

Third Theme: Regionalism and Governance

The Russian North at the Crossroads of Two Epochs*

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In the 20th century the Russian North has twice undergone great transformation: it skipped capitalism and went from a primitive society directly to state socialism, and from the latter to a society of liberal market relations. All this has fallen to the lot of almost one generation. This unprecedented fact in world history requires deep theoretical and practical interpretation. The phenomenon under study is of principal importance primarily for Russia where, after the collapse of the Soviet Union, the regions of the Far North and the territories attached to them constitute 70 % of the state. It is also of major significance for a world community experiencing a deficit of natural resources, resources which are located predominantly in the North.

To study a super complicated situation characteristic for the present day Russian North, a researcher may apply a range of theoretical approaches. We suggest a triumvirate of interdependent ideas. First of all, the North is considered through the prism of world regionalism, which qualifies as a complex phenomenon – the political and economic striving of territorial communities for independence in the fields of social, economic and cultural rights. Secondly, the North is analyzed in the context of historical experience, which is a continuity of knowledge and skills of generations, a concentrated expression of past social practices. Its application promotes substantiation for solutions suggested for present day problems.

Thirdly, the North is studied here not as it used to be studied from the standpoint of nature and geography, or nations and classes, but from the point of view of the general theory of modernization. This allows us to treat the problem at the level of civilization, and to rise above the traditional contingency approach, which is so acute on the eve of the new century and new millennium. Culturological factors of public development are of principal importance in this respect. Political, social, economic, military and strategic paradigms changed through centuries, but the people's thirst for their historical and cultural foundations remained invariable. Islamic fundamentalism is a vivid embodiment of this. Proceeding from this we attempt to give a concise appreciation of the development of the Russian North at the crossroads of two epochs.

A distinctive feature of the pioneering stages of the Russian colonization of the North was its high pace and rather balanced character. Russian settlements in Northern Siberia and even North America (Alaska and the Aleutian Islands) were developed as complex administrative centers. Alongside the industrial development, a reliable social infrastructure was constructed which, following the requirements of the times, provided necessary living conditions, and the settlement and economic development of vast territories. The imperial government managed to adapt the all-Russian administrative-legal standards with

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regional variety. Regional administrative models were created, which to some extent reflected regional variation, adapted themselves to it and eventually, adapted it to themselves. For example, according to Michael Speransky's "Establishment" of 1822, governors-general in the regions were given very broad authority, which made them a good counterbalance to omnipotent ministers. The situation was optimal, when a minister represented the interests of the country as a whole, and a governor-general represented those of his region. Such an approach allowed the native peoples of the Russian North to occupy firmly their ecological niches and preserve their national identity in the face of Western settlements. Certainly, past experience cannot be automatically applied to present realities, but it is necessary to recognize it as a culture-giving source. The mastering of its lessons should promote the validity of solutions accepted today.

Soviet transformations in the North had two aspects. On the one hand, they carried the achievements of industrial civilization, and included its peoples in the global modernization transition that was taking place at that time, with advances in both the socio-economic and cultural spheres. The Northern Sea Route, the Norilsk Mining and Metallurgy Combine, the West Siberian Oil and Gas Complex, the big industrial enterprises and modern cities of both the European North and the Far East embodied this tendency.

On the other hand, Soviet transformations destroyed the traditional structure of life of the Northern peoples and their environment. Departmental satrapies through the channels of numerous uncontrolled ministries pumped out the natural resources of the North, leaving its peoples insufficient resources for a decent life. In comparison to Norway or the countries of the Middle East which have grown rich on crude oil production, the Russian North, which was the principal state currency supplier from the sale of raw materials and energy resources, gained but little for its own development.

By the end of 1980s, the obvious industrial orientation of the regional economy resulted in almost 60% of the gross material production being concentrated

in industry. Food and other production were very low. As a result, consumption by the local population was constituted primarily of imported products. With the breach of inter-regional links and the sharp increase in shipping charges which accompanied the market reforms (from just 1990 to 1994 railroad rates increased by a factor of 5000) the Northern population is in a critical state. Systematic undersupply of essential goods even raises the question of survival.

Many problems result from the excessively rapid immigration of past years, including relative overpopulation of the North, and the growth of unemployment connected with sharp cutbacks in production. In the period of active use of oil and gas resources in the Tyumen region, more than 10 million people "passed through" it, while its own population was only 1.5 million. All of this has had a negative effect on the living conditions of the native population. In the late 20th century, just the same as at its start, people had to search for casual earnings, by, for example, the unequal exchange of furs for the necessities of existence. Chance peddlers manage to exchange a sable skin for a couple of vodka bottles.

The hypertrophied industrial character of Northern development and the educational policy bound with it, led to a loss of vital traditional skills by a considerable part of native Northern peoples. This resulted in an abrupt decrease (up to 40%) in the able-bodied population of Siberia being occupied in traditional spheres of economy, which constituted the basis of the ethnic and cultural complex. Life expectancy for the native populations is 10-15 years shorter than for people in other parts of the country.

The Russian North today is in a catastrophic situation. Market reforms have hit it much harder than other regions of the country. Decreases in production and transportation continue the collapse. According to data obtained by the "Arctic-2000" expedition, headed by academician Alexander Granberg, turnover of goods at North-East ports is only 50% in Dudinka, 20% in Magadan, 17% in Petropavlovsk-Kamchatsky, 3% in Pevek, and 2% in Tiksi as compared with 1987. Behind these figures are tragic destinies of individuals. People use every opportuni-

ty to leave the North. By now, the population of the Russian North-East is already reduced by 300,000 people, in comparison to 1990, and depopulation in some towns, in Dicsion, for example, is three times the average.

The revival of the Russian North, like the convalescence of a person after a serious illness, is fraught with dangerous complications. In order to avoid these complications one should have a good knowledge of the exhausted organism and be able to predict its response to intensive care. The future of the North is apparently to be found in large cultural and regional complexes which, due to similarities in historical fates and long social and economic interactions, enjoy stable ethnic and demographic relations.

Additionally, their social and economic institutions, mind-set, labour culture and way of life have similar features, occupying a unique historical and cultural space, resisting the destructive processes of both politics and economy.

There are grounds for asserting that the creation of Federal districts aims at similar ends. According to discussions with Peter Latyshev, a plenipotentiary representative of the President of Russian Federation in the Ural federal district, the new administration commits itself to preserving the unity of the country, eliminating inequalities in the relations between subjects of the federation and central power bodies, and increasing mutual responsibility for the situation in local regions.

Land Claim Agreements in Northern Canada - Research Barriers and Opportunities*

Peter Clarkson

Aboriginal land claim agreements (modern day treaties) in northern Canada have changed the way research is done in the north. During the past 25 years aboriginal land claim agreements have been settled throughout northern Canada. The current settled claims and claims in negotiation include all of the land in Canada north of 60 degrees latitude and northern lands in all of the provinces. Settled land claims include the following: James Bay Agreement (1975), Inuvialuit Western Arctic Claim (1984), Gwich'in Land Claims Agreement (1992), Sahtu Land Claims Agreement (1993), Nunavut Final Agreement (1993), and Yukon Umbrella Agreement (1993). There are currently hundreds of aboriginal land claim agreements being negotiated and many of them are for areas in northern Canada.

Aboriginal land claim agreements are agreements between aboriginal people and the federal government. In most cases the concerned provincial or territorial government is also included at the negotiation table and is a signatory to the claim. Land claim negotiations address three areas:

- 1) land — the boundary of the traditional territory and private aboriginal owned lands (surface and sub-surface) within the territory,
- 2) money — to compensate for lands given to the government and to implement the land claim, and
- 3) management — rights and participation within the territory and on things that affect aboriginal people.

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All three of the areas negotiated in a land claims agreement affect research in northern Canada.

In this position paper I will address land claim agreements and research barriers and opportunities in general, and will use specific examples from the Gwich'in and other land claim agreements. This is not an exhaustive review of land claim agreements and their impact on research in the north, but more a reflection on experiences and observations while conducting research and living in the north. From 1984 to 1994, I conducted wildlife research in the Northwest Territories with most of the research in the Inuvialuit Settlement Area. During the past six years I have worked for the Gwich'in Renewable Resource Board, a co-management board that was established by the Gwich'in land claims agreement. The Board approves, conducts and funds research on renewable resources in the Gwich'in Settlement Area.

Community Concerns and Complaints About Past Research in Northern Canada

Aboriginal people living in northern Canada had several concerns and complaints about past research in their communities or traditional territory. Their concerns are summarized in the statements below: „Their research does not address questions and issues we are concerned about.“

„We never see the results of the research.“
 „They come in, expect us to volunteer our time, use our knowledge and then we never see them again.“
 „We have been studied to death.“
 „No one asks us if we want the research.“
 „Researchers come from down south, they bring people to help them and there is no benefit to the community.“

The concerns of people in the communities were addressed in the land claim agreements and help form the foundation of how research in northern Canada has changed.

Changes to How Research is Conducted in Northern Canada

With the land claim agreements came several changes as to how research is conducted in northern Canada. Some of the changes are discussed in the following:

- 1) Research permits — In the Northwest Territories, Yukon and Nunavut, researchers must contact local communities and request their approval for research. In the Northwest Territories this approval was initially rooted in the Scientists Act, but has been further supported by the land claim agreements. This approval process may take longer to process, but it does ensure that communities are aware of research in their area, have the opportunity to provide input, and the have the opportunity to participate.
- 2) Greater community and regional capacity — With the land claim agreements came greater community and regional capacity to conduct and participate in research. Each land claim establishes community authorities, regional co-management boards, non-profit social, cultural and educational institutions, and aboriginal government structures. All of these groups play an active role in monitoring, approving, conducting and participating in research. Most research projects will now employ community members that assist in conducting the research.

- 3) Private land — The land claim agreements all have designated parcels of private land which are under the ownership and management of the aboriginal government. Private land ownership covers surface, and in some cases includes sub-surface, rights. Permission to access private lands for research is given by the aboriginal government.
- 4) Research Funding — The land claim agreements have provided funding for research in the north. Funds provided for implementation of the land claim have in some cases been specifically designated for research. In the Inuvialuit, Gwich'in, Sahtu, Yukon and Nunavut land claims funds were provided for renewable resource research covering wildlife, forestry, fisheries, harvest studies and habitat research.

Barriers and Opportunities

The land claim agreements in northern Canada have provided some barriers to conducting research in the north. Getting research permits and licenses now takes longer as communities and other authorities need to be consulted and give their approval before research can proceed. Doing proper consultation takes time and money especially if travel to remote areas is needed to meet with community members. Many communities may favour applied research as they have specific concerns or issues they want addressed and feel these should have priority. Other research may be approved, but participation and funding may be limited.

The increased opportunities that exist in settled land claim areas far outweigh any barriers. The increased capacity and funding available for research in settled land claim areas is providing more research opportunities in northern Canada. In the Gwich'in Settlement Area, the Renewable Resource Board has been working together with universities, government agencies and the communities to initiate several research projects. The Gwich'in Social and Cultural Institute has initiated anthropological and archeological research, while the Gwich'in Tribal Council has been involved in contaminants research.

The increased capacity at the community and regional level has made it possible for greater local cooperation and partnering. Community members and staff working in the north can work with researchers, bringing their knowledge of the area and people to the project, and assist in conducting the research. With more local involvement in research the project benefits from more local and indigenous knowledge which can compliment information collected and provides a good starting point or background on the topic. Having local people involved is also a good way to informally let the community know what is happening and why the research is being conducted.

Summary

How research is conducted has changed in northern Canada with aboriginal land claims. The north is no

longer a vast, unrestricted, research laboratory waiting for eager researchers to discover. The changes brought about by land claim agreements have made researchers more responsible when conducting research in the north. The opportunity to work with northerners on research projects and include their knowledge results in better and more comprehensive research. The greater capacity in the north to conduct and fund research will help ensure that the concerns and issues of northern people are addressed when research is needed. The results of this research will benefit northerners and the northern environment. Aboriginal land claims in northern Canada should not be seen as a barrier to research, but should be viewed as an opportunity to work with new partners and participate in much needed research in Canada's north.

Northern Regional Co-operation and Globalization

Siv Friðleifsdóttir

The enormous expansion of today in global communication and international co-operation makes regional co-operation more important than ever. This may sound paradoxical but is, none the less, true. The reason for this is twofold:

Firstly: The new technology offers new possibilities to communicate and co-operate, not only worldwide, between continents, but also between individuals and institutions within thinly populated regions.

And secondly: As the centralization of policy making in regional organizations such as the European Union increases, the necessity and practicality of decision making on a more regional basis, concerning everyday life, grows as well.

The same goes for the necessity for regional co-operation. Even though neither Iceland nor the Faroe Islands and Greenland are EU members these countries feel an increased need to strengthen the bonds between themselves and other northern regions.

In light of these facts, I would like to take the opportunity to emphasize the need for regional co-operation, in order to draw attention to the northern and northwestern regions, and the interests and needs of the people living there.

Regional Co-operation in the West-Nordic Regions

Iceland held the presidency of the Nordic Council of Ministers last year and our top priorities were issues concerning the interests of those living in the thinly populated West-Nordic regions, the Faroe Islands, Greenland and Iceland.

These countries share many interests, and our conditions are similar in many ways. United by the Atlantic Ocean, we live in close interrelation with nature, where the elements are unpredictable. Our economies depend heavily on the use of natural resources, particularly living marine resources, and therefore we all share a vital interest in keeping the ocean as clean and unpolluted as possible.

Sustainable use of living marine resources is one of the fundamental conditions for preserving the livelihoods of these populations. The use of these resources is also closely linked to the culture and traditions of the people. Marine mammals are an integral part of this ecosystem, and the tradition for their use is deeply rooted.

With regard to resource management, the populations of the Arctic and West-Nordic regions have valuable experience which they can share, not only

with each other, but also with the outside world. Most settlements in the West-Nordic regions are far apart, and transport may often be problematic. Modern information technology offers great opportunities for increasing knowledge and intensifying research and education in this area.

The populations in the Arctic and West-Nordic regions sometimes feel a lack of understanding of their culture and their relationship with nature, particularly in the debate on the exploitation of natural resources. The exchange of information and research is therefore extremely important.

The Northern Research Forum with its aim of promoting dialogue between scientists and the users of Arctic Science should address these issues.

The annual session of the Nordic Council will be held in Reykjavík, starting tomorrow. During the session a new report on the future of Nordic co-operation will be on the agenda.

Among the many interesting proposals in the report is one that the Nordic countries should „initiate regular meetings between ministers of the countries surrounding the North Atlantic Ocean, including the Faroe Islands and Greenland.“

The aim of these meetings is to protect the living resources of the North Atlantic Ocean and also to secure reasonable utilisation of the marine resources.

During Iceland’s chairmanship in the Nordic Council of Ministers, we already took first steps towards establishing Nordic co-operation with these areas, which include Scotland, the islands around Scotland and Canada.

This proposal is a new dimension in Nordic co-operation, which I very much welcome.

Co-operation in the Arctic Council

A month ago the Arctic Council held its second ministerial meeting in Barrow, Alaska. Iceland wel-

comed and supported the establishment of the Arctic Council from the start and now hosts secretariats for two of the Council’s working groups.

We believe that those who live in the Arctic regions share similar challenges and common interests in many respects, and joint approaches and common efforts to tackle different problems and issues could prove beneficial to all of us.

Although the Arctic Council is not an organization in the ordinary sense of the term, I think that today, four years after the establishment of the Council, substantial progress has been made in terms of defining a common agenda, and in managing an important work programme, especially as it relates to the Arctic environment.

In looking towards the future, I would like to see the Arctic Council continue to strengthen its work in the field of sustainable development, and the environment.

At the ministerial meeting, a framework document on a Sustainable Development Programme was endorsed. In my view, the document clearly highlights the environmental, economic, social and cultural dimensions of sustainable development and lays the foundation for a process to develop a holistic approach to this issue.

The ministerial meeting in Barrow also endorsed and adopted a project on Arctic Climate Impact Assessment. This is a joint project of two of the Council’s working groups, in cooperation with the International Arctic Science Committee.

Iceland welcomes this new initiative. Climate has a profound impact on life in the Arctic. Better understanding of climatic variations on a short-term and a long-term time scale is of vital importance to us all. Regional climate assessments are of greater political relevance than global assessments.

Science has always played an important role in Arctic Cooperation. In the area of the environment, the work of AMAP, the Arctic Monitoring and

Assessment Programme, has been a very effective interface between science and the policy makers. The AMAP report has already led to important actions at both the regional and the international level on important issues, in particular, in connection with heavy metals and persistent organic pollutants. I hope that the next assessment from AMAP and the Climate Impact Assessment will have the same influence. Assessment of biodiversity by CAFF will also provide vital input.

Stefansson Arctic Institute

The Stefansson Arctic Institute was established by the Government of Iceland in 1997 and is named after the explorer Vilhjálmur Stefánsson. Vilhjálmur Stefánsson contributed a great deal towards changing the image of the Arctic from being a periphery of frozen waste to being a centre of international significance

and attention. His name is very much connected to past, contemporary and future issues of human-environmental relations, and sustainable use of resources in the circumpolar north. The main aim of the Institute is to promote research on the Arctic both within Iceland and in co-operation with the arctic research community. This first meeting of the Northern Research Forum is a good opportunity to bring together and promote intensive dialogue between scientists and stakeholders dealing with arctic issues.

Today we can see worldwide growing interest in the Arctic regions, its environment, inhabitants and cultural heritage. This is happening rapidly, and the Arctic is becoming a focus of social, economic, environmental and political concerns. This is a challenge for the people living in the Arctic and I am convinced that it will provide a lot of new opportunities, which will improve life in the Arctic.

Opportunities for and Barriers to Research in the Context of Regionalism and Governance in Canada*

Clifford G. Hickey

Canada, as a very large country composed of many distinctive eco-systems and human histories, is, not surprisingly, heavily regionalized. On top of that, its system of governance complicates this scenario in southern Canada by delegating certain responsibilities to the federal government and the rest to the provinces. Even when the separation of responsibilities is clear, issues are seldom limited to either federal or provincial jurisdiction, however. This often requires meetings of provincial and federal ministers to develop common standards. For example, ministers of energy and environment from both levels have been meeting to discuss national standards for the reduction of greenhouse gas emissions in preparation for a climate conference in The Hague this month. There was so little agreement among the ministers that one finally suggested that Ottawa set the standards. Other ministers were incredulous at the suggestion. As of this writing, the issue had not been settled.

Canada and the Canadian System of Regionalism and Governance

The northern territories are still the direct responsibility of the federal government and so there is no overlap in jurisdictions there, but devolution of responsibilities to elected regional authorities over the past twenty years or so has led to some northern local government control over various programs.

This however is quite uneven, with little devolution in the Yukon, and it is still an evolving process in the Northwest Territories and Nunavut given the recent formation of Nunavut as a separate territory.

One perhaps unique peculiarity of the Canadian jurisdictional system causes sometimes severe difficulties between northern federal and southern provincial jurisdictions in the Hudson Bay and northern Quebec region. Islands, that is, any land that is separated from the mainland at low tide, belong under federal jurisdiction and therefore are part of the Territory of Nunavut. Any communities on the islands are within the territory despite the fact that they may be only meters from the mainland and are culturally more similar to nearby communities on the mainland. Social and other services are thus different for each; similarly, environmental and other programs, including research agendas, are also different.

In one other way, Canada epitomizes a characteristic of the circumpolar north as a whole. There are often strong north-south links, vestiges of history that saw southerners establish various kinds of relationships to their specific norths. On the other hand, east-west links may be quite weak. For example, Labrador is part of Newfoundland so it is relatively easy to travel between, say, Goose Bay and St. John's. Educational, economic and other ties are north-south, including research linkages. Few ties are pos-

* Invited Position Paper

sible with neighboring Quebec. Similar ties and barriers exist for northern Quebec. The eastern Canadian Arctic's ties have been with Halifax and Montreal, the west's with Edmonton. Until recently, travel east-west in the north has been difficult, and so many programs in both the east and the west have been more similar to those of their southern contacts than to each other. Internationally, the east-west barriers have been even greater. Fortunately, however, all of this has been changing and so restrictions on many facets of life including research are now much reduced – though not gone completely.

Although there are varying definitions of Canada's North, it occupies around 50% of the landmass of the country, including about two thirds of its coastline – yet it is home to only one percent of the population. Half of this population is composed of aboriginal peoples, for whom the north is their homeland. As in other northern jurisdictions, Canada's North faces unprecedented social, physical and environmental problems and challenges.

Recent and on-going issues facing the North include aboriginal land claims and regional self-government, accelerating economic development including the exploitation of renewable and non-renewable resources, climate change and its effects on northern ecosystems and the human population, rapid population growth (with a resulting very young average age), substantial transboundary air and water contamination, health and social problems, and many more.

The State of Canadian Northern Research

The key to solving such problems begins with good information acquired through good research. Unfortunately Canada, as a nation riddled by regional perspectives, divided in its authority structure, and ruled by politicians who have been primarily concerned with the issues of 99% of its population, has done a poor job of meeting its northern research obligations. Possessing a very large percentage of the world's arctic terrestrial and marine environments,

the Canadian Government has direct responsibility for the cultural and social well-being of its northern residents, for sustainable economic development, and for environmental stewardship. Yet, as the Canadian Parliamentary Standing Committee on Foreign Affairs and International Trade noted, "the cost of Canada's [Arctic] research was never high in comparison to the amounts spent by other Arctic states". This led to the Committee's recommendation that "the Government commit to maintain, and seek to increase, support for basic Arctic science and research as an important element of circumpolar co-operation."

Nor are such obligations only internal to the nation as Canada has signed many international accords, including the Montreal Protocol, the United Nations Framework Convention on Climate Change, and the Kyoto Protocol. And as a member of the Arctic Council and the International Arctic Science Committee, Canada carries obligations to its circumpolar partners to contribute to joint programs and to contribute its own knowledge to the overall circumpolar science effort. However, the facts are that researchers from other countries are increasingly conducting research in northern Canada while Canada's research activities on its own northern territory have been declining. Given the decline in research funding for both government and university researchers, new researchers are not being trained and it has recently been pointed out that "University expertise is not being renewed, and northern researchers are comparatively older than the general faculty population".

Elsewhere in this Congress, Peter Clarkson has discussed the impact that Land Claims Settlements have had on northern research, on the whole positively. However, there have been both good and bad impacts in my experience. As a social scientist, I welcome the "new accountability" forced on southern-based researchers. However, there have been occasions where students or their supervisors have either left the north without conducting planned research or changed the locations of research from the north to the south because of attitudes displayed by northerners. Occasional, seemingly unwarranted and certain-

ly negatively phrased, displays of hostility, or an unwillingness to cooperate in what should have been mutually advantageous research contexts, have discouraged several long-time northernists from continuing active research programs. I should state that Clarkson's organization, the Gwich'in Renewable Resources Board, is an exceptionally positive organization to work with, in the experience of every researcher I know. Again, however, regional differences are very important.

What is being done to address the deficiencies I have noted above?

Recent Initiatives to Improve the Situation

There have been several recent initiatives at the federal level, spearheaded by the Minister of Foreign Affairs and International Trade. The formation of the Canadian Polar Commission as well as that of the Arctic Council has highlighted to Canadians the importance of their northern regions. Recently, Canada has announced a Circumpolar Foreign Policy that parallels the European Union's Northern Dimension. This further commits Canada to become more active in addressing northern issues regardless of jurisdictional problems.

Specifically in research, Canada has announced "Action Plan 2000". This consists of a variety of programs in the north in efficient energy use and renewable energy technology, and northern climate change research programs in such in such areas as glacial and marine regions, as well as increased participation in international efforts such as the World Climate Research Programme, the International Council for Science, the Intergovernmental Oceanographic Commission of UNESCO, and the Intergovernmental Panel on Climate Change.

This is part of a two-pronged effort to upgrade the national capability in conducting northern research. The first is a northern science and technology policy that upgrades the federal (and therefore the northern territorial) capacity for and dedication to northern

research by government agencies. This is a broad initiative that involves many government agencies and is too comprehensive to discuss fully here.

The second has been led by a task force of two of the research councils that fund university research, the Natural Sciences and Engineering Research Council (NSERC) and the Social Sciences and Humanities Research Council (SSHRC). Again the recommendations are sweeping in their scope but some of them should be highlighted because they may help to counter Canada's regional tendencies.

The Future of Canada's Northern Research in the Universities

- The Task Force recommends the establishment of 24 Northern Research Chairs, 12 junior and 12 senior. Dedicated to outstanding researchers, there would be also be several unique aspects. One dimension would be establishing strong links with northern communities, colleges and research institutes. Training of northern personnel in advanced research techniques will be required. In fact, residence in the north, on at least a part-time basis, would be a normal expectation.
 - 40 new postgraduate scholarships and 40 new postdoctoral fellowships would be established. Stipends will be provided as well for extra costs associated with living and working in the north.
 - Special funding would be provided for teams of researchers conducting innovative, multidisciplinary northern projects. "It is proposed that approximately 70 projects would be supported at an annual cost of \$7 million CDN" (Task Force Report 2000:22).
 - Emulating a successful SSHRC program, there would be funding for up to 9 projects at an annual cost of \$2.25 million CDN proposed by Community-University Research Alliances. "The purpose . . . is to build strong partnerships between community groups and university researchers in order to define a research and training agenda in a research area of mutual interest" (ibid).
- Along with these specific program recommendations there are additional supporting elements: substantial

upgrading of equipment, infrastructure and logistical support for northern research, including major increases within the northern research stations and perhaps the establishment of new northern centers; creation of a program secretariat to ensure networking, and the facilitation and review of efforts of the Chairs and the various projects; funding for Chairs' meetings, workshops, and conferences; and the establishment of a "comprehensive field orientation course for new researchers in the North" that "would be targeted to beginning graduate students".

Summary

To summarize, Canada's regionalism and governance difficulties have led to a lack of recognition of

the importance of Canada's North. The federal government, with primary responsibility in this area, has been particularly bereft of vision. This has led to a current situation in which the country, with responsibility for an enormous portion of the overall circumpolar region, devotes a miniscule amount of its human and fiscal resources to the region. Recent commitments, however, if followed through give hope that this situation will soon be rectified. This will allow Canada once more to take its place among the self-defined northern nations, part of whose self-definition includes a substantial research effort.

Tourism in Finnish Lapland and Northern Scandinavia

Paavo Holopainen

This is a very new situation for me to be in this kind of seminar with people who are scientists, professors and other very special persons. When I got the invitation to this Northern Research Forum, Mr. Lassi Heininen said that I should give my opinion about the situation and possibilities we have in the tourist business in the north.

First of all you should know something about who this Paavo Holopainen really is. I have been working with tourism for about 30 years, mostly in Finnish Lapland in the hotel business, partly in our capital Helsinki, in a travel agency. I have also had some experience with fishing and hunting tourism in the former Soviet Union, in the Kola peninsula, Estonia and Karelia, and I have made two educational trips to Alaska and Canada, plus many other trips to different parts of the world.

Riekko is, in English, snow grouse, and my company, Riekko-Hotels, accordingly Snow Grouse Hotels, is one of the biggest hotel companies in Finnish Lapland. It is located near Ivalo, in the municipality of Inari, about 300 km north of the Arctic Circle. As I have had this company already for over 20 years, I know something about the possibilities in the tourist business in Lapland.

About Tourism in Lapland

Tourism is very important for Lapland. It is a field which is growing rapidly every year, and it has already been growing for 35 years. All municipalities outside the bigger cities are planning their future more or less on tourism. Tourism is the only trade which can grow in Lapland in the future: the forest industry and reindeer herding are not able to grow, and it may even be so that both of these will have to accept somewhat lower volume in the coming years. The mining industry is always a big question, and we really do not know whether it can also be a growing trade in Lapland.

In my municipality, Inari, the tourist trade constitutes more than 1/3 of the local economy. It is clear and sure that tourism is bringing money to the local economy. Investment in the tourist trade has been mostly made with private money without the support of the municipalities. The Finnish state has supported investments, however, especially in the 70's and 80's, providing funds to cover 1/3 of the costs.

Today there is a lot of investment in Lapland. There will be new hotel capacity and this means that Lapland will have to have more and more foreign guests. Because of tourism, we have a good service network in Lapland. And we will have an even better network in the coming years. Without the develop-

ment and growth that tourism has had, our transportation system, roads, shops, service companies, etc. would be much poorer or smaller.

Can Tourism Grow?

How many years can we grow and increase, for example, our volume?

Are we facing mass tourism in the northern areas?

How can we be sure that we do not spoil our nature?

There are many questions and I will try to give some answers.

If we understand by mass tourism something like Florida, the Canary Islands or Las Vegas, we should not have any fear. All the hotel capacity we have in Lapland for example could be in one small village in the Canary Islands. And if we compare the size of these to the area we can see that there should be no fear about mass tourism in the north.

We do have some very limited areas in northern Scandinavia where we can see some marks of mass tourism: Northcape in July, Rovaniemi in December, the Lofooten area in summertime. All tourism in the northern areas, however, is very controlled. For example snowmobiling in Finnish Lapland *outside* the national parks is as controlled as snowmobiling *inside* Yellowstone national park. Only a very small number of tourists are walking outside the marked paths in the summertime, and cross-country skiing on the tracks in wintertime is a harmless way to move in the nature. The tourists who are coming to the northern areas for vacation all seem to have a real respect for the nature.

And because the infrastructure in Scandinavia is in such good condition, we assume that we can not only have this number of guests in our area, but also that we can have even more guests without increasing problems.

The Global Economy and Some Threats

We have now already had some experience with what the common currency, the Euro, means for tourism. The Finnish Tourist Board reported that traveling to Finland was increasing during the summer because of the Euro. People in Europe can now better compare prices, and they have found that the price level in Finland is acceptable. And so they have decided to travel to Finland.

We also have many threats.

How will the global economy develop?

How high will the oil price be after 5 years?

Will there be a special tax for flying?

Shall we have some limitations on the use of the land areas in the north?

Can we use snowmobiles in the future in the tourist business?

How warm will Lapland be after 50 years?

Will we still have real winters?

But these are questions of the future. We can only wait and see what happens. But meanwhile we should work in other areas, such as product development.

What to Do?

My own opinion is that we should start very strong product development as soon as possible. This means that we should create high level nature tourism products for a target group which is really interested in nature in Northern areas. Then we would be working with guests who have even more respect for nature and local culture.

In this work we need help from universities, colleges, research institutes and many other experts.

We are not experts with nature. We can be experts in marketing, business, hotels, etc.

In my area in northern Lapland, we know that we do not have enough attractions for tourists in the summertime. Therefore we have to cross the border with

our clients to Norway and add their attractions to ours: when we combine the nature on the Norwegian coastline with the Finnish nature we are in a much stronger position.

We Have to Have Young People in Northern Areas in the Future

In the northern areas in Scandinavia the population is getting older and older. Young people are moving to the south for education. They are moving to the south because of new technology. They are moving to the south because of services, jobs and so on.

As far as I can see, tourism is the only trade which can be attractive enough that young people would move back to the northern areas, or even inspire young people who have been born in southern areas to move to the north. I was born in Helsinki, in southern Finland, and I moved to Lapland when I was 25 years old.

If we could build up the kind of products in which some young people are interested, it would be very

important for the northern areas. Because if the northern areas do not have young people in the society in the coming years the whole system will collapse.

We Need Each Other

My message for this forum is that we need each other. I really hope that tourism can solve some major problems in the future in the northern areas. I really hope that we can have young people, new companies, good products, good services in our area. We have to find a new feeling and atmosphere for our daily work.

We need all the partners who can help us in product development. We have to create, with good co-operation, those kinds of products for the tourist trade which are good enough for our clients, good for the nature, good for other people in the area, and good for the future.

Experiences of the Development in Greenland - Introducing the Young Democracy

Ellen Kristensen

When I received the invitation asking me to make a presentation to the 3rd theme session, „Regionalism and Governance“, I thought at first that, as a politician it should be a political presentation. But then I thought that even a politician doesn't always have to talk and act like one; rather, I should be able to talk on behalf of, and as a servant of, the people of Greenland.

Most of you already know, I suppose, that Greenland is the largest island on earth, having about 56.000 inhabitants, with the majority living on the west coast of Greenland - and though I know that some of you wouldn't agree, Santa Claus is also from Greenland and comes, actually, from the same area as me, the Uumannaq area.

It has always been, and still is, important not only for Greenland but also for Denmark to participate in various different kinds of forums which can help to keep our respective countries together on nordic and arctic issues. As with other countries and territories in the arctic and northern areas, we often felt in the past that we were quite isolated. But now, we in the North have developed a number of associations, organisations and councils which have expanded our possibilities for taking part in the development and exchange of knowledge between our different countries and territories - in essence, we have become world citizens of the northern and arctic area.

In matters of the development and exchange of our knowledge, however, it is important to remember that there are different circumstances depending on which countries or territories we're in, and where we are located.

My opinion is that Greenland, as a former colony of Denmark, has lost a large part of its traditional and cultural life, but that today we're trying to do what we can to preserve and develop what we have left, those things that identify us, the native people of Greenland. It is our own responsibility, and especially mine as a politician, to take part in the work of preserving and developing what we have left of our indigenous traditions and cultures. I think it is very important to have transparency to the local communities, so that the local communities and their citizens are able to take part in the work of preservation and development. For me, it is very important to participate in developing our own society in our own country; and as part of respecting and trusting the native people, it is necessary to involve whole communities in order to activate the feeling of personal responsibility which each and every person must take. Therefore it is very important to show transparency and respect in our efforts.

After all, how can we work and develop with responsibility, if we are not open to giving the people the opportunity to be active participants in their own countries?

For many years, the Greenlandic people have been under pressure from not only the politicians in Denmark, but also politicians from our own country. The politicians in the past didn't have the same understanding as we have today, so when in 1953 Greenland, formerly a Danish colony, was recognized as a part of the Danish kingdom, we, the Greenlandic people, became Danish citizens, and everything was supposed to be the same in Greenland as in Denmark. We were expected to become good examples of Danish citizens, but, unfortunately, it didn't fit into the mentality of the native Greenlanders and caused a lot of problems. The development in Greenland went very fast, so fast that a lot of people of Greenland couldn't keep up, and it created a lot of social, educational, and cultural problems.

Last year we celebrated the 20th anniversary of the Home Rule Government in Greenland. In the years of having Home Rule, we have begun taking different responsibilities home to Greenland from the Danish Government and now have our own policy for foreign affairs and defence. Responsibilities which are still under the Danish government are the judicial system and the police.

It seems to me that Greenland is on the right path, but the road is uneven and incomplete, and there is still a lot to do!

It is always important in the development of countries and territories to have respect, understanding and tolerance for the differences that exist among the

native population, and our biggest task as the representatives of people in northern and arctic countries and territories is to inform, to activate and not to be afraid to involve.

I hope this short presentation has whetted your interest and involvement in the development of the arctic. And, in the end, I would like to take the opportunity to say a few words about my opinion of the Northern Research Forum.

The Northern Research Forum seems to me to be a place where we, the participants, can express and discuss our opinions of research in northern and arctic areas. I think it is a great opportunity for us, non-academics, to have the possibility to be among academics and hear, learn and exchange information about the research developments taking place in the northern and arctic countries and territories, and I also think that it is healthy for the academics to be among politicians and other non-academics. By having the NRF, we the participants assume responsibility for using or not using the information that is given to us during the conference. Sometimes it makes people more enthusiastic to get involved when they're not bound by a very stiff agenda, and where there are great opportunities for younger researchers and participants to hear and be heard, learn and exchange. So let me just say that I think it is a place with seriousness, openness and possibilities for everyone interested, and we should try not to make it a boring forum. Let it be a place where we can breathe among the many organisations and associations in the North.

The Standing Committee of Parliamentarians of the Arctic Region – Hopes and Projects*

Clifford Lincoln

If the Forum can continue in the excellent way it is starting out, it is sure to facilitate a creative exchange of ideas and information which will contribute to the sustainable development, the progress of scientific knowledge, and international co-operation in the circumpolar north.

I am personally intrigued and excited that the Forum is, in the words of the organizers, focussing on “the interplay of theory and practice, science and politics in the northern regions”. There are already a number of organizations and meetings giving attention to either the science or the political/policy side of northern issues and problems; what is much needed is an organized or systematic way of facilitating cross-sectoral and intercultural communication to bring the findings, the knowledge and the concerns from the scientific community and the northern residents into contact with the policy-makers and the business community. This is a real opportunity for the Northern Research Forum. The expressed goal “to interpret and transform new research findings into a form that is useful for decision-making and vision creation in modern and traditional northern societies” is very ambitious but very worthy. All northerners, and all of us with an interest in the North, will want to support you in that endeavour.

As Chair of the Standing Committee of Parliamentarians of the Arctic Region and a Member of

Parliament in Canada, I hope it will be of interest to outline briefly the role of parliamentarians in promoting international exchange, and in the achievement and implementation of policies supporting sustainable development in the North.

An important part of successful international co-operation and global governance is an active dialogue between governments and parliaments in all participating nations. In each of our countries around the circumpolar region, the policies made by governments, if they are significant and long-lasting, must be understood by, supported and agreed to, and, in fact, made by, the parliaments of the countries and not just by the government of the day; and it is the parliaments on behalf of the people they represent which must ensure that the relevant Ministers implement those policies satisfactorily. Therefore the members of parliament, at large and from all parties, must have knowledge of the issues and an opportunity to discuss them. In the Arctic area, where so many of the issues are international or circumpolar, and often quite different in nature and priority from the issues that most of the elected representatives have to become knowledgeable about and deal with in their day-to-day work, special attention has to be given to providing that knowledge and opportunity for international discussion on common or shared issues. The Standing Committee of Parliamentarians of the Arctic Region helps to meet that need.

* Invited Position Paper

The Standing Committee was established in September 1994 in response to a decision of the first international Parliamentary Conference on Arctic co-operation, organized by the Nordic Council in Reykjavik, Iceland in 1993. Membership of the Standing Committee includes representatives of all national parliaments of the Arctic Council member states. In addition, the indigenous peoples' organizations that are permanent participants in the Arctic Council have official observer status on the Standing Committee. The Committee meets on a quarterly basis, and organizes on a biannual basis a conference at which elected parliamentarians from all political parties of all member countries, as well as the official observers, are invited. The Committee has a permanent Secretariat, which has been provided by the Finnish Office of the Nordic Council.

The meetings of the Standing Committee and its conferences bring together parliamentarians with a common interest in the north. Through their participation in the Standing Committee and other work they do, these parliamentarians become familiar with or involved in northern and circumpolar issues. They act as ambassadors for the North to their respective legislative assemblies, bring breadth, knowledge, and international contacts to parliamentary discussions and government decisions on northern matters, and help place the importance of northern issues into context with other national and international concerns and policies. They help carry the message, well known to scientists, that although the human population of the North is small and the number of elected representatives is relatively few, many issues and developments in the North, ranging from the effects of climate change to the protection of the environment to the achievement of sustained social and economic development and preservation of distinctive indigenous cultures, have a national and global importance that far outweighs the number of voters or the tax revenues. The members of the Standing Committee and participants in the conferences thus help ensure that northern and Arctic issues are considered by parliaments as a whole, in the national and international interest.

The Standing Committee reviews major develop-

ments and issues important to the governance of northern regions, based on suggestions and concerns brought forward by members. It operates by consensus; develops themes for presentation and discussions at the conferences; and, from each conference, produces a published Conference Statement that presents a shared view of subjects of concern and needs for action by each country, individually and collectively, to achieve coherent circumpolar policies and development.

One of the priorities of the Standing Committee at the beginning was to support the establishment of the Arctic Council. Since the establishment of the Council in 1996, the Committee has worked actively to promote its work and influence. The Committee participates in meetings of the Council as an official observer, and, by invitation, has attended all meetings of the Senior Arctic Officials.

It has been the consistent view of the Standing Committee that the Arctic Council must provide high-level political and policy leadership and coordination for the Arctic Region. Especially in light of the major arctic or northern policy initiatives undertaken recently by the United States, Canada, and the European Union, the Arctic Council must become and remain a key political instrument for ensuring the most effective blending and complementarity of Arctic and northern policies, and for monitoring their effective implementation. The Standing Committee will continue to work actively to support and cooperate with the Council during its new mandate under Finnish chairmanship.

The Standing Committee has also been invited to attend meetings of the Barents Euro-Arctic Council. It was represented at the Ministerial meeting held in March 2000 in Oulu, Finland. The Committee and the Conference of Parliamentarians thus have an opportunity to provide a parliamentary focus for both the major intergovernmental organizations dealing with Arctic co-operation, and to promote co-operation between them and other Arctic-related developments. Information about on-going activities related to arctic political co-operation is now an established part of the agenda of the Committee.

Sustainable development issues have been given high priority in the work of the Standing Committee. At the Arctic Council ministerial meeting in 1998, the Committee stressed the need to give more political attention to the work underlying sustainable development, its problems and consequences. To overcome problems connected with different ways of accepting sustainable development on an international basis, the Committee suggested a two-track approach: the Council could support directly some practical projects to demonstrate sustainability; and at the same time, it should begin development of a conceptual sustainable development strategy. To help further in addressing these issues, the Committee supported a workshop in Iceland in 1999, attended by representatives of governments, universities and the Committee, which was helpful in identifying the issues and suggesting avenues for progress. This workshop has been followed by others, which further clarified the issues.

In 1998, also, the Committee produced and published in hard copy the first edition of *The Inventory of Circumpolar Arctic Sustainable Development Initiatives: A Work in Progress*. This work, compiled and financed by Canada, includes entries from all circumpolar countries, and is the first attempt to bring together on a compatible basis the activities and achievements of projects in the Arctic region undertaken with sustainability deliberately in mind. An updated and larger edition, also compiled by Canada with input from all member countries, was produced in 2000 and is available on the internet.

Another initiative of the Standing Committee is a proposal for the putting together of a Human Development Report for the Arctic Region with the co-operation of the United Nations Development Program. Such a report, if it is to have meaning in the Arctic context, will have to devise very careful criteria, data-gathering methods, and interpretation to reflect fairly the range and disparity of indigenous values, relations to the land, industrial and resource investments and interests, etc. The Committee hopes to act as a catalyst for making this happen.

Other initiatives contributing to international co-

operation are two reports produced for the Rovaniemi Parliamentary Conference. One is a review of the work of Arctic co-operation organizations, and the other a comprehensive summary and analysis on the structure of institutional Arctic co-operation

The Committee has also given high priority to the concerns of indigenous groups and peoples. The Committee has expressed its support for the implementation of a program by UNEP GRID Arendal for capacity building and participation of indigenous peoples in the sustainable development of Arctic Russia. Members of the Committee have also encouraged participation in this program on a national level.

Capacity building in the Arctic has received much attention by the Standing Committee, especially in the most recent conference. The Arctic University concept received the strong endorsement of the Salekhard Conference in 1998, and the decision to launch the University with the support of the Arctic Council ministerial meeting was warmly welcomed by the Committee. The Committee has also arranged hearings on youth exchange, and mobility programs, as well as a Canadian initiative on the future of children and youth in the Arctic. To further develop this theme, the Committee will focus in particular on information technology and the Arctic at its next meeting, to be held in November in Sweden.

The Committee regularly arranges hearings with experts and officials from national administrations or the scientific and technical community in order to follow up on the work of the member states on issues raised in the statements approved by the Arctic Parliamentary Conferences, or which have otherwise been taken up by the Standing Committee. We are particularly grateful for the close cooperation we have received from the Arctic Council Senior Arctic Officials of our respective countries. Several member parliaments have also arranged national or regional seminars in order to raise political interest and sensitize opinions regarding the needs of the Arctic region. Parliamentary participation in forums such as the Standing Committee and its various activities, and

events such as this Northern Research Forum foster an active dialogue between governments, parliaments and academics. This is an important part of successful international cooperation and global governance. Parliamentary participation also provides for better democratic anchoring of views and positions, and this, in the long run, will be of great importance when decisions on practical issues such as investment in the implementation of policies, support of science, or environmental monitoring and health services have to be made on a national level.

The Committee has welcomed the recent major political initiatives concerning the Arctic and northern regions: the EU's policy for the Northern Dimension, the publication of the Northern Dimension of Canada's Foreign Policy, and the US Northern Europe Initiative. These policy developments highlight increased political interest in the Arctic region. Parliamentarians, governments and academics will benefit greatly from the kind of creative dialogue I have been pleased to be part of. The Northern Research Forum will be a valuable member of this family of activities.