

**Arctic Council
Capacity Building Workshop**

November 1-2, 2001
Helsinki, Finland

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OVERVIEW OF THE PROCEEDINGS

ARCTIC COUNCIL CAPACITY BUILDING WORKSHOP 1-2 NOVEMBER 2001, HELSINKI, FINLAND

Representatives of international organizations of Arctic indigenous peoples, nation states, international NGOs, and academic and research institutions attended a two-day Arctic Council workshop on Capacity Building in the circumpolar Arctic. At the conclusion, the Workshop Chair provided an “Executive Summary and Recommendations” to the Arctic Council Sustainable Development Working Group, which was subsequently accepted at the Espoo meeting of the Arctic Council Senior Arctic Officials (see following section). Canada committed to:

- Prepare the workshop proceedings, and
- In consultation with Arctic states, Permanent participants, Observers, and Working groups, write a draft strategy and action plan for incorporating capacity building into all Arctic Council activities.

The ‘recommendations’ listed four overarching themes and 10 recurring capacities that were identified throughout the speeches, panels, and breakout sessions: communication, project guidelines, indigenous participation, leadership, partnerships, human and environmental security, international networking, learning, external project endorsement, and access to resources (see ‘recommendations’). Although participants became increasingly convinced that capacity building was an important dimension of all Arctic Council activities and projects, there were at least two unresolved issues:

- ‘Capacity’ remained hard to define, and
- The relevance of ‘capacity building’ to the Arctic Council remained unclear.

Definition: A tentative definition of ‘capacity’ is proposed from a survey of the proceedings. ‘Capacity’ is *the ability to create or access and manage adequate resources (environmental, manufactured, financial, intellectual, socio-cultural) in order to achieve responsible and accountable sustainable development*. ‘Capacity’ is an attribute of individuals, groups, business, and governance organizations, and cultural institutions. ‘Capacity building’ is the processes used by people and their institutions, as well as outside interveners, to improve their ability to achieve self-defined outcomes.

Relevance: The participants represented their own organizations. Although there were Senior Arctic Officials and Working Group Chairs from the Arctic Council, many of the participants were identifying ‘capacities’ that they needed to achieve the goals of their own organizations and were looking to the Arctic Council as a means to acquire those capacities. As a forum for high-level international political discussion with no revenue raising powers or legal jurisdiction, the Council has limited authority or resources to build the capacity of these audiences and stakeholders through direct means. This was not always understood. The key, then, was to find ways the Arctic Council could build its own capacity to improve what it does do, and to wield its influence to strengthen the capacity of its many audiences so that they could be effective partners with the Council in exercising their own legitimate responsibilities in achieving sustainable development.

Strategies: The workshop outputs are presented in the ‘recommendations’ based on their content. They can also be classified according to the type of strategy¹.

	STRATEGY	ARCTIC COUNCIL CAPACITY BUILDING WORKSHOP (CBW) RECOMMENDATION
1	Supplying additional financial and physical resources	Typically, additional resources or inputs of money, infrastructure, expertise. CBW examples: funding for Permanent Participant participation in Arctic Council activities & working group research, IT infrastructure to bridge the digital divide, access to international funding for critical projects and innovations, more equitable redistribution of Arctic resource development profits.
2	Helping to improve the organization and technical capabilities of the organization	Typically, staff training and systems improvements. CBW examples: computer training to increase community access to and production of information, cross-cultural training for SAOs & researchers, coordination meetings between working group chairs/SAOs/other Arctic fora, education at all levels to understand the implications of scientific research.
3	Helping to settle on a clear strategic direction	Typically, agreeing on organizational vision, objectives, roles, and responsibilities. CBW examples: improving ability of scientific knowledge to inform policy debates at SAO/Ministerial meetings and of various stakeholders to influence policy direction.
4	Protecting innovation and providing opportunities for experimentation and learning	Typically, incentives for experimentation and protection of intellectual property, and developing the will to collaborate. CBW examples: ethical guidelines for research/project design and implementation, translating information into languages of effected populations.
5	Helping to strengthen the broader organizational system	Typically, recognition that organizations cannot work in isolation. CBW examples: stronger relationships with other Arctic fora (Nordic Council of Ministers, Arctic Parliamentarians, Northern Forum, etc.), EU, Observers, and the private sector.

¹Morgan, Peter. October 1998. “Capacity and Capacity Development - Some Strategies”. Prepared for the Political and Social Policies Division, Canadian International Development Agency.

6	Helping to shape an enabling environment	Typically, legal structures for engagement and rights, market mechanisms. CBW examples: reconsideration of trade in furs and marine mammals, resource co-management regimes, improving success in securing ratification of arctic environmental and sustainable development agreements.
7	Creating more performance incentives and pressures	Typically, rewards for performance based on transparent accountability, including enforcement, and prohibitions against political/market exclusion. CBW examples: recognition of the contribution of local ecological and traditional knowledge, as well as presenting an “Arctic voice” at the WSSD.

Any of the suggested substantive recommendations could be realized through the full range of these strategies at the international, regional, national and local levels. As a result it is important to decide whether the capacity is essential to the mission of the Arctic Council (strategic and long-term), and whether the strategy is aimed at the right audience, which is not only its stakeholders, but its own internal structures of working groups and SAOs. In addition, it is clearly critical that the capacity built is relevant today to a critical mass of northerners and that its implementation has some hope of success (tactical and short-term).

Capacity building for the Arctic Council: From the Arctic Council’s perspective, its own organizational capacity is related to its ability:

- to identify issues that transcend national borders and effect everyone, and especially indigenous peoples, in the circumpolar Arctic,
- to acquire any relevant knowledge about those issues, and
- to make it available to international, national, and community audiences so that they are able to take relevant action, whether that action is policy, legislation, regulation, standards or projects.

For the receivers of that knowledge capacity is the ability to access the resources to act appropriately on what they have learned.

The capacity to facilitate the conversion of *knowledge* (that is relevant to its stakeholders) *into action* that is locally appropriate and globally accountable is the foundation theme identified as the basis of a capacity building action plan for the Arctic Council.

EXECUTIVE SUMMARY AND RECOMMENDATIONS

presented to the **Sustainable Development Working Group**

Sauli Rouhinen, Chair of the Arctic Council Capacity Building Workshop
on November 5, 2001 in Espoo, Finland

INTRODUCTION

The *Barrow Declaration* welcomed the introduction of a capacity building focus to the work and activities of the Arctic Council (AC). Capacity Building, as recognized in the chapeau of the Sustainable Development Program, is a necessary element for achievement of sustainable development and must be taken into consideration in the projects developed under the Program. The Sustainable Development Program and other programs of the Arctic Council aim to increase capacity at all levels of society.

Canada offered to host a workshop on capacity building during the period 2000 to 2002 to explore practical ways to implement a capacity building focus. A two-day workshop, co-hosted by Canada and Finland, was held last week in Helsinki and attracted about 70 participants from among the member states, Permanent Participants, Observers, and Arctic Council Working Groups. Several Working Group Chairs and Senior Arctic Officials (SAOs) also attended.

At the start of the workshop a few people questioned the need for a discussion on capacity building at this time. However, by the conclusion of the workshop there was broad consensus that capacity building is relevant to the Arctic where the rapid changes of globalisation, climate change, and transitional economies require the development and application of new approaches and new solutions.

GOALS AND OBJECTIVES

The goal of the workshop was to prepare a capacity building strategy for implementation by the Arctic Council. The stated objectives were:

- . Prioritise the capacity-building needs that are most critical in achieving progress toward sustainable development
- . Share best capacity-building practices among countries, working groups and organizations
- . Design strategies to incorporate capacity building into the activities of individual Arctic Council Working Groups
- . Devise cross-cutting capacity building strategies for all Arctic Council activities that form part of the criteria for project development and selection
- . Develop recommendations for presentation to the SAO meeting in Espoo that will have tangible short-term and long-term impacts on the well-being of residents of the Arctic.

PROCESS

There were three speakers and a panel discussion featuring the perspectives of Indigenous Peoples. The participants engaged in twenty-two breakout sessions. These were focused on:

- . Identifying priority capacities required to augment sustainable development in the Arctic
- . Identifying approaches that would achieve those objectives
- . Improving capacity-building activities within and between the Arctic Council Working Groups
- . Improving the capacity of the Arctic Council to be effective with its several audiences: northern residents, its constituent members, and other relevant international organizations.

FINDINGS

The workshop was very successful and identified numerous capacities that were needed to increase the power to achieve sustainable development in the Arctic. There were several overarching themes. These include:

- . Making use of existing capacity by retrieving best practices and available human talent, working with existing structures, and making practical use of existing research and experience;
- . Finding practical measures for coordination, building on work already done, and identifying new ways to apply existing knowledge;
- . Recognizing that communities want local leadership and control for determining priorities and appropriate responses to changing circumstances;
- . Recognizing that capacity building tools are not ends in themselves. They can be used for different purposes.

Recurring capacity-building themes included:

- . Communication: The AC should promote the expansion of communication networks at the local and international levels, and also within the Arctic Council itself.
- . Project Guidelines: The Arctic Council should formulate ethical and accountable capacity building specifications for its projects.
- . Indigenous Participation: Permanent Participants should have enhanced participation in all levels of the Arctic Council's work.
- . Leadership: Strong leadership is required at all levels of the Arctic Council to increase relevance and timeliness of the Arctic Council interventions; and enhance governance capacity at the local, working group, and international levels.
- . Partnerships: The Arctic Council should promote and support partnerships between

communities, between public and private sectors, and between communities and international research organizations that would empower Arctic communities to have greater control over their own destiny.

- Human and Environmental security: The circumpolar world has geopolitical significance as both a source of industrial resources and a sink for pollution. The Arctic Council should continue to take a lead in building awareness of this fact and in promoting human and environmental health and security.
- International networking: The Arctic Council should continue to expand its discussions with groups like international financing institutions, the EU, the WTO, and Leaders' Summits, and to facilitate understanding between NGOs where impasses block needed action in the North.
- Learning: This included the facilitation of local learning through electronic learning (for example, "Top of the World"); plain language dissemination of research results; the development of practical action guides (adaptation to climate change, sustainable community survival guides in a global economy); enhancing SAO technical understanding of issues so that they could provide policy direction; finding better ways to balance local/traditional knowledge with contemporary science.
- External project endorsement: The Arctic Council needs to continue promoting relevant capacity building projects and institutions like the University of the Arctic.
- Access to resources: Utilise existing funding mechanisms, such as foundations and endowments, to increase the capacity of the Arctic Council and create new funding instruments.

I am pleased to report that the workshop achieved most of its objectives and engaged the full-spectrum of participants in broad-based and animated discussion. Although the objectives and anticipated outcomes of a capacity building strategy were identified, the detailed strategy and action plan still need development.

NEXT STEPS

Recommendations about the next steps include short- and medium- term actions.

Short-term

The Workshop recommended that a capacity building component be added to the 'Arctic voice' at the WSSD in Johannesburg that includes the following points:

- The Arctic Council, created in 1996, is a high level political forum addressing environmental protection and sustainable development in the Arctic. As a regional governance model, it provides for the permanent participation of international organizations representing Indigenous Peoples in the North. This unique institutional framework creates new social capacity to facilitate solutions for addressing Arctic issues of sustainable development.

- . Consistent with Agenda 21, the Arctic Council recognizes that capacity building is a necessary element for achievement of sustainable development. Therefore, capacity building must be taken into consideration in the projects and activities of the Arctic Council, and should aim to increase capacity at all levels of society.
- . The Arctic Council has been instrumental in building capacity in the Arctic through its assessment programs and through its subsequent actions to support international fora, nation states and local communities to take preventative, mitigating and adaptive action as required.

The Workshop recommended that the capacity building component of the ‘Arctic voice’ take several forms. The Workshop supported the SAO Chair’s suggestion to produce relevant fact sheets, and suggested that these be included in a brochure about the creation and accomplishments of the Arctic Council.

In addition, the Workshop suggested that the Arctic Council sponsor an exhibition of its Sustainable Development accomplishments using existing materials. This is consistent with the Finnish Chair’s program for 2000-2002 to raise “the Arctic Council’s profile as a promoter of Arctic issues of global significance in relation to other international institutions” and to present the Council’s sustainable development activities at the WSSD.

Mid-term

For the next SAO meeting in Finland, Canada has offered to:

- . prepare workshop proceedings, and
- . in consultation with Arctic states, Permanent Participants, Observers, and Working Groups, write a draft strategy and action plan for incorporating capacity building into all Arctic Council activities.

Subject to consideration and approval by the SAOs, a draft capacity building strategy and action plan could be available for final consideration at the Third Arctic Council Ministerial. The draft strategy and action plan will include practical actions toward tangible results.

With the approval of the SDWG, it is requested that the “Next Steps” of this report be approved and submitted to the SAOs at their meeting here in Espoo tomorrow.

Thursday, November 1, 2001

OPENING PLENARY: Giving Definition to Capacity Building in the Arctic: Who, What, When, and Where

Chairman's Introduction

Sauli Rouhinen, Chair, Arctic Council Sustainable Development Working Group

Sauli Rouhinen welcomed participants to the Arctic Council's Capacity Building Workshop, saying he was equally glad to see old friends and new faces. He explained the process ahead, noting that participants would have to be efficient and relaxed in order to cover a considerable amount of work on the difficult subject of capacity building.

Rouhinen provided an overview of the theory behind sustainable development and capacity building, beginning with Serageldin's definition that "Sustainable development is to leave future generations as many opportunities as we have had—if not more." He explained that wealth is a combination of many factors: human capital (labour, skills, science), man-made capital, social capital, rules (legislative), networks (including institutions), trust (legitimacy), and the environment. Only social and human capital can be increased. Capital is a reserve that can be drawn on when necessary; it can be accumulated as well as depleted. Finally, capital generates income. Increasing wealth means ensuring that development is sustainable.

Every social theory has three components: structure, action, and consciousness. In the Arctic there are special attributes that encourage or hinder business, and a worldview (consciousness) unique to the North. The interplay between structure and action is bi-directional—that is, the action (goals, plans, programs, initiatives) can change the structures (northern communities, infrastructure, information technology (IT), networks), particularly with the inclusion of capacity building in education, research, and special programs, and vice versa. The addition of technical improvements gives northern communities an increased ability to carry out studies and State of the Environment reporting, which in turn helps to build capacity.

"With your help and expertise we will put flesh on the bones of capacity-building theory, and examine ways it can be used by the Arctic Council, in your own communities, and in international fora," he concluded.

Opening Remarks

Mary Simon, Canada's Ambassador for Circumpolar Affairs

Ambassador Simon welcomed participants on behalf of the Government of Canada, and acknowledged and thanked the Government of Finland and its Ministry of the Environment for their "generous and capable assistance" and logistic support.

The Declaration that established the Arctic Council and the terms of reference for the Sustainable Development Working Group (SDWG) both mention activities related to capacity building in the

circumpolar North. The Framework Document of October 2000 notes that capacity building is a necessary element for achieving sustainable development and must be turned into action: programs should increase capacity at all levels. The Arctic Council wants to promote the development of human and social capital in accordance with the culture and value of Northerners. “Finding the means to do so is challenging our imagination and investment,” she acknowledged.

Simon encouraged participants to bring a wide range of perspectives to the discussion, noting that it will help the Arctic Council build capacity both internally, and externally in the larger circumpolar region and beyond. “It’s a tall order, but I believe it’s achievable,” she said. One method is to share “best practices”.

Simon outlined the six themes of the Workshop Program ranging from conceptual issues to strategic recommendations. On Day 1 the themes will define capacity building in the Arctic; identify capacity building needs and priorities; and consider capacity building approaches, methodologies and practices. The second day will focus more on the role of the Arctic Council under themes:

- (a) Capacity building: a role for the Arctic Council
- (b) Towards an Arctic Council Working Group Capacity Building Strategy; and
- (c) Towards an Arctic Council Capacity Building Strategy.

Working session participants will be asked to recommend ways of ensuring the relevance of capacity building activities to Indigenous peoples and other residents of the Arctic. In order to achieve this, a shared focus is necessary, keeping in mind the need to constantly assess and adjust the process in a way that respects the diversity of the Arctic. “IT makes this possible in ways we couldn’t even have thought of ten years ago,” she added. The new University of the Arctic will contribute significantly, adding new models and new approaches.

“World events of the past six weeks only emphasise the importance of building strong, healthy communities,” commented Simon. She asked participants to take the task seriously, noting that recommendations from the workshop will be taken to the SDWG meeting in Espoo, Finland on November 5th, and then to the SAO meeting on November 6th and 7th.

Keynote Speaker

Pär Stenbäck, Foreign Minister, Finland

Pär Stenbäck remarked that he was attending the workshop in order to learn more about capacity building, a concept he did not fully understand. He admitted to being cynical in a “world full of fashionable words that come and go, while few practical things remain”.

Stenbäck explained that he comes from a linguistic minority in Finland, and although it is a well-off minority with entrenched rights, his observations have some relevance for minorities elsewhere. Majority populations have certain attitudes toward linguistic, ethnic, and regional minorities that stem from an inability to understand the minorities—it’s an attitude more than a fact. Majority populations have a tendency to neglect minorities, something that goes beyond

their lack of voting power. “It’s not malicious intent,” he said. “Minority populations are thought of as disturbing—an irritating factor without visible benefits.”

Explaining that he chaired the Norway-Sweden Reindeer Commission for three years as an impartial non-resident, Stenbäck described how the Commission met with over 100 villages of Saami people. The Saami cover a “huge area” of northern Sweden and Norway and reindeer form a “huge part” of their culture and economy. The governments invested considerably in the work of the Commission, which really was an exercise in capacity building that resulted in a large body of information. Satellites were used to track reindeer and build an inventory. Findings indicated that modern society is diminishing the capacity of the Saami people to make a living from the reindeer herd. Forestry has become a major economic priority, as has the development of huge hydroelectric dams. Both require roads to be built, which disrupts grazing grounds. Mining activity (including old mines) and military training fields with shooting ranges also have a negative impact, but by and far, tourism is the “biggest issue. Snowmobiles are the worst enemy of the reindeer,” he declared. All of this has an impact on the Indigenous people and their core cultural values. If their way of life disappears, it may not necessarily be an economic catastrophe, but it will be a cultural one.

The Commission responded by trying to build a new capacity via a super-national body, advice he urged those present to consider. Some problems were a result of the inability of local and regional governments to respond adequately. Many of the traditions of the nomadic populations go back hundreds of years to a time when current political boundaries did not exist. Uniting those with common language, habits, tradition, and economic interests makes sense. In 1752, the Lapps (Saami) negotiated a document unique in the world—called the “Constitution of the Saami People”—guaranteeing the rights of Indigenous people.

When he was Education Minister, Stenbäck said that he always had to consider what to do with the Swedish minority in Finland. His advice to any minority group is to build institutions. “Only minorities with independent institutions they can rule themselves will survive. Two Nordic institutions—the Nordic Institute in Greenland and the Saami Institute in Kautokeino—are examples.

There is a difference between political capacity building and administrative capacity building, noted Stenbäck. Political capacity building is a long process, particularly for minorities without a long tradition of political interaction. Attempts at building capacity have to be placed in the context of newness, and provisions made for the transition period.

Explaining that he has concentrated his efforts on youth issues in recent years, Stenbäck noted there are 2.7 billion people in this world under the age of twenty. “We have a tremendous challenge to provide them with jobs, education, values, and norms.” He advised participants always to remember the youth aspect of sustainable development. “Drug and alcohol programs do little to invest in youth at a young age. The best age for prevention is between seven and twelve years of age, but most of our efforts either start later or are concentrated in early childhood.” The work of the International Youth Foundation (IYF), founded in 1990, is based on two pillars: best practices and mobilising new resources. Too many efforts involving youth are based on the “spray and pray” philosophy where outcomes are questionable. Fundraising too

requires a change in thinking—all too often communities have cried to the government for more funding rather than looking for sources elsewhere. IYF received a grant of \$68 million for youth from the Kellogg's corporation. New money can be found in the corporate sector, which has just realised it has a social responsibility to invest in the future of youth.

Stenbäck observed that many Arctic communities have a majority of youth, and need to invest in prevention. The IYF uses seventeen criteria for its program selection. The Arctic Council's Internship Program led by Canada is "a wonderful example" but does have some limitations because it attracts elite candidates. The Balkan Youth Foundation is his latest endeavour, and "even in the worst places we found some examples of effective programs". Pooling best experiences and not reinventing the wheel are important. There are examples of very good programs in small places that can be scaled up and reproduced throughout the Arctic. Stenbäck also said that it is important to bring those in a position of influence onside. IYF gained considerable support for a project in the Balkans by using a well-known politician as a spokesperson

Questions and Discussion

Ambassador Mary Simon asked Stenbäck to expand further on the seventeen criteria for program selection he discussed in reference to IYF. Stenbäck explained a number of them.

Programs must:

- Primarily serve those between the ages of five and twenty;
- Focus on prevention or be developmental in nature;
- Have methods and procedures that promote competence, connection, character, and confidence. The absence of self-confidence can lead to high suicide rates;
- Offer age and developmentally appropriate activities;
- Involve the community—not be isolated from it;
- Be culturally relevant. It is important to import programs that conform to community needs;
- Show evidence of success in meeting identified needs and promoting favourable changes;
- Have the potential to serve a large group of people, and the ability to be scaled up; and
- Have a component of self-sustainability.

Stenbäck reiterated the importance of developing fundraising skills.

In response to a question from Simon about three components of the Arctic Council's program for children and youth—Health, Networking, and Internships—Stenbäck said he would add a fourth component, building on success. "Identify what really works in your area of the Arctic. Go around the Arctic and look for best practices and scale up. Give the results to institutions like mine, or to the government." International funding can be achieved for Arctic work.

Ambassador Peter Stenlund, Ministry of Foreign Affairs, Finland, asked about the social responsibility of the corporate sector, and in particular, whether or not the oil and gas industries could be held responsible for establishing an international Arctic youth foundation. Stenbäck

pointed out that the area in question is large and occupied by many different kinds of corporate players. Any interested party would have to put up its own seed money, be prepared to work hard over many months, and involve those in positions of influence in a visible and high-level effort.

Panel Discussion

Moderator: Hugi Olafsson

Panel moderator Hugi Olafsson of the Icelandic Ministry of the Environment, and SDWG Vice Chair, noted the four “Ws” of the theme—Who, What, When, and Where—and suggested a fifth, “Why?” should be added to the list.

Olafsson sees capacity building as a response to change; the central conflict relates to Indigenous peoples in an increasingly integrated global economy and the impact that has on deeply rooted local cultures. The challenge is to integrate the native tradition of ingenuity used for survival in Arctic conditions with the need for the development of new skills and institutions.

Evon Peter

The first panellist, Evon Peter, the Alaskan Chair of the Gwich'in Council International, noted that capacity building is an area in which there are no experts. He therefore saw the workshop mainly as an opportunity to brainstorm. Peter pointed out that it was only about 40 years ago that his people first had any extensive interaction with the outside world. The relative isolation of his village gave the villagers a sense of closeness with the land, and that it is the success in relationship of the land, nature, and peoples that makes people human.

Peter sees capacity building on the human level largely as the development of basic needs, such as linguistic and technical skills, that will help achieve sustainability. The challenge here is that tribal people tend to have limited access to the necessary facilities, as well as limited institutional and organizational capacity, resulting—among other things—in limited participation in fora such as the Arctic Council.

From the point of view of Indigenous peoples, Peter said he hopes that capacity building will result in sustainability of their communities, as well as their full participation in the processes affecting their lives. He pointed out as an example, the vast wealth generated from the exploitation of the natural resources of Alaska and the disproportionately meagre benefits that have come to the native people there.

Peter emphasised the need for international support for the establishment of partnerships with groups in different countries faced with similar problems and interests. He expressed thanks to the Government of Canada for making his trip to Helsinki possible.

To promote capacity building, Peter called for developing consortia of corporate and educational institutions and tribal governments. In the development of resources, Peter put a great emphasis

on the need for youth involvement, noting that it is the youth and the elders who have the time to examine reality, who are closest to it.

Tamara Seminova

Tamara Seminova, representing the Russian Association of Indigenous People of the North (RAIPON), noted that the processes of economic liberalisation, globalisation, and political pluralism are new processes for Russia, and for Indigenous people everywhere. To respond to the challenge Seminova commented, “We must be selective to be effective.”

In Seminova’s view, the key to capacity building for Indigenous peoples involves the building of partnerships and cooperation. Regional and international cooperation are needed to ensure effectiveness and efficiency. Capacity building requires the involvement of the private, public, voluntary, and community sectors. The Russian experience of the past decade has shown that if local government is ineffective, widespread corruption results.

Tamara Seminova’s answer to the “What?” part of the workshop theme was sustainable development. As possible definitions for the concept, she offered ideas such as “securing opportunities for future generations”, and “becoming agents of our own destinies”.

One of the key challenges for establishing community structures that would promote sustainable development is the small number of experts available. It is difficult for local governments to recruit the experts that they need from the outside. A key priority in the development of human resources is the empowerment of local communities—the training of local people in general leadership, financial management, and other tasks. To conclude, Seminova quoted a local adage: “One thousand rabbits cannot make a tiger”. She suggested that the purpose of this meeting was to build a tiger, but perhaps not out of rabbits.

Guy Lindström

Guy Lindström, Secretary General of the Conference of Parliamentarians of the Arctic Region, noted that the Conference had operated since the early 1990s, before the Arctic Council itself was founded. Lindström pointed out that the Conference makes a point of alternating the venues of its meetings in the different countries in order to foster awareness of the different issues faced by the member countries of the Arctic region.

Lindström sees education as a crucial factor in promoting capacity building and awareness of environmental issues. There is a great need to develop information technology in the region; a conference on this issue is to be held in Sweden soon, and will be sponsored by the Swedish Parliament.

Nils Ole Gaup

Speaking on behalf of the Saami Council was Nils Ole Gaup, who defined capacity building as “learning from experience and sharing it”. This extends beyond the traditional boundaries of Indigenous peoples. “We are all Indigenous in some aspects,” he said.

Gaup pointed out that the Saami people, living in the northern part of Norway, Sweden, Finland, and Russia, have been international in their scope for centuries. He emphasised the implications of the rapid technological changes that have taken place in a relatively short time, noting that for himself, the change has been from the Middle Ages to the Space Age within his own lifetime.

A problem facing communities in the Arctic regions is how to advance grass-roots knowledge through schools and other institutions. This same problem is challenging the Saami. Gaup said that in order to meet this challenge, the Saami need to take the initiative, establish these institutions, and to build on their own culture. The Nordic region has the advantage of having the long-standing tradition of open borders.

International cooperation is relatively easy for large established institutions. However, international communication is much more difficult on the local level, for example between a Saami community and a Siberian village, who might find the contact useful, if it were available. Another obstacle to capacity building is unwillingness on the local level to share knowledge. New roads, which can be a great benefit to remote communities, can also bring in unwanted outsiders and rivals.

Karla Jessen Williamson

Karla Jessen Williamson, the final speaker, is a native of Greenland who is currently working as Executive Director of the Arctic Institute of North America located at the University of Calgary. She spoke of the importance of the right kinds of education systems in the dissemination of the traditional ecological knowledge, and in countering the notion that traditional knowledge is of little value.

Jessen Williamson sees the alignment of traditional knowledge and future orientation as a great challenge in capacity building.

WORKSHOP #1: Capacity Building Needs and Priorities

Workshop #1, Group A

Chair: Bernard Funston

The Chair asked participants to examine needs and priorities in this session. The following workshop will discuss approaches, methods, and means and will feed into Day 2 discussions. The discussion will be in the broadest terms of the Arctic Council.

Arctic Council

- Expectations are low for this Capacity Building Workshop.
- Communication is key. No one knows what the Arctic Council is doing!
- The Arctic Council is a “high level” policy forum.
- Arctic Council should concentrate on one strong issue and take a stand. The example given was of climate change and global warming. Issue declarations on key issues at key times.
- Many people do not understand the impact of various things.
- Strategic recommendations are not the same as project recommendations. Both can be done.
- It’s difficult to ensure proper representation. Some permanent participant groups have a real struggle preparing for and actively participating (\$).
- AC is a unique institution, but its voice needs to be heard.
- “Having a plane ticket does not mean you have the right person for the job.”
- There is a need to focus on a common needs assessment as a basis for cooperation.
- There is uncertainty about the future
- If the outcome of this workshop is relevant to people back home, then the AC will have done a good job, not only for capacity building for Indigenous Peoples, but also for the majority.

Global warming/ Climate change

- Affects the Arctic especially: ice will thin and this affects the movement of mercantile shipping and major seaways.
- Natural resources and natural capital are also important.
- There is a need to create local and regional awareness of climate change impacts
 - *Recommendation:* Create a body to study impacts of ice reduction and shipping in the Arctic.

Traditional Knowledge

- Respect traditional knowledge and use Indigenous input and perspective to prepare the AC agenda.
- Indigenous peoples need to identify which skills are most relevant, but in order to do this, they need resources.
- Speak language that Northerners understand: the metaphor of the “Arctic voice” is critical at all levels of AC communication, internally and externally.

- Use of minority languages is key. Materials must be made available in Indigenous languages.
- Getting Indigenous peoples to participate is a financial challenge every time.

Traditional lifestyles

- Do we have capacity in the North to adapt to inevitable changes? This is especially important to those living on the land.
- Those living without electricity have problems of a different magnitude.

Communication

- A communication strategy needs to be implemented. CAFF's draft strategy may be a template.
- It's important to reach as many people as possible, inside the community as well as outside it.
- Communication is lacking.
- There is a need to build capacity on a practical level, such as Internet use. Infrastructure and training are required.
- AC needs to standardise its Web site, strategies and projects.
- What to do with the information once collected is problematic.

Governance

- Leif Halanon suggested that governments limit what can be said. Officials have to accept what one says.

Defining Capacity Building is a problem because it is such a broad concept. Therefore a focus needs to be brought to build capacity in strategic areas to support the AC's objectives.

Unemployment is a huge problem.

Education and Training are important.

- There is a need for infrastructure to support this.
- Rural schools versus urban schools

Bilateral operations with Russia are important.

The health of children and youth is important.

- This includes psycho-social well-being
- There is a need to emphasise and build on strengths, not constantly talk about problems.

Workshop #1, Group B

Chair: Sarah K. Brandel

Northern people do not have equal rights and possibilities. They need true partners, not just post-colonial partners, providing equality of opportunity.

A main problem in northern Russia is that new mining or fishing ventures only benefit one village—the rest goes to the Russian government in Moscow. Outsiders make the decisions, not the locals. People cannot move without permission. There is a need for locals to come up with their own initiatives.

A young man from Greenland called for emphasis on youth, who are our future. He saw the need for greatly expanding exchange programs. A Canadian woman said more sharing is needed between communities and countries. The South needs to listen to the North. Capacity building is also needed in the South so that Southerners do not only see the North as “the last frontier”. Capacity building is a two-way street.

There are serious differences between South and North in health, environment, and a lack of understanding.

Other Arctic community problems include hunger, alcoholism, depopulation, transportation difficulties, lack of timely media access. Telecommunications could also help with health issues. Another major issue is that minorities do not have enough power at the governmental level, said an Inuit man. A man from Greenland said from that minorities should have the same opportunities as other people, including the same treatment at educational institutions. However Southerners have created most of the post-colonial structures. Prioritisation of problems depends on whom you ask.

What are the obstacles to development and capacity building?

- There is an impression of the Arctic as “the last frontier”—a place for the South to exploit.
- There are different philosophical understandings of what it means to be in the world.
- The ecosystems of the North
- The cycles of life
- The people of the North do not benefit from non-renewable resources and development.
- The Inuit view most Southerners as polluters
- In the Canadian North there is a high dropout level in junior high and high schools.
- Universities are not available to many Indigenous youth in North America.
- Russia is far behind in many ways; a special strategy is needed for Russia.
- Rural Alaska also needs development.
- People don’t understand the concept of capacity building; they are poor and primarily concerned with getting food in Russian Indigenous communities.

What are the practical needs?

- Food, health, education—only when these are satisfied can there be more abstract thinking
- Telecommunications
- Education
- Social services
- Energy/ power supply

- Transportation
- Trade policy to eliminate barriers to traditional livelihoods
- Jobs
- Support systems to help people stay in small communities
- Analysis of reasons why people leave
- Analysis of what makes some Northern communities healthy and resilient in coping with change

In conclusion, long-term sustainable development must be based on addressing these very basic needs, especially in the Russian Federation.

Workshop #1, Group C

Chair: Dr. Valerie Hume

Dr. Hume called for a general discussion on capacity building needs and priorities, preferably including some best practices. She explained that the participants in the first groups had been intended to be as well balanced and wide-ranging as possible, including people from various geographic areas, different types of organisation and Permanent Participants in each group.

Viktor Sebek began the discussion by stressing the importance of private funding, referring to comments by the morning keynote speaker, Pär Stenbäck. Sebek noted that in the region, governments are generally expected to handle issues, as Russia is the only “developing country” among the eight Arctic nations. Yet “serious capital investment” is needed.

There is a need for good, imaginative proposals to attract funds. Terry Fenge pointed out that at a New York meeting with major foundations a few weeks ago, it was clear that the Arctic region is a very low priority for them. He blamed this partly on a lack of communication by and low profile of the Arctic Council. Citing Arctic meetings since 1992, he said there has been little dialogue with outside bodies such as corporations and foundations. Why is there never any representation from them?

The private sector is very reluctant to fund anything that is already government-funded, unless perhaps this can provide tax benefits. Would there be any way to encourage this internationally?

Fenge noted that all foundations are suspicious of funding Indigenous groups. The reasons cited are a perceived lack of transparency, management skills, and financial accountability. To improve the chances of gaining funding, groups must be “squeaky clean”, show trustworthiness and—crucially—build solid partnerships with reputable, established bodies. These could be government agencies, for instance. The Inuit are very cautious about those with whom they form partnerships, he said. This was supported by other Indigenous organizations. Fenge referred to a recent major hydropower deal between the Canadian government and the Cree nation that will provide the Cree with \$3.5 billion over the next 50 years—“now that’s serious funding!”

Several speakers agreed that a strong communications strategy or programme to improve funding opportunities is needed. There was also a call for more specific reference to Indigenous communities in AC documents and publications.

The value of the participation of Indigenous organisations in working groups was noted. All the working groups include Indigenous members. However there is a vicious circle whereby funding is difficult because of a lack of visibility and active involvement from Indigenous groups—which is in turn partly due to limited funding for attending conferences, carrying out lobbying efforts, and so on. Therefore the group called for greater state support for Indigenous participation in AC structures. However Dr. Hume pointed out that funding problems are not limited to Indigenous organisations.

A strong AC message at the World Summit on Sustainable Development (WSSD) in Johannesburg was believed to be a potential catalyst to attract funds.

It was noted that it takes years to get into the queues for funding, and that it is not just Indigenous peoples' organisations that have trouble getting funding. Bureaucracy and requirements have caused trouble for the AC dealing with the Global Environment Facility (GEF)—even though seven of the eight AC nations are major funders of the GEF.

Another problem in gaining funding is the lack of a legal structure for the AC. The AC is only a forum and that is considered unlikely to change as long as the US is involved. Yet we need to convey an image of permanence. As Stenbäck said, building institutions is crucial to long-term survival. Sauli Rouhinen said the Finnish chairmanship has tried to reach out to the WSSD, the UN General Assembly, and the EU that has funding available. It was reported that the Nordic Council is seeking more co-operation with the AC and also has funding available. This is a welcome development.

It was recognised that lack of appropriate data and information reduced the capacity of the AC to identify where basic needs exist and the capacity to deal with these needs. Basic information is needed in order to decide what to focus on. Demographic and other data is often needed before making a good case for funding.

It was observed that small villages and towns are shrinking in some areas with young people moving to cities. On the other hand, in Canadian Aboriginal communities there is a large young population. An examination of free movement of labour in the Arctic region was recommended. It raised questions of Arctic Council policy. Is it an AC task to add capacity to dying communities, or to depopulate regions in the interest of the environment?

Workshop #1, Group D

Chair: Randy Cleveland

Participants were divided into pairs to discuss priorities. Each presented their conclusions:

Group I)

Learning is needed, and learning is defined as more than education. It includes

- innovative youth projects
- importance of community learning

These will allow youth to apply information in new ways, communities to communicate, and allow people to live in their Indigenous areas and not have to move.

Indigenous self-rule including the right to determine language of daily use, will strengthen identity. This concept includes

- local governance
- ability to influence powers outside their communities
- outcome: ability to dictate destiny of their own community

Access to IT will enable the best possible communication. This will

- support e-business
- create virtual communities
- enable instant response to challenges by communities based on networked intellectual capital.

Group II

Institutions of Governance Administration will enable Indigenous people to promote their rights. It will also

- distinguish communities of difference
- empower communities with mechanisms of corporate memory
- need financial support to get started
- provide greater influence on outside powers
- enhance social life and civil society.

Employment of Indigenous Knowledge in Arctic Council will help to

- promote traditional knowledge
 - increase Indigenous participation
 - allow policies to meet needs of Indigenous Peoples
- This will allow for an increase in the sustainability of Arctic resources.
Global community will benefit.

Address the income gap between Arctic regions and the rest of the country.

- Will increase self-esteem
- Will build up economic capacity of Indigenous Peoples

Group III

Knowledge includes formal education and cultural knowledge. Improvement will lead to

- Increase in self-confidence necessary to preserve cultural diversity
- Cultural diversity empowers communities to make appropriate responses to rapid change.

Communication includes IT and human networks.

- Individuals and communities benefit

- Provides a means of outreach, cooperation and partnership

Partnership allows identification of common goals for Arctic groups.

- Can lead to conflict resolution
- Establishment of self-governance
- International fora and global communication
- Everyone gains.

Group IV

Self-Governance allows empowerment.

- Provides the ability to develop leadership and control resources
- Will benefit all concerned
- Provides ability to determine our own destiny and create social justice

Identity/Values are important to culture and internal communication

- Allows greater understanding of one's place in the world and one's self

Communication as previously mentioned, plus

- Important to learning and knowledge building

Group V

Education, especially through internships, is important

- Will enhance governance issues
- Will allow system of individual community needs

Culture and Language should encourage the use of new technologies but must not erode traditional cultures.

- Contact with others can also promote culture
- Must be community based.

Human Security so that changes in the world and environment can be understood

- Ensures people can live and prosper in their homelands.

Chair summarises:

Learning/Knowledge

- Relevant to people/communities
- Provides intellectual capital/security
- Maintains culture

Communication

- Medium must not override the message
- Important for empowerment

Self-government

- Allows for representation of Indigenous communities and control of their own resources

Cooperation

The Chair asked about international policy, trade, and finance. Are they not important for capacity? He asked what had been missed. He suggested that perhaps the discussion had been too “bottom-up” thus far, that a role for the AC at an international level had yet to be identified.

Workshop #1, Group E

Chair: Edmund Schultz

Commenting that the morning’s plenary had been comprehensive, Chair Ed Schultz said he saw the Barrow Declaration as the key to identifying the needed capacity.

It was suggested there is a need to have an Arctic voice. IEPS was seen to be important in the environmental side, with respect to

- The needs of the Arctic area and people
- Sustainable development

“No economy, no health, no persistent organic pollution.”

The Arctic can educate the international community about questions such as developmental issues and pollution. To this end, the Arctic States and Indigenous people need to have an organisation in order to influence events. To facilitate this, information is needed.

There needs to be more awareness of organic pollution and contamination of food that might affect Arctic people. People in local communities do not understand experts’ jargon very well, so new ways need to be found to get the information to those affected. Information is needed in order to make the choices they need to make.

- The issue of information dissemination goes beyond that of pollution information.

The Chair noted that there has been a good deal of data collected, and that contaminant levels have been identified.

Health and social issues:

- A delay in implementing positive health practices in Russia has led to a reduced life expectancy. Based on data collected in different areas, the combination of health risks are not the same in the Arctic and southern latitudes.
- Research should focus on the most significant social risk factors.
- Sustainable development requires a focus on health issues. Many countries have a basic knowledge of risk factors; a common database of these factors needs to be established, and the information made available to the public at large.

The situation differs from region to region, even in the Arctic where:

- There are difficulties in information delivery;
- Much research has been done, but the difficulty remains how to make it available for local and regional organisations;

- Many processes, e.g. Barents Sea cooperation make it difficult to tell people which organisation is in charge of things;
- There is a need for open discussion on the regional level; and
- Regional organisations need to be more involved.

Pertaining to research:

- Too much research is done by the South for the North.
- There is inadequate exchange of results between North and South.
- Ethical research practices need to be followed.
- Research subjects should be involved in the research process.
- Involvement of the local community being researched should be entrenched.
- The local community should have the right to access research results and people making decisions should use those results.
- The research should influence local politics and decision-making on the local and national level.
- The AC needs to ensure that its researchers are themselves Indigenous people, not just conduct research on Indigenous people.
- Too often there is a language gap between researchers and research subjects.
- Research needs to be understandable.

Research Methodology:

- Collaboration with neighbouring countries to gather representative data. Enough people need to be involved, especially when researching small communities.

Research Ethics:

- Ethical guidelines have been formulated and should be adopted by the AC. This would ensure that:
 - Northerners get the information;
 - Best practices are used;
 - There would be a substantive side to the research; and
 - A strategy is implemented to disseminate information.
- Indigenous people should be involved in the research process from the beginning, and they should be consulted during the process.

The Chair agreed that “Northern research guidelines” ensure the involvement of Indigenous people, and certain ethical protocols are followed.

The Arctic Council should influence decision-making in northern areas.

- There is a need to better understand how the AC works.
- Local people should be familiar with it.
- The Council should have more contact with the domestic and regional level.
- The regional levels should have a more active role.

Similarly, Arctic Council members should exert influence on the functions of the Arctic Council.

- Examine how all members can have the capacity to have an influence.

- There is a need for improved communication.
- More active members are needed for the working groups of the Arctic Council: people should know who the members of the working groups are. The members, participants, and the chairs should be identified more clearly and information made available.

Local involvement is very important in sustainable development. Ideas should come from the people at the local level, and goals set by them.

Regarding “Development strategy”:

- The use of natural resources has gone so far that “how to sustain development” has become a more important issue than “sustainable development”.
- There is an issue of uneven activity: there is a tendency to have active “seasons” before major meetings and events, and passive times in the interim. This constitutes a weakness, as activities should be more systematic. The issue of priorities and sustained action should be discussed.
- There is a need for a natural resource development strategy.
- Alaska has many problems with legislation regarding oil and government: the authorities did not consult the local people when the resources were taken away from them. The results of research do not reach many ordinary people in their everyday lives.
- Mining has lots of capacities, but tribes in Alaska have no land and no capacity. There is no consultation with tribal leaders when making decisions on natural resources in Alaska/land of tribes.
- Should Alaska have its own legislation?

Social Capital:

- A “holistic view” is needed; social capital should be discussed more.
- Regions undergoing development planning should use research; however, research results do not confront the basic needs of regional decision-making.
- It is the domestic discussion about social capital that leads the processes of a working group.

Information Needs:

- Delivering it, producing it...
- Education is one way of disseminating information.
- How to share the knowledge that is dispersed in different places (e.g. universities), and among experts from different fields of research.
- Need to use local research findings, and the intellectual resources of the Arctic.
- There is a need to find the best practices in all levels of information distribution.

Educating others about Indigenous people:

- The authorities do not know enough about Indigenous Peoples: There is a need for education about Indigenous people.
- Arctic Council and LICA are producing a database on Indigenous Peoples. Local officials should be made aware of the research.
- There is a need for orientation packages for officials about Indigenous Peoples and for

Indigenous Peoples about official institutions, policies, and issues that affect them.

Concrete ways of using the concept of capacity building:

- Capacity building is an abstract concept, and should be made more understandable.
- Capacity building not measurable: it never ends, but rather is an on-going process.

Best practice model:

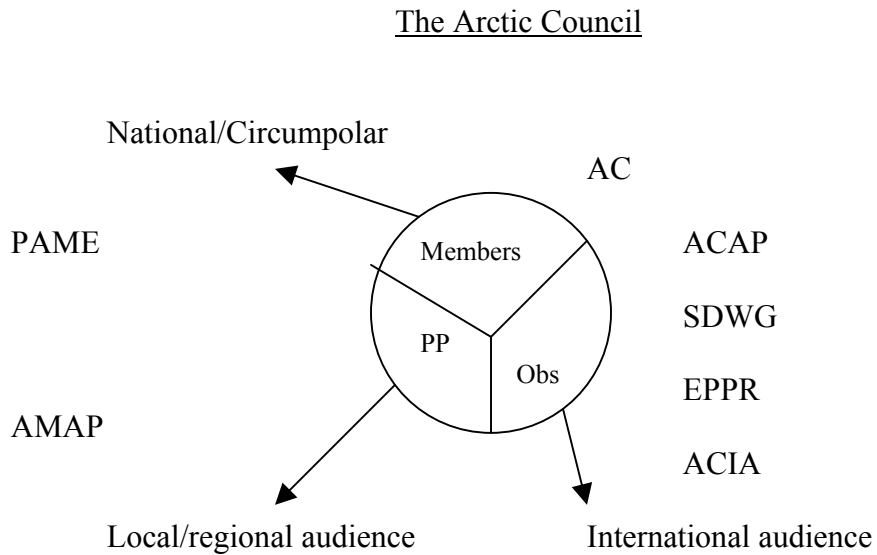
- Cooperation
- Co-management idea

Workshop #2: Capacity Building Approaches, Methodologies, and Practices

Workshop #2, Group A

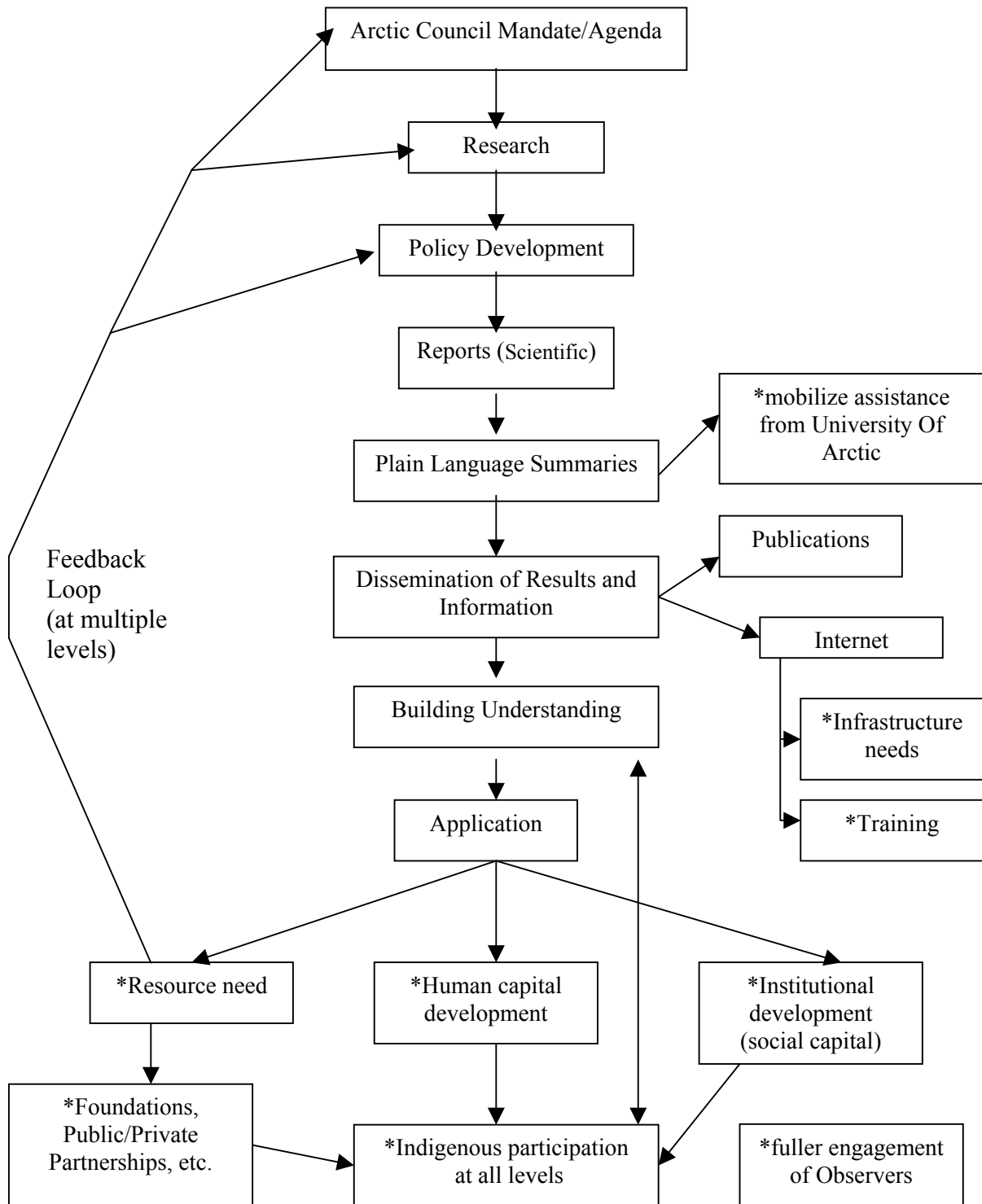
Chair: Bernard Funston

This group began by drawing a map of the Arctic Council as follows:



This session would move from the “needs” discussion to shaping a strategy for capacity building using the communication chain found on the next page as an example:

Communication Chain



*These denote possible target areas that could be identified in a capacity building strategy and fleshed out with more practical project or activity proposals.

Understanding and Indigenous Peoples' participation involves taking back the information, and that requires financial resources. Observers and public fora usually involve the good will of nation states. The lower down one gets, the likelihood of foundations, or public/private partnerships participating decreases.

- It is important to start with research. The overall picture is lacking and it's absolutely vital.
- Involve people other than academics in the research—if people are involved they will understand the data.
- Research guidelines for Indigenous Peoples are needed.
- AC is still a political forum as well as a high-level policy forum.
- One strength of AC remains its ability to brand.
- AC needs the ability to respond in a timely fashion.
- AC is a structure ahead of its time. It is very important to use it as a voice of the Arctic people and as a model to guide global changes that will be coming.
- Cross boundary issues are important.
- Communication remains a need.
- AC needs the participation of Indigenous Peoples.
- Having a capacity assessment tool will be important in order to plan a capacity-building agenda
- Funding remains an issue. State sponsorship is needed.
- Not everyone has the financial resources to be active
- Fundraising is important
- Dialogue with and use observers better.
- Not everyone works in the same way, so methodologies must vary with the goal (for example, the Web works in Iceland, but not in Russia).
- It's important to translate principles into practice, and move from needs to a strategy.
- AC could support local decision-making. For example, it could write a letter to local government to press for the participation of Indigenous Peoples.
- The Chair commented that one would have to exercise caution in this area
- There must be some recognition that the Northern dimension is quite new. The University of the Arctic will hopefully become a storehouse for this kind of knowledge
- Indigenous People need to become a priority at the AC. The Northern dimension needs to have a policy. "We lost the political momentum to recognise the Indigenous Peoples in Finland", commented a participant.

- Helping people to help themselves is a two-way street—they will come back and help you understand their goals and the relevance of the AC. They become capacity-builders by shaping and changing the AC agenda.
- AC is moving from "just talking" to implementation. If we want to make it effective, we have to act accordingly, and not allow the AC to bog down as a talk shop.
- The "why" question is critical to this discussion: there should be no question that capacity building is relevant and timely to the AC's development.
- AC must move from brainstorming to action or it will alienate people.

- Possibilities for positive progress exist.
- Participation comes from where people actually live
- What do Indigenous Peoples need in order to ensure their participation? In many places, all the money is going to have people participate in events. There are no resources for preparation or follow-up.
- The University of the Arctic is an excellent source of capacity building methodology, research and modelling.
- Indigenous Peoples must decide themselves how their participation can be improved. They need to mobilize their people, then communicate this to the AC as appropriate.

Workshop #2, Group B

Chair: Sarah K. Brandel

The main problems faced by the North are the need for improved:

- Health / medical care
- Education
- Infrastructure
- Telecommunications
- Political influence
- Housing and living conditions (very urgent all over, especially in Russia and parts of Alaska)

Improving Health (both physical and mental well-being)

- Related to housing and living conditions, food, sanitation, and water
- Related to how people feel about themselves:
 - suicide rate (high in Greenland, etc)
 - culture: religion, language, colonialisation
- Alcoholism: shocking level of alcohol-related deaths and disease, including children in the Arctic
- regional governments cannot handle the problem, state governments should intervene
- other addictions
- Best methods to improve well-being require
 - community level: very basic help, hygiene, teaching girls, etc.
 - access to higher level: doctors etc. as needed
 - level of interaction between elders and youth are factors
 - Gap between elders and youth
 - youth may not see elders as advisors
- Western style healing interventions may not work
- Some have lowered expectations: "How could I be a doctor when no one in my community even finishes high school?"
- Decision-makers should work together with academics, especially to support funding for research in the Arctic by residents.

- Timeframe for health
- in Western view, Arctic communities are dying out; Indigenous focus in on sustainability and visibility of communities.
- AC can seek help from international organisations such as Red Cross or WHO to address immediate, pressing needs in Russian Indigenous communities. Their survival is at risk.

Education and Transportation

- Are these problems comparable to health? Yes and no, in that local villages cannot solve problems alone.
- Some areas of Greenland have no access, even by plane. Are smaller planes a solution, as in Alaska?
- infrastructure needs are enormous, and it is difficult for companies to make money. Large investments are needed if communities don't have a tradition of public planes
- pilot training is expensive in Nordic countries
- most of the traffic is north to south
- In the Russian Arctic, some boat connections have stopped, but there are discussions underway to examine the feasibility of commercial shipping
- this can be an environmental or a nuisance problem if all year round. Seasonally opening northern sea routes could help Indigenous communities.
- As a benefit, more markets could open up, and allow for greater political participation and youth exchanges
- would improve personal mobility
- would provide access to information

Best Methods

- Need to see what is successful at local level, study, and publish best practices
- Study communities and follow up on them. Put study findings into practice. There is a need to provide support to other communities to implement programs that work.

Applied Research needs:

- Not enough material available on Arctic communities, need to co-ordinate research
- Research is too far removed from local people
- Communities can carry out research themselves, people can be trained
- Ethical principles in Arctic research, protocol is needed so that researchers do not exploit Arctic residents

Arctic Council Funding for Indigenous People

- Many Aboriginal people do not receive funding to attend meetings. The personal loss of income can be substantial.
- There is a perception that current priorities are those of members who are in a financial position to attend meetings.
- It is important to communicate at all levels from AC down to local communities and from local communities up to the AC.

Suggested Recommendations:

- Information in existing AMAP and CAFF publications should be available in forms and languages that are understandable to Arctic residents, to the extent possible.
- The AC should be flexible both internally and externally
- Make partnerships more available between northern communities, AC capitals, and international communities.
- Devise a “social capital assessment tool” that measures the level of education.
- Expand youth exchange programs, as they can be excellent investment in capacity building.

Recommendations put forth by the Steering Committee:

- There was no endorsement of the recommendations of the organizers
- One participant raised questions about why the recommendations were “pre-cooked” and wondered if the AC planned to adopt them.
- Others not familiar with the AC noted that indicators and “add-ons” to reports were often the work of those in capitals and international organisations but had little relevance to northern community concerns.

Workshop #2, Group C

Dr. Valerie Hume

This workshop began with an overview of some capacity building approaches and practices that have been successful and which might be implemented, with modifications for other purposes.

Governments and Indigenous Organisations working together

- Northern Contaminants Program: a national program that has contributed significantly to AMAP and subsequently to POPs work internationally. It has a comprehensive and representative management structure and system for communicating results of research.

Networking

- Authors’ Network involving authors from seven countries led to the production of an anthology with translations into Saami, Finnish, Swedish, and Russian as well as a Centre for Literature and a conference using the internet. This has strengthened regional identity.
- Sharing best practices through networking could apply to this approach.

Indigenous people helping each other

- International Training Centre with Indigenous teachers and Indigenous trainees, with global representation. The focus is on sharing information regarding access to UN programs and GEF on international policies and awareness. This is a grassroots initiative strengthened by Indigenous ownership.
- Saami sharing successful practices with the possibility of replication.
- ICC publication of thirteen success stories

- ICC arranged for computers to be provided to RAIPON as a precursor to capacity building.

Public Awareness

- Parliamentary debate alerts governments, citizens, and potential donors to issues including the need for capacity building. In some countries this could become part of a communication strategy.
- Helping non-Indigenous people to be aware of Indigenous knowledge, for example through films made by northerners in Arctic areas.

Government funding for Community Action

- Empowerment of Communities. An example is the Council of Yukon First Nations (CYFN) in Canada where, under a national initiative called *Gathering Strength*, the CYFN identified goals and received funding for their implementation, giving the First Nation the task to prioritise their objectives, allocate funds, and be accountable for the outcome.

In spite of these innovative projects there is still a need for

- Language training to increase the capacity of people working in the north to communicate as well as translate materials into local languages.
- Increased translation facilities
- The capacity for decision-makers to take traditional and local knowledge into account, for example through co-management
- Allowing traditional knowledge a place in the education system
- Expanding internships and exchanges
- Analysing gaps in implementation of institutional and legal arrangements
- Capacity for people to make their own judgements rather than following advice or dictates of the consumer industry.

Workshop #2, Group D

Chair: Randy Cleveland

The Chair began by listing eight issues:

- Increasing intellectual capital
- Facilitating learning
- Increasing communication (virtual and face-to-face)
- Self-Governance (need to understand self-government when communities are comprised of both Indigenous and non-Indigenous people)
- Addressing the income gap
- Facilitating partnerships (public, private, within Arctic Council, and between Arctic Council and its local and global audiences)
- Culture and values
- Ensuring human and environmental security.

He asked what participants thought about globalisation of trade and the increased demand for northern resources as it relates to global sustainability and a role for the North. How does one raise the standard of living and protect the environment?

The working group broke into smaller groups for discussion. Prior to doing so, the Russian RAIPON representatives raised the problem of ethnic groups transcending national boundaries, causing problems in communication and identity. The opposite situation, where ethnic groups live completely within national boundaries, could result in a diminished role for them in the Arctic Council structure.

When the group reconvened they were asked if they had any new capacities to add to the list.

- Funding is needed to give capacity to programmes to promote other capacities.
- Global versus local conflicts of interest
- Resource management systems and local regulation.
- The compatibility of national resource and environmental treaties in Arctic regions
- “Health” as a specific concern. Harsh conditions in the Arctic lead to special health needs.

The Chair asked participants to rank the most important capacities. The results were:

- Learning
- Self Governance
- Income gap/access to financial capital
- Partnerships and cooperation
- Culture and values

Groups were asked to examine strategies for each capacity.

Income gaps/access to financial capital

- Funding of infrastructure: construction is more expensive per capita in the Arctic.
- Poverty reduction programmes.
- Access to capital—fostering entrepreneurship.
- Free trade: elimination of trade barriers to northern renewable resource products
- Official development assistance.
- Funding for Arctic Council and its Working Groups, and funding to participate in them.

Learning

- Develop a survival curriculum for how communities can navigate in a circumpolar world
- Training
- Capacity assessment tools
- Circumpolar student exchange.
- Collective sharing of Indigenous intellectual capital.
- Students to be given opportunity to utilise the knowledge they learn within the community.

Culture and values

- Research: community relevance
- Training: preservation and maintenance of values and attitudes
- Communication: outside community
- Programming: sustaining and evolving

- Centres of meeting on the Internet were seen to be very important for communication. However, high-tech is not necessary: local cafes, or other meeting places can work. RAIPON is concerned about global communications: how can it be possible?
- Technology can make communication between communities possible—it just requires money.
- Communication could be possible through inter-community cultural festivals. RAIPON is pleased with this idea.
- The AC should sponsor a cultural festival

Partnership

- Dimensions of partnerships:
- Indigenous versus non-Indigenous
- East versus West.
- North versus South
- Local versus Global.
- Mobility allows for meeting of groups
- Language skills would increase partnerships but might also lead to the use of dominant languages to the disadvantage of some Indigenous groups
- Communication technology
- Apprenticeship, knowledge sharing.
- “Spreading the Gospel”: sharing knowledge, self-promotion.

The Chair asked about conflicts between governments and non-governmental organisations:

Self-government

- Financing of self-governing institutions
- Use of existing local potential for leadership
- Ownership and management of natural capital
- Cooperation with authorities

The Chair noted that these were really more detailed definitions of capacity needs than they were “strategies”. The group will answer instead, “Which capacities will produce the highest return on investment?”

- Indigenous ownership of natural resources would allow for financing and provide native groups with power.
- Mobility would facilitate many of the other goals identified above.

- Cross-cultural programmes festivals really promote communication.
- The Inuit have concerns about the future of their language.
- Communication technology allows for learning. It also provides virtual mobility.
- Poverty reduction programme and development assistance.

Noting that the group was still a long way off from developing strategies, the Chair asked participants to review the draft recommendations from the *Workshop Overview* handout in the participants' kit to see if there were any they would like to endorse or eliminate. The general conclusion was that all recommendations should be kept with the exception of the recommendation called "Earth Summit Capacity Building Statement". It was felt that the AC should not promote its capacity building activity at the WSSD until it could clearly describe the specific values and purposes that these capacities were intended to serve.

Workshop #2, Group E

Chair: Ed Schultz

Finding Solutions to Needs:

Need 1: For Arctic states to have a strong voice at the international level.

Methods to reach it:

- Make speeches and presentations about the AC and its mandate
- Get the message out and be active outside of the AC
- Become involved in negotiations of the drafting process for Johannesburg conference (WSSD).
- Include an Arctic component in the Johannesburg declaration
- AC should be more visible—do more media and marketing campaigns
- Develop a communications and marketing strategy.
- Enhance and develop linkages between AC and other organisations and international fora associated with capacity objectives, develop working relationships, and dialogue.
- AC Working Groups should become more involved in international activities.

Need 2: To deliver data and research findings to Northern populations in an understandable, meaningful way

Methods to reach it:

- Look at best practices
- Work that involves people from government and Indigenous people
- Involvement of NGOs
- Process with communities such as hunters
- Best practices should be researched and models formed (such as NCP Canada)
- Observer organisations might be nominated to help AC
- Seek participation of scientific arenas as observers of AC

- Develop an inventory of best practices (a process in which comments are given to the people on the basis of research, for example to make people aware of pollution, with recommendations given)
- Set priorities for research
- Observation of people out on land is important for identifying research to be prioritised
- All groups must have representatives
- Regional actors must be actively involved in the process, not only actors of the AC
- National decision-making must also be active

Need 3: Life expectancy and health

Methods to reach it:

- Identify social risk factors, diseases
- Build support at both local and national level
- Highlight the fact that there is a problem and action is needed (for example, communicable diseases)
- Study children and youth to identify problems
- Recommendations should be adopted, which is a problem in some places
- Draw up report of comparative national research findings from various areas—gain national overview
- Collaborate with health officers and scientists
- AC can help the voice of minorities be heard
- Create circumpolar network of health experts
- Put pressure on—something must be done on health issues

Need 4: Need to highlight the activities of the AC

Methods to reach it:

- Many of the methods for Needs 1 and 3 also apply to this
- Maintain activities between meetings
- Internal education in AC
- People in North must be active in regard to AC
- AC should guarantee Northern peoples' possibilities to act
- People need feedback from AC on issues that are important to them
- Processes should be tailored to needs of certain groups, such as Indigenous people

Need 5: Natural resource strategy should be developed

Few economic questions have been dealt with in AC

- Transportation
- SDWG should make recommendations to Senior Arctic Officials (SAOs)

Need 6: Marketing / communication strategy

- Need to make SAOs more accountable, but to whom? To Northerners, average people?
- How do Northerners know who is doing what? Communication is needed.
- Impact on domestic policy relates to marketing strategy and Need 1
- How should information be offered so that people will listen?
- State should be accountable
- Communication is key to accountability, but emphasis on accountability and information differs from North to South.

Need 7: Social capital—the need for trust

- Workshop on social capacity is based on trust, open discussion of interests
- Trust is needed between regional and national levels

Need 8: Educational resources

- Intellectual resources
- University of the Arctic initiative is one approach to this issue

Need 9: Orientation packages on Indigenous people to AC and vice versa

- Also part of need for communication
- State should also be involved

Need 10: Funding

- Ministers have instructed SAOs to look at funding, but nothing has happened
- Before next ministerial meeting, SAOs should respond to ministers on funding
- Declarations on Barents to prepare question of funding
- Need funding for Permanent Participants in AC, with cost to be shared by the eight states equally

Dinner speech

Dr Mark Nuttall, University of Aberdeen (Scotland)

Perspectives on the Cultural Context of Capacity Building

Before introducing Dr. Nuttall, Adèle Dion, Canadian Ambassador to Finland reviewed some of the main points of Pär Stenbäck's keynote speech.

Dr. Nuttall took the podium, saying that the assigned theme of the lecture had given him “a bit of anguish” at first. The concept of capacity building is very broad, he noted, and much has been written about experiences with it in Africa and Asia over the past 20 years—so much that the

more he read, the less he understood. It is difficult to extract “culture” as a separate aspect of human life. Rather, a holistic approach must be taken.

Sustainable development is part of a global dialogue in which there is an increasing awareness of interconnectedness. There is also a sense of urgency because of the rapid changes in culture, climate, and the environment. As part of these changes, the Arctic problems are global challenges—and opportunities.

Global problems are actually clusters of local issues. The AC provides a forum to think of ways to deal with them. There is often an emphasis on resources that are being exploited, mined, fished, or harvested, rather than on the people. It should be focused on people and their relationship with the environment.

There are many definitional problems with “sustainable development”. It is an ambivalent concept that is used by very different ideologies for their own purposes. Nuttall said he prefers to use the term “sustainable livelihoods”. This means a more bottom-up approach, appropriate to local needs and circumstances.

Sustainable development has become a priority for the AC, which can add an Arctic voice to the global debate on the subject. It will be a challenge for the AC to emerge as a global player at the WSSD next year, to be seen as on the vanguard of sustainable development. The AC is a forum for states and Indigenous organisations—and takes the latter very seriously, unlike many international fora—although there is room for improvement.

The AC should show that global cooperation on sustainable development must be based on the self-determination of peoples and sustainable livelihoods. Nuttall suggested that the AC come up with a slogan for the WSSD reflecting this, something along the lines of ‘Listening to local voices’—though he quipped that this sounded too much like a radio talk show programme.

Capacity building is key to the quality of life in the Arctic and biodiversity conservation. The Arctic peoples’ well-being and cultural diversity are dependent upon biodiversity, and vice versa.

Encapsulating a theme for the workshop Nuttall said it would be, “Capacity building for sustainable livelihoods means developing the capacity and skills of community members so they are more able and confident to define and meet their needs and challenges, to participate more fully in society, and benefit from the opportunities of a rapidly changing world.

An Arctic capacity building strategy should emphasise leadership and gender equality. The latter has a significant positive impact on communities as a whole.

Another aspect to be considered is how Arctic people are affected by events in foreign countries and global processes—and how improvements in one area can lead to problems elsewhere, even in small, seemingly isolated communities. Global processes are leading to new elements of uncertainty as well as opportunity.

A capacity building strategy should place emphasis on interrelationships between people, their environment and policy, and how human activity can create threats to the environment and the people themselves.

A fundamental goal of capacity building is to improve the ability to evaluate and address questions related to policy and sustainable development strategies. The AC can support capacity building that stresses humane governance, decentralised power to local communities, and encompasses a variety of cultural traditions. If capacity building focuses on people and cultures it will aim to ensure social justice and social equity of marginalised people. Plus, the ecological values and know-how of the Arctic peoples will be key to progress on sustainability and environmental concerns. It will promote a people-centred approach to environmental stewardship with due respect for locals' food security and environmental security.

Capacity building should work to strengthen existing NGOs and institutions, as well as the values and knowledge of the rich diversity of Arctic cultures. Everyone wants cultural diversity in the region. In any increasingly uncertain world, capacity building must show tolerance. An AC capacity building strategy can lead the way in forming important questions on global interdependence and the global debate on sustainability as an ethical guideline for relationships between human and the environment.

Friday, November 2, 2001

PLENARY: Capacity Building: A role for the Arctic Council

Workshop Chairs' Report on Day 1

Group A

Bernard Funston

The work of Group A was described as an organic, wide-ranging discussion. Communication was seen as a key element—an obvious and essential link tying together many needs and priorities. The group saw communication not only as a two-way interaction, but rather as a system of opening dialogue on local and international levels, the importance of which cannot be overstressed.

The second key element involved the need for Indigenous peoples and Arctic communities to be better integrated into the AC. The objective is to guarantee that Arctic and Indigenous communities have better possibilities to participate in Arctic Council meetings.

There is a chicken and egg issue involved: it is not enough for representatives of Indigenous communities to come to meetings, they need the resources to prepare for those meetings or participation is of little use. IPS was identified as a group that supports permanent participation. Providing funding is a major aspect of that role.

The choice of methodologies depends on what is trying to be achieved. There is capacity in the Arctic Council structure that is underutilised, including that of non-governmental organisations. The University of the Arctic is also an obvious factor. Finally, it was noted that the Arctic Council is becoming a model for cooperation on different levels.

Group B

Sarah K. Brandel

Participation follows from communication. A key contribution of the AC is its strong voice telling a positive story to the outside world. Stories that need telling include those of the community resiliency as well as traditional healing. The positive messages are often drowned out by stories concentrating on what is wrong in northern communities. The Arctic Council should pay more attention to best practices and positive outcomes. In addition to health care issues, other themes include transportation, education, and housing.

Group C

Dr. Valerie Hume

In the first session, concerning needs, the focus was on funding, including public and private sources. It was recognised that the search for funds could be helped by good Arctic Council

communication and planning. A strong and permanent legal structure for the Arctic Council and secretariat would facilitate access to funds from foundations and the private sector.

It was observed that unless it could be demonstrated that the AC has good management skills, either in small groups or collectively, “nobody will look at us”. The rotating secretariat and flexible structure might be a handicap in the search for funds.

The second focus was on the need for information and data. Without sufficient information and data it is not possible to give precision to capital-building requirements and analysis.

In the second session, Methodologies and Approaches, the group looked at approaches taken to building capacity by groups and countries. There are examples of Indigenous peoples and governments working hand in hand. For example, Canada’s Northern Contaminants Programme made a significant contribution to AMAP and subsequently to the negotiations on Persistent Organic Pollutants Protocol. Another example of this involves work between Indigenous groups in training, for example, the Saami helping each other—Indigenous teachers helping the training of Indigenous students. In Russia a Parliamentary debate on Arctic Council issues proved to be a good way of raising awareness. Finally, again in Canada, funds have been given to Aboriginal organisations to pursue their own goals, allowing them to allocate the moneys and be held accountable.

Group D

Randy Cleveland

The group started with a wish list of 60 needs, from which it isolated five: people and institutions for learning; self-government; equity; partnerships and cooperation; and culture and values.

Strategies for the first four involved both “hardware” and “software”. The “hardware” focused on material needs such as better tools, roads, and communications. The “software” involved more non-material values such as education and training. The right tools make it easier for circumpolar communities to adapt to change, from global warming to economic developments.

However, the tools are value-neutral, which puts a high priority on nurturing local cultures. The overriding principle is that the possibility for sustainable livelihood should exist at the local level. The group did not vote on a conclusion. All agreed on the importance of a circumpolar community network, an association of Arctic communities, and the possibility of holding virtual town halls.

Group E

Ed Schultz

The group was described as “free-wheeling”. The group first identified seventeen different needs and then condensed the list to seven in the second part.

There needs to be a stronger Arctic voice on international issues. Northerners themselves should set the priorities in the Arctic Council. Some methods include ensuring more presentations at national, regional, and international levels by the Arctic Council and its bodies.

Communications and marketing strategies should be developed to promote the Arctic Council agenda to the benefit of Northerners. Linkages need to be developed between the Arctic Council and other fora. There was also some discussion on accountability, trust building, and the legitimacy of the Arctic Council.

Data must be delivered in meaningful ways, making sure that research projects articulate why the research is needed and explain potential benefits. Results must be disseminated to the communities involved.

One example of a “best practice” was the Northern Environmental Strategy. Accredited observers can help develop best practices models and have an additional benefit of increasing participation. The Arctic Council should facilitate in the production of more information, and encourage exchanges between groups.

There is need to promote health issues, and develop a network for sharing information between the Arctic region and health representatives. Life expectancy is a major indicator of health.

There is a need to ensure that northern people are in a strong position within the Arctic Council. The AC should not be comprised of just politicians, bureaucrats, and academia.

The increased relevance of natural resources requires a natural resources development strategy that should include Northerners.

Keynote Speaker

Aron Senkpiel

Aron Senkpiel, Dean of Arts and Sciences at Yukon College, asked the audience to imagine what the Arctic will be like in the year 2025. He described a world in which everyone in the room now over the age of 40 will be retired, in which the governments of each of the countries will have changed at least five times, and a world in which there would have been at least one major ideological shift—either left to right, or right to left. In this scenario, there will have been economic ups and downs, but no major disasters.

In this future vision, the circumpolar regions are still largely in the periphery of people’s minds, but it might be noticed that a disproportionate number of people from northern areas are taking national and international leadership roles. Behind such a positive scenario would be economically and culturally thriving communities in the circumpolar world.

According to Senkpiel, a number of prerequisites are needed to achieve such a positive outcome. Such people would have:

- Strong cultural identities, and positive roles in healthy families and communities

- Strong professional relationships and extensive networks
- Professional flexibility, and an independent learning ability.
- A broad base of knowledge about their communities, regions, and the circumpolar area, and an ability to adapt local practices to new circumstances.
- A sense of sustainability and capacity building as self-evident facts in the background of what they do.

There are three reasons why this presentation about capacity building and circumpolar cooperation began with a discussion of northern leadership:

- In other contexts, “intangible capacity” or “core capacity” is called “leadership”.
- There seems to be agreement that the development of an appropriate “core capacity” is a precondition for environmental, cultural, and institutional sustainability.
- The development of lasting capacity requires that we take the “long view” to help build incrementally to our goals.

In a paper entitled *Capacity Development: Vision and Implications*, Réal Lavergne and John Saxby note that there are both tangible and intangible dimensions to capacity, and that it is the intangible dimensions that define a true capacity development approach. These are the same qualities that are considered good leadership in other contexts. It is the intangible dimensions—core capacities—that make the biggest difference in the long term.

Lavergne and Saxby also say that the central challenge of the capacity development approach is to balance short-term need for tangible results with the long-term capacity development needs of sustainable development. Difficulty arises because that which makes the biggest difference is the hardest to measure, and takes the longest time.

Tangible resources include physical assets: infrastructure, equipment, and natural resources. In addition, “human capital” is needed to put these into place, something that requires practical skills and short-term training. However, in less tangible but important dimensions of capacity, Lavergne and Saxby discuss the need for knowledge and intellectual ability, as well as for long-term education.

This leads to a conflict. Educators want to educate first, and train later, while politicians want to do the opposite. In northern capacity development, Senkpiel suggested that those who are committed to it must be pragmatic and develop educational strategies that realise both short-term results and long-term educational objectives.

There are lessons to be learned in circumpolar education. Considerable progress has been made on many fronts in the circumpolar world—in Aboriginal government, northern science, international cooperation, and education. The past decade has seen great progress made in the development of post-secondary education in the North: the Arctic Centre in Rovaniemi, Northern Finland was established; the University of Lapland emerged as a major centre for northern scholarship; and in Norway, the government moved much of its northern research capacity north to Tromsø. The University of Alaska instituted a Master of Northern Studies degree, and established Ilisagvik College, funded by Alaska’s North Slope Borough. Canada has seen the

establishment of the University of Northern British Columbia, and the new territory of Nunavut develop its own Arctic College and the Nunavut Research Institute. The Northwest Territories has equivalent institutions of its own, and the Yukon has seen its programs and institutions similarly expand and mature.

Beginning a decade ago, Professors Esko Rieppula of the University of Lapland and Geoffrey Weller, then of Lakehead University in Thunder Bay, Canada began what is now referred to as the Circumpolar Universities movement. Through cooperation, universities in the Arctic region were encouraged to compensate for their lack of critically needed capacity by working together. This then led to the establishment of the Circumpolar Universities Association, and more recently, to the University of the Arctic.

The University of the Arctic is not just meant to be another institution undertaking a capacity building project or two among many other things. Instead, it is a coordinated network of high-latitude institutions in all eight Arctic nations, structured to build capacity and focus on sustainability.

The University primarily serves “northerners whose access to higher education is limited or non-existent because of where they live, what language they speak, or the money they don’t have.” Senkpiel commented that this is of critical importance, as the future group of northern leaders discussed earlier must emerge from this group.

The University has defined a number of fundamental programme principles, the first being that it will “address the educational needs of northerners and the northern region, and be in the general interest of northern society.” All the principles require that the University be circumpolar not only in content, but also in process. It has focused on the development of three programmes defining the University’s own “minimum core capacity”: the Bachelor of Circumpolar Studies (BCS), the Arctic Learning Environment (ALE), and the Circumpolar Mobility Programme (CMP).

The BCS is an undergraduate programme meeting both short-term training needs and long-term educational goals on regional issues. It can be seen as a long-term capacity development programme. The ALE is about moving information (for example, the content of the BCS) to the University’s primary client group. The CMP is about moving people, not information. It promotes mobility of both students and teachers.

Taken together, these initiatives meet the central challenge of a capacity development approach to “balance the short-term need for tangible results... with the long-term capacity development needs of sustainable development.” Together they form an “enabling environment” to transform northern learners into leaders.

One of the major challenges involves “getting the message out”—putting knowledge generated by initiatives into the hands of the next generation of northern decision-makers early in their careers. Much of this information, and other Arctic Council information is not reaching the general public.

With financial assistance from the Government of Canada, the University is developing a series of core circumpolar courses, including one entitled, “An Introduction to the Circumpolar World”. The curriculum will soon be piloted on the Internet among a group of students stretching around the region.

In conclusion, Senkpiel expressed the hope that while developing recommendations on capacity building in the North, the SDWG “will explicitly recognise the critical role that leadership has to play in building long-term capacity. Further, we hope that it affirms the importance of taking an incremental approach of the sort advocated by the University of the Arctic.” He made three recommendations:

- The AC should identify leadership development as a long-term goal in its commitment to sustainability and capacity development.
- The AC, while taking on short-term activities and projects, should review them to make sure that they contribute to the long-term goal of developing leadership capacity.
- The AC should support the University of the Arctic’s efforts to develop its own “minimum core capacity” to meet short-term training needs, while incrementally building core capacity.

WORKSHOP #3: Towards an Arctic Council Working group Capacity Building Strategy

Protection of Arctic Marine Environment (PAME)

Sofia Gudmundsdottir

Emergency Prevention, Preparedness, and Response (EPPR)

Ollie Pahkala

Ms. Gudmundsdottir provided a brief introduction to the work of PAME. It has recently drawn up a communications strategy that includes how to communicate and with whom, a working plan, a format for project proposals, contacts, and a first draft of capacity building objectives and guidelines.

PAME’s current activities include:

- reviewing guidelines for gas and oil operations and conventions on the marine environment
- land-based activities for protecting the marine environment

Pahkala explained that the main goal of the group is to deal with environmental issues such as:

- incidence of pollution
- accident-related pollution
- environmental protection
- transportation of oil
- activities involving nuclear power plants
- chemicals related to the mining and metals industries

Capacity building activities by EPPR include:

- listing best practices related to the oil industry
- a survey of oil spills and other accidents including forest fires and volcanic activity (this

is being carried out by Finland)

- helping Northerners be able to cope with such accidents

Someone questioned if local knowledge should be part of this “normal procedure”, and asked if EPPR is providing such knowledge. Pahkala replied that a circumpolar map is provided, but that it is up to individual countries to determine whether or not it will be used.

It was suggested that RAIPON, the Saami Council, and other Indigenous organisations should be informed about this map and about other current surveys and information sources. National databases should be identified.

Pahkala explained that EPPR’s main goal is to finalise this first step of the map itself, and determine how much detailed information and recommendations the map should contain. When the final product is provided, RAIPON Permanent Participants should be consulted, and data should be continuously updated.

Pahkala was asked whether local civil societies have the capacity to act quickly in case of emergency, since the Arctic is sparsely populated. How can building capacity help in this regard? He responded that the EPPR is mainly an expert resource for governments, and conceded that there is a problem in isolated areas. The only aspect related to this so far is what industry should do to prevent oil spills during transport.

A GIS-based map of Indigenous peoples is a critical point. A lot of information is locally situated and so are risks, so this knowledge should be distributed.

There should be emergency-response training provided for people living in risk areas, for instance, near the oil industry in Scotland. Small remote societies need to know how to react on a local level, and need information on how to identify environmental risks. Pahkala suggested a possibility would be to hold workshops based on the UNEPS models to boost public awareness at the local level. He cited a pilot project on the Kola Peninsula (NW Russia) on the safety of water.

Difficulties that EPPR faces in conducting this project:

- Legislation differs from country to country.
- Constructing general advice is problematic given regional differences.

Suggestions for increasing public awareness of risk assessment, identification, and prevention:

- Utilise the University of the Arctic
- Provide training, formal courses, degrees
- Institute local training programmes
- Encourage local institutions and action
- Undertake risk analysis
- Tailor different approaches for different regions
- Run a pilot project in areas where risks are higher
- Utilise existing resources: for example, national hunters’ organisations could be trained to

identify risks

Recommendations:

- Involve Indigenous people in the development of circumpolar maps (EPPR). Permanent participants, Indigenous people and other locals are also ‘in charge’, not just EPPR/PAME
- Capacity building is already taking place and should continue
- Ensure that a notification system is part of a capacity building strategy
- There is a need to avoid institutionalisation (avoid checklists, requirements, bureaucracy)

Gudmundsdottir said that PAME prefers to form general approaches first and then find solutions. She discussed PAME’s communication strategy and its use and effectiveness. RAIPON and oil experts should be involved in meetings. She mentioned the issue of funding and of close relations with NGOs, and asked how the capacity for trust could be built among AC states and observers.

There is a danger of relying on a “solution in a box”. Ways of capacity building include systematically inviting more people to meetings. For NGOs and Indigenous groups this is hampered by a lack of funds. Also, for instance, there are no oil experts living in remote areas. However the level of dialogue calls for a certain ability, not academic degrees.

The communications strategy should include primary and secondary communication groups and the development of e-mail lists for dissemination of information. Reports are sent to participants who are then asked to provide feedback.

National IPR funding is used to finance training of permanent members in areas such as food safety and oil-related matters.

The EPPR has finalised a study on Emergency Communication. Lots of information is available in-house and on the Web, but creating a dialogue between Northern people, AC, EPPR, and states remains elusive. Government environmental officials are not necessarily in contact with academic circles and do not know if universities are interested in risk assessment.

Ideas for improving minority representation in decision-making:

- Meet with academics, who may bring new ideas or viewpoints, to exchange ideas;
- Bring together researchers from different sectors for a multidisciplinary approach;
- Communications strategies should build links with academics in the Arctic field (there are not many, some are in contact with local communities).
- Explore the possibility of collecting traditional information at the local level.
- Have Working Groups in which Indigenous people can explain their attitudes and way of life
- Hold meetings at the local level to enable participation of Indigenous people (this has been done in some places)
- Explore new ways of using the media

Reasons for lack of representation from Indigenous peoples:

- Indigenous people have to think about how to express themselves and share information
- There are differences in cultural behaviour
- There is a need to act through national representatives of EPPR (NGOs can't do much)
- There is a language problem, and the need to hire interpreters

Conservation of Arctic Flora and Fauna (CAFF)

Sune Sohlberg

Sohlberg explained that CAFF is concerned with:

- Conservation
- Ecological systems
- Biodiversity
- Programmes such as the flora group
- Monitoring and networks

Monitoring is a key element for CAFF, which is trying to start monitoring networks that link other activities. In the future, it plans to promote cooperation in pollution monitoring.

Agreement: 50% of cost goes to Iceland.

- Board also contains Permanent Participants.

The integrated ecosystem approach could be used as a capacity building case. The problem once again is a lack of money to carry out ideas. Threats to Arctic flora and fauna come in part from oil and gas exploitation, but without adequate funds, it is difficult to practically apply capacity building remedies. An action plan is needed to possibly raise a budget. It was suggested that projects in the cultural field could be a possibility, via filmmakers or television producers. Film foundations might be interested in making documentaries.

Local residents are needed from the very beginning. It is a large task to place resources and monitoring where most people live. The large number of languages involved provides another impediment, as funds are needed for translation. If there is not enough capacity to translate everything, alternative ways, such as name lists, can be used to convey the names of birds and flowers into minority languages. "If not everything, at least something." Translation software was suggested as another possibility. Participants recognised that official bilingualism is difficult, and that problems will arise. Too often, if something cannot be written in both languages, it does not get publicised at all. The necessity of many languages leads to massive use of paper in information offices. It was agreed that translation is an issue for the whole Arctic Council as well as other countries, and is not exclusive to small minorities inside a country. The translation issue also involves deep cultural differences—for example, the Inuit understanding of flora and fauna is different from that of Western people. Language has to be adapted to different ages and cultures.

Participants discussed whether the clients of CAFF are governments, or people, and they decided that both were. It was noted that Barents and CAFF are competing for funds, but a participant said that it should not matter who is funded, as long as the work is done.

So far, the talk about capacity building has centred mainly on humans and economics, without considering ecology. Capacity building in cultural values, nature, and the environment go together.

If the right people are put on the projects at the beginning, it will spread successfully on a voluntary basis as well. There are many things that can be done without money. For example, libraries and school curricula are important for disseminating information on flora and fauna. A basic “literacy” in flora and fauna is important. Information can be spread orally as well by the written word. The Globe Project involving students was seen as a good model. If children are activated, the community will be so as well. Student exchange programmes, and projects that involve interaction between different countries were also seen as being beneficial.

Access to information is absolutely necessary. Various means include:

- Web sites
- Writing
- Education curricula

It was agreed that the general spirit of the Arctic Plan is important, and that other projects, outside CAFF, can use CAFF’s name if it thinks the project is important, but does not have the money to finance it.

Regarding AC’s link with the Nordic Council, participants recommended that Arctic Council money be kept separate from Nordic Council money. This will not result in any new money, but a redistribution of the old money is needed.

On a final note, participants noted that tensions can exist because issues are politically driven but studied by scientists. They recommended that when preparing material for politicians it should be in plain language—that is, not too scientific or technical.

Arctic Monitoring and Assessment Programme (AMAP)

Helgi Jensson

AMAP gathers information on contaminants and human health, and assesses that information by:

- Looking at the changes
- Highlighting the threats
- Assessing the results of the actions
- Recommending actions
- Communicating the results

Participants discussed several themes and explored a number of questions, including:

- How can AMAP help the Arctic Council with capacity building?
- How does AMAP work with Indigenous peoples and vice versa?
- What are the needs of the local people? (Feedback needed).
- Does AMAP communicate with its constituents? If not, what can be done?

AMAP's "State of the World Environment" needs to be translated into local languages. The issue—contaminants—is well understood by local people. Fact sheets should be used as a means of dissemination. In Greenland, radio and television might be a better route to take.

In some areas, an oral tradition is still the most successful way to spread information. The best way of doing this is to ensure that one person is knowledgeable about a given issue and then can disseminate this information to others. It is important to remember that non-Indigenous Northerners also need information. In Russia, local branches of RAIPON might help in the distribution of information in areas with no radio or newspapers. Local newsletters and Indigenous information centres can also be used.

Could the Arctic Council help finance the production of the AMAP status report? The translation from English into Saami has been recognised as a major achievement and a good first step in developing the Saami language on these issues. The CAFF report has been produced since then, but there is no word yet on a translation. Saami radio is starting in the Kola Peninsula, and the Nordic Council of Ministers has also launched television transmission.

Lapland and Greenland have good infrastructure, but it is not as well developed in Alaska, and the Canadian and Russian Arctic.

How does AMAP distribute information to those who are in positions to make decisions? The question was answered when the U.S. bought copies of the report for distribution. Meetings and oral presentations were held in Fairbanks and Barrow. However, the U.S. is not as active any more, since it is no longer in the AC/AMAP chain.

If a research report is altered by anyone other than the author—through translations for instance—misunderstandings can occur. Should the AMAP report also be made available for non-scientists? The message from AMAP is not problematic; if the report comes in English, Russian, etc, it can then be dispersed at the local level through the oral tradition. What is most important is to build up local resources for the reinforcement of local languages.

AMAP takes responsibility for the accuracy of the highlights and the reports' scientific integrity. Therefore, the Arctic Council or AMAP, and the primary authors, should write the executive summary or abstract, as the Nordic Council of Ministers does in its executive summary.

AMAP and local residents can benefit from improvements in:

- Communication: the contact between scientists and the people on the ground. How is this to be achieved?
- Education in the broadest sense, to make people feel that they are part of the process.
- Funding.

How does information collected by AMAP compare with that provided by states? AMAP tries to look away from politics, judging data from a scientific point of view.

Assessing the results of the action:

- Are AMAP recommendations actually taken into account by governments, for example, in whatever action that affects the Arctic: political, private enterprise, population change, etc?
- Data gathering is also important in the areas of health, and assessing the prevalence of heavy metals. A very important programme started in Russia as a result of AMAP reports.
- Some summaries try to provide a direction; others simply want to state how things are.

Challenges facing Arctic decision-makers:

- Scientists emphasise the uncertainties of the information, and politicians focus on this aspect as an excuse to do nothing.
- It was suggested that perhaps AMAP should downplay the uncertainties.

State of the environment:

- After the first assessment of the environment, a follow-up assessment is needed to examine the political state of affairs.

The Arctic Climate Impact Assessment (ACIA):

- AMAP lacked its own expertise for an environmental impact report, but is now working to get three reports out: a scientific report, a summary for popular consumption, and a political policy report.
- ACIA is working on the issue of global warming (climate change) and AMAP cannot comment.

Many important issues are not a part of Arctic Council jurisdiction.

So what does the Arctic Council need from AMAP?

- CAFF report incorporated local ideas into the report, but AMAP was mostly scientific from the Western scientific point of view. What about an AMAP report phase II?
- The EU helps fund AC research in natural and social sciences. Working together, AC could encourage discussion on how to do research with EU funding.

AMAP serves as a good model for the AC: it is influential and respected. How can AC benefit from this? It was suggested that it could:

- Provide a short analysis of how valuable AMAP has been;
- Work on contaminants; the POP convention a good example;
- Frighten others into taking action by publicising a mercury study; and
- Show how immediate the problems facing human health are for people now at SAO meetings. The education of policymakers is also a huge capacity building project. The quantity of reports is daunting for policymakers. Time is needed for educating those

around the table. The assumption cannot be made that we know everything that is going on, or that others do.

What should AMAP recommend to SAOs?

- Contaminants come from outside the Arctic area. There is a need to educate and communicate AMAP results to southern regions.

What will SAOs do with the information? How are they accountable to AMAP and others?

- Numbers do not speak for themselves—communicating in raw numbers is dangerous. If fear of contaminants makes people change their ways drastically the results can be worse than the contaminants themselves. Nevertheless, the numbers are there; the sensitive part of conveying information is to put it forward as a whole, not in isolation.

What is the most appropriate way to communicate bad information?

- The knowledge of local people should not be underestimated, even if they lack scientific knowledge. Local people see changes happening in real time.
- Dietary impact on human health should be studied before any recommendations against eating a particular food item is made.
- SAOs need information and recommendations on what to do with this.

In Summation:

- AMAP should continue to produce reports in various languages.
- AMAP should encourage distribution of reports as widely as possible.
- AMAP needs the understanding and trust of local people.
- Education is a top priority. Give SAOs a set of recommendations on how to use sensitive information.
- Research and topics of research must be based on local needs: two-way communication is needed.

Arctic Climate Impact Assessment (ACIA)

Terry Fenge

The Chair began with an introduction to the ACIA, which is composed of three organisations. ACIA wants to examine the impact of climate change and policies designed to deal with it, and explore the connection between climate change and capacity building. He expects that ministers will take up this issue in 2004.

He opened the floor to discussion. A number of points were made:

- Lifestyle changes are necessary in order to address climate change.
- There should be more guidelines on how to limit climate change.
- The causes of climate change are not in the Arctic, but the impact is being felt there.
- A long-term strategy is required. Climate is already changing and will impact the entire region: the rise in sea level will affect the Maritime economy. For example, ships will be able to navigate new routes. How will these be regulated?

- Cutting emissions even on the basis of the Kyoto Protocol will have an impact, but even with a watered-down Kyoto Protocol, the AC can have a real impact in the climate debate.
- The Kyoto Protocol showed the dichotomy between the opinions of Europeans and North Americans in regard to climate change. ACIA shows that the two can still come together in dialogue.
- AC should facilitate a dialogue between North and South.
- AC must test its credibility in international fora by showing what regions can offer to other areas.
- AC could also be a good forum for dialogue about “traditional” knowledge and Western scientific research, perhaps to find solutions to some climate problems. Indigenous and non-traditional knowledge should be given consideration as a “new” knowledge that in turn would help in capacity building
- New group should be formed to bring different sources of knowledge together.
- There is a strong need for research to adopt methodologies that incorporate Indigenous knowledge. AC could promote this. A member of the Council of Yukon First Nations noted that his people have been involved in research on this issue for many years and have observed many changes.
- Recognition of Indigenous languages is important to a capacity building strategy.
- Climate change poses a real threat to the subsistence economy way of life.
- There is a need for new strategies to deal with problems people will have to face.
- It will be difficult for Indigenous people to adapt if their environment is radically changed.
- AC should ensure that Indigenous peoples represent themselves directly in international fora.
- AC must revise its practical relations with Indigenous people and change in response to political changes that have occurred since its inception.
- The mandate of ACIA limits its ability to help solve problems and should be broadened.
- The role of Permanent Participants should be better defined and clarified within the ACIA mandate.
- Indigenous people must have access to channels of government in order to contribute to problem solving.
- Indigenous people have had some regional cooperation with Canada; others could learn from this model.
- AC is in a good position to negotiate with state governments on behalf of the regions.
- Food, identity, and culture are strongly linked; food is a source of cultural identity
- Climate change could be an issue to galvanise children and youth.

In conclusion, group agreed that a representative from the Council of Yukon First Nations should address the plenary session about the impact that climate change has on Indigenous populations.

Sustainable Development Working Group (SDWG)

Sauli Rouhinen

The Sustainable Development Working Group, the newest AC working group, is finding its place. Beginning with a group of projects that are quite different from each other, the objective of the SDWG is to expand the scope of sustainable development work to better cover the circumpolar region.

Dr. Valerie Hume noted the need to make sure that there is a capacity building component in each proposal, but cautioned that results sometimes are not immediate. However, ensuring in advance that projects have a capacity building component that builds leadership skills can result in a tremendous gain in the long run. Very tangible examples already exist, especially in children and youth projects.

A number of suggested recommendations and possibilities included:

- Assessment tools
- National networks with high-level connections. Saami people have been active in this process, but there is a continuity problem. The Saami Council builds networks with various government bodies, all Permanent Participants should work continually at the national level

SDWG projects & ideas involving capacity building:

- Eco-tourism
- Timberland forests
- Fisheries projects (Saami, etc.)
- Children and youth projects which include networking for children and youth (“Top of the World” Web site, but it is not available everywhere), Saami summer camps in 2002, which will involve representatives from elsewhere. An essay contest on sustainable development is one method used by ICC for selecting participants.
- Indigenous Peoples World Summit
- Involvement in government negotiations
- Reindeer herding projects

Problems:

- How can CB take place without well communities?
- Regionalized colonial units
- First Nations do not have much standing, and therefore do not participate. Requirement to meet basic needs does not permit First Nations to participate fully.
- There is no project on community development
- There is no project on leadership beyond training through the Internship Programme
- Language barriers, translation costs

Plans for WSSD Johannesburg conference:

- Chapter 26 implementation in all countries with Indigenous people will be reported on
- AC plans for conference must be finalised
- Influence must be early in the planning process
- Information package on AC to be developed for which every working group will produce a fact sheet
- Themes: environment, health, democracy, Indigenous peoples working with governments

Projects:

- There is an SD aspect to almost all projects.
- Children and youth projects are key to the future (should involve schools, pupils, parents, and workers)
- It is important to ensure that people are active participants in projects, not just objects
- How should reports be put to the best possible use after projects are completed? How can communities use the information in reports to their benefit?
- Follow-up reporting is important at the community level. Has capacity building really happened?

SDWG Administration:

- Consists of Chair, 1st and 2nd Vice Chairs
- Responsibilities of the working group chairs is informal, but should be developed
- Perhaps Vice Chairs could supervise certain projects to learn what is really going on. Vice Chairs could ensure that Permanent Participants are really involved by keeping an eye on specific projects
- A division of labour should be discussed
- Participation of Indigenous people should be defined. Their involvement from the very beginning as in the initiative on *The Future of Children and Youth in the Arctic* would help to alleviate feelings that they are just objects in these projects.
- Seeing results in communities would give more power and credibility to AC
- AC endorses some projects that are not its own
- Developing capacity building criteria for project evaluation and capacity building assessment tools is recommended.

Working Lunch: Report of discussions and recommendations from Workshop #3

Protection of Arctic Marine Environment (PAME)

Sofia Gudmundsdottir

Emergency Prevention, Preparedness, and Response (EPPR)

Ollie Pahkala

The general conclusion was that capacity building is well underway in both groups. PAME has developed a communication strategy that was adopted by the Working Group one month ago. PAME used Canadian guidelines to help with its first draft on capacity building—it identified the main capacity building strategies and PAME activities. Within the PAME Working Group there is one RAIPON participant plus representatives from the oil and gas and shipping sectors. Other Permanent Participants do not participate due to a lack of funds. IPS suggested it could be a focal

point to communicate with and collect information about traditional knowledge and to convey this back to the Working Group.

The group also discussed the importance of having AC meetings closer to or within Indigenous Arctic communities. Dissemination of information remains a problem; it was suggested that research results be summarised and broadcast through local press releases.

Ollie Pahkala explained that EPPR is concerned with environmental emergencies—accident-related pollution, chemicals related to mining, transportation of oil, etc. He said that he was very interested in who attended the workshop—“It was a good balance and I was surprised by the comments.”

Ensuring that their meetings and seminars encourage a better dialogue with Indigenous people is important. A very good example of this was the seminar in Barrow. Perhaps local authorities and community people should be urged to participate.

The group had a discussion about EPPR activities, and wants to keep the need to promote public awareness at local level in mind when drafting its new work plan. Also, when a project is being finalised, the Permanent Participants and Indigenous people should be made aware of it. “This is something concrete for us to do as a second step,” he said.

Conservation of Arctic Flora and Fauna (CAFF)

Sune Sohlberg

Sustainable Development has three parts: ecological, economic, and social. It was felt that most of the discussion focuses on the last two, but CAFF focuses on the first as well as biodiversity. Capacity building might be something we need, but Sohlberg warned that there will be no capacity to build if the limits of nature are broken or destroyed.

The first challenge is funding. The second is to have the cooperation necessary to make this work at all levels from international to local. This has a wide focus, and CAFF wants to reach out to and work with many languages and cultures. One possible solution could be fundraising—and so far, CAFF has been very narrowly linked to corporations. There are many organizations CAFF can work with; it will have to be pragmatic. Right now a favourable situation exists in that there are a number of possibilities for seeking out funding. The Nordic Council is one possible venue. Sohlberg commented, “We are many countries.” Also, there is the possibility of looking for voluntary contributions. Those seeking funding should not just focus on government money.

Translation and communication are both difficult. Mention was made of the “good job” that Indigenous people are doing to help with these tasks. A suggestion was made that in future, findings can be shortened into abstracts and written in plain language. Libraries sometimes look for projects like this—things don’t always have to be financed through the AC.

It is very important to use Indigenous peoples’ knowledge. CAFF wants to have a two-way use of knowledge, or one way—from the Indigenous people’ perspective. It would also like to support projects from Indigenous people. “We can support and endorse these projects,” he said.

“CAFF has put in local volunteers, as suggested in a RAIPON paper. We have come far on the capacity building road.” CAFF can also think about endorsing projects from the AC perspective. Perhaps it will be able to get EU funds.

CAFF also has a communication strategy.

Arctic Monitoring and Assessment Programme (AMAP)

Helgi Jensson

The group began by defining what AMAP does: it gathers data on contaminants and human health and assesses the information by looking for changes, highlighting threats, assessing results of the actions, recommending actions, and communicating the results. The discussion examined:

- What the grassroots needs from AMAP
- What AMAP needs from the grassroots
- What the AC needs from AMAP?

Communication and education were the common threads throughout.

The grassroots needs to have scientific reports in their native languages, and AMAP should try to provide that. But there are so many different languages between and within countries, making it difficult to reach everyone. A better solution would be to produce an executive summary that could be easily translated. AMAP should ask member states to actively reach out to different communities by holding meetings where they could take this information and provide it orally. Oral tradition is the most effective way of reaching many people.

AMAP needs a two-way communication from the grassroots. It needs to know traditional knowledge. There needs to be a personal contract between scientists and the communities. Scientists should try to involve the local people more actively—train them to take samples, participate—they should not just take the information out. AMAP should also try to bring member states and local governments together.

Finally, the AC needs to better handle the information that scientists prepare—especially information about human health—and find a better way to convey the results back to those who participate. One way could be to bring the scientific experts to the SAOs meetings along with Indigenous people so that they can all decide what the results mean. SAOs need a set of recommendations on how to use sensitive information. When AMAP makes a recommendation, it needs to take a social science risk analysis into consideration.

Arctic Climate Impact Assessment (ACIA)

Terry Fenge

Commenting that he was part of “a good group”, Fenge said the discussion had been rich and diverse. The group asked how it could effectively get its recommendations into the hands of SAOs. It was useful to characterise the discussion: “This is not just an environmental issue, this cuts to the quick,” said Fenge. “This is an issue of public health, cultural health, and food

security. If the worst-case scenario comes true, new shipping lanes will open up. The North could be a very different place in the future.” There is a sense that Indigenous people must be effectively and efficiently involved in all aspects of climate change: research, monitoring, advocacy, and adaptation. “The die is cast,” he asserted, and it even was before the weakening of the Kyoto Protocol. The sooner people know what they have to adapt to, the better off they will be. This will be a test of the resiliency and adaptation. “We must think now about how we are going to prepare people for the ravages of climate change,” he said. It was suggested by all that there needs to be a clear Northern voice, both domestically and internationally.

A number of questions were raised. Could the AC be this voice? Could it facilitate this voice? There was consensus that the way in which the AC addresses and handles the climate change issue will be a major test of it as an organisation. Will it make effective and efficient decisions? Expectations have been raised that the AC will come to grips with this issue.

ACIA will report to ministers in 2004, but there is a hope it will be able to do something more before 2004. The existence of ACIA should not be an excuse to do nothing in the interim.

New groups should be spun off from the existing structure. Fenge noted that this is not just a research forum—there is a requirement to move into the arena and engage vociferously in the global debate. If the AC is to achieve its goals, it needs the help of Indigenous people. They don’t want to be portrayed as victims of the process. There is an expectation that Indigenous people will be funded so that they can participate in the debate.

Sustainable Development Working Group (SDWG)

Sauli Rouhinen

Rouhinen showed how the SDWG does “its homework at home” and engages government, people, and Indigenous people. In Finland there has been a Commissioner of Sustainable Development since 1993, FNCSD. It also has a national network to discuss upcoming AC issues—“You need that national support base,” he said. “The national commission coordinates everything.” In Canada, for every Working Group there is a network for information dissemination and it is developing and expanding who is engaged in Arctic cooperation.

SDWG is responsible for the AC SD programmes, “but we have special reason to develop and implement capacity building in the programmes,” said Rouhinen. Most projects have capacity building as a component. Projects involving children and youth are the best—there are tangible benefits to the local communities. The Saami Summer Camp to be held next June is a wonderful example.

The WSSD in Johannesburg 2002 will be a “huge conference—you can’t have too many good ideas,” he said. The AC and SDWG want to influence the project ahead, but it’s difficult, as the themes are not yet known. However, the AC is preparing input. It was suggested there be a chapter on Indigenous people and their role in the process, for the benefit of other regions. Three themes have been prepared and will be discussed next week at the SDWG meeting. Each group will prepare a fact sheet, an example of best practices to publicise what they are doing in the

Arctic. This work will be ready for the next planning meeting to be held in January 2002. The Saami Council will take part; Finland will provide the funding.

The fishery project at the Saami College is a good example of a project that introduces capacity building. It's important for projects to lead to activities in communities, so that products will not just become a report on a bookshelf.

SDWG now has two Vice-Chairs—the second will be one of the Permanent Participants. This opportunity will be used to divide the labour, allowing each Vice-Chair to follow various projects or make active contributions. “We don't know yet what this will mean, but it's an opportunity to develop leadership among our Indigenous members,” said Rouhinen. In the Baltic Region, developed and developing countries are partnered. Perhaps this example could be incorporated in the SDWG as a “training principle”.

Specific Recommendations:

- The projects shall help northern people;
- That projects shall build leadership among northerners
- That reports not only be produced; ensure communities have the power and means to make use of the findings
- Develop/adapt ethical guidelines.

Suggested recommendations:

- Stamps of approval for external projects that incorporate capacity building according to guidelines
- Project selection criteria including capacity building

Workshop #4: Towards an Arctic Council Capacity Building Strategy

Capacity Building Statement for Earth Summit 2002

Terry Fenge

The Chair of the Arctic Council conveyed a special message to organizers of the Johannesburg conference, known alternately as Earth Summit 2002 and the World Summit on Sustainable Development (WSSD). This message is to be a springboard for the Arctic Council's position at the conference. A development group has prepared a working plan for AC's participation in Johannesburg.

Fenge explained that the report was produced in Geneva. Some of the clauses, particularly Clause 12, have relevance to the Arctic region, and can be used as a springboard for future work. The IPS was involved in drafting the document.

Saami Council said it was disappointed that many of the Arctic Centres did not really promote the region in Geneva. Another representative from Iceland disagreed, saying that the report

provides a springboard for future work, and shows possibilities for collaboration with Indigenous people.

The Chair asked the group to focus on the future, not the past and discuss ways in which the preparatory process can be facilitated.

- The Arctic Council could provide a forum for future work. Indigenous groups will play a part in this process. Hopefully ICC will join in the partnership.

The Chair asked how the Arctic Voice could be brought forward. The Chair of the Arctic Council has a duty to convey the Council's message at Johannesburg, but won't influence the working groups.

- Indigenous people could not be permanent members of the WSSD. They must have a say in the preparatory process.
- CAFF prepared the theme "We will assess Arctic policy" that it thinks addresses the real issue of what is trying to be achieved at WSSD.
- Arctic members should organise cross-cultural exhibitions that can be used at the conference.
- There was agreement that having an exhibit would be a good idea.
- The Arctic Council should seek to speak with one voice.
- A separation should be made between how to get a message across from what the message contains.
- Capacity building usually refers to the developing world. A participant asked if the AC should make it a global issue. There was agreement with the notion that the AC should use the concept of capacity building at WSSD.
- Non-Canadians are unsure of what they agreed to when they said capacity building was important to the Arctic Council.
- As communication is key, there must be content to any message.
- Capacity building is more about HOW than any actual message.
- Another participant agreed with the importance of getting the message across, but asked what capacity building is.
- National progress reports are being prepared by a number of countries.

The Johannesburg conference is having some financial problems. It is hard to tell what form it will take at this juncture.

A Canadian representative pointed out that Clause 12 links industrialisation with problems in the North, and adaptive strategies will be needed to deal with the subsequent environmental changes. These in turn require capacity building. He asked how industrialisation could be made more ecological, especially given that the Arctic is the source and sink of many problems. This is the crux of why Clause 12 is so central to the Arctic Council.

An American representative cautioned that Clause 12 would be very difficult to promote and does not illustrate the reality of what the Arctic Council is doing. The Arctic Council must be kept "simple" in order to keep the interest of the United States; otherwise it will not stay in the

preparatory talks for the Johannesburg conference. “We must be realistic about what the U.S. can deliver on,” she said. The Canadian reiterated that Clause 12 is an endorsable concept.

Messages to bring to Johannesburg:

- The AC is a good example of a capacity building institution.
- Expand on the successes the AC has been able to achieve.
- There was consensus that the message should be positive. The Arctic Council should be portrayed in a positive light, highlighting achievements rather than problems.
- The AC is a success story from an Indigenous point of view. It allows dialogue with governments.

Capacity Building Project Specifications for Working Group

Lars Kullerud

The Chair invited the six-person group to focus on a 4-point agenda, to analyse, and evaluate the recommendation text, which he described as very wordy and bureaucratic.

Sustainable Development Working Group (SDWG) should prepare guidelines to insert into AC projects, and create an assessment mechanism for use before project proposals.

Research methods and participation

- We do not have good ways to integrate Indigenous peoples in research.
- It would be useful to increase local people’s confidence before starting research projects; map existing knowledge.
- Participation must be based on consent. Local communities can halt research work by choosing not to participate.
- A research network should be built in the Arctic to exchange databases and so on. Situations in Alaska and Russia, for instance, are so different that comparison is difficult.
- Projects should be concrete.
- Research needs should be identified. Participatory processes enable the enhancement of skills and are a starting point. People from all levels need to be included.
- Research issues should originate from local people. Research inquiries that are Southern-based may miss important information. The cultural conditions of research frameworks should not be alien to the communities.
- The Northwest Territories in Canada has a model for research criteria—the research plan is developed through discussions in communities. Is research desired? What form should it take? Who should come up with questions? Only then does the government issue a license. Involving the “objects” in the research has been working in Northern Canada.

Branding: Should the AC only accept AC-related projects, not those that are important for individuals?

- In the beginning, projects were typically focused on one country. Working Group (WG) came up with the idea that projects should be circumpolar and “brand” those projects for the AC.

- The AC is still clarifying its objectives. It is too early to talk about a brand until the AC has achieved clear objectives and credibility, supported by those most affected. There is a danger in making endorsements before objectives are clear.
- A branding role is dangerous; it has corporate connotations. The Arctic region is diverse. Many professionals get “branding” from SAOs for project proposals that are not very good. At the same time small communities’ projects are left alone. The AC should not create overly tight recommendations that would exclude grass-roots efforts—this would mitigate capacity building.
- The Chair agreed that branding includes risks related to entrepreneurship and exclusion of those who do not agree with AC principles.
- Branding without content is meaningless. Real capacity building takes place at training centres.
- Branding should be replaced by support and promotion. Branding led to NGOs being effectively excluded at Earth Summit.

People in the North have not been asked what they understand about capacity building. An anthropologist should define it. It does not need institutions, it can be as simple as having a discussion with local people, the flow of information, partnerships. Should all AC projects include capacity building?

- First, the AC must define capacity building that is meaningful for the Arctic.

It was acknowledged that AC funding is restricted. Where competition for money is tight, the AC could endorse the funding component of the research. It was also noted that certain areas of research (e.g., molecular biology) create little or no interest in communities. Within those parameters, and recognising that guidelines should not be too restrictive, some suggestions for simple criteria were made: The proposed research

- Meets the needs of people on whom it focuses
- Involves partnerships with local authorities and communities
- Is relevant to the community
- Efficiently integrates capability building into the research design
- Involves informed consent (impossible without capacity and comprehensibility)
- Incorporates ethical guidelines as laid down by several research committees
- Is participatory to ensure two-way communication between community and researchers
- Expects the researchers to spend time in community, be aware of local views

The chair summarised the suggestions about criteria as follows:

- There is scepticism about the element of branding
- Capacity building should be included, but its definition is unclear
- AC should not excessively limit or filter projects in the Arctic

Dissemination of ideas: results back to communities (EPPR work group)

- Region-to-region co-operation
- Working groups have their own limits, deal with different issues
- Working groups should identify gaps in knowledge
- There is a lack of communication between working groups: how can they help each

other?

- Working groups easily become institutionalised and isolated. This should be avoided.
- Working group Chairs should get together, bring together resources
- Working groups could be encouraged to go to existing international meetings to disseminate information on AC to a critical mass
- It is a challenge to get Indigenous people to technical and scientific meetings (e.g. EPPR and PAME)
- Some local people are asked to give views whether or not they have competence
- Practical proposals for capacity building, e.g. medical councils
- Establish an AC task force to fully investigate capacity building
- separate review by Indigenous communities
 - Websites, communications (radio is an important information source)
 - co-operation agreements among members
 - object is to reveal strengths of communities
- AC must be closer to communities: hold meetings in country, close to communities, local people may be interested
- CB includes producers and consumers, requires investment from both
- Process should be soft, but evaluation of results should be hard
- Draw up curriculum for CB research

The chair presented the following summary:

- Chairs/secretariats of Working groups should meet regularly, hold specialised working sessions
- Requirements needed for projects and capacity building
- AC needs task force for research on capacity building concept
- Indigenous peoples' committees to review projects and proposals
- Researchers must consult with locals on their projects
- Workshops to teach critical approaches to local people
- External: think internationally, use existing conferences for information dissemination

In closing, the Chair noted there were positive examples of public participation at Barrow medical and POPs meeting, which was interpreted and broadcast on radio.

Interfacing with International Arctic Fora

Guy Lindstrom

The Chair explained that some of the work has already been started. The Arctic Voice and preparation for the Johannesburg Summit are moving well ahead.

Interfacing with international fora:

- It is crucial to bring up Arctic issues in many different fora outside the Arctic.
- Mobilising resources on many different levels helps to set priorities.
- The World Bank needs to be involved. What are the important organisations?

- One needs to set priorities and concentrate.
- Pollution and climate change are global concerns. Some other issues are local, and need to be recognized too. Typical problems for the Arctic region are, for example, transportation.
- There are so many international bodies, that it will be a real challenge to make one's voice heard.
- This is a unique chance for some of the Indigenous peoples that otherwise would not have a voice at all. Indigenous groups struggle to make their voices heard, even on national levels. The senior level of this Council is very unwilling to go beyond certain inconsistencies. Yet it would be extremely important.
- The Arctic Council has a good brand name. We should reach out to other international fora, but others should also reach out to us. The Arctic Council's responsibility is to teach people to forward their own needs. The Arctic Council can help magnify those voices even though it is not the voice of everyone.

National governments

- There is a need for national governments to get the message about how best to represent themselves at the table with Permanent Participants, etc.
- National governments are very important. Coordination is crucial, so that different levels do not speak differently. The Arctic Council is actually a very small operation.
- Many Indigenous peoples are in constant conflict with the majority populations of their countries. Even at the Arctic Council it is very difficult to get the people to listen to what the issues are. The difficult challenge is to put forward representation of Indigenous peoples' interests even if they are in conflict with their national governments.
- Some issues will have to be solved on the national level, but the Arctic Council provides more opportunities.

Communications and IT Infrastructure

John Spence

Projects:

- Not all projects benefit Indigenous people. The anti-fur movement has left many people without an income. People need to be informed that one action can have a devastating impact on thousands of people.
- The Arctic Council could help in recognising what the implications are.
- Sometimes the Indigenous people do not even know what has been done. Organizations need to come to the people and set up the necessary networks. Otherwise there are no links to ordinary people.

Strategies:

- Utilise technology (such as Web sites, the Internet etc.) better
- Publicise the activities of the Arctic Council better
- Share strategies, knowledge, and experience with the organisations like the UN
- Promote connections between Indigenous peoples and their governments

Proposals and recommendations:

- There is a need to have coherent strategic discussion about what we do. The Arctic Council summit could be one step forward.
 - Coordination and overlapping of organisations: It is important to be pragmatic about this; if all councils are doing good work, there would be no problem.
 - Some recommendations can fit straight into other groups as well.
 - The Arctic Council would be an excellent forum to make the information available to everyone, so that people would know what is going on.
 - In our effort to reach out to other bodies, we want to find out about their capacity building strategies and learn them.
 - What is important is to keep it Arctic. The Arctic voice is unique and we should not lose that.
-
- Information technology (IT) can be useful for integration of working groups with others
 - Basic Web service should be extended
 - Access to workshop reports
 - Arctic Russia has no access
 - Global map infrastructure
 - Infrastructure projects, alternative possibilities for using the Web
 - Availability of wireless technology
 - Cost of Web access
 - Gap analysis map of which areas have access or not (some students have access with government help, others do not, for instance in Alaska)
 - Analyse of what kinds of telemedicine are in use

Russia

- Very far from Western culture
- Remote areas very poor
- No computers, no telephone lines
- No telemedicine
- No television in some communities
- People are unfamiliar with technology, need training

Technology

- Changing quickly
- Some technology is cheap
- Possible to find machines and software cheaply
- However even donated machines can be difficult (customs, taxes, etc.)
- Translating programmes help
- Problem of access cuts across socio-economic lines

General

- AC e-mail works very well
- Study how much technology is used and by whom

- Internet: educational versus commercial
- Who has priority to use it?
- Issues of security, privacy, viruses etc.

Needs & Requirements for Training

- AC plan exists yet
 - Lots of plans in various countries
 - Major differences: North Yukon is served, Russia is not
 - Radio and TV channels for Indigenous people
 - How to raise everyone to some level, fast or slow access
 - Technology can help cut/replace high cost of air travel
-
- Video conferences: 80% of communication is non-verbal
 - IT is not just about sharing information, it is also about raising capacities for communities
 - Ordinary people do not have time to spend on Internet, they are on the tundra or fishing
-
- Study who has access, who doesn't
 - What do people need and want?
 - Is information useful for them?
 - Can it help to find reindeer on tundra, communicate with other people?
 - Practical needs for livelihood most important
 - Is it a priority for people or is it more important that they get electricity first?
 - Advisor could make a trip to North once a year to introduce new/old technologies
 - Would there be funding/a mandate to do this?
 - Communities need own control and ownership of technology
-
- IT can also bring "bad stuff" (viruses, porn, junk mail, etc.)—how to deal with consequences?
 - Communities can be producers of information, not just receivers
 - Connect schools to public infrastructure

Conclusions:

- Develop criteria for IT projects
- Communications tools can support the business of the AC
- ICT is very complex, one must be careful
- Key: equality of access to tools

Indigenous Perspectives

Karla Jessen Williamson

It was noted that there were no SAOs or governmental representatives in this session. A participant questioned how the SAOs and government representatives were to report back to their institutes and governments.

Governments could give a clear signal on direct financial contributions for mobility for Indigenous participants and organizations. It seems like there is no clear and coordinated support from Russia on Indigenous issues. If people can't get to meetings, their voice is not heard. Governments do not have any problems in financing the travel of their own officials to these meetings. However, the Russian Sami did not have the money to attend the meeting. Government money is used for the travel of government officials to these meetings, and this money comes from the use of natural resources of the Indigenous peoples in the area. Those resources should benefit the Indigenous peoples themselves.

Indigenous peoples are used in the Arctic Council as a "nice sign"—mentioned many times in every programme as a target group or subject for research. Nevertheless, they have few opportunities or facilities to participate. The issue should be addressed directly. Indigenous people should not be used as mere ornaments.

Outsiders often do not understand the local situation. Officials actually violate the laws. The Arctic Council has developed its programmes, which are implemented by people for whom the Arctic is new and interesting, but not their habitat. The Arctic is an environment and habitat for Indigenous peoples.

The political situation is changing relations between nations and peoples. The situation today is different from that of 1995; the structure of the Arctic Council is changing as well. A number of non-Arctic countries and foundations have expressed a desire to be Permanent Participants or observers. There is no change in the status of Indigenous peoples: they remain Permanent Participants. "I would not be satisfied if the situation of my Indian association were the same as that of the UNDP sustainable development programme," said a participant. IPS is working by the AC, but is not a permanent participant. Many other participants agreed there is a need:

- To redefine and clarify the status of Permanent Participants and observers. Non-Arctic members are joining AC as observers. Without the participation of Indigenous peoples the work remains scientific research, but without concrete results. Without solving this issue we cannot change the attitudes of governments towards Indigenous issues and peoples.
- To communicate with and receive information from AC
- To entrench an Indigenous approach at Arctic Council, referring to paragraph 23 of the Barrow Declaration.
- To allow Permanent Participants to change their status to that of member. Six organisations are Permanent Participants: all are Indigenous.
- To clarify that non-Arctic institutions that are active in the Arctic not be allowed to become members. This issue was discussed at the previous session of SAOs and was not considered to be a good idea.
- To recognise that working groups should not be like scientific groups, which do not serve Indigenous peoples. The danger is that Indigenous people will be treated like outsiders.

- To acknowledge that the Arctic Council is not the most flexible mechanism.

Political considerations:

- Alaskans have problems with U.S. policies. Resources come from traditional Indigenous homelands. Nevertheless, there is little money available. Nation-states are responsible for the lands of Indigenous people.
- Officials in Moscow instruct Indigenous people on how to use natural resources, not taking into account the traditional knowledge of the Indigenous peoples themselves.
- Not all participating states are implementing the Barrow Declaration.
- Not all Arctic countries are contributing to IPS.
- There is a danger for non-governmental institutions: governments give some money to Indigenous organisations, but not enough for participation in Arctic Council meetings.
- Part of the Arctic funding goes to contributions to the Arctic Council, which finances the participation of Indigenous people through a special fund.
- When the Arctic Council was created, Permanent Participants were international organisations, making it difficult to be funded by one country. This is why the IPS was created.
- IPS funding is very low. If international organisations are national on the financing issue, they could be handled easily. Money for IPS (by member states) is used by IPS for its own activities, but not left for the Permanent Participants.

The Chair summarised comments thus far:

- Questions on how SAOs should report back.
- Strong wish for direct financial aid for Indigenous participation from state members.
- Indigenous peoples do not want to be represented by other people
- The use of natural resources is a problem; money is used for government participation. It should be used for Indigenous participation as well.
- True dialogue is needed.
- Political structures sometimes wish to change the status of Indigenous organisations.
- Language is an important issue, but not the only issue.
- Capacity building for government representatives toward Indigenous issues.

Suggestion for the drafting committee next week:

- Include Indigenous issues when drafting guidelines.
- Every recommendation to the SAOs should include an Indigenous aspect, including Indigenous participation in next week's recommendation.
- Stress the need for funding responsibility of Arctic States.

Children and Youth

Dr. Valerie Hume

The chair began by announcing four discussion points as well as asking for recommendations on issues that are important to AC, and activities within AC in which youth should be integrated.

Point 1: Ways to integrate

How do we make sure that capacity building activities involving children and youth will be a priority?

- CAFF is missing the youth issue. It currently is involved in conservation of species, migration, and the circumpolar network. However CAFF is involved in the Globe program
- Young people are not involved in studies.
- School-to-school trainees coordinate teaching environmental subjects and sharing research data and results around the Arctic

Point 2: Sharing of information

- Young people do not talk to each other about what is happening in nature
- CAFF children and youth activities should work together with other working groups
- Ideas exist but money is needed
- \$700 needed for Internet site that would provide information for youth, even that money has not been found
- Need to identify international funding sources
- Take in young people's own viewpoints

Recommended: Children and youth work with CAFF and IUCN to educate and engage young people in discussion, to identify discussion topics on conservation of species, starting with "Top of the World" Web site

- These activities are aimed at educating youth in the localities, networking to advance education.
- Educating in/on the Internet a good way to start.
- Integrate climate change and youth issue
- Youth input for the UN gathering as means to activate youth
- Publications in appropriate language for children

Recommended: AMAP & CAFF to have young people design suitable mechanisms to distribute information on climate change (brochures?)

- Defining "youth" today: up to 30? concept varies in different countries, so does voting age, etc.
- Language problems in Russia: money and time needed for translation, also training in computer use
- Greenlanders and Sami work with own language (radio, publications)
- Some brochures and other material have already been distributed by each country, some have been effective, helpful
- There is an abundance of material in English, children in many areas do not understand
- Are pamphlets, etc. used as educational material?
- Projects for youth have to be practical and inexpensive
- Other means to distribute information besides printed matter: games, for example

Point 3:

Computer training programmes (ICC is already offering in Canada)

Recommended: Request the IPOs to place discussion of youth capacity building needs on their next agenda and to report to SDWG before the next meeting of children and youth. Capacity building needs should be identified and initiatives put forward.

Point 4

How do we communicate, for instance, to distribute information about AC internship programmes: everyone who is eligible for student exchange should know it, everywhere

- Difficulties in communicating with governments
- Communications strategy for distributing information about internship program
- CIMO (Centre for International Mobility) assisting with funding
- Funding gathered “here and there”
- Greenland is aiming at better communication with other Arctic regions
- One person from each country to find co-ordinators to deliver information about internship
- Local branches of RAIPON could help distributing information

Recommended: Have AC contacts use internal mechanisms to disseminate information about capacity building projects

- Positive impact on health
- Have to increase capacity of parents to take better care of children
- Stress positive efforts, best practices

Recommended: Communicate best practices and information, positive values and strengths

Recommended: Develop liaisons with circumpolar and other organisations to strengthen capacity building for youth through information sharing and identifying mutual interests.

CONCLUDING PLENARY

Final Report-back and Closing Plenary

Chair Sauli Rouhinen invited the Chairs of Workshop #4 to come forward with a report and recommendations:

Capacity Building Statement for Earth Summit 2002

Terry Fenge

Terry Fenge commended his group for their work and the “very good discussion”, despite the tiredness of many. They agreed that:

- There is a general lack of knowledge about what the AC is plugging into when one talks

- about WSSD. There is no agreement on how best to bring the Arctic Voice forward.
- The group had a useful discussion about UNCED clauses. There was general endorsement of those clauses, which were seen as a useful springboard.
 - The group endorsed the Finnish initiative to compile brochures and fact sheets. There was an expectation that Finland would liaise with other states, but it was unclear if this endeavour would be reporting on the past or projecting into the future.
 - AC regional governance is in itself a success story. It is useful to portray it as such.
 - The group endorsed the Barrow Declaration and asked that the AC live within its voice and connect to capacity building. In this regard, AC can be portrayed as a success story.
 - AC itself operationalises capacity building.

There was also a question of whether or not AC should have a display at WSSD. Fenge noted that this could be an inexpensive way to bring the message to many.

Capacity Building Project Specifications for Working Group

Lars Kullerud

Lars Kullerud also commented on the interesting dialogue his group had. They began by discussing the proposed recommendation, “Capacity Building Guidelines for Project Proposals” found on Page 7 of *Workshop Overview and Suggested Recommendations*. They found that although they agreed with the principle, the language was bureaucratic and should be reformulated. All projects do need a capacity building component.

The group also agreed that although the AC has a branding name value, it should exercise caution. There is a risk that by becoming too business oriented—applying strict rules about who and what project gets accepted—the AC would become a strong filter that could hinder local interests and institutions. The AC could “get into trouble because of branding” if criteria are too strict. It might be best to use words other than “branding” while promoting and supporting the principle.

Moving beyond its mandate, the group agreed that projects need local acceptance, must embody scientific excellence, include capacity building, have ethical guidelines, and have a partnership element. There is a risk that if all projects are required to have a capacity building element, the term “capacity building” could be too loosely used. “It’s hard to define for every project, and easy to get into trouble with it,” noted Kullerud, adding that a project manager with a good imagination could easily misuse or misrepresent the term.

Specific recommendations include:

- The AC should have an international coordinating role for projects. Concretely, this means that the minutes of working group meetings have to be shared. There should be an annual meeting to bring secretariats and senior project managers together.
- Materials have to be developed to support capacity building. The group proposed that AC or the SDWG chair a task force to formulate capacity building specifications to ensure that they are generic enough to be useful, while also being clear enough to filter out projects that are using it as a guise to be funded.

- A review committee should be formed through IPS to promote project results. There may be a need to fit resources into a training program for scientists in order to improve the dialogue. Despite this being a digital age, this workshop group saw radio as the best means to reach people effectively and cost-efficiently.
- Externally, it is easy to disseminate projects on the Internet. AC working groups should be required to promote their projects more actively, and learn to communicate better.

Interfacing with International Arctic Fora

Guy Lindstrom

Guy Lindstrom noted that the AC has come a long way in a short time, but can always be improved and expanded. His group decided that the Arctic Council is a good brand name—it represents legitimate and good values. It is challenged by not being a traditional international organisation—by virtue of the inclusion of Permanent Participants and Indigenous peoples it can also be a voice for local and regional concerns. The AC could be a good example for other international organisations.

The workshop participants identified some organisations within the Arctic as sharing common interests. The Arctic Parliamentarians, the University of the Arctic, and several scientific organisations were noted.

On a global level, UN bodies, international financial organisations, NGOs, and the WWF were mentioned. The EU was specifically cited as a missing link. Denmark takes over as EU Chair next year, something that bodes well for increasing EU involvement.

The group also tried to identify more concrete things. From the Indigenous point of view, they decided it might be useful to facilitate contacts between activist groups such as the fur versus anti-fur groups. As well, it tried to look at more specific groups where an increased level of cooperation would be beneficial. Leaders Summits are a good way to focus attention on Arctic issues.

All of this takes resources and work. AC is not an enormous organisation that can do all it hopes to—it has to limit itself. The group made the assumption that no more resources would be forthcoming, and suggested that perhaps the Chair of the Arctic Council could take on a stronger role, speaking out more on Arctic issues. “I’m not talking about Mr. or Mrs. Arctic,” he joked. “We have Santa Claus here. The outside actors would gain a better understanding of Arctic issues, something that would be in their interest.”

Chair Sauli Rouhinen agreed that the EU has been a missing link. He noted that Denmark will have the Chair of the EU during WSSD, and will have an opportunity to speak. “This could be a special opportunity to speak for the Arctic,” he said.

Communications and IT Infrastructure

John Spence

John Spence also commented that his was a very interesting group to work with. He noted that IT has the potential to enhance many aspects of life in the Arctic, from telemedicine to teledemocracy. The further the group ventured into the issue, a key concern became the digital divide that exists within and amongst northern communities. Solving this is onerous.

The group had some specific recommendations:

- Examine ways in which IT can be used to enhance the work of the AC. It's "pretty easy to look at the steps," he said. Among all the AC members, not everyone has access to Internet services. For those who can't participate, it's important to come up with compensation and not marginalise them.
- Within Indigenous communities, this is a more sensitive issue. In order to proceed down that path, an individual community has to define what they want and decide how they would like to use those tools. The example provided was of an Indigenous person saying he would find GPS to be a useful tool for tracking reindeer.
- The AC should strike a task force to develop implementation plans from divergent communities.
- It is also important to examine best practices and look at where the greatest increments and advantages are. "Learn from the positives as well as the negatives," he concluded.

Public Private Partnerships

Viktor Sebek

Explaining that for a variety of reasons he found himself heading a group of two, Viktor Sebek qualified his remarks by insisting that he was speaking as an individual, not on behalf of a group. He said he found it ironic that after so much talk about funding, the workshop on "public-private partnerships" would be the one to be cancelled. His recommendations are based on listening to presentations and workshops during the past two days:

- The long-term aim of the Arctic Council must be to ensure capital investment in order to protect its environment and to ensure sustainable development.
- AC consider adding IFIs and private sector partners as observers.
- AC consider, in the interim, adding experts from finance and economics ministries to national delegations where appropriate.
- AC forge stronger working links with NEFCO, EBRD, and GED.
- AC carry out studies with a view to providing costed and targeted projects that deliver aims and objectives of the Working Groups, and promote projects that incorporate requests for preinvestment studies.
- AC work with the GPA Secretariat on innovative mechanisms for funding projects.
- AC send a message to the Intergovernmental Review in Montreal on public/private sector partnership in the segment that will showcase the NPA Arctic.
- AC endorse the proposal of PAME to coordinate private/public sector roundtables to discuss projects evolving around NPA Arctic for North America and Europe.

- AC support a Partnership Conference on Russian NPA Arctic, as echoed in Iqaluit and Barrow Ministerial Declarations, to coincide with the completion of the Strategic Action Programme envisioned in GEF Project on Support of NPA Arctic.

Indigenous Perspectives

Karla Jessen Williamson

Karla Jessen Williamson acknowledged the participation of members of her group, saying they were very productive. Some said their participation in the AC was treated as a “nicety”—they felt that Indigenous people were targeted in policies and seen as research subjects. Indigenous people need to receive funding that is specifically earmarked for participation in venues of concern to them. They do not want to be represented by officials—they want to represent themselves. As an example, there are no Saami from Russia at this meeting, as there was no money for their travel and expenses.

Indigenous people feel that resource royalties coming from the Arctic are used to build institutions like the AC. They would like to see the money shared more equitably with Indigenous people to ensure their true representation throughout the AC. They want true dialogue, not tokenism.

The status of the six Permanent Participants in the AC should be changed to full membership. IPS should have its role and funding reviewed on the basis of the Iqaluit and Barrow Ministerial Declarations. All nations should also be made to pay their dues.

Indigenous peoples find the Working Group activities to be far too scientific—they are designed to serve the scientific community, not those living in the Arctic. In this context, Indigenous people become outsiders.

The AC could become more inclusive. First, it must find a more sustainable way of including Indigenous people, beginning with its internal use of language and intentions. Using one of the recommendations in the *Workshop Overview and Suggested Recommendations* as an example, Jessen Williamson said it should be reworded to read, “The Arctic Council will, *with the participation of Indigenous people*, complete a survey and database on internal capacity building...” Then, and only then, will it be truly participatory. To ensure an Indigenous perspective throughout the AC, Indigenous people need to be part of the organization.

Children and Youth

Dr. Valerie Hume

Saying that she was fortunate to have had a “vocal and lively group”, Dr. Valerie Hume thanked them for their work. The group began with four questions and came up with six recommendations as follows:

- The initiative on the future of Children and Youth should work with CAFF and IUCH (International Union for Circumpolar Health) to educate and engage youth on conservation. The *Top of the World* Internet site could be a vehicle.
- AMAP and CAFF should have young people design suitable mechanisms to distribute information on climate change. They must be sensitive to different cultures and languages.
- IPOs place a discussion of Youth capacity building on their next agenda and report back to the SDWG before its next meeting. This would assist the Working Group to determine priorities.
- That AC “contacts” (this could be senior AC officials, or chairs of Working Groups) use international or national mechanisms to disseminate information about capacity building programmes. This recommendation stemmed from an acknowledgement of the fact that there are capacity building projects within the AC, but many potential beneficiaries within Arctic areas are unaware of them. It is important that those who participate make sure that people in their own countries are informed.
- That AC communicate “best practices” in order to convey positive values and their strengths.
- To develop liaisons with CP and other organizations in order to strengthen capacity building for youth by sharing information and identifying mutual interests.

Closing Remarks

Sauli Rouhinen

“It is very difficult to quickly sum up the discussion that took place at this workshop,” said Sauli Rouhinen. Noting that the workshop began with an explanation of capital modes, Rouhinen observed that the University of the Arctic does not have much physical capital, but does have plenty of high-level social capital. Indigenous people have institutions that form nuclei for building and increasing social capital in the whole Arctic area, and they can contribute to building social capital in other parts of the world. “We have a good start in building human capital through AMAP and CAFF and through the participation of Indigenous people who bring traditional knowledge to the arena of the AC and its meetings,” he said.

Human capital means knowledge, but new skills are needed. “During these two days we have heard many ideas about what these new skills will be.” Rouhinen called on participants to “learn to love institutions.” Indigenous communities need new institutions, IT, etc. “Thank you very much. I see that Arctic Cooperation has new experts and friends,” he concluded. “There are high expectations for the AC and its activities. We are fortunate to be part of it and can be proud of what we have done.”

Victor Sebek thanked the Canadian government and the Ministry of the Environment of Finland, on behalf of everyone.

Annex 1: Participant's Kit

**ARCTIC COUNCIL CAPACITY BUILDING WORKSHOP
A Function of the Sustainable Development Working Group**

**HELSINKI, FINLAND
1-2 NOVEMBER 2001**

PARTICIPANT'S KIT

1. Program
2. Workshop Overview and Suggested Recommendations
3. Participants List
4. Biographies for Contributors
5. Room Assignments for Workshops #1- #4
6. A discussion paper by Mark Nuttall, Professor of Social Anthropology, University of Aberdeen
7. Local information:
 - Participating hotel addresses and phone numbers
 - Addresses for restaurants we will be using
 - How to get to Espoo for the Sustainable Development Working Group and Senior Arctic Officials meetings
 - Workshop room locations
 - City map
8. Paper and Pen

ANNEX 2: ATTENDANCE: ARCTIC COUNCIL CAPACITY BUILDING WORKSHOP

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