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RENEWABLE RESOURCES PROJECT

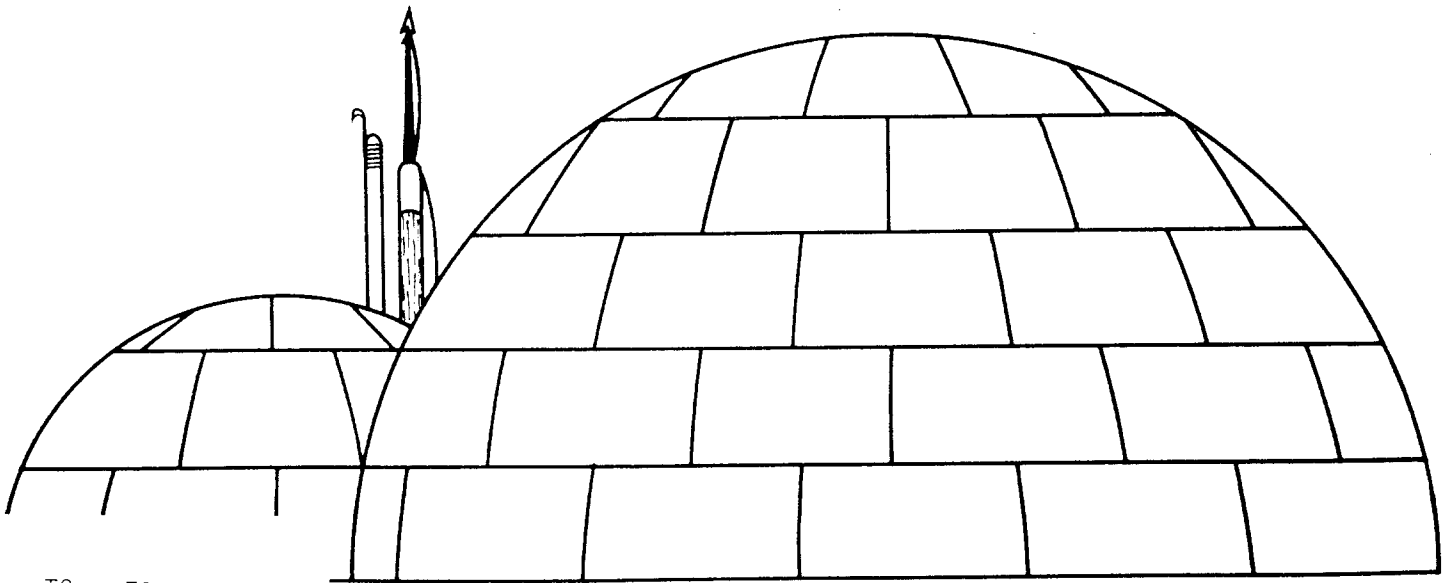
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VOLUME

THE DEVELOPMENT OF TOURISM IN THE CANADIAN NORTH AND IMPLICATIONS FOR THE INUIT

by: RICHARD BUTLER

DEPARTMENT OF TOURISM & PARKS
N.W.T.



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PREFACE

The Renewable Resources Project is one of three research projects conducted by Inuit Tapirisat of Canada as part of its overall land claims research. Along with the Inuit Land Use and Occupancy Project and the Non-Renewable Resources Project, this research was commissioned to assist in the development of a comprehensive land settlement for Inuit lands in the Northwest Territories and Northern Yukon.

The Inuit Land Settlement Proposal, Nunavut, was presented to the Federal Cabinet on February 27, 1976. Readers of these reports are urged to study the Nunavut proposal to gain a full understanding of the Inuit position.

The Renewable Resources Project was under the overall direction of Dr. Gordon Nelson, Dean of Environmental Studies, University of Waterloo. The views expressed in these reports are those of the authors and not necessarily of Inuit Tapirisat of Canada.

RENEWABLE RESOURCES PROJECT REPORTS

- Vol. 1 Exploration, Settlement and Land Use Activities in Northern
Canada : Historical Review, Robert C. Scace.
- Vol. 2 Canadian Arctic Renewable Resource Mapping Project, Boreal
Institute for Northern Studies.
- Vol. 3 Historical Statistics Approximating Fur, Fish and Game
Harvests within Inuit Lands of the N.W.T. and Yukon 1915-1974,
Peter J. Usher.
- Vol. 4 Socio-economic Evaluation of Inuit Livelihood and Natural
Resource Utilization in the Tundra of the N.W.T., D. DePape,
W. Phillips, A. Cooke.
- Vol. 5 Biophysical Impacts of Arctic Hydroelectric Developments,
Richard J. Turkheim.
- Vol. 6 Environmental Impacts of Arctic Oil and Gas Development,
Si Brown.
- Vol. 7 The Impact of Mining on the Arctic Biological and Physical
Environment, Philip Van Diepen.
- Vol. 8 The Socio-Economic Impact of Non-Renewable Resource Develop-
ment on the Inuit of Northern Canada, Donald Mann.
- Vol. 9 The Development of Tourism in the Canadian North and Implic-
ations for the Inuit, Richard Butler.
- Vol.10 Potential Inuit Benefits from Commercial and Sports Use of
Arctic Renewable Resources, Fred Friesen.
- Vol.11 Summary and Recommendations, J. G. Nelson.

THE DEVELOPMENT OF TOURISM IN THE CANADIAN
NORTH AND IMPLICATIONS FOR THE INUIT
WITH SUPPLEMENTARY TEXT

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April, 1975.

PREFACE

The objective of this report is to identify the salient characteristics of the tourist industry in the Canadian north at the present time, and the shape of future developments and patterns. Particular attention is given to the potential attractions and limitations of the area examined, with respect to the development of tourism. The overall aim of the report is to place tourism in the context of the Canadian north with particular respect to the Inuit, and traditional Inuit activities. The concluding sections of the report discuss the possible involvement of the Inuit in the tourist industry, and the implications of such involvement in the form of probable impacts on traditional activities.

The question of the overall desirability of tourist development in Inuit areas is not discussed, although some indications of costs and benefits resulting from such development have been indicated. This question was left unanswered because it can only be resolved by the Inuit themselves, within the context of their overall goals and aspirations, and the options available to them.

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TOURISM IN THE CANADIAN NORTH

Introduction

The Canadian High Arctic region discussed in this study represents one of the large expanses of the world over which man has had relatively little visual impact. As such, it has very great potential for tourism, for as the world pleasure traveller explores the corners of the world, he increasingly is turning his attention and interest to these unique and relatively inaccessible areas which truly represent a change of environment. This trend has seen steady extension particularly in the post war years, until today relatively few areas have not been visited by some form of tourist.

Considerable development of tourism has already taken place in the study area in the last decade, and there is no evidence to suggest that this trend will decrease. Indeed, all the signs indicate that the desire among tourists to visit the Canadian north will continue to increase in the future, as urban man becomes increasingly desirous of experiencing a complete change of scene on his vacation. While the current level of tourism in the area is not high, and while it is likely for the reasons discussed in this report that it will never become comparable in scale to the level of tourism in other parts of North America, a consideration of tourism in any examination of the potential development of the north is essential.

The tourist industry is not the universal panacea it has sometimes been claimed to be. In its various forms it makes specific and sometimes heavy demands on the resource bases, including the local population of an area. The potential future development of tourism in the Canadian north therefore needs a close examination before the nature

and degree of desirable development can be determined. Of crucial importance to such an examination is a consideration of the implications of tourist development for the native peoples of the area, and their response to the alternative forms of development which may be proposed. It would clearly be an unacceptable premise to allow development of the tourist industry and its associated infrastructure to continue on the assumption that any benefits accruing to the Inuit would outweigh the costs involved. It is beyond the scope of this study to discuss the desirability of the Inuit peoples becoming further involved in tourism. Such decisions can only be taken by the Inuit themselves following an examination of the possible lines of development of the tourist industry and the suggested implications which each direction and level of involvement would mean for them.

The emphasis in this study is upon identifying the general characteristics of potential tourist development in the Canadian north, and noting the probable implications for Inuit involvement at different scales. The report contains a brief examination of the present character of the tourist industry in the area, and the general potential of the area in a wider context. Attention is paid to a discussion of the attractions of the area to tourists, with a view to identifying general attractiveness characteristics and the demands and impacts which they make on the physical and human environments. A similar discussion occurs with respect to the problems encountered, or likely to be encountered, in the development of tourism in this area, and the limitations which these problems place on future development.

The perceptions and expectations of tourists are of course crucial to the successful development of any tourist industry. In an

attempt to obtain a surrogate measure of such perceptions, a survey was conducted of travel agents in North America, in order to obtain their views on the Canadian north as a tourist destination. Strong agreement in the responses supported many of the assumptions made by the research group concerning the image of the Canadian north to potential visitors, and the problems to be overcome.

Approaches to the development of tourism in other parts of the Arctic were briefly examined, in order to comment on the feasibility and to some extent the desirability of encouraging such developments in the Canadian north. Examples of such developments in Alaska, Greenland, Iceland and Scandinavia were noted, and are discussed to a limited degree in the context of their applicability in the Canadian situation.

The implications of the different possible types of tourist development to the Inuit are discussed in the framework of a matrix noting the character of the impacts and demands on local people implied by the different possible types of tourism. It is of critical importance to bear in mind that tourism is only one of a number of existing and possible activities in the Canadian north, and it is not desirable nor practical to examine this activity in isolation. While other projects within the overall Renewable Resources Project discuss this point in more detail, it is also considered in this section to a limited extent. Many of the resources of the area used in other activities are also tourist resources, and thus tourism in some forms can be regarded as being in very direct competition with other forms of land use, both traditional and non-traditional.

Although some conclusions and a commentary are made in the final

section of this report, they should be regarded more as suggested alternatives rather than recommendations. There are so many unknown variables in the development of tourism in this area, the major ones of which are the desires and expectations of the Inuit, that it would be presumptuous to attempt to note any definitive statements or relative benefits and costs.

Tourist Motivation and the Canadian North

The area of motivation with respect to recreation travel is still a relatively unknown field of study. While a considerable amount is known about the general desires which people have in seeking recreation, and which, through recreation activity they are trying to fulfill, there is a great deal more to be discovered with respect to explaining the way people behave on vacation, and more importantly perhaps with respect to the Canadian north, precisely why they choose to visit certain areas.

In general however, there is little doubt that one of the major, if not the major motivating force behind tourist travel, is the search for a different experience. As one study has put it,

"The traveller to another land is looking for a change . . . he is looking for differences, albeit comfortable ones."

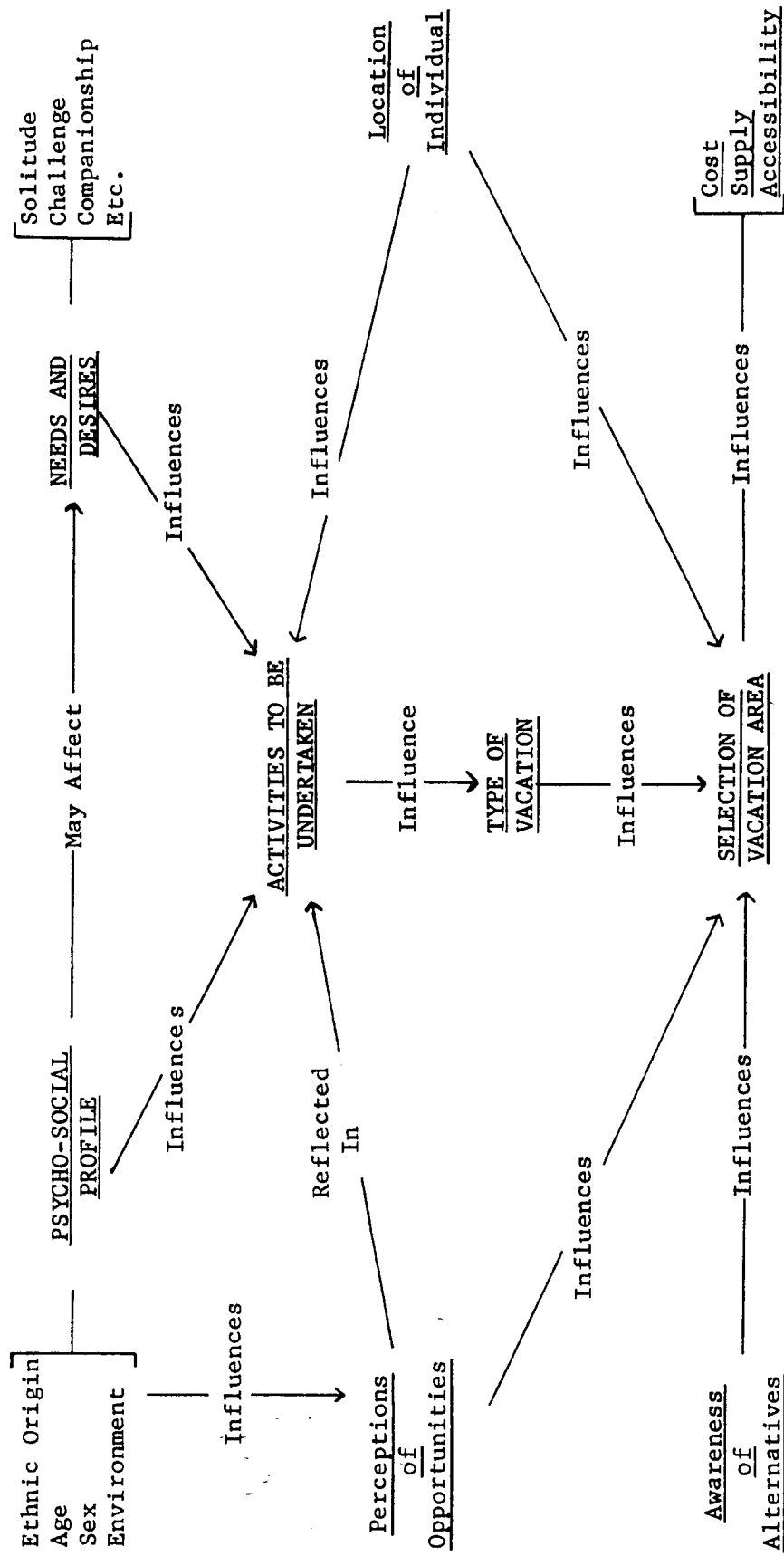
(Institute for Analytical Research, 1969.)

If the traveller were able to experience everything that he experiences on a vacation in his everyday existence, he would have little desire to travel. Similarly if all places were identical, much of the stimulus to visit other areas would be removed. (Wolfe, 1966.) While the desire for something different may be of great importance in motivating a person to undertake a specific vacation, the character of that vacation,

including its destination, is often determined by the specific activities to be undertaken. In turn the activities themselves are determined by two major factors, the desires and needs to be fulfilled, and the psycho-social profile of the individual.

This process is illustrated in Figure 1. The psycho-social profile of the individual can be expected to influence his needs and desires, and hence both directly and indirectly determine the recreational activities he will select to engage in. This choice will also be influenced by the individual's awareness level with respect to recreational opportunities. The choice of activities, will to a considerable degree influence the type of vacation chosen, (active or passive, winter or summer, solitary or gregarious etc.), and this in turn will influence the selection of the vacation area. This selection will also be influenced by the awareness of opportunities, and by other factors such as the market supply of alternatives, the individuals' economic profile, and external influences such as natural calamities and political unrest.

The more specific the needs and desires, the fewer can be expected to be the acceptable range of alternative vacation areas. To an individual with a strong desire for quiet, unspoilt natural areas, distant from man's influence, the choice is rapidly diminishing, almost it would seem, at the same time as such desires are increasing. Thus this situation is dynamic, and activities and areas once not perceived of, are now becoming popular. Similarly, some activities and areas are declining in popularity, as discussed later. In the short term also, an individual's needs and desires may change considerably, and what would be a satisfying vacation in one year would be acceptable another time. Such short term fluctuations however, are not of great significance in the



SUGGESTED VACATION AREA SELECTION PROCESS

FIGURE 1

context of the area under consideration.

It is necessary to consider briefly the needs and desires which have been identified in the context of outdoor recreation and vacation travel, and the implications which can be drawn with respect to the development of tourism in the Canadian north. These basic needs and desires include exercise, healthful environment, esteem and prestige, esthetic enjoyment, understanding, freedom of choice and early traditions, self-reliance, change, solitude, companionship, new companionship and co-operative endeavour. (Wagar, 1964.) To these perhaps should be added, risk and self-improvement. It is not appropriate here to enter into a discussion of the definitions of each of these terms, but some examples may suffice. A desire and need for solitude, for a healthful environment experience, for self-reliance, for challenge and risk, for change, for exercise and for esteem may be satisfied by a white water wilderness canoe trip along a river such as the Coppermine. Conversely, a need for new companionship, for self-improvement, education, and for a healthful environment experience could be fulfilled by participation in an organized natural history tour in the Canadian north.

In Figure 2 an attempt is made to indicate some of the ways in which the Canadian north, as a tourist destination, would be able to fulfill various needs and desires of potential tourists. While it will be clearly seen that the area has the potential to fulfill all of these needs through a range of possible activities, such does not allow the conclusion that development of tourism in the area will necessarily be successful. The perceptions which the potential visitor has of the area, combined with such factors as the ease of accessibility, the cost involved

RELATIONSHIPS OF NEEDS AND DESIRES TO SELECTED NORTHERN OUTDOOR
RECREATION ACTIVITIES

Selected Outdoor Recreation Activities

<u>Needs and Desires</u>	<u>Canoeing</u>	<u>Climbing</u>	<u>Natural History Tour</u>	<u>Hunting</u>	<u>Back Packing</u>	<u>Sight Seeing</u>
Exercise	x	x		x	x	
Healthful Environ.	x	x	x	x	x	x
Esteem & Prestige	x	x	x	x		
Esthetic Enjoyment	x	x	x	x	x	x
Understanding			x			x
Freedom of Choice		x			x	
Early Tradition	x			x	x	
Self Reliance	x	x			x	
Change	x	x	x	x	x	x
Solitude	x	x			x	
Companionship		x	x			x
New Companionship			x			x
Cooperative Endeavour		x				
Risk	x	x		x		
Self Improvement			x			x

x Indicates the need/desire can be fulfilled by the activity.

FIGURE 2

and the opportunities offered compared to alternative areas, are major determinants in the final decision making process of the selection of the vacation destination.

Although an area such as the Canadian north may be well capable of fulfilling the needs and desires of many potential tourists, the tourists may never seriously consider the area because of opinions and attitudes which they hold concerning its characteristics and general image. It was felt that these perceptions and attitudes should be considered, albeit briefly, and at best by surrogate methods, to determine the potential of the area to the North American tourist. It should be acknowledged that in a time when tourism is a world-wide phenomenon the ignoring of the Japanese and European markets is possibly a serious limitation on the study. However, it was clearly impossible within the constraints of this study to attempt such a task in even a superficial way, and as the vast majority of visitors to the Canadian north are currently from Canada and the United States, it was not felt to be a serious problem at the present time.

The Development of Tourism

The dynamic nature of tourism and recreation has been noted by several researchers, (Christaller, 1963, Wolfe, 1966, Plog, 1972), and the implications from such studies are relatively in agreement. Areas which appear attractive to tourists, and which are subsequently developed as destination areas proceed through a recognizable developmental process or cycle.

The pattern has been suggested to be one of slow initial growth as the area is explored and "found" by tourists, followed by a rapid and sustained period of development and consolidation. Various parameters such as physical size of the area, ecological and perceptive capacities, and competition from alternative areas gradually cause a levelling off of growth, and eventually result in stagnation, and probably subsequent decline. Evidence of such a process can be clearly seen in the case of some European and north eastern American resort areas.

Plog (1972) has suggested that the rise and decline in popularity of tourist areas is a result more of changes in the characteristics of the visitor population and hence the size of the potential market, than as a result of changes in the area itself. These two ideas are not necessarily in opposition, in that one may conjecture changes in resort areas coming about because of changes in clientele, as well as changes in clientele because of changes in the resort area.

In general there is agreement however, that tourists and tourist entrepreneurs are constantly searching for new areas to visit and to develop. The spread of tourism around the Mediterranean, from original development in France, to Spain, Italy, Yugoslavia, Greece to

the Middle East and North Africa is one example of the extension of tourism. The process of development in the Caribbean, and in the Pacific are others. Attention has also been paid to other, less accessible and wilder areas. The Scandinavian north, the jungles of Africa and Latin America, and even the coastal areas of Antarctica have been subjected to the visitation of tourists in recent years. It is reasonable and logical, therefore, to regard the Canadian north as a potentially suitable area for tourist development in the near future. Indeed, visitation has already begun, albeit on a limited basis in some areas, and limited development of the necessary infrastructure has taken place.

For the reasons discussed in a later section of this report, it is extremely unrealistic to assume that the Canadian north will ever achieve the level of development visible in some areas of the world. Indeed, it would almost certainly be extremely undesirable should such a situation ever come out, from both human and environmental concerns. However, it is likely that the Canadian north will fall within the very general pattern of development outlined earlier, and that the process of such development will also follow to some degree, the cycle suggested.

If such assumptions are accepted however, and planned for, then it should prove possible to maintain some control over the process and direct it along the desired path, rather than allow it to run its normal course. It should, therefore, be feasible to limit development, and hence the impacts of tourism; if this is desired, and to prolong, for a very considerable period of time, the initial stages of the cycle, and postpone almost indefinitely the latter stages. In the case of the Canadian north, certain problems and constraints discussed below may

make such limitations essential.

In general however, it is reasonable to assume that if only because it has not been a popular tourist destination earlier, the Canadian north will become viewed increasingly as such a potential destination. It is necessary therefore to identify those characteristics of this area which might be viewed as attractive to the potential visitor, and those which may act as deterrents to potential visitors. Such an identification and analysis, coupled with an examination of the present characteristics of tourism in the area, will make it possible to assess the potential of the area for tourist development, and the possible impacts of that development.

The Tourist Attractivity¹ of the Canadian North

In any study of the question of tourist attractivity, unless the tourists themselves are interviewed, the elements identified and the relative degree of attractivity assigned to an area have to be based on assumptions made by the observer. Any such comments are of necessity coloured by his perceptions and experiences, and in the absence of any field research, almost inevitably include the use of other opinions and comparisons with other areas. Such is certainly the case in this discussion of the tourist attractivity of the Canadian north. It is entirely possible that certain characteristics of the area which may prove attractive to some visitors may be overlooked, and almost certain that some factors identified will be unattractive to both actual and potential visitors.

¹ The phrase "tourist attractivity" is used to describe the innate appeal of the area under discussion to potential visitors, as conditions exist at the present time.

It is not expected that all characteristics noted in this section will be perceived as attractive by all visitors, or even that all visitors will be aware of all the attractions of the area.

As discussed in an earlier section of the report, the image which an individual has of an area and its potential as a tourist destination is shaped by a range of factors, including his personal background, needs and desires. It is clear from the present pattern of tourism in the area that the Canadian north has an attractive image to at least a limited number of people, and that given increased awareness, perhaps through publicity, the area could be viewed as an attractive tourist destination by a much greater number. The purpose of this section is to identify those factors which combine to form an attractive image in people's minds, and this to a large degree, involves identifying those factors which could satisfy the needs and desire of potential visitors, as discussed earlier. For the purposes of discussion, the factors have been subdivided into general groupings of physical, cultural and psychological.

Physical Aspects of Tourist Attractivity

a) Location

Although location may also be viewed as a strong negative factor to attractivity, or a deterrent to visitation, it is very much one of the important aspects of the area's potential for tourism. To Canadians particularly, and Americans¹ to a lesser extent, the "north" has always

1

The American frontier has traditionally been westwards. However, in recreation terms, Canada is often expressed as the "north" and has a strong wilderness, remote image. (Institute for Analytical Research, 1969, p. 15.)

represented the unknown, undeveloped frontier, particularly in the recreation sense. The location of most major Canadian cities in the south has meant a traditional movement north (in a few cases, eg. Calgary, west or east,) and very rarely south for recreation and tourism. The cottage areas for example, of major centres such as Montreal, Vancouver, and particularly Toronto are northwards, and major wilderness recreation, hunting and fishing areas are also to the north. As a tourist destination, particularly one associated with extensive forms of recreation in a natural environment, the study area benefits from its general location, and because it is the "true north", may also be viewed in a more abstract way, as representing the ultimate in the wilderness, extensive recreation experience, as well as being emotionally linked with all Canadians.

The locational appeal however, is also more specific than this. The Canadian north includes the magnetic North Pole and extends to the North Pole, the "roof of the world." As such it has great appeal on unique grounds, as is discussed in a later section.

b) Physiography

The physical characteristics of the Canadian north also serve to make this area unique, both in the North American context and on a global scale. The extreme climate, the glaciers and pack ice, and the geological influences all combine to produce a landscape of distinctive character. Although lacking some of the more conventional scenic grandeur of Cordilleran Range in the south west of Northwest Territories, this area compensates by having a truly singular combination of characteristics. To those tourists in search of a different environment such a situation is of great importance. There are after all only two polar

areas in the world, quite different from each other, and through a combination of location, politics and settlement, the Canadian north is probably the best known part of either area. To many people, the image of the Canadian north is the same image they have of the Arctic in general.

Certain aspects of the physiography are of crucial importance to specific activities. While the general tourist is travelling to see the landscape in general, and particularly those unusual or impressive characteristics of an area, other recreationists need specific combinations of physical features. This is the case for at least two activities currently pursued in the area, rock-climbing/mountaineering, and canoeing. The majority of climbing is at present carried out on Baffin Island, where the relief and rock is particularly suitable. While other possible areas exist, they are in general less suitable and present greater access problems.

The other activity, canoeing, has much greater potential for expansion and development. Several of the major rivers of the area, including particularly the Coppermine, and also the Thelon and the Mackenzie, are particularly suited for this wilderness activity, which is growing rapidly in popularity. Swift rivers, offering a variety of challenges to the canoeists, particularly those flowing through impressive scenery, are becoming major tourist attractions.

The ice forms, although perhaps of limited appeal when compared directly to a mountain range such as the Rockies, are in themselves, because of their scale and dominance in some areas, also major attractions. The combination of ice forms, including ice-bergs, with the general landscape particularly in the eastern arctic, are most impressive. While it

may be argued that most Canadians experience enough snow and ice in the south to satisfy their needs, the fact remains that the majority of Canadians, and vast majority of Americans, have never seen snow and ice formations on such a scale as in the High Arctic. Associated with the effects of ice are the pingos of the Mackenzie Delta, the unique conical landforms found only in this region, and distinctive enough to cause the area to be under consideration for creation as a National Park.

The landscape as a whole is therefore any important factor in the consideration of attractivity, and represents much more than simply a backdrop to other elements. It is not possible to separate many of these other elements from the landscape in which they are found, and for enjoyment of which the landscape provides a positive stage.

c) Vegetation

The vegetation of the Canadian north, except in a few very specific areas at very limited time, cannot be considered an attractive characteristic of the area. The only exception may be a botanist on a natural history tour. The absence of vegetation, or vegetation in the forms most familiar to the vast majority of visitors, may however be viewed as an attractive feature in the context of the landscape as a whole.

d) Wildlife

There can be little doubt that one of the major attractions of the Canadian north is the wildlife found in the area. The wildlife resource can be discussed from two aspects, the attraction which it presents to consumptive forms of recreation, i.e. hunting and fishing, and

the appeal to non-consumptive forms of tourism such as natural history tours and general sightseeing. The area is of course noteworthy both for the variety and numbers of species recorded there, and particularly because several of them are unique to the area, or rare elsewhere in the world. Among the major species of note are the musk-ox, Grizzly Bear, Polar Bear, and caribou of the non-marine mammals, and walrus, narwhal, beluga and bowhead whales, and ringed, harp and bearded seals of the marine mammals. In addition, the area is a major breeding ground for many species of birds, in themselves a considerable tourist attraction, including some 95% of the world's population of Ross's Goose, (Baker, 1973, p.154), at least five other goose species, extremely large numbers of sea birds, and the endangered Peregrine and Gyrfalcons. In all, almost 40,000 square miles of the Northwest Territories are included in thirteen federal Migratory Bird Sanctuaries.

As with the other elements of the area's attractiveness, the wildlife is not distributed evenly throughout the area, and the major areas as identified by Baker (1973) and others will be discussed later. It is important to note here however, that the existence of the wildlife as a tourist attraction can create problems in terms of the possible incompatibility of even the non-consumptive forms of tourism with both the safety of breeding populations, and traditional native consumptive activities. This problem is also discussed at more length later in this report. The consumptive tourist activities of hunting and fishing are not discussed in any detail in this report, as they are covered elsewhere, (Friesen, 1975). However, the problems of incompatibility between consumptive tourist use of the wildlife resource and both non-consumptive tourist use and traditional native consumptive use have to

be recognized.

The wildlife resource of the area is clearly therefore a major attraction to most tourists, and undoubtedly one of the best known aspects of the area in general. It is particularly sensitive to some potential problems resulting from the development of tourism, and therefore needs particular emphasis placed on an examination of its role in the future development of tourism.

Cultural Aspects of Tourist Attractivity

The cultural aspect of attractivity, or the human resource of the area falls into four closely related sections.

a) History

The Canadian north is still a frontier area in Caucasian terms, and its exploration and "development" of particular interest to many visitors. Of more historical significance are the numbers of archaeological sites, dating back up to 10,000 years, and located in concentrations in various regions of the area. At the present time relatively little has been done to preserve or develop these sites, and they represent a relatively minor tourist attraction at the present time. In order to preserve some of these sites without deterioration of their cultural and possibly spiritual value, development may not be possible to any degree.

The more recent past of the area, its association with early explorers, and the search for the North West Passage are possible historical themes which have some real, and some potential attraction for tourists.

b) Native Peoples

The Inuit themselves undoubtedly represent what is probably the major tourist attraction of the north. To many visitors the north is synonymous with the Eskimo, and the area is regarded rightly as the home of the Inuit. Tourist images and perceptions may not be any more accurate in the case of the north than they are of other regions, and some visitors and potential visitors may well expect to find all Inuit living in igloos and operating dog-teams, just as some tourists expect to see all Scotsmen wearing kilts and playing bagpipes. However, there would appear to be very strong association between the north and the Inuit in the minds of many tourists.

The manner in which this attraction can be maintained without impingement upon the dignity and lifestyle of the Inuit is a major problem, and is discussed in more detail later. While the Inuit are not a major attraction to specific groups of tourists, eg canoeists, they are of critical importance with respect to the consumptive forms of tourism in most cases, and to general tourists to the area also.

c) Activities

To date the traditional activities of the area, with the exception of hunting and fishing, have not become major tourist attractions, although their potential has been recognized and exploited in limited ways, eg. tours to participate in and view whale hunts. In other northern areas, as discussed later, involvement of the tourists in traditional activities has been very successful. To date a few festivals and games are organized in some centres and do attract some visitors but much more potential exists.

d) Arts and Crafts

The comparatively recent boom in popularity for Eskimo art in various forms has made the availability of souvenirs in the form of Inuit produced goods an important tourist attraction. As in common throughout tourist areas, visitors often desire to return home with some tangible evidence of having visited a particular place. As Baker (1973, p. 134) has indicated, the widespread marketing of Inuit products in the south has reduced the unique effect of buying only in the area of production, although the increased publicity may make visitors more aware of the possibilities for purchases. A combination of not only being able to purchase items but also to witness their production would be a particularly great attraction to tourists.

Psychological Aspects of Tourist Attractivity

An area may appeal to a tourist because it fulfills certain needs and desires, not in terms of opportunities for activities in which he can participate, but at a more personal and less tangible level. The attractivity of the Canadian north is increased by its remoteness, its appearance of being almost untouched by man, its frontier image, and by its uniqueness.

a) Wilderness Image

Increasingly more people appear to have a desire to separate themselves from the developed urban society in which they live and work, at least for a period of time. Many people are spending vacations in "wilderness" areas, large areas, relatively remote from urban centres, with little obvious evidence of man's impact on the environment, and

often with few facilities. The Canadian north represents a major "wilderness" area in this sense, and therefore has considerable attraction to people wishing to "get away from it all." This is an image which can be quickly changed, and obviously requires careful planning to ensure its preservation.

b) Uniqueness-Snob Appeal

The tourist industry, as many activities, is becoming increasingly image conscious. Certain areas become highly desirable and socially acceptable for a number of reasons. These include cost, difficulty of access, requirement of special skills, uniqueness or restrictions on numbers of visitors allowed. While relatively few tourists may choose their vacation destinations purely on the basis of being able to impress friends on their return home, many people prefer to travel to a relatively new area, or an area not visited by hordes of other people. In many respects the Canadian north fits this particular image, it is psychologically and physically remote, and little visited, it is truly unique and very different from other destinations, requires some level of knowledge and physical fitness to enjoy all its attractions, and is relatively expensive. While many of these factors are also deterrents to large numbers of visitors, to the type of visitor being discussed, the exclusiveness of the region is a major positive feature.

c) Excitement and Risk

Although most tourist areas downplay the existence of any risk or challenge, in certain cases these factors make an area more attractive. This has already been mentioned in the example of white-water canoeing, and is also true of climbing, of hunting, and in some circumstances

even travel and observation of wildlife in the north. Certainly the sight of a polar bear at close quarters, or a whale seen from a small boat is likely to produce a greater degree of excitement in most people than sunbathing on a beach. That is not to claim that all tourists would desire or appreciate the excitement, but it exists as an attraction for this area that is lacking in other tourist areas.

Conclusions

The aspects of the attractiveness of the Canadian north for tourism have been discussed in order to identify positive aspects of the area, and problems associated with those characteristics with respect to tourist development. Several of these factors may also be viewed as deterrents to tourist development, and will be examined in the following section which examines the disadvantages the area has with respect to the development of tourism, and problems to be overcome. The discussion of this part of the report is to lay a base from which to discuss the nature and characteristics of possible future developments in tourism in the north, and the implications of such developments for the Inuit.

Limitations and Problems Associated with Tourist Development in the Canadian North

The problems associated with the development of tourism in the Canadian north are numerous, and in some instances severe. In a number of cases they are the same factors which act as attractions to tourists, and thus in overcoming and removing the problems, developers face the problem of also removing the attractions. This type of situation is not uncommon with respect to the tourist industry, but is particularly acute in the area under consideration because of the way many factors are closely inter-related. The limitations and problems discussed below clearly do not apply to all aspects of tourism or to all parts of the Canadian north, but are factors to be considered at a general level when discussing the potential of the area for development for tourism. They are subdivided for the purposes of discussion into those factors related to the area itself and its population, those related to the tourist infrastructure, and those related to the market, or tourists themselves.

Local Limitations and Problems

1) Length of Season and Climate

While it is not unconceivable that tourism could be developed successfully in the winter in the Canadian north, the summer season is traditionally regarded as the tourist season, except in those areas. The summer season in the Canadian north is extremely short, ranging from 78 days at Frobisher Bay to 44 days at Resolute, and even less further north, (Baker, 1973, p. 78). Even when autumn freeze-up and spring break-up are included the periods are only extended to 143 and 89 days respectively.

This short length of season imposes three major constraints on the tourist industry. One is that it makes it extremely difficult, if not impossible for any one to obtain a satisfactory economic return on an investment, unless unrealistically high prices are charged even with usage of facilities to capacity. A second constraint is that unless extremely large facilities or a large number of facilities are developed, actual numbers of tourists over a season will be small, and hence economic returns small. The third problem is that the very short season may not coincide with the optimum time for some forms of tourist activity, eg. observation of wildlife, or participation in certain activities. Certain aspects of the seasonal characteristics of the area are of course attractive to tourists, noticeably the long hours of daylight in the summer, and perhaps of limited novelty appeal is the lack of sun in the winter. However, for the most part this seasonal aspect is a limitation, particularly with respect to the relative lack of daylight in the "shoulder" seasons.

The climate of the area in many respects is the major limitation and problem associated with tourist development. The climatic image of the north is far from positive in the commercial industry of tourism. To most Canadians, the majority of the present visitors, the climate is generally less attractive than the climate of their origin area, and reminiscent at times even in the summer, of the winter they are probably glad to have behind them. The arctic climate makes certain additional clothing requirements essential, some of which the visitor may not possess, which may represent an added expense, or discomfort and reduction of enjoyment.

An equally serious problem posed by the climate is the unreliability

of the day to day weather. The advent of fog, a reasonably common feature in the coastal areas of the north in the summer, can effectively halt most tourist activities, and prevent access into and out of the area, as well as within the area. Programmes and schedules have to be made flexible therefore, and visitors may have to accept delays in transportation of up to several days as a reasonably common occurrence. Such a situation may be unattractive to a potential visitor to the area, and poses considerable problems to those involved in the industry with respect to alternative arrangements and emergency procedures in case of serious problems arising from inclement weather and travel restrictions.

The possibility of extending the tourist season into the winter is discussed later in this report, but the severe nature of the combined effects of low temperatures and wind make many activities clearly impossible, and others unlikely for the average tourist.

2) Cultural Difficulties

The tourist industry is particularly sensitive to management and labour difficulties, in the main because it is essentially a service industry, and visitor-employee contact is usually very high. Most tourists are particularly demanding with respect to accommodation and eating facilities, and the level of comfort and service they offer. To achieve a high level is not easy, and requires skilled management and labour. As in many areas which do not have a tradition of tourists development, and a well established tourist industry, the local labour force in the Canadian north has difficulties adapting to the desires and needs of the tourist industry. As the tourist industry is labour intensive this is a major problem with respect to future development.

The cultural background and lifestyle of the Inuit are such that the transition from the traditional life style to one of employee in a service industry is not easily made. It has been suggested (Prattis, 1974) that the most suitable scale for Inuit involvement is small, and that an employer-employee relationship should be avoided if possible. Such a situation would be difficult to envisage in any large scale tourist development, particularly where outside capital was involved. Given the cost of inclusive tours and even air fares to the north, it is unrealistic to expect tourists to visit the area and depend on unreliable service while in the area. This is not to imply that all Inuit peoples are unsuitable for employment and involvement in the tourist industry, some are already successfully operating tourist facilities, but the problem is one to be faced in any potentially large development. In many of the existing developments local Inuit labour is currently not employed, and the labour force is comprised primarily of southern Caucasians employed on a seasonal basis.

A second aspect of the cultural problem relates to the disturbance of traditional Inuit activities by the visitors to the area. While this point is discussed in more detail later, it should be noted here as a potential limitation to development. If the disturbance is great enough to result in reaction and perhaps opposition to tourism, then the problem is particularly severe.

3) Environmental Problems

The environmental constraints of the area affect the tourist industry in a number of ways. The ecological sensitivity of much of the area means that great care has to be taken and extra cost allowed

if any developments are to take place which do not cause major ecological degradation. In a wilderness area such as the Canadian north, the attractiveness of the area is quickly diminished if the scars of development are visible. The normal problems of waste disposal, garbage collection and general evidence of tourist visitation become much more critical in the northern context, and may result in very severe limitations being imposed on the scale of tourist development, in order to preserve the wilderness quality of the area.

The environment poses severe limitations on the range of recreational activities which can be pursued in the area, primarily as a result of the climatic aspect discussed earlier, but also because of physiographic and vegetational characteristics in many parts of the north. The level of resource exploitation by consumptive forms of recreation may also be much lower than in other regions because of slower replacement and growth rates of animals and vegetation.

Limitations are imposed on transportation and mobility in many areas during the tourist season because of the ground conditions, particularly during spring and autumn. The unreliability of weather conditions for flying discussed earlier, further handicaps travel in the area. Permanent pack ice is an absolute barrier to boat traffic, and ice bergs and seasonal fluctuations in pack ice distribution make boat travel in partially open water hazardous at times, and uncertain on most occasions.

The wildlife of the Canadian north can also provide some limitations to tourist development from the point of view of danger and risk associated with observing or hunting the various species. While in many cases these dangers may not be great, as Baker indicates

"Northern travel always involves some risks and a degree of caution and judgement backed by experience is necessary. Accidents over a period of time are inevitable . . ." (Baker, 1973, p. 167.)

The presence of such risks, while a possible attraction to some visitors, is more likely to be viewed as a deterrent by other potential tourists.

At a less critical level, but of some significance also is the fact of insect nuisance. Mosquitoes, blackflies and Tabanids are the major problem species, and period of Maximum Combined Nuisance is at the height of the tourist season, in July and early August, (Baker, 1973, p. 149). In the High Arctic this problem does not occur, but in the southern parts of the study area, the nuisance can be severe at the local level in specific areas.

In general therefore, the character of the northern environment is not generally conducive to the tourist industry compared to other areas, although many of the aspects which make it so, also serve as attractions to tourists because of their severity and uniqueness.

4) Land Use Conflicts

A further problem facing the development of tourism in the area is the question of land use conflicts. The possibility of incompatibility of tourism and traditional Inuit activities has been noted. Problems can arise however in situations where non-traditional forms of activity, particularly resource exploitation, occur within areas visited by tourists. Tourism, particularly the wilderness type of tourism experienced in the Canadian north is not compatible with such activities as mining, oil and gas extraction and transportation, lumbering

or hydro electric developments.

The impacts of these activities may be felt in a number of ways with respect to tourism. Visual impact in a wilderness area is one of the major problems, whether it be the sight of a pipeline, mine wastes, evidence of lumbering, or a hydro-dam. Loss of tourist resources is a second problem area, which may be felt by pre-emption of land and water for other activities, restrictions on access and mobility, disturbance or loss of wildlife and vegetation, or modification of water characteristics, eg. quality, depth and rate of flow. Thirdly, general evidence of other, non-traditional forms of land use can be emotionally disturbing to tourists who expect to visit a relatively untouched wilderness area.

Obviously it is not practical or desirable to suggest other, probably economically more valuable activities be curtailed or disrupted because of the incompatibility with tourism. However, the implications of these problems will be seen in the general movement of tourists to other parts of the north away from such developments. It should be acknowledged that to a limited number of tourists an oil-rig, a mine, or a pipeline may prove to be an additional attraction. Such items may be viewed as representative of the development era of the north, and while not aesthetically pleasing, may be regarded as worth seeing. In general however, the future expansion of resource exploitation can be viewed as an increasing problem for tourism in the Canadian north.

Tourist Infrastructure

1) Service Facilities

A major limitation to any development of tourism in the north

is the relative lack of service facilities. In commenting on an analysis of community facilities, Baker comments

"Herein lies the Achilles heel of development. Unless the limitations displayed in this analysis can be overcome, the substantial development of tourism . . . will not be possible." (Baker, 1973, p. 136.)

The above analysis discussed such services as accommodation, eating places, banking facilities, alcohol outlets and entertainment and leisure facilities. The overwhelming impression is of an almost complete absence of accepted tourist facilities in all but a very few centres, and no facilities outside these centres. Visitors to the area are forced, of necessity, therefore, to accept a vacation on which the attractions have to be enjoyed amid the absence of traditional associated facilities.

While such an arrangement can be accepted for tourism at a relatively low level, involving small numbers of enthusiastic visitors, it clearly could not sustain large numbers of visitors on a more casual trip. Such a situation is clearly a very severe limitation on the tourist industry. In 1972, there were only some 1500 beds available in the whole of the Northwest Territories, of which almost 30% was in Yellowknife. In this sense, the capacity of the service facilities is very clearly the absolute capacity of the area for tourist travel. Given the large amount of government and business travel in the area, only 10% of air travel is by tourists, (Government of the Northwest Territories, 1974, p. 24), a significant proportion of accommodation facilities is not available to the tourist because of this competing demand.

The cost of enlarging or establishing additional service facilities in the region is extremely high because of a large number of factors including transportation costs for materials, construction difficulties, and skilled labour costs, while the short season mentioned

earlier reduces the rate of economic return on investment. The lack of facilities at present has meant a freedom to charge any rate for services such as accommodation that the market will withstand, which accounts in part for the high cost of many tours to the area.

2) Transportation Problems

A heavy reliance is placed upon movement of people and goods in the north by air, in fact because of the difficulties of ground level transportation, and in part because of distances involved. The unreliability of service because of weather conditions has been noted. The cost of air service to the region, and more so within it, is extremely high compared to air fares to other tourist destinations. Low passenger loadings, use of smaller, and relatively more costly planes, and a major problem of one way transportation of goods, (northwards) are all contributory factors to the situation. The probabilities of significant reductions in air fares are not high, even on inclusive tours, because operating costs are high to allow a wide profit margin.

Accessibility within the Canadian north varies very widely. Air service is by means of three types of carrier: scheduled regional carriers, bringing in tourists from outside the area, normally by way of Montreal, Winnipeg and Edmonton; scheduled air services between specific centres, linked to the services of the regional carriers; and charter carriers who service almost any point in the area. Costs per mile increase markedly as one moves down the scale of operation, and arrangements take longer to make and are perhaps somewhat less reliable.

The pattern of service is also difficult for a tourist who wishes to travel in an east-west direction in the north, since the

established pattern of regular services is north-south. To travel across the north and see a wide range of area, it is necessary to either retrace one's steps to a regional centre, or to use the more costly and time consuming charter services. The result has been somewhat of an artificial splitting of the tourist potential and market into two sub areas, west and east, based on Inuvik and Frobisher Bay respectively. Improved and increased service, particularly in east-west directions is sorely needed from the tourist point of view.

3) Organization and Publicity

Although information on tourist services, travel arrangements and inclusive tours does exist, a relatively large proportion of travel agents interviewed were ignorant of much of this information. Any enquiries by potential visitors were unserved because of a false image and lack of knowledge. The high cost of publicity and organization make this an extremely serious problem to overcome. In the case of the Territorial Government, costs of major tourist campaigns would be prohibitive, as well as undesirable at the present time, given the lack of facilities noted above. It is clearly extremely difficult however, to attempt to market successfully an individual enterprise, without strong organizational links with related services and facilities. As tourism grows, so does the need for coordination in planning, development and marketing of the complete tourist package. This overall coordination and organization is not present to a sufficient degree to ensure successful major expansion of tourism at the present time.

Market Problems and Limitations

1) Market Size

The existing market for tourism in the Canadian north is extremely limited with respect to its size. The attractions of the area, as discussed earlier, are quite specific and somewhat limited in their general appeal. The limitations and problems discussed in this section further reduce the size of the market.

The facilities, location, cost and environment of the north make a general family-type tourist vacation impractical in the area. The specific attractions also work against such a type of tourism, and the market is therefore restricted to those minority groups interested in these specific attractions, and in participating in the necessarily limited range of activities possible. The market is further reduced by the necessity, for participation in many of the activities, of a reasonable degree of physical fitness and good health. The character and standard of many facilities, where they are present in the area, also make it necessary to further limit the market to visitors who are prepared to forego some of the comforts of other tourist areas.

Given all of these factors, which cumulatively reduce the market to a relatively small segment of the total population, the character of the experiences being offered in the area, (exclusive, low intensity, wilderness,) and the limited facilities serve to impose specific limits on the numbers of visitors who can visit the area at any one time. The potential market, limited though it may be, could not be completely serviced at the present time because of these restrictions however.

2) Market Identification

As yet there has been no clear identification of the market for tourism in the Canadian north. Certain characteristics of users can be noted, such as their average age, income, place of residence, and the activities in which they participate. Before any major developments could occur however, it is necessary for market research and identification to be undertaken, with a view to clarifying the needs and desires of potential visitors, their motivation for wishing to visit the area, and their logistical requirements. Only then can development take place which would be reasonably certain of meeting the approval of the tourists attracted to the area.

Summary

This section has outlined in general terms the major limitations and problems facing tourist development in the study area. It is clear that these limitations are severe ones, and it is difficult to envisage large-scale development of tourism, comparable to examples in southern areas, taking place in the area in the near future. There is little doubt however that tourism will continue to increase, and many of the problems outlined above will become more critical as pressures increase. Major changes in these parameters could of course radically change the situation, an obvious example, discussed in more detail later, would be the completion of an all-weather highway along the Mackenzie River to Inuvik, which would not only change the transportation and accessibility situation in the western Arctic, but also have a major impact on the potential tourist market and range of activities possible. The implications of possible solutions to the problems discussed are outlined in the penultimate section of this report.

Tourism in the Canadian North: Present Situation¹

The purpose of this brief overview of tourism in the Canadian north is to identify the salient characteristics of the industry in order to put the previous sections in context, and to provide a base from which to speculate on the shape of tourism in the future.

1) Dimensions

The tourist industry in the Canadian north is small by almost any standards at the present time, but is clearly growing rapidly. Total visitors to the Northwest Territories in 1973 numbered 22,000, making an expenditure of some \$6 million. (G.O.N.T., 1974, p.3.) Of these visitors, 60% (estimated) arrived by road, and very few of these penetrated into the Tundra region. Of the 40% entering by air (7,823), over half were staying at lodges and outfitters, and some 1,800 were on inclusive tours.

Accurate figures on tourist bednights are difficult to obtain, but tourists spent a little over 37,000 bednights (or 10.5% of the total) in hotels and motels, and an additional 33,000 bednights (100% of the total) in lodges and outfitters in the Territories as a whole. No comparative figures are available for the study area, but the proportion can be expected to be quite small for two main reasons. In the first case, the bulk of the accommodation is the south-west of the Territories, and secondly, the season in the north is shorter than in the south. In 1972, of a total person capacity of 1,438, 74% was in the Mackenzie

1

Most of the information contained in this section of the report is drawn from published reports of the Government of the Northwest Territories.

GROWTH OF TOURISM IN THE NORTHWEST TERRITORIES

1959 - 1973

<u>Year</u>	<u>Number of Tourists</u>	<u>Tourist Expenditures</u>	<u>Number of Tourist Establishments*</u>
1959	600	\$ 350,000	4
1960	1,000	450,000	8
1961	1,300	600,000	10
1962	2,200	850,000	14
1963	3,500	1,000,000	10
1964	5,000	1,300,000	14
1965	6,000	1,500,000	23
1966	6,000	2,000,000	39
1967	6,500	2,100,000	51
1968	9,000	3,190,000	61
1969	12,380	4,112,000	69
1970	20,650	5,163,000	72
1971	17,700	5,536,000	80
1972	20,500	5,800,000	84
1973	22,000	6,000,000	98

Notes: * 1959 to 1964 figures include lodges and outfitters only.
1965 to 1970 figures include lodges, outfitters, hotels
and motels.

Source: Government of the Northwest
Territories, 1974.

TABLE 1

Valley, (only 13% being in the north Mackenzie or Delta Region), 18% in the Arctic Islands, 1% in the Arctic Shore, and 7% in the remainder of Keewatin, (Baker, 1973, p. 112.) These figures allow an approximate figure of a little over 500 as the accommodation capacity of the study area, and include educational hostels as well as more standard forms of tourist accommodation.

Accommodation in hotels and motels increased by 24% in the Territories between 1972 and 1973, but showed an even greater concentration in the west, with 85% being concentrated in Mackenzie District, 8% in Baffin, and 7% in Keewatin/High Arctic. Of the total, Inuvik possessed 17% and Frobisher Bay 7%. (G.O.N.T. 1974, p. 36.)

It is clear therefore, that important though tourist receipts may be in the overall budget of the Northwest Territories, and although numbers of tourists may be quite large compared to total permanent population, the tourist industry is very small indeed compared to other tourist areas. The numbers of tourists entering the Inuit area is much smaller, although of course their impact proportionally may be quite large. Most of the inclusive tours entered the Inuit area, and in some cases operated entirely within the area, (Table 2). The 1832 people involved represented a 20% increase from 1972 totals. The vast majority of them, (94%) were bound for the Mackenzie District, and included cruise tours down the Mackenzie River.

2) Visitor Characteristics

The origins of visitors to the Territories not travelling by road, and therefore possibly travelling into the Inuit area show some interesting variations. The tourists on inclusive tours in 1973 are

INCLUSIVE TOURS IN THE NORTHWEST TERRITORIES, 1973

<u>District</u>	<u>Tours</u>	<u>Persons</u>	Average Length of stay in <u>N.W.T. (Days)</u>	<u>Origin of Tourists</u>		
				<u>Can.</u>	<u>USA</u>	<u>Other</u>
Mackenzie	49	1,721	5.8	1,320	395	6
Keewatin	1	26	1.0	20(1)	6	-
Baffin	4	85	6.0(1)	57	28	-
—	—	—	—	—	—	—
	54	1,832	5.8	1,397	429	6
—	—	—	—	—	—	—

Note (1): Government Research Estimates

Source: Government of the Northwest
Territories, 1974.

TABLE 2

CHARACTERISTICS OF VISITORS TO THE NORTHWEST TERRITORIES, 1973

Number and Origin of Guests

	<u>Lodges and Outfitters</u>		<u>Motels and Hotels</u>	
	<u>Numbers</u>	<u>% Total</u>	<u>Numbers</u>	<u>% Total</u>
N. W. T.	418	12.0	23,525	24.5
Other Canadian	861	24.7	67,147	70.0
U. S. A.	2,140	61.4	4,222	4.4
Overseas	66	1.9	1,088	1.1
Total	3,485	100.0	95,982	100.0

Average Length of Stay Per Guest in Days

<u>Lodges and Outfitters</u>	<u>Motels and Hotels</u>
7	2.2

Types of Guests, (Hotels and Motels only.)

	<u>Numbers</u>	<u>% Total</u>
Business and Government	85,861	89.5
Tourists	10,121	10.5
Total	95,982	100.0

Source: Government of the Northwest
Territories, 1974.

TABLE 3

predominantly Canadian, (76%) and the remainder came from the United States. Of those visiting lodges and outfitters however, 61% were from the United States in 1973, 25% Canadians from outside the Territories, 12% from the Territories, and 2% from overseas. Hotel and motel visitors, (including a majority of non-tourists) showed an overwhelming predominance of Canadians, 95%, of whom 70% were non-Territorial in origin.

Length of stay in lodges/outfitters at 7 days was much longer than in hotels/motels, 2.2 days, while the length of stay on the inclusive tours was almost 6 days. The length of stay factor is of crucial importance of course, in that to a large extent it determines the economic, and probably social, impact of the visitor to the area.

Information on other visitor characteristics is not available from existing visitor surveys of visitors. However some general comments may be made about the characteristics of participants in inclusive tours to the Canadian north, based on interviews and surveys conducted for this study. A general comment is that the tourists are relatively, and in some cases extremely affluent. Tours of up to \$6,000 are operated in the area, and the cheapest tour costs several hundred dollars from Edmonton or Montreal. For visitors from the United States must be added the return air fare to the gateway centre such as Edmonton. A second comment is that a large proportion of the tourists, particularly on the less strenuous tours are retired, or elderly, with a slight dominance of women over men. A third general conclusion that can be drawn is that a relatively high proportion of tourists are, or were, employed in professional occupations, and many have a high level of education.

These comments of course, apply to the tours operated by

commercial agencies. Tours which are organized by specific interest groups, eg. naturalist clubs, may require conditions of eligibility such as membership in the organizing agency, while other tours may be affiliated with educational institutions and have a very different type of individual involved.

3) Transport Patterns

As will be seen from Table 4 , some 10% of the air passengers into the Northwest Territories were tourists. Air passenger traffic increased by 30% in 1973 over the total for 1972, and it would appear that the number of tourists travelling by air increased at an even greater rate, (G.O.NT., 1974, p. 22). Slightly over half of the traffic took place between May 1st and September 30th in 1973.

An indication of the destinations of the passengers and their gateways to the Territories is shown in Table 5 . The overwhelming importance of Edmonton as a gateway is very clear, although it is not possible to say from this data if the pattern shown reflects accurately the pattern of tourist gateways and destinations. There are some 30 centres in the Inuit area which have regular air service, and five centres (Inuvik, Resolute, Cambridge Bay, Rankin Inlet and Frobisher Bay,) which are charter bases. Some 15 settlements do not have regular air service, but almost all settlements can be reached by air at most times during the year.

The pattern of service has been commented on earlier. Three regional carriers serve different regions of the Territories, Nordair the east through Montreal to Frobisher Bay; Transair the central region through Winnipeg and Churchill; and Pacific Western the western region

AIR TRAFFIC TO THE NORTH WEST TERRITORIES IN 1973

<u>Month</u>	<u>Passengers</u>	<u>% Total</u>
January	5,705	7.3
February	4,987	6.4
March	6,169	7.9
April	6,046	7.8
May	6,967	9.0
June	7,998	10.3
July	8,673	11.1
August	9,448	12.1
September	6,974	9.0
October	5,732	7.4
November	4,718	6.1
December	4,464	5.6
Total	77,881	100.0

<u>Purpose of Visit</u>	<u>Passengers</u>	<u>% Total</u>
Business	36,846	47.3
Resident	33,212	42.7
Tourist	7,823	10.0
Total	77,881	100.0

Source: Government of the Northwest
Territories, 1974.

TABLE 4

AIR TRAFFIC TO THE NORTHWEST TERRITORIES IN 1973, ORIGINS
AND DESTINATIONS

<u>Gateway to the N.W.T.</u>	<u>N.W.T. Destinations</u>	<u>Passengers</u>	<u>% Total</u>
Yukon/Ft. Nelson (1)	Inuvik	2,953	
	Others	435	
		3,388	4.4
Edmonton	Fort Smith	4,237	
	Hay River	9,552	
	Yellowknife	20,936	
	Fort Simpson	2,167	
	Norman Wells	3,020	
	Inuvik	12,226	
	Cambridge Bay	1,125	
	Resolute	2,070	
	Others	2,001	
	57,334	73.6	
Churchill	Yellowknife	799	
	Keewatin		
	Communities (2)	6,743	
	Others	2,729	
	10,271	13.2	

Note (1): This gateway includes Fort Nelson, Whitehorse, Mayo, Dawson, Clinton and Old Crow.

Note (2): Those communities served by Transair or Lambair on behalf of Transair.

AIR TRAFFIC TO THE NORTHWEST TERRITORIES IN 1973, ORIGINS

AND DESTINATIONS (CONT'D)

<u>Gateway to the N.W.T.</u>	<u>N.W.T. Destinations</u>	<u>Passengers</u>	<u>% Total</u>
Montreal	Frobisher Bay	5,633	
	Resolute	1,255	

		6,888	8.8
		-----	-----
	GRAND TOTAL	77,881	100.0
		=====	=====

Source: Government of the Northwest
Territories, 1974.

TABLE 5

AIR SERVICE IN THE CANADIAN NORTH

Settlements With Regular Air Service

Resolute Bay*	Lake Harbour
Sachs Harbour	Cape Dorset
Holman	Coral Harbour
Lady Franklin Point	Repulse Bay
Cambridge Bay*	Chesterfield Inlet
Gjoa Haven	Rankin Inlet*
Spence Bay	Whale Cove
Pelby Bay	Eskimo Point
Igloolik	Baker Lake
Hall Beach	Coppermine
Cape Christian	Tuktoyaktuk
Broughton Island	Inuvik*
Cape Dyer	Aklavik
Pangnirtung	Fort McPherson
Frobisher Bay*	Arctic Red River

Settlements Without Regular Air Service

Eureka	Thom Bay
Isachsen	Hope Lake
Mould Bay	Baychimo
Grise Fjord	Bathurst Inlet
Pond Inlet	Contwoyto Lake
Clyde	Pellatt Lake
Arctic Bay	Paulatuk

* Also charter base.

through Edmonton to Yellowknife and Inuvik. Only a few centres such as Yellowknife and Resolute were served by more than one of these carriers in 1973. Over two dozen local airlines operate within the Territories, with most of the operations being on a charter basis.

Within the Inuit area, Inuvik and Frobisher Bay are clearly the major gateways to the region, with Resolute Bay also being important, particularly as it is served by two regional carriers. As was indicated earlier travel in an east-west or west-east direction generally involves the more costly charter services and is thus a handicap to tourist travel.

Land transportation for tourism is of relatively little significance at the present time. The appearance of hovercraft in large numbers in the area could radically change such a situation and the possibility is discussed later in the report. Water transportation for tourists is of two kinds, a tour from Hay River down the Mackenzie, or by private canoe under one's own power. Cruises into the Canadian north are not being offered in 1975, although they may be resumed in other years. Because of ice conditions cruises were confined to the eastern part of the Arctic.

4) Visitor Activities

It is not possible to state with any certainty that all visitor activities in the Canadian north have been identified. Those activities noted below are ones on which some information is available and which have been recorded in the area. Figure 3 is an attempt to indicate the type of activity, some general characteristics of the participants, and primary areas in which the activity is undertaken.

TOURIST ACTIVITIES, CHARACTERISTICS AND PRIMARY LOCATIONS

<u>Activity</u>	<u>General Characteristics</u>	<u>Primary Locations</u>
Hunting	Small groups, isolated, operating from base, week long	Southern fringe
Fishing	Small groups, isolated operating from base, week long	Delta, Arctic Coast
Canoeing	Personal parties, mobile, isolated, two weeks or more	Coppermine, Thelon Rivers
Wilderness Hiking	Personal parties, mobile, isolated, two weeks or more	Arctic Shore, Thelon, Baffin
Climbing	Personal parties, oper- ating from base or mobile isolated two weeks or more	Baffin Island
Marine Cruises	Large groups (80), mobile self contained, visiting centres - four weeks	Eastern waters, Davis Strait, Hudson Bay

<u>Activity</u>	<u>General Characteristics</u>	<u>Primary Locations</u>
River Cruises	Medium groups (120), mobile, self-contained base, one week	Mackenzie River to Delta
Natural History Tour	Medium groups (25), mobile, series of bases at centres, two - three weeks	Archipelago, Delta, Arctic Shore
General Tours	Medium groups (25), mobile, one or more bases at centres, two - three weeks	Delta, Baffin Island
Park Tours	Medium groups (20), one centre, localized area one week	Baffin Island
Business Associated	Individual or tour, centres, maybe mobile, two - three days	Delta, main centres

References to group sizes are included only to give impressions of the general dimensions of parties involved. The term "isolated" is used to indicate the activity normally takes place away from population centres, while "mobile" implies movement within the area generally, in the case of canoeing, along a river, in the case of tours, between bases.

4) Trends

Tourism in the Northwest Territories has shown rapid growth since the first statistics were gathered in 1959, when some 600 tourists were estimated to have visited the area, compared to 22,000 in 1973. The estimated value of tourist expenditure has increased less rapidly, from \$350,000 to slightly over \$6 million during the same period. Accommodation facilities had increased to 33 hotels and motels, 37 lodges and 28 outfitters in 1973 (G.O.N.T., 1974.) There has been evidence of considerable turnover of establishments during this period indicating instability of markets and in some cases, it is likely, poor management of facilities, but clearly the supply and use of facilities has increased consistently since 1959, and rapidly since 1967. The influence of the Northwest Territories Centennial Celebrations in 1970 account for the exceptional increase in that year, which was only surpassed in 1973.

A regional breakdown of these figures is not possible and it is not possible to say if the rate of increase in tourists to the Inuit area is similar to the overall Territorial rate or not. Based on interviews, and related statistics, it would appear likely that the rate of increase in numbers of tourists to the Inuit area is greater than that experienced by the Territories generally, but this cannot be substantiated by actual data.

Summary

This section has discussed the general characteristics of tourism in the Canadian north, the scale of development, and general rate of growth. The next section discusses potential patterns of tourism in the future, followed by an examination of probable impacts such developments could have on the Inuit.

FUTURE PATTERNS OF TOURISM IN THE CANADIAN NORTH

Introduction

The Canadian north is an area in which change has traditionally come slowly. In recent years however, major developments have occurred, with far ranging impacts, resulting in rapid economic, environmental and social change in the area. The tourist industry represents a part of this development, it has had certain impacts and caused certain changes. The industry itself, however, has also been subject to considerable growth and change in the last decade, and it would be illogical not to expect further changes, both in the dimensions and characteristics of the tourist industry in the future. The problem is to foresee those changes and to identify the impacts which they may have, particularly to the Inuit, and the regions in which tourism may develop. This section of the report examines the dimensions and patterns of tourism which may be expected to develop in the future in the study area, and indicates major factors which would radically change the existing situation.

1) Demand for Tourism in the Canadian North

There can be little doubt that demand for the type of tourist experience possible in the Canadian north will continue to grow in the future. Statistics discussed in the previous section indicate a substantial increase in numbers of visitors to the Northwest Territories, particularly from 1967 onwards, reflecting greater interest and awareness in the north as a vacation destination. This trend is likely to continue for a number of reasons. In the first instance, all other factors apart, as the North American population increases, visitation can also be expected to

increase, even if the proportion of the population coming to this area did not change. Given the characteristics and desires of the present visitors however, it is reasonable to assume that this proportion would in fact increase. The general profile of the average tourist drawn in the previous section was of an affluent, well educated mature individual, with an interest in the environment and culture. The trends for North America all clearly show the population becoming increasingly more affluent, better educated, and with gradually increasing proportion of mature and senior members. The present great interest in the environment also suggests an increased interest in wilderness areas such as the Arctic is likely in the future. All of these factors point towards a larger number of potential visitors to the Canadian north.

The influence of these factors is heightened by several other forces, generally acting independently but with the same general effect. Great efforts are being made by the Federal Provincial and Territorial Governments to encourage Canadians to "See Canada First" and to "Get to Know Canada." The results of these efforts, plus attempts to attract non-Canadians to Canada for vacations can be expected to increase the numbers of tourists to the Territories at least. Increasing awareness of Canadian north through media coverage, both in the form of entertainment, and as news, particularly related to development issues, has taken place, and more people are therefore informed of some of the points of interest in the region. The establishment of three National Parks, including one (Baffin Island) within the study area has also drawn considerable attention to the recreational potential of the Canadian north.

Combined with all of these factors, and obviously partly as a result of some of them, significant tourist development has taken place

within the area in the last few years. This has had the major impact of establishing the Canadian north as a tourist destination in the minds of those involved with the tourist industry as well as in the minds of the public.

Given the external trends relating to the population of North America, and the developments in the tourist industry in the area, it is clear that the potential market for tourism is expanding. As existing tourist areas become popular, and eventually over developed and overcrowded, as seems to be the pattern with increasing regularity, the appeal of the north will become proportionally higher. The major problem may then be one of trying to ensure that the attractiveness of the north, discussed earlier, does not diminish because of the impacts of tourism.

2) Future Developments of Facilities

One of the major deterrents to tourism, or limitations to growth is the lack of facilities, as noted previously. If accommodation, food, retail and service facilities are not at least increased, then the increased numbers of potential tourists will not be able to visit the area because of the capacity limitations of the physical plant. In an area such as the Canadian north, where the environment and the local culture are both relatively fragile, and where the experiences offered the tourist are of low intensity, it is unusual that the limiting factor to tourism at present is not the capacity of the environment to withstand use, or of people to withstand numbers of other people but rather the amount of services available.

The Canadian north is in a relatively fortunate geographical location in this respect, in that people are unlikely to travel to the

area without prior planning and reservations because of the distances involved. It is possible that additional transportation capacity may be needed on some air routes into the area, but this is a problem relatively easily over-come in a situation where plants are currently not used to anything approaching capacity.

Undoubtedly some major developments will have to take place with respect to facilities in the relatively near future before any large expansion of tourism can occur. Some limited expansion can occur until present services reach capacity throughout the tourist season, and then by extending the season, but these are relatively short term measures. What would be required is not only an actual increase in number, and perhaps quality, of services, but also a wider distribution of services to allow tourism to expand in a spatial sense. This is particularly true in the eastern Arctic, and settlements such as Frobisher Bay, Pnngnirtung, Resolute Bay and Chesterfield Inlet could undoubtedly receive increased tourist traffic if they had suitable additional facilities.

It is relatively unlikely that private enterprise will provide these facilities without some form of subsidy or assistance. It is also unlikely that the facilities will be provided entirely by the Government. Two alternatives exist, one is the cooperative approach, already successfully used at centres such as Pond Inlet and Bathurst Inlet, and the other is the development of family operated small accommodation facilities, as for example at Pnngnirtung. These points are discussed again in the following section.

The limitations of service facilities do not apply to all types of recreation activities in the area. Those activities such as canoeing,

climbing, and hiking are relatively independent of facilities except for transportation into and out of an area. Cruise parties are also self contained, their facilities travelling with them, and not dependent upon local settlements for anything other than perhaps souvenirs in the form of art and handicrafts. It can be expected therefore that these type of activities will continue irrespective of service facility development.

3) Future Patterns of Transportation

Two major developments could take place in transportation which would have dramatic impacts on tourism in the area. The first is the completion of the Mackenzie Highway into the Delta, and the construction of any other all-weather highways in the study area that were linked to the Mackenzie system. Such a development would allow and encourage vastly greater numbers of tourists into the western Arctic particularly the Delta, and perhaps elsewhere. It is likely that the type of tourist might change also, with younger visitors with children travelling by car into the area. The demand and pressure for additional facilities would then be very great and problems of land use conflict emerge on a large scale.

The second possible development is the widespread utilization of the hovercraft, or some other form of all-weather overland (water and ice) vehicle. Such a development would have tremendous impact on the recreation situation in the area. The probability of environmental and social impact would be high, and the long term effects of such a situation extremely serious. Hovercraft are already in use in the area but in very limited numbers. They have great potential advantages over other

forms of transportation, once developmental problems are solved. They would allow fast direct access at any time of the year, are able to transport goods and passengers, and are not confined to waterways, roads or trails. The probability of wildlife disturbance, and also disturbance to the Inuit is high, and if small recreational machines appear, then the problems associated with the snowmobile in southern Canada could be experienced in the north. Increased use of hovercraft in the area is likely however, and the machine could prove of very considerable benefit in the transportation scene. Its tourist implications are profound but somewhat uncertain.

The development of a railway for transporting oil would not be expected to have any major impact on tourism in the area, and such a development would probably not be used to carry passenger traffic.

Some improvements in air services are likely, but major changes in flight patterns and frequencies are not foreseen. The problem of travelling between the eastern and western Arctic except by charter is likely to still remain. As long as this situation exists, complete Arctic tours are likely to remain few in number and high in cost. The only alternative would be travel by boat, which is relatively unlikely apart from inclusive cruises, all of which occur in the eastern Arctic at the present time, (with the exception of the Mackenzie River cruises from Hay River to Tuktoyaktuk).

Transportation developments could therefore, have major, far reaching impacts on tourism in the Canadian north, and therefore have major implications with respect to impact on the Inuit.

4) Future Patterns of Tourism

At the present time the bulk of tourist travel is to the western Arctic, particularly into the Delta, and to hunting and fishing camps around Great Slave Lake. While these areas are expected to experience increased numbers of visitors in the future, it is felt that the eastern Arctic, and the northern islands will experience a more rapid expansion of tourism, if facilities are provided to meet the demand. This assumption is based on two main premises. The first is that some of the major attractions of the area are located in the east, including Baffin Island National Park, which is relatively assured of some development by the Federal Government. Other areas identified as possible National Parks include the Axel Heiburg - Ellesmere Islands area, the north-west portion of Baffin Island and Bylot Island, the Queen Maude-Coronation Gulf region, including as far south as the Thelon Game Reserve, and the Delta region, particularly including the Tuktoyaktuk Peninsula. Other areas of lower priority include Banks Island and Bathurst Island. All of these areas, except the Delta, would represent major new tourist attractions in areas not as yet heavily visited (on a northern scale) by tourists. The eastern part of the area is also noted for its major involvement in the development of Inuit art and handicrafts, particularly at such settlements as Cape Dorset. The relatively good air service to Frobisher Bay, and to a lesser degree to Resolute Bay makes the eastern Arctic reasonably accessible. In fact, as Baker has indicated, (Baker, 1973, p. 120) the eastern Arctic is in a stronger competitive position than the western Arctic for the large metropolitan markets of North America.

The second main premise is that the western Arctic may become less attractive to the tourist as it becomes more developed, and as the impact of mineral extractive activities increase. Major finds of oil and gas in other parts of the area may also result in a reduction of tourist attractivity in those areas also. At the present time however, the Mackenzie Valley and Delta is experiencing the major effects of mineral exploration and associated developments. This factor may be relatively slow to influence the development of tourism, but is likely to be significant if such incompatible development does take place to a greater degree than at present.

5) Future Tourist Activities

It is difficult to speculate on additional tourist activities which may be developed in the Canadian north, because such development depends very greatly on individual initiative and timing. It is unlikely that any of the current activities will cease in the near future, many of them are relatively new in the area and thus potential has by no means been fully tapped. Depending on the development of service and transportation facilities however, certain activities may become proportionally more popular in the next few years.

If no major developments in facilities take place, then activities which are independent of such facilities can be expected to increase in relative popularity in the area. This would include canoeing, climbing, cruises, and hiking. The basic resources for such activities are in plentiful supply, if in varying quality, in the Canadian north, and access to the selected area and return transportation is the basic service requirement. In the case of those activities related to

tours of various kinds, while the transportation services, for at least a modest increase in numbers, may exist, the accommodation facilities and other services would certainly need expansion. Consumptive activities such as hunting and fishing use not only the basic resources, and transportation, but also accommodation and service facilities at the recreation site. Although the potential exists in the area for considerable expansion of these activities, and a relatively good financial return is possible, the possibility of competition with traditional activities and the requirements of the activities may result in the least expansion taking place in these activities.

Tourism related to business travel is one aspect of the industry which has the potential to increase very greatly in the future. Increasing numbers of business and government people are visiting the Northwest Territories, and the Inuit area, and some are already staying extra periods in the area for recreational purposes. This aspect of tourism could probably be expanded considerably in the future, given the likely increase in the numbers of such business trips. Specific developments would be necessary to induce such visitors to the area to extend their stay, but these have been established successfully in several other areas. In general such offerings are normally in the form of short, 1, 2 or 3 day all inclusive activity tours, commencing and terminating at the same settlement, and generally requiring a small minimum number of participants. Fishing, hunting, and sightseeing tours of such short duration could be established relatively easily in some parts of the area, although some additional services, particularly accommodation may be required. Adequate publicity and organization are prerequisites of any such developments, in order to attract the business traveller who

is already in the area, and to inform potential business travellers of the options available to them.

It is felt that three other general types of new activities could be developed in the area. Two involve major changes in the established pattern of tourism. The one is the development of what may be termed "spectator" tourism, the word spectator being chosen to suggest observation but not participation in the experience. This would involve the establishment of high class, relatively self contained accommodation and service facilities in a number of locations in the area, from which tourists might travel a limited amount on sightseeing tours, and in which they would be relatively isolated and sheltered from the real experiences of the Canadian North. The activities offered, beyond sightseeing, purchasing of local art and handicrafts, and possibly observation of local customs, would be essentially those indoor activities found further south. The appeal of such a type of tourism would be a vacation in an exotic, unique area, in a very comfortable setting, with the opportunity of purchasing unusual souvenirs.

This could be an extremely successful new development in the area, but would involve a very large investment in accommodation and service facilities, and in private transportation facilities, eg. hovercraft or helicopters for travel from airfields and for sightseeing. The facilities would almost certainly have to be located relatively close to established settlements with regular air service to the population centres in the south. The economic benefits accruing to the local area would probably be small, since most produce consumed would be imported, and most labour would be non-local, except perhaps during the construction period. Contact with local people may be minimal and hence impact and

change resulting relatively slight; however, such a type of segregated elite tourist, viewing the area from window of a hotel, a hovercraft or a helicopter may not be welcomed in the area generally. Large numbers of tourists would inevitably cause some degree of disturbance to local residents even if actual participation in competing activities was low.

The second type of tourism envisaged is of a completely different character and scale, and involves a great deal of contact with local people, and participation with them in traditional activities. Some steps have already been taken in this direction, eg. "Wintering Partners - Trapline Tours" offered by Nomad Travel in 1973-74, which involved a four day trapline tour, staying at a trapper's cabin. Such developments obviously require the enthusiastic involvement of the Inuit, and a high degree of commitment to arrangements, logistics and timetabling. Problems of personal incompatibility, or competition between traditional and "staged" traditional activities could arise. Only small numbers of visitors could be involved on any particular arrangement, and some additional simple facilities would probably be required in most areas. Economic benefits to the area and the Inuit would be relatively high from such a type of tourism, but contact, and hence impact and change would also be much greater than with the existing types of tourism. The type of tourist involved in these activities would obviously have to be physically capable of participating in the activities, be in good health, and reasonably self sufficient. The appeal of this type of tourism is therefore clearly limited, but has some distinct attractions and possibilities.

The third type of tourism which, is already being offered in the area, but which could be considerably extended, is in the educational

field. While costs would still be high, and some additional developments such as accommodation, laboratory and library facilities may be required, this type of activity could have high potential benefits to the area, from the point of view of economic benefits, improvement of facilities which could be used by locals in the non-tourist season, and by widening knowledge of the problems of the Arctic. Man's desire for self-improvement is a strong one, and educational tourism, involving field work and experience in the north could be an extremely attractive concept, albeit to a somewhat limited market. Some developments along these lines have already taken place, eg. the "People of the North Tour", a travelling seminar for people interested in Native Culture offered by Klondike Tours in 1973-74, involving visits to several settlements in the Yukon and the Territories, including Aklavik, Inuvik and Tuktoyaktuk.

Educational tours and seminars on such diverse topics as geology, vegetation, wildlife, archaeology, folk ways and northern development could be offered in several parts of the north. Experienced instructors/leaders, and relatively small groups would be required, and one or a series of field stations with necessary facilities, including accommodation may be necessary. Many of the existing organized tours and cruises are offered along similar themes, but the educational aspects could be increased, even to the point of formal links with education institutions and the offering of academic credits for participation. Considerable education related research is already undertaken in the area of course, and care would need to be taken to ensure that conflicts with these activities did not occur.

6) Tourist Attractions and Limitations in the Future

The character and dimensions of the tourist industry in the future will also depend to a great degree on changes or stability in the attractions and limitations discussed earlier. The relationship is circular however, in that changes in the attractiveness of the area can be caused by changes in the character and dimensions of tourism. The following comments are made on the assumption that tourism will continue to increase in the future, but that no unforeseen changes in character or dimensions occur.

In general the physical aspects of the area can be expected to increase in a relative sense, as enjoyment of wild spectacular scenery and of unique and unusual landforms, such as pingoes, and wildlife becomes increasingly sought after. The desire for wilderness can also be expected to increase, and with it the attractiveness of this area. The possible establishment of additional National Parks and creation of Territorial Parks in the area would undoubtedly increase the overall attractiveness of the area. Over development of particularly the consumptive forms of recreation could reduce the amount and variety, and therefore the attractiveness of the wildlife of the area however.

The human-cultural attractions can also be expected to increase relative to other areas in the future. The history of the area may become better documented and illustrated, and the Inuit themselves, their activities and their products will have even greater appeal, assuming integration and cultural absorption has not taken place.

The unique-snob appeal of the area can be expected to experience a slight decline relative to some areas, as more visitors come to the Canadian north. Similarly the challenge and frontier attraction will

diminish, but the aspect of risk and excitement need not, if activities are allowed in the same general environment as today. The location of the area can also be expected to remain a high attraction, and the development of facilities for the "business" tourist will enhance the appeal of the area.

The factors noted as problems and limitations will also change somewhat in importance over time. The location and transportation problems could be reduced by improved and innovative services, while the cost factor may be reduced in significance by rising affluence, particularly of the potential tourist market. The absence or partial absence of facilities can be overcome by capital input by government, private and cooperative endeavours, and will almost certainly diminish in significance. Cultural problems may also reduce through familiarity with the tourist industry and through education and training. Market problems are not anticipated to be of critical importance in the future, and could be ameliorated by further research.

The negative effects of the physical environment, particularly the climate and length of season are major problems which cannot be expected to diminish or change. Increased education, image promotion and understanding may however make these factors appear less important to the potential tourist than they may be at the present time. Of all the problems, the one of resource-exploitation associated development is most likely to increase, and have negative effects on the tourist industry. Such development can interfere with the environmental, cultural and psychological attractions of the area for tourism.

In overall terms, the general conclusion may be made that the long-term attractivity of the Canadian north as a tourist destination

seems secure, and will probably increase relative to other tourist areas. The problems and limitations are, with one exception noted above, likely to be overcome, at least in part, or reduced in the future. Given some degree of planning and control over tourist development, long term development and reliance on tourism as one of a number of suitable income producing activities would seem justifiable and suitable in the context of the Canadian North.

Summary

This section has attempted to indicate the likely future pattern, dimensions and characteristics of tourism in the Canadian north, and has included some suggestions on possible new and modified forms of tourism which might be developed. Tourist activities are examined in the next section with respect to their implications for the Inuit, and the likely nature of impacts and changes which different levels of tourism might bring about in the area.

THE IMPLICATIONS OF TOURIST DEVELOPMENT TO THE INUIT

Introduction

Almost any type of tourist activity is likely to have some implications for the Inuit, and some impact on their activities, and certain activities, particularly when carried out on an intensive scale, can result in possible conflict situations developing. There is a need, therefore, to consider each activity in which tourists might participate in the Canadian north, the implications of different levels of development of the activity for the Inuit, the possible involvement of the Inuit with the provision of the activity, and the likely benefits and impacts to the Inuit. This task is attempted in this section by examining the major current tourist activities, and those possible new activities discussed in the previous section, on an individual basis, in the context of a general matrix (Figure 4).

Tourist Activities

a) Canoeing - Wilderness, white-water canoeing is an activity increasing in popularity in North America, and several of the rivers in the study area are eminently suitable for this activity, notably the Coppermine, the Thelon, the Hanbury and the Snare. The activity is normally undertaken by small groups of visitors, (2-8) who are flown in to the river or lake, and flown out again by prior arrangement. Little other contact occurs with local residents, except by chance. Impact is relatively minor, evidence of camping, fires and garbage being the major impact. Because of the nature of the activity, it has to be low intensive, and thus development cannot be at a high level. Implications for the

FIGURE 4

REQUIREMENTS OF SELECTED TOURIST ACTIVITIES IN THE CANADIAN NORTH

Activities	Requirements ¹								
	Natural			Man Provided					
	Wildlife	Scenery	Traditional Culture	Specific Landscape Features	Internal Transportation ²	Entertainment	Equipment	Accommodation	Other
Canoeing	-	yes	-	Rivers, lakes, essential	To and from starting and termination sites	-	Possible canoe rental	-	-
Climbing	-	yes	-	Mountain, high relief, essential	To and from starting and termination sites	-	-	-	-
Hunting	Essential	-	-	-	To base, and in area	Possibly	Supplies	Essential	Guides essential
Fishing	Essential	-	-	Rivers, lakes essential	To base and in area	Possibly	Supplies boats	Essential	Guides preferable
Parks Tours	yes	yes	yes	Parks, essential	To park and between parks	Unlikely	-	Essential	Interpretive services
Inclusive Tours	yes	yes	yes	Pingoes? Typical Arctic landscape	Widely within area	Possible	-	Essential	Guides, leaders
Cruises	yes	yes	yes	Ice free passage, essential	-	-	-	-	-
Spectator Tourism	minor	minor	minor	-	Widely within area	Essential	Clothing rental	Essential	High class services
Participatory Tourism	yes	yes	Essential	-	Inuit provided	-	Inuit provided	Inuit provided	Inuit Guides
Educational	yes	yes	yes	Varies with field	Widely within area	Unlikely	Essential	Essential	Special facilities

NOTES

¹ Requirements used in a general sense. "Yes" means the element is expected or adds significantly to the activity. Climatic considerations are not included as requirements are relatively similar in all cases.

² Internal Transportation means transport beyond that needed to bring tourists into the region, ie. to a settlement with regular air service.

FIGURE 5

IMPACTS OF TOURIST ACTIVITIES ON SELECTED PHYSICAL AND HUMAN ELEMENTS IN THE CANADIAN NORTH

Activity	Physical Elements				Impacts			Human Elements			Art/Craft Market
	Land	Water	Wildlife		Inuit Employment	Inuit Contact	Competition with Inuit Activities	Economic Benefits			
Canoeing	Minimal, eg. campsites	Use only	None		Minimal Potential Outfitters	Minimal if any	none	Minimal if any	Low		
Climbing	Minimal, eg. base camp	None	None		Minimal, guide, porter	None except via access	None	Minimal if any	Low		
Hunting	Minimal	Minimal	Yes, Consumptive		Medium-high guides, hosts	Considerable	Yes	Medium high	Moderate		
Fishing	Minimal	Minimal	Yes, Consumptive		Medium, guides hosts	Moderate	Yes	Low to high	Moderate		
Parks Tours	Minimal	Minimal	Minimal, disturbance only		Medium, range of jobs in parks	Moderate	None by tourists, possibly restrictions by park creation	Medium-high	High		
Inclusive Tours	Minimal	Minimal	Minimal, disturbance only		Low, possibly higher, guides, leaders	Low to high, depending on area	Minimal	Low, possibly higher	High		
Cruises	Minimal	Minimal	Minimal, disturbance only		None to minimal, guides on landward excursions	High contact at landing points	None	None	High		
Spectator Tourism <i>(ie. 2004 Hilton hotel)</i>	Minimal except facility development	Minimal	Minimal, disturbance only		Low, guides, displays	Low	None	Low	High		
Participatory Tourism <i>(eg. 2004 / Inuit Centre)</i>	None	None	None		High, guides, leaders	Very high	None	High	Medium-high		
Educational Tourism <i>(eg. Inuit Centre)</i>	Minimal	Minimal	Minimal, disturbance and research only		Low-medium, guides instructors	Low except for cultural studies	None	Low-medium	Medium		

Inuit are relatively minor, and impact on traditional activities minimal, except perhaps by visitors fishing for food.

Scope for Inuit involvement is not high, but canoe rental and outfitting services could be provided in a few centres, such as Coppermine, Chesterfield Inlet, Rankin Inlet or Baker Lake. Possible recreational conflicts exist in overuse of the rivers and lakes by any other form of tourism, perhaps particularly in any development of powered-raft cruises on the same rivers, and with hydro electric developments on rivers.

b) Climbing - This activity is currently practised primarily on Baffin Island, and any great expansion or participation is not anticipated. Climbing is a team activity, and small personal parties (2 - 8) are normally involved, although larger parties may visit an area and climb in separate groups. As with canoeing, transport into and out of the area is the only basic service required. Implications of the development of such a low intensity activity for the Inuit are almost nil, and impact on traditional activities probably the least of any of the tourist activities. Scope for Inuit involvement is very limited except in a few instances of supplying labour as porters for major base camp equipment, or as guides. As the Inuit are not traditional climbers, as for example the Sherpas, or the Siverts, this is an unlikely occupation. Given the characteristics of the areas in which the activity is carried out, there is minimal chance of conflict with any other activity except possibly mineral extraction.

c) Hunting - This activity, along with sports fishing, is being covered in a separate report, (Friesen, 1975) and is therefore dealt with only briefly here. The hunting potential of the area is

extremely high in many areas, although the majority of the lodges and outfitters are in the south-western part of the Territories rather than the Inuit area. Polar bear, caribou, seal and whale are the major species hunted for sport in the study area, and all are covered by strict Territorial regulations. Polar Bears may only be hunted if a permit can be obtained from an Inuit community prepared to sell one of its licences, and the hunter must be outfitted and accompanied by Inuit involved in the Game Management Programme, (G.O.N.T., 1972, p. 4). Seal and whale hunters must take Inuit Guides and crewmen, (G.O.N.T., 1974, p. 49).

Involvement of the Inuit in this activity is reasonably high, and necessary under the Territorial regulations. The strict bag limits serve to prevent over-depletion of the wildlife resource at the present time, but a major increase in numbers of hunters could pose problems, from the point of view of a negative effect on hunting quality, and more importantly, on traditional hunting by depleting wildlife populations. Contact with the Inuit in a traditional or related activity is high, and economic benefits considerable. Cultural impacts undoubtedly occur but take place in the Inuit's traditional environment, and are probably minimized. Considerable scope exists for increased involvement by the Inuit in the activity, by providing accommodation facilities and guide services, although each development should probably be at a small scale to avoid local over-depletion of resources and minimize cultural impact. Hunting is incompatible with most other forms of tourism from a safety point of view, and from the point of view of disturbance of wildlife.

d) Fishing - For similar reasons to those noted for hunting, this discussion will be brief. Sports fishing is in many respects very

similar to the other consumptive tourist activity, hunting, and many of the lodges are south west of the Inuit area. Arctic Char is the primary fish sought in this area, with the rivers draining to the Arctic shore from Coppermine to Chantrey Inlet being a major resource, particularly the Tree River. Other important areas are the west coast of Hudson Bay from Chesterfield Inlet south, and Pond Inlet area on Baffin Island. Inuit involvement in this activity can be seen in the development of cooperative camps at such locations as Pond Inlet and Bathurst Inlet. Economic benefits and cultural impacts are similar to those experienced in the hunting context. The activity is relatively compatible with all other tourist activities, and if controlled in extent, need not be in competition with traditional fishing. It may become a problem if fly-in fishing develops, in which individuals fly-in in private planes and fish streams traditionally fished by Inuit, or which are fished from camps. Hydro-electric development would be incompatible with this activity.

e) National Park Tours - At present there is only one designated National Park in the Inuit area, on Baffin Island. Given the attraction of National Parks, it is likely that people will come to visit this and any other parks established in the area. Employment opportunities exist and are taken up by Inuit in the Parks, and additional involvement can also be foreseen in providing other services outside the Park(s) including accommodation and local transportation, as is the case now at Pangnirtung. Impact on traditional activities would depend on resolution of the question of allowing traditional activities to be continued in the Park(s) or not, and on the activities of the visitors in and around the Park(s). The first question is outwith the scope of this study. The visitor activities associated with National Park visitation are not foreseen as

incompatible with traditional Inuit activities. Economic benefits exist through employment and through offering services to visitors, and some scope exists for cultural impact through contact. Suggested potential National Park areas have been identified earlier. Numbers of visitors to National Parks may be large because of logistical arrangements although comprised of individuals. Although compatible with other tourist activities except hunting, National Parks are incompatible land use with any form of resource exploitation.

f) Inclusive Tours - The actual purpose of the tours, sight-seeing, natural history, cultural or photographic makes relatively little difference to the impact or implications which they have on the Inuit, although the purpose may determine the locale chosen for the tour. In general, tour groups run from about 8 to 40, probably with an average around 20, and thus their size may be a problem in certain situations. Too many tours may prove a disturbance to wildlife, changing their patterns of activity, and this being an annoyance or source of conflict with the Inuit. Large numbers of tourists wishing to observe the Inuit in their traditional activities could also be undesirable, and give the Inuit the feeling of being human exhibits in a museum.

Opportunities exist for Inuit involvement as guides and leaders of some of these tours, and also in marketing art and handicrafts. Chances of social contact and impact may be considerable depending on the area visited by the tourists. Many of the tours at present are concentrated in the western Arctic because of available accommodation, but expansion into the east and north can be expected. Family or cooperative accommodation establishments could also be provided. In this activity, as with the consumptive activities, the numbers involved and scale of operation is

important if conflict is to be avoided and a high quality recreation experience maintained. Tours are relatively compatible with other forms of tourism and traditional activities, at a low intensity level. Other land uses such as resource exploitation are less compatible.

g) Cruises - Cruises fall into two categories, inland waters and marine. The inland water cruises at the present time are confined to the Mackenzie River from Hay River to Tuktoyaktuk, with groups of 12 people being involved. Involvement with the Inuit is minimal except in Tuktoyaktuk, where contact is brief, and mainly confined to souvenir purchasing. There is relatively little opportunity for Inuit involvement in this category, except perhaps by operating short distance cruises on the Mackenzie or other rivers. Incompatibility with other activities does not arise.

Marine cruises involve large numbers of visitors, 70-80 or more, and are presently confined to the eastern Arctic waters. The only contact with the Inuit is when passengers are landed at a settlement for a short period, and reactions have not always been favourable in the past by the Inuit to such visitations. There is little or no opportunity for involvement by the Inuit in this activity except in the sale of souvenirs or provision of minor services for the short period visitors are ashore. At these times contact is great, and disturbance of the Inuit likely with little benefit. Possible disturbance may also occur in the off-shore situation, but is relatively unlikely. Otherwise this activity is compatible with all activities, if minimal in benefit to the area.

h) Business Associated Activities - In general these activities will be the same or similar to those discussed above, but more concentrated

in terms of time involved, and will occur in areas relatively close to the areas visited for business, eg. major settlements, or resource exploitation areas. Impact on the Inuit could be potentially heavy, since the activities will be more concentrated with respect to time and distance, and probably near to Inuit settlements. Opportunities for Inuit involvement and economic benefit exist as outlined above.

i) "Spectator" Tourism - The development of this tourist activity was suggested in the last section. It was suggested that accommodation establishments would probably be outside settlements, and most tourists take no active part in traditional or staged traditional activities. Cultural festivals, exhibits of native skills and sale of Inuit art and handicrafts would probably be the only forms of involvement by the Inuit. Impact would be relatively minimal, except possibly for disturbance by the travelling of visitors to various locations. Such developments would be compatible with all other forms of tourist activity. They would probably cater to large numbers of (100 - 200) tourists, made up of individuals and tour groups.

j) "Participatory" Tourism - A second development discussed earlier was what might be called "participatory" tourism, with small numbers, (1 - 4) visitors participating in traditional or staged traditional activities with the Inuit, possibly staying in accommodation establishments operated by them. Economic benefits would mostly occur to the Inuit, and disturbance to traditional activities, or other forms of tourist activity minimal. Contact, and possibly impact and change, would be very great between the tourist and the Inuit, and such vacations should probably be of short duration of perhaps one week maximum. The

market for such activities would be small but the activities would require minimum investment and development for the Inuit. Individual personal conflicts are a possible problem, and not all visitors nor all Inuit would be suitable partners.

k) Educational Tours - The Canadian north is already used for education purposes to a limited extent, but much more development could take place in this area, particularly in the eastern Arctic and the islands. Inuit involvement could range from nil to employment as group instructors and guides, depending on the activities to be engaged in. Considerable economic benefit could be derived by the Inuit in some instances, and contact and disturbance of traditional activities would not be high. Groups may range from 10 to about 40, but would probably stay in educational facilities out of main settlements. The degree of compatibility with other activities would probably be high for most educational pursuits. Discussion and agreement with the Inuit would be needed before activities such as archaeology, historical and anthropological studies were undertaken in order to minimize impact and disturbance on local people.

Summary

In most of the examples discussed above, Inuit involvement and economic gain is possible. Social contact, and with it the possibility of impact and change is always present when different cultures use the same area. In the case of some tourist activities such contact is minimal, and the activities in no way interfere with traditional Inuit activities. In other cases, eg. intensive consumptive forms of recreation, competition for resources may develop, and traditional activities suffer. The points

raised in the above discussion are summarized in Figure 4 & 5 . The following section summarizes the study, and draws general conclusions on the development of tourism in the Canadian north and its implications for the Inuit and for the question of land claims.

CONCLUSIONS

The previous sections of this report have discussed various aspects of the tourist industry in the Canadian north, including possible future developments and the implications of these developments to the Inuit. This report has not discussed the question of the general desirability of the development of tourism and involvement by the Inuit in such development, because it is felt that such a question can only be resolved by the Inuit themselves in the light of their goals and aspirations. Too many variables and options are involved for the answer to be clear cut and simple.

"A social scientists role in such a situation is advisory. The task is to make clear the structural consequences of alternative views of the economic and cultural situation with regard to tourist development and to inform the concerned parties of his opinions."

(Prattis, 1974, p. 66.)

A major consideration relating to the desirability of involvement in tourism by the Inuit is the aspect of impact and resulting change. If no change from traditional activities and life-styles is desired, then involvement with tourism, as with most other non-traditional activities, is inadvisable. If the economic benefits, and social and cultural benefits also, from tourism, and contact with non-locals is sought after, and any impacts and changes in life-styles resulting are accepted, then there is little problem with an active involvement in tourism. As has been indicated, the contact and impact from some forms of tourism is much less than is the case with other forms. The degree of impact will also vary from area to area, depending on the combination of a number of variables, such as degree of previous contact with

non-residents, location of tourist facilities vis a vis local settlements, numbers and type of visitors, and their length of stay, (Butler, 1974.) The level or intensity at which the activity is carried out will also be a factor, with low intensity and overall levels of participation in almost any activity being reasonably compatible with traditional activities. High intensity and frequency in participation by large numbers of tourists will probably be relatively incompatible with traditional activities, regardless of the type of tourism involved.

In order to minimize impact, and possible unwanted change, segregation of tourist and traditional activities should be aimed for, as well as segregation of tourist accommodation and local settlements. To do this entirely however, would remove one of the major attractions for tourism in the area, namely the opportunity to observe and to come into contact with the Inuit in their local environment. Inevitably, much of the tourist accommodation and services are, or will be located in the existing settlements, and regular air services, particularly those by regional carriers, will bring tourists to the existing settlements, thus complete segregation is impossible, even it were desired. Tourists also represent a major potential market for local art and handicrafts, and contact between Inuit and tourists in this regard at least, has obvious economic benefits.

In general tourism in most forms is relatively compatible with the environment, with wildlife, and with traditional activities, and has the potential to provide one element of a long-term economic base structure for the Canadian north. Concerted and coordinated planning, with respect to market, to type of activities, to scale and rate of development, and to the selection of specific areas for development is

essential however. Uncoordinated piece-meal planning and development is liable to minimize economic benefits, increase the likelihood of conflict over resources and possibly reduce the overall potential of the area. Coordination must be developed and maintained between all parties involved in the tourist industry, from the Federal and Territorial Governments down to the individual entrepreneur, and also with other parties involved in other aspects of resource use to avoid incompatible developments and land use conflicts.

As was discussed earlier, major tourist developments have taken place in the western Arctic, particularly in the Delta, centred on Inuvik, and for the reasons given, it is likely that increased tourist development could take place in the east and north, based on Frobisher Bay and Resolute Bay respectively. Several major areas noted as having high potential for National Park status have been identified, and these same areas have, in general, high potential for general tourist development. The identification of these areas is supported by evidence in Baker's study, (Baker, 1973). These six areas (four primary and two secondary) were identified on the basis of zoological, botanical and physical criteria. They are listed in Figure 6, and supporting evidence from Baker's study noted alongside each area. No attempt at weighting the importance of these factors has been made, because each will vary in importance depending on the type of tourism engaged in. Of the six areas, two (Delta and Bathurst - Cornwallis) are served by regional air carriers at Inuvik and Resolute Bay respectively, and these two centres plus Cambridge Bay are charter air service bases. The Delta area also has regular air service to Tuktoyaktuk, while Banks Island has regular air service to Sachs Harbour. The Axel Hieburg-Ellsmere Islands area, and

FIGURE 6
 SELECTED AREAS AND TOURIST ATTRACTIONS

Tourist Attractions in Baker's Study¹

<u>Area</u>	<u>Angling (Arctic Char)</u>	<u>Archaeology</u>	<u>Ornithology²</u>	<u>Community³ Ranking (1-6)</u>	<u>Insect Nuisance</u>	<u>Marine⁴ Mammals (1-3)</u>	<u>Terrestrial Mammals</u>	<u>Other Factors</u>
Delta	-	Some interest	Major area	1, 5, 6	Low	3	-	Well known
Coronation Gulf - Queen Maude - Thelon Reserve	Outstanding	Minor interest	Major area	6, 6	Minimal	-	Low to high	-
Bylot Island - North West Baffin	High	Some interest	Major area	6	Absent	3	-	-
Axell Heiburg - Ellesmere Islands	-	Some interest	Minimal	6	Absent	-	(Muskoxen)	Scenery, ice caps
Bathurst - Cornwallis Islands	-	Major area	Major area	3	Absent	1	Moderate	North Magnetic Pole
Banks Island	-	Minor interest	Major area	6	Absent	2	High	-

NOTES:

- 1 For a complete understanding of factors involved and the derivation of rankings, the reader must refer to Baker, 1973.
- 2 Seven out of ten major areas identified fall within these six areas.
- 3 Class 1 is highest, Class 6 lowest
- 4 Class 1 is highest, Class 3 lowest.

Bylot Island area are not served by regular air service and thus less accessible to tourists.

It will be seen from Figure 6 that the two secondary areas, Bathurst-Cornwallis Islands and Banks Island score higher in some categories of attractions than the four primary areas, and when accessibility is also considered, the difference between the two groups is reduced still further. The six areas in Figure 6 represent, it is felt, some of the areas of highest potential for tourist development. To them should be added the Cumberland Sound area, which includes Baffin Island National Park and the settlement of Pangnirtung, (which has regular air service). This area also has moderate char potential, some archaeological interest, outstanding marine mammal potential, and most important of all, an existing major tourist attraction, (Baffin Island National Park).

If development of tourism is desired, then the seven areas noted above offer a wide range of possible attractions for the visitor. As emphasized earlier, care must be taken in the planning and staging of any development to avoid environmental and social impacts, and to maximize benefits. The final decision on the nature and scale of development, and the rate at which such development should take place should clearly rest with the local residents of the area, and be in accordance with their wishes and desires.

SOURCES OF INFORMATION

The major sources of information for this report fall into two general categories, published and unpublished reports, articles, books and papers, and verbal or written responses to direct requests for information. The published and unpublished documents are listed in the bibliography and need little further comment. Of particular value has been the study by Baker (1973) which represents a very comprehensive collection of data and analysis on the tourist potential of the Northwest Territories. Given the impossibility of collecting original data from the study area, some reliance has been placed on this work in particular, and statistical reports of the Government of the Northwest Territories, (G.O.N.T. various years). Given the relative accessibility of these documents, it was not considered worthwhile to duplicate charts or maps contained within them.

The verbal and written responses to requests for information varied widely in utility and format. Postal and direct interview surveys were conducted with travel agents, with a view to gathering surrogate information on tourist perceptions and attitudes towards the Canadian north, and in order to obtain views from professionals in the travel industry. The results of these surveys are tabulated and discussed in Appendix A. One member of the research team travelled to New York and interviewed various companies operating tours and cruises in the Canadian North, and national tourist offices of other Arctic countries. A summary of this information is found in Appendix B. Territorial Government departments in Yellowknife were visited by a researcher working on a related report, and information requested for this project.

Telephone contact was also made with Government departments in Yellowknife to gain information on specific points. The research team also visited researchers in five Federal Government Departments or Ministries, (Indian and Northern Affairs, Transport, Industry Trade and Commerce, Environment and Energy, Mines and Resources). The cooperation and assistance of all of these departments, organization and individuals is gratefully acknowledged.

The bibliography listed below is of selected references only, and does not include documents examined in order to obtain general background information on the Canadian north, or on the Inuit.

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APPENDIX A
TRAVEL AGENT SURVEYS

A. Postal Survey

Introduction

The results of the postal survey of travel agents are discussed below. In general, the questionnaires sent to the Canadian and the American sample were similar, and the same classifications of responses was used where possible to allow comparison to be drawn. As was indicated earlier, it was not the intent of the survey to provide a base on which statistically sound comparisons could be drawn, but rather to obtain a sample of viewpoints to throw some light upon potential attitudes towards tourism in the Canadian north. The results are discussed under three general headings, involvement with travel in the north, perceptions of tourism in the north, and opinions on the potential and future development of tourism in the north.

Involvement in Tourism in the North

In the case of both samples, the majority of travel agents responding were not involved with tourism in the north from the point of view of acting as agents for specific tours, organized excursions or any other type of package arrangements. In the case of the United States sample, a majority were involved as agents for organized travel to Alaska, and while Canadian agencies were not surveyed on this point, it is likely that a significant number of them also act as agents for travel to Alaska, which in the opinion of many of the travel agents is much further advanced with respect to attracting tourist business than

QUESTIONNAIRE

1. Does your firm act as agent for any specific tours, excursions etc. to the Canadian north?
2. If so, could you list these tours, and/or include copies of information pertaining to these tours.
3. Approximately how many non-business enquiries about travel to the Canadian north does your firm receive in a year, (or percentage of all enquiries), and how many, (or what percentage) result in actual bookings?
4. What factors do you feel inhibit people from going to the north.
5. What problems do you see relative to developing tourism in the Canadian north, eg. cost, transport, image, etc.?
6. If you do not act as an agent for travel to the Canadian north, is there any specific reason why not, eg. lack of knowledge of tours, specific other orientation, no market, etc.
7. What are your opinions with respect to the potential of the Canadian north for tourist development? Are you aware of any specific tourist developments other than those you act as agent for.
8. What opinions do you have on future developments in the north of
adventure tours;
natural history/wildlife tours;
photographic tours;
cruises;

QUESTIONNAIRE

1. Does your firm act as agent for any specific tours, excursions etc. to,
 - a) Canadian Arctic
 - b) Alaska

2. If so, could you supply information on these tours.

3. Do you have any enquiries with respect to non-business trips to the Canadian Arctic?

If so, approximately how many, or what percentage of total enquiries each year?

How many, or what percentage result in bookings each year?

4. What factors do you see as inhibiting people from travelling to the Canadian Arctic?
5. What are your opinions with respect to the potential of the Canadian Arctic for tourist development?
6. Do you act as agents for;
 - a) adventure tours, eg. white water tours?
 - b) natural history tours?
 - c) photographic tours?
 - d) cruises?

to any areas?

What do you view as the future of these type of holiday tours to the market in your area?

RESPONSES TO TRAVEL AGENT POSTAL SURVEY

1) Agents for Travel to Canadian North

Canadian	12 Yes	13 No	Total 25
American	10 Yes	20 No	Total 30
Total	22 Yes	33 No	Total 55

2) Agents for Travel to Alaska. (American only.)

18 Yes 12 No

3) Enquires about Travel to the Canadian North as a Proportion of Total

		<u>Enquiries</u>			
Canadian	11 None	7 Very Few	2 Under 1%	5 1%+	
American	10 None	12 Very Few	2 Under 1%	0 1%+	
Total	21 None	19 Very Few	4 Under 1%	5 1%+	

4) Pleasure Travel Bookings to the Canadian North as a Proportion of

		<u>Total Bookings</u>			
Canadian	15 None	9 Very Few	1 Under 1%	0 1%+	
American	17 None	10 Very Few	1 Under 1%	2 1%+	
Total	32 None	19 Very Few	2 Under 1%	2 1%+	

5) Factors Identified as Inhibiting Tourist Travel to the Canadian North

	<u>Climate</u>	<u>Cost</u>	<u>Facilities</u>	<u>Awareness</u>	<u>Others</u>
Canadian	11	8	7	4	2
American	9	7	5	7	9
Total	20	15	12	11	11

	<u>No Information</u>	<u>Distance</u>	<u>Image</u>	<u>Total</u>
Canadian	4	2	1	39
American	4	4	2	47
Total	8	6	3	86

6) Factors Identified as Deterrents to Future Development of TourismIn the Canadian North

<u>Canadian Sample Only</u>	<u>Cost</u>	<u>Facilities</u>	<u>Other</u>	<u>Image</u>
Canadian	11	9	9	4
	<u>Climate</u>	<u>No Information</u>	<u>Awareness</u>	
"	3	1	1	
	<u>Distance</u>		<u>Total</u>	
"	0		38	

7) Reasons for Non Involvement. Canadian Sample Only

No Market	11
Lack of Knowledge	8
Other	3
Total	22

8) Potential of the Canadian North for Tourist Development

	<u>Low</u>	<u>Medium</u>	<u>High</u>	<u>No Response</u>
Canadian	8-	2	2	13
American	13	4	4	9
Total	21	6	6	22

9) Acting as Agent for Tours and Their Potential (American Sample Only.)

	<u>Agent</u>	<u>Not Agent</u>
Adventure Tours	17	13
Natural History Tours	13	17
Photographic Tours	16	14
Cruises	29	1

Tour Potential (General) 14 Low 7 Medium 4 High 5 No Response

10) Potential of Tour Development in the Canadian North. (Canadian Sample Only.)

	<u>None</u>	<u>Low</u>	<u>Medium</u>	<u>High</u>
Adventure Tours	12	10	1	1
Natural History Tours	10	10	4	1
Photographic Tours	9	13	2	1
Cruises	11	6	2	4

the Canadian Arctic.

In both samples, a slight majority of respondents experienced enquiries about travel to the Canadian north, which perhaps may be taken as a slight indication that potential demand as expressed in the form of enquiries, may be greater than the existing arrangements organized to cater for it. In the case of firm bookings to the study area however, a very small minority of the respondents indicated more than "very few" bookings in an average year, and in some cases the numbers involved were less than ten. At the present time therefore, it is true to say that to the majority of travel agents surveyed, the Canadian Arctic does not feature as an area of any real significance in terms of the total amount of business which they do, and in fact, over half of them are not involved with travel to the north in any way.

Perception of the North

The agents were asked to identify those factors which they felt acted as inhibiting factors in deterring people from travelling to the Canadian north, and eight major factors were identified from these responses. It is perhaps significant to note that there was very little difference at all between the responses between Canadian and United States' travel agents with respect to this question. While slight changes in the relative importance of certain factors emerged, the same eight factors were identified by both groups. Although respondents could list as many unprompted factors as they desired, in both cases only an average of 1.6 responses were given. This may indicate an opinion on the part of the respondent that there are only one or two major factors, or a lack of awareness of potential problems.

Of those factors identified, climate clearly emerges as the major deterrent perceived by the travel agents, and in fact is a much greater deterrent in the minds of Canadian agents than their U.S. counterparts. Cost of the trip is the next most important, followed by lack of facilities, problems of awareness of the area, and a group of minor factors. Distance was not a major factor and was identified specifically by very few agents. This is perhaps somewhat surprisingly initially, but indicates the relative degree of sophistication of today's tourist, to whom distance is relatively unimportant, and becomes translated very quickly into cost and time. It was also expected that the image of the north might appear as a factor identified specifically by the travel agents, but this proved to be rarely the case. It is likely however, that in fact the image of the north is illustrated by the other responses themselves, (i.e. cold, expensive to reach, and with few facilities).

The Canadian agents were also asked specifically what factors they saw as problems related to the future development of tourism in the north, and while the same factors emerged, the ordering was noticeably different. Cost, with respect to the cost of constructing facilities as well as likely increases in travel costs, emerged as the major problem foreseen, followed by the lack of facilities, and the "other" category, including a larger number of transport problems than in the earlier response. These responses reflect the difficulty of establishing the necessary infrastructure for tourism in the north, a point on which the travel agents may be expected to be particularly sensitive, in view of potential complaints of customers about poor facilities or lack of comforts. The other factors were relatively unimportant, with image being featured a little more strongly than previously, indicating a possible marketing

problem.

Additional responses and written comments, particularly from the Canadian sample, indicated problems foreseen in marketing the north, even following development in any times of economic crisis or recession, with the indication given that few Canadians would be prepared to spend their only holiday of the year in the north. This view was prevalent in responses from Eastern Canada, and to some extent from the eastern United States, with an indication that a major factor in the selection of holiday destinations for the markets in these areas is good weather.

The Canadian sample was also asked to give reasons for non-involvement as agents with travel in the north. Two major responses emerged, either no market in the service area was perceived, or secondly, information on the area was not available. Given the fact that information is available on the area from government sources and private enterprise, this latter response suggests either that the information is not disseminated efficiently, or, that the agent has not endeavoured to obtain all the information that is available. The other responses involved lack of interest in the area, and that may perhaps be the most correct response of all.

Potential of the North

The third section of the survey involved the perception of the respondents of the potential of the north for the development of tourism. Response rates to this question were considerably higher for the American sample than for the Canadian, although the nature of the responses were extremely similar. The largest response by far was in the "low" potential

category, with the Canadian sample being slightly more pessimistic than their American counterparts. Responses in the "medium" and "high" potential categories were equal, and combined represented only one third of those who responded to this question. It is perhaps significant that responses to this question were the lowest, at 60% for any other question, perhaps reflecting uncertainty in the minds of the respondents, or an unwillingness to commit themselves on a topic about which they had relatively little knowledge.

The last question also dealt with potential development in the form of organized tours of various types. The American sample was questioned as to whether they acted as agents for the various types of tours, and the potential market for them in their area. As will be seen, most agents act as promoters for several or all of the types of tours, although the majority of them believed the potential of them, with the exception of cruises, is not high. The Canadian sample was more specifically oriented to the study area, and asked for opinions on the future developments of the various types of tours in the north. The majority of agents felt that there was a limited potential for most of the types of tours, there being more variance with respect to cruises than for the other categories. A large proportion however, expressed negative feelings on the potential of any type of tour.

Summary

It is possible, within limits, to make certain general comments on the responses to the questionnaire survey. The response rate of almost 30% is, in many ways, somewhat surprising, since some doubt was felt as to the feasibility of testing responses in this manner. General

discussion with travel agents and other individuals in the travel business however, indicate very clearly that as the tourist market becomes increasingly sophisticated and relatively easily bored, the travel entrepreneur is constantly having to search out new destinations. The north as a tourist destination is a relatively new concept, and may have provoked some interest on the part of those who did respond to the survey.

It is clear that the general impression gained from the responses is that in the opinion of the agents, the existing and future potential or tourism in the north is limited, and that certain major problems exist which deter the travelling public, and which pose difficulties for development. There was remarkable agreement on virtually all points between both the Canadian and American sample, although it is possible to identify a slightly more pessimistic response from the Canadian sample than the American.

B. Personal Survey

The personal survey of travel agents in London, Ontario, revealed a very similar pattern to that obtained from the postal survey discussed earlier. While a slightly higher proportion acted as agents for travel to the Canadian north, the level of business was also extremely low with very few enquiries, and still fewer bookings in an average year. The same major inhibiting factors also emerged as from the postal survey, namely, climate, cost, and lack of facilities, while again, distance did not feature as a major deterrent in the minds of the agents. Lack of knowledge, information and promotion were given as reasons grouped within the "other" category. Cost, lack of facilities and the "other"

LONDON TRAVEL AGENTS, PERSONAL SURVEY

1. Acting as agent for travel to the Canadian North.

10 Yes	6 No	Total 16
--------	------	----------

2. Numbers of Enquiries about travel to the Canadian north.

4 None	11 Very Few	1 Under 1%	0 1%+
--------	-------------	------------	-------

3. Numbers of bookings for travel to the Canadian North.

8 None	8 Very Few	0 Under 1%	0 1%+
--------	------------	------------	-------

4. Factors identified as inhibiting travel to the Canadian North.

Climate	9	Other	4
Lack of Facilities	8	Transport	3
Cost	7	Image	2
Lack of Information	5	Total 38 Average 2.4	

5. Factors identified as inhibiting development of tourism in the Canadian North.

Lack of Facilities	9	Transport	5
Cost	8	Image	3
Climate	6	Lack of Information	3
Other	6	Distance	1
			Total 41 Average 2.6

6. Reasons for not acting as agent for travel to the Canadian North.

(6 respondents)

No market 6

Other emphasis 5

Lack of knowledge 4

Total 9 Average 1.5

7. Potential of the Canadian North for tourist development.

Low 12	Medium 2	High 1
--------	----------	--------

8. Potential of specific tours in the Canadian North.

	<u>None</u>	<u>Low</u>	<u>Medium</u>	<u>High</u>
Adventure Tours	2	9	1	3
Natural History Tours	0	8	3	5
Photographic Tours	2	11	1	2
Cruises	1	11	3	1

9. Factors viewed as significant in promoting the Canadian North for tourist development.

Native Peoples	7	Fishing	3
History-Culture	6	Wilderness	3
Uniqueness	5	Other	3
Wildlife	5	Hunting	2
Scenery	4	Special Events	1
		Image	1

Total 40 Average 2.5

category also emerge as the major problem facing future development of the area, again the same three factors as identified in the postal survey.

Reasons for lack of involvement were more varied in the London sample, but still similar, while responses to the question on the future potential of the north saw a much more pessimistic response than that from the other travel agents. Only two out of the sample indicated an expectation of anything other than a low potential for development of tourism in the north. Of the four types of tours and organized arrangements queried, only natural history tours received anything more than a "low" potential response.

Several additional questions were asked of this sample to provide some further grounds for examination of the problem. Because of the limited value of the data in other than an absolute sense, i.e. the opinions of sixteen specific individuals, these responses are not included in this analysis, except for two points which are felt of general interest. There was strong agreement among the sample that cooperative action between the government and the Inuit peoples would be beneficial to the development of tourism in the area; however, there was even stronger feeling that the Inuit should be encouraged to develop facilities independently, and in the manner in which they wished, and that in fact, the native people in their own environment free from the influence of the government and non-locals would be a greater attraction for tourists to the north. The second general point refers to the perceived attractions of the north which could be emphasized in the development of tourism, of which the native people, the history and culture of the area, and its general uniqueness emerged as the major attractions. The human aspect of the north is therefore, perceived strongly as an essential resource to be considered and involved in any development of the area for tourism.

APPENDIX B

COMPARISON OF TOURS OFFERED IN THE SCANDINAVIAN AND CANADIAN ARCTIC REGIONS

This comparative description is limited to the information available at the time and is therefore in no way a comprehensive discussion of tours within the Arctic. However, several differences between the Canadian and Scandinavian Arctic can be found. Furthermore, suggestions as to the way tours in the Canadian Arctic might be arranged could be made on the basis of information gained from the more established Scandinavian tour.

The Scandinavian tours consist of active special interest tours as well as the more general sightseeing tours. Safaris and adventure treks involving fishing, touring by reindeer sledge and viewing Arctic animals such as the polar bear and seals, are popular in most parts of the Scandinavian Arctic. Although these may have a limited appeal to certain types of people, the market has been expanding in recent years, and more tour operators are setting up special interest holidays each year. For example, the Reindeer safaris in Finnish Lapland were initiated only in 1974. These types of tours tend to be expensive in all parts of the Arctic, and are usually over \$2,000. An exception is an eight day reindeer safari which costs only \$512 from Helsinki (New York - Helsinki return air from \$340).

Nature tours within the Canadian Arctic tend to be longer in duration, from two to three weeks, whereas in Scandinavia, tours usually range from one to two weeks. Canadian tours of this kind only operate two or three times a year, possibly because they are led by busy world famous naturalists and Arctic explorers, whereas Scandinavian tours are

more frequent (3 - 8 a year).

Perhaps more relevant to the development of the Canadian Arctic is a discussion of the more general sightseeing tours which take place in Scandinavia. "Fourwinds", operating from New York, have dropped their Greenland cruise after only two years because of lack of demand.¹ Reasons cited for this were lack of anything to do or see, and the high cost of the vacation. However, Scandinavia does not seem to have this problem. Since there are many sightseeing tours operating wholly or partly within the Arctic. This is because the tours usually include some point of special tourist interest on which to focus the tour around.

Finland has several exciting holidays to offer such as gold-panning and visits to Arctic lodges and Lapp museums. Tours are also offered at special times such as Christmas and Midsummer Eve when visitors participate in traditional festivals. Several tours are offered when tourists visit fish factories and actually participate in sea trawling expeditions. Tourist interest is maintained, not by highly organized tours of places and things, but by participation with the native peoples. This obviously assumes good relations with the northerners, but interaction between different cultures is surely one of the main reasons that encourages this. The Canadian Arctic perhaps has not the same things to offer since it is less populated than the Scandinavian Arctic, but possibly fishing expeditions and participation in festivals could be arranged.

Lastly the cruises will be considered. Canadian Arctic cruises in the "Lindblad Explorer" ranged from 17 to 31 days last year, with a 40 day Scandinavian Arctic cruise in 1975 which takes in North Cape,

¹ Personal interview, "Fourwinds" Company, New York, December, 1974.

Spitsbergen, Greenland and Iceland. This latter is already selling extremely well.¹ "Fourwinds" also operate cruises in the Scandinavian Arctic, but has dropped the West Greenland cruise for 1975. The potential of cruises in the Canadian Arctic is somewhat dubious, and in fact only one seems to be operated in 1975. This exception is the "Norweta" which cruises the Mackenzie River from Great Slave Lake to Tuktoyaktuk for a week, twelve times a year. This only holds 12 people so the impact is unlikely to be great. The cost of the cruise is \$955, which includes air fare to and from Edmonton. The disadvantages to the coastal cruises in the Eastern Arctic is that little can be seen from a ship unless it frequently pulls in at some settlement. Small settlements in the Canadian Arctic are unlikely to benefit greatly from such transient tourism. Moreover, the impact of so many tourist in such a short time may well have a deleterious effect on the inhabitants. In Scandinavia cruises are not confined within the Arctic Circle. For example, the Royal Viking Line operates a 35 day cruise from New York, landing in Britain, Finland, U.S.S.R., Sweden, Denmark as well as sailing up the coast of Norway to North Cape. The "Fourwinds" tours have very similar itineraries. Thus many different cultures and large cities are viewed, which is impossible in the Canadian Arctic. Cost and length ranges from a 15 day tour of Scandinavia (including North Cape) for \$858 (plus air fare of \$536 from New York - Oslo - New York) to the 40 day tour of Scandinavia, Greenland and Iceland for \$3,910 to \$6,030 (plus return air fare to Oslo). Examples of other types of tours are included in Table A2.1.

In conclusion, tours in the Canadian Arctic are longer, more

1

Personal interview, Lindblad Travel, New York, December 1974.

expensive and less frequent, than those in Scandinavia, which sets them at a disadvantage over the Scandinavian tours. For instance, one can make a stopover tour of Iceland for 72 hours at \$52 or a long weekend from New York for \$220. One can go on a 3 day Lapland tour from Helsinki (\$340 return air from New York) for \$330, or a 7 day Christmas tour in the Lapland mountains for \$350. Thus for a visitor who wishes to make "The Arctic" his destination, Scandinavia, especially Finnish Lapland, is running in competition with tours in the Canadian Arctic. Furthermore a visitor to Scandinavia can easily make excursions up to the Arctic for short periods because of closer proximity to the main tourist markets.

Some of the implication of the successful type of development in Scandinavia to the Canadian situation are discussed in the concluding section of this report.

EXAMPLES OF ORGANIZED TOURS IN ARCTIC REGIONS

<u>Type of Tour</u> ¹	<u>Transport</u>	<u>Length (Days)</u>	<u>Features</u>	<u>Cost</u> ²
<u>FINLAND</u>				
Lapland Sightseeing	Air and Boat	3	Nature, museums, local life	\$330.00 (Helsinki)
Fishing Safari (1 only)	Train or air, bus and boat	5	Sightseeing, ocean fishing, visit North Cape midsummer eve	\$180.000 - \$230.00 (Helsinki)
Fishing Tour	Train or air, bus and boat	5	Sightseeing, ocean fishing	\$180.00 - \$230.00 (Helsinki)
Arctic Fishing Village (2 areas)	Train or air, bus and boat	5	Sightseeing, trawler fishing culture	\$180.00 - \$230.00 (Helsinki)
Christmas in Lapland	Air, reindeer	7	Traditional festival, cross country skiing, reindeer sledding, local entertainment	\$340.00 (Helsinki)
Reindeer Safari	Air, bus and Reindeer	8	Cross country reindeer trek, two days, sightseeing	\$512.00 (Helsinki)

EXAMPLES OF ORGANIZED TOURS IN ARCTIC REGIONS (CONT'D)

<u>Type of Tour</u> ¹	<u>Transport</u>	<u>Length (Days)</u>	<u>Features</u>	<u>Cost</u> ²
<u>Scenic Lapland</u>	Air, coach, and bus	5	Sightseeing, culture	\$460.00 (Rovaniemi)
<u>Gold Panning Tour</u>	Air and bus	2	Sightseeing and gold panning	\$270.00 (Helsinki)
<u>ICELAND</u> Sightseeing, stop- over	Coach in conjunction with air to Iceland	1, 2, 3	Tour of Reykjavik, tour of ice fields, geysers, wild- life	\$20, \$40, \$52 (Reykjavik)
<u>Sightseeing</u>	Air	2 - 4	<u>Sightseeing in Reykjavik</u>	\$220.00 (New York)
<u>ICELAND-GREENLAND</u> Dog Sledding	Air, dog sled	19	Sightseeing to east Greenland then dog sledding	\$2,195 (Reykjavik)
Nature Tour	Air and road	16	Naturalist led, round Iceland, Greenland option	\$900.00 (Reykjavik)
<u>NORWAY</u> Arctic Photo Safari	Bus, boat	8 and 13	Photography, sightseeing, wildlife, culture	\$2,280 (Harstad)

EXAMPLES OF ORGANIZED TOURS IN ARCTIC REGIONS (CONT'D)

<u>Type of Tour</u> ¹	<u>Transport</u>	<u>Length (Days)</u>	<u>Features</u>	<u>Cost</u> ²
<u>CRUISES: EUROPE</u> Arctic Cruise	Ship	35	Sightseeing, Atlantic Baltic, North Cape, nine countries	\$2,879 - \$6,868 (New York)
Arctic Adventurer	Ship	40	Sightseeing, Baltic, North Cape, North Atlantic	\$3,910 - \$6,030 (Copenhagen)
Iceland-Greenland Sightseeing	Air and Ship	20	General sightseeing, Iceland, Greenland	\$1,748 (Reykjavik)
Baltic Sightseeing	Air and Boat	15	Baltic and North Cape Sightseeing	\$858.00 (Copenhagen)
"	Air and Boat	22	"	\$1,248.00 (Copenhagen)
Arctic Cruise	Air and Boat	22	Norwegian Coast, Lapland Russia Sightseeing	\$1,228.00 (Oslo)
<u>CANADA</u> Seal Breeding Ground Tour	Air (helicopter)	5	Observation of young seals on ice pack	\$695.00 (Montreal)

EXAMPLES OF ORGANIZED TOURS IN ARCTIC REGIONS (CONT'D)

<u>Type of Tour</u> ¹	<u>Transport</u>	<u>Length (Days)</u>	<u>Features</u>	<u>Cost</u> ²
Nature Tour	Land, boat and air	14	Naturalist led, National Park, Mackenzie River Cruise	\$1,900.00 (Edmonton)
Nature Tour	Air and train	17	Naturalist led, West Coast, Yukon, Alaska	\$1,200.00 (Vancouver)
<u>CRUISES: CANADA</u> ³				
Nature Cruise (1 only)	Boat and Air	31	10 naturalists to 80 tourists, West Greenland, flight over North Pole	\$3,350 - \$5,030 (Montreal)
Nature Cruise (1 only)	Boat	23	As above, Ellesmere Isle. Lancaster Sound, Baffin Coast	\$2,798 - \$4,100 (Montreal)
Nature Cruise (1 only)	Boat	17	As above, Frobisher, Hudson Bay, Cape Dorset	\$1,980 - \$2,930 (Montreal)
Nature Cruise (1 only)	Boat	22	As above, Jaks Island, Pangnirtung, Greenland, St. Pierre and Miquelon	\$2,340 - \$3,540 (Montreal)

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NOTES: 1

1 only means only 1 tour a year.

2 City listed is point of origin and completion.

3 Not offered in 1975.

SUPPLEMENTARY TEXT

THE IDENTIFICATION OF AREAS OF BIOLOGICAL, PHYSICAL,
AND SCENIC SIGNIFICANCE FOR CONSIDERATION AS
POTENTIAL NATIONAL PARKS IN THE
CANADIAN NORTH

PREFACE

This report is in the nature of a supplementary text to accompany and interpret a set of overlay maps. Seven overlay maps, and one composite map were prepared to delimit areas of biological, physical and scenic significance in the Canadian north, which had been identified by a number of agencies and individuals. Because of the varied nature of the sources consulted, and some possible errors of interpretation, the sources were not ranked or weighted differently in importance. Each map stands as an individual statement of areas viewed as significant from a specific standpoint. The composite map identifies four major and two secondary areas of priority suitable for the possible establishment of National Parks or equivalent reserves in the Canadian north.

The study has not concerned itself greatly with the possible problems or difficulties which might arise from the designation of these areas as National Parks, as this matter is outwith the terms of reference of the study. Similarly the advisability or otherwise of the Inuit including such areas in any future land claim is also not discussed.

ACKNOWLEDGEMENTS

This report has been prepared primarily from a number of published reports rather than personal contact with many people. Particular acknowledgements should be made of the assistance of Mr. D. Muir, Canadian Wildlife Service, for compilation of material and answering of several requests for information, and to officials in Parks Canada, especially Mr. T. Kovacs and Mr. P. Juurand, for their cooperation. Thanks are due to the members of the research team, J. Stradiotto, R. Turkheim and C. Wickens, for their contributions, and particularly to Dermot English, who undertook the major part of the interpretation and the drafting of the maps which accompany this text. Any errors and omissions in the text are the sole responsibility of the author.

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- 4 International Biological Program
- 5 Muir Proposals
- 6 Baker Proposals
- 7 Pearson Proposals

Composite Map

Areas of Biological, Physical and Scenic
Significance

INTRODUCTION

The purpose of this text is to provide supplementary information re sources used to prepare the accompanying set of maps, and to interpret briefly the areas identified on those maps. The text has purposefully been kept brief since most of the sources of information are reasonably accessible and relatively simple to understand.

The study has accepted national parks in the Canadian context to be,

"areas of outstanding natural features (scenery, wilderness, geography, geology or flora and fauna) which should be preserved forever as part of the national heritage for the benefit, education and enjoyment of present and future generations."

(Government of Canada, 1969, p. 3.)

It is recognized that varying interpretations of the role and function of National Parks in Canada exist, but again, for this study it has been assumed that,

"The basic purpose of the National Park system is to preserve for all time areas which contain significant geographical, geological, biological or historic features as a national heritage for the benefit, education and enjoyment of the people of Canada."

(Government of Canada, 1969, p. 5.)

The approach which has been taken involved the selection of sources of information on potential national parks in the Canadian north, and the locating of areas identified onto a series of overlay maps. Two of the maps deal with information obtained from Parks Canada, the official agency in Canada for managing the National Parks, and one map notes existing Game and Bird Sanctuaries. (These Sanctuaries are, for the most part, areas of major significance for one or more species of birds or mammals, and any human activities are severely curtailed within them.)

Four maps display data obtained from non-governmental sources. The final composite map delimits broad areas emerging as significant from all or most of the sources examined.

The use of different scales of mapping in the various sources examined, or in some cases, the use of verbal descriptions of areas and locations only, has meant some difficulty in the delimitation of areas on the maps. The boundaries drawn are therefore generalized and do not represent precise significant limits. Detailed examination of areas in the field would be necessary before boundaries could be drawn with any real confidence of accuracy and precise validity.

SOURCES OF INFORMATION

This section discusses briefly the sources of information used in the compilation of each map. Maps are discussed individually with respect to the sources of information.

Map 1. National Park Natural Regions

This map is compiled from data in the National Parks Systems Planning Manual (Government of Canada, 1972.), produced by Parks Canada, Natural Regions are defined as areas,

" . . . based on physiographic regions and coupled with ecological, geographical and geological considerations. National Regions are defined as natural landscapes and for environments of Canada which may be separated from other such landscapes and environments by surface features which are readily observable, discernible and understandable . . . " (op cit, p. 3.)

Thirty-nine natural regions were identified in Canada, of which eight fall entirely within the study area, and four fall partly within the area. These regions are listed below.

Entirely Within the Study Area

No. 10	Mackenzie Delta
No. 15	Tundra Hills
No. 16	Central Tundra Region
No. 26	Northern Davis Region
No. 36	Western Arctic Lowlands
No. 37	Eastern Arctic Lowlands
No. 38	Western High Arctic Region
No. 39	Eastern High Arctic Glacier Region

Partially in Study Area

No. 9	Northern Yukon Region
-------	-----------------------

No. 11	Northern Boreal Plains
No. 17	Northwestern Boreal Uplands
No. 28	Southampton Plain

As a general statement, it is true to say that each of these natural regions should be represented in the Canadian National Parks system. At the present time, only Region No. 26 has good representation (in Baffin Island National Park), while Regions 15 and 16, and 11 and 17 have some representation (in the Great Slave Lake Reserve).

Map 2. National Parks Inventory

This map is prepared from a number of sources supplied by the Department of Indian and Northern Affairs. It shows areas in two categories, existing and prospective parks. In the second category, data on Wild Rivers came from personal contact with officials in Parks Canada, and from written reports. These latter included the Wild Rivers Surveys (Government of Canada, 1973b), unpublished individual river survey reports and Kaighin, (1974).

The Public Survey areas are those identified in the Summary of the 1971 Potential National Park Area Survey (Government of Canada, 1973a). They are based on responses to 190 questionnaires sent to academic institutions, organizations and government departments in 1971. Respondents were asked to identify any area which warranted consideration for establishment as a National park, and its outstanding natural features.

Areas identified on the map as Parks Canada areas are those noted in Government Activities in the North, (Government of Canada, 1974) and other unpublished reports in Parks Canada. It should be noted that to some degree these areas reflect the distribution of surveys and field work carried out by Parks Canada and additional areas may be identified by Parks Canada at a later date.

Map 3. Existing Reserves

These areas were identified from the Arctic Ecology Series of maps, and are featured on several other maps of the Canadian north and the Northwest Territories. No differentiation is made between different categories of reserves or the species involved.

Map 4. International Biological Program

This map delimits sites and areas identified under the International Biological Program as being worthy of consideration for establishment as ecological reserves. Two panels (9 and 10) cover the study area; all of the area examined by Panel 9 lies within the study area and a small part of the area examined by Panel 10. While the locations indicated are all I.B.P. sites identified to date, it is likely that additional areas will be delimited as research continues. Boundaries of some of these areas are extremely generalized, and in some cases the area is exaggerated because of the scale of the map and the fact that sites may be as small as one square mile in area.

Map 5. Muir Proposals

The basis for this map is an unpublished document prepared by D. Muir, (Environment Canada), for this study, which draws upon expertise of individuals in the Canadian Wildlife Service and other organizations. The original document and map listed some 51 areas. This number has been reduced by omitting those areas which had since become I.B.P. sites, (see above), and by incorporating some small areas in close proximity to one another. In general the areas delimited are of botanical and wildlife interest, and include breeding grounds of mammals and birds, and also areas of significant recreational and scenic importance. A total of thirty-nine areas were finally outlined on the map.

Map 6. Baker Proposals

The areas delimited on this map correspond to areas identified by Baker (1973) as having high quality terrain from a Territory-wide perspective. In his study, Baker identified seven classes of terrain quality at a Territory-wide scale. It was decided to use this scale rather than the two other scales also used in Baker's study, (physiographic regional and combination of physiographic regional and territorial,) because areas to be considered for establishment as National Parks have to be compared at the widest scale possible.

The three highest categories (Class I, II and III) of Baker's study were delimited on Map 6, although very little if any land in the study area falls into the Class I or II categories. The map essentially shows therefore, the distribution of Class III areas of Baker's Terrain Recreational Quality Classification from a Territory-wide Perspective, (Baker, 1973, Vol. 1., p. 187). For a detailed discussion of the methodology used in the development of this classification and in the delimitation of areas, the reader should refer to Baker, 1973, Section 5.9.

Map 7. Pearson Proposals

The document by Pearson (1972) proved difficult to interpret in map form. The approach used in the study is a regional one. Physiographic regions are identified for Canada, including 2 (Innutian and Arctic Lowlands and Plateaux) within the study area. These are then subdivided into natural regions, and into smaller physiographic regions, and those regions not represented in the National Parks system identified.

Areas identified in Map 7 as "priority" represent areas designated in Pearson's report as of particular significance and importance for

preservation, and deserving early designation as national parks. "Other" areas are those which were identified in Pearson's report as being of significance, and are generally in major regions not represented in the National Parks system.

Other Sources of Information

In addition to the above sources, various other reports and publications were consulted. A postal survey was made of a small number of major naturalist and wilderness recreation organizations across Canada. This survey was limited to national organizations, and those provincial groups with large memberships and non-provincially specific interests. Replies have been received from several organizations,¹ mostly stressing the importance of preservation in the Canadian north, and identifying some possible new National Park or Ecological Reserve areas. These areas have not been mapped separately as in all cases they are included in one or more of the maps already prepared. Of particular concern to the majority of groups was the desirability of extending the Arctic Wildlife Reserve in Alaska into Canada, which although outwith the study area, is considered worthy of recognition because of the obvious importance of this area.

¹ Alpine Club of Canada, Sierra Club, (Western Canada Chapter), Federation of B.C. Naturalists, Alberta Wilderness Association, Saskatchewan Natural History Society.

AREAS IDENTIFIED

The areas on the composite map represent an amalgamation of the seven overlay maps, plus additional information such as that contained in Baker's (1973) report, and in other sources. The areas are clearly generalized, and no attempt has been made to draw significant precise boundaries. The difficulties of interpretation and scale clearly prevent such a step even if it were desirable.

Four major areas, indicated as Priority One areas on the composite map, have been identified. These are the Mackenzie Delta, the Bathurst Inlet - Coronation Gulf - Thelon Game Reserve area, Bylot Island and north west Baffin Island, and the Axel Heiburg - Ellesmere Island area. In each case, these areas are featured in five of the six maps (Numbers 2 - 7) identifying significant areas (Table 1). The Bylot Island - Baffin Island area is featured on all six maps. In addition, these areas all include parts of National Park Natural Regions not currently represented in the National Parks system, (Map 1).

The two areas identified as Priority Two areas, Banks Island, and Bathurst Island, would add the two other Natural Regions not represented by the four Priority One areas. Banks Island is featured on three of the six maps identifying significant areas, as is Bathurst Island.

The delimitation of these six areas as regions of biological, physical and scenic significance, and suitable for consideration as potential new National Parks, does not of course, imply that other areas should be ignored. This exercise has been aimed at identifying general major areas of significance based on a number of criteria. Other areas such as

TABLE 1
SUMMATION OF CRITERIA FOR SELECTION OF SIGNIFICANT AREAS

Criteria Map No.	Delta	Bathurst Inlet- Thelon Reserve	Bylot Island	Ellesmere- Axel Heiburg	Banks Island	Bathurst Island
Natural Regions (No.)	10	16	26 ¹ ,37	39	36	38
Wild Rivers		Thelon				
Public Survey				4		
Parks Canada	2	1	1	2	1	-
Existing Reserves ²	2	2	1	-	2	-
I.B.P.	9	3	1	6	3	2
Muir	2	1	7	9	-	4
Baker (Class III)	-	1	2	1	-	-
Pearson (Priority I, II)	II	I	II	I,2II	-	I
<u>Baker, 1973</u> ³						
Archaeology	Minor	Minor	Minor	Minimal	Minimal	None
Ornithology	Major	Major	Major	None	Major	None
Marine Mammals						
I - III	III	III	III		II	I
Terrestrial Mammals						
I - IV	IV	III	-	(Muskoxen)	I	II

¹ Already represented in National Parks System.

² No reflection is included of great variation in reserve size.

³ Selected criteria only, for explanation of classification methodology, see Baker 1973.

Southampton Island or parts of Devon Island, or specific features such as the Coppermine River may prove equally valid selections for establishment as National Parks.

The large size of some of the areas delimited, especially the Bathurst Inlet - Coronation Gulf - Thelon Game Reserve area make it unlikely that such areas would be designated National Parks in their entirety. Considerable in-field research and discussion between interested parties would obviously be necessary to decide which precise areas, if any, might be so designated. Further study and research might also identify other areas outside those areas identified on the composite map which should be joined to the areas delimited.

The feasibility of development of any of those areas for recreational purposes has not been considered in this evaluation. Parks in the Canadian north are unlikely to become the major recreation areas which their counterparts in the south are for obvious reasons of climate and accessibility at least, and designation of parks should therefore be made more on the biological and physical criteria than recreational attractions or development feasibility.

All of the areas identified on the composite map are noted in Baker's (1973) report as being significant on the basis of various criteria, other than those considered above. Table 1 indicates the supporting evidence from that study for the delimitation of the six areas on the composite map.

The general agreement between sources used in the preparation of Maps 2 - 7, and the supporting evidence contained in Baker's report strengthen the justification for identifying the six areas shown on the

composite map as being the major significant areas in the study region for consideration for establishment as new National Parks. Other areas may also be important, but, on the basis of the sources consulted in this study, are not comparable to those identified on the composite map.

CONCLUSIONS

Six areas have been identified in the study region as being worthy of serious consideration for establishment as new National Parks. Each area has a significant individual character, and specific features and elements which make it worthy of protection and preservation at the highest level, as well as having some (widely varied) recreation potential. The establishment of a National Park in each of these areas would dramatically increase the variety of landscapes and regions of Canada included in the National Parks System.

Such a development could create a number of problems, which are beyond the scope of this study, but which are noted briefly here. National Parks are in general single-use areas, and forms of resource exploitation are, in general, incompatible with the stated purposes of the parks. Land use and development conflicts are, therefore, a potential problem. Similarly, intensive development of tourism and associated facilities could also be incompatible with the principles of the National Park philosophy.

The third problem relates to the use of National Parks by the Inuit. A very strong case can be made for regarding traditional Inuit activities as part of the natural processes operating in the Canadian north. The logic behind this statement is the fact that the Inuit have occupied and utilized the resources of many of the areas for a long period of time, and can be said to live in relative harmony with the ecosystem, they are in fact, a very real part of it. Present National Park regulations do not allow hunting or commercial fishing in the parks. The northern National Parks regulations, (Baffin Island, Kluane and Nahanni) have not received formal status because of the questions of native land claims and

traditional activities. It might prove quite possible to alter the existing regulations in the context of any new northern National Parks. The creation of parks under such an arrangement may require specific safeguards incorporated into the legislation to prevent radical changes in scale, intensity or direction of traditional activities. This specific problem, however, could be overcome by negotiation and planning, and by careful alignment of park boundaries in problem areas.

The question of delineation of actual park areas can only be solved after considerable further in-field research. However, it is felt that the areas identified above offer the highest overall potential for the establishment of new National Parks in the Canadian North.

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APPENDIX A TERRITORIAL PARKS

In 1973 an Ordinance was passed establishing Territorial Parks in the Northwest Territories (Government of the Northwest Territories, 1973). At the present time, (April, 1974) slightly over 20 parks exist, all being camp and/or picnic sites along the Mackenzie Highway, and classed as Wayside Parks. Other park categories include Natural Environment Recreation Parks, Outdoor Recreation Parks and Community Parks.

The Territorial Parks Committee has not met as of April, 1975, and this fact, combined with an initial lack of funds and the awaited settlement of Native Land Claims, has forestalled the designation of any large parks. It is possible however, that some of the areas, or some of the areas identified earlier may be suitable as Territorial Parks. This possibility has not been discussed in the report, and the two Ordinances are included in this Appendix for information only.



ORDINANCES
OF THE NORTHWEST TERRITORIES
CANADA

CHAPTER 5

AN ORDINANCE RESPECTING PARKS
IN THE NORTHWEST TERRITORIES

1973-THIRD SESSION

CHAPTER 5

AN ORDINANCE RESPECTING PARKS
IN THE NORTHWEST TERRITORIES

(Assented to October 19, 1973)

SHORT TITLE

1. This Ordinance may be cited as the *Territorial Parks Short title Ordinance*.

INTERPRETATION

2. In this Ordinance,

- | | |
|--|---------------------------------------|
| (a) "Community Park" means a park referred to in paragraph 4(1)(c); | "Community Park" |
| (b) "Natural Environment Recreation Park" means a park referred to in paragraph 4(1)(a); | "Natural Environment Recreation Park" |
| (c) "Outdoor Recreation Park" means a park referred to in paragraph 4(1)(b); | "Outdoor Recreation Park" |
| (d) "park officer" means a person appointed pursuant to subsection 8(2); | "park officer" |
| (e) "park use permit" means a permit issued pursuant to subsection 9(1); | "park use permit" |
| (f) "regulations" means regulations made by the Commissioner pursuant to this Ordinance; | "regulations" |
| (g) "Superintendent" means the Superintendent of Parks appointed pursuant to subsection 8(1); | "superintendent" |
| (h) "Territorial Park" means an area in the Territories established as a park pursuant to section 6; and | "Territorial Park" |
| (i) "Wayside Park" means a park referred to in paragraph 4(1)(d). | "Wayside Park" |

APPLICATION

3. Nothing in this Ordinance restricts or prohibits within a Territorial Park

- | | |
|---|--------------------------|
| (a) an Indian or Eskimo from hunting or fishing for food; or | Application of Ordinance |
| (b) the holder of a general hunting licence issued under the <i>Game Ordinance</i> from exercising his rights thereunder. | |

CLASSIFICATION AND USE

Parks may be established 4. (1) Territorial Parks established pursuant to section 6 shall be classified as follows:

- (a) Natural Environment Recreation Parks to preserve the natural environment within those Parks for the benefit, education and enjoyment of the public;
- (b) Outdoor Recreation Parks to provide opportunities of outdoor recreational activities to the public;
- (c) Community Parks to provide outdoor recreational activities for the benefit of particular communities; and
- (d) Wayside Parks to provide for the enjoyment, convenience and comfort of the travelling public.

Development of Natural Environment Recreation Parks (2) The development of a Natural Environment Recreation Park shall be directed and limited to that necessary for the preservation, for public enjoyment, of the natural environment within the Park.

Development of Outdoor Recreational Parks (3) The development of an Outdoor Recreational Park shall be directed and limited to the provision of the facilities required for those outdoor recreational activities that are suitable to the Park.

Development of Community Parks (4) The development of a Community Park shall be directed towards the provision of recreational opportunities for the benefit of a community.

Development of Wayside Parks (5) The development of Wayside Parks shall be directed towards the provision of facilities for the enjoyment, convenience and comfort of the travelling public.

ESTABLISHMENT OF TERRITORIAL PARKS

Territorial Parks Committee 5. (1) The Commissioner shall establish a committee, to be known as the Territorial Parks Committee, consisting of not less than five members appointed by the Commissioner, one of whom shall be designated by him as chairman.

Duty of Committee (2) The Committee shall meet from time to time to examine proposals for the establishment of Territorial Parks and advise the Commissioner and the Council on the establishment, operation and use thereof.

Consultation (3) The Territorial Parks Committee shall consult with representatives of those persons residing in or near the location of a proposed Park who may be affected by the establishment of the Park.

Public hearings (4) The Chairman of the Territorial Parks Committee referred to in subsection (1) may arrange for the holding of public hearings on proposals to establish Territorial Parks.

6. (1) Where land has been set aside under an Act of the Parliament of Canada for park purposes, the Commissioner in Council may establish a Natural Environment Recreation Park or an Outdoor Recreation Park. How Parks established

(2) The Commissioner may by order establish Community Parks and Wayside Parks. Wayside and Community Parks

(3) A park established pursuant to this section may be given a name by which it shall be known. Naming of Parks

7. The Commissioner may enter into agreements with municipalities to operate and maintain Community Parks. Agreements

ADMINISTRATION

8. (1) The Commissioner may appoint a Superintendent of Parks. Superintendent

(2) The Commissioner may appoint park officers to assist him in the administration and enforcement of this Ordinance and the regulations within a Territorial Park. Park officers

(3) The Superintendent is responsible for the administration and enforcement of this Ordinance and the regulations within a Territorial Park. Duties of Superintendent

9. (1) Subject to this Ordinance and the regulations, the Superintendent may, upon application and the payment of a fee, issue a park use permit, upon such terms and conditions as he may prescribe authorizing a person or persons to Issue of park use permits

- (a) occupy or use the surface of any land within a Territorial Park;
- (b) establish, conduct or engage in business, commercial enterprise or industrial activity within a Territorial Park;
- (c) construct, erect or move any building or structure within a Territorial Park; or
- (d) conduct or engage in scientific research on the condition that the applicant has been issued a subsisting licence issued pursuant to the *Scientists and Explorers Ordinance*.

(2) Park use permits are valid for the period of time specified therein and are not transferable. Duration

(3) The form of a park use permit and the application and the fees therefor shall be as prescribed by regulation. Form of permit

Cancellation of park use permit 10. The Superintendent may cancel a park use permit where the holder thereof contravenes the provisions of this Ordinance, the regulations or the conditions contained in the permit.

Removal of signs, etc. wrongly placed 11. (1) Where a building, structure, fixture, sign or means of access is located or erected in contravention of the provisions of this Ordinance, the regulations or the conditions contained in a park use permit, the Superintendent may by notice require the owner thereof to move, remove or alter such building, structure, fixture, sign or means of access as specified in the notice within the time specified therein or any extension of time specified therein or any extension of time allowed by the Superintendent.

Notice (2) A notice under subsection (1) shall be in writing and shall be served upon the owner either personally or by mail.

Powers of park officers 12. (1) A park officer may, at any reasonable time of the day or night,

- (a) enter upon and inspect any land, road, structure, building or works in a park;
- (b) make such examination and enquiry as may be necessary to ascertain if any person within the park
 - (i) is complying with this Ordinance, the regulations or the conditions contained in a park use permit; or
 - (ii) has in his possession a subsisting park use permit in parks where park use permits are required by the regulations; or
- (c) order any person to desist from any action or conduct that, in his opinion,
 - (i) is dangerous to life or property,
 - (ii) interferes unduly with the enjoyment of the Park by others, or
 - (iii) alters or damages the natural environment within the Park.

Idem (2) A park officer has all powers of a peace officer in the enforcement of this Ordinance and the regulations.

PROTECTION OF PARKS

Prohibitions 13. Notwithstanding any other Ordinance, but subject to any Act of the Parliament of Canada and to section 3, no person within a Territorial Park may

- (a) establish, engage in or conduct any business, commercial enterprise or industry;
- (b) acquire any surface right or the right to use or occupy the surface of any land,

- (c) hunt or molest any game, game bird or migratory game bird,
- (d) have in his possession or explode or discharge any explosive device, firearm, spring gun, bow or device that fires or propels projectiles, or
- (e) construct, alter or move any building, structure, fixture, sign or means of access

except under the authority of the regulations or a park use permit.

14. No person may, in a Territorial Park, Prohibitions
- (a) damage or destroy any natural feature, or damage or remove any building, furnishing or equipment;
 - (b) subject to the regulations, deposit or leave any garbage, sewage, refuse or any noxious material;
 - (c) have in his possession any animal unless the animal is on a leash or under his direct physical control;
 - (d) permit horses or other domesticated livestock to roam at large; or
 - (e) operate a motor vehicle, motorcycle or a snowmobile except in an area designated for that purpose.

REGULATIONS

15. The Commissioner may make regulations Regulations
- (a) prescribing the form of park use permits and applications therefor;
 - (b) prescribing fees for park use permits;
 - (c) controlling the use and development of resources in a Territorial Park;
 - (d) governing the operation and use of public campgrounds, picnic areas and other public facilities within a Territorial Park;
 - (e) prescribing the specifications for the construction of buildings or other structures in a Territorial Park;
 - (f) respecting the standards to be observed in the conduct of any business in a park; and
 - (g) generally, that he deems necessary for carrying out the purposes and provisions of this Ordinance.

OFFENCE AND PENALTY

16. A person who contravenes a provision of this Ordinance, the regulations or a park use permit is guilty of an offence and liable, Offence and penalty on summary conviction,

- (a) for a first offence, to a fine not exceeding five hundred dollars or to imprisonment for a term not exceeding thirty days or to both;
- (b) for a subsequent offence, to a fine not exceeding one thousand dollars or to imprisonment for a term not exceeding six months or to both.



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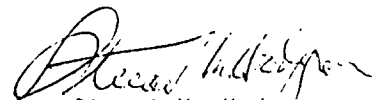
TERRITORIAL PARKS ORDINANCE

The undersigned, pursuant to the *Territorial Parks Ordinance*, orders as follows:

1. The *Territorial Parks Regulations* set out in the Schedule hereto are hereby made and established.

Dated at Yellowknife, in the Northwest Territories,

This 27th day of February 1974.


Stuart M. Hodgson,
Commissioner of the
Northwest Territories.

SCHEDULE

REGULATIONS RESPECTING PARKS
IN THE NORTHWEST TERRITORIES

Short Title

1. These regulations may be cited as the *Territorial Parks Regulations*.

Interpretation

2. (1) In these regulations,

- (a) "application" means an application for a park use permit made pursuant to section 10;
- (b) "business" means any trade, occupation, commercial enterprise or industrial activity carried on for gain or profit within a Territorial Park;
- (c) "camp" means to remain in a Territorial Park overnight, either with or without a tent or other temporary shelter;
- (d) "campsite" means an area within a public campground developed to accommodate a single family or party of campers;
- (e) "Ordinance" means the Territorial Parks Ordinance;
- (f) "picnic area" means a point of interest or an area designed and developed for picnickers and other daytime users within a Territorial Park that is designated by signs pursuant to subsection 26 (2);
- (g) "public campground" means an area within a Territorial Park developed to accommodate campers and designated by signs as a public campground pursuant to subsection 26 (2).

(2) Words and expressions used in these regulations have the same meaning as in the Ordinance.

PART I

GENERAL

Designation of Territorial Parks

3. (1) The areas as set out in Schedule I and as designated by signs are hereby declared to be Wayside Parks under the name and location set out in the Schedule.

(2) The areas as set out in Schedule II and as designated by signs are hereby declared to be Community Parks under the name and location set out in the Schedule.

Application of Regulations

4. These regulations apply in respect of all Territorial Parks.

Environment Protection

5. No person shall, in a Territorial Park, deposit or leave any garbage, sewage, bottles, cans, paper, plastic containers or other litter, waste or obnoxious material in any place other than in a receptacle or pit provided for that purpose.

6. Where there is no designated disposal pit, receptacle or disposal area, every person using or travelling in a Territorial Park shall remove therefrom all of his garbage, bottles, cans, paper, plastic containers or other litter, waste, or obnoxious material.

7. Subject to the *Forest Protection Ordinance*, no person within a Territorial Park shall

- (a) start, maintain or renew a fire except in a place provided or designated for that purpose; or
- (b) leave a fire unattended or leave the area unless the fire is extinguished.

8. No person shall, within a Territorial Park,

- (a) advertise by word, character, device or sign designed to advertise any business, profession, service or article or any exhibition or event; or
- (b) offer for sale any services, food, beverage, or equipment

unless the terms and conditions of a park use permit authorizes him to do so.

9. No person shall launch a boat within a Territorial Park unless it is launched from an area designated by signs as a boat launching site.

PART II

PARK USE PERMITS

Applications

10. Where a person desires to obtain a park use permit he shall complete an application in Form A of Schedule III and submit it to the Superintendent, together with the fee prescribed in Schedule IV.

11. Every application shall contain a statement of the purpose for which the permit is required.

12. Where two or more applications are in conflict, the application bearing the earlier postal date stamp shall receive prior consideration.

... 3

13. Where an application is refused the Superintendent shall notify the applicant in writing and shall refund the fee in the amount paid.

14. The Superintendent may refuse to issue a park use permit where

- (a) the intended use for which the application is made is not compatible with the purpose of the Territorial Park;
- (b) satisfactory arrangements have not been made for the supply of water and the disposal of garbage and sewage; or
- (c) the application is for a cottage or other dwelling except where staff accommodations are required for an approved business within an Outdoor Recreation Park.

Natural Environment Recreation Parks

15. The Superintendent shall not issue a park use permit to any person in respect of a Natural Environment Recreation Park to

- (a) acquire any right to occupy the surface of any land within the Park; or
- (b) establish, engage in or conduct any business, except the business of outfitting or guiding, but the premises associated with the business of outfitting or guiding shall be situated outside of the Park boundaries.

Wayside and Community Parks

16. The Superintendent shall not issue a park use permit in respect of a Wayside Park or Community Park to any person for any purpose.

Terms and Conditions

17. (1) The Superintendent may include in any park use permit conditions respecting,

- (a) the methods and types of equipment used to clear land and construct a means of access;
- (b) the layout of any buildings, structure or earth works;
- (c) the size and exterior finish of any building;
- (d) the period of time a park use permit is valid;
- (e) the time allowed any permittee to commence and complete the construction or alteration of any building, structure or means of access;
- (f) the provision of water for domestic purposes;
- (g) the disposal of garbage, sewage or other wastes;

- (h) the maintenance and upkeep of any land surface, building or place of business;
- (i) the cutting or removal of any trees or shrubs;
- (j) the storage and handling of petroleum products and other combustible materials;
- (k) the protection of places of recreational, historical, geological, archaeological or scenic value;
- (l) any scientific activity necessitating excavation or any other disturbance of the surface of the ground;
- (m) such other matters not inconsistent with the Ordinance and these regulations as may be necessary to preserve the natural environment of the park.

(2) Where an applicant for a park use permit applies for the right to occupy land within a Territorial Park for the purpose of carrying on a business, the park use permit shall contain provisions that regulate conditions of occupancy and removal that are satisfactory to the Commissioner.

18. Upon receipt of an approved application accompanied by the prescribed fee, the Superintendent shall issue a park use permit in Form B of Schedule III in accordance with section 6 of the Ordinance.

19. No rebate of any park use permit fee shall be allowed to the holder thereof in respect of

- (a) the cancellation of his park use permit; or
- (b) the non-use of his park use permit during all or part of the period in respect of which the park use permit was issued.

Appeal

20. Where the Superintendent

- (a) refuses to issue a park use permit; or
- (b) cancels a park use permit

the applicant may appeal in writing to the Commissioner, and if the Commissioner is satisfied that the Superintendent was not justified in refusing the application or cancelling the park use permit, he may order the Superintendent to issue or reinstate the park use permit, as the case may be.

ART III

BUILDINGS AND BUSINESSES

Building Standards

21. No person shall construct, alter or move any building, structure or means of access in an Outdoor Recreation Park, unless he first obtains a park use permit.

22. Where the applicant for a park use permit intends to construct, alter or move any building, structure, fixture, sign or means of access, the application shall be supported by

- (a) a floor plan and elevation plan drawn to a scale of not less than eight feet to one inch showing all floors, elevations and the dimensions thereof;
- (b) a site plan drawn to a scale of not less than one hundred feet to one inch showing location and size of the buildings to be constructed or moved onto the site, the size and location of existing buildings and the boundaries of the site;
- (c) details of water and sewage services;
- (d) a specification list of all materials to be used in construction or alteration of the building or structure; and
- (e) in the case of a means of access or sign, a plan showing the location of the access or sign.

23. Every building or structure constructed, altered or moved into a Territorial Park shall comply with the requirements of the

- (a) Building Code for the North;
- (b) Electrical Protection Ordinance and its regulations; and
- (c) Fire Prevention Ordinance and its regulations.

24. Before issuing a park use permit for any premises that will provide accommodation or food services to the public, the Superintendent shall require the applicant to furnish a certificate from a Health Officer certifying that the premises will conform or do conform to the requirements of the Public Health Ordinance and the regulations made pursuant thereto.

Acquisition of Business or Building

25. Where a person desires to acquire within a Territorial Park by purchase or otherwise a business or a building, structure, fixture or sign, he shall apply to the Superintendent for a park use permit, notwithstanding that the intended vendor is in possession of a park use permit.

PART IV

CAMPGROUNDS AND PICNIC AREAS

26. (1) This Part applies to all public campgrounds and picnic areas.

(2) The Superintendent shall erect or cause to be erected signs designating picnic areas and public campgrounds.

27. No person shall

- (a) camp in any one public campground for a total of more than fourteen days in any one year without the permission of a park officer;
- (b) use or occupy any kitchen shelter or service building for sleeping accommodation; or
- (c) camp in a public campground except in a place designated as a campsite.

28. A person using or occupying a campsite in a public campground shall, on the demand of a park officer or other person authorized by the Commissioner, pay the fee prescribed in Schedule IV.

SCHEDULE I
WAYSIDE PARKS

1. 60th Parallel

Lot 1 Group 763, CLSR 50789 and Lot 2 Group 763, CLSR 51734 comprising a total of 33.14 acres and being located adjacent to mile 0 of N.W.T. Highway No. 1.

2. Alexandra Falls

Lot 8, Group 813 CLSR 56747 comprising a total of 27.2 acres and being located adjacent to mile 45 of N.W.T. Highway No. 1.

3. Louise Falls

Lot 9, Group 813 CLSR 56748 comprising a total of 181 acres and being located adjacent to mile 46 of N.W.T. Highway No. 1.

4. Escarpment Creek

Lot 10, Group 813 CLSR 56749 comprising a total of 78.8 acres and being located adjacent to mile 48 of N.W.T. Highway No. 1.

5. Lady Evelyn Falls

Lot 1, Group 863 CLSR 50786 comprising a total of 11.9 acres and being located southerly approximately 4 miles from mile 105.7 of N.W.T. Highway No. 1.

6. Whittaker Falls

Commencing at a point on the northerly right-of-way of N.W.T. Highway No. 1, said point being located 3/4 mile westerly of the Highway Bridge over the Trout River, approximately mile 205 of N.W.T. Highway No. 1, thence due north 3/4 mile, thence due east 1 1/2 mile, thence due south 1 1/2 mile thence due west 1 1/2 mile, thence due north 3/4 mile to the point of commencement excepting thereout the right-of-way of N.W.T. Highway No. 1 and Lot 5 Group 862 (Provisional), the whole containing 882 acres more or less and being located adjacent to mile 204 of N.W.T. Highway No. 1.

7. Dory Point

Lot 5, Group 863 CLSR 53613 comprising a total of 11.5 acres and being located adjacent to mile 13 of N.W.T. Highway No. 3.

8. Chan Lake

Lot 1, Group 913 CLSR 53854 comprising a total of 3.11 acres and being located adjacent to mile 75 of N.W.T. Highway No. 3.

9. North Arm

Lot 1, Group 963 CLSR 52193 comprising a total of 12.81 acres and being located adjacent to mile 145 of N.W.T. Highway No. 3.

10. Boundary Creek

Lot 873, Group 964 CLSR 53629 comprising a total of 1.71 acres and being located adjacent to mile 192 of N.W.T. Highway No. 3.

11. Yellowknife River

Commencing at a point on the southerly right-of-way of N.W.T. Highway No. 4, said point being the intersection of the highwater mark of the left bank of the Yellowknife River and the said right-of-way, thence easterly along the said highway right-of-way 500 feet, thence south perpendicularly 500 feet more or less to the highwater mark of Yellowknife Bay, thence westerly and northerly along the highwater mark of Yellowknife Bay and Yellowknife River to the point of commencement, save and except a 100 foot water front reserve along Yellowknife Bay and Yellowknife River, and containing 3 acres more or less and being located adjacent to mile 6 of N.W.T. Highway No. 4.

12. Madeline Lake

Lot 930, Group 964 (Preliminary Survey) comprising approximately 2 acres and being located adjacent to mile 15 of N.W.T. Highway No. 4.

13. Prosperous Lake

Lot 879, Group 964 CLSR 55517 comprising a total of 1.61 acres and being located adjacent to mile 12 of N.W.T. Highway No. 4.

14. Pontoon Lake

Lot 877, Group 964 CLSR 55361 comprising a total of 4.71 acres and being located adjacent to mile 17 of N.W.T. Highway No. 4.

15. Prelude Lake

Lot 43 CLSR 53317 comprising a total of 85 acres and being located northerly approximately 1 mile from mile 18 of N.W.T. Highway No. 4.

16. Powder Point

Commencing at a point on the northerly right-of-way of N.W.T. Highway No. 4, said point being the intersection of 113° 42' west longitude with the said right-of-way, thence westerly along the said right-of-way to 113° 48' west longitude, thence due north to 62° 31' 50" north latitude, thence due east to 113° 42' west longitude, thence due south to the point of commencement the whole

comprising approximately (1868) acres of land and water and being located adjacent to mile 24.1 of N.W.T. Highway No. 4.

17. Reid Lake

Commencing at a point on the southerly right-of-way of N.W.T. Highway No. 4, said point being milepost 37.5 of the said highway, thence easterly along the said right-of-way to $113^{\circ} 25'$ west longitude, thence due south to the highwater mark on the southerly shore of Reid Lake, thence $N 68^{\circ} W$ 3.8 miles more or less to a point 2500 feet due south of the point of commencement, thence due north 2500 feet to the point of commencement excepting therefrom N.W.T. Lease 2161, the whole comprising approximately 2680 acres of land and water and being located adjacent to mile 37.5 of N.W.T. Highway No. 4.

18. Little Buffalo Falls

Lot 15, Group 755 CLSR 56873 comprising a total of 81.1 acres and being located adjacent to mile 135 of N.W.T. Highway No. 5.

19. Salt Mountain

Containing all lands within 100 feet of a centerline which may be described as follows; commencing at a point on the northerly right-of-way of N.W.T. Highway No. 5, said point being located at approximately mile 145 plus 3196 feet, thence $N 8^{\circ} 8' E$ 130 feet, thence $S 81^{\circ} 52' E$ 500 feet, thence $N 8^{\circ} 8' E$ 707.1 feet, thence $N 8^{\circ} 46' E$ 1311.4 feet, thence $N 70^{\circ} 27' E$ 2168 feet, thence $N 41^{\circ} 21' E$ 960 feet to the point of termination, and a parcel, commencing at the point termination of the centerline and thence $N 18^{\circ} 39' W$ 160 feet, thence $N 71^{\circ} 21' E$ 810 feet, thence $S 18^{\circ} 39' E$ 390 feet, thence $S 71^{\circ} 21' W$ 810 feet, thence $N 18^{\circ} 39' W$ 230 feet to the point of termination of the centerline, excepting the land within the Northern Canada Power Commission right-of-way, the whole containing 34 acres more or less, and being located adjacent to mile 145.6 of N.W.T. Highway No. 5.

SCHEDULE II

COMMUNITY PARKS

1. Fort Simpson

Lots 1, 2 and 3, CLSR 40146 containing a total of 42.44 acres and being located within the Village of Fort Simpson, N.W.T.

2. Hay River

Commencing at a point on the easterly right-of-way of N.W.T. Highway No. 2, said point being the south-westerly corner of Lot 247 Plan 51388, thence northerly along the said right-of-way 1,900 feet, thence southeasterly along the right-of-way of a beach road 2,160 feet to the northeasterly corner of Lot 556 Group 814 Plan 50323, thence westerly 110 feet and southerly 220 feet to the southwesterly corner of Lot 556, said corner being on the northerly right-of-way of a Hay River street, thence westerly along the above-mentioned right-of-way 1,185 feet to the southwest corner of Lot 247, being the point of commencement; comprising a total of 35 acres more or less and being located within the Town of Hay River, N.W.T.

3. Fort Providence

Commencing at a point on the highwater mark of the right bank of the Mackenzie River, said point being the westerly corner of Lot 3 Group 862 Plan 40328, thence westerly 2,100 feet along the said highwater mark, thence northerly 160 feet perpendicular to the said highwater mark to the southerly right-of-way of the Fort Providence access road, thence easterly along the said right-of-way 2,230 feet to the northwesterly boundary of Lot 3 Group 862 Plan 40328, thence southerly 640 feet along the said boundary to the point of commencement and containing 19 acres more or less and being located within the settlement of Fort Providence, N.W.T.

4. Rae-Edzo

Lot 99 CLSR 56051 comprising a total of 3.4 acres and being located within the Hamlet of Rae-Edzo, N.W.T.

5. Yellowknife

Commencing at a point on the highwater mark of the shoreline of Long Lake, N.W.T., 62°29' North, 114° 26' West, said point being located North 28°45' East 483 feet of the northeasterly most corner of Lot 676-45 Group 964 CLSR 53765, thence South 49°05' East 2,605 feet more or less to the northerly right-of-way of N.W.T. Highway No. 3, thence westerly 1,620 feet more or less along the said highway right-of-way to the southeasterly corner of Lot 676-45 Group 964, thence North 37° West 1,415.11 feet along the northeasterly boundary of Lot 676-45 to the northeasterly corner of the said Lot, being a point on the highwater mark of Long Lake, thence northerly along the said highwater mark to the point of commencement and comprising a total of 41 acres more or less and being located within the City of Yellowknife, N.W.T.

6. Fort Smith

Lot 61 CLSR 38702, L.T.O. 14 comprising a total of 128.5 acres and being located within the Town of Fort Smith, N.W.T.

7. Arctic Red River

Commencing at a point on the westerly right-of-way of the Mackenzie Highway, said point being milepost 894 as shown on Department of Public Works (Canada) drawing Mackenzie Highway Mile 891.8 to 931.0, project 85008, April 1972, thence due west 1,600 feet more or less to the highwater mark of the right bank of the Mackenzie River, thence northerly along the said highwater mark approximately 3,500 feet, thence North 65° East 3,800 feet to the westerly right-of-way of the Mackenzie Highway, thence southerly along the said right-of-way to the point of commencement and containing 251 acres more or less and being located 2 miles north approximately of Arctic Red River, N.W.T.

8. Meliadine Esker

Commencing at a point on the highwater mark of the left bank of the Meliadine River, N.W.T., said point being the intersection of 62°54'48" North Latitude and 92°12'21" West Longitude, thence South 45° West 530 feet, thence North 45° West 3,300 feet more or less to the highwater mark of Lower Meliadine Lake, thence southeasterly along the said highwater mark of Lower Meliadine Lake and Meliadine River to the point of commencement and containing approximately 62 acres and being located 10 miles west of Rankin Inlet, N.W.T.

9. Sylvia Grinnell

Commencing at a point on the highwater mark of the left bank of the Sylvia Grinnell River, N.W.T., said point being located North 19° East 1,700 feet more or less from the most northerly intersection of the Department of Transport reserve and the highwater mark of the Sylvia Grinnell River, thence South 49° East, 1,150 feet to the above-mentioned Department of Transport reserve boundary, thence easterly along said reserve boundary 1,500 feet, thence due north 5,250 feet, thence due west 700 feet more or less to the highwater mark of the Sylvia Grinnell River, thence southerly along the said highwater mark to the point of commencement, save and except a 100 foot waterfront reserve along the Sylvia Grinnell River, the whole containing approximately 210 acres and being located within the Village of Frobisher Bay.

SCHEDULE III

FORM A

(CREST)

APPLICATION FOR A PARK USE PERMIT

(FULL NAME)

(MAILING ADDRESS)

I HEREBY MAKE APPLICATION FOR A PARK USE PERMIT
FOR _____ TERRITORIAL PARK.
FROM _____ 19__ TO _____ 19__.
FOR THE PURPOSE OF:

DESCRIPTION OF AREA:
(Size - location)

(DATE OF APPLICATION)

(SIGNATURE OF APPLICANT)

FEE PAYABLE: _____

SCHEDULE III

FORM B

(CREST)

PARK USE PERMIT
FOR
TERRITORIAL PARKS

(FULL NAME)

(MAILING ADDRESS)

SUBJECT TO THE TERRITORIAL PARKS ORDINANCE AND TO THE TERMS
AND CONDITIONS PRESCRIBED ON THE REVERSE HEREOF, IS
AUTHORIZED TO

VALID FROM DATE OF ISSUE TO _____ 19____,
IN _____ TERRITORIAL PARK.

DATE OF ISSUE

SUPERINTENDENT OF PARKS

TERMS AND CONDITIONS

(reverse side)

SUBJECT TO RESERVATIONS AND EXCEPTIONS OF THE TERRITORIAL PARKS
ORDINANCE AND THE TERRITORIAL PARKS REGULATIONS THIS PERMIT IS
ISSUED SUBJECT TO THE FOLLOWING CONDITIONS:

TERMS AND CONDITIONS SET OUT ABOVE OR AS ATTACHED AND FORMING
PART OF THIS PERMIT ARE ACKNOWLEDGED AND ACCEPTED.

SUPERINTENDENT OF PARKS

APPLICANT

SCHEDULE IV

PARK USE PERMIT FEES

- | | | |
|----|---|--|
| 1. | To occupy or use the surface of any land within a Territorial Park for purposes other than camping or picnicking - Annual Fee | Ten Percent of appraised value but not less than \$25.00 |
| 2. | To establish, conduct or engage in any business, commercial enterprise or industrial activity not herein mentioned - Annual Fee | \$25.00 |
| 3. | Guide or Outfitting Services Resident - Annual Fee | \$25.00 |
| 4. | To construct, erect or move any building, structure, fixture, sign or means of access. | One Percent of estimated capital cost. |

CAMPGROUND FEES

Fees for the use of public campgrounds within Territorial Parks in the Northwest Territories listed hereunder - Annual Fee \$ 5.00

60th Parallel	Mile 0	N.W.T. Highway No. 1
Louise Falls	Mile 46	N.W.T. Highway No. 1
Hay River (Vale Island on mouth of Hay River)		N.W.T. Highway No. 2
Fort Smith	Mile 163	N.W.T. Highway No. 5
Lady Evelyn Falls	Mile 4	Kakisa Lake Access Road
Fort Providence	Mile 1	Fort Providence Access Road
Fort Simpson	Mile 286	N.W.T. Highway No. 1
Yellowknife	Mile 213	N.W.T. Highway No. 3
Prelude Lake	Mile 18	N.W.T. Highway No. 4
Reid Lake	Mile 37.5	N.W.T. Highway No. 4

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Prelude Lake	Mile 18	N.W.T. Highway No. 4
Reid Lake	Mile-37.5	N.W.T. Highway No.4

