

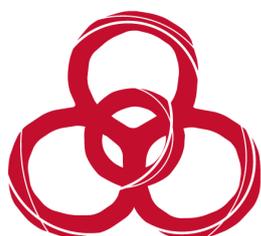
Saami Council – September 2019

The Sámi Arctic Strategy

Sámi Árkttalaš Áigumušat

Samisk Strategi for Arktiske saker

*Securing enduring influence for the Sámi people in
the Arctic through partnerships, education and advocacy*



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Introduction

The Saami Council has worked on Arctic issues since its early days. Seeing an increased national and international focus on the Arctic, the Saami Council has identified a need for an Arctic strategy to guide its work in this important area. This Arctic strategy aims to establish the Saami Council as an active partner for the civil Sámi society, governments, NGOs, IGOs, and others that, through international cooperation, will build a strong and sustainable Sápmi in the Arctic.

This strategy aims to serve as tool for implementing long-term and sustainable programs that improve access for the Sámi people to the same opportunities that are afforded to other Arctic inhabitants. This strategy also shines the path towards decolonizing Sámi society and aims at securing the Sámi people's right to self-determination now and for future generations.

The Saami Council defines the traditional Sámi land as Arctic region. All Sápmi is included, when Saami Council address Arctic questions. In Norway and Sweden Sápmi stretches further south than Norway's and Sweden's Arctic definition. Finland defines itself as an Arctic state, while the area defined as Sámi reindeer husbandry land is smaller than our traditional definition of Sápmi. In Russian Federation, Sápmi is a minor part in western Russian Arctic. The Arctic strategy will support the Saami Council's relation to the global Arctic discussion. The ultimate goal is that Sápmi is recognized and that Saami people are treated as equals by the greater society.

This strategy must be read in context of the 2017 EU Arctic Stakeholder Forum Sápmi Report on investment priorities.

Acting as a robust and reliable partner on Arctic Sámi issues

The Saami Council is a voluntary Sámi organization (a non-governmental organization), with Sámi member organizations in Finland, Norway, Russia, and Sweden. The Saami Council was established in 1956, and is one of the oldest indigenous peoples' organizations in the world. The headquarter is in Karasjok, Norway. Satellite offices are established and moved flexibly, depending on where human resources are available in Sápmi. The Saami Council is funded by grants, mainly from the four states listed above.

The primary aim of the Saami Council is the promotion of Sámi peoples' rights and interests in Sápmi, the four countries where the Sámi people live. The main tasks of the Saami Council are to consolidate the feeling of solidarity among the Sámi people, to attain recognition for the Sámi as a nation, and to maintain the cultural, political, economic, and social rights of the Sámi, both in the legislation of the four states (Finland, Norway, Russia and Sweden) and in agreements between the states and Sámi representative organizations.

A strong organization attracts success

The Saami Council has many competitive advantages, compared to other Sámi non-governmental organizations. As many of the Sámi non-governmental organizations are members of the Saami Council, the Saami Council has extensive knowledge of, and capacity in, many sectors of the

Sámi community. Through its work in the Arctic Council, the Saami Council is also part of a strong international family with access to one of the world's best communities working on Arctic science. As a Permanent Participant in the Arctic Council, the Saami Council also sits at the decision-making table on Arctic issues. A flexible organizational structure, which gives employees the possibility to work remotely, attracts skilled workers. This organizational model empowers and builds capacity in the Sámi communities outside core Sámi areas.

The main weakness of the Saami Council is a lack of predictable funding. The Saami Council is mainly funded by grants from the Nordic states and by comparatively minor contributions from other partners. All grants must be reapplied for on an annual basis. Grant applications and follow-up reporting occupies much of the administrative capacity of the organization.

Measures

- The Saami Council's member organizations should communicate the benefits of being affiliated with, or working for, the Saami Council.
- The Saami Council should develop a database containing information on Sámi researchers and other experts in Sápmi.
- The Saami Council should hire a grant writer who will be responsible for fundraising and reporting on grants.
- The Saami Council should develop a specific fundraising strategy in order to strengthen the organization's financial capacity. The strategy should consider (1) the need for adjustments in current funding regimes, (2) how small grants and access to unsecured loans can be a funding source for the Sámi communities, and (3) ways and means to ensure Sámi representation in funding program committees. The funding strategy should be seen as part of capacity-building of Sámi communities and the Saami Council.
- The Saami Council should facilitate training and networking opportunities for the Sámi communities, including connections between early-career and more established researchers, decision-makers, and other Arctic residents.
- The Saami Council should continue to communicate actively using social media platforms and consider using the hashtag #UniteSapmi when using social media. The Saami Council should explore ways to better coordinate its communications work with other Arctic stakeholders including the Arctic Council Secretariat, the Indigenous Peoples' Secretariat, and the Arctic Council Working Groups.
- The Saami Council should organize, together with all three Sámi parliaments and other relevant Sámi partners, public hearings/meetings/consultations on relevant Arctic projects.

International Diplomacy and Collaboration

The Saami Council has an extensive international commitment in areas related to indigenous issues, including human rights, the Arctic, and the environment.

The Arctic Council is the primary forum for collaboration in the Arctic; it is where Arctic issues are discussed. The Saami Council is one of six Permanent Participants — indigenous peoples' organizations that are one of the unique features of the Arctic Council. The Indigenous Peoples'

Secretariat (IPS) offers secretariat functions to the six Permanent Participants of the Arctic Council. The Saami Council, in collaboration with four of the other Permanent Participants, has also (as of May 2017) established the Álgu fund.¹

The Saami Council is an observer to the Working Group on Indigenous Peoples (WGIP) under the Barents Euro-Arctic Council (BEAC). Many of the projects in the BEAC are similar to projects in the Arctic Council. In addition, regional projects in the Barents region have a more narrow geographical scope, compared to projects of the Arctic Council.

Measures

- The Saami Council will continue its work in the Arctic Council, in which it will:
 - Strive for Sámi participation in all six Arctic Council working groups and work to secure an indigenous co-chair in all working groups;
 - Welcome new Observers to the Arctic Council with the expectation that they will demonstrate good will and respect for the values, interests, culture, and traditions of the Sámi people, and will show both political willingness and financial ability to contribute to the work of the Permanent Participants and other Arctic indigenous peoples;
 - Host at least one annual meeting between Arctic Council observers and Permanent Participants (The IPS could facilitate such meetings. Annual meetings create a forum in which the Saami Council can discuss common projects and share information with Arctic Council Observers.);
 - Actively use the Indigenous Peoples' Secretariat (IPS) to add capacity to the Saami Council, including by placing interns on a regular basis at the IPS and the working groups secretariats;
 - Continue to support the Álgu Fund; and
 - Organize pre-meetings with the Sami Parliaments that are members of their respective national delegations.
- The Saami Council will attend the Working Group on Indigenous Peoples (WGIP) under the Barents Euro-Arctic Council and contribute to knowledge-sharing between the BEAC and the Arctic Council on indigenous issues.

Ensuring the right to choose

The Sámi people have the right to self-determination. That includes the right to determine and develop priorities and strategies for the development or use of lands and other resources in Sápmi. This right, and other rights indigenous peoples have under international law, shall guide the work of the Saami Council in the Arctic.

¹ For more information on the Álgu fund, please see www.algufund.org

Measures

- The Saami Council should more frequently involve its Human Rights Unit in Arctic issues. This will help to secure the legal foundation that underlies and protects the Sámi people's activities in the Arctic.
- The Saami Council should advocate for the right of indigenous peoples to give or withhold their free, prior, and informed consent in non-coercive negotiations prior to activities being established and developed on their customary lands.
- The Saami Council should consider conducting a review of national legislation on Sámi rights to see if they are in compliance with international law.

Addressing climate change and environmental protection

The Arctic is highly variable by nature. The availability of many resources is cyclical or unpredictable, but the Sámi people have for millennia depended on, and adapted to, the environment. Their knowledge of their surroundings is a vital resource for their well-being, but also a rich source of information for others wishing to understand the Arctic ecosystem.

Measures

The Saami Council will:

- Continue to support the UN Framework Convention on Climate Change and commit to contribute to the fulfillment of the 2015 Paris Agreement.
- Continue to be an active partner in the Arctic Council and enhance the Saami Council's efforts in the Arctic Council Indigenous Peoples Contaminant Action Program (IPCAP) Expert Group under ACAP.
- Develop a climate- and socio-economic model for Sápmi focusing on the impacts of climate change, the economic and societal costs of climate change damages, risk mitigation, and adaptation.
- Initiate a project on Sámi place-names as indicators of environmental change.
- Initiate a pilot project on climate-related financial disclosures in Arctic investments.

Deploying Sámi Indigenous Knowledge and science as a catalyst for Sápmi's path forward

The Sámi people have lived in the Arctic for millennia and have, through subsistence living, gained extensive knowledge of how to live prosperous lives in the Arctic. As the Arctic changes, due in part to climate change and in part to new activities exploiting the region's natural resources, there is a need for new knowledge about how these changes affect the Arctic. It is vital

that production of new knowledge is based on the needs of the people living in the Arctic. The Saami Council believes that the best way of producing these tools is through respectful use and acknowledgement of Sámi Indigenous knowledge.

Greater effort must be made by the Saami Council to incorporate Sámi Indigenous knowledge, to engage Sámi communities and institutions in setting priorities, co-designing and co-producing research, and to disseminate this knowledge by ensuring access to research data and results. As a first step to implement the above, the Saami Council has developed a list of knowledge gaps and research needs and, which is attached to this document². The objective of the list is twofold:

- i) To provide guidance for Sámi institutions, students and politicians to make priorities for their knowledge production and identify research topics.
- ii) To provide guidance for Sámi institutions to identify topics when seeking collaborators in Arctic research.

It is essential to build long-term human capacity among the Sámi people, and to ensure relevant observations and research through training, education, effective public engagement, and the adoption of shared principles to guide research activities.

Measures

- Build constructive relationship between producers and users of knowledge, including Sámi Indigenous knowledge, in order to improve understanding of the vulnerability and resilience of Arctic environment and Sámi societies.
- Concentrate on research to understand the consequences of continued resource development, including risk-based assessments. This includes fish farming, extractive industries, tourism, management regimes for predators in relation to reindeer husbandry, conservation of land and water, hydro- and wind-energy projects, forestry, railway and other activities similar to these;
- Perform integrative analyses of sustainability and actionable adaptation policies and challenges for Sámi communities, including in the areas of food security, access to new technology, and connectivity (communication networks and services such as e-learning, digital health, connectivity to media and telecommunication).
- Understand the impacts - both ecological and societal - of extreme weather events.
- Assess the diverse impacts of climate change and human activities on Arctic biodiversity, and its consequences for ecosystem goods and services and society.
- Examine the role of institutions, resources, and traditional and emerging economies as factors and instruments of sustainable development.
- Create meaningful and longer-term involvement platforms for Sami institutions in international research communities, and secure knowledge-sharing among the same partners.

² Attachment X: “Building Knowledge in Sápmi - A List of Knowledge Gaps and Reasearch Needs”

- Encourage Sámi institutions, including the Sámi University College, to take an active role in educating and bringing capacity to national and international institutions with regard to Sámi cultural competency.
- Secure Sámi participation at Arctic Science Summit Weeks, joint event of the Scientific Committee on Antarctic Research (SCAR) and the International Arctic Science Committee (IASC).

The Saami Council as a partner in policy-making and decision-making on Arctic issues

The Saami Council, as an NGO, plays a major role in pushing for indigenous peoples' rights and sustainable development in the Arctic. As a representative for the Sámi civil society, the Saami Council can contribute to transparent processes and that the voice of the people actually living in the Arctic is heard when decisions are made.

Measures

- The Saami Council should seek annual consultation meetings on Arctic issues with governments in all four countries in which the Sámi people live.
- The Saami Council should strive for the implementation of recommendations from international bodies, such as the Arctic Council, on meaningful engagement of indigenous peoples.
- The Saami Council should encourage national, regional, and local bodies, such as offshore and land-management regimes, to be designed and operated in a transparent and accountable way, thereby gaining and sustaining the confidence of the Sámi public.

Resource development on Sámi land

Resource development in Sápmi must be sustainable. The proponent(s) of a resource development project bears the burden of demonstrating that the proposed development is sustainable. Resource development proposals for Sápmi must be assessed holistically, placing human needs at the center. They must serve the needs of the Sámi people today without compromising the ability of the Sámi people to meet their needs in the future. And the projects must meet the legal international standards that protect indigenous peoples.

It is vital that resource development in Sápmi promote the physical and mental health of communities and individuals within Sápmi. Resource development must enhance, not detract from, Sámi food security. In a contemporary context, healthy Sámi communities in the Arctic require the establishment, maintenance, and improvement of core infrastructure needs, including housing, education, healthcare and social-service delivery infrastructure, and core communications networks that facilitate both public-sector activities and private-sector entrepreneurship.

Measures

The Saami Council will apply the following principles and measures to secure sustainable resource development in Sápmi.

- Determine and deploy the best available western science and Sámi Indigenous knowledge and standards when determining the sustainability of a resource development initiative.
- Continue to support Sámi communities in protecting Sámi traditional land.
- Develop a toolkit for Sámi communities for natural resource projects on indigenous land. The toolkit should be combined with training courses to empower communities, teaching them how to use available laws and negotiations to advocate and lobby for their interests.
- Promote the recommendations in the “Arctic Environmental Impact Assessment and Meaningful Engagement in the Arctic” report (2019) and call for holistic approach and meaningful engagement in Environmental Impact Assessments and similar strategic planning processes in Sápmi.

Continue efforts to carry out Indigenous-led impact assessments with the aim to secure the rights of indigenous peoples in the Arctic that would balance economic benefit with environmental and climate goals, incorporate environmental and social concern and cumulative impacts into the analysis.

Economic growth on Sámi premises

Sámi traditional subsistence living is an old form of entrepreneurship. Sámi products were, and still are, important commodities on both national and international markets. It is therefore important to strengthen and develop these old traditions, thus fostering a strong and resilient Sámi society based on the renewable resources available in Sápmi. Reindeer husbandry plays a crucial role in Sámi societies, but other ways of life are also important to protect, such as traditional gathering culture and the use of marine products. Sámi handicrafts, using new design and technologies, also merit attention and support.

Measures

- Organize a Sámi Business Summit, at which Sámi entrepreneurs and potential investors can meet and share ideas, innovations, and new technologies. Such a Summit could be organized under the framework of the Arctic Economic Council.
- Call for the development of an Arctic Stewardship, a system to promote sustainable business behavior in the Arctic including a certification system.
- Develop standards for tourism on Sámi land that would ensure that Sámi communities benefit from increased human activity in this fragile environment.
- Explore how tax regimes within Sápmi can be altered to support economic growth on Sámi premises.
- Offer training to tax authorities to help them understand reindeer husbandry in more detail so that equal use of tax principles is applied throughout Sápmi.
- Explore how international trade regulation affects export of traditional commodities, including reindeer meat.

Culture and language

The promotion and protection of Sámi languages and Sámi culture have long been major priorities for the Saami Council. Cultural diversity strengthens Sámi identity and enhances sustainable local communities where people live. Cultural diversity also creates job opportunities rooted in the Sámi way of life. At the same time, the cultural sector faces a variety of issues and challenges; this includes not only access to capital, but technology and market access as well. Some of these challenges are best dealt with at an international level. To tackle some of the issues, the Saami Council is focusing on promoting cross-border mobility, encouraging transnational circulation, and fostering intercultural dialogue.

The Sámi languages are a source of knowledge, a way of communicating among Sámi people across national borders, and a factor for job mobility in Sápmi. However, all Sámi languages are endangered and need special attention for revitalization and standardization. International collaboration is needed to identify best practices and best available technologies to support and develop strong language platforms.

Culturally and linguistically appropriate services are respectful of and responsive to the beliefs, practices and needs of the Sámi people. Cultural competency is crucial as a resource for health care providers and educational institutions (and others) to improve their knowledge and understanding of culture, language, and health literacy. The Saami Council should therefore initiate a project on culturally appropriate services that promote cross-cultural communications skills.

Measures

- Include the Saami Council Cultural Unit more in international work.
- Continue to use and translate important documents into all Sámi languages.
- Continue to support projects on revitalization of the Sámi languages, especially on the Russian side of Sápmi.
- Continue to develop and support computer-assisted linguistics.
- Organize an international youth and elders' symposium as part of people-to-people collaboration across Sápmi to collect Sámi traditional terminology and Indigenous knowledge.
- Follow up the outcomes of the 2019 International Year on Indigenous Languages and support potential UN decade on indigenous Languages and Traditional knowledge.
- Develop a project to support Arctic Indigenous languages, document terminology related to biodiversity, climate change adaptation and resilience and understand the interconnections between culture and nature.
- Explore how culture and digital technology can work better together.
- Consider a pilot project on the economy of cultural diversity or an Arctic Indigenous Design Archive project.

Building Knowledge in Sápmi

– A List of Knowledge Gaps and Research Needs

Introduction

Through history, the knowledge accumulated and transferred from generation to generation have been the knowledge foundation for living generations to base their choices, decisions, and strategies upon. This knowledge is unique and has developed through close relationship with the Arctic surroundings and the sustenance activities connected to the utilization of the living resources. A knowledge closely connected to the knowledge holder and their land, waters, livelihood, beliefs and spirituality, and adapted to the Arctic conditions and thus the governance by the people and society concerned.

The Sámi society is today balancing the modern way of life with traditional worldview and way of life. The Sámi people is governed by national laws and regulations suited for the four respective states within Sápmi. Institutions have been established to support the Sámi societies. Sámi parliaments and organizations make decisions to protect and develop the Sámi culture, within the different national frameworks the Sámi people reside within. There are many needs for further knowledge development, both in documenting existing and living Indigenous knowledge and to conduct research supporting the knowledge foundation for decision-making for the Sámi people.

The Sámi society, as all societies, need a knowledge foundation to base the decision-making upon. This is particularly important in a time of rapid societal, environmental and economic changes. Without such knowledge base and data, decisions and policies will have to be based upon assumptions. It is often said, that science builds societies. Research and science priorities and programs are developed based on the need the political level and governing bodies see for the future development of their society. The Sámi society sees a lot of gaps in knowledge to document and learn about the past, to understand the present and prepare for future challenges for the Sámi people. To identify knowledge gaps and research needs is in itself empowerment of the people.

Rationale

Based on the Arctic Council Permanent Participants definition¹, the Indigenous Knowledge is a systematic way of thinking and knowing that is elaborated and applied to phenomena across biological, physical, cultural and linguistic systems. Indigenous Knowledge is owned by the holders of that knowledge, often collectively, and is uniquely expressed and transmitted through indigenous languages. It is a body of knowledge generated through cultural practices, lived experiences including extensive and multi-generational observations, lessons and skills. It has been developed and verified over millennia and is still developing in a living process, including knowledge acquired today and in the future, and it is passed on from generation to generation.

The objective of the list of research needs and knowledge gaps is twofold: i) to provide guidance for Sámi institutions, students and politicians to make priorities for their knowledge production and identify research topics. It would identify knowledge gaps and motivate for further research and help identifying research fields, ii) to provide guidance for Sámi institutions to identify topics when

¹ The Permanent Participants Ottawa Indigenous Knowledge Principles can be downloaded from this webpage: <http://www.saamicouncil.net/documents/eara-dokumeanttat/>

seeking collaborators in Arctic research, e.g., with Arctic Council observers and when seeking collaboration/partnership in big programs such as EU Research programs/ Nordic programs/Interreg and so on. Maybe it could also be a useful tool for Sámi institutions and organizations to coordinate their initiatives and support each other in knowledge production.

Documentation of indigenous knowledge is an internal matter for the Sámi society and should be conducted in the local communities, through existing institutions such as museums or other locally based knowledge or competence centers. Research can also be internal, cover local needs and fill a purpose in Sámi society, or a study of internal Sámi relations. Research is also external in nature, it is conducted in internationally recognized methods and is open to everyone interested, while the issues might be sensitive for some people or the cultural specific matters might be interpreted with external lenses not respectful to the culture in question, maintaining already existing distrust to scientists and researchers in the Sámi community.

There are many questions and challenges that can be faced with science, to prevent misinterpretation and misunderstanding at various stages of a study. Free, Prior and Informed Consent (FPIC) is an internationally recognized principle that ensures Indigenous Peoples have a say in matters concerning them, the right to say no and or to say yes – also related to science. FPIC are general of nature but could be operationalized for research through Guidelines for Research in Sápmi. FPIC could be operationalized for various fields through guidelines, which are not discussed in this paper.

Method

The Saami Council has during winter 2018/19 carried out a simple hearing process to get input to the Sámi Arctic Strategy section on Research Priorities. We contacted individuals at Sámi institutions and organizations that either have a national or international mandate or responsibility, or somehow engage at these levels. The responses are based on the individual's experiences and not necessarily strategies or policies of the institutions. Most of the responses were given orally, while some submitted written feedback that was discussed formally in their institutions. About 30 individuals throughout Sápmi shared their thoughts and provided input during the preparation of the document. Barely any of the institutions have their own Arctic Strategy or research strategy. Some had previously identified knowledge gaps that were presented in reports, white papers or declarations.

The conversations were guided by the following questions:

- i. What are in your mind and based on your experience the top three research priorities for Sápmi?
- ii. What do you see as essential knowledge gaps?
- iii. Does your institution have an Arctic strategy or research strategy?

Research Topics based on Received Input

The identified knowledge gaps and ideas for further study are listed below. They are listed here merely as ideas for inspiration. These bullet points do not outline the Saami Council's priorities but is meant to demonstrate the wealth of topics and knowledge gaps that would deserve further research or study and areas that grant programs could base priorities upon. Nor is it an exhaustive list, but we hope it would trigger some further thoughts and activities.

Some bullet points are quite focused, while others are broader in nature. This shows the richness in the feedback received from respondents even through the rather limited round of conversations carried out during the hearing. We hope the research priorities would become a living document that could be useful and used by Sámi institutions as well as students.

While a lot of knowledge gaps were identified, it is worth to note that it would be valuable to conduct several studies on the same or similar topic to enforce and strengthen the point, if there already exists a study on e.g. how electricity lines impact reindeer, or how mine tailings impact the marine environment the Sámi fisheries depend on, comparable studies showing similar outcomes, would strengthen the argument.

Data and demography

[Keywords: outmigration, birth rate, language use, labour immigration, SDG2030]

There is generally a lack of baseline data on the Sámi people, Sámi society, culture and livelihood as such. Only the Russian Federation has exact numbers on people of Sámi heritage. Some geographically based statistics are available in the series “Sámi logut muitalit – Samiske tall forteller” (Norwegian side). These reports also present knowledge gaps in their recommendations.

Lack of data make measurements towards any goals challenging, including the UN agreed Sustainable Development Goals (SDG) - Agenda2030. It will make planning within various societal fields challenging and it will also be challenging for political leadership to make grant schemes that match the needs in the society.

A long-time recognized challenge for the local communities in Sápmi is outmigration, low birth rate, and unsecure economic opportunities. Stable demographic development in Sámi communities is needed. This could be seen in connection to economic development in these areas.

New and advanced technology makes it easy to collect and store data for different purposes. This is regulated by legislation. There is also a need to create awareness that data collected for Sámi needs, e.g. in land use, should not be taken out of context and interpreted by others.

Topics:

- Demography in Sápmi - how and why Sámi people migrate, about Sámi settlement in cities, and why do people leave or remain in their communities?
- Study measures to ensure positive demographic development in Sámi communities.
- Will labour migration into Sámi communities impact Sámi culture and language there, how to integrate newcomers into Sámi culture?
- Language use in various regions in Sápmi, specifically in boundary areas (coast-inland, dialect and language boundaries).
- Language choices in different settings: why do parents make the choices they do, when do people choose to speak Sámi and when not, where is Sámi used and for what needs?
- Analysis of the SDG2030 agenda from a Sámi perspective.
- Lack of data, statistics and academic references within the field of art and cultural expressions that would strengthen the facilitation of support instruments and grant schemes.
- Map the historical land use; make use of existing mapping tools and new technology for mapping.

- Develop the concept of Community based Monitoring in environmental monitoring efforts and informing decision-making for management of natural resources.
- Is there internalized racism in Sápmi and what impacts do it have in the Sámi society?

Cultural heritage and history

[Keywords: Joint Sámi history, place names, mapping, documentation, land rights]

Documentation and mapping of cultural heritage, place names and writing the history is important when documenting Sámi land use and culture. The history serves as foundation for arguing for recognition of Sámi rights. History is a field that deserves more attention. A respondent called for a Sámi history that also describes the national state legislation and societal structures that affect the Sámi people. This would increase the mutual understanding of each other internally and would strengthen the belongingness and feeling of unity. While general history of Sápmi exists, this is only recently written by Sámi themselves. There is still little recognition of the history of marginalized Sámi areas, beyond randomly documented and collected local history.

History and cultural heritage are fields where past and present imbalance in power relations becomes visible. Maps of Sámi areas have only in some regions and only recently got Sámi place names included. Place names are a cultural heritage that tells a story of presence and use of the area. Others pointed to that the cultural heritage stemming from the greater society has gained recognition and protection, while even older Sámi heritage in the same area has not achieved the same recognition.

Topics:

- Gather a common history for the whole of Sápmi, including overview of legislation and societal structures affecting the Sámi in the different countries.
- Historical development of Sámi (traditional) livelihoods, including recent coastal Sámi history. The same applies for other marginalized areas in Sápmi.
- In order to protect the Sámi land and cultural heritage, there is a need to map the land and the land use through time and develop inventories of the historical use of the areas.
- Documentation of place names also documents Sámi presence and use.
- There is a need to reinforce, prioritize and educate our people in how to make inventories of the cultural findings in the landscape.
- Questions such as: how come that the Pilgrim lanes are protected, and not the Sámi migration routes in the same landscape, and in fact are older and should be protected on the same terms.

Indigenous Peoples Rights connected to Land and territories

[Keywords: tipping points of a right, Land use and governance systems, community protocols, holistic approach, Indigenous led impact assessments, technology transfer]

There are many research needs identified connected to Indigenous Peoples and Sámi rights, Indigenous Peoples' rights apply to many fields, such as health, language and education and so on. There are rights to a past, rights to a future and rights to self-determination. There is a general lack of recognition of Sámi rights to land and territories, including marine areas, in Sápmi. In general, there is a need to ensure good information to members of the Sámi society about their rights as indigenous peoples.

An approach to study indigenous rights, could be to ask how to identify the threshold or the tipping point on how much a right can be restricted or reduced before it can or will be considered violation/deterioration of a right (e.g. loss of pastures, reduction of reindeer in a herd, degradation of the environment, marine and terrestrial)?

Another little described field is the Sámi traditional governance system. It holds many elements and approaches that are little described in literature and are not in formal use today. Lack of recognition of these concepts might cause differences in "*riekteáddejupmi*" - the understanding of what is right and not right to do. Some examples of such concepts are listed below.

Some respondents expressed frustration of lack of recognition of Sámi rights in existing legislation, and in some cases lack of implementation of legislation and guidelines that recognize Sámi rights.

Topics:

- Elements of traditional Sámi governance methods such as "*soabadoallan*", how have people traditionally solved conflicts between communities and negotiated distribution of resources and land use (community protocols), how can these be applied today, especially related to conflicts?
- Ways to implement a holistic approach in legal frameworks and tools in land and resource management that also regulate Sámi livelihoods and practices (laws that regulates the harvest activities, Impact assessments, land use planning, strategic planning, ecosystem approach, ecosystem services etc.).
- Reasons for lack of implementation of existing legal framework.
- Investigate how much a right can be restricted or reduced before it can or will be considered violated or deteriorated.
- Study cumulative effects of land use, land use change and degradation of land, also related to rights.
- Further develop and try out indigenous peoples' led impact assessment, that would assess the total impacts of encroachments on the Sámi culture in the impacted and surrounding areas.
- Develop an overview of natural resources in Sápmi, including governing and management system of these resources, consider if valuation of these resources would be beneficial (valuation of ecosystem services).
- Study the use of existing mapping tools, as well as new technology for mapping, for the Sámi peoples' own needs, such as RenGIS, on Swedish side.
- Develop measures to avoid misuse of data gathered with modern technology.

Environment, Climate Change and Ecosystem Services

[Keywords: nature, values, ecosystem approach, community-based monitoring, cumulative effects, indigenous knowledge, IPBES]

"Nature is generally declining less rapidly in indigenous peoples' land than in other lands, but is nevertheless declining, as is the knowledge of how to manage it."

IPBES Global Assessment Summary for Policy Makers (May 6, 2019)

Protection and caring for nature, the surroundings and the ecosystems are at the core of Sámi interests. Traditional livelihoods and subsistence activities such as reindeer herding, fishing, hunting, gathering and duodji are still the foundation for Sámi culture. Protection of Sámi Peoples culture and customary sustainable use of the nature is also a protection of the environment - and vice versa. Indigenous knowledge is an integral part of this system. In times of rapid environmental, climate and socio-economic changes, new knowledge is needed to cope and to adapt.

Knowledge produced, especially for rapidly changing circumstances, should be based on best available knowledge, both Sámi Indigenous Knowledge and science. With environmental change, many actors are looking to the Arctic for new opportunities, in particular for economic development and development of green energy to support a green shift in the energy sector. These factors cause an immense change in land use in Sápmi, which again causes environmental change. In Sápmi this has been described as green colonialism.

“We need to be prepared to cope with climate changes. What appears like a strange weather event today, might be the standard in the future.”

Internationally there is a focus on ecosystem service and valuation of nature benefits. It is challenging to follow that line for Indigenous cultures, as indigenous peoples consider the values of ecosystems as indefinitely. There is a need for clearer picture of the value of protecting ecosystems that are important for reindeer pasture and value of local fisheries versus establishment of e.g. mining projects and aqua culture.

Topics:

- Study the effects and impacts of climate change, and related cumulative changes, and how to be prepared and to deal with it or cope with them.
- Develop adaptation strategies on how to face new environmental conditions and shifts in biodiversity and how to match political measures and decision-making to changed realities.
- Communication of Indigenous Knowledge and science back to the Sámi societies as well as to the authorities and decision-making bodies.
- Develop the concept of Community-based monitoring in Sápmi, potentially together with other Arctic indigenous peoples that hold similar experiences.
- Study the loss of pastures, and how that impacts the culture and traditions.
- Impacts of overfishing in close and distant waters.
- Impacts of encroachments and pollution of fjords on the state of marine ecosystems.
- Investigate contaminants and their impacts in Sápmi, focus on past and present industrial projects, monitor changes in e.g. impacts on fauna.
- Climate action-oriented research, such as how to grow or sustain lichen in a changing climate and how to restore landscape and biodiversity after deforestation?
- Study predators and their dietary switch and how climate change will impact different predators and the bioaccumulated toxins that follow them.
- More studies on how reindeers contribute to biodiversity.
- Studies to check out IPBES conclusion that nature is declining less rapidly in indigenous peoples' land.
- Study the cultural value of ecosystem services as basis for Sámi culture.

Animal Health and ethics

[Keywords: animal ethics, invasive species, new animal diseases, predators, land degradation]

Several respondents spoke beyond land use and livelihoods, and pointed to needs for knowledge about animal, and animal health, and an approach where especially the reindeer is put in the center of the discussion. Diseases on reindeer (and other animals) are expected to increase due to the milder weather conditions and new vegetation that are invasive to Sápmi. Under those conditions arrives also new species as insects, birds and other animals. Because of a change in environmental and climate conditions it is to be expected that the invasive species and the domestic species will interact. Ethical questions with the reindeer at the center were raised:

- Do the reindeers themselves have rights, when does the activities on the land impact reindeer or animal to an extent that the activities become unethical?
- Does fragmentation of land and deforestation make the reindeer starve?
- To what degree are predators and exploitations stressing the reindeers, does it impact their health (e.g. stomach and intestines)?
- Impacts of predators in Sámi areas, including focus on trust building between the e.g. reindeer husbandry and the authorities.
- Document traditional practices regarding predator management.
- Monitor interactions between invasive and native species for diseases that might follow from interactions and a potential change in food system between the species, might cause a change in where toxic chemicals as heavy metals are concentrated.
- Ecological effects of emissions to air (e.g. black carbon) on health of nature and animals.
- Need more veterinarians in Sápmi in general, while there is a challenge that there is little focus on reindeer in the veterinarian training.

Indigenous Knowledge

[Keywords: institutions building, Sámi customs, self-determination, co-production of knowledge, food, legends]

Indigenous knowledge is a cross-cutting theme throughout this document, but there are still some specific priorities that can be identified. In general, it was identified a need to build more institutions around indigenous knowledge documentation, establish a network between them and further investigate in ways Indigenous Knowledge will inform a decision-making that also builds the Sámi societies. In rapid environmental and socio-economic change, changes might go beyond the experience of indigenous knowledge. This is among the reasons why science itself also is important in building and strengthening the Sámi societies. Use of best available knowledge, co-production of knowledge, cross-disciplinary research are phrases used to support knowledge production for societies today.

Sápmi needs its own research institute. A strong Sámi center that can grab and distribute all the initiatives and calls for participation of Sámi knowledge holder and experts in assessments and research projects coming from outside, both at national and international (incl. Arctic) level.

“Manne mii ále gártat dáistalit lágaiguin mat leat ráhkaduvvon váldoálbmoga čálmiguin”

Indigenous knowledge section is also the place to focus on our own inherit concepts of things, that are little described and recognized. Sámi legends and story, songs and “luođit” hold lessons for us.

- What would we change in the Sámi society if Sámi self-determination was realized, and what would we change it to?
- How to ensure that Sámi reindeer husbandry is conducted in accordance with Sámi traditions and in harmony with nature, assess how State legislation do not recognize Sámi traditional ways.
- Study what steps need to be taken to create socially inclusive and indigenous-led conservation areas in Sápmi?
- Study and document traditional food and medicine.
- Document Sámi legends and traditions.
- Study issues around use and misuse of Sámi culture, its symbols and cultural expressions that should be protected by intellectual property rights.
- Secure respect of Sámi ownership of Sámi culture, symbols and intellectual property.

Sámi Languages

[Keywords: technology, big data, knowledge transfer]

“If language exists, people exist.”

Sámi languages are fundamental for the Sámi culture, and are among the main mean to transfer knowledge. There is a great potential for language use and promotion in technology. The Sámi languages are more an internal affair and several institutions are already devoted to work on languages. While there are immense needs in the field of languages, not many respondents brought up language related issues. That might be due to the selection of respondents mainly focus on environmental and international relations, or that they just mentioned languages in general and not specific topic tied to it.

Indigenous knowledge and indigenous languages are inextricably linked, which again are linked to the environment they are developed within. The environment to which the indigenous languages apply are changing dramatically, putting the indigenous languages under threat. At the same time the Indigenous languages hold knowledge related to biodiversity, climate change adaptation and resilience and can thus hold solutions to face the changing Arctic.

Topics:

- Map the situation of the Sámi languages in various areas and regions, such as on the coast and other areas that have faced language shift due to Norwegianization/ Swedification/ Russification/ Finnicization.
- Modern technology and tools should be available in all Sámi languages, to be attractive for Sámi users to use Sámi languages for all purposes.
- Need for big data, to support artificial intelligence, google, voice gadgets and electronic language instruments and tools.

- Initiatives to support Arctic Indigenous languages, document terminology related to biodiversity, climate change adaptation and resilience and understand the interconnections between culture and nature.

“The Sámi languages keep losing terrain due to technological innovations, while they rather could benefit from the same technological development.”

Health and well-being

[Keywords: mental health, suicide, violence, pollution, stress, lack of understanding of Sámi issues in the greater society]

The public health care system lack knowledge about Sámi languages and culture, and thus it too often fails to provide language and cultural appropriate health care services and information material. Sámi people and culture should be a subject at medical studies. Sámi specific health information might however be challenging to keep records of due to restrictions on keeping records of ethnicity.

A study on Norwegian side of Sápmi showed that both Sámi men and women experience more domestic violence in the Sámi society than among people in the greater society. 49 % of Sámi women had experienced violence and abuse, compared to 16% of the women in the greater society. Studies on Swedish side of the Sami border showed that 33% of young Sami reindeer herders struggle with suicidal thoughts. This shows an acute need for further research in all of Sápmi.

Rapid socio-economic changes might have impacts on people health. Insecurity and lack of prosperity related to the future might create mental and physical stress.

Topics

- Document and develop understanding of Sámi people’s needs and raise awareness of the differences between Sámi and the majority culture in order to develop cultural appropriate health care and treatments methods.
- Include the Sámi specific information in national health registers to support research and potentially improve cultural appropriate treatment.
- Research around mental health and addiction issues (substance abuse).
- Study possible relationship between violence and substance abuse at one side and historical trauma, colonialization and rapid societal change, on the other.
- Study all Sámi gender roles including non-heteronormative gender roles, and investigate the links to language, mental wellbeing, position in society and gender role patterns.
- Study Sámi gender roles, and the culturally based expectations for being a “strong woman” and a “macho man” and which impacts they have on both physical and mental health.
- Study the interaction between physical and psychiatric health.
- What impacts economic development and encroachments have on ecosystems, animal life and peoples' well-being.
- Study topic around pollution and its impact on human health.

Entrepreneurship, business and industry in Sápmi

[Keywords: Small and Micro-sized Enterprises, circular economy, indigenous economy, cross-border market opportunities, sustainable tourism, green energy, Sámiified investments]

Several respondents addressed issues around business. There are two directions concerning business, one is the Sámi business, often Small and medium-sized Enterprises (SME) (or rather Small and Micro-sized Enterprises) and their needs – the other is external enterprises conducting their business and establishing industry in Sápmi, often multinational companies. Both approaches will be addressed here. The Sámi culture depends on vital communities and business development that supports the communities. There is increasing focus on circular economy vs. linear economy.

Focus on action science – where a close connection between science and use is ensured. Look at opportunities vs. challenges, be bolder on all the possibilities in Sámi communities. This is important to address the demographic issues described earlier. Action science as described here, might be particularly useful and beneficial development of economies.

As Sápmi extends over four countries there is huge potential for extended market opportunities and cross-border cooperation. At the same time, development and strengthening of industries/businesses are currently being organized within the respective national borders where cross-border collaboration is not a priority.

Topics:

- What effect do the national borders have on the development and market access of Sámi industries/businesses?
- How to facilitate Sami industries/businesses to reach their market potential?
- What is circular economy from a Sámi standpoint, how can principles for circular economy be implemented into Sámi economies.
- Assessment of Sámi businesses and enterprises: who are they, what do they do and what do they need?
- How to make the rural areas economically sustainable, how to ensure sustainability in business, both with in the more traditional enterprises and the more innovative ones.
- Studies on how to make value creation for local economies.
- What is innovation from a Sámi point of view and how to facilitate innovation across borders?
- Study how to make best use of digital solutions to, for example, enable vessels and fleet that is modern and that can adapt rapidly to the consumers/marked needs.

Multinational businesses and investments to among other things promote green energy development look to Sápmi for new opportunities and raises many questions to be solved:

- Do an assessment and develop research questions around indigenous peoples and industry relations.
- Develop ethical guidelines for Sámi as indigenous peoples - industry relationship.
- How to make the industrial development, when accepted, to respect and take care of Sámi interests?
- How to sámify the new investments coming in?

- In dialogue between Sámi people and industry, study cases to look into what companies said and promised in the beginning of a project compared to what is actually done throughout and after the project.
- How to balance protection of land and resources at one hand and accept new business and industrial development on the other?
- How to ensure that new business established in Sápmi generating income for themselves, share the benefits to Sámi societies?

Sámi culture has great interest and economic value both on national and international level in tourism, music, film etc. At the same time, it's not the Sámi community that benefits most from the commercialization of Sámi culture today. The Sámi community experiences abuse, stealing and copying of Sámi cultural expressions without dialogue and consent. Sámi culture is collectively owned by the Sámi people and is therefore not protected by national laws on property rights, copyright, etc. This puts Sámi culture in a vulnerable position.

Sámi tourism includes both Sámi businesses and businesses selling Sámi products. It is an industry with ongoing turbulence and debates related to appropriation and ethics, which hinders development, recruitment and innovation. At the same time, Sámi tourism is characterized by a lack of statistics to base strategies on, resources and knowledge about product and network development, as well as customer understanding.

- Study intellectual property rights from a Sámi point of view and how to strengthen the Sámi community's enforcement of its property rights.
- What is Sustainable tourism from a Sámi point of view?
- Develop ethical guidelines for Sámi tourism.
- Map out Sámi tourism companies knowledge needs.
- Research around innovation and entrepreneurship is needed, and connected to that, issues such as ethics and intellectual property rights (re. use of traditional patterns, tourism, etc.).

Duodji. Art and cultural expressions

Duodji is specific Sámi handicraft of all forms passed on through generations. A lot of knowledge is tied into duodji and the material used. Duodji carries a lot of cultural value linked to identity, spirituality, language, knowledge, restoration of colonial practices, connection to land and so on. Duodji is a practice and mastering. We have little statistics and research on the situation for duodji today, where much of the knowledge is communicated verbally and informal. There is a need to strengthen the duodji institutions, duodji organizations and map the duodji's status.

There is also a need to discuss how to draw the line between traditional duodji, Sámi art and design.

- What is the status of duodji today and what measures ensure a sustainable future for duodji?
- There is a need to develop research method that is based on the Sámi worldview to ensure correct knowledge gathering when researching duodji.
- Study form and function of every day duodji in certain areas to understand the societies and migrations.
- Study how gender and knowledge, land and memories are connected to duodji.

- How do challenges in the reindeer herding industry affect duodji?
- Reconstructions of “gákti” in Sámi communities that has faced strong colonialization.
- Document and study Sámi ornaments and patterns on Sámi woodwork and ceramics from prehistorical time.

There is a lack of knowledge about Sámi art and culture in the greater society. This is challenging as it upholds continuous exoticification, marginalization and exclusion of Sámi art expressions from state support mechanisms. Support mechanisms for Sami art and culture are organized within national borders, while the Sami cultural field works across both border and genre. Art is free, creative and contributes to understanding the reality and forms the future, modern Sámi art has demonstrated its importance for critical public debate and discourse. There is a need to strengthen the Sámi knowledge institutions for research on Sámi art, as well as support the national institutions need to address and take responsibility for the cultural expression of Sámi artists and duojár.

- Study how Sámi art and cultural expressions are included in and works in the Sámi society.
- Describe the theoretical approach and perspectives based on Sámi Art and cultural expressions and further develop this field based on Sámi reality and world view.
- Study of the relationship between Sámi art and politics
- Does today's organization of financial support and other support instruments adequately target the Sami arts and culture field?

There is a potential in developing traditional Sámi storytelling and “luođit” for new technological platforms. Sámi culture, history and contemporary society needs to manifest itself by modern means, on film and other new technological platforms, to remain relevant for the upcoming generations and to show who we are to the outside world.

- Study the development of the Sámi film history and industry.
- Document Sámi “juoigan” and “muitalus” language, make a catalogue.
- Study how Sámi storytelling is transferred to modern times
- Study if a Sámi dramaturgy exists and describe what it would be.
- Documentation of stories, legends, “luođit”, and develop measures on property rights connected to further use of these on other platforms.

General Input

This paper aims to identify what a selection of Sámi Institutions and organizations see needed for future research and knowledge documentation. Undoubtedly, a lot of important research is already done and is underway in Sápmi. Some of this is less known in Sápmi, due to less focus on communication of the findings out to the Sámi society, to the greater society and the international field of e.g. indigenous research. Communication is a demanding and time-consuming task but is an important aspect of knowledge production. Another aspect of communication that was raised, is the reliability of the information about Sámi, this is a growing concern brought up by Sámi respondents on the Russian side of Sápmi.

Through the process, four specific professions were called for: more veterinarians, more historians, education in dramaturgy and a permanent film education and Sámi art studies.

Maybe the largest unstudied fields are elements entailed in the Sámi indigenous knowledge, the silent and yet oral knowledge. The Sámi governance, the Sámi community protocols, the Sámi values.

In describing the traditional structures in our societies, would be an important step towards decolonizing the Sámi culture and take real steps towards self-determination. One way is to decolonize the science and even the science questions being asked in order to protect, build and strengthen the Sámi society.

The Sámi people live in four countries, while Sámi researchers are based in institutions operating within one of the four countries national framework, also those with mandate to cover whole of Sápmi. The institutions and individual scientist or researcher should be challenged to enforce a full Sámi approach or perspective into their studies, where possible. It is a tough task to stretch the framework the Sámi people operates within. Such an approach would strengthen the feeling of affiliation and unity, and the imbalance in power relations would also be challenged. It might feel as a heavy responsibility and an extra burden to become a Sámi scientist, but also double the rewarding.

Within technology, the respondents called for several things, such as to establish a sound studio with the highest possible technology for film, media and sound. Such a studio and technology would not only benefit the film industry in Sápmi, but also the journalist and teacher training. Technology and big data is also important to facilitate to make the use of Sámi languages possible in the rapidly developing digital world.

Lack of data is a great concern, technology could help to develop statistics based on a digital population, but this is apparently a challenge for such a small population. Lack of data is a concern for societal planning and for political decision-making, otherwise the planning is left to assumptions.

Conclusion

The Saami Council Arctic strategy aims to establish a relationship as an active partner for the civil Sámi society, governments, NGOs, IGOs, and others that, through international cooperation, will build a strong and sustainable Sápmi in the Arctic. While this document “Building Knowledge in Sápmi – A List of Knowledge Gaps and Research Needs” aims to support the Sámi knowledge community where it meets the greater society in seeking partnerships in projects anchored in national and international programs for research funding.

The objective of the list of research needs and knowledge gaps is to provide guidance for Sámi institutions, students and politicians to make priorities for their knowledge production and identify research topics. We hope it identifies knowledge gaps and motivate for further research and can be a tool to identify research fields.

It should also provide guidance for Sámi institutions to identify topics when seeking collaborators in Arctic research, e.g., with Arctic Council observers and when seeking collaboration and partnership in large programs such as EU Research programs, Nordic Research Programs and national Research program. Maybe it also can be a useful tool for Sámi institutions and organizations to coordinate their initiatives and support each other in knowledge production. The end objective is to build the Sámi societies by strengthening the knowledge foundation to face a rapidly changing environment.

The processes of identifying topics that need further research and knowledge gaps have been a very interesting and inspiring one. Some frustration around lack of funding and capacity could be sensed, but most of all people are very enthusiastic about their specific fields and focus areas.