

WORKING TOWARDS POLICY CREATION FOR CRUISE SHIP TOURISM IN PARKS AND PROTECTED AREAS OF NUNAVUT

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This article provides an understanding of the goals and operational procedures of current cruise ship operators in Nunavut and gives insight into the policies necessary to effectively manage cruise ship tourism in Nunavut. The exploratory research found that cruise tourism in Nunavut is perceived as a safe and economically viable industry. However, a number of important issues emerged: 1) the need for policies and guidelines to aid in the management of parks and protected areas in Nunavut; 2) the desire for unity across the Arctic cruise ship tourism industry; 3) the requirement for greater government awareness and assistance, and 4) the need for more research particularly from local perspectives.

Keywords: Cruise ship tourism; Nunavut; Polar region; Cruise ships; Parks; Protected areas

Introduction

The global cruise industry initiated a period of considerable growth when, in the 1970s, “operators first offered a mass market product to a broader and younger clientele” (Marsh & Staple, 1995, p. 63). As the market diversified and ice-breaking vessels became available with the collapse of the former Soviet Union, cruise tourism to the Canadian Arctic became a possibility. This became reality in 1984 when Salen Lindblad sailed the *MS Explorer* through the Northwest Passage (Jones, 1999; Snyder & Shackleton, 1986). A representative of the Canadian Wildlife Service indicated that the volume of cruise tourism to Arctic Canada grew slowly from 98 people in 1984 to several thousand people in 2000. (M.

Mallory, personal communication, July 29, 2004). The national parks managed by Parks Canada and the and the wildlife areas managed by the Canadian Wildlife Service are attractive, natural destinations for cruise ships, because, in addition to their areas of natural and cultural interest, most of them have a shoreline, making them accessible to cruise vessels (Figs. 1 and 2).

Because the volume of cruise ship tourism to Nunavut is relatively small in comparison to cruise ship tourism volume in other destinations, less attention has been paid to the management of this activity and to impacts that this form of tourism has on the natural and human environment. However, “given the fragility of some of the Canadian Arctic environments and the vulnerability of small, remote,



Figure 1. National parks of Canada in Nunavut. Source: Parks Canada (2005).

largely aboriginal communities to impact, great care must be exercised in using the area for cruise tourism” (Marsh & Staple, 1995, p. 71).

As cruise ship tourism increases, it is important that policies and guidelines are in place to meet the growing demands of the industry. In order to determine the current policy situation in Nunavut, research was conducted with the aims of: 1) developing an understanding of the goals and operational procedures of the current cruise ship operators in Nunavut; 2) documenting current government policies for cruise ship tourism, and 3) identifying possible policy changes required by Parks Canada and the Canadian Wildlife Service to manage cruise ship tourism in protected areas.

This article begins with a brief overview of the current state of cruise ship tourism in Nunavut, followed by a literature review identifying the issues pertinent to this study. The methods section is followed by an outline of the key policy issues that arose from the research. Finally, the discussion and conclusion present recommendations for the management of cruise tourism in protected areas in Nunavut.

Nunavut and Arctic Tourism

Nunavut is the most north-easterly territory of Canada. Neighbored by Greenland to the east and the Northwest Territories to the west, the southern bor-



Figure 2. National wildlife areas and bird sanctuaries of Canada in Northern Canada. National Wildlife Area: 1-Seymour Island, 2-Banks Island #2, 4-Prince Leopold Island, 6-Kendall Island, 7-Anderson River Delta, 8-Cape Parry, 10-Dewey Soper, 11-East Bay, 12-Harry Gibbons, 13-McConnell River, 14-Akimiski Island, 15-Boatswain Bay, 16-Hannah Bay, 17-Nirjutiqavvik, 18-Polar Bear Pass. Migratory Bird Sanctuary: 3-Banks Island #1, 5-Bylot Island, 9-Queen Maude Gulf.

der of Nunavut is shared by the Province of Manitoba and the Hudson Strait separates Nunavut from the Province of Québec. The area of Nunavut is 2,093,190 km² with nearly 60% of Nunavut lying north of the Arctic Circle. Within the Arctic Ocean, there are many islands collectively known as the Arctic Archipelago, which covers about 1 million km². Several of these islands are among the largest in Canada; for instance, Baffin Island is the largest island in Canada and the fifth largest island in the world. Nunavut's landscape ranges from coastal plains, northern boreal forests, mountains, tundra, and Arctic desert.

Cruising in Nunavut waters started in 1984 and its popularity has slowly increased since then. Many of the vessels used in Nunavut are converted ice-breakers, research vessels, and other ice-strengthened ships that were built and previously used in Russia and Scandinavia. Like all forms of tourism cruise tourism can have a variety of impacts, both positive and negative. There are few economic options for remote arctic communities and cruise ship tourism has the potential to provide opportunities for employment, in guiding, and souvenir sales. This has to be balanced against the social disruption that

can occur when many tourists arrive in a small community.

Sustainable Cruise Tourism and the Importance of Policies and Guidelines

In an attempt to maximize positive impacts and minimize negative impacts from cruise ship operations, policies for successful cruise ship operations in parks and protected areas within Nunavut are needed. A cruise ship lecturer indicated that, "ideally, the majority of the policies will crosscut national and regional boundaries, as do ship itineraries" (C. Thomson, personal communication, June 25, 2004).

Although there is a lack of formal government tourism policies and guidelines for cruise ships in Nunavut, the two major protected area agencies, Parks Canada and the Canadian Wildlife Service, are slowly developing policies relevant to their mandates. For example, Environment Canada (2001) and the Canadian Wildlife Service created a set of guidelines for seabird 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 as this causes heavy losses of eggs and chicks. (p. 16)

The Canadian Wildlife Service requires permits at Coburg Island, Prince Leopold Island, Cape Hay, Cape Graham Moore, and Ballarge Bay but does not require permits to Devon Island, Browne Island, Scott Inlet, Coats Island, and other locations not mentioned. Under the direction of the Canadian Wildlife Service:

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)

Parks Canada requires permits, issued prior to travel, for all visitors to National Parks in Nunavut. The issue of permits to visitors provides the Canadian Wildlife Service and Parks Canada with valuable information, including the visitors' travel plans which are crucial for site management as well as search and rescue operations in case of emergency.

Park Management Planning

In order to provide effective planning in any given area, it is important to understand and plan for its unique ecological, geographical, and political environments. Due to the complexity and variation of the regions found within Nunavut, it is essential that parks and protected areas develop and follow a management plan.

The creation of a management plan is an important management 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). By law, Parks Canada must prepare a management plan for each national park within 5 years of the park's creation. Parks Canada is now in the process of preparing or revising management plans for all national parks in Nunavut. However, policies for cruise ship tourism in national parks in Nunavut have yet to be created.

The Canadian Wildlife Service does not have a requirement for the preparation of management plans for the wildlife areas and migratory bird sanctuaries under its jurisdiction and accordingly has few such management plans. The Canadian Wildlife Service indicates a need for measures to be taken to uniformly control the management of cruise ship tourism across Nunavut. Wakelyn (2001, p. 27) makes suggestions for the Canadian Wildlife Service, 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;
- Cooperatively 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.

Parks Canada (2001, p. 22) policy outlines the key topics to be considered at the outset of the management plan review as:

- Issues and opportunities related to ecological integrity;
- Issues and opportunities related to human use management;
- Success of interpretation and outreach efforts;
- Aboriginal issues;
- Land use zoning.

Proper planning and plan implementation is needed for successful tourism. It is especially important to ensure that effectual management takes place in parks, wildlife areas, and small communities because of a vulnerability to outside influence for both wildlife and aboriginal communities. A common goal is that tourism provides preservation of the natural areas, a source of income and social benefits for local communities and a satisfying experience for tourists.

The research found a lack of overall cruise ship tourism policy to govern the activities of both the Canadian Wildlife Service and Parks Canada in Nunavut. The Canadian Wildlife Service has some overall guiding policy, but virtually no site-specific management policy. Parks Canada lacks overall cruise ship policy, but has a high level of site-specific management policy.

Methodology

This research was small scale and exploratory. It was iterative in nature as the first step, the literature

review, led to the second step, the personal interviews. In the first step, content analysis investigated principles and issues found in policy documents and regulations on cruise ship tourism, including: 1) Glacier Bay National Park (2003) in Alaska; 2) International Association of Antarctica Tour Operators (IAATO) cruise ship tourism guidelines (IAATO, 2004); 3) World Wildlife Fund for Nature (WWF) Arctic program guidelines (WWF, 2004a, 2004b); 4) Association of Arctic Expedition Cruise Operators (AECO) guidelines (Prytz, 2005); 5) Transport Canada (2005); 6) The Canadian Wildlife Service (Environment Canada, 2005); and 7) sustainable tourism literature dealing with cruise ship tourism management (Destinations Belize, 1997; Ingham & Summers, 2002; Johnson, 2002; Marsh & Staple, 1995; Thomson & Sproull Thomson, 2004; WWF, 2004b). The findings from the content analysis informed the second step of interviews with the key stakeholders involved in the Arctic cruise ship industry in Canada.

Through content analysis and the interviewing process, key concepts emerged (Strauss & Corbin, 1998). Content analysis found patterns and consistencies within the data, and these patterns became the themes for the interview questions. Potential interview questions were developed based on the identified themes from the literature review. A list of nine open-ended questions was asked to each interviewee. All interviews were tape recorded and transcribed. Each interview transcript was analyzed using content analysis (Strauss & Corbin, 1998).

An important step was the search for potential interview subjects. Interview subjects were found within each of six major groups of stakeholder groups (Table 1). It was necessary that each interviewee had personal knowledge and experience of cruise ship tourism in Arctic or Antarctic conditions. Use of the Internet, seeking contacts through peers and researchers, extracting names of authors from the literature, and contact with government departments involved in Arctic cruise tourism led to a list of 27 potential candidates. Ultimately, 20 people agreed to be interviewed, while seven declined participation. Participants hailed from the Canadian Federal Government, the Territorial Government of Nunavut, Canadian Universities, NGOs active in Arctic tourism research, cruise line operators, and sustainable tourism operators active in the Arctic.

Table 1

Interviewees

Stakeholder Group	No. of Interviewees
Cruise ship operators	6
Nongovernment organizations	6
Federal government employees	4
Academics	2
Nunavut government officials	1
Sustainable tourism wholesalers	1
Total	20

Cruise Ship Tourism in the Eastern Canadian Arctic

Several interviewees stated that they felt that this group of interviewees represented the major players of the Arctic cruise tourism industry.

Due to the short time frame of the research and the cost and difficulty of contacting local people throughout Nunavut unfortunately meant residents were precluded from the study. Although the research did not include interviews with Inuit, it must be acknowledged that future research on Arctic cruise tourism should include impressions and experiences from Inuit in Nunavut.

Policy Issues Identified by Content Analysis and Key Stakeholder Interviews

Examination of the interview data found 12 issues of importance. Each of these issues is discussed below.

1. Health of Cruise Ship Industry

The current Arctic cruise tourism industry is healthy and in a state of growth. Trends indicate that cruise ship tourism in much of the world will continue to grow, including Nunavut. Tour operators, related tourism industries, and aboriginal communities now experience economic benefits from the arrival of cruise ship tourism to Nunavut. Stakeholders in this industry express a healthy respect for wildlife, environment and aboriginal cultures that are encountered during a cruise.

2. Fragmentation in the Industry

The industry faces a lack of communication, cohesion, and control. Due to the perceived isolation of the Arctic, participants in the study indicate that

this isolation caused difficulty in their ability to communicate effectively with the communities involved in cruise tourism as well as with industry members. The fragmentation of the cruise ship tourism industry in Nunavut arose due to a lack of overall government recognition of cruise tourism's importance and the small size of the industry. Little national government assistance has been forthcoming. The need to improve this aspect of the cruise tourism industry in Nunavut is strongly expressed by the participants of this research.

3. Lack of Research on Arctic Cruise Ship Issues

Because of the industry's relative youth, the remoteness of the area, and the high expense associated with travel, few studies outline in detail the environmental and social impacts of cruise tourism on wildlife and local communities in Nunavut. A lack of research on the impacts makes policy creation difficult. Much more research and impact assessment data are needed.

4. Sociocultural and Community Issues

Most participants state that the development of respect for aboriginal communities is a high priority issue for future policy development. The participants of the study realize the importance of maintaining respect for the residents of the communities where tourism activity occurs. Some specific social problems surfaced in some local communities, but tourism is not seen necessarily as the causal factor.

5. Environmental Issues

Overall, the participants state that the natural environment was their major concern when making decisions about sustainable tourism in Nunavut. Cruise ship tourism is seen as a viable means of economic growth for the people of Nunavut, but participants feel the need to control this type of tourism. The most common opinion indicates that cruise ship tourism should follow the principles of sustainable tourism including wildlife conservation.

6. Economic Issues

Cruise ship tourism in Nunavut is recognized as a potential economic benefit to the communities visited. Because there is a wealth of cultural experi-

ences which most northern communities are willing to share with tourists, the potential for continued demand and growth is high. There appears to be enthusiasm by local communities to explore more cruise ship contact and cooperation.

7. Maintenance of Archaeological Sites

The preservation of archaeological sites poses a considerable challenge according to the participants of the study. A balance must be found between the desire to share archaeological sites with tourists and the need to protect historical and often fragile sites. The creation and implementation of guidelines to provide direction for the industry would be a solution to the current concerns that many participants have in regard to the use and protection of sensitive archaeological sites.

8. Safety and Security

Participants are unanimous in stating that Canada currently does an effective job of managing safety and security of Arctic waterways. Almost all expedition cruise ships that navigate through the waterways surrounding Nunavut are older research vessels with hulls that have been ice strengthened to cope with the stresses encountered in frozen Arctic waters. With increased popularity of this destination, larger and less secure ships may attempt to navigate these waters, and this will offer a whole new set of challenges for the Canadian Coast Guard with regard to the safety and security of both ships and passengers.

9. Creation of Guidelines Similar to IAATO

Participants expressed a strong need for an organization that would be representative of the cruise ship industry in the Arctic. IAATO guidelines for the Antarctic are seen as an ideal model. Participants of the study would like to see similar guidelines created for Arctic cruise ship tourism.

10. Growing Pains of the Nunavut Government

The territory of Nunavut was created in April 1999 and since then has struggled in its attempt to form an efficient administrative unit. High staff turnover is a major problem affecting all aspects of tourism policy development and implementation. There also

are inconsistencies in the delivery of information and service to cruise ship tourism operators.

11. Surveillance and Enforcement

Nunavut covers an enormous area of land, ice, and water. The large area in combination with a limited number of government vessels makes the task of surveillance and enforcement difficult for the Canadian Coast Guard. Government employees feel that current government operations provide adequate protection for the area. However, some nongovernment stakeholders express concern that the Canadian government may not be as vigilant as desired.

12. Sovereignty Linked to Global Warming

One issue causing concern and speculation amongst the participants of the study is the issue of sovereignty over Canadian Arctic waterways. One participant indicated that the protected areas of Nunavut must be concerned with the, "increased ship traffic and disturbance due to climate change and the perceived opening of the Northwest Passage." With increased of traffic in Canadian waterways, the risk of accidents increases.

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). The increase in traffic combined with sovereignty testing by many nations poses a major policy concern for the existing cruise ship tourism industry.

Recommendations for Cruise Ship Tourism Policy

This research identified several important findings in regard to cruise ship tourism in Nunavut. From these findings, 10 recommendations are offered with the hopes that such recommendations will improve the cruise tourism industry in Nunavut.

1. Creation of a National Cruise Ship Secretariat

The volume of cruise ship activity in the Canadian Arctic is increasing. The considerable complexity in development of policy and implementation of

policy, large number of government agencies, increasing number of cruise ship operators, and increasing public focus on Canadian Arctic issues, lead to demands for coordination. This research found a rising level of concern among all major stakeholders about the current lack of a coordinated approach in Nunavut 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 functions of individual agencies; it would enhance their operation through coordination and shared activities. A pilot project for this position could be started in Nunavut, and then, once it has been established, the Secretariat could disseminate to the rest of Canada the knowledge gained during the pilot project in the Arctic. This body would assist in implementation of many of the other recommendations that follow later in this report.

It is beyond the scope of this article to suggest the appropriate institutional association and home of this new body, nor would it be appropriate to recommend which federal government department should take responsibility for the creation of this position. However, it is evident that Transport Canada has taken a strong lead in the management of cruise ships in and around Nunavut. It is hoped the Government of Canada could offer support in the creation of this new body.

2. Creation of a Position of Cruise Ship Coordinator

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

sponsibility of the coordinator to be the first point of contact for that agency between and among all the other stakeholders in this rapidly emerging area.

3. Social Impact Assessment

There is ongoing concern about social impacts on 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 also is concern that there may be increased negative impacts, such as social emulation by locals of cruise ship passengers.

To monitor these social impact concerns, there needs to be an ongoing social impact assessment undertaken in each of the Arctic communities that receives cruise tourists. This assessment would aid in developing an understanding of the types of impacts that may be occurring in these communities. This assessment would work closely with the development and implementation of protocols for tourist and community interaction.

4. Environmental Impact Monitoring

Given the extensive experience with cruise ship tourism in the Antarctic, it is clear that one of the major travel motives is 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 monitoring should be the shared responsibility of the cruise ship operators, the land managers, and the Nunavut government.

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 developed guidelines for the safe and efficient operation of cruise ships in Arctic waters. Given the existing track record of the orga-

nization and its current level of activity, it is reasonable to conclude that Canada could coordinate its efforts in order to assist and work with the 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. The AECO has existing guidelines and considerable experience in applying these guidelines in European waters. Canadian cruise ship operators should become active members of the AECO. Representatives from Parks Canada, Transport Canada, and one of the authors, Janet Marquez, attended the annual AECO meeting in Oslo, Norway in October of 2005. At that time, the 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 the AECO on future endeavors, it would be wise to include the policies of Environment Canada and Parks Canada in regards to cruise tourism. For example, the Canadian Wildlife Service developed guidelines for visitation to seabird colonies, which could be considered for use by all Canadian Arctic 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 traveling in the regions. Safety procedures for all visitors to parks and protected areas must be addressed and enforced. The AECO could include these safety procedures in their guidelines.

6. Stakeholder Coordination, Committees, and Meetings

There are a small number of key stakeholders in 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; and

11) Canada Customs. Though contact was not made with Inuit community members during this research, Inuit community members, Inuit Associations, and the Inuit Heritage Trust should be considered as key stakeholders as well. It would be desirable if procedures were put into 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 a list of key stakeholders. Once 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 problems. 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 ship 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. However, until a Secretariat is developed, it might be best if cruise ship operators worked together to facilitate its development. This is an opportunity for the private sector to show leadership and commitment as has been achieved in Antarctica with the development of IAATO.

7. Permitting Process

The cruise ship operators express concern about the existing permitting process. They are especially critical of the process used by Nunavut. At present, there are numerous permits required from several departments and many of these permits are lengthy and at times, do not 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.

8. *Land Management*

One of the important issues with cruise ship operation in Nunavut is the relatively low numbers of field staff employed by the 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 low staffing levels.

Given that it is highly desirable for there to be a higher level of field presence in protected areas, it is important to consider alternative approaches to accomplishing this goal. One approach is to increase the number of land staff in national parks and other types of protected areas in the North. At present, current government employees in these areas are struggling to meet the requirements of their jobs and do not have enough manpower to properly manage 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 protected area staff, trained Inuit guides or accredited volunteers accompany cruise ships during their tours. This would ensure that such people are always on hand to deal with policy, monitoring and enforcement responsibilities dealing with cruise ship tourism. It also could provide opportunities for the agencies to undertake wider research and monitoring activities because of their travel throughout the Arctic waters.

9. *Ongoing Data Collection*

This research reveals a critical need for the collection of ongoing data on cruise ship numbers, travel routes, and impacts in Nunavut. For example, there needs to be an annual data collection to identify use levels and trends within the Arctic cruise ship in-

dustry. 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.

10. *Control of Sovereignty in the North*

Members of the Arctic cruise ship industry, who were interviewed during this study, indicated a desire to witness greater involvement from the federal government in the identification of Canadian sovereignty in the North. Departments such as Transport Canada, Foreign Affairs, Fisheries and Oceans, including the Canadian Coast Guard, National Defense, Environment Canada, and Indian and Northern Affairs should continue with their work in trying to bring about a greater emphasis on sovereignty issues in the North. There is the understanding that the Coast Guard has been authorized to exercise a wider security mandate. This mandate may include six icebreakers that have previously operated in Arctic waters during the summer cruise season. There also is a realization that the Department of National Defense has decided to pay more attention to the North. The possible construction of the armed icebreakers can be seen as a positive move towards a stronger defense against uninvited guests. Another display of increased interest in northern affairs is the presence of the armed forces in the North when exercises are conducted. Stakeholders see these types of involvement as positive and continuation is encouraged.

Conclusion and Next Steps

The Arctic cruise ship activity is increasing rapidly, the policy needs are obvious, and the protection of the sensitive Arctic natural environment is paramount. Cruise ship tourism has the potential as a viable industry for Nunavut in general and many remote communities specifically. Canada has an opportunity to move forward, learning from the experience of others while creating a positive and supportive policy and management structure. This research described the current policy environment in

regards to cruise ship tourism in Nunavut as expressed by the major stakeholders in this industry. It also provided a structure for the next stage of cruise ship planning and management in Nunavut. It is important that the consideration of the research recommendations presented in this article should move forward quickly.

There is a need for further study. It would be worthwhile to study tourist motivations for travel to Nunavut in order to provide stakeholders and government departments with information needed for the next stage of market planning. It is critical to engage aboriginal people in the whole process of tourism development in the Arctic, so it would be prudent to conduct research on cruise tourism in the Arctic based on aboriginal perspectives. It is important to more fully understand the social impacts that cruise tourism can have on these small communities.

Cruise tourism occurs in four major regions of Canada. The Arctic, the Pacific coast, the Atlantic coast, and Great Lakes regions of Canada all welcome cruise ships to their ports each year and yet very little data has been collected on this activity. Research is needed on the size of the cruise ship activity that occurs in each of these four regions. It is possible that the policy structure and approach developed in this research could be useful in these other Canadian marine regions. Likewise, 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 by cruise tourism industry in Antarctica, many valuable lessons could be taken away from such a study.

It is hoped that the recommendations that have come out of this research are discussed, analyzed, and eventually implemented by the industry and involved government departments. Many people contributed considerable time and effort for this research and it is hoped that these efforts will be honored in the form of worthy debate and consideration.

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