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# INTRODUCTION

## The Sustainable Reindeer Husbandry Project - a short History

The project “Sustainable Reindeer Husbandry” was approved by the Arctic Council as a project under the Sustainable Development Programme at the Ministerial meeting in Barrow, Alaska, in October 2000. The aim of the project is to assess circumpolar reindeer herding and husbandry in relation to economic and social/cultural sustainability. This is done by carrying out a thematic survey and assessment of reindeer husbandry in the Arctic region (Norway, Sweden, Finland, Alaska and Russia).

The main objectives of the Sustainable Reindeer Husbandry project are:

- Describe and analyse the present situation with regard to economic and social conditions
- Describe and analyse the present situation with regard to national management of reindeer husbandry

- Describe and analyse the present situation with regard to current legislation in the reindeer husbandry

## Origin of the project

At the first ministerial meeting of the Arctic Council, in Iqaluit Canada, the former Norwegian foreign minister Knut Vollebæk, focused on different Arctic industries (oil & gas, fisheries, and reindeer herding) and how these industries are related to sustainable development. Vollebæk stated that Norway would initiate international workshops within these themes. The workshop, which discussed reindeer husbandry, was held in Kautokeino, Norway, in March 2000 under the heading “Sustainable reindeer herding and husbandry”. The chairmen’s summary from the workshop states:

“The Arctic Council should initiate a project to survey the situation in the reindeer husbandry

industry. Such a project would have to consider the different aspects of reindeer husbandry and be carried out in collaboration with the Association of World Reindeer Herders.”

The formal start-up for the project was October 1st 2000, and the project period is until 31st of December 2002.

## The Sustainable Reindeer Husbandry Process

### Collection of data

The project has collected the latest available national statistics about reindeer husbandry, management plans, assessments for predators, documents about the different national management policies and scientific papers about the development in reindeer husbandry. In addition to this written material, a set of interviews with reindeer herders and owners, bureaucrats and researchers in Russia, Alaska, Norway, Sweden and Finland have been accomplished. Several field trips have been undertaken to different parts of Russia, Alaska, Norway, Sweden and Finland during the period May 2001 to April 2002.

In order to fulfil the requirements from the objectives of the project, the following information was needed:

#### *National management of reindeer husbandry*

- National level
- Regional level
- Local level
- Compensation
- Government subsidy

#### *Household/Family/Community*

- Distribution of income in the family
- Income from meat and other products from reindeer
- Cost in reindeer husbandry
- Number of reindeer in different forms of ownership

#### *External conditions*

- Conflicts with other industries
- Predators
- Access to and requirement for abattoir
- Access to market
- Influence of wild reindeer (Russia and Alaska)

#### *Legislation*

- National legislation
- Regional legislation
- Local legislation

Based on this material and the results of the field trips the present situation in the circumpolar reindeer husbandry has been described and analysed.

In addition to the field trips, a seminar with the title “Reindeer Husbandry in a Circumpolar Perspective” was arranged by the project April 26-27 in Kautokeino, Norway, with approximately 50 participants. The overall theme of the seminar was the socio-economic development of reindeer husbandry in the Arctic countries and the development of national legislation connected to reindeer husbandry. There was a special focus on the situation of the industry in Russia and the new reindeer husbandry legislation being proposed in Norway and Sweden. The two-days seminar included presentations from legal experts and other speakers representing Russia, Sweden, Finland, Alaska and Norway. The organisers of the seminar were Nordic Saami Institute in Kautokeino, The Association of World Reindeer Herders and the Centre for Saami Studies, University of Tromsø.

The chapters in this report is organised around four main themes: a) National management of reindeer husbandry, b) Economy connected to household/family/community level, c) External conditions that affect reindeer husbandry and d) Legislation.

### Presentation of the statistic

To collect the official statistics from each country is a time consuming process. The management of the reindeer husbandry is different from country to country. This means that the responsibility for the statistics is organised differently in each country and considerable time is needed to navigate through the bureaucracy.

One of the main challenges connected to the data collecting process is the diversity in official statistic - or the diversity in focus in the collected material. For instance there is extensive information on slaughtering weight in one country, with a complete absent of this information in another country. Given this situation, the type and focus of the statistics presented in this report will change according to the national data on reindeer husbandry.

All figures in the tables and diagrams in the report are presented in the original/national currency of the country described. As a consequence, the report will operate with five currencies - American dollar (USD), Russian rouble (RUS), Finnish mark (FIM), Swedish krona (SEK) and Norwegian krona (NOK).

## Setting up the project in a Arctic Council framework

The framework for the project is the Arctic Council and the “Sustainable Development Programme”

which is part of the Sustainable Development Working Group (SDWG). It has been important for Norway, as the originator of the project, to carry out the project in accordance with the “Sustainable Development Framework Document” and “Terms of Reference for a Sustainable Development Programme”.

As noted in the Terms of Reference, the goals of the Sustainable Development Programme is to

“propose and adopt steps to be taken by the Arctic States to advance sustainable development in the Arctic, including opportunities to protect and enhance the environment and the economies, culture and health of indigenous communities and of other inhabitants of the Arctic, as well as to improve the environmental, economic and social conditions of Arctic communities as a whole.”

The “Sustainable Reindeer Husbandry” project aims to provide foundation necessary for realizing the goals mentioned in the “Terms of Reference”

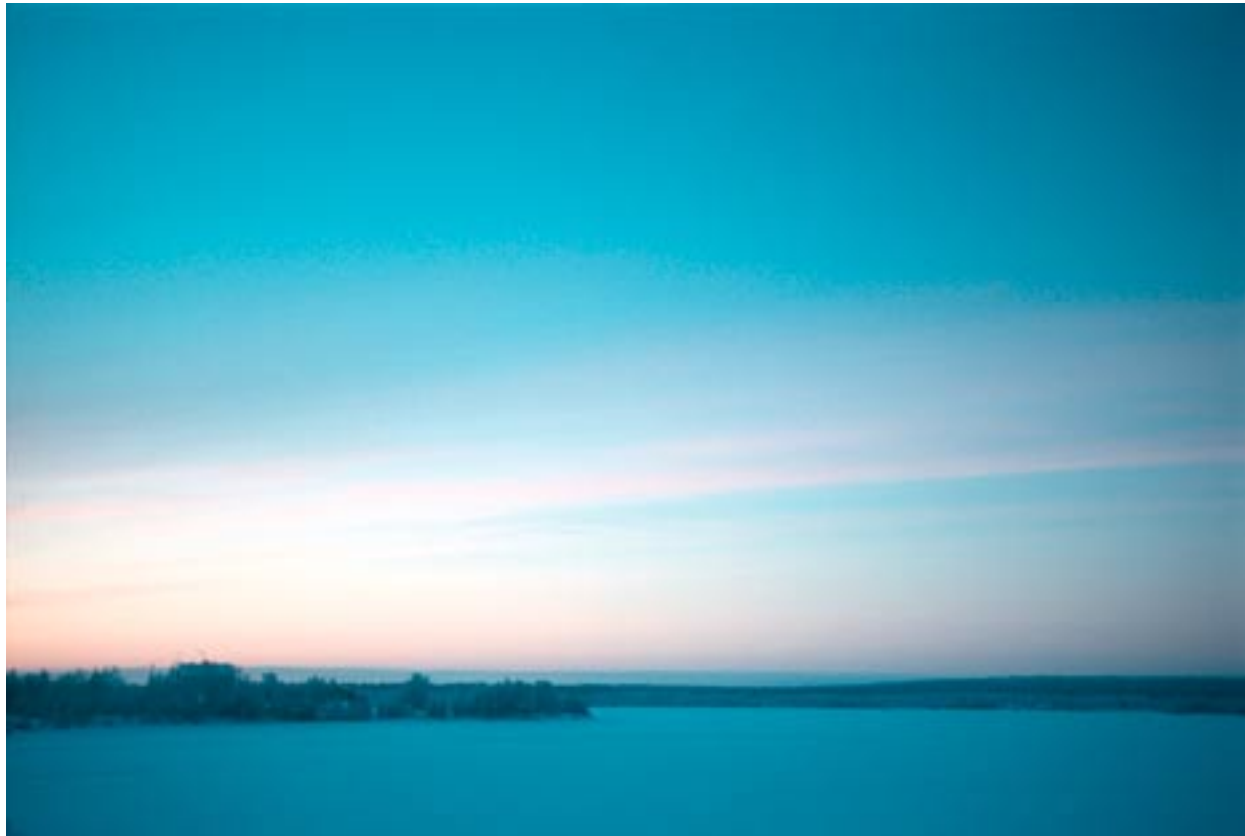


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## What do we mean with Sustainable Development?

The Arctic Council has made some reference points to emphasize what could be included in the phrase “Sustainable Development”:

- Sustainable Development must meet the needs of the present without compromising the ability of future generations to meet their own needs. Economic, social and cultural developments are, along with environmental protection, interdependent and mutually reinforcing aspects of Sustainable Development and are all part of the Councils focus in this regard.
- The Sustainable Development Programme should leave future generations in the North with expanded opportunities, and promote economic activity that creates wealth and human capital, while simultaneously safeguarding the natural capital of the Arctic.
- Sustainable Development must be based on sound science, traditional knowledge of indigenous and local people, and prudent conservation and management of resources, and it must benefit from and strengthen the innovative and educational processes of northern communities.

In the same document the Arctic Council attaches special importance to a number of subject areas. Some of these are particularly important to this project:

Sustainable economic activities and increasing community prosperity. To be sustainable, Arctic

communities must have an appropriate economic basis to ensure their survival.

Management of natural, including living, resources. This must be based on sound science and traditional knowledge to maintain and develop local settlements in the Arctic.

## Organisational Structure

The project has been headed by an international steering committee. The members of the steering committee have been:

- Jan Tore Holvik, Senior Arctic Official and Ambassador, The Norwegian Ministry of Foreign Affairs (Head of the Steering Committee)
- Dag Lenvik, Deputy Director, The Norwegian Ministry of Agriculture (Until 31.12.2001)
- Sigurd Svela, Senior Executive Officer, The Norwegian Ministry of Agriculture (From 01.01.2002)
- Johan-Klemet Kalstad, Director, Nordic Saami Institute, Kautokeino
- Johan-Mathis Turi, President, Association of World Reindeer Herders, Tromsø
- Tatjana S. Nikolajeva, Senior Consultant, The Russian Ministry of Agriculture
- Vasilij A. Zabrodin, Chairman of the co-ordination team for the North-Western sector of Academy of Agriculture Sciences, St. Petersburg
- Nina Hellström, Senior Executive Officer, The Finnish Ministry of Agriculture and Forestry

The project manager, Johnny-Leo L. Jernsletten, located at the Centre for Saami Studies, University of Tromsø, heads the day-to-day work. He is responsible for the scientific work of the project and for the preparation of the project report. A Russian co-ordinator, Konstantin Klovov, located at the Institute of Geography, St.Petersburg State University, has also been full-time employed in the project. The project manager and the russian co-ordinator have worked as the secretariat for the International Steering Committee.

## The Framework of the Report

The report aims to give an overview of the socio-economic situation in reindeer husbandry in the circumpolar area. To be able to conduct this within a two-years period, the focus has been on a national level. The report gives an introduction to and an overview of the socio-economic situation within each country; an analysis of the situation within each country; and to some extent a comparison of some aspects between the countries. The report will only to a limited extent refer to the historical background and the development of reindeer husbandry in each country.

## The writing of the Report

The text and the illustrations that constitute this report are the work of several persons; project manager Johnny-Leo L. Jernsletten has prepared chapter 4, 5, 6, and 7; the russian co-ordinator Konstantin Klovov has prepared chapter 3. Chapter 1, 2 and 8 are a joint effort between Johnny-Leo L. Jernsletten and Konstantin Klovov. In addition to this the following persons have made direct contributions to chapter 3 - Evgheni Syroechkovski, Artom Rybkin, Marina Zenko, and Aleksandr Komarov.

During the preparation of this report, the Association of World Reindeer Herders offered the project to include a short report about the current situation in Mongolia. The report is based on the WRH latest visit to Mongolia. This report is included as Appendix A and Johan-Mathis Turi is responsible for the text.

## What is not included in the project

The project's main focus is towards economic and social science in reindeer husbandry, which also is reflected in the objectives of the project. This means that reindeer biology, assessment of pastures, and other ecological components, have not been part of this project.

## Areas of studies

The background for the selection was a wish from the Arctic Council to get an overview and an report on the present status in the reindeer industry in the circumpolar area. The time schedule for the project

has been too narrow to include all areas with reindeer husbandry in these countries, but in co-operation with different national reindeer herders organisations, we were able to point out special areas of interest.

The limited time available for this project (October 2000 - October 2002) means that some limitation on the geographical focus was necessary. The consequences are that the reindeer husbandry in China, Canada and Greenland is not included in this presentation. Mongolia was not part of the project, but a short report from Mongolia is included as Appendix A.

## Organisations and institutions connected to the project

A considerable number of organisations and institutions have made valuable contributions to the project.

### *In Norway:*

- The Ministry of Foreign Affairs
- The Ministry of Agriculture
- Nordic Saami Institute
- Association of World Reindeer Herders
- Norwegian Reindeer Herders Association
- University of Tromsø

### *In Sweden:*

- University of Uppsala
- The National Union of the Swedish Saami People

### *In Finland:*

- The Ministry of Agriculture- and Forestry
- The Reindeer Herders Association

### *In Russia:*

- The Ministry of Agriculture
- Institute for Agriculture economy in North-west Russia
- Russian Reindeer Herders Union

## Readers Guide

The report is divided into eight chapters and one appendix:

- Chapter 1: Introduction to the report with background information about the “Sustainable Reindeer Husbandry” project, participants in the project and the framework for this report.
- Chapter 2: offers a introduction to the reindeer industry and gives a short introduction to the concepts of reindeer husbandry.
- Chapter 3: reindeer husbandry in Russia
- Chapter 4: reindeer husbandry in Alaska
- Chapter 5: reindeer husbandry in Norway
- Chapter 6: reindeer husbandry in Sweden
- Chapter 7: reindeer husbandry in Finland
- Appendix A: short report about the present situation in reindeer husbandry in Mongolia
- Appendix B: Recommendations from the International Steering Committee

### Map I: Overview, Circumpolar Area

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