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BART:
Public-Private
Partnership in the
Barents Region



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Arktikum



Alain A. Grenier, PhD
Professor, Nature-Based Tourism and
Sustainable Development
grenier.alain@uqam.ca

IN THE SHADOW OF THE NORTH:
THE CHALLENGES FACING
QUEBEC'S NORDIC TOURISM INDUSTRY

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École des sciences de la gestion (ESG)
Université du Québec à Montréal (UQAM)

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DEFINING the North



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DEFINING the North



The map shows Nunavut in light blue, surrounded by other Canadian provinces and territories in yellow. Numerous towns and locations are marked with orange dots and labeled, including Alert, Resolute, Repulse Bay, and Iqaluit. Surrounding regions like Greenland, Quebec, and the Northwest Territories are also labeled.

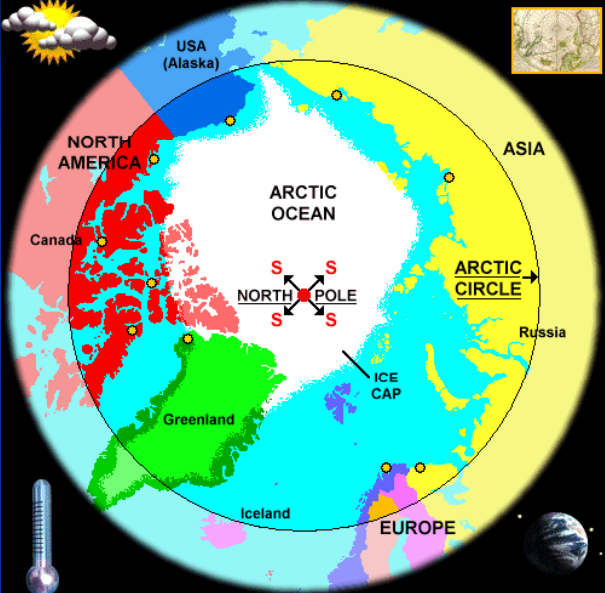
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DEFINING the North



This map shows the Arctic region from a polar perspective. The Arctic Ocean is in the center, with the North Pole marked by a red dot and 'S' symbols. The Arctic Circle is indicated by a dashed line. Surrounding landmasses include North America (USA/Alaska and Canada), Asia, Europe, and Greenland. The Ice Cap is also labeled. Decorative elements like a sun, a thermometer, and a globe are included.

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DEFINING the North

- Nunavik: located between 55th and 62nd parallels
- Total population: 10 800

Total area: 570 000 km²

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NUNAVIK - Administration

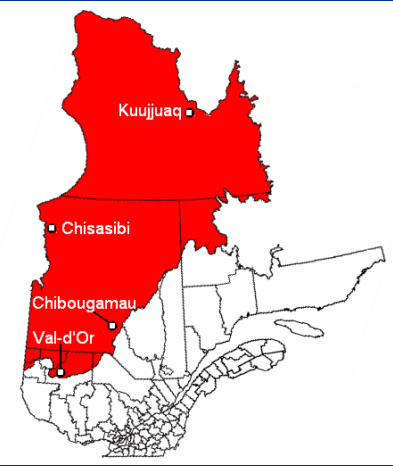
- Nunavik is an area of Quebec governed under the James Bay and Northern Quebec Agreement (CBJNQ, 1975)
- FIRST MAJOR LANDCLAIM AGREEMENT IN CANADA
- Going through a major reorganisation since 1980s
- An area larger than Finland, totally dependent on Quebec and Ottawa, financially.

FEDERAL GOVERNMENT

- Only actor up to 1960 (Ministry of Indian Affairs);

PROVINCIAL GOVERNMENT

- CBJNQ leads to creation of local government - Kativik Regional Gov. Under Quebec, Headquarters: Kuujjuaq



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INDIGENOUS TOURISM:
Building bridges
between nations

Introduction
Identity
Indigenous Status
Indigenous Tourism
Authenticity
Activities/Products
Impacts
Obstacles
Conclusion

NUNAVIK - the main Actors

- **Nunavik doesn't have a "government"** ;
- government duties are spread among various organisations that will merge into a government (in 2009: rejected).
- **Kativik Regional Government:**
 - created in 1978 under CBJNQ (financed 50 % Quebec and 25 % Ottawa);
 - elected by all people (Inuit and non-Inuit);
 - responsible for airport, security, hunting, fishing, conservation, Internet, National Parks, etc.[< http://www.krq.ca/ >](http://www.krq.ca/)
- **Makivik Corporation**
 - Administrates the money provided to Inuit under James Bay and Northern Quebec Agreement;
 - Role: to develop Nunavik and make funds grow;
 - Own, in the name of the Inuit, large businesses (airline, hotels, etc.)<http://www.makivik.org/corporate/makivik-mandate/>

Northern Quebec history in 5 Ages !

(Proulx, 2007)

FIRST AGE: UDSON BAY COMPANY

- Mid 17th Century: Fur trade for Europe
- Lasted 2 centuries... ends with the collapse of the resource;

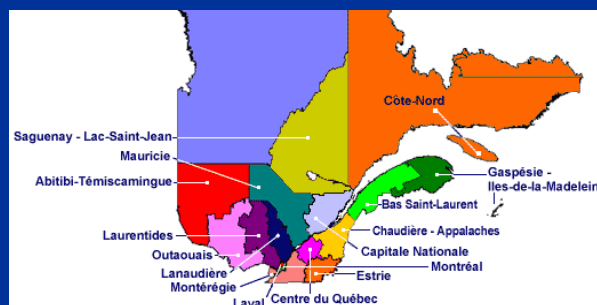


Northern Quebec history in 5 Ages !

(Proulx, 2007)

SECOND AGE: COLONISATION (LOWER & MIDDLE NORTH)

- From 1838, end of the land agreement of the Hudson Bay company:
 - To stop emigration toward USA, Québec opens its "northern" frontier to immigrants: Laurentides, Saguenay, Lac-Saint-Jean, Haute-Côte-Nord, Témiscamingue.
- Economy now based on:
 - logging & self subsistence agriculture;



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L'avenir du Nord

10^e conférence nationale des étudiant(e)s en études nordiques

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L'étude
Le tourisme
Les ressources
Les activités
Calendrier
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Discussion


Northern Quebec history in 5 Ages !

(Proulx, 2007)

THIRD AGE: INDUSTRIAL AGE

- 1800s to 1929
- Pulp, later paper industry;
- Hydro-electricity production;
- Aluminium production;
- Mining.

■ Mining leads to the creation of many northern cities:
Noranda, Shawinigan, Malarctic, Godbout, Port-Alfred, Val-d'Or, Val-Jalbert.



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FOURTH AGE: SECOND INDUSTRIAL AGE

- 1945-1970, booming in all sectors: forestry, mining, hydroelectricity;
- Lasts 4 decades and produces new cities:
 - Chibougamau, Lebel-sur-Quévillon, Fermont, Labtador City, Schefferville, Matagami, Sept-Îles, Radisson.

Three components of this economic model:

- 1) Initial immobilisation for extraction and pre-shipping transformation of the minerals :
 - buildings, transport infrastructures (airport, road, railway);
 - equipment;
- 2) Supplies and services for industrial activities;
- 3) Supplies (consumption goods) and services for the workers and their families;

Northern Quebec history in 5 Ages !

(Proulx, 2007)

Leakages:

Politicians tend to blow the image of the benefits for the peripheries:

In reality, major economic leakages toward the south:

- Company headquarters in metropolitan areas (Montreal, Toronto, and abroad)

Current map of the transport network



Northern Quebec history in 5 Ages !

(Proulx, 2007)

FIFTH AGE: MINING AND ENERGY

- 2001 (slows down 2008 world financial crisis),
- Raises again from 2010 +
- Infrastructure spending: went from 3,6 billion \$ (1998) to 7,5 \$ (2010);
- Big demand in minerals from Brazil, Russia, India and China and signs of growing demand from South Africa;
- Another wave from Thailand, Indonesia, Turkey, and Peru (industrialisation)
- When these economies will stabilise, they will require more energy... Hence, mineral and energy sources: growing value.
- "Plan Nord" - Liberal Gov plan to develop the North:
 - faced major criticism...
 - too much southerly-oriented;
 - criticism leads to a collective vision For the North by the South.

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FIFTH AGE: MINING AND ENERGY

PROBLEMS

- New forms on mines won't create much employment/artificial communities;
- Hydro electricity and wind mills: generates little employment;
- Employment in mines: "Fly-in / Fly-out" model:
 - thanks to improved communications and transport (mainly flying)
 - no new community will emerge from this 5th age.



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Northern Quebec history in 5 Ages !

(Proulx, 2007)

FIFTH AGE: MINING AND ENERGY

PROBLEMS

- Quebec's frontiers are not fixed (Labrador);
- Contentious with Nunavut in Hudson Bay;
- Many jurisdictions in the North:
 - Quebec defines "North" as 49th parallel;
 - many indigenous nations, all with different claims/ rights/treaties:

"region", regional county municipalities (MRC), municipalities, administrative units within, etc.
+ provincial and federal ministries...

Too much bureaucracy !
- Conclusion: few Nordic communities in Quebec will actually grow from the 5th development age;
- The economic decline will continue, in spite of the development.

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Tourism in the Circumpolar Regions

- Tourism is growing everywhere in circumpolar North (with the exception of Russia and Nunavik)
- Estimation: more than 1.5 million of tourists (UNEP, 2007);
- More than 3 millions (Lück *et al.* 2010: 5-6);
- High Arctic: Trips may cost up to 4 000 (average) even up to 25 000 \$ (50 000, North Pole).
- Nunavik:
 - Number of visitors: 1000 (estimation, Tourisme Québec)
 - Average duration of the stay: 9 days (Statistic Canada);
 - Very little tourism, sporadic.



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CHALLENGES FACING NUNAVIK

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Nunavik: general situation

- Population has tripled in 30 last years;
- Average age: 22 years (Province: 41);
- **35 % of the population: under 15 years of age;**
- **10 % of population has high school diploma;**
- **Problems:** poverty, unemployment (34 % for 24 years old + / in some communities: 64 %, especially men), illiteracy, identity lost;
- Life expectancy: 15 years lower than Canadian average (65,7 years Nunavik; 79 years Canada & 79,2 Québec) (Dumaine, 2009: 17);
- **Suicide: 6 time higher than that of province** (between 15-24 years old, men).



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Nunavik: general situation

- Cost of living:
- High subsidies from the provincial and federal programmes;
- Food, petrol (50% / 2013: 30 % for to 1050 \$/year/person), unemployment money/welfare, etc.

Examples / Cost of living:



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Nunavik: general situation

Examples / Cost of living: COOKIES

- Montréal: 2.99 \$
- Nunavik: 7.49 \$



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Nunavik: general situation

Examples / Cost of living: MILK

- Montréal: 1.75 \$
- Nunavik: 8.99 \$



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Nunavik: general situation

HOPE:

- Political and economic emancipation;
- Securing of ancestral land & resources;
- Inuit people are increasingly participating in Governance;
 - devolution;
 - education / training: increasing slowly...
 - slowly integrating to economic life;

■ **TWO ECONOMIC OPTIONS POSSIBLE:**

- to live from the revenues of the exploitation of natural resources (mines, mostly unsustainable);
- Tourism.

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Nunavik: Tourism Situation

TOURISM

- Entirely focussed on hunting (caribou) and fishing;
- Requires the services of local outfitters;
- + necessary permits (heavy administration);

Access:

- Transport: Exclusively by air;
- Distances are HUGE !

Services:

- 14 tourism enterprises (3 are locals only);
- 23 other businesses involved (support services)
- 1 hotel/village (basic services)

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Nunavik: Tourism situation

Kangiqsujuaq Hotel (2008)

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Nunavik: Tourism situation

Kangiqsujuaq Hotel

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Nunavik: Tourism situation

TOURISM - continues


More recently:

- Desire from the State to diversify to tourism offer;

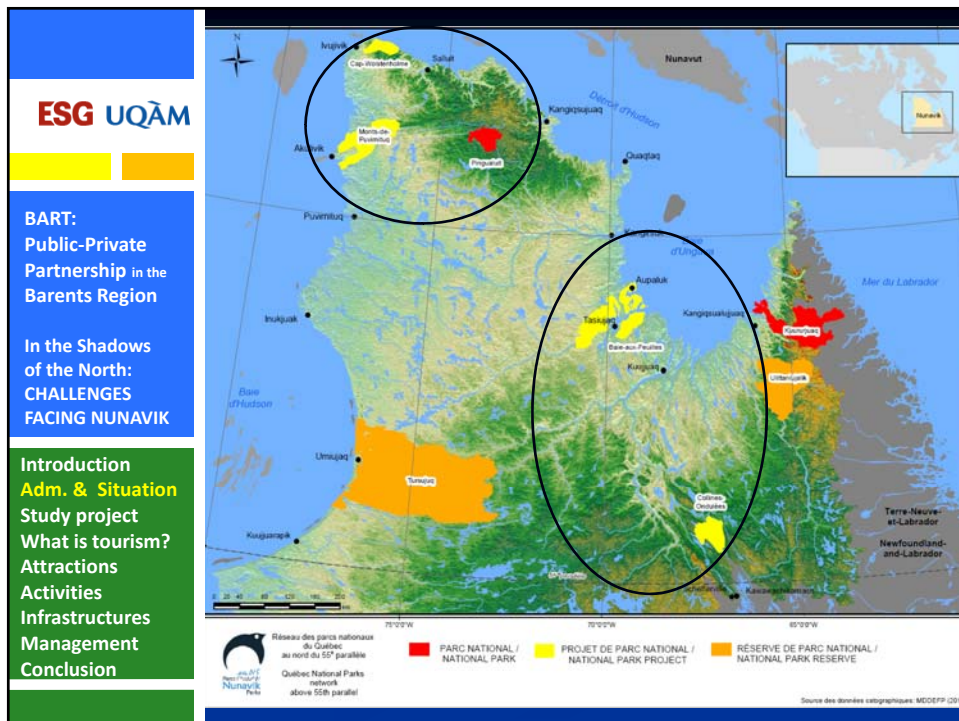
HOW ?

- By creating National Parks:

- 1) Pingualuit National Park (2003)
- 2) Kuururjuaq National Park (2009)
- 3 and 4) Tursujuq
and Monts-Pyramides
National park projects.



Téoros: academic journal of tourism, in French /
Special issue on governance / national parks in Nunavik:



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Nunavik: Tourism situation

Barriers to the development of tourism in Nunavik

- infrastructures VERY limited/absent ;
- determining which resources will/may attract the visitors ?
- what type(s) of tourism would be best suited ?
- what degree of implication from the locals ?
- the amount of investment required versus benefits from tourism ?



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Aim of the study

Goal:

- To bring support in knowledge to the actors and communities involved in tourism

How:

- By comparing (successful) practices in Nordic tourism;
- By identifying models of development that can be brought / adapted to the Nunavik reality;

Requires:

- to acquire knowledge:
 - on the local environment: inventory of resources and potential attractions;
 - on the actors, their model of operation;
 - their expectations in terms of tourism development;
- To understand the stakes of tourism development and their impacts on the host communities;
- To identify the need and barriers to the development of tourism.

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Aim of the study

Methodology:

- Literature review on Nordic/polar tourism/indigenous tourism.

Main topics:

- conceptualisation of the North (imaginary of the North);
- management: experience, products and modes of management;
- transport and security;
- management of bi-cultural enterprises.

- Quantitative study: survey, on line with operators/actors;
- Qualitative study: telephone interviews with tourism actors in every regions of Northern Quebec.
- Field visits: Kangiqsujuaq, Kuujuaq.


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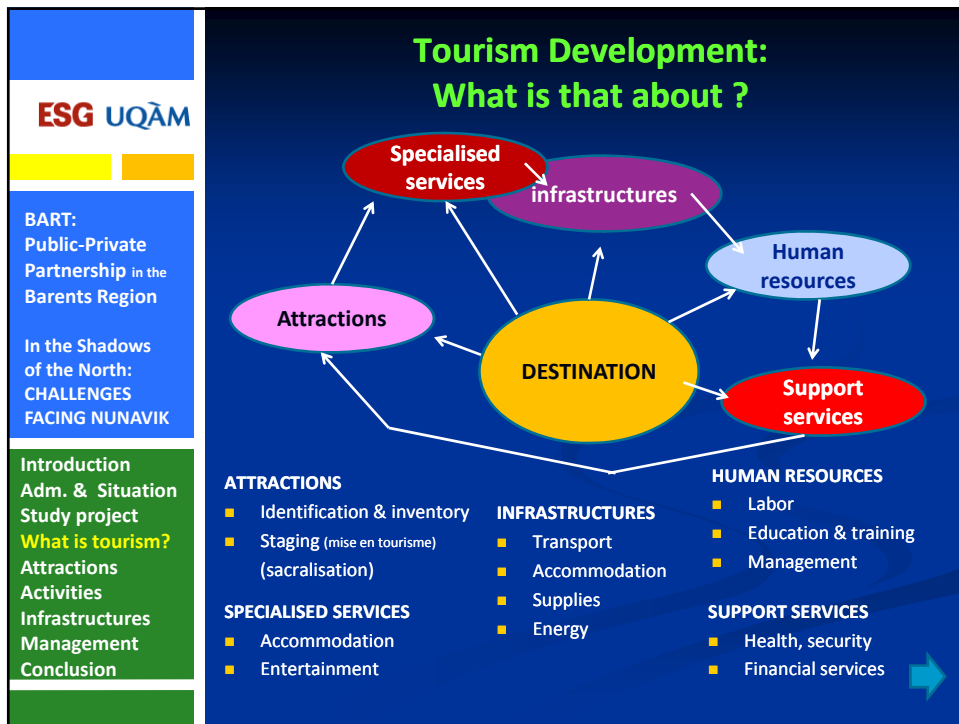
Tourism Development: What is that about ?



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Common perception of tourism: tropics/ heaven/paradise.

➔



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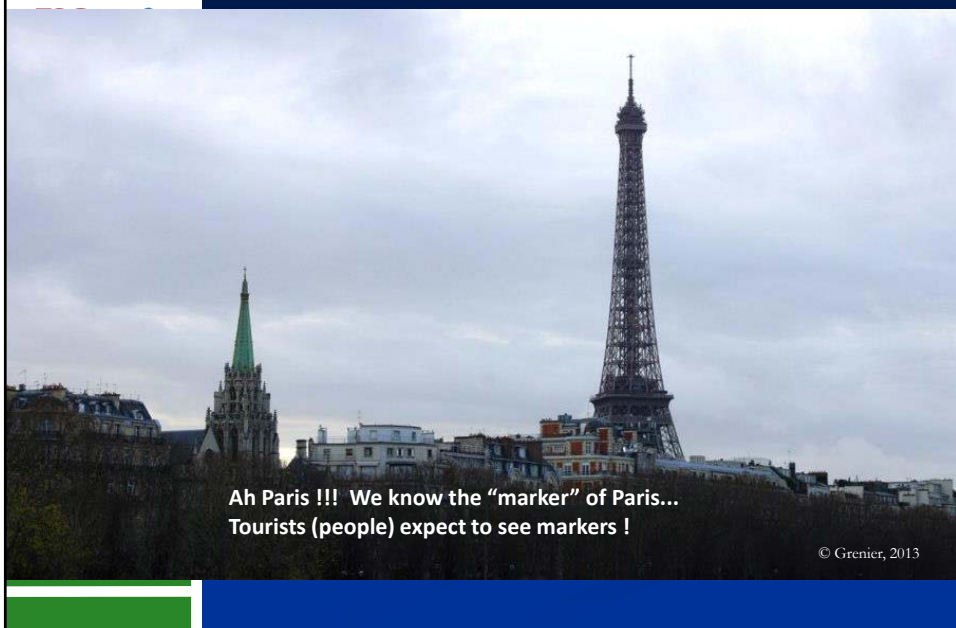
ATTRACTIONS

- 1) The tourism experience is a cultural one
Results from:
 - a) physical elements (scenery, colours, buildings, etc.), and
 - b) statements
 - c) how one interprets facts and doings;
which stimulate the senses of the visitors and create emotions.
- 2) Every element offered to the visitors comes
from a cultural production (staging or “mise en tourisme”);
- 3) There are no inherent tourism attractions:
 - ANY tourism attraction is a construction built upon a natural or cultural resource;
 - The foundation of the attraction is SOCIETY (the message that a specific group/society attach to given elements).

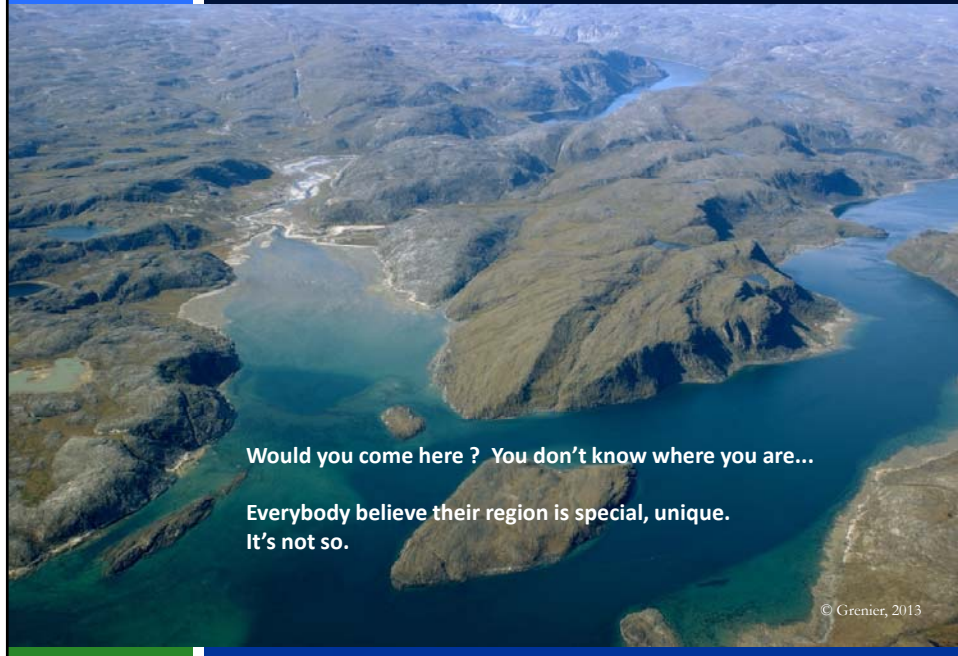
Attractions, you say ?



Attractions, you say ?



Attractions, you say ?



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Tourism Development:

How do we go from a resource to an attraction ?

ATTRACTION – to become an “attraction”, the resource must be
sacralised (MacCannell, 1976, r. 1989)

- 1) Naming;
- 2) Framing and elevation (put on display)



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4) Social reproduction / identification (in many cases).



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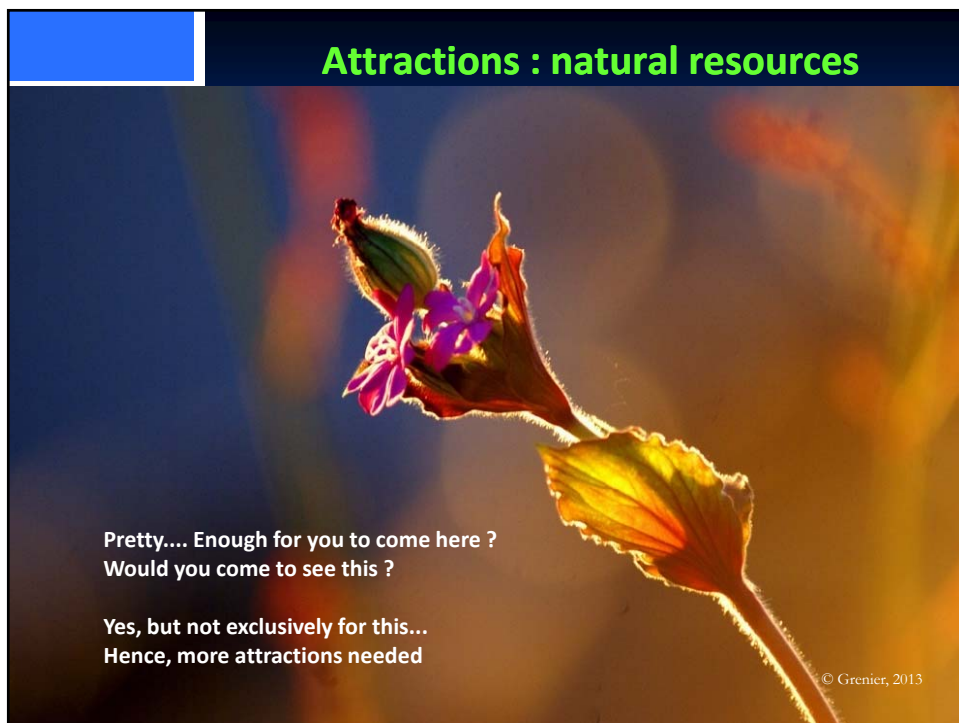
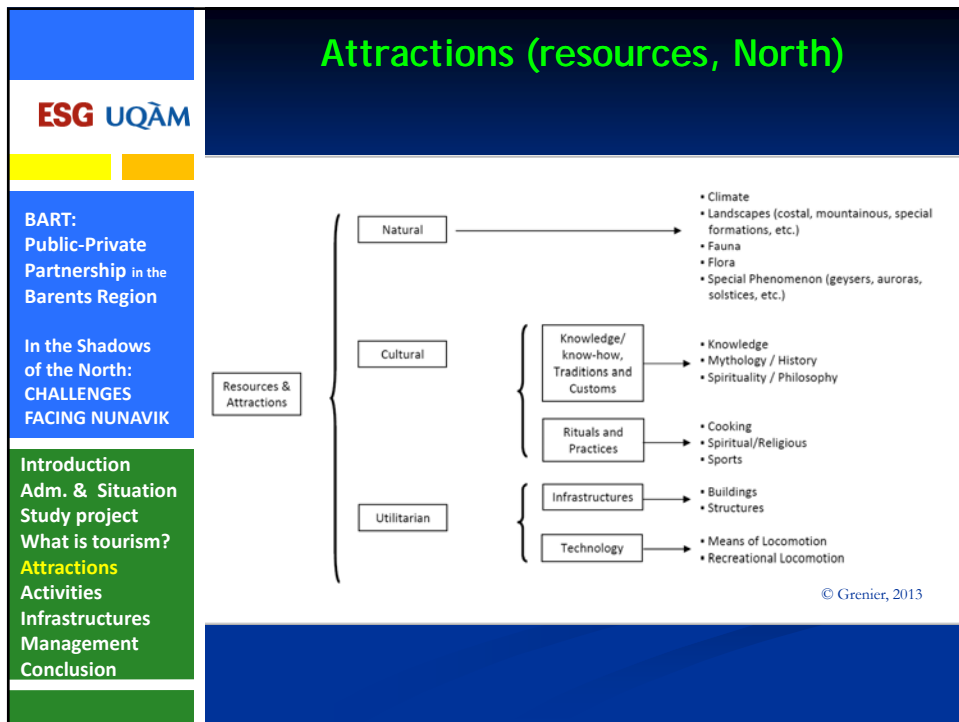
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Attractions : natural resources



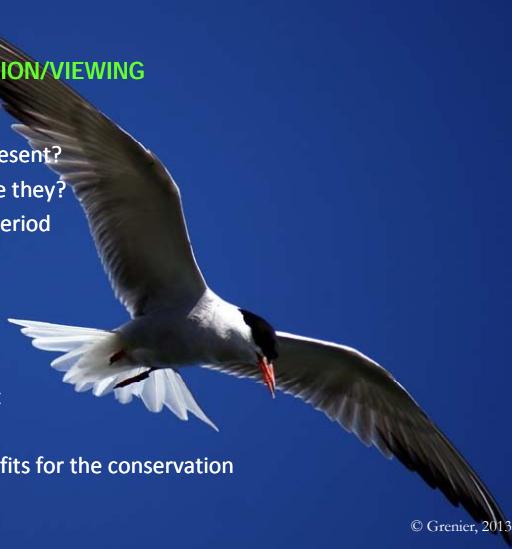
Attractions : natural resources



Attractions : natural resources

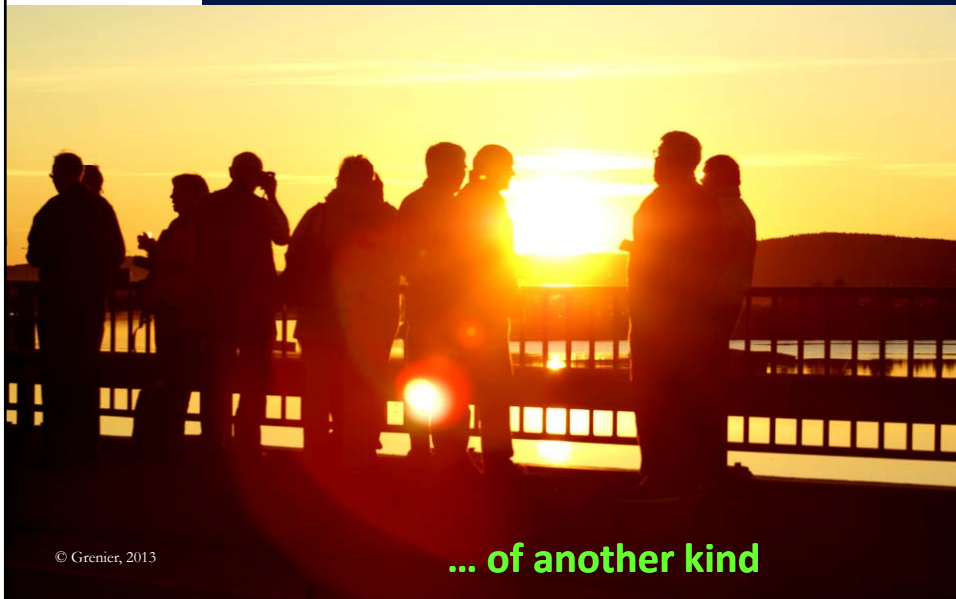
MANAGING WILDLIFE OBSERVATION/VIEWING

- Where are the species located?
- Which season of year are they present?
- Who sensitive to disturbances are they?
- What are their most vulnerable period
- Is the tourism activity produced at the expense of some species?
- Will the activity require some infrastructures ?
- Can these infrastructures be built in harmony with the habitat?
- Can tourism generate some benefits for the conservation of the wildlife/habitat?



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Attractions : natural resources



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... of another kind

Attractions: cultural resources

MANAGING THE CONTACT WITH THE LOCALS

- Does the community wish to host visitors ?
- Does the community understand the issues connected with tourism activities ?
- What are the objectives of developing contacts with the tourists ?
- Which approach is best suited for the community?
 - a) commercial (souvenirs, handicrafts)
 - b) cultural (entertainment/play)
 - c) interaction (guided activities)

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Attractions: cultural resources

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Where are the souvenirs from your destination made ?

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Attractions: cultural activities

Indigenous tourism... Where Indigenous learn who they were...
And non-indigenous open up about "new" old cultures.

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Attractions: cultural activities

Transforming traditional activities and rituals into a tourism experience.
Requires some good thinking to avoid abusing indigenous cultures.

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Attractions: cultural activities

Story-telling... To bring people of different cultures closer !



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Attractions: cultural resources

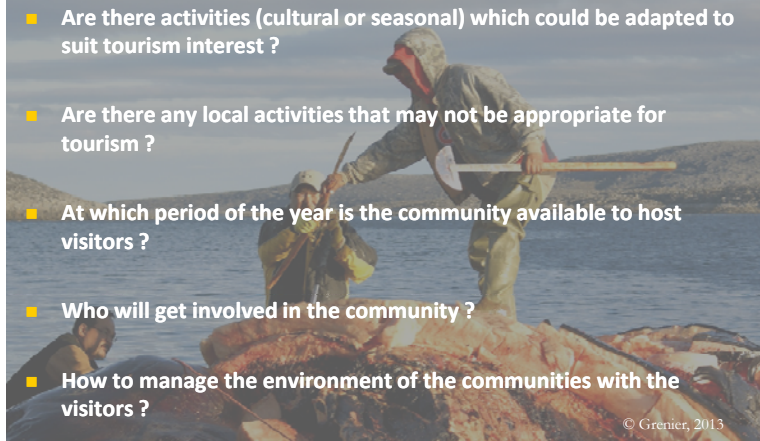
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- Are there activities (cultural or seasonal) which could be adapted to suit tourism interest ?
- Are there any local activities that may not be appropriate for tourism ?
- At which period of the year is the community available to host visitors ?
- Who will get involved in the community ?
- How to manage the environment of the communities with the visitors ?



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Combining resources and activities

```

graph TD
    A[RECREATIONAL AND TOURISM ACTIVITIES, Nunavik] --> B[Harvesting Activities]
    B --> C[Hunting]
    B --> D[Fishing]
    C --> E[Caribou]
    D --> F[Arctic Char]
    D --> G[Atlantic Salmon]
    D --> H[Brown Trout]
    D --> I[Mussel]
    RESOURCES --- E
    RESOURCES --- F
    RESOURCES --- G
    RESOURCES --- H
    RESOURCES --- I
  
```

Why so little ? ►

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The operators tell...

BARRIERS (Telephone interviews/ preliminary summary)

- Harvest activities hyper specialised: focus on specific species;
 - caribou hunting: no longer possible/moved to other areas;

OPERATIONAL COSTS: EXTREMELY HIGH:

- Specialised equipment: requires changes every 2 years;
- Clothes: every 2 years / Sleight: every year
- Cost for air transportation (jet + hydroplane) VERY high/fuel;
- Profit: about 500 \$ /person (on transportation);
- Logistics: VERY complicated;
- Weather: blizzards and fogs cause the lost of many days;
- Administration: HEAVY (permits required, too many levels of government);
- The creation of the national Parks: restrict access (land/air);
- Human resources: lack of reliability from Inuit partners.

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The operators tell...

- About hiring Inuit people as guide:

« It's not easy for a customer
who wants to have contacts with the Inuit
when you're sitting in a canoe during 6 hours
and nobody speaks. It's far from being fun » .
- As a result: operators hire in the South.

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Combining resources and activities

**RECREATIONAL AND TOURISM
ACTIVITIES / NORTHERN QUEBEC**

Harvesting Activities

Hunting

- Caribou

Fishing

- Arctic Char
- Atlantic Salmon
- Brown Trout
- Mussel

Observation Activities

Hiking/Trekking

- Landscapes (cliffs, gorges, rivers, plains)
- Fauna (aerial, maritime, terrestrial, big and small)
- Flora
- Light (abundance/ lack of, auroras)

Motorised Sightseeing

- Landscapes
- Terrestrial (off road vehicles, snowmobiling, mountain bike)
- Maritime (cruises, kayaking)
- Air (sightseeing flights)

Other Activities

Cultural Activities

- Festivals
- Mythology (story telling)
- Cooking
- Spirituality
- Handicraft (jewelry, clothes)
- Well-being (spa)
- Heritage (museum, historical sites, archaeology)

Sport Activities

- ski
- snowshoe
- sledge
- Snow
- Open spaces
- Hills

RESOURCES

• Local culture and know-how

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Activities

- Each activity requires certain seasonal conditions:
- Can you identify activities for tourists to do in every season ?
Every location has them... The locals are just not aware !



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Attractions : infrastructures



Accommodation and transportation

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Infrastructures: regional transport

NEEDS AND MANAGEMENT

- What are the needs - tourism infrastructures at the destination ?
(regional transport, local housing)
- Where should new infrastructures be required ?
- Which markets do we aim to serve ? Who will finance the infrastructures and services ?



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Infrastructures: regional transport

NEEDS AND MANAGEMENT

<ul style="list-style-type: none"> ■ Availability ■ Comfort 	<ul style="list-style-type: none"> ■ Affordable prices ■ Reliability 	<ul style="list-style-type: none"> ■ Safety
---	--	--



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Infrastructures: airport(s)

NEEDS AND MANAGEMENT

- Availability
- Comfort

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Infrastructures: airport(s)

NEEDS AND MANAGEMENT

- Availability
- Comfort

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Infrastructures: customs/security

NEEDS AND MANAGEMENT

- Availability
- Credibility



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Infrastructures: local transport

NEEDS AND MANAGEMENT

- How to manage the transportation of the visitors ?
- The « periphery » model



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Infrastructures and Services

NEEDS AND MANAGEMENT

- Nature Cooking



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- Luxury cooking

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Infrastructures: supplies

NEEDS AND MANAGEMENT

- How to met the increase in demand and the diversification on the needs in terms of supplies (water, food, energy, etc.) ?
- What impacts (+ & -) will this have on the communities (access to resources, costs, etc.) ?



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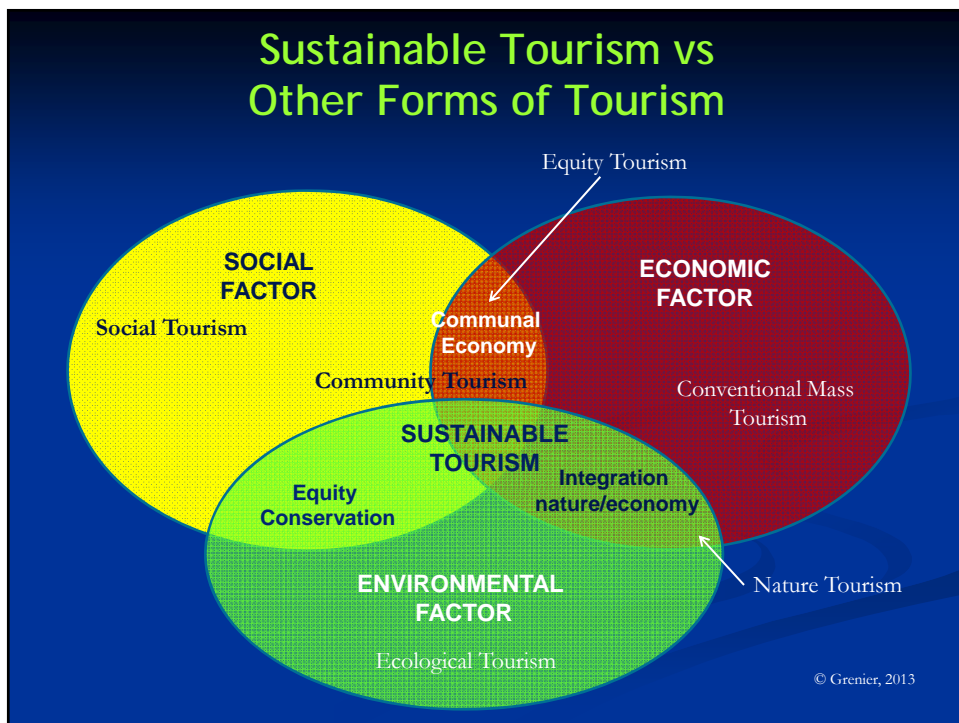
Infrastructures: backstage

PROBLEMS AND MANAGEMENT

- How to manage the ecological footprint of the visitors ?
- Could tourism help the local manage the same issues ?
- What are the cost we are willing to pay to mange our footprints ?
- Which actors shall pay the bill ?



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CONCLUSION: In the shadow on the Arctic: The challenges of the Tourism Development of Nunavik

- Nunavik has tourism potential.
Question: which way is the best ? Where to we start ?
- Many potential models:
 - 1) the current model: a tourism in margin of the communities;
 - for adventure;
 - elite (and \$\$\$\$ leakages to the south);
 - 2) A « regular » (soft/mass):
 - continuous, 2 seasons
 - would be more economically sustainable;
 - requires participation from Inuit people;
 - not a very popular approach.;
 - 3) a « forthcoming » model»:
 - doesn't exist... will have to come from Inuit will.

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CONCLUSION: In the shadow on the Arctic: The challenges of the Tourism Development of Nunavik

- Attractions are based on cultural and natural resources that have to be properly "staged" for visitors to be able to enjoy / appreciate them;
- There are common steps for a "staging" the resources into attractions: it doesn't happen naturally;
 - destination managers/developers must be educated about this process;
- Tourism is a world wide industry
 - but not all locations are appropriate for tourism;
 - some may not be able to make the transfer from "location" to tourism destination;
- Without the community's will and involvement: there can not be tourism.

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CONCLUSION: In the shadow on the Arctic: The challenges of the Tourism Development of Nunavik

- Which ever model is chosen, barriers remain:
- Infrastructures:
 - inappropriate in their actual form;
 - accessible only to hyper specialised tourists (adventurers/hunters);
(« allocentric type» (Plog, 1974)
- Entrepreneurs:
 - mostly from outside Nunavik;
 - very little connected to the local communities /
generate very little revenues for the communities;
- Communities:
 - leaders (Inuit and indigenous) very enthusiasts for tourism;
 - very limited participation from their community members;
- Nunavik remains in the shadow of other [well] established destinations: Finnish Lapland and emerging neighboring Nunavut !

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Kiitos ! Giitu ! Nakurmiik ! Спасибо ! Thank you !



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THE END