cruise ship tourists journey north to see a near pristine environment may be lost when the world’s super oil tankers make the northern Arctic waterways their home.

The Grounded Theory approach allowed the researcher to focus on the concrete details that arose from the data. A policy formation framework came out of the research data and this framework could prove to be useful to the industry for the creation of policy in Arctic cruise tourism.

Content analysis was conducted during both steps of the research process. The first step involved a literature review in order to pull out pertinent themes from cruise tourism literature. These themes were then used to construct the questions for the second step of the research, the interviewing process that led to a content analysis of the interview data.

The sample was a census sample because all groups of stakeholders that are involved in the Arctic cruise tourism industry took part in the study. These groups were: federal

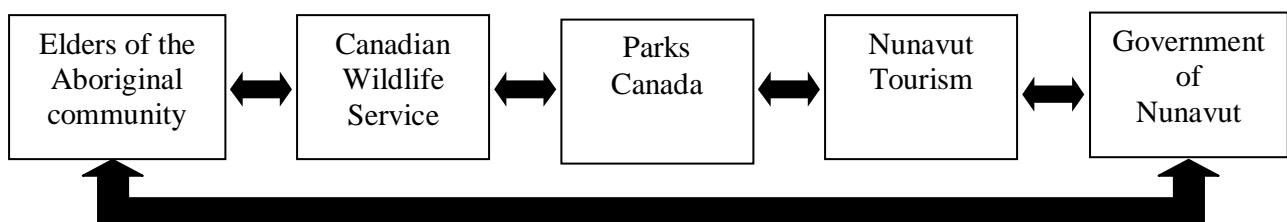
government employees, NGOs, territorial government employees, academics, Arctic cruise ship operators and sustainable cruise tourism operators.

The summary of this paper is complete and will now be followed by the introduction of a policy formation framework. It is hoped that this framework will provide guidance towards the unification of an industry that will work towards the creation of policy in the cruise tourism industry.

### **6.1. Diagram of Policy Formation Framework**

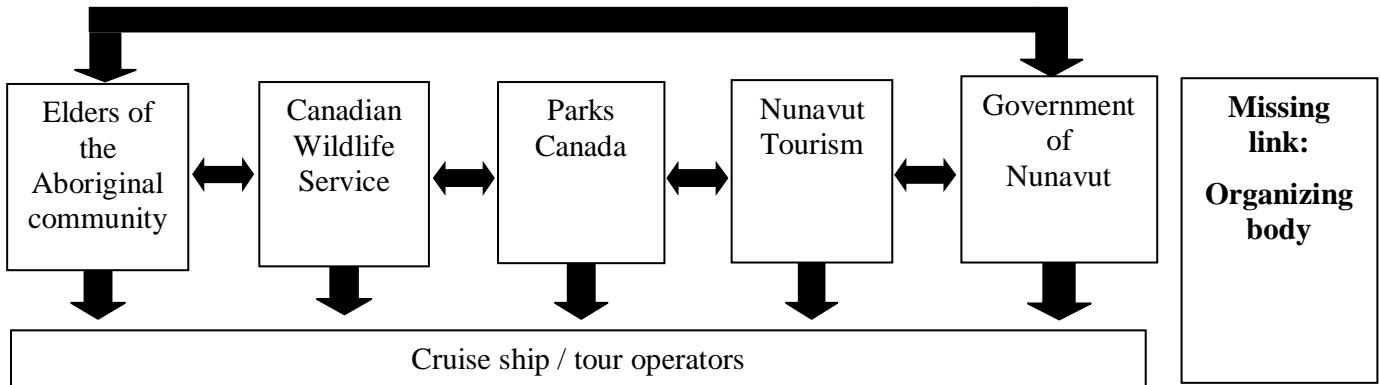
A policy formation framework has been created (Figures 3, 4 5 and 6), based on data collected through the interviewing process of this research. Because the research was grounded from the data, the key players and construction of relationships between stakeholders has arisen from the data and has provided insight in to the creation of a framework that will aid the stakeholders in moving towards a more unified industry in which concrete suggestions towards policy creation will be the crowning achievement. The framework is iterative in that each step builds on to the next step of the process. Each Step will be displayed and then discussed immediately thereafter.

**Figure 3**  
**Step 1 Exploration: Protectors of the resources (primary caretakers)**



A meeting of these stakeholders would focus on the care of the resources. The protectors of the resources work together to find a common ground to the issue of cruise tourism in their midst.

**Figure 4**  
**Step 2 Fact-finding: Protectors meet with Primary Service Providers**

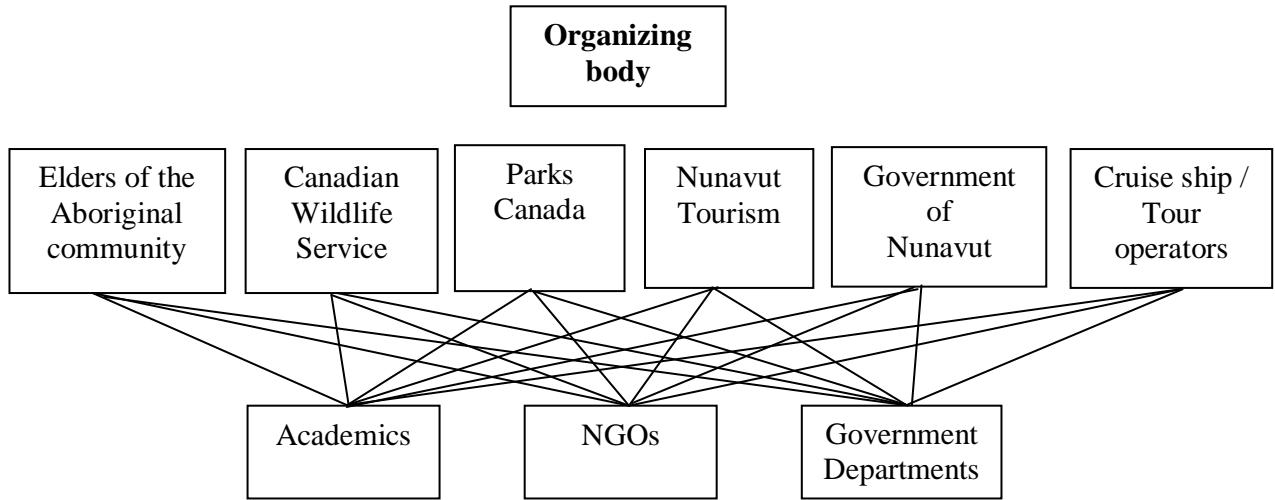


A meeting of these stakeholders would focus on pros and cons of economic development.

The protectors of the resources will meet with the new additions to the group: the service providers, represented by the cruise ship and sustainable tourism wholesalers. There will be communication between all parties but the greatest amount of time will be spent asking questions of the cruise ship/tour operators concerning their roles and future plans for the delivery of tourists to the individual communities and protected areas.

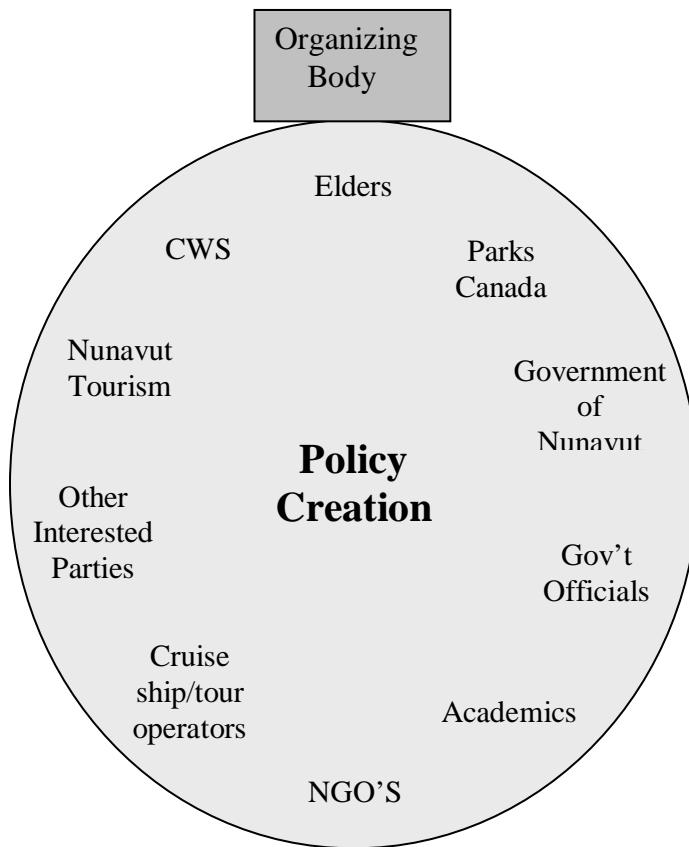
Informally, the stakeholders in the Arctic cruise tourism industry have started steps 1 and 2, but these steps need to be taken formally in order to provide the solid basis and unity required to reach the desired goal. Such unity is usually formed during the initial, groundbreaking discussions.

**Figure 5**  
**Step 3 Discussion: Newly Formed Service Providers Meet with the Objective Stakeholders**



A meeting of these stakeholders would provide discussion that would be focused on issues of concern and the need for policies and guidelines. The addition of the objective stakeholders which are comprised of the Academics, NGOs and other government departments, will take the discussion of policy development to a whole new level. The service providers will ask questions of the objective stakeholders in order to clarify any concerns that they may have and then the service providers will also be able to discuss the possibilities of policy creation for Arctic cruise tourism. With the assistance of the organizing body, the group will be able to move to the next and final stage of the journey.

**Figure 6**  
**Step 4 Unity found in Annual Meeting: Addition of All Interested Parties**



A meeting of these stakeholders would focus on all issues, including discussion on policy and guideline creation. The organizing body should arrange for the annual meeting and should invite all other interested parties to join the meeting. This large body of people, who represent the arctic cruise tourism industry, will be unified in their quest to work towards the serious creation of policy for Arctic cruise tourism. Information gathered from these meetings will be taken back to Federal Government offices for further exploration and then hopefully, future implementation.

The policy formation framework has set the stage for the next step in the process, which will be the formal recommendations. Certain recommendations have been created in accordance with findings that arose from the policy formation framework.

## **6.2. Recommendations**

This research suggests a number of recommendations. Each of these is outlined below, in turn, for the following ten areas:

- 1) Creation of a national cruise ship secretariat.
- 2) Creation of a position of cruise ship coordinator.
- 3) Social impact assessment.
- 4) Environmental impact assessment.
- 5) Membership in AECO.
- 6) Stakeholder coordination and meetings.
- 7) Permitting process.
- 8) Land management.
- 9) Ongoing data collection.
- 10) Continued expansion over control of sovereignty in the north.

Each of these areas will be discussed in turn, starting with the creation of the national cruise ship secretariat.

### **6.2.1. Creation of a National Cruise Ship Secretariat**

The size of the cruise ship activity in the Canadian Arctic is increasing. The considerable complexity in the development of policy and the implementation of policy, the large number of government agencies, the increasing number of cruise ship operators and the increasing public focus on Canadian arctic issues, leads to demands for coordination. This research

shows a rising level of concern among all major stakeholders in the current lack of a coordinated approach in the eastern Canadian arctic cruise ship management.

It would be highly desirable for the Government of Canada to develop a national cruise ship secretariat. This new body would have primary responsibility to coordinate all federal government activities involving cruise ships. It would not replace the authority or the functions of individual agencies; it would enhance their operation through coordination and shared activities. This body would assist in the implementation of many of the other recommendations that follow later in this report.

A pilot project for this position could be started in the Arctic and then once it has been established, the Secretariat could spread the knowledge gained during the pilot project in the Arctic to the rest of Canada.

It is beyond the scope of this thesis to suggest the appropriate institutional association and home of this new body. However, it is clear the Transport Canada has a leading role in this field.

### **6.2.2. Creation of Positions of Cruise Ship Coordinator**

The cruise ship industry is increasingly concerned about the difficulty of dealing with a labyrinth of government regulations (or complete lack of up-to-date tourism regulations as is the case with some territorial governments) and government levels. Industry representatives often comment on the lack of effective personnel in the various agencies. Cruise ship operators need timely advice on a wide range of activities, including permits and licenses, routes of travel, etc. It would be highly desirable if each government and each government agency created a position of cruise ship coordinator. This person could be elected in to the position while already holding another position within that organization, if cost is an issue. It

would be the responsibility of the person holding this position to be the first point of contact for that agency between and amongst all the other stakeholders in this rapidly emerging area.

### **6.2.3. Social Impact Assessment**

There is ongoing concern about the social impacts on local Arctic communities from cruise ship tourism. There is much desire for positive social impacts, such as increasing the levels of the existing crafting industry. The cruise ship passengers could create a whole new market for Inuit carvers and painters. There is also concern that there may be increased negative impacts, such as higher levels of begging and social emulation by locals of cruise ship passengers.

To monitor this social impact concerns, there needs to be an ongoing social impact assessment done in each of the Arctic communities that receive cruise tourists. The assessment should be the responsibility of the Nunavut government. This assessment would aid in developing an understanding the types of impacts that may be occurring in these local communities. This assessment would work closely with the development and implementation of protocols for tourist/community interaction.

### **6.2.4. Environmental Impact Assessment (EIA)**

Given the extensive experience with cruise ship tourism in the Antarctic, it is clear that one of the major travel motives is that of wildlife observation. Given that both the wildlife and the associated natural environment are highly sensitive, it is critical that ongoing environmental impact monitoring be undertaken. This monitoring will ensure that all of the potential impacts of cruise tourism on wildlife and the natural environments found within these areas will be identified and then the significance of these findings could be assessed. The EIAs should be shared responsibility of the cruise ship operators, the land managers and the Nunavut government.

### **6.2.5. Membership in the Association of Arctic Expedition Cruise Ship Operators**

The Association of Arctic Expedition Cruise Ship Operators (AECO) is a European-based organization. The organization has been active for 2 years in the development of guidelines for the safe and efficient operation of cruise ships in Arctic waters. Given the existing track record of the organization and its current level of activity, it makes sense that Canada considers coordinating its efforts in order to assist and work with AECO. It makes no sense for Canada to attempt to duplicate all of the current experience and research activities now inherent in the AECO and its membership by creating another such group.

The Canadian Arctic cruise ship industry is in need of guidelines. AECO has existing guidelines and considerable experience in applying these guidelines in European waters. Canadian cruise ship operators should become active members of AECO. The researcher and representatives from Parks Canada and from Transport Canada attended the annual AECO meeting in Oslo, Norway in October of 2005. At that time, AECO advised that it would welcome the membership of the tour operators as well as the cooperation of government departments in the future.

Should the Canadian Government collaborate with AECO on future endeavours, it would be wise to include the work of Environment Canada and Parks Canada which has already been developed to accommodate cruise tourism. Environment Canada has created *Guidelines for Visiting Seabird Colonies in the Canadian Arctic*. These guidelines outline the distances that visitors and cruise ship operators should honour when visiting seabird colonies. The guidelines should be adopted by AECO to provide guidance for all Canadian protected areas. Parks Canada, the Government of Nunavut and Search and Rescue Canada collaborated to create a video specifically for visitors to their parks in Nunavut, outlining safety procedures required for travelling in to these Polar Regions. Safety procedures for all visitors to parks

and protected areas must be addressed and enforced. AECO could include these safety procedures in their guidelines.

### **6.2.6. Stakeholder Coordination, Committees and Meetings**

There are a small number of key stakeholders in the Canadian cruise ship activity. Key stakeholders revealed in this research include: 1) Cruise Ship operators and cruise ship wholesalers; 2) Parks Canada; 3) the Canadian Wildlife Service; 4) Nunavut Tourism; 5) Transport Canada; 6) Department of Fisheries and Oceans/Canadian Coast Guard; 7) the Government of Nunavut; 8) World Wide Fund for Nature; 9) the Canadian Wildlife Federation; 10) Academics involved in Arctic cruise tourism research; 11) Students on Ice and 12) other interested parties such as Canada Customs. Though contact was not made with Inuit community members during this research, 13) Inuit community members and the 14) Inuit Heritage Trust should be considered as key stakeholders as well. It would be desirable if procedures were put in to place for ongoing communication and involvement of these key stakeholders. One such procedure would be an annual meeting. The National Cruise Ship Secretariat should coordinate this meeting. One of the first activities of this Secretariat would be the development of list of key stakeholders. Once this was assembled, the Secretariat should put into place a procedure for an annual stakeholder meeting. This meeting would be the ideal time to review the past year's activities, to discuss the coming year and to deal with policy and procedural changes.

In addition, it is desirable for there to be a process and mechanism for ongoing stakeholder communications. This could be informal, through person-to-person communications. It could have more formal elements, such as the sharing of data, the reporting of unusual occurrences, the transfer of recent research reports and the solving of shared needs. The Secretariat could have a key role in facilitating this coordination.

It might be desirable to develop an ongoing Arctic co-management committee. Such a committee could identify, analyze and propose new measures for dealing with impacts and other concerns of the Arctic cruise tourism industry. The committee could review policy and legislative initiatives. This committee could facilitate the exchange of information and the healthy communication amongst people in the industry.

It is desirable that subcommittees could be developed to deal with specific technical and policy issues, as they arise. These subcommittees will be created as the need for each specific subcommittee arises. The development of this committee and subcommittee format should move forward with the good will of all the current stakeholders. This simply requires the stakeholders to undertake the initiative to develop such a committee. It would be a normal activity for the Secretariat to undertake. However, until a Secretariat is developed, it might be best if the Cruise Ship operators worked together to facilitate its development. This is an opportunity for the private sector to show leadership and commitment.

#### **6.2.7. Permitting Process**

The cruise ship operators express concerns about the existing permitting process. They are especially critical of the process used by Nunavut. At present, there are numerous permits required for several departments and many of these permits are lengthy and at times, do not even pertain directly to the cruise tourism industry. It would be desirable to streamline the current permit process. The permits should be accessible and made readily available to the cruise tourism industry when interest is expressed. The responsibility of providing and managing these permits should fall to the cruise tourism coordinator within the folds of the Nunavut government.

### **6.2.8. Land Management**

One of the important issues with cruise ship operation in the Arctic is the relatively low numbers of field staff employed by the major federal and territorial land management agencies. This was a recurring theme with the participants of this research project. It is probable that cruise ship operators and tourists will not interact directly with agency staff in most of the protected areas being visited, given current staffing levels.

Given the fact that it is highly desirable for there to be a higher level of field presence in the protected areas, it is important to consider alternative approaches to accomplishing this goal. One approach is to increase the number of land staff in the national parks and other types of protected areas of the north. At present, the current staff members in these areas are struggling to meet the requirements of their jobs and do not have enough manpower to properly manage the enormous territories of land under their jurisdiction. High levels of protection and guidance in wildlife areas and at archaeological sites are required. This increase in staff numbers would primarily be the responsibility of the Canadian Wildlife Service and Parks Canada. However, the emerging protected area system of Nunavut has similar needs.

An alternative approach would be to have the protected area staff, trained Inuit guides or accredited volunteers accompany the cruise ships during their tours. This would ensure that such staff members were always on hand to deal with policy, monitoring and enforcement responsibilities dealing with the cruise ship tourism. It could also provide opportunities for the agencies to undertake wider research and monitoring activities because of their travel throughout the Arctic waters.

### **6.2.9. Ongoing Data Collection**

This research reveals a critical need for the creation of a process for ongoing data collection on cruise ship numbers, travel routes and impacts. For example, there needs to be an annual data collection to identify use levels and trends within the arctic cruise ship industry. This work would assist with the production of ongoing monitoring reports. This information could aid all the stakeholders in their policy development. It could assist the cruise ship operators in planning and operating their activities. All government agencies and all cruise ship operators can play a critical role in this data collection. However, the overall coordination of data collection should be the responsibility of the Secretariat.

### **6.2.10. Continued Expansion over Control of Sovereignty in the North**

Members of the Arctic cruise ship industry, who were interviewed during this study, indicate a desire to witness greater involvement from the federal government in the struggle for sovereignty in the north. Departments such as: Transport Canada, Foreign Affairs, Fisheries and Oceans, including the Canadian Coast Guard, National Defence, Environment Canada and Indian and Northern Affairs should continue with their work in trying to bring about a greater stability over sovereignty issues in the north. There is the understanding that the Coast Guard has been authorized to exercise a wider security mandate. This mandate will include the six icebreakers that have previously operated in Arctic waters during the summer cruise season. There is also a realization that the Department of National Defence has decided to pay more attention to the North. The construction of the three-armed icebreakers can be seen as a positive move towards a stronger defence against uninvited guests. Another display of greater interest of northern affairs is the presence of the armed forces in the north, while they conduct their exercises over the summer. This type of involvement is positive and must continue to expand its reaches into the future.

### **6.3. Limitations of the Study**

Now that the research is complete, the researcher would like to point out that there are a few things that she would do differently. First, the results that were achieved in regards to policies necessary to enhance effective management are unsatisfactory to the researcher. The researcher would include a question or two which placed more focus on potential policies for parks and protected areas.

Secondly, the researcher would time the interviewing process so that it did not take place over the summer months, which is the busiest time of the year for cruise ship operators and wholesalers. The participants were very informative and giving of their precious time but perhaps the responses would have been even richer had it been in the fall or winter when the industry was more relaxed and able to offer more time of themselves. Also, many of the participants had to schedule their interview a few months from the initial contact period because they were so busy and this, in turn, delayed the interviewing process.

Thirdly, the researcher feels quite certain that the participation of Inuit would have added a deeper layer of understanding in regards to the impacts of cruise tourism to Inuit communities. Because a large part of the cruise tourism experience in the Arctic is to visit Inuit communities, involvement from inhabitants of the communities in which cruise tourism takes place is essential to understanding the full impact of tourism in their communities.

Finally, had the researcher had the opportunity to visit the actual sites and communities in Nunavut that receive cruise ships annually; the researcher feels that this experience would have enriched her comprehension of the process that the cruise operators, communities or parks and protected area staff go through in order to receive their guests.

## **6.4. Conclusion**

This chapter provides a structure for the next stage of cruise ship management in Canadian arctic waters. It is clear that this structure could also be useful for such management in other Canadian waters, such as the western Arctic, the Pacific Ocean, the Atlantic Ocean and the Great Lakes.

It is important that the implementation of these recommendations should move forward quickly. The arctic cruise ship activity is increasing rapidly, the policy needs are obvious, the protection of the sensitive arctic natural environment is paramount and this industry has great potential for the creation of a viable tourism industry for Nunavut in general and many otherwise remote communities specifically.

## **6.5. Next Steps**

There is a need for further study to continue in the field of Arctic cruise tourism. It would be worthwhile for a researcher to provide an analysis of tourist motivations for travel to the Eastern Canadian Arctic. This information would provide the stakeholders and government departments with information on the different trends and demographics that would be useful in their planning processes.

A comparative study, which would look at the cruise tourism industry before the implementation of the recommendations from this paper, which would be followed by a study of the same industry, perhaps one year later, once the recommendations have been implemented to see if the recommendations are indeed effective. If the recommendations were not effective than further study should follow to decide the next step of the process.

It is very important to engage the Aboriginal people in the whole process of tourism development in the Arctic, so it would be interesting to do a research paper about cruise tourism in the Artic based completely on the Aboriginal perspective. Sending a researcher in

to the communities that experience the arrivals of cruise tourists in the communities to form impressions of the experience through the eyes of the Aboriginal people would be important in understanding the social impacts that cruise tourism has on these small communities.

Cruise tourism occurs in four major regions of Canada. The Arctic, the west coast, the east coast and great lake regions of Canada all welcome cruise ships to their ports each year and yet very little data has been collected on this activity. It would be very worthwhile for a researcher to collect data on the cruise ship activity that occurs in each of these four regions to discover similarities and differences and perhaps, with this information, provide the groundwork for further research that could aid in the creation of national cruise ship policies in Canada.

An in-depth, comparative study that analyzes the cruise tourism industries found in both Polar Regions of the world, the Arctic and Antarctica, would further assist Arctic stakeholders with their quest towards a more unified industry. Because of the many years of experience that Antarctica has in the cruise tourism industry, it could be hoped that many valuable lessons could be taken away from such a study.

In regards to the actual study, it is hoped that the recommendations that have come out of this research are debated, analyzed and eventually implemented by the industry and affected government departments in some form. Many people contributed vast amounts of time and effort in aiding in the completion of this research and it is hoped that these efforts will be honoured in the form of worthy debate and consideration.

Many of the participants have requested a copy of the thesis and so copies will be sent to them upon thesis publication. Other people who have been involved in the study by providing information to the researcher without being an actual participant of the interview process, have also requested copies of the thesis and they too shall receive copies upon publication.

## **6.6. The Importance of the Research and Its Significance to the Industry**

Not unlike other researchers when speaking of their own research, this researcher believes that the work that was accomplished in this paper could hold significance to the industry that she studied.

The researcher found a high degree of enthusiasm for inter-group and inter-agency cooperation. This enthusiasm bodes well for implementation of the large-scale coordination of policy and guideline development.

There is a high degree of coherence between the literature and the key stakeholders in regards to the key issues that need to be addressed. The agreement between written fact on such issues as the need for communication and collaboration in the tourism industry (among many other issues) that coincided with the need of the stakeholders interviewed for this research provides evidence that there is a solid base from which to start the construction of a unified industry.

The creation of a policy formation framework is important because it will aid in the planning and management of cruise tourism in the Eastern Canadian Arctic. The policy formation framework points out the fact that there is a missing link in the current cruise tourism industry and if the recommendations that have been set forth in this research are followed then the creation of a National cruise ship Secretariat will occur. It is hoped that the person or people who fill this role will be able to unify the industry.

This thesis provides the structure for the way forward. It is the responsibility of the Government of Canada to make use of the lead that this research has provided and ensure that the coordination of the cruise tourism industry in the Eastern Canadian Arctic is taken to the next step.

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## **Personal Communications**

Eagles, Paul. Professor, University of Waterloo, Waterloo, Ontario.

Huebert, Rob. Professor and Arctic security expert, University of Calgary, Calgary, Alberta.

Mallory, Mark. Seabird Biologist, Canadian Wildlife Service, Environment Canada, Iqaluit, Nunavut.

Scott, Pauline. Communications Manager, Nunavut Field Unit, Parks Canada, Iqaluit, Nunavut.

Timonin, Peter. Regional Director, Marine Prairie and Northern Region, Transport Canada, Winnipeg, Manitoba.

Thomson, Callum. Interpreter, Thomson Heritage Consultants, Alberta, Canada.

## APPENDIX A

Canadian Coast Guard Cruise ship Season 2004  
(Provided by the Canadian Coast Guard from unpublished material)

## Tourist / Cruise Ship Activity

### Cruise Ships in 2003

Akademik Ioffe - *Russia*  
Kapitan Khlebnikov - *Russia*  
Le Levant - *France*  
MV Clipper Adventurer - *Bahamas*  
MS Bremen - *Bahamas*



### Cruise Ships in 2004

(New) MS Hanseatic - *Bahamas*  
(New) MS Orlova - *Malta*  
(New) MV Orion - *Germany*

Akademik Ioffe - *Russia*  
Kapitan Khlebnikov - *Russia*  
Le Levant - *France*  
MV Clipper Adventurer - *Bahamas*

**MS Hanseatic**  
Bahamas Registered Cruise Ship  
Ice Strengthened Hull



Passengers - 149

Crew - 110

Length - 123 metres

Draft - 4.8 meters

Registry - Bahamas

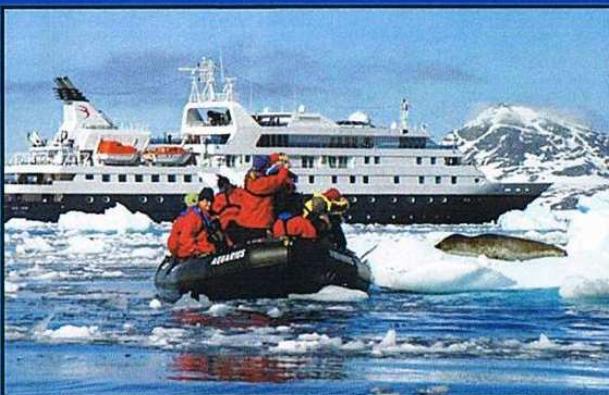
**MV Orlova**  
Malta Registered Cruise Ship  
Ice Strengthened Hull



Crew - 53  
Length - 100 metres  
Registry – Malta  
Passengers – 110



**MV Orion**  
Malta Registered Cruise Ship



Crew - 70  
Length - 100 metres  
Registry – Malta  
Passengers – 106

**Akademik Ioffe**  
**Russian Registered Cruise Ship**  
**Ice Strengthened Hull**



Passengers - 110

Length - 117.10m

Cruising speed - 13.5kts

Beam - 18.20m

Registry - Russian

Draft - 5.90m

**Kapitan Khlebnikov**  
**Russian Registered Cruise Ship**  
**Ice Breaker**



Passengers - 112

Length - 132.40 metres

Beam - 26.75 metres

Draft - 8.5 meters

Cruising speed - 14 knots

Registry - Russian



**MV Le Levant  
Cruise Ship**



Passengers - 80  
Crew - 55  
Length - 100 metres  
Beam - 14 metres  
Draft – 3.5 meters  
Registry - France

**MV Clipper Adventurer**

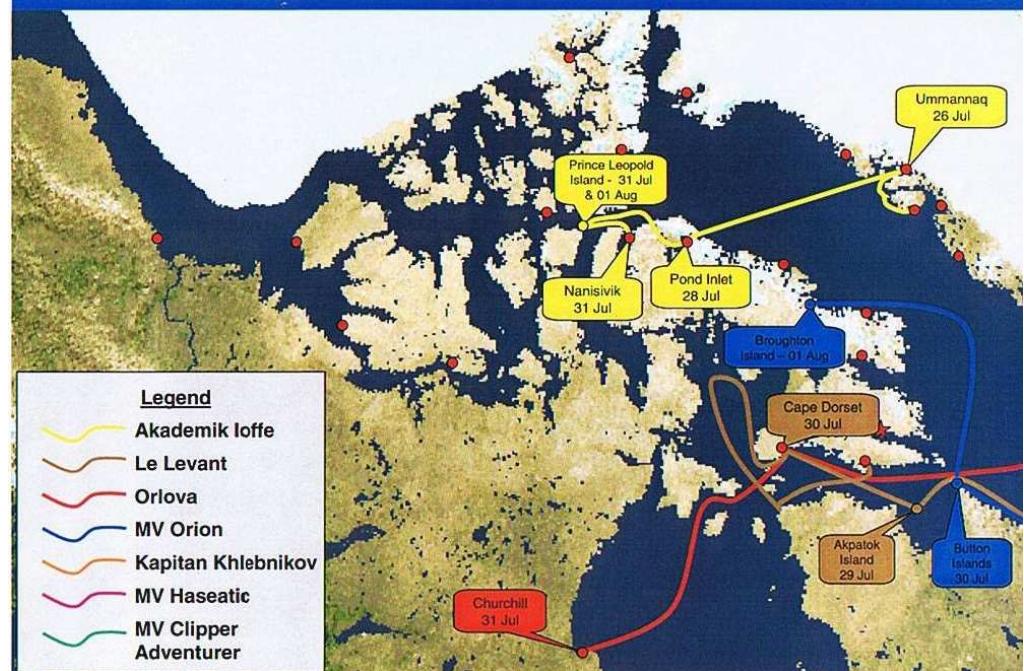


Passengers - 122  
Crew – 72  
Length - 100 metres  
Beam - 16 metres  
Cruising speed - 15 knots  
Registry - Bahamas

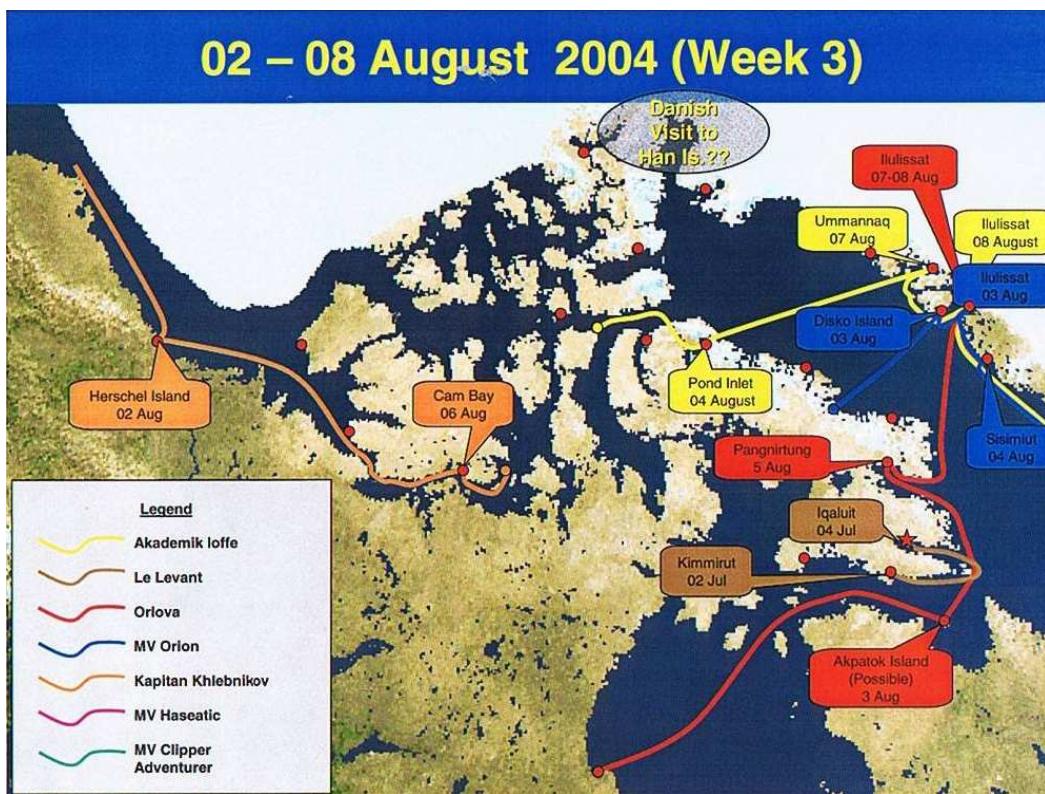
## 19 – 25 July 2004 (Week 1)



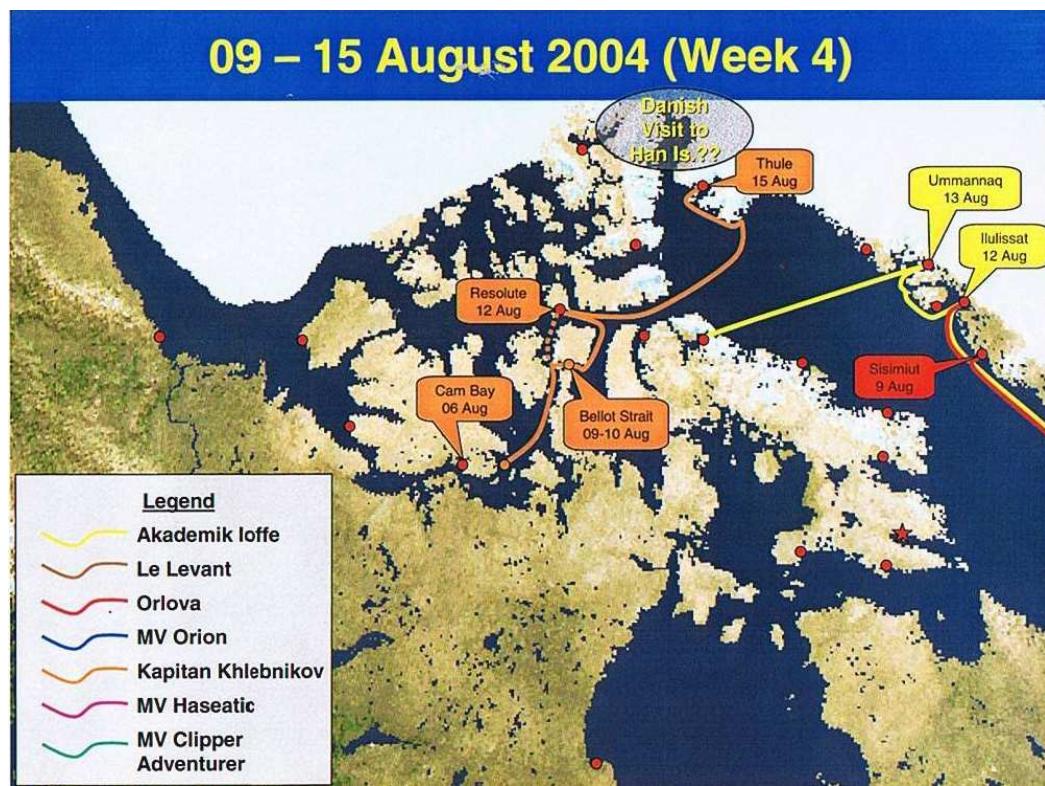
## 26 July – 01 August 2004 (Week 2)



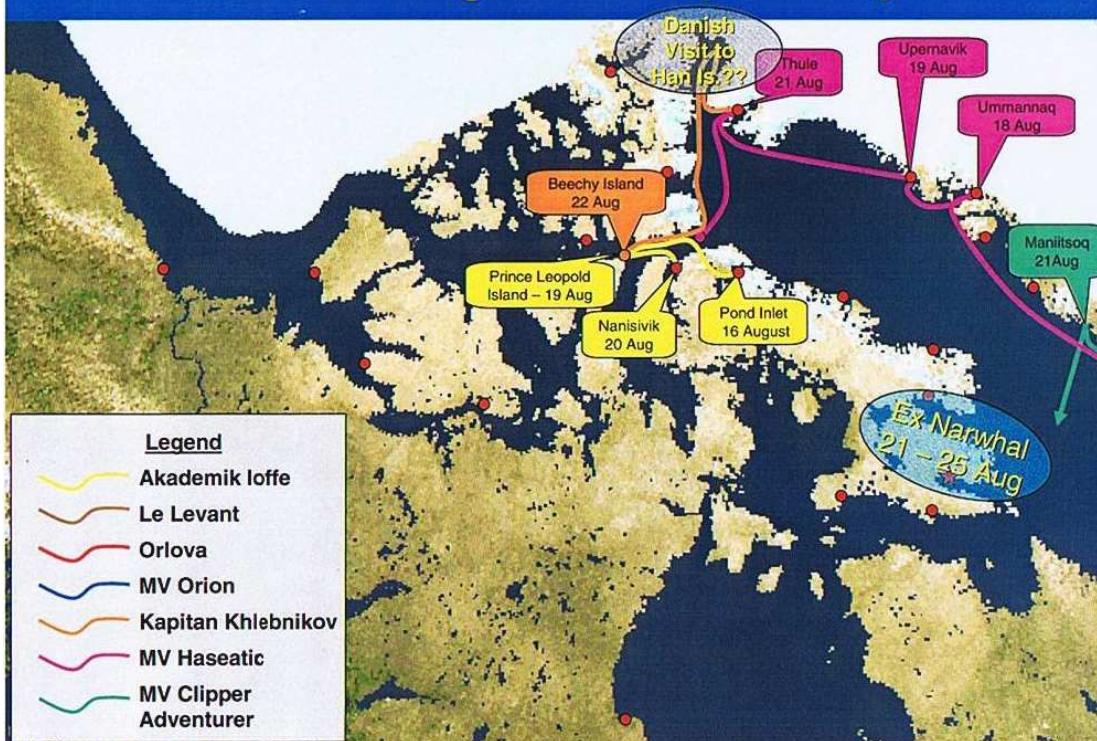
## 02 – 08 August 2004 (Week 3)



## 09 – 15 August 2004 (Week 4)



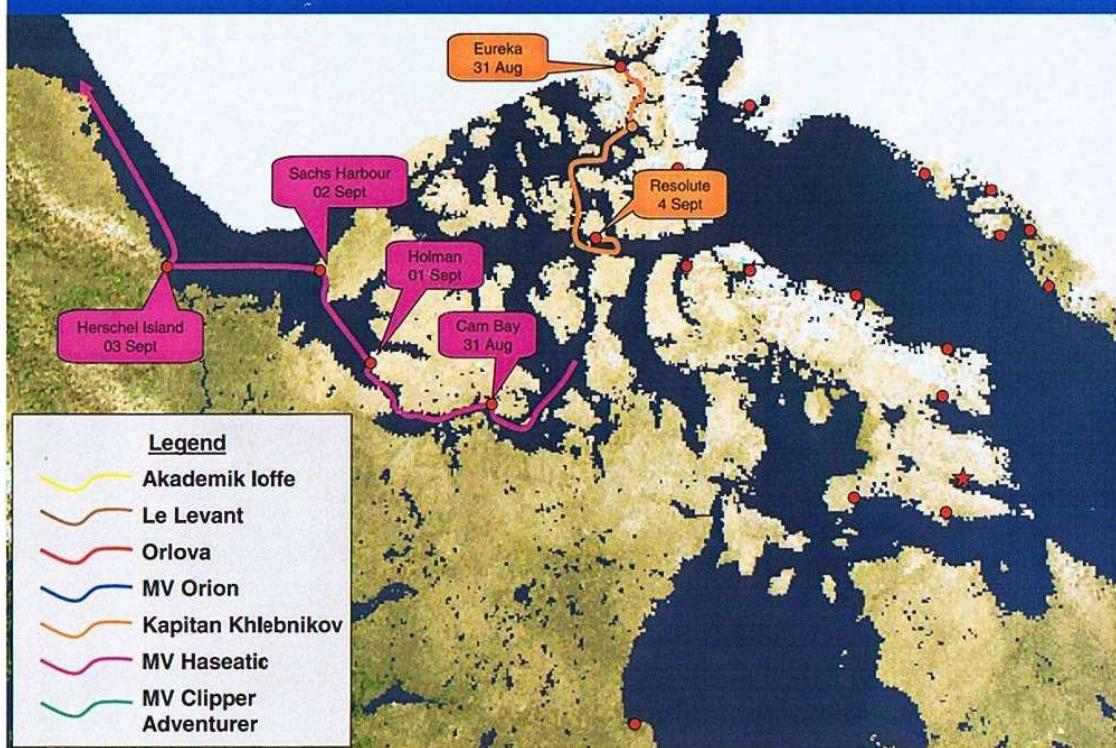
## 16 – 22 August 2004 (Week 5)



## 23 – 29 August 2004 (Week 6)



## 30 August – 05 September 2004 (Week 7)



## Projected Arctic Activity – Summer 2004



**SY Dagmar Aaen**  
Sailboat



Crew - 8 – 12 (est)  
Length - 24 metres  
Beam - 4.8 metres  
Draft - 2.5 meters  
Registry - German

**Projected Arctic Activity – Summer 2004**

**Scientific Activity**



## Research Vessels



RV Mirai

Crew - 52

Scientists - 28

Length - 128.58 metres

Draft - 6.9 meters

Registry - Japan

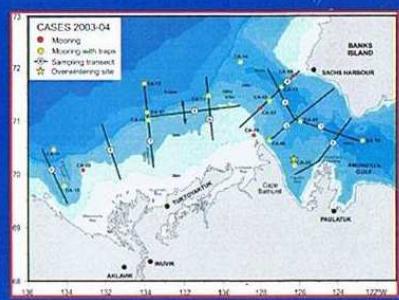
## CCGS Amundsen and CASES



### The Amundsen

- Formerly the CCGS Sir John Franklin
- 44 Crew and 9 Researchers from 9 different countries

### CASES



- Canadian Arctic Shelf Exchange Study
- Mission is to study aspects of the Mackenzie Shelf Ecosystem, from Climate Change effects to Polar Bear populations

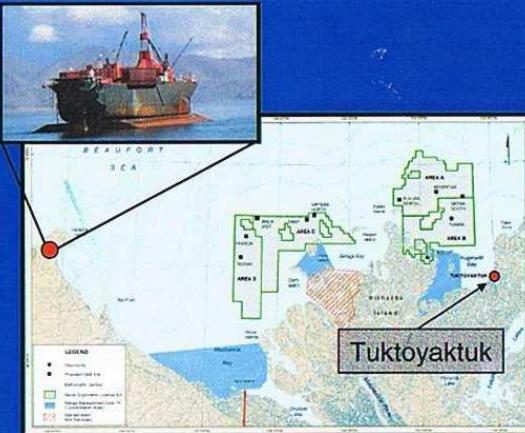
## Other Activity of Interest



- Mining equipment move
- Drilling rig activity

## Devon Canada Corporation

### Proposed Beaufort Sea Exploration Drilling Program



Proposal submitted by Devon Canada (subsidiary to Devon Energy, an American company) for exploration and drilling in Beaufort Sea, near Tuktoyaktuk for winter 2005/6.

Plans involve use of Steel Drilling Caisson (SDC) currently moored offshore Herschel Island to drill exploration wells.

Status of MacKenzie Valley Pipeline a major factor for transport of gas south.

Nine Trillion cubic feet of natural gas proven in area; additional 53 trillion cubic feet estimated.

**APPENDIX B**  
**Interview Questions**

Your name:

Your organization:

Your position within the organization:

Because of your awareness and/or involvement in Arctic cruising, we believe that your opinion will be invaluable to this research and hope that you will answer the following telephone interview questions to the best of your ability. The results of this interview will be used to provide Environment Canada of the pertinent issues at hand concerning cruise ship tourism in Parks and Protected areas in the Eastern Canadian Arctic.

#### Interview Questions

1. Does your organization play a role in management with respect to cruise ship tourism? If you answer yes, can you tell me about your policy, if any, for cruise tourism management? Is there a history of cruise ship management within your organization/country or is it a more recent development?
2. Where is Canada now, in regards to Arctic cruise ship management, compared to the management of cruise ships elsewhere?
3. Could you make some suggestions as to how Canada could improve the handling of important issues based on a personal comparison as to how other countries handle these particular issues?
4. What are the top issues or challenges that Canada, or any country, needs to deal with when talking about cruise ship management in polar regions?
5. Do you think that there is an "ideal" policy for arctic cruise tourism and if so, what country or region comes closest to such an ideal?
6. Is there another example of cruise ship management currently in use internationally, that could be applicable to Canadian Arctic cruise ship management? Pros and cons?
7. If there are changes to be made to the current management of cruise ship operations in the eastern Canadian Arctic, who do you feel should be responsible for making these changes? Is there any one government body or organization that has shown leadership or has the potential to take control of policy creation and cruise ship management in Canada?
8. When I had originally asked for your co-operation in the interviewing process on this topic, what were you expecting me to ask you about that I have not mentioned thus far in the interview?
9. Is there anything else that you would like to cover that we have not talked about.

Thank you for your kind participation with this Study!!