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**Report of the Canadian Parliamentary Delegation on the  
meeting of the Standing Committee of Parliamentarians of  
the Arctic Region**

**Canada-Europe Parliamentary Association**

**Rovaniemi, Finland  
28-29 February 2008**

# Report

## INTRODUCTION

The Canadian delegation to the 28-29 February 2008 meeting of the Standing Committee of Parliamentarians of the Arctic Region (the Standing Committee) consisted of the Honourable Yoine Goldstein. Accompanying the delegation was Mr. Tim Williams from the Parliamentary Information and Research Service of the Library of Parliament as advisor to the delegation.

The Conference of Parliamentarians of the Arctic Region is a parliamentary body comprising delegations appointed by the national parliaments of the Arctic states (Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden, the United States of America) and the European Parliament. The conference also includes Permanent Participants representing Indigenous peoples, as well as observers. The conference meets every two years. The Seventh Conference was held in Kiruna, Sweden on 2-4 August 2006 with the eighth to be held in Fairbanks, Alaska, U.S.A., on 12-14 August of 2008.

Between conferences, Arctic parliamentary cooperation is carried on by the Standing Committee, which started its activities in 1994. The Conference and Standing Committee take initiatives to further Arctic cooperation, and act, in particular, as a parliamentary forum for issues relevant to the work of the Arctic Council. The Standing Committee takes part in the work of the Council as an observer.<sup>1</sup>

## MEETING SUMMARY

### JOINT MEETING WITH THE UNIVERSITY OF THE ARCTIC RECTORS' FORUM

The meeting in Rovaniemi was different from usual as it began with a joint meeting with the University of the Arctic Rectors' Forum. Due to the importance of education to the improvement of living conditions in the Arctic, the University of the Arctic has been close to the hearts of many Arctic parliamentarians. The statement of the Seventh Conference of Parliamentarians of the Arctic Region included two references to the University requesting governments to increase funding and recognising the importance of it in promoting the Arctic and science in the Arctic region, with a focus on the younger generation.

## INTRODUCTION

The joint meeting began with a keynote address by Mr. Hannes Manninen, chair of the finance committee of the Finnish Parliament. Mr. Manninen emphasised the need for practical approaches based on facts that can work in practice and have the acceptance of all major players. He looked to increased involvement of the European Union suggesting an increased role for the European Commission in the Arctic Council and emphasizing the EU's Northern Dimension as an example of international effort with positive results. He emphasized the human dimension of the Arctic referring to the importance of both the United Nations Declaration on the Rights of Indigenous Peoples and the International Labour Organisation's Convention (No. 169) concerning

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<sup>1</sup> Conference of Parliamentarians of the Arctic Region, <http://www.arcticparl.org/> accessed 6 December 2007

Indigenous and Tribal Peoples in Independent Countries. He concluded his remarks by emphasizing the importance of young people in the Arctic and the role of the University of the Arctic in supporting them.

## THEMATIC SESSION 1, ADAPATION TO CLIMATE CHANGE

Dr. Grete Hovelsdrud of the Center for International Climate and Environment Research Oslo (CICERO Norway) followed with an introduction to the concepts of adaptation to climate change. Stressing that adaptation is generally driven by local needs, she noted that it is linked to international activities and that it should not be seen as an alternative to reducing emissions of greenhouse gases. Adaptation and mitigation are both necessary. In the Arctic, climate change is happening twice as fast as the global average and some observed changes are happening faster than model predictions. Changes will bring opportunities and constraints.

Dr. Hovlesdrud used the case study of Hammerfest, Norway to illustrate the many factors affecting vulnerability to climate change in various sectors. This included planning infrastructure and buildings at the municipal level for changes to precipitation and increased risks of avalanche. Transportation by road, air and within the harbour would all be affected. The oil and gas industry must plan its installations for sea level change and storm increases. In addition the oil and gas sector operated in an uncertain environmental regulatory framework arising from mitigation efforts.

Uncertainty in planning includes not knowing the extent of change that might be attributable to climate change. Layered on top of this are multiple drivers of change including social and economic factors. The political challenge includes building planning for climate change into the normal planning processes (“mainstreaming”) and the need to collaborate across communities and borders. Examples were given of international cooperation such as the Arctic Council’s Vulnerability and Adaptation to Climate Change in the Arctic program, the Many Strong Voices (Climate Change in the Arctic and Small Island Developing States) and CICERO’s Community Adaptation and Vulnerability in the Arctic Regions (CAVIAR) program.

This background information was brought into focus by a presentation by Mr. Klemetti Näkkäljärvi, President of the Saami parliament. Noting that the pollution to which the Saami are being forced to adapt comes from elsewhere, he emphasised that the Saami were particularly affected as a nature-oriented culture. Some of the effects they see are up to 7°C increase in winter temperature and many changes to snow. Importantly the type of snow falling was more important than the quantity. Crust build up makes it difficult for reindeer to dig for food in winter. Adaptation may have to include finding external sources of food for the herds.

In the past, Saami herders would adapt by moving, but this was now being restricted by borders and legislation. Governments need to discuss plans with indigenous populations and need to help Saami find new resources and give them more control over land. To the Saami it is about ensuring the capability of passing their culture on to future generations.

The Canadian Delegate, the Honourable Senator Yoine Goldstein then followed with a discussion of adaptation from both a local or “micro” point of view and a “macro” point of

view, where there is a clear role for governments and international cooperation (see appendix for a copy of the presentation). He concluded by emphasising the need to anticipate change, to observe it and make the right changes in response. Without the successful combination of all of these steps communities risk collapse.

## THEMATIC SESSION 2: BORDERS AND ACCESS TO THE SEA

Diana Wallis, vice president of the European Parliament opened the session on borders and access to the sea with discussion of lessons from the European Union (EU). As a proponent of a comprehensive charter for the Arctic region Ms. Wallis reiterated her support while acknowledging geopolitical barriers. In the meantime support was given for a strengthened Arctic Council. It was suggested that the EU's cross border governance model could be applied to the Arctic Council toward this end. She extolled the virtues of the EU's Northern Dimension which has expanded to include Iceland, Norway and Russia as full partners. It was noted that the push for the Northern Dimension came from parliamentarians. Though the Northern Dimension boasts some success, it necessarily has a Baltic focus. It was suggested that a holistic high arctic policy was necessary. In Ms. Wallis' opinion, with international law losing weight in the Arctic, the EU should try to push the limits of Arctic governance.

Professor Bernard Coakley (Geophysical Institute, University of Alaska and Chair, ICARP II Working Group 4, Deep Central Basin of the Arctic Ocean) followed with a presentation on the practicalities of nations making claims to an extended continental shelf under Article 76 of the United Nations Convention on the Law of the Sea (UNCLOS). Professor Coakley described the Article 76 rules for defining the extended continental shelf. There are limits to the distance that can be claimed as defined by either of two methodologies. The continental shelf may not extend beyond 350 nautical miles (648 km) from the baselines from which the territorial sea is measured. An alternative methodology, would define the maximum extent as not more than 100 nautical miles (185 km) beyond the point at which the seabed lies at a depth of 2,500 metres. A country making a claim may select which of these rules it wants to apply in any given area. As a result, in some cases the shelf may extend beyond 350 nautical miles.

Throughout his presentation Professor Coakley noted the remarkable level of cooperation, born out of necessity, between nations performing scientific surveys of the Arctic sea bed. Bathymetric, gravitational and magnetic analysis forms the core of the surveys and all were being performed cooperatively. This could lead so far as to joint submissions to the Commission. This could be done to facilitate the collection and sharing of data, sidestep boundary disputes or to maximise claimed areas.

Dr. Kari Hakapää, Professor of International Law, University of Lapland, concluded the presentations with a discussion of international law as it applies to the Arctic. He stressed that there are few international laws dedicated solely to the Arctic. With the Arctic being largely an ocean surrounded by land, as opposed to the Antarctic, the overriding international convention is UNCLOS. Finalized in 1982, what has been called the constitution of the seas came into force in 1994 and 155 nations have ratified the convention as of February 2008. A major missing nation is that of the United States of America, which has not signed, according to Dr. Hakapää, in large part because of

the deep sea mining provisions of the convention. Dr. Hakapää also pointed to Article 234 of the Convention as particularly relevant to the Arctic. This article refers to Ice Covered Areas and states:

Coastal States have the right to adopt and enforce non-discriminatory laws and regulations for the prevention, reduction and control of marine pollution from vessels in ice-covered areas within the limits of the exclusive economic zone, where particularly severe climatic conditions and the presence of ice covering such areas for most of the year create obstructions or exceptional hazards to navigation, and pollution of the marine environment could cause major harm to or irreversible disturbance of the ecological balance. Such laws and regulations shall have due regard to navigation and the protection and preservation of the marine environment based on the best available scientific evidence.

Other important international legal frameworks are under the auspices of the International Maritime Organisation and deal with, among other things, navigation and pollution. These would include the International Convention for the Safety of Life at Sea (SOLAS), 1974 and International Convention for the Prevention of Pollution from Ships, 1973, as modified by the Protocol of 1978 relating thereto (MARPOL 73/78).

The Arctic Council was mentioned as an international organisation. However it was noted that it is not based on a legally binding agreement and as such administered a type of “soft law.”

Dr. Hakapää commented on the possibility of a treaty specific to the Arctic. He pointed out that the drive for such an agreement was not coming from governments but was generally coming from non-Governmental organizations and academics. There is a need to examine the goals of such a treaty and decide if the current legal regime, as previously outlined, could be improved to meet these goals.

In concluding the sessions, the co-chairs remarked that we must constantly remind ourselves that the Earth is our only common heritage. With the Arctic encompassing tens of millions of people and 10 nations, cooperation is essential. This is a global responsibility as well because people, who will not have to live the consequences, may be making decisions elsewhere. Scientists and, most importantly, the people of the Arctic must be listened to closely in making decisions with global impact.

## **STANDING COMMITTEE OF PARLIAMENTARIANS OF THE ARCTIC REGION**

### **REPORT FROM THE NORWEGIAN PRESIDENCY OF THE ARCTIC COUNCIL**

Mr. Robert Kvile, Senior Arctic Official in the Ministry of Foreign Affairs, Norway, gave an overview of the status of the work in the Arctic Council. He began by commenting on the need for a new Arctic charter. While he supported the Committee’s “mapping” process and gap analysis of the current legal regime in the Arctic there was probably not a need for a new charter.

Given the growing importance of the Arctic, interest by states and organizations in the Arctic Council is growing. “Observers” are those states and organizations that the Arctic Council determines can contribute to its work. Addition of China and Italy as observers will be dealt with in the spring of 2008. Care must be taken to keep the Council to a manageable size.

The Snow, Water, Ice and Permafrost in the Arctic (SWIPA) proposal was first presented by the Arctic Monitoring and Assessment Program (AMAP) of the Council one year ago. Two delegations of Senior Arctic Officials (SAO) felt that the scope of the proposal was too broad. It will be presented again in the spring though one delegation has stated that it may start without Council approval. This is reflective of the fact that the SAO process can be slow.

Another new proposal under the auspices of AMAP is to assess the possibility of addressing non CO<sub>2</sub> drivers of climate change. Such drivers include black soot and methane which both Europe and North America might be able to manage more quickly with a more immediate impact on climate forcing.

The Vulnerability and Adaptation to Climate Change in the Arctic (VACCA) program of the Sustainable Development Working Group has been initiated with a scoping study involving a questionnaire to identify best practices.

The Oil and Gas Assessment was then discussed. It had been intended to be fully presented at the Arctic Frontiers conference in Tromsø, Norway in January 2008. Discussions at the SAO meetings surrounding the assessment, however, were difficult and only the overview has been approved. After questioning by the chair of the Committee regarding why there are difficulties moving the oil and gas assessment forward, Mr. Kvile stated that the executive summary and 30 recommendations are still under deliberation by the United States, which has had problems with climate change issues in general at the SAO meetings. Sweden also had some procedural problems with the assessment.

The importance of fully integrating traditional activities such as fishing with oil and gas in a sustainable manner so that they can coexist is being addressed by another AMAP project. Progress in the Best Practices in Ecosystems-based Oceans Management in the Arctic (BePOMAr) program will be presented at the next SAO meeting in the spring of 2008.

The Arctic Council does not have a prominent role in the International Polar Year but has in the past recommended long term observation of the Arctic. The Council recommended in 2006 that the Council's working groups, in particular AMAP, cooperate with other organisations such as the International Arctic Science Committee (IASC) to create a Sustained Arctic Observing Network. Progress on this project is to be discussed at the spring SAO meeting. The Norwegian proposal for maximizing the legacy of IPY is also to be presented.

#### FOLLOW-UP ON THE SEMINAR TOGETHER WITH UNIVERSITY OF THE ARCTIC ON THE 28 FEBRUARY 2008

The joint meeting with the University of the Arctic's Rector's Forum focussed on adaptation to climate change in the Arctic and the legal regime, particularly UNCLOS Article 76. It was noted that adaptation would be part of the Conference of Parliamentarians of the Arctic Region (CPAR) in Fairbanks in August of 2008. This would be a good occasion to revisit the subject. The possibility of holding a workshop on the legal regime, particularly how UNCLOS might be implemented in the light of retreating Arctic sea ice, was discussed and the Secretary General suggested

contacting Ambassador Hans Correll, who gave a presentation on the subject at the last CPAR in Kiruna Sweden, 2006. A SCPAR delegation suggested that someone with a different point of view than the ambassador should also be contacted. The Chair and Secretary General were to examine the possibility of organising a workshop.

## PRESENTATION OF THE EALÁT PROJECT

The reindeer herders' vulnerability network study (EALÁT) was presented by one of its leaders, Professor Ole Henrik Magga of the Saami University College/Nordic Saami Institute, Guovdageaidnu, Norway. The EALÁT project is subtitled "Reindeer pastoralism in a changing climate." It is an International Polar Year project that aims to study the vulnerability of the coupled human-ecological system that is reindeer herding.

In explaining further the general concept of the project, Professor Magga related that the term EALÁT means pasture but is related to the terms EALLU meaning herd and EALLIN meaning life. The project is therefore about both animals and people and how they affect each other. The project will combine herders' knowledge with social and natural science to examine climate and non-climate influences on system vulnerability.

Further elaborating on this, Professor Magga described one of the working packages of the project that aims to codify herder knowledge, particularly as embedded in their language. Saami have, for example, over 200 words to describe snow, and this will be combined with weather observations to help determine how climate change and risks associated with various coping options are assessed and perceived.

## UPDATE ON THE PROGRAM FOR THE CONFERENCE IN FAIRBANKS

The Eighth Conference of Parliamentarians of the Arctic Region (CPAR) will be held in Fairbanks, Alaska 11 to 14 August 2008. The Secretary General to SCPAR summarised the draft program for the conference. The CPAR will include a brief joint meeting with the Aspen Institute regarding climate change. The Institute has an energy and environment program and has proposed a high level international commission to provide an ongoing forum for a dialogue on Arctic climate change.<sup>2</sup> Two of the topics of the draft agenda are energy resources and the Arctic and adaptation to climate change.

In addition, a discussion of Arctic marine shipping, particularly with reference to activities at the International Maritime Organisation will take place at the request of SCPAR. SCPAR'S ongoing interest in human living conditions will also link well with the fourth topic, human health in the Arctic.

## NORTHERN DIMENSION PARTNERSHIP ON TRANSPORT AND LOGISTICS

The European Union's Northern Dimension policy originated as a method of handling relations between western Russia, particularly in the Barents and Baltic regions, and the EU. Since then Iceland and Norway have joined as equal partners. Canada and the United States are observers. The policy currently has two partnerships. The proposed third partnership on transport and logistics was described by Mr. Harro Pitkänen, Senior Vice-President of the Nordic Investment Bank.

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<sup>2</sup> The Aspen Institute, "Climate Change and Arctic Change: The Shared Future," [http://www.aspeninstitute.org/site/c.huLWJeMRKpH/b.2638873/k.FFC3/A\\_proposed\\_Commission\\_on\\_Arctic\\_Climate\\_Change\\_The\\_Shared\\_Future.htm](http://www.aspeninstitute.org/site/c.huLWJeMRKpH/b.2638873/k.FFC3/A_proposed_Commission_on_Arctic_Climate_Change_The_Shared_Future.htm) (accessed 25 March 2008)

The need for a better coordinated international transportation planning was brought home by a few statistics. Within the EU 25 transportation is predicted to increase by over 50% between 2000 and 2020 and over 100% with the EU's neighbours. In the wider Baltic Sea region it has been estimated that government investment alone will be € 95 billion between 2007 and 2013.

A transportation partnership would accelerate mobilisation of funds in a more coordinated fashion while avoiding duplication with efforts already underway. The proposal should be ready for a decision at the 2008 ministerial meeting.

#### REPORTS FROM THE RAPORTEURS ON ICT AND HUMAN HEALTH IN THE ARCTIC

At the SCPAR meetings in Reykjavik, Iceland (1 June 2007) and Ottawa, Canada (19 October 2007), rapporteurs were assigned to follow information and communications technology (ICT) proceedings at the Arctic Council and to examine ways in which the Committee might follow up on the human health issues, particularly substance abuse, discussed in Ottawa.

A Finnish delegate reported on ICT developments at the Arctic Council. In 2006, the Ministers approved an ICT assessment. The overall goal of the assessment is to determine how ICT can increase the human and social capital in the North, contribute to northern economic development, and improve the quality of life in the Arctic.

The delegate reported that while financing had been received from the United States, Canada and Finland, that it was problematic and the scale of the project had been reduced. It was still at the ongoing data collection stage leading to a compilation of needs at the national level. The objective is to have it ready for the next ministerial meeting which is to be held in 2008.

A Swedish delegate reported on progress into her examination of health issues, in particular substance abuse. The Arctic Human Development Report, the Survey of Living Conditions in the Arctic and the Kiruna Statement of CPAR formed the context for the investigation. Some of the underlying context is also a major demographic change where the young and educated were moving south and the jobs being created were mostly in historically male dominated fields. Also discussed was the balance between old and new communities. It was emphasized that this was not just an issue with indigenous people. The United Nations and the World Health Organisation were mentioned as permanent fora for discussing such health issues. A report will be prepared for the next SCPAR that should help focus discussions at the CPAR in Fairbanks.

#### STATUS ON THE WORK OF SCPAR

Delegates were invited to report on their country's work with respect to SCPAR. See the attached draft minutes for a summary of interventions.

#### UNITED NATIONS TREATY EVENT

At the Seventh CPAR in August 2006 the following articles were included in the Conference (Kiruna) Statement:



Propose to the United Nations that the scope of the Annual Treaty Event in 2007, or at the earliest possible time, should be UN Treaties relevant to the Arctic; and,

In light of the impact of climate change, and the increasing economic and human activity, initiate, as a matter of urgency, an audit of existing legal regimes that impact the Arctic and to continue the discussion about strengthening or adding to them where necessary;

The Chair of SCPAR, Ms. Hill-Marta Solberg met with Ms. Annebeth Rosenboom, Chief of the UN Treaty Section, in March 2007 to promote the idea of having UN treaties relevant to the Arctic as the scope of the UN Annual Treaty Event. The 2008 Treaty Event is entitled “2008 Treaty Event: Towards Universal Participation and

Implementation – Dignity and Justice for All of Us.” It therefore does not fit perfectly with the intent of SCPAR’s recommendation. However, one set of treaties to be discussed is that related to the International Polar Year. This will, in part, highlight the reinforcement of the relationship between climate goals and development goals.<sup>3</sup> In preparation for the Annual Treaty Event, a panel discussion is often held in June to highlight specific treaties. A possibility is to have this year’s panel discussion on treaties relative to the Arctic.

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<sup>3</sup> Ban Ki Moon, “Secretary-General’s Letter to Heads of States and Government”  
[http://untreaty.un.org/English/TreatyEvent2008/SG/letter\\_E.pdf](http://untreaty.un.org/English/TreatyEvent2008/SG/letter_E.pdf) (accessed 26 March 2007)

The Secretary General of SCPAR submitted a paper outlining a possible panel discussion to be held in early June (possible the 3<sup>rd</sup> or 4<sup>th</sup>) on the subject of treaties relevant to the Arctic. SCPAR agreed that the Chair, together with the Secretary General, should continue the preparations toward this panel discussion.

Respectfully submitted,

The Honourable Yoine Goldstein, Senator  
Canada-Europe Parliamentary Association

# APPENDIX I



CONFERENCE OF PARLIAMENTARIANS OF THE ARCTIC REGION  
THE STANDING COMMITTEE OF PARLIAMENTARIANS OF THE ARCTIC REGION

## Draft minutes

### Meeting in the Standing Committee of Parliamentarians of the Arctic Region

Arctic Centre, Rovaniemi 29 February 2008

#### **1. ADOPTION OF THE AGENDA AND THE PROPOSED ORDER OF AGENDA ITEMS**

##### **APPROVAL OF MINUTES FROM THE MEETING IN OTTAWA 19 OCTOBER 2007**

The agenda was adopted and the minutes from the SCPAR-meeting in Ottawa 19 October were approved.

#### **2. REPORT FROM THE NORWEGIAN PRESIDENCY OF THE ARCTIC COUNCIL**

Mr. Robert Kvile, Senior Arctic Official from Norway gave a report on the activities of the Arctic Council.

Mr. Kvile started out by giving support of the activities of SCPAR in mapping the legal framework relevant for the Arctic and bringing in new perspectives to the discussion. (Comment from the Secretary General: This despite of the conclusion from the meeting between representatives from Foreign Ministries in Arctic countries, which took place in Oslo last October, and concluded that we already have the legal means necessary for ensuring a sustainable development of the Arctic.)

The number of observer states to the Arctic Council continues to increase, with China and Italy meeting as ad-hoc observers. At the next SAO meeting in April they will discuss how the observers can be used in a more effective way in the Arctic Council.

#### Climate change

The SWIPA-project (Snow, water, ice and permafrost in the Arctic) will be discussed again at the next SAO meeting in April. Two countries were not able to approve the project at the last SAO meeting in Narvik, because the scope of the project was too wide.

At the next SAO meeting a new project on “Non CO2 drivers of climate change” will be presented. The effect short-term pollutants – especially black carbon, tropospheric ozone, and methane – on climate change will be explored.

The project “Vulnerability and adaptation to climate change in the Arctic” (VACCA), has started. A scoping study will collect and disseminate accessible expertise, ongoing

research and strategies on adaptation to climate change. A workshop will be held next autumn (October).

#### Oil and Gas Assessment

The overview report of “The Arctic Oil and Gas Assessment” (OGA), without the summary and the policy recommendations, has been presented. Because of different view on procedural matters, the summary and recommendations are still being discussed, and will be put on the agenda for the next SAO meeting.

#### Integrated Resource Management

“Best practices on Ecosystems-based Oceans Management in the Arctic” is a project with the objective present the concepts and practises the Arctic states have developed for the application of an ecosystems-based approach to oceans management.

#### International Polar Year

The Arctic Council has no prominent role at the IPY, but follows the work closely. At the next SAO meeting the project: “Maximising the legacy of the IPY”, will be presented. Better system of monitoring of the Arctic environment and access to the Arctic for scientists, are among the goals of this project.

On question from SCPAR Mr. Kvile mentioned that it is the United States which have problems with projects related to climate change and that it has been the US and Sweden which have had problems with the Oil and Gas assessment.

The contents of the briefing from Arctic Council were noted by SCPAR.

### **3. FOLLOW-UP ON THE SEMINAR TOGETHER WITH UNIVERSITY OF THE ARCTIC ON THE 28 FEBRUARY 2008**

The joint seminar with University of the Arctic 28 February dealt with adaptation to climate change, and the legal framework governing the Arctic and the geology of the Arctic. The Committee agreed to arrange a workshop to look further into especially how UNCLOS will work to govern the Arctic as the sea ice retreats.

The Chair and the Secretary General was mandated to find a time and a place for the workshop.

### **4. PRESENTATION OF THE EALAT PROJECT**

Dr. Ole Henrik Magga, project leader for the EALAT-project presented EALAT to the Committee.

Dr. Magga stated that “What happens to the animals happens to the people”.The Ealat-project is a study of climate change and reindeer herding. By combining traditional knowledge of reindeer herders with traditional science they try to find answers to how reindeer herders can adapt to climate change. How does the reindeer react to the warming climate? How will the ice and snow conditions change and how is it influencing the herders?

With more rain and snow more of the Arctic will be covered by ice.

A slogan for the project is: “Learning by herding”, which entails that they will work closely with the reindeer herders in collecting data. The reindeer herders’ knowledge is also knowledge hidden in the language.

The project will also look into reindeer welfare and nutrition and measure the vulnerability of reindeers, reindeer herding and oil & gas development.

In answering questions Dr. Magga said reindeer herding is much influenced by industry and tourism. The reindeer is wild and needs peace from human activities, (smell, noise etc), also activities which we as humans won’t think of as disturbing.

The legislation in most Arctic countries is reasonably good with respect to protecting the reindeer areas.

Dr. Magga also was not sure about how climate change will affect diseases for reindeers in the future. Diseases may have better conditions in the future but there are no indications of this so far.

The contents of the briefing were noted and will be taken into consideration by SCPAR.

## **5. UPDATE ON THE PROGRAM FOR THE CONFERENCE IN FAIRBANKS**

The Secretary General presented the last draft program for the next Arctic parliamentary conference in Fairbanks 12-14 august and gave an update on the preparations which is going on together with Senator Murkowski’s office.

The Committee took note of the information and expressed satisfaction with the progress in preparing the program for the conference.

## **6. NORTHERN DIMENSION PARTNERSHIP ON TRANSPORT AND LOGISTICS**

Mr. Harro Pitkänen, Senior Vice-President of the Nordic Investment Bank, informed the Committee of the progress of establishing a partnership on transport and logistics within the Northern Dimension partnership.

Mr. Pitkänen experiences a shared vision of the need to improve the transport and infrastructure in all Arctic countries, as transport is a growth area and a necessity in a globalized world where we will see a huge growth of transport. (Within the EU + 50 %, and to/from EU to the outside world – 100% by 2020.)

It’s crucial for the North to be an active part and make sure that the infrastructure is in place for future prosperity of the North. A partnership must be value added – no overlaps.

A regional view will be important, also to remove bottlenecks. Transport has traditionally been a national perspective and the Northern Dimension will force the participants to take a more international approach.

At the end of last year the Northern Dimension Senior Officials concluded that the matter should be looked into, and an expert group was established. The expert group shall give their report by the summer and hopefully the partnership will be up for decision at the meeting between the ministers of foreign affairs in the fall of 2008.

The contents of the briefing were noted and will be taken into consideration by SCPAR.

## **7. REPORTS FROM THE RAPORTEURS ON ICT AND HUMAN HEALTH IN THE ARCTIC**

Finland reported on the status of the ICT assessment in the Arctic Council. The assessment is now at a stage where data is collected on a national level. There is a need to make sure that the assessment is followed-up at a national level.

The assessment is to be delivered at the next ministerial meeting in April 2009. The Committee should await the results from the Assessment before taking new initiatives in the field of ICT.

The Swedish representative gave a report on the work related to drug abuse and related diseases. The data from SLiCA (Survey of Living Conditions in the Arctic) and the findings in the Arctic Human Development Report are important starting points in this work. The rapporteur has looked especially into:

Follow-up on the basis of existing data, demography in the Arctic, young peoples' living conditions, the use of good examples and good practices, University of the Arctic exchange programs and other programs for health and social workers.

A written report will be presented to the Committee at its next meeting.

The Committee expressed satisfaction with the progress made by the rapporteurs.

## **8. STATUS ON THE WORK OF SCPAR**

### West-Nordic Council

Mr. Karl V. Matthíasson, Chairman of the West-Nordic Council, expressed satisfaction of the fact that health has been put on the agenda of SCPAR and that it will be followed-up at the conference in Fairbanks. He encouraged the members of the Committee to look into the patterns of drug abuse.

At the last Annual meeting of the West-Nordic Council gender equality issues were addressed. The work to change the mindset of the general public will take place in the education system, and the proposal will be addressed through resolutions in the respective parliaments.

The West-Nordic Council has also focused on better contact with the European Parliament. It has been decided that the European Parliaments delegation for relations with Switzerland, Iceland and Norway, will be responsible for the contact with the West-Nordic Council as well.

### Sweden

Ms. Sinikka Bohlin informed the Committee of a seminar on IPY in Stockholm in end of January which gathered 130 participants and sent in TV. The seminar will be followed-up by a proposition in Nordic Council on strengthened Nordic cooperation in Arctic research.

Regarding the work on the Nordic Saami convention, Ms. Bohlin expressed pessimism with regard to the progress.

## Finland

Mr. Hannes Manninen reported that climate and energy is high on the national agenda in Finland. The government is preparing a report to the parliament on climate and energy.

There is also an increasing awareness of the climate change and adaptation.

There are currently large investments in mining and tourism in the North of Finland.

A committee has been established to look into the cooperation between the Saamis and the Finnish government to find ways to improve the cooperation, and a Saami parliament building will be built.

## Indigenous Peoples Secretariat

Ms. Alona Yefimenko informed the Committee of a workshop on climate change in Copenhagen in September.

## Iceland

Mr. Karl V. Matthíasson pointed at the Arctic as of outmost importance for Iceland

An Arctic policy for Iceland is being developed and a commission is to finish its work by October 2008.

The International Polar Year is important to Iceland. The webpage [www.arcticportal.org](http://www.arcticportal.org) is administered from Iceland. Finally Mr. Matthíasson underlined the need of philosophers taking part in the IPY.

## Norway

Ms Hill-Marta Solberg informed the Committee of the deal made in the Norwegian parliament of a national plan on combating climate change, comprising six out of seven parties represented in the parliament.

## **9. NEXT MEETING**

The next meeting of SCPAR will be in Vladivostok, Russia 28-30 May 2008.

## **10. CONFERENCE OF PARLIAMENTARIANS OF THE ARCTIC REGION 2010**

The Standing Committee decided to give the European Parliament mandate to look into the possibility to host the CPAR in 2010.

## **11. UN ANNUAL TREATY EVENT 2008**

The Secretary General informed the Committee of the work of having a panel discussion in the UN on Arctic issues in connection with the UN Annual Treaty Event. A paper prepared by the secretariat outlining a possible approach was distributed.

The contents of the briefing were noted by SCPAR. The Chair, together with the Secretary General, were given mandate to continue the preparations.

## **12. ANY OTHER BUSINESS**

No



CONFERENCE OF PARLIAMENTARIANS OF THE ARCTIC REGION  
THE STANDING COMMITTEE OF PARLIAMENTARIANS OF THE ARCTIC REGION  
**MEETING IN ROVANIEMI**

**29 February 2008**

**Draft**

**List of participants**

MEMBERS

Canada	<b>Mr. Yoine Goldstein</b> , Senator Mr. Tim Williams, Science and Technology Division, Parliamentary Information and Research Service.
Denmark	<b>Ms. Juliane Henningsen</b> , MP Mr. Peder Pedersen, Adviser
EP	<b>Ms. Bilyana Raeva</b> , MEP Mr. Henrik Olsen, Principal Administrator, Inter- Parliamentary Relations
Finland	<b>Mr. Hannes Manninen</b> , MP <b>Ms. Ulla Karvo</b> , MP <b>Ms. Johanna Ojala-Niemelä</b> , MP <b>Ms. Mirja Vehkaperä</b> , MP Mr. Guy Lindström, Deputy Director
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Russia                      **Mr Ildar Gimaletdinov**, MP, State Duma  
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Mr. Bjørn Willy Robstad, Secretary General

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## APPENDIX II

### STANDING COMMITTEE OF PARLIAMENTARIANS OF THE ARCTIC REGIONS

FEBRUARY 28, 2008

#### THEMATIC SESSION 1: ADAPTATION TO CLIMATE CHANGE

Honourable Yoine Goldstein, Senator

Parliament of Canada

##### Introduction:

It is a daunting experience to follow Dr. Hovelsrud from Norway and Mr. Nakkaljarri from Finland, in connection with adaptation to climate change. It is doubly daunting because I am here pinch-hitting for Bob Mills, whom we all know, and who is the victim of the uncertainty as part of Canada's minority government with the prospect that the government may be falling at any time, provoking a new election. I'm sure Bob would rather be here with you than staying in Canada and worrying about whether or not there will, in fact, be another election shortly.

About 50% of Canada's land mass lies within the Arctic and Taiga ecozones. Over a hundred thousand people, half of whom are indigenous people, live there.

Environmental changes associated with climate change are proceeding at a faster pace in the Arctic than anywhere else. The scientific evidence indicates that the Arctic is warming, on average, at approximately twice the rate of the global average. Under the best of circumstances, and assuming significant mitigation, which is by no means certain, global warming will continue in the range of 0.4 degrees Celsius over the next twenty years.

The impact on the North, as we all know, is profound. The permafrost is melting, the Arctic ice is receding and thinning at a remarkable pace, polar bears are having difficulty adapting to changes in ice distribution and extent that impact their main prey, seals. . Inuit hunters must range further and further to hunt their traditional prey. The continued existence and way of life of these people are mortally threatened. As Mary Simon has stated: " When we can no longer hunt on the sea ice, and eat what we hunt, we will no longer exist as a people."

Farley Mowat, a Canadian writer who loves the Arctic, used to remind us that it is more than a place; it is a state of mind. As Nuttal, Forest and Mathiesen put it so excellently:

"The successful long-term occupation of the Arctic by indigenous people has been possible, in part, because of their profound respect and understanding of their environmental surroundings, and subsequently to their adaptive capacity (in social, economic and cultural practices) to adjust to climate variation and change." <sup>(1)</sup>

Certainly, many Arctic human communities are already adapting to climate change. Indigenous people have long exhibited flexibility and resilience to changes in their local environments and in coping with extreme weather phenomena. Some indigenous communities are adapting through changes in wildlife management regimes and hunting practices. However, while the indigenous people used to be nomadic and could,

therefore, follow their prey at times of warming, they now live, generally, in fixed dwellings, and they cannot readily move further north to hunt their prey. While they are able to respond to gradual change, sudden changes together with the cumulative effect of slow change, make the continued existence of many of these communities questionable. They are already under stress: due to the development of mass communications, television, the internet and other types of communication, the younger generation frequently seeks its life and livelihood further south. In many areas, economic development, and predominantly oil and gas exploration, but also, in Canada, diamond exploration and mining, are in the process of displacing traditional indigenous economic activity. Indigenous families are engaged less and less in traditional activities and more and more in servicing oil, gas and mineral exploration companies.

Arnold Toynbee, the classic historian-philosopher and on whose teachings we were raised when I was going to college, posited in his theory of "Challenge and Response" that civilizations and societies survived where their responses to challenges were adaptive and consistent with medium and long-term goals which permitted the society or civilization in question to continue to thrive in changed circumstances.

However, adaptation to the relatively sudden changes in climate and more important, the immediate consequences thereof, coupled with the race to economic development of the apparently mammoth natural resources which exist in the Arctic, make the adoption of systematic and systemic change and responsiveness, an immediate priority.

#### Preliminary Frameworks for Adaptation:

How does one do that? Certainly, many groups, within universities, governments and internationally are working to establish frameworks for climate change adaptation. In Canada, the Intergovernmental Climate Change, Impacts and Adaptation Working Group, consisting of representatives of the federal government as well as all provincial governments and territories, published a "National Climate Change Adaptation Framework" in 2005. It was intended to provide a foundation for collaboration between the various governments of the Provinces and Territories within Canada in raising awareness of the need to enhance, improve and accelerate Canada's adaptation capabilities, including the promotion of research, and the development of tools that will further the elaboration of detailed adaptation plans and initiatives.

That group posited six framework elements for adaptation:

- 1) Raising awareness of adaptation;
- 2) Facilitating and strengthening capacity for coordinated action on adaptation;
- 3) Incorporation of adaptation into governmental policy and operations;
- 4) Promotion and coordination of research on impacts and adaptations;
- 5) Supporting knowledge sharing networks nationally and regionally and
- 6) Providing methods and tools for adaptation planning.

This framework however has never been put in place.

In 2006, the report of the Canadian Commissioner of the Environment and Sustainable Development (a position held within the Office of the Auditor General of Canada) devoted an entire chapter to “Adapting to the Impacts of Climate Change”. The report makes it clear that while the melting permafrost was destabilizing the entire Northern infrastructure and though there was recognition that adaptation strategies were required to respond, no concrete plans were developed. The Commissioner recommended that Environment Canada and the Privy Council Office should identify the responsibilities and accountabilities of the federal departments and agencies that are to be involved in a federal adaptation effort. Those departments and agencies should then clarify how the Government of Canada will manage adaptation to a changing climate, including

- identifying the extent to which the federal government intends to work with other levels of government and stakeholders, and what it will contribute; and
- developing and implementing a federal adaptation strategy to address federal priorities. The strategy should include an assessment of the implications of a changing climate for federal policies and programs.

The press release accompanying the Report quoted Mr. G  linas as follows:

“Canadians are facing risks such as the spread of disease, more drought in the Prairies, melting permafrost in the North, longer and more intense heat waves and smog, and rising coastal waters. Some of the repercussions are inevitable ... therefore, developing the capacity to adapt is crucial.”

Again, however, there was no active pursuit of the laudable goals contained in this Report.

Other activities have been initiated at the level of the Federal government. In 2006, the National Round Table on the Environment and the Economy, an advisory body that until recently reported directly to the Prime Minister and now reports to the Minister of the Environment, began a study to examine the influence of Canadian public policy “On How our Communities and Economic Sectors Plan For and Manage the Effects of Climate Change”. In recognition of the severe and the sustained character of climate

change impacts in the Canadian North, the program initially focussed on “North of 60”, that is north of the sixtieth parallel.

In addition, a large scale assessment of climate change impacts and adaptation, entitled “From Impacts to Adaptation: Canada and a Changing Climate 2007” was to be published in the fall of 2007 but, its release was delayed until early March. . There seems to be a pattern here. While there is recognition on the part of the Federal government that adaptation is essential, the process of assessing how to implement adaptation strategies is difficult and slow.

A small step was taken on December 10, 2007, presumably in virtue of the impetus of Bali. Of a total commitment of almost \$86 million, a sum of \$14 million was included for Northern and Aboriginal communities, to assess key vulnerabilities and opportunities and a further \$7 million was earmarked to establish a community-based research program to study health impacts related to climate change in Northern/Inuit populations. This is, however, a multi-year program.

#### Specific Micro Adaptations:

Interestingly, and perhaps inevitably, the most valuable assessment of what is needed for adaptation by the Inuit of Canada comes from the publication, over two years ago, of the Inuit Tapirit Kanatemi publication <sup>(2)</sup> “Unikkaaqatigiit: Putting a Human Face on Climate Change, Perspectives from Inuit in Canada”. That remarkable piece of work, which reflects various ideas coming out of workshops held in communities across Canada’s North, provides very specific ideas and thoughts with respect to adaptation. After listing twelve specific concerns, such as unpredictable weather, potential loss of houses and buildings due to erosion and increased heat from the sun, it then proceeds to provide proposed adaptations for four different regions of the Canadian Arctic. These adaptations are, in some cases, obvious, and in other cases, somewhat simplistic, but, in all cases, attainable and sustainable.

I will give you an example. The responses to the challenge of an increased number of unhealthy animals and animals with abnormalities include:

- being more selective about which animals to consume;
- creating a testing mechanism for suspect meat; and
- providing food exchanges between communities.

To respond to increased heat from the sun, some of the suggestions include: the building of houses for elders so that there are cool areas for relief from increased warm temperatures in the summer, the use of sunscreen for protection against ultraviolet rays, the wearing of masks, turning meat more often when it is left out to dry and protecting food by placing it underground or in freezers.

It suggests that the challenge of communication and information dissemination could be met by:

- the use of community radio facilitating information sharing;
- increasing access to weather forecasts;

- the improvement of communications between coastguard and communities;
- the sharing of information about the conditions on land and sea within and between communities including calling ahead; and
- the use of satellite phones.

These are specific responses at the micro level. They are, of course, useful and, indeed, essential. They are all the more useful and significant because they are responses created by and for the indigenous people.

Not all adaptation efforts are successful and, perhaps, more importantly, there exist inherent impediments to adaptation. Some forms of adaptation have a cascading effect, that is, some adaptations create their own, additional, adaptation problems. Let me give you just one example from the Canadian experience. Thirteen of nineteen polar bear populations are in the Canadian Arctic. Approximately 15,000 of an estimated 25,000 (up from 5,000 forty years ago) polar bears live in the Canadian Arctic.

There is a movement in the United States to declare the polar bear a threatened species. The result would be that hundreds of indigenous people in the Canadian North who earn their livelihood as guides for tourist hunters, with some of them earning as much as \$60,000 a year, would lose this means to make a living. This sport hunt, which in no way adversely affects the polar bear population, brings in about \$3,500,000 a year to Nunavut. This would, of course, disappear, if the polar bear were to be listed as a threatened species. So the conservation effort implicit in the categorization of the polar bear as a threatened species, would have the effect of further exacerbating the economic situation of some aboriginals.

#### Macro Adaptation:

However, many of the challenges require response and adaptation at a more massive level, at a macro level. These include government action, international cooperation, planning and sharing of information for the elaboration of policies which encourage, foster and finance adaptation and adaptive techniques. The recent Bali climate change meetings recognized this by making adaptation a significant part of the negotiations toward improving the implementation of the United Nations Framework Convention on Climate Change (UNFCCC).

In broad strokes, the macro activities include education, both of the population at large (in order to help it understand the significance of the problems and the importance of using financial resources to help communities adapt to the changed environment), and of the indigenous and other residents of Arctic communities.

Adaptation is necessary to impacts often felt at a relatively local level, so it is best driven by community needs in a "bottom up" manner. Formulation and implementing adaptation strategies, however, face a number of constraints, including financial, knowledge limitation and technological that require national government activity and commitment to overcome. In addition, governments are also in control of legislative and fiscal frameworks for such things as natural resource exploitation and building codes.

As a result, some adaptations are beyond individual or community means. Things like the creation of environmental frameworks for natural resource exploitation, including especially, mitigation policies, must be imposed by governments and must be equally stringent across the Arctic in order to avoid strategic choices by industry to locate environmental damaging activities in regions with less rigorous regulation than those of others. This necessarily implies and requires international cooperation, as do all educational programmes, pilot projects and other initiatives.

And no one person and no one country has all the solutions; indeed, it is hard, sometimes, to even formulate the right questions. However, this meeting is part of a larger set of initiatives, including those of the Arctic Council, moving towards the creation of a framework for response and adaptation. And to respond and adapt, we need exactly the kind of exchange of ideas and information in which this group is so successfully engaged.

End Notes:

- (1) Adaptation to Climate Change in the Arctic, A background paper prepared for the joint seminar of UArctic Rectors' Forum and the Standing Committee of Parliamentarians of the Arctic Region on February 28, 2008, at the Arctic Centre in Rovaniemi, Finland
- (2) In collaboration of the Nasivvik Centre for Inuit Health and Changing Environment at l'Université de Laval and the Ajunnjiniq Centre at the National Aboriginal Health Organization.

## Travel Costs

<b>ASSOCIATION</b>	Canada-Europe Parliamentary Association
<b>ACTIVITY</b>	Standing Committee of Parliamentarians of the Arctic Region
<b>DESTINATION</b>	Rovaniemi, Finland
<b>DATES</b>	28-29 February, 2008
<b>DELEGATION</b>	
SENATE	The Hon. Yoine Goldstein
HOUSE OF COMMONS	
STAFF	Mr. Tim Williams, Analyst
<b>TRANSPORTATION</b>	<b>\$ 11,405.60</b>
<b>ACCOMMODATION</b>	<b>\$ 0.00</b>
<b>HOSPITALITY</b>	<b>\$ 0.00</b>
<b>PER DIEMS</b>	<b>\$ 511.08</b>
<b>OFFICIAL GIFTS</b>	<b>\$ 0.00</b>
<b>MISCELLANEOUS / REGISTRATION FEES</b>	<b>\$ 0.00</b>
<b>TOTAL</b>	<b>\$ 11,916.68</b>