Saami Council – 7 April 2017

EU Arctic Stakeholder Forum Sápmi Report

"We do not need much – but we need it even more"

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1 Introduction

The Arctic Stakeholder Forum is set up as a temporary forum, until the end of 2017, bringing together EU institutions, Member States and regional and local authorities to identify key investment priorities and ways on how to better streamline EU funding programmes for the future. The Saami Council has taken on the task to prepare a report for the EU Arctic Stakeholder Forum on the Saami peoples' investment priorities. This document contains a wide range of invenstment needs. During the next steps of the process we will also carry out some prioritizing of the needs.

1.1 The Sápmi Report Process

The Saami Council report is based on a background paper prepared based on interviews with some Saami institutions and organisations. These were selected based on their mandate and tasks, and that their visions are expected to be on the Nordic Sápmi level. We reached out to the Saami Parliaments, education and research institutions, as well as some other competence institutions.

The background paper was presented at a consultation meeting in Tråante – Trondheim February 7. The invitation to the meeting was sent to several institutions and organisations. The meeting was open and announced on Saami Council's Facebook page that has 2300 followers. The meeting was attended by 26 participants, representing 20 different institutions and organisations. A representative from D.G Mare, European Commission, attended the meeting. The participants and the invitees were informed of the opportunity to submit written input until February 23.

The questions discussed at the consultation meeting, were:

- Do you see any additional investment needs for your culture or region, in addition to the ones identified in the background paper prepared by the Saami Council?
- What do you see as the main challenge holding back your institution to better benefit the current EU programmes?
- Do you see any challenges or restrains caused for your livelihood or culture by previous investments supported by the EU programmes, if so, what do you think should be done to avoid such challenges or restrains in the future?
- What in your opinion is important to take into consideration when planning to invest in Saami regions?

The final report is based on the background paper and the input from the consultation meeting.

2 Program Areas

The feedback from the Saami institutions focused more on some areas than others. It might be that the institutions we contacted were dominatlely education/research and political institutions. We have tried to divide the identified investment needs into sections, but some of the needs are also crosscutting several sections.

2.1 Education and Research

Research and science builds societies. Saami people's knowledge has built Saami societies over millennia. This knowledge is transferred from generation to generation, it is rooted in place and activity and is often not documented in books or other media. By non-indigenous, it is considered non-academic and is therefore often not considered valid nor respected by the greater society in the same way as western science. Until recently, the documentation of Saami knowledge has mostly been conducted by non-Saami. The Saami people has, however, increasingly taken on the academic excavaion themselves. To face the present challenges in society and culture there is an immense need to strengthen the field of education, research and science, in all fields. The Saami society need sustainable holistic science, science that build the societies, and should, where appropriate, be rooted in the Saami knowledge. It is important to increase the cooperation between the researchers and traditional knowledge holders, and to find ways and means to do this in a respectful manner.

In working with the knowledge foundation, there is a need to both document the cultural heritage, as well as to document the Saami knowledge connected to it. Through history many Saami artefacts are brought out of Sápmi and stored outside of Sápmi. The Saami museums are requesting to get these returned, but most of the museums do not have acceptable facilities to store the items in required conditions. Some heritage sites in Sápmi are vulnerable to climate change and are getting covered by the moving tree lines, due to longer growing seasons and change in the local climate. This threatens to cover sites important for the Saami both for culture and documentation of presence that might be basis for claiming rights.

To strengthen the education infrastructure, there is a need for satellite campuses with high speed internet connection to offer distance education to where the Saami live and work. Such facilities would serve many purposes in the communities. This infrastructure would ensure among other things more teachers, that is saami speaking for all subjects, as well as saami language teachers and teachers with competence in Saami culture.

Saami research institutions faces challenges with capacity to take on all the research the saami society and the global community express needs for. The Saami institutions often see larger institutions manage to get around and end up receiving support and conduct research on Saami themes/fields. Research that the Saami community rather would like to be conducted by Saami people themselves. On one hand, there is a need for small grants to start-up Saami research initiatives. On the other hand, there is also aneed for Saami institutions to expand their networks to be stronger partners with institutions outside the Saami community.

Investment needs:

- strengthen Saami institutions through small grants for Saami research;
- support partnerships among Saami research/education institutions, develop a staffed network for better coordination between the Saami institutions;
- support partnerships between Saami institutions and other indigenous peoples' institutions/organisations;

- establish culture centres/thematic information centres that will share information about Saami culture to visitors; as well as schools;
- strengthen the capacity in Saami institutions to become better partners to institutions in the greater society;
- bring Saami museums up to standards that can safely store Saami artefacts waiting to be returned to Sápmi;
- a feasibility study of requirements for Saami society to establish a solid network of cross-border satellite campuses.
- establish a duodji academy (Saami handicrafts academy);

2.2 Business and enterprises

In the greater society, there are huge investments in academia that supports the knowledge foundation for development of livelihoods such as agriculture and fisheries. There is a need to connect the Saami livelihoods to academia, as well. The Saami academia need to contribute to build Saami societies, including its livelihoods such as reindeer herding, traditional fisheries, and other activities such as hunting and gathering.

At the same time the Saami culture face challenges in getting their products effectively out to the marked, often due to a combination of businesses being small or micro sized and a marked within Sápmi fragmented by national borders. While the borders are challenging for most products, the food products face additional challenges with restrictive regulations that hinder traditional practises in food production.

The marked for Saami duodji (handicrafts) is mainly among the Saami people themselves for our daily use and the best arena for selling duodji is Saami festivals. The borders is a barrier for the producers due to toll and regulations and the producers face challenges in crossing borders within Sápmi with the products. This makes the marked much smaller, than it potentially could be.

Saami enterprises are often micro-enterprises. Recently there has been focus on entrepreneurship and innovation within culture based enterprises as; design, art, music, literature, tourism etc. Small enterprises, with young entrepreneurs, should have appropriate facilities for advice and support to succeed.

Investment needs:

- feasibility study for the export of reindeer products;
- market structures such as fish reception and processing facilities, infrastructure for slaughtering facilities;
- incubator for saami enterprises;
- a Saami business council;
- aim for a toll-free area to strengthen Saami business opportunities across the borders where Saami live;
- authentic tourist industry, that do not misappropriate Saami culture;
- invest around Saami festivals;
- establish a Saami livelihood/business fond, to increase the risk capital for Saami enterprises.

2.3 Infrastructure

Compared to central Europe and capital regions of the Nordic countries, Sápmi is more densely populated. The communities are relative small and distances are long. The demography is vulnerable in the sense that young people are forced to either move far to seek higher education or remain in the traditional livelihood. The combination of the two should be made possible. The people that remain in traditional livelihoods should also be given the opportunity to receive a diploma based on their professions. Surely, youth should be encouraged to travel abroad to gain knowledge and experiences from other areas, if they so wish. With today's technology, a wide spectrum of opportunities could be provided, even for small communities. This will even out the disadvantages small communities have compared to the greater society, and it would equalize the distance and ease the activity across national borders in Sápmi.

Investment needs:

- ensure high speed internet connection to where the Saami people live their lives, aim for internet in every lávvo;
- community centres with studio opportunities to receive lectures form central institutions or to connect with other students;
- increase collective transportation in particular better bus and flight schedules.

2.4 Small investments

The Saami communities has already multiple institutions compared to many other indigenous cultures worldwide. There are institutions such as museums, education centres, language centres, culture centres, nature centres, media, health institutions and so on, but the institutions are often small with only a few employees and often with vulnerable and limited sources for funding, compared with the greater societies institutions. Due to restrictions from many funding sources, the capacity to apply for external funding and flexibility regarding own share for larger funding applications are limited. Many of these institutions are still considered large in Saami scale and are of utmost importance to build a modern knowledge based society with employment opportunities for people with higher education in these communities. Many larger funding opportunities calls for partnerships in the project applications. Very few Saami institutions seems to be solid enough to become strong partners together with similar institutions in the greater society, and the Saami institutions are the ones that often must adjust their needs to match up with a possible partner's agenda and the funding sources agenda. Even a small grant, that small institutions can handle or work in partnership with other small institutions, will have a great positive impact in the small Saami institutions. The needs might be small – but are much more needed and much can be accomplished with small money.

Investment needs:

- establish a small Arctic grants fund, like Nordic Council of Minister Arctic funding program and World Bank Small grants fund;
- small grants to be received at the beginning of the project, not after, to avoid challenges with implementing the project due to lack of liquidity;
- Support the Álgu Fund established by the Arctic Council Permanent Participant to strengthen the participation in the Arctic Council and the contributions to the Arctic Council activities.

2.5 Health

The Nordic countries hold a high level of health service for the public. The principle of equal treatment for all is strong. Although, the Saami population are still not receiving treatment with equal value as the public, as their cultural differences and different values are not recognised. This is especially important when it comes to psychological treatment and well-being.

One step in getting culturally appropriate health care in place is through the education system, both to recruit Saami to take health care education and to provide cultural and language training for non-Saami health professionals working in areas with Saami population.

The Saami people live scattered and the communities are relatively small. It cannot be expected that all kinds of health service are provided everywhere. New technology has a protentional to be useful while breaking down the distances and help high level specialist health service to be available more widely.

Investment needs:

- strengthen research on questions related to Saami health;
- training of healthcare people at northern universities about Saami culture, offer benefits for employees in Saami areas that hodl such knowledge;
- ensure the local health institutions have the capacity to train their personnel without relevant cultural background, to treat Saami patients;
- support development of technological solutions and infrastructure to facilitate training/education programs about Saami culture and language for nurses, doctors and others working in health care and psychiatry;
- support development of technological solutions and infrastructure so Saami specialist services can provide online treatment services, in particular Sámi Norwegian National Advisory Unit on Mental Health and Substance Use (SANKS) that holds unique expertise for which there is great need all over Sápmi;
- Strengthen existing Saami specialist health institutions, such as SANKS, to be able to provide services all over Sápmi;

2.6 Saami Languages

The Saami people live in four countries, and all national borders through the Saami peoples' region are drawn north-south/vertically. The Saami languages, and thus Saami communities' natural movements and connections are establisehed east – west/horizontal. That means that every Saami language and dialect is traditionally used in two or three different countries. Small numbered languages are thus faced with additional challenges and made smaller by national borders. The Saami Parliaments have established one joint Saami languages centre, *Sámi giellagáldu*, to promote Saami languages. This is a language support structure which is in place but that has an unsecure funding situation.

The Saami languages are small in terms of number of speakers, but rich when it comes to knowledge about nature and Saami livelihoods like reindeer herding and fisheries, hunting and gathering. For Saami languages to be useful on all arenas, language users want to experience that the Saami languages develop the same technical services, such as correction and translation programs and speech synthesis, like any other language. For these developments big data collections are needed. It is also important for the *Sámi giellagáldu* to constantly work with new Saami terminology to keep pace with the societies needs and terminology development. Quite some work is already done within electronic correction programs and use of Saami fonts for different platforms. These platforms and technological

opportunities is developing rapidly and the Saami language technology development is struggling to keep up.

Film production serves several purposes. It is an important tool in language development and promotion and it is a mean for the Arctic Indigenous Peoples to tell their own stories. It is in particular important for Sami children and youth to see films with a content and language they can identify themselves with. A strong Saami film industry in the Nordic countries has an economic and cultural potential for growth. A Sami Film Fund for feature length and drama series productions will increase both Saami and international co-productions in the Saami areas. Studies have shown that state investments in the film industry pay off in large numbers.

Investment needs:

- ensure the continuation of *Sámi giellagáldu;*
- keep investing in technology opportunities for Saami languages;
- training programs to increase the number of Saami speakers;
- increase support for Saami media;
- a Saami Film Fund that contributes to increase Saami film production.

2.7 Protection and Emergency Preparedness

With climate change, there are more avalanches, more frequent extreme weather, unsafe ice on lakes and rivers, the latter also caused by hydro power plants and el stations. Increased tourism in the Arctic and in mountain areas in Sápmi has caused an increase in situations where tourists need to be rescued. In areas where national rescue service has shortage of knowledge and capacity, it is the Saami reindeer herders with local knowledge that are called in to assist. Even though this is not their job and their lives are put at risk, and their contribution is not complemented for, they step in to save lives. Better monitoring and better emergency solutions to increase safety for all, is needed.

Greater demand for resources and better access to previously inaccessable areas triggers more resource extraction in Sápmi. This leads to more traffic with off road vehicles in vulnerable nature leaving deep traces on the surface. There is little regulation and monitoring of this traffic. Surveillance is also needed to monitor illegal tourist traffic in the same areas.

Investment needs:

- enhance the warning and rescue technology in areas were Saami people live and work;
- establish tourist trails where visitors can move safely and where there are ensured reception facilities for emergency calls and phone lines;
- a system to monitor the increased off road traffic in Saami areas;
- educate the local rescue team in mountain rescues / storm rescues/ avalanche rescue;
- offer first aid training for people working in Arctic regions to be better assistants in emergencies.

2.8 Large Investments

Among indigneous peoples the Saami people are quite well organised and quite some structures are in place in the Saami socitey. Many inititaitves suffers, however, with underinvestment in facilities. Among them are museum buildings to share our own history as well as satisfactory storage facilitites in

exisiting museums that would allow reception of Saami artifacts removed by early scientist and stored in musuems around the world. A long known need is also a theater building to house the Saami National Theater "Beaivváš", which has grown out of local community house stage since its establishment in 1981. There is also a dismatch in funding for crossborder Saami initiatives such as the Saami Film Fund and languauge initiatives such as Saami Giellagáldu.

Large (in Saami scale) investments needs:

- Saami Theater building;
- Samien Sitje museum building in south Saami area;
- Sámi Giellagáldu (cross border/all Saami languague institution);
- Bååstede, returning of Saami artefacts to Sápmi project;
- to establish facilitites for Sámi Norwegian National Advisory Unit on Mental Health and Substance Use – SANKS, around in Sápmi;
- Saami representation in Brussels

3 Obstacles to Access EU Funding

During the consultations, it was widely recognized that a Saami representation in the EU/Brussels is needed. Many reasons for this became clear during the Saami Council's Arctic Stakeholder Forum process.

3.1 Complex EU Programs

The EU structure feels very complex and difficult to understand. It would be useful to know how and when EU can be of help for Saami institutions. A forum where the Saami institutions share the knowledge about the EU System would be useful to guide them trough the process and enlighted them about the opportunities.

Some expressed frustration with the EU funding system, which they have some experience with, as it is getting more and more challenging to get through with applications. Many expressed that the application process is very resource demanding, and often the Saami institutions do not have the capacity to take it on with small staff and unsecure outcome. The reporting system is also very resource demanding, and often not included in the funding. Saami projects often face difficulties with getting the additional funding needed to accomany an EU project application. The small Saami institutions do not simply fit into the the same conditions as are set for the large majority institutions. "In the application you either have to lie or let the opportunity pass", one of the participants said.

Even institutions considered large in Saami /Arctic context, and that have capacity to establish internal support groups to work on EU applications, find the structure with EU Funding (Horizon 2020) to be far too complex and to resource demanding to undergo.

The Saami Parliaments also recognize this challenge. One of them said they have sent in a request to the national authorities and asked them to provide support for the Saami Parliament to access EU Funding programs.

A Saami representation in Brussels could faciliate a support forum for Saami Institutions to better access EU Funding programs.

3.2 Impact the Policy Development

Several participants pointed to EU policy development as a venue to ensure Saami interests. There are many diefferent EU policies that might be of interest and imprtance for the Saami people. Some of them were brought up during the consultation process. These were issues realted to develop policy to safeguard indigenous peoples' intellectual property rights; to protect traditional Saami fjord fisheries; predators threating the reindeer herds, and so on.

EU needs to be a responsibile funder and be careful about where their funding ends up and what kind of investments are supported. A mechanism need to be in place to ensure that EU funded projects and programs do not disrespect indigenous peoples rights in any way. One way could be to ensure Saami representation in the funding program committees, that could help monitor how EU funded projects will impact indigenous peoples. In cases where EU funded programs have violated indigenous peoples rights, EU should have a mechnism to help those impacted to protect their right in a complaining system or in court. A process to outline such a mechnism for this is needed.

The various fields of policies need to be addressed already while it is under development, and to ensure early intervention in development or changes in policies. Saami presence in Brussels is strongly needed.

4 Protection of Saami Peoples Rights in EU Investments

In general, from a Saami perspective it is essential to ensure that EU investments in Saami regions are carried out with free, prior and informed consent by the Saami communities impacted. This is particularly important with large construction projects, extractive industries or tourism projects. The EU funding mechanisms should also cover the needs in Saami society and ensure the same access to funding. Cultural institutions are needed to share our culture.

We have noticed the discussion on building a railway from Northern Finland to the Arctic Ocean with Kirkenes as a potential end station. This will be a huge investment that will cause immense encroachment in land that is without much previously established infrastructure. Such a rail development will potentially have large impact on Saami culture and solid Environemntal and Social Impact Assessments must be carried out well in advance of this project, including impact on saami culture and livelihoods.

Concerning Indigenous peoples rights, the internal EU policy and EU Arctic Policy should hold the same standard as the external policy when it comes to human rights and indigenous peoples' rights. This is outlined in the "JOINT STAFF WORKING DOCUMENT Implementing EU External Policy on Indigenous Peoples " (Brussels, 17.10.2016).

Big investments and infrastructures established in Sápmi, and that is benefitting the whole EU and the countries world wide should ensure that some percentage of the profit is left to the people living their lives in the area. There should be a mechanism in place to facilitate this. The benefits could be used as our own share in investments projects outlined in this paper.

ATTACHMENT 1

Extraction from the EU document: “JOINT STAFF WORKING DOCUMENT Implementing EU External Policy on Indigenous Peoples “ (Brussels, 17.10.2016).

These principles, to be applied in EU strategies and financing instruments including through mainstreaming, include the following:

- the indigenous peoples' right to their "self-development", including the right to object to projects, in particular in their traditional areas, and the right to obtain compensation where projects negatively affect their livelihoods;

- the full and effective participation of indigenous peoples at all stages of the project cycle (in development cooperation) and the importance of building the capacities of organisations representing indigenous peoples;

- the inclusion of the concerns of indigenous peoples into the political dialogues with partner countries.

Ways to improve the implementation of EU action for the benefit of Indigenous peoples: Enhanced opportunities for dialogue and consultation:

- Systematically include indigenous peoples issues, including implementation of the UNDRIP, in all political and human rights dialogues with countries and regional organisations where the issue is relevant, in particular in Africa and Asia. In this context, consultations with representatives of indigenous peoples would be crucial

- Continue engagement with partner countries and in multilateral fora to address threats to indigenous human rights defenders and to indigenous peoples' land and resources. This could include threats that arise in the context of efforts for environment, biodiversity and cultural heritage protection, and for climate change mitigation and adaptation as well as in development, trade and business activities55.

- Explore the possibility of conducting regular High-Level EU-Indigenous Peoples dialogues, within existing resources, to inform and underpin EU external action policy and its implementation on matters affecting indigenous peoples worldwide. Such a dialogue could also serve the needs for the exchange of best practices for the implementation of e.g. the UN Guidelines on Business and Human Rights.

4. Ensure the participation of indigenous peoples' representative organisations in the Policy Forum on Development (PFD), the EU's multi-stakeholders' space for dialogue on development policies56.

Mainstreaming UNDRIP principles in the EU's external actions

- Systematically include references to indigenous peoples in policy documents such as the Human Rights and Democracy Country Strategies and the Road Maps for EU engagement with civil society as well as in structured sector-specific dialogues with various stakeholders.

- Further promote awareness of indigenous peoples' rights when assessing impacts of a proposed trade action as provided for in the Guidelines on the analysis of human rights impacts in impact assessment for trade related policy initiatives57, including in context of trade agreements. Regard for indigenous peoples’ rights is included in the monitoring of the Generalised Scheme of Preferences Regulation (in particular the GSP+ scheme), and in in the FLEGT VPAs.

- Use the EU's rights-based approach to development (RBA) as the main vehicle to integrate the rights and issues of indigenous peoples in the EU's implementation of the 2030 Agenda, notably by ensuring their full participation and free and prior informed consent in a meaningful and systematic way in EU-funded programmes and projects. For example, regarding budget support, further integrate the UNDRIP standards based on full participation and free and prior informed consent of indigenous peoples into the structured rules to manage the specific risks of budget support at all stages of the process (from identification to implementation). Operationalising a meaningful participation of indigenous peoples would notably entail: a) improving the stakeholders analysis58, b) enhancing the

sectoral policy dialogue, and c) including concerned indigenous peoples' own representative institutions in the monitoring process. Such an approach would be conducive for ensuring attention to the development priorities of indigenous peoples, including livelihood development and market access.

- To avoid duplication of efforts and to increase the effectiveness and adequacy of development support for indigenous peoples, strengthen the coordination between experts from EU institutions and EU Member States in further developing mechanisms for consultation, coordination and implementation.

- As part of EU's support for 2030 Agenda, the Indigenous Navigator project remains relevant in order to generate consolidated data, making indigenous issues visible and measurable for all relevant sustainable development targets.

- Step up efforts to build the capacity of indigenous peoples' organisations, including their own decision-making institutions, to develop networks among themselves at national and international levels, including with "European" indigenous peoples, and to effectively participate and engage, through representatives chosen by themselves, in decision-making at local, national, regional and international levels on matters that affect their rights.

- Continue and expand EU support to National Human Rights Institutions (NHRIs) to effectively promote and protect the rights of indigenous peoples.

- Continue support for the ratification and implementation of ILO Convention 169 in partner countries.

- Continue active engagement with indigenous peoples and UN Member States to fulfil the WCIP Outcome document's recommendations to the UN. These include the Human Rights Council's review of the Expert Mechanism on the Rights of Indigenous Peoples; and the on-going deliberations at the General Assembly to enable the participation of indigenous peoples' representatives and institutions at the United Nations on issues affecting them.

14.Support the implementation of the decision in the UNFCCC COP21 (Paris Agreement) to establish a platform for sharing of best practices on climate change mitigation and adaptation between indigenous peoples and UNFCCC parties.

15. Prepare to showcase in partnership with indigenous peoples the EU policy on Indigenous Peoples, taking into account the EU and its Member States activities, as a contribution to the high level meeting of the UN General Assembly in 2017 in commemoration of the 10-year anniversary of the UN Declaration on the Rights of Indigenous Peoples.