Table 1: Canada and Finland: some characteristics

	Canada	Finland
"Arctic" population (estimated numbers)	113,000	179,000
Indigenous population (estimated numbers)	58,000	8,000
Approximate size of Arctic or "northern" territory (% of national territory)	40	30
NATO membership	Yes	Yes
Arctic Ocean coastline	Yes	No
Permafrost	Yes	Yes
Main industries Arctic territories	Mining, fishing, tourism, energy	Forestry, tourism, mining

Source: Dodds & Woodward, 2021, pp. 64-65

Ratified ILO 169 Convention, 1989	No	No

Source: Rodrigues, 2022

Box 1: CANADA AND INUIT

Northern Canada is sparsely populated. The country consists of 10 provinces and 3 territories: Northwest Territories (Yellowknife), Nunavut (Iqaluit) and Yukon (Whitehorse) (Dodds & Woodward, 2021). The Northwest Territories, Nunavut, Yukon and northern parts of several provinces account for 40% of Canada's land area. The Canadian Arctic region is home to about 150,000 people, more than half of whom are indigenous. The homeland of the Inuit in the Canadian Arctic is known as the Inuit Nunangat (Simon, 2011), but less than one percent of the Canadian population lives there, even though the Canadian Arctic is a vast expanse of land. Inuit communities are located in the Inuvialuit Settlements (Northwest Territories), Nunavut, Nunavik (north Quebec) and Nunatsiavut (north Labrador). The authors Klaus Dodds and Jamie Woodward, claim in their book *The Arctic, a Very short Introduction* that the Inuit are descendants of a mysterious ancient people called the Tunit (2021, p. 68). The Inuit live in Canada, Alaska (USA), Greenland (Kingdom of Denmark)

and the Federation of Russia.

The land claim is equivalent to treaty rights and granted under Section 35 of the 1982 Constitution that also recognize Indigenous peoples: First Nations, Inuit and Métis. The indigenous peoples of the Canadian Arctic are represented in the Arctic Council through three Permanent Participating Organizations: the Arctic Athabaskan Council, the International Gwich'in Council, and the Inuit Circle Council. The latter insisted since the 1980s that the term Inuit in the Charter of the Inuit Circle of Council to be used worldwide when referring to persons including "Inupiat, Yupik (Alaska), Inuit, (Canada), Kalaallit" (Greenland) and Yupik (Russia)". Since then, the word "Eskimo" is no longer used due to its negative connotation of "raw meat eater" (McGhee, 2007, p. 104). The term Inuit reveals a more human meaning because it means "people" (Government of Canada, 2021).

Source: Rodrigues, 2022

Box 1.1: INUIT CIRCUMPOLAR COUNCIL

The Inuit Circumpolar Conference, nowadays known as Inuit Circumpolar Council (ICC), was founded in 1977 by Alaskan Inuit Eben Hopson, a political leader in the Arctic, and represents approximately 180,000 Inuit living in the four countries listed above. The Inuit Day was defined to be celebrated on the foundation's founder's birthday, November 7. Nonetheless, it can be considered that the activist role started in the 1960s, a moment which "turned their attention towards the objective of ensuring that they would become primary actors in the development of Arctic policy and the political discourse concerning this distinct part of the world" (Dorough cited by Koivurova and Cambou, 2020, p. 323). The unity made sense after understanding that common issues were equally faced by all of them such as: environmental, social and economic, what shocked Mary May Simon when she understood how much they have in common and how much they "do not want to change their way of life, which is tied to the environment as a living resource" as it can be read in the article of Maclean's Magazine of February 6, 1995.

In 1983, the ICC was recognised with the Consultative Status by the United Nations, which helped to give an impulse to the already very active participation and role of this organization ate the international and regional levels.

The transnational organization is constituted by a General Assembly every four years electing a new Chair and an Executive Council. It holds offices in the four countries. The primary goals of the ICC are to: strengthen unity among Inuit of the circumpolar region; promote Inuit rights and interests on an international level; develop and encourage long-term policies that safeguard the Arctic environment; and seek full and active partnership in the political, economic, and social development of circumpolar regions.

Its Arctic policy was presented in 2010.

Permanent Participant in the Arctic Council.

Source: Rodrigues, 2022

Box 2: FINLAND AND SÁMI

Finland, also known as Suomi, has an area of 338,545 square kilometres and a total of 5.5 million inhabitants. It is designated as a Nordic country in Northern Europe sharing borders with Norway, Sweden and Russia. The frontier with Russia is about 1.300 kilometres and, according to Sanna Kopra, it "constitutes a major threat to Finland´s sovereignty" (2021, p.42). The country was part of Sweden and of Russia in different moments of time and history, becoming independent of Russia in 1917. Finland had access to Arctic Ocean with the Petsamo location (10,000 km²) what encourage to think about an Arctic railway but World War II made Finland abdicate that territory in favour of the Soviet Union in 1944 (idem). The historic situation directed Finland to define a neutrality position during the Cold War. A position that changed with the War in Ukraine in 2022, making the country apply, aside with Sweden, to be full member of NATO. Finland is also bounded by two gulfs: one in the southwest, Gulf of Bothnia and the Gulf of Finland in the south. The country also shares a maritime border with Estonia but has no border with the Arctic Ocean.

The Sámi people are probably the descendants of nomadic peoples, who lived in a region known as Fennoscandia in 2000 BC, "considered the inventors of the ski" (Kuhn, 2020, p. 6). Throughout time, reindeer herding turned out to be part of their culture and a pillar in their society, which has no state (idem). Around 100.000 Sámi people live in a region called Sápmi that includes the northern parts of Finland, Federation of Russia, Norway and Sweden (from Hedmark County in the south of Norway to the Kola Peninsula in the north of Russia, Arctic Council, 2022). The majority lives in Norway, where the headquarter is located, in Karasjok. Their variety lies in the number of languages spoken, in a total of nine and their traditional way of life is associated to reindeer herding, fishing and hunting.

The delimitation of border states in Finland, Norway, the Federation of Russia and Sweden in the past centuries had an impact in Sámi people who have lost their sense of unity and "interaction in their territory", what makes them a "minority within their states", according to Dorothée Cambou and Timo Koivurova, (2020, p. 321). The borders we know today were defined at the beginning of the 20th century with the independence of "Norway from Sweden in 1905 and Finland from Russia in 1917" (Kuhn, 2020, p. 12). Over time they suffered from forced assimilation, children were taken away of their families, years of discrimination that have left scars and traumas in many generations what make them more grounded and connected to their ancestral culture.

The northern European country is divided in 18 regions with Áland Islands included. In what concerns the Arctic territory, it includes Northern Ostrobothnia, Kainuu and Lapland, what corresponds to nearly one-third (30%) of the country's land mass located above the Arctic Circle. The Lapland region has an area of 100,367 km², being the largest, northernmost and considered the most international region in Finland. Rovaniemi is the largest city in Finland and Europe due to its area of 8.017 km² and 64.000 inhabitants, a region that is also expanding its forest (Coates and Holroyd, 2020, p. 286). This region, as mentioned in the Finland´s Strategy (2021) "is of particular importance when we talk about Finland´s Arctic region in a geographical context" (p. 12). The Sámi indigenous peoples correspond to three per cent of the population of Finland, which decline of the population in the region is referred to in Finland´s Strategy for Arctic Policy, 2021. In the Strategy, the name of Sámi Homeland is given to identify the Finnish Northern Lapland which includes the municipalities of

Enontekiö, Utsjoki and Inari, including the northern part of Sodankylä municipality (Kopra, 2021; section 41). It is considered that around 10,000 Sámi live in Finland with more than 60% living outside their Homeland, Finnish Lapland. The authors Dodds and Woodward alert to the fact that "Arctic states have failed to capture" accurate population numbers (2021, p. 66). Sanna Kopra indicates that 180,000 live in Finnish Lapland (2021, p. 43). In the Finnish Arctic policy, it is mentioned that the Sámi are the only indigenous people in the European Union being a minority population group in Lapland. The official and recognized languages are Finnish, Swedish and Sámi (remaining as a regional minority language). It is estimated that around 1% of the entire population of Lapland speaks Sámi language though it is not the mother tongue of all Sámi people (Finland´s Strategy for Arctic Policy, 2021, p. 34). Of the nine Sámi languages, Inari Sámi, Skolt Sámi and North Sámi languages are spoken in Finland, according to the Finland´s Strategy for Arctic Policy. As an indigenous people they have the right to maintain their own language and culture. In Finland, their right to linguistic and cultural self-government in their Homeland is granted by the Constitution, having a Sámi Parliament (Samediggi). The status of Sámi indigenous peoples was written in the Finnish Constitution in 1995 (Kopra, 2021) and the Finnish authorities have an obligation to negotiate (section 9200) with the Sami Assembly in all important matters which may affect the status of Sami as an indigenous people. A status that did not change in the new Finnish Constitution 2003. In the official website of the Sámediggi, it is mentioned that during the period 1973-1995 the Sámi Delegation (Sámi Parlamenta) was founded under a decree, being the predecessor to the Sámi Parliament. It shall not be seen as a state authority or part of the public administration but rather as an independent legal entity which activities ensue under the administrative sector of the Ministry of Justice, receiving funds from the state. This political body presents initiatives, proposals and statements to the authorities as well as an official view of the Sámi in Finland on issues that are of their concern. They are elected every four years and the last elections were in 2019. They are composed of 21 members and 4 deputies (chapter 3, section 10), with the Plenum, a full-time chair, and an Executive Board are the main organs of the Sámi Parliament. The offices of the Sámi Parliament are located in Inari as main office of the secretariat and in the municipalities of Enontekiö and Utsjoki are the secondary offices. The authors Ken S. Coates and Carin Holroyd in their chapter "Europe´s North, The Arctic Policies of Sweden Norway and Finland" observe that the Sámi are less protected than in Norway and Sweden appointing to the fact that they are more isolated in Lapland due to the "small size of the Sámi population" (2020, p. 286). They also describe that the government of Finland requires that Sámi claimants prove historical ownership of their lands, "a high bar that has resulted in the loss of Indigenous territories" (idem, p. 287). The land issue that remains a discussion with no solution at sight as mentioned in the World Directory of Minorities and Indigenous Peoples - Finland: Sami. Land is defined by ILO 169 1989 as "the concept of territories, which covers the total environment of the areas which the peoples concerned occupy or otherwise use" that are to be included in articles 15 and 16, as detailed in the article 13 of the cited Convention. A land taxed and considered in the Finnish law as a criterion to define who is Sámi.

The linguistic definition presented in 1995, included descendants of persons who were identified as Lapps. It shall be mentioned that the term *Lapps* is insulting due to its negative connotation and which origin of the

term is unknown, as it can be read in Gabriel Kuhn's book (2020). Though, Lapland is the official term "used to refer to the northwest territories of Finland" (Kuhn, 2020, p. xi). Dating back to 1751, the Lapp Codicil, also known as the "Sámi´s Magna Carta" is the "first document to recognise Sámi rights" in defining the borders for the practice of reindeer herding between Denmark-Norway and Sweden-Finland (Kuhn, 2020, p. 11; Koivurova, 2008). This Magna carta also outlines the nationality and their neutrality by accepting their "own legal system" (Koivurova, 2008, p. 280). This treaty is mentioned in the Nordic Saami Convention which is constituted by seven chapters and 51 articles and "elaborated in close cooperation with representatives of the Saami" affirms to "commit themselves [Finland, Norway and Sweden] to secure the future of the Saami people in accordance with this convention" (Nordic Saami Convention, 2016, p. 2). The document was finalized in 2016 by Norway, Sweden and Finland and is waiting to be ratified by the 3 countries.

In Section 3 of the Act on the Sámi Parliament 1995, the Sámi is: a person who considers himself a Sámi, provided:

(1) That he himself or at least one of his parents or grandparents has learnt Sámi as his first language;

(2) That he is a descendent of a person who has been entered in a land, taxation or population register as a mountain, forest or fishing Lapp; or

(3) That at least one of his parents has or could have been registered as an elector for an election to the Sámi Delegation or the Sámi Parliament.

(Act on Sámi parliament, 1995).

Source: Rodrigues, 2022

Box 2.1: SAAMI COUNCIL

By the end of the 19th century some Sámi emigrated to Alaska and it seems that around thirty thousand descendants of Sámi immigrants are living in North America where associations were organized such as "Pacific Sámi Searvi in Washington State" (idem, p. 11). The author of the book *Liberating Sápmi*, Gabriel Kuhn, also refers that at the beginning of the 20th century, a woman leader known as Elsa Laula, a visionary, was the one to organize the first Sámi National Assembly (the Sápmi side in Norway), which took place in February 6 of 1917. After World War II, the Samii Litto (or Sámi Union) was founded in Finland in 1945 aside of other organizations in the other countries, what will allow to unite all of them. The Sámi people founded in 1956 the Nordic Sámi Council being the longest transnational organization representing the Sámi Indigenous peoples giving them back their sense of unity. With their long and hard fight, they have been able to be part of national institutions by establishing national Sámi parliaments: Finland in 1973, Norway in 1989 (own elected assembly called Sámediggi acting as a consultative body for the Norwegian government authorities, Arctic Council, 2022), Sweden in 1993 and the Federation of Russia in 2010 (Khun, 2020, p. 23). Until 1989, the Nordic Sámi Council did not include the Russian Sámi that would become part of the organization in 1992. At that time, the name changed to Saami Council. During the Sámi Conference in 1992 it was decided to declare February 6 as the Sámi National Day, which is the date of the first meeting of the Sámi National Assembly mentioned above.

The main priorities of the Saami Council are: i)- promoting Sámi rights and interests in the four countries where Sámi live; ii)- consolidating the feeling of affinity among the Sámi people; iii)- attaining recognition for the Sámi as a nation; iv)- and maintaining the economic, social and cultural rights of the Sámi in the legislation of the four states (Artic Council, 2022) so they can be united and be recognized as a nation.

The recognition of the work occurred with the consultative status granted by the Economic and Social Council (ECOSOC) of the United Nations in 1989. This enables to consolidate the relationship between members and other indigenous peoples around the world, advocating for the recognition of their rights at international and national levels participating in many meetings sitting at the table.

The organization defined its own Arctic policy in 2019.

Permanent Participant in the Arctic Council.

Source: Rodrigues, 2022

Table 2: Human Security application: comparing Canada and Finland

This comparison reveals the interconnected, multidimensional and universal complexity of human security challenges (Special Report, 2022). For the detailed analysis, Table 2, where environmental security is ranked first as "risks that climate change poses to human security, are the result of many interacting processes" (IPCC, WGII, 2014, p. 777) affecting other components. The table is divided into three parts. The first shows how the Arctic policies of Canada and Finland correspond to the seven components of human security; The second part determines whether the principles are recognized in the Canadian and Finnish Arctic policy and strategy, respectively; Finally, the last section of the table contributes to realizing the homogeneity of the human security approach in both Arctic policy and strategy by examining whether different periods (total of 3) are explanations in the 2009 and 2016 manuals guarantee its effective application. and consequential effects in the case studies are presented. A bottom-up approach is expected so that institutions and individuals can be partners in the fight of the “common enemy” and protecting life in local community, in a *glocal* governance, upgrading the human security as a “policy framework”, according to the Special Report (2022, p. 32).

7 components of HS	Canada – 2019 8 Goals	Observations	Finland – 2021 4 Priorities	Observations
Environmental security	Goal 2: affordable and clean energy to achieve energy security and sustainability; improve transportation with clean energy solutions Goal 4: polar science and research collaboration with full inclusion of indigenous knowledge Goal 5: mitigate and adapt to climate change in a resilient way, understanding the impact of climate change and reduce greenhouse gas emissions	Goal 4: objective of having the youth participating in research.	Priority 1: at national level to remove greenhouse gases effect (Climate Change Act), establishing a Sámi Climate Council to promote traditional Sámi knowledge and be taken into account in decision-making related to climate policy; at regional level, the Arctic Council goal is to reduce black carbon emissions between 25% and 35% by 2025. Priority 4: tackle climate change with sustainable mobility	The reference to a Sámi Climate Council seems to be presented in a light way, so that it shows some interest in having them at table and that they were heard at the parliament. Priority 2.2: this priority does not fit in any of the components as it is a past national issue that needs to be solved in people´s minds and hearts. Only after making peace with the past, will both parties be able to, on side open the door to give a sit at the table and be prepared to listen as it is when the other side will feel that in a genuine way and cooperation will happen. Referring to the Truth and Reconciliation process shows the infancy of the discussion of this sensitive subject in Finnish society. The exposition of this priority does not allow to even consider to match it to political or personal securities.

Community security	Goal 6: participation of Arctic and northern Canadians in different forums with Canada as a multilateral leader Goal 7: safe and secure in emergencies and natural disasters, resilience; community safety Goal 8: Arctic and Northern Indigenous peoples to enter into treaties, agreements and other constructive arrangements with the Crown for the foundation of ongoing relations	In Goal 7 the military presence is considered important to keep Arctic and North safe and secure with surveillance		
Economic security	Goal 2: transportation infrastructure that can get North and South closer Goal 3: reduce income inequality, expected growth in sectors such as tourism, commercial fisheries and cultural industries	It is important to highlight: Goal 3: increase indigenous participation in economy	Priority 2.1: economy to promote wellbeing. In this priority there is a mix of different topics: economy, health, gender, equality, employment opportunities. In what concerns education it is expected that there is equal access and that Sámi language is taught. Priority 3.1: correlated to environmental, food and economic securities Priority 4: infrastructure economic opportunities, employment	Priority 3.2: it is mainly focused in research and again in expertise. It claims to promote higher education, but in my perspective, it does not really fit in any of the components of Human Security and the slight reference to indigenous knowledge looks like superficial
	Goal 1: eradicate hunger, high	Recognises and assume that being able to achieve the objectives of goal depends on the		

Food security	cost of living and changes in having access to traditional foods	success of the achievement of other goals and objectives related to, namely, economic development. Education is also relevant in this first goal and might have been influenced by the report 2017 prepared by Mary May Simon (Now Her Excellency the Right Honourable Governor General)		
Health security	Goal 1: focusing on the mental and physical well being Goal 4: increase support for health		Priority 2.1: mental health and suicides; improve technology services healthcare as well as including services in Sámi language	The Strategy claims a holistic perspective in health and wellbeing and considers the country as a forerunner in promoting health security nationally and internationally (p. 40) with the support of digitalisation
Personal security	Goal 1: violence Goal 7: crime prevention Goal 8: continue to redress past dark moments in history against Indigenous Peoples			
Political security	Goal 7: enhanced presence and ability to respond Goal 8: socioeconomic close gaps between Arctic and northern indigenous peoples and other Canadians; devolution of land, inland waters and resource management			

Human Security principles				
People-centred	V	First Nations participated from the beginning in the mapping and identification of needs, root causes and vulnerabilities	X	The Sámi Council was not called to be present in the mapping and identification of root causes, needs and vulnerabilities.
Multi-sectoral / comprehensive	V	Integrated analysis that brings many actors (stakeholders included) together to participate with a future commitment	X	Mainly focused on its own expertise
Context-specific	V	Gaps in infrastructures, specific local information, working on a foundational, healthy relationship between Inuit and the Government	X	Despite the identifications of gaps and the need of improvement in infrastructures, it lacks of local information due to the absence of presence of the Sámi indigenous peoples to correctly address their needs.
Prevention-oriented	V	Presents measures, goals, objectives to prevent, present sustainable solutions and empower	X	There is no empowerment and the measures do not seem to be preventive
Human Security implementation				
PHASE 1: Analysis, Mapping and Planning	The Government of Canada prepared another document entitled Highlights of Canada's Arctic and Northern Policy Framework where the term co-development, corresponding to the work developed during the period 2016-2019, that allowed to identify the gaps, by signal already identified by the indigenous communities in	It is relevant to highlight the co-development and the co-implementation, with the efforts of the Government of Canada and Indigenous, territorial and provincial partners. As well as the participation of "every sector, from the private sector to universities and colleges, the not-for-profit sector, community-based organisations and	It is mentioned that there will be a continuous monitoring to attain strategy´s objectives and the working group will produce a concise annual analysis of strategy´s objectives and the implementation of each	There is no real concrete action with a real will to truly put in practice the measures defined, perhaps, by the way it is expressed in words in the Strategy. It needs improvement in many ways so those who read it, indigenous and non-indigenous, can look at it as a

	their respective Arctic policies and in the report of Her Excellency, Her honourable Governor General Mary May Simon in 2017.	individual Canadians" (Canada Arctic and Northern Policy Framework, 2019, p. 73). The mapping and identification of gaps was more accurate with indigenous peoples at the table, being able to, indirectly, present their Arctic policies where those gaps were and are identified. in the case of Inuit, since 2010	priority of its measures in each priority area (p. 71)	positive message of change in the near future.
PHASE 2: Implementation	In the document mentioned in phase 1, the term co-implementation is used, corresponding to the period 2020-2023. In this document the indication of the time lines for the co-development and the co-implementation, with the efforts of the Government of Canada and Indigenous, territorial and provincial partners, are defined. In what concerns the amounts of funding and spending they can be consulted in the document Horizontal Initiatives- Arctic and Northern Policy Framework lead by the Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC) department which end is in 2030. The policy framework mentions that "the governance mechanisms will be co-developed through discussions among framework partners, the governments and Indigenous peoples´ organisations that worked together on the first part of the			

	framework" (p. 70).			
PHASE 3: Impact assessment / Rapid assessment	According to the information available in the Horizontal Initiatives- Arctic and Northern Policy Framework, the follow-up might happen this year 2022, what can justify the fact there is no information regarding the effective impact/results of the goals and measures defined in the Canada´s Arctic and northern Policy Framework 2019.			

Source: Rodrigues, C. 2022

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