

Arctic Human Development Report (AHDR) A Project Proposal for the Arctic Council

Introduction

This document constitutes the report of the Arctic Human Development Report Task Force created at the November 2001 meeting of the Sustainable Development Working Group (SDWG) and endorsed by the Senior Arctic Officials (SAOs) of the Arctic Council (AC), in response to a request from the Standing Committee of Parliamentarians of the Arctic Region (SCPAR).

The document describes the tasks involved in the creation of an Arctic Human Development Report (AHDR) and sets forth a plan for carrying out this project under the auspices of the AC Sustainable Development Working Group (SDWG). Specifically, the report addresses (1) the rationale and purposes of the AHDR, (2) the scope and content of the report, and (3) procedures for implementation of the AHDR.

Although the proposed AHDR can draw from other projects conducted under the auspices of the Arctic Council, a comprehensive assessment of human conditions in the entire circumpolar region has not been carried out previously. The Report is designed to be a valuable contribution to the Sustainable Development Programme of the Arctic Council. The full title of the project is **Report on the State of Sustainable Human Development in the Arctic: Challenges and Opportunities**.

An underlying assumption behind the Report's approach is that sustainable development is a human centered concept and - to add to and reinforce the human dimension of the concept - we can in fact talk about Sustainable Human Development in order to put priorities into perspective and to stress the importance of human well-being as the ultimate goal of sustainable development. Given the nature of northern economies and environments, there should be particular emphasis on human-environment relations in the Arctic as well as on the ties between individual well-being and the health of northern communities. It is here that we can find **common denominators** among seemingly disparate people, indigenous and non-indigenous, in the region. In a very real sense these people share concerns and opportunities. Ecological and other adaptations give rise to common interests, attitudes toward nature, and environmental philosophies, reflecting realities grounded in experiences of resource users often dependent on harvesting living resources of sea and land. The use of natural resources is the key to sustainable human development in the Arctic, providing Arctic communities with an economic backbone to sustain well-being and livelihood.

Rationale and Purposes

The development and periodic updating of the Arctic Human Development Report will serve a number of related purposes:

- the AHDR will provide a comprehensive baseline in terms of which to evaluate trends that affect sustainable human development among residents of the circumpolar world over time,
- the AHDR will make it possible to compare and contrast cultural, economic, political, and social conditions throughout the Arctic with similar conditions in other parts of the eight Arctic countries and in the world at large,
- the AHDR will facilitate comparisons across the Arctic regarding key elements of sustainable human development and, in the process, make it possible to identify innovative policies and institutions in specific areas that might offer lessons applicable to other parts of the Arctic,
- the AHDR will provide a roadmap to sustainable human development in the Arctic that the Sustainable Development Working Group (SDWG) can use to identify priorities and to evaluate the relevance of proposals for projects submitted to it for endorsement,
- the AHDR will assist the ministers and the senior Arctic officials (SAOs) in identifying major issues relating to sustainable human development in the Arctic and in providing a basis for the development of policies and actions to address these issues.

AMAP's *Arctic Pollution Issues: A State of the Arctic Environment Report* (1997) and CAFF's *Arctic Flora and Fauna: Status and Conservation* (2001) provide approaches to draw on in organizing and preparing the AHDR. The Arctic Climate Impact Assessment (ACIA) currently underway is another source of helpful ideas regarding the process of creating the AHDR. Plans for the development of the AHDR draw on all these approaches as appropriate, without simply adopting one approach to the exclusion of elements of others. Under the circumstances, the AHDR will involve processes that are already familiar to the participants in the Arctic Council and that have proven effective in the preparation of several other major reports prepared under the auspices of the Council.

As in the cases of the AMAP and CAFF reports, the result will constitute a marker useful in assessing progress toward sustainable human development, a tool to educate the public, and a handbook for policymakers engaged in international cooperation in the Arctic. As a key text, it will also make a valuable contribution to educational initiatives, including the effort of the University of the Arctic to design and produce a curriculum that emphasizes the human dimensions of sustainable development. This will give added value to the project as an integral part of this important capacity-building effort.

As a baseline, the AHDR will not only identify problems encountered in the North today but also lift out success stories and processes to be studied and adapted as fuel for building human and social capital and enhancing community viability across the region.

The comprehensive and circumpolar approach to sustainable human development that the development of an AHDR requires will bring together and build on many of the

diverse projects of the SDWG and reflect the core agenda of the AC as it pertains to the sustainable development of human societies throughout the Arctic. It should thus strengthen the Sustainable Development Programme of the AC. It is also to be expected that the process of preparing the report will reveal important gaps in knowledge and data needed to better understand preconditions for sustainable human development in the region. This in itself will be an important product of the project.

The main audience for the AHDR is policymakers at all levels. But the report will also seek to address a wider audience, including the media, non-governmental organizations, students and academia. A clear and jargon-free text will help to reach beyond the Arctic region to important southern audiences. The fate of the Arctic is also in the hands of the public and policymakers outside the Arctic region. This is an emerging line of reasoning in all Arctic discourse, be it economic, environmental, social or political. The globalisation of the Arctic is a fact and there can be no serious discussion about the future of that region without at the same time emphasizing its interconnectedness with the rest of the world.

Scope and Content

The bulk of the AHDR can be synthesized from already existing research results. Recognized social scientists and others will provide scientifically sound and up-to-date materials for the report, which should also include a strong component consisting of contributions from the people of the region that will give insights into the everyday circumstances and thoughts of residents from different walks of life, children, young people, women and men. Along with social science research for specific insights and case studies, this will help to lend a human face to problems and issues that tend to be discussed at a somewhat abstract level. This approach links issues to the lives, perceptions and priorities of real people, thus increasing understanding and empathy on the part of the reader.

The AHDR will draw on experience gained in the conduct of similar projects. The United Nations Development Programme's (UNDP) Human Development Report (UNHDR) provides a valuable conceptual approach concerning human development and well-being. The emphasis of the UNHDR, updated and published annually, is on people-centred development, concerns for human empowerment, participation, gender equality, equitable growth, poverty reduction, and long-term sustainability. These concerns should also play a role in the preparation of the AHDR. This is especially true of the UNHDR's three essential capabilities for human development defined as the potential:

- for people to lead long and healthy lives,
- to be knowledgeable
- to have access to the resources needed for a decent standard of living.

"If these basic capabilities are not achieved, many choices are simply not available and many opportunities remain inaccessible. But the realm of human development goes further: essential areas of choice, highly valued by people, range from political, economic and social opportunities for being creative and productive to enjoying self-respect, empowerment and a sense of belonging to a community. Income is certainly

one of the main means of expanding choices and well-being. But it is not the sum total of people's lives "(UNHDR 1998:14).

There will, however, be important methodological differences between the AHDR and the UNHDR, as the Arctic report will be based to a considerable extent on existing social science research in the circumpolar world, rather than the accumulation of statistics and other quantitative data. A comprehensive and holistic overview will rely on contributions from such disciplines as anthropology, political science, economics, political economy, human geography, human ecology, psychology, sociology and other disciplines of relevance for sustainable human development in the region. Gender considerations or mainstreaming should also be a part of the report's approach.

The final structure and table of contents of the AHDR will be subject to the deliberations and judgments of the Report Steering Committee (discussed in the next section). Yet it is possible already to provide a clear indication of the contents of the AHDR. Thus, the Task Force envisions a report containing fourteen substantive chapters along with a preface, an executive summary, and a concluding chapter. This will yield a report with the following structure:

Transmittal message from SDWG Chair

ADHR Chair's Preface

Executive Summary

Chapter 1: Introduction to Sustainable Human Development in the Arctic

This chapter will contain an introduction to the peoples and cultures of the Arctic together with a short history of the Arctic areas of the eight members of the Arctic Council.

Chapter 2: Arctic Demography

This chapter will survey demographic issues relating to all Arctic residents and including data on natural population increases/decreases, in and out migration, the composition of Arctic populations by age, gender, and so forth, the distribution of Arctic residents among semi-nomadic peoples, fixed but small human settlements and large centers, and recent demographic trends.

Chapter 3: Arctic Economies

This chapter will address the continued role of subsistence activities, the growth of wage employment in the Arctic, the character of today's market and mixed economies, trends in outside investments in the Arctic, and transfer payments from national and regional governments to Arctic governments and communities.

Chapter 4: Arctic Environments and Resource Governance in the Arctic

This chapter will give a concise overview of Arctic environments and ecological features and processes, including the role of experience

based Traditional Ecological Knowledge (TEK) for people's adaptation to sometimes rapidly changing habitats. Further, the chapter will survey policies and institutional arrangements governing human uses of living and non-living resources in the Arctic, including systems of land ownership, regional decisionmaking procedures, and various national and international resource regimes

Chapter 5: Globalization and the Arctic

This chapter will identify and assess the impacts of, and potential opportunities in, outside forces in the Arctic, including the growing presence of multinational corporations and the effects of the actions of NGOs and other non-state actors. It will also examine the critical economic and social role the North plays for the global system through the provision of natural resources (oil, gas, minerals, fish, furs), tourism opportunities, etc.

Chapter 6: Arctic Political Systems

This chapter will cover both indigenous and modern, public political systems in the Arctic, including the emergence of home rule arrangements (e.g. the Greenland Home Rule), autonomous regional governments (e.g. the North Slope Borough, Nunavut), and the relationship between indigenous (e.g. tribal) governments and public governments in the Arctic.

Chapter 7: Arctic Legal Issues

This chapter will survey legal issues pertaining to the rights of indigenous peoples in the Arctic, land ownership and usufructuary rights, and cultural and human rights in the Arctic.

Chapter 8: Arctic Cultures

This chapter will deal with the status of Arctic cultures, including matters of language retention and loss, traditional patterns of social interaction, practices involving the sharing of food and other material resources, and the effort to adapt traditional practices to modern conditions involving information technology, long-range transport, globalization, and so forth.

Chapter 9: Rapid Social Change

This chapter will survey the rapid social changes occurring in the Arctic over the last 50 years and evaluate their consequences both in providing many individuals with new opportunities and in changing gender roles, introducing new sources of generational tensions, and leading many individuals to suffer from feelings of anomie.

Chapter 10: Human Health in the Arctic

This chapter will focus on the socio-economic and cultural dimensions (in contrast to the biophysical dimensions) of human health in the Arctic, addressing inter alia the sources of suicide, homicide, accidental death, and intra-family violence as well as various strategies for mitigating these problems.

Chapter 11: Human and Social Capital in the Arctic

This chapter will address issues of education broadly defined, including matters of local capacity building, providing instruction in indigenous languages, adapting to shifting gender roles, and providing access to higher education in forms that are compatible with northern lifestyles.

Chapter 12: Community Viability in the Arctic

This chapter will focus on the concerns of relatively small but year-around communities spread throughout the Arctic and address issues ranging from job creation to increasing self-sufficiency, developing adequate infrastructure, and even disposing of wastes.

Chapter 13: Gender Issues in the Arctic

This chapter will examine issues of women and gender equality in the circumpolar region as they relate to women's participation and recognition in various sectors of society. It will look at access to education, political decision making, economic benefits, employment, gender roles in everyday life and in general the opportunities women have to influence their future.

Chapter 14: International Cooperation in the Arctic

This chapter will look at the contribution of various actors and initiatives participating in the growing international cooperation in the field of sustainable development in the Arctic, including the Arctic Council, Northern Forum, Northern Research Forum, University of the Arctic, International Arctic Science Committee, etc.

Chapter 15: Conclusions and Key Issues

This chapter will summarize major conclusions about sustainable human development in the Arctic, identify areas where more data collection and research are needed, and frame a set of issues that the SDWG may consider in setting priorities for the AC's Sustainable Development Programme.

It may also be useful to further develop the structure and divide the report into integrating themes, relating to basic pillars of sustainable development, such as environment, economy, society, and governance.

Each chapter of the AHDR will contain a mix of qualitative and quantitative information. Boxes will highlight striking case studies and developments in different parts of the circumpolar world that seem particularly relevant from the point of view of these dealing with similar issues in other parts of the region. As in the case of the AMAP and CAFF reports, a selection of photographs, illustrations, and graphics will serve to heighten both the substantive content and the visual appeal of the report.

The creation of an AHDR will provide Arctic social science an opportunity to show its relevance to sustainable development in the region, as much of the information that goes into an AHDR must be based on existing social science research. A great deal of quantitative and qualitative social science research that relates directly to issues of

well-being and human development in the circumpolar regions has been carried out or is in progress. The International Arctic Social Science Association (IASSA) constitutes an international network of specialists on Arctic societies, many of whom have worked closely and for a long time with local people and communities. One highly relevant project is the Survey of Living Conditions in the Arctic (SLiCA), a project endorsed by the Arctic Council. The goal of the SLiCA project is to develop new indicators of living conditions for Sami and Inuit communities in the Arctic in order to document the present state and future changes of living conditions in these areas. Consultations with this project will be most useful for those working on the AHDR. The two projects are, however, different in nature and scope, since SLiCA is a basic research project (although with obvious policy relevance), whereas the AHDR is intended to be an assessment based for the most part on existing data. The proposed AHDR also differs from SLiCA in that it will cover human sustainable development among non-indigenous as well as indigenous northerners. As a result these projects should be viewed as complementary rather than competing initiatives. The AHDR will draw also on the social science aspects of the Arctic Climate Impact Assessment, another AC project that focuses on climate change and variability in the Arctic and on the resilience and vulnerability of Arctic communities to the impacts of climate change.

In addition to SliCA, there are numerous other research projects and programmes that are comparative and circumpolar in nature. UNESCO has sponsored a research programme called Management of Social Transformation (MOST) and Circumpolar Coping Processes, which has focused on the well-being of communities and delivered valuable results for the understanding of community viability and the important role of social capital in Arctic communities, both indigenous and non-indigenous. The US National Science Foundation has funded a project on Environment and Social Change in the North Atlantic Arc (NAARC) that combines statistical data and field research to analyse and understand the interactions of Arctic fishing communities with environmental changes and fluctuations in fish stocks and how these affect the survival of coastal communities. Three research projects of relevance under the auspices of the International Arctic Science Committee (IASC) are the Human Role in Reindeer/Caribou Systems, Sustainable Uses of Living Marine Resources in the Arctic, and the new Comparative Studies for Arctic Indigenous Peoples. The five-year Nordic Arctic Research Programme (NARP) takes sustainability and living conditions as an overarching theme and supports a number of projects that are shedding new light on northern societies and especially how they adapt to rapid change.

Implementation

What are the practical implications of preparing a report that fulfills the purposes and covers the topics outlined in the previous sections? Specifically, what should be the workplan and management procedures of the project, the timetable for its execution, and the expected cost of carrying the project to a successful conclusion?

Workplan and management procedures. The organization and management procedures for the proposed AHDR draw on experience gained from the preparation of the AMAP and CAFF reports and on the arrangements created for the ongoing work of ACIA. Rather than simply selecting one of these models in its

entirety, these procedures represent a hybrid arrangement that seems most appropriate for the development of the AHDR.

The structure and working procedures of the project will involve the following linked components:

- A **Report Steering Committee (RSC)** will provide oversight and general guidance for the assessment process. The Committee could be made up of 9 to 12 members selected to represent disciplinary expertise, geographical knowledge, indigenous concerns, and gender perspectives. This arrangement is modeled on the ACIA Assessment Steering Committee (ASC). But the RSC could be smaller than the ASC in keeping with the more limited scope of the project. A strong link to UNDP will help to ensure that the AHDR benefits from the experience gathered in the development of the UNHDR. The chair and two vice-chairs would form an RSC executive committee responsible for keeping the project moving according to an agreed timetable.
- The AHDR will be prepared under the auspices of the **AC SDWG** but in collaboration with other relevant groups and organizations, including the Permanent Participants, the Indigenous People's Secretariat, NGO's, the International Arctic Social Science Association (IASSA), the International Arctic Science Committee (IASC), and the University of the Arctic.
- An **AHDR Secretariat** will be established to support the work of the AHDR. Following the ACIA model, the secretariat should be located at an established and recognized scientific center rather than within the secretariat of an AC working group as in the cases of the AMAP and CAFF reports. This will ensure an appropriate separation between the assessment and the policy process, while allowing for suitable communication between those responsible for the conduct of the AHDR and those involved in the activities of the SDWG. It is expected that agencies such as GRID Arendal will be able to provide assistance with the cartography and graphics needed for the report, as occurred in the preparation of the AMAP and CAFF reports.
- A **Multiple-Source Scientific Strategy** will be used to conduct the actual assessment. The scientific materials needed for each of the substantive chapters will be assembled and reviewed by a group of recognized experts on the issues covered by the chapter. Each group will have a chapter chair who will provide the interface between the scientific community concerned with the relevant issues and the AHDR RSC and Secretariat. It is probable that each of these groups will end up with a sizable collection of technical materials relating to the issues covered in individual chapters. These materials can be assembled and made available in a volume of technical papers.
- A **Lead Author Procedure** will ensure that the final text of the report is fully integrated and written in a manner that is understandable to interested lay readers. The lead author could be an appropriate member of the science community, a strategy employed in preparing the CAFF report. A more likely procedure is to follow the AMAP model in engaging the services of a professional science writer to prepare the actual text of the AHDR.
- **The RSC, the chapter chairs, and the lead author** will be responsible together for the content of the report's concluding chapter and for the text of the executive summary.

The principal product will be a scientifically-based overview and assessment similar to the 1997 AMAP Report and the 2001 CAFF Report. Thus, the AHDR will be

written for the non-specialist, highlighting issues of particular concern for Arctic livelihoods, human well-being and community viability.

Budget and funding. The preparation of the AHDR should be comparable in terms of production costs to the 2001 CAFF Report. Drawing on the categories used in the ACIA Implementation Plan, the following guidelines for the contribution and allocation of resources seem appropriate:

- **In Kind Contributions.** All the expenses for the scientific teams preparing materials for the substantive chapters should mostly be covered by participating countries. The data provided by each of the Arctic countries should be financed and delivered by the countries. This “distributed funding” strategy should enable the AHDR to be supported by participating governments without the need to fund a substantial centralized budget.
- **Joint programs.** The Arctic region includes eight countries with widely differing economic, legal, political, and social systems. To ensure relevant and compatible data from all countries, some joint programs may need to be implemented requiring common funding, both from Arctic countries themselves and other potential funding sources such as UN agencies, the EU, and the Nordic Council of Ministers. The RSC and the Secretariat will coordinate such matters.
- **Common Costs.** Some central funding will be required for coordination efforts, ensuring full participation on the part of representatives of indigenous peoples, covering the salary of a professional science writer, operating the secretariat, and preparing and publishing the report.

Based on the cost of producing the 2001 CAFF Report, the total cost of preparing the AHDR, including the printing and shipping of 5000 copies, could amount to approximately \$250,000USD plus the in kind contributions referred to above.

It is reasonable to expect a considerable measure of grassroots support for the provision of funds to prepare the AHDR. The idea of developing an Arctic Human Development Report originated within the Standing Committee of Parliamentarians of the Arctic Region (SCPAR) and was adopted as a principal recommendation at the Fourth Conference of Parliamentarians of the Arctic Region meeting in Rovaniemi, Finland during August 2000. The present initiative arose from a request from SCPAR to the Arctic Council to undertake such a project.

Timetable. The goal is to have an AHDR completed in time for presentation at the fall 2004 ministerial meeting of the Arctic Council. It would be highly desirable to have the printed version available for circulation as a concluding contribution from Iceland’s term as chair of the council during 2002-2004. At a minimum, it is essential that a completed text of the report be available at that time.

This is an ambitious goal. To meet this goal it will be necessary to make a prompt start and to establish procedures for moving the preparation of the AHDR forward in an efficient and effective manner. To this end, the following timeline is proposed

- the membership of the AHDR RSC should be confirmed at the time of the fall 2002 AC ministerial; the RSC itself should meet for the first time in early November 2002 in Hanover, NH at the time of the visit of the president of Iceland to Dartmouth College,

- the AHDR Secretariat should be established immediately after Iceland assumes the chairmanship of the AC in October 2002 and based at the Stefansson Arctic Institute in Akureyri,
- the scientific teams and chairs for each of the substantive chapters should be in place by the end of 2002,
- the professional science writer who will prepare the final text of the report should be identified during the first half of 2003 with the understanding that s/he will begin work on this project during the second half of 2003,
- all materials from the chapter teams should be submitted by the end of 2003,
- a full text of the AHDR should be completed by 1 July 2004, with an understanding that every effort will be made to produce a published report in time for the 2004 AC ministerial meeting.

Conclusion and Recommendation

The development of an AHDR is a timely initiative that promises to provide a coherent framework for the Arctic Council's Sustainable Development Programme and that can play a role in identifying priority issues for the work of the Sustainable Development Working Group during the foreseeable future. The Arctic Human Development Report Task Force recommends that the SDWG approve the proposal for the development of an Arctic Human Development Report (ADHR) and recommend to the senior Arctic officials that they approve the proposal and prepare a paragraph on the AHDR for inclusion in the declaration to be adopted at the October 2002 ministerial meeting in Finland.

The following form the Arctic Human Development Report Task Force until May 2002:

Hugi Olafsson
 Head of Department
 Ministry for the Environment
 Task Force Co-ordinator
 Iceland
hugi.olafsson@umh.stjr.is

Niels Einarsson
 Stefansson Arctic Institute
 Lead author, nominated by Iceland
ne@unak.is

Sauli Rouhinen
 Environment Counsellor
 Ministry of the Environment
 Finland
Sauli.Rouhinen@ymparisto.fi

Elina Helander
Senior Scientist
Arctic Center, Rovaniemi
Vice-member for Finland
elina.helander@urova.fi

Cindy Dickson
Arctic Athabaskan Council
cdickson@cyfn.net

Karen Perdue
Associate Vice-President
University of Alaska
karen.perdue@alaska.edu

Larissa Riabova
Senior Scientist
Kola Science Centre RAS
Northern Research Forum (NRF)
Larissar@iep.kolasc.net.ru, larissar@aprec.ru

Tamara Semenova
Research Coordinator
RAIPON
raipon@online.ru

Oran R. Young
Professor
Dartmouth College
International Arctic Science Committee
Oran.R.Young@Dartmouth.EDU

Jim Tousignant
Executive Council, Government of Yukon
Canada
jim.tousignant@gov.yk.ca

Birger Poppel
Chief Statistician
Greenland Statistics
birger@gh.gl