

BuSK WP 2 - Greenland Case study

Report on results of the local case study derived through the activities of the work package.

Guide to regional changes in planning and protective zones and agreements.



Deliverable T2.6.1 Comparative best practice report.

Report on results of the local case study derived through the activities of the work package. Guide to regional changes in planning and protective zones and agreements.

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Preface

The case study of Greenland in workpackage 2 of the BuSK project assess the planning in the case study region as conducted by the Government of Greenland, the Qeqqata Municipality, and the natural resource advisory to ensure sustainable development in the area. Local participation of information to research and planning is examined.

The report will provide the results and introduce the activities of the case study within the work package, and a guide is provided for the planning system in Greenland with focus on the UNESCO World Heritage Site zonation, involvement of locals, and agreements between the stakeholders and authorities. The guide is in Danish and English.

Content:

Results and activities of the Greenland Case Study in WP2

Guide to the planning system in Greenland and citizen involvement

Collaborative planning and management of the commons and protected areas

For introduction, the text of the work package in the BuSK application is here copied:

This WP focuses on the relationships between authorities and local communities, and examines the difficulties of collaboration in land use management decision making.

The management of fragile landscapes and areas of important environmental and natural heritage have often been implemented from the top-down under the belief that landowners are more likely to over-exploit their resources. Conventional wisdom now however leans more to a decentralized management of natural resources and a realization that farmers/ land owners are often more responsible toward their natural resources.

The difficulty arises when this is played out on the ground, i.e. in what ways are farmers /landowners consulted about and integrated into the decisions on how their local resources are managed; in what ways and with what restrictions are natural resources managed and, where resources are required to be managed in an environmentally sustainable way (e.g. EU Policy Directives): how can these resources still benefit local communities socially and economically.

Bringing together these often conflictual standpoints contributes to the programme objective of increased preparedness for community-based sustainable environmental management.

The information collected in this study through participatory action research (PAR) and the development of a PPGIS resource will

- (1) inform local actors, land users, enterprises and farmers of the benefits of nature conservation and the ways in which scientific data is generated and interpreted; and
- (2) it will give planners/policymakers a greater insight to the lay knowledges of local communities and the traditional management practices that may already be in practice.

Results and activities of the Greenland Case study in WP2

Authors: Karl Brix Zinglensen

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The Greenland Case Study

Workpackage 2 of the BuSK project focus on the planning and management of commons and protected areas. For the case study of Greenland, we have used the nomination for UNESCO World Heritage Site in the Qeqqata Municipality region as our case. The site is named Aasivissuit – Nipisat and is located between the Greenland Ice Sheet and the West Greenland Coast spanning more than hundred kilometres in length including the bare ice sheet and attached landscapes, steep mountains, lush valleys, coastal areas, rivers, and lakes. The Qeqqata Municipality is heading the steering group of the UNESCO World Heritage Site, and responsible for coordination of development within.

Land in Greenland is a common good, and nobody can own land areas according to the legislation, although buildings, utilities, and other ground-based assets can be owned and placed on an area allotment designating a right of use for a person or organizational entity. Such use can be for commercial, public or private buildings, infrastructure, instruments, mining and industrial constructions – but also cabins or other leisure based facilities.

Within the realm of utilization of the natural resources and landscape, mining companies can apply for licences for mining exploration and exploitation in larger regions. Small companies and individuals, such professional hunters, tourist operators, and miners can apply for concession and area licences for trophy hunting on musk oxen and caribou, fishing in rivers and lakes of arctic char, small-scale mining, and tourism allotments for extreme skiing or tourist cabins and trails. In water, individuals and professional fishermen can set up fishing nets for catch of arctic char, salmon and other fish along the coast, or fish using long lines for Greenland halibut, and nets for cod within the coastal waters, while larger fishing companies operate offshore on trawlers catching primarily shrimp and Greenland halibut.

Besides these activities and allotments, the land areas and waters can be utilized for personal benefit at any location, usually for leisure trips, camping, trekking, skiing, dogsledding, berry picking, leisure fishery, hunting, and other activities of leisure or subsistence. However, many of these activities have a long history and involve traditions, and some for centuries and through generations, and consequently, individuals, families, groups and settlements have unwritten rights or expectations to utilize areas specifically. Other people are welcome for leisure or subsistence activities, but locking of areas to individuals and local or international companies for commercial activities involve potential issues and discussions.

For the Greenland case study in WP 2, the Qeqqata Kommunia and Greenland Institute of Natural Resources have focused at the UNESCO World Heritage Site in terms of potential conflicts and enhancement of collaboration between locals, authorities, and companies and how the development of tourism business in the area coincide with traditional local utilization, development and knowledge of the landscape.

To do this, we have conducted fieldwork and interviews in the settlement and surroundings of Sarfannguit near Sisimiut within the UNESCO World Heritage Site, disseminated and presented the results for discussion with the locals and partners from authorities and companies.

Activities of the Greenland case study

The Greenland case study of WP 2 is directed by Qeqqata Kommunia and assisted by Greenland Institute of Natural Resources in terms of participatory action research (PAR) and public participatory geographic information systems (PPGIS).

Qeqqata Kommunia has led a guide to the planning system, actors and stakeholders in connection to the UNESCO World Heritage Site Aasivissuit – Nipisat in the case study region. Here it is discussed how PPGIS and involvement can be utilized into forming of the planning documents and activities for development of the UNESCO site and the local settlements.

Greenland Institute of Natural Resources has conducted interviews and local discussions through citizen meetings in the Sarfannguit settlement concerning the development in tourism in connection to the UNESCO World Heritage Site and sustainable local development in the settlement in terms of social, economic, and environmental factors. A report of the interviews have been provided to the Qeqqata Kommunia.

Together, Qeqqata Kommunia and Greenland Institute of Natural Resources have done workshops in Sarfannguit and Sisimiut discussing the results of the interviews, further developments since, and how future small and large scale development plans can fit within the local interests, regional interests, national interests, international interests, and still develop the area in a sustainable way.

Results of the Greenland case study

The results of the case study have been included in the BuSK book's chapter 6, *Whose knowledge? Apprehension around the sharing of natural resource knowledge in the Northern Peripheries* and chapter 8, *The contradictory role of tourism in the northern peripheries: Challenges of overcrowding and overtourism*.

The two chapters are mostly related to WP 1 and WP 3 of the BuSK project, but the planning issues between local and indigenous utilization of the natural and biological resources and the needs for infrastructure and access for groups of tourists fall within the WP 2 of the project. Local knowledge is required to find sustainable and feasible ways of dealing with tourism, and in practical terms to select suitable locations for tourism assets.

The interviews revealed lack of collaboration between the locals parties to deal with local development and tourism development, however the involving workshops between all parties at the last stages of the project displayed an interest from all to collaborate and decide locally.

The local and indigenous people of the Sarfannguit settlement and the Sisimiut elders displayed a great willingness to share their knowledge and stories, and through interview dissemination and PPGIS recording, the case study work has proved it possible to record and communicate this information to the planning system to enhance the feasibility of the planning in terms of sustainable, and local, development.

Guide to the planning system in Greenland and citizen involvement

The following is a guide and discussion of the planning system in Greenland. We focus on the UNESCO World Heritage Site zonation, and the involvement of locals and agreements between the stakeholders and authorities.

Content

Guide til planlægning og borgerinddragelse i Grønland og UNESCO-området (Danish version)

Guide to the planning system and citizen involvement in Greenland and the UNESCO area (English version)

Guide til planlægning og borgerinddragelse i Grønland og UNESCO-området

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Hvordan inkluderes viden fra oprindelige folk og lokale i planlægning i Grønland?

Hvordan håndterer vi inddragelsen i dag, og hvordan udnytter vi den lokale viden til at generere bedre planer. Nedenfor har jeg forsøgt at opdele problemstillingen delelementer i refleksionen over hvordan vi håndterer inddragelsen i dag og hvordan vi inddrager viden.

Resumé for best practice guideline

I dette notat er planlægning i Grønland generelt forsøgt beskrevet som rammen for best practice guidelines for at give et billede af, at der er tale om komplicerede processer, såfremt man fordrer et højt informationsniveau og effektive planprocesser.

For at gennemføre effektive planprocesser er det nødvendigt, at planlæggerne har al relevant information til rådighed ved start af en planproces eller i det mindste oplysning om hvordan informationerne, der kan indvirke på processen, kan skaffes:

1. Informationer om eventuelle bevaringsværdige eller umistelige forhold:
 - Oprindelige folks levevis, jagtområder og jagtmetoder osv.
 - Naturforhold – vegetation, dyreliv osv.
 - Miljøforhold – menneskabte eller naturlige miljøudfordringer
 - Klimatiske forhold – ændringer i nedbør, temperatur, permafrost og oversvømmelse mv.
 - Geologiske forhold – mineraler og andre råstofsinteresser, jordskred og geologiske farer osv.
 - Arkæologiske forhold – fredede fortidsminder, bevaringsværdige landskaber osv.

Ovenstående skal ses som nødvendig baggrundsviden for planlæggere og beslutningstagere, og borgerne, herunder de oprindelige folk. De oprindelige folk kan bidrage til at skabe overblik og indsigt via interviews, fortællinger, registreringer og debatter.

Dele af de nævnte informationer er tidligere samlet i undersøgelsesskrifter i en opsummeret form, som er relevant

2. Samfundet skal være parat til at diskutere og modtage ændringerne, og udnytte nye muligheder positivt.

Vi har fokus på at udnytte PPGIS som et effektivt redskab til at samle data fra borgere i Qeqqata Kommunia, hvoraf 92 % er født i Grønland. Indbyggerantallet var 9.620 i 2013, heraf 765 var født uden for Grønland, men der er ikke tal for hvor mange, der er inuit-afstamning, hvorfor vi antager at 90 % af befolkningen er af oprindeligt folk (kilde: Grønlands Statistik).

Borgerne kan bidrage til myndighedernes planlægning igennem historier, fakta eller observationer, der fortæller om deres levevis generelt eller i et konkret område. Det kan også være spørgsmål til konkrete situationer eller planlægningstiltag.

For at kunne bruge dette i planlægningen, må informationerne bedømmes for deres almene gyldighed, f.eks. om der er tale om historiske oplysninger, konkrete observationer, længerevarende anvendelse af bestemte områder og derved immaterielle rettigheder, eller er der tale om politiske eller politiserende holdninger, hvor beslutninger ønskes påvirket?

Kort beskrivelse af aktører og system der dækker planlægning, herunder planlægning i det åbne land.

Flere forskellige konkrete eller mere bredt definerede aktører indvirker på planlægningen. Det kan være statslige departementer, der i nogle tilfælde varetager meget detaljeret regulering, som indirekte eller direkte har indflydelse på de kommunale planer. Kommunerne skal overholde regeringens sektorplaner m.v. og kaldet ”Selvstyrets interesser i kommuneplanlægningen”, med en offentlig høringsperiode på 8 uger. Der er kun i yderst sjældne tilfælde påvirkning fra danske, statslige myndigheder, som stadig varetager samfundsopgaver i Grønland.

Departementer fra Grønlands Selvstyre, der er relevante i denne sammenhæng:

- Departementet for Finanser, Landsplanafdelingen. Her ligger ansvaret for planloven og eventuel landsplanlægning.
- Departementet for Natur og Miljø, der administrerer VVM-lovgivning, naturbeskyttelse-godkendelse af naturkonsekvensvurderinger, udpegning af f.eks. Ramsar-områder og gennemførelse af naturfredninger, miljøbeskyttelse, godkendelse af kommunal spildevands- og affaldsplanlægning, virksomheds godkendelser osv.
- Departementet for Fiskeri og Fangst. Har ansvaret for reguleringen af jagtlovgivningen, fastlæggelse af fangsttider tildeling af fangstkoter m.v. Naturinstituttet som også deltager i projektet har en rådgivende funktion for departement og politikere.
- Departementet for Uddannelse og Kultur, herunder Grønland Nationalmuseum, hvor ansvaret for arkæologien ligger og Grønlands Sprognævn, som har ansvaret for samlingen af stednavne, som er noget særligt i grønlandsk sammenhæng, da stort set alle stednavne indeholder en beretning om den enkelte lokalitets særlige træk.
- Departementet for Råstoffer, der har ansvaret for tilladelser til råstofindvinding, samt alle anlæg i forbindelse hermed. Der foregår ingen kommunal eller statslig planlægning i forbindelse med disse tilladelser, som reelt har karakter af landsplandirektiver. Der udarbejdes altid en VVM-redegørelse, hvor der redegøres for den samlede påvirkning på natur og miljø fra anlægs- og driftsfaser. Normalt foretages også en sociologisk redegørelse for råstofprojekternes påvirkning på mennesker og deres livsgrundlag.

Ud over departementerne skal nævnes regeringens forsyningsvirksomheder, særligt Grønlands energiforsyning, Nukissiorfiit, som forestår store anlægsprojekter i forbindelse med vandkraft og drikkevand, der kan have væsentlig indflydelse på benyttelsen af det åbne land. Det kan være etableringen af vandkraftværker og ledningstraceer med højspændingsledninger. Aktuelt er man også begyndt at arbejde på opstilling af vindmøller til supplerende af vandkraften, hvor der ikke er tilstrækkelig kapacitet. Dertil også planlægning og drift omkring Grønlands lufthavne i regi af regeringen og de operationelle organisationer i Kalaallit Airports og Mittarfeqarfiit.

Rammer for inddragelse af borgerne

I forbindelse med den fysiske, kommunale planlægning sker **inddragelsen** i dag primært gennem de lovmæssige høringsperioder, hvor et plandokument offentliggøres med en indsigelsesfrist på 6 eller 8 uger.

Overordnet foreligger der en planstrategi, der angiver, hvilke mål en kommunalbestyrelse ønsker at arbejde efter for en 4 årig periode, også med en høringsperiode på 8 uger.

På niveauet derunder foreligger en digital kommuneplan, som fastlægger de overordnede og detaljerede bestemmelser for fremtidige fysiske tiltag i definerede delområder inden for kommunegrænsen, også med en høringsperiode på 8 uger

Kommuneplanen suppleres løbende med tillæg, der typisk præciserer og målretter anvendelsen af delområderne. Høringsperiode er på 8 uger for hvert tillæg. I nogle tilfælde, hvor der er tale om ukomplicerede ændringer, kan høringsperioden reduceres til 6 uger.

Som supplement til de almindelige, fysiske planer er der eksempler på udarbejdelse af forvaltningsplaner for større landområder:

- Forvaltningsplanerne for de enkelte Unesco-områder:
 - Ilulissat Icefjord
 - Kujataa - a subarctic farming landscape in Greenland
 - Aasivissuit – Nipisat – hunting grounds between ice and sea.

Forvaltningsplanen for Aasivissuit – Nipisat er inden for Qeqqata Kommunias område. Disse 3 forvaltningsplaner er udarbejdet ud fra et princip om, at de løbende skal ajourføres eller tilpasses den virkelighed, som det forvaltede område er en del af, og grundlæggende efter de samme principper, der gælder for kommuneplanlægningen, som man kan kalde adaptiv planlægning

- Forvaltningsplanen for Kangerlussuaq området, også inden for Qeqqata Kommunia, er udarbejdet med inddragelse af alle tænkelige interessenter igennem en 7 år lang proces under Grønlands Selvstyre. Planen er dog endnu ikke fuldt ud implementeret, da der afventes aktiviteter fra Selvstyrets side. Såfremt en lignende model skal anvendes, bør processen tages op til revision, så resultaterne kan nås hurtigere og mere smidigt, og derved mindre omkostningstungt for parterne.

Redskabet *forvaltningsplan* er ikke defineret i et lovgrundlag, men er en plan der præsenterer et helhedssyn på et område hvor alle interessenter og oplysninger inddrages for at skabe det bedst mulige afsæt for forvaltning, og forebygge at de forskellige myndigheder med deres administration påvirker forvaltningen på de andre myndighedsområder negativt.

Udnyttelsen af viden

For at kunne inddrage viden skal den være tilgængelig, og samtidig er det vigtigt, at viden har en form for almen gyldighed og repræsentativitet, og ikke alene er udtryk for enkeltpersoners opfattelse.

Tilgængelighed kan bestå af flere elementer:

- Data (viden) foreligger tilgængeligt og gerne geografisk på kort,
- Elementerne er beskrevet, så formidlingen heraf fortolkes korrekt. Eksempelvis ved formidling af stednavne, og brug af begreber.
- Indsamling af viden skal være så vidt muligt repræsentativ.
- Detaljeret og nøjagtig kortlægning, f.eks. ved markering af rensdyrenes og moskusoksernes vandreruter, anvendte teltpladser, jagtområder osv.

Tilgængelighed kan også være kommunikativt imellem mennesker, f.eks. opleves fra tid til anden såkaldt halve historier, hvor man kan så tvivl om formålet hermed. Det kan også være viden, der af forskellige årsager holdes hemmeligt og derved ikke bliver bragt ind før i sidste øjeblik og derved har potentiale til at ødelægge en ellers konstruktiv proces, der kunne have taget hånd om

problemstillingen tidligere. Der i Grønland en grundlæggende problemstilling i, at den viden, der er behov for, ikke bliver tilvejebragt, fordi der ikke har været ressourcer til at undersøge og registrere store landområder tilstrækkeligt, hvorved den registrerede viden er lille, mens den traditionelle viden måske er større, men til gengæld ikke er håndgribelig og let forsvinder igennem generationer.

Inden for myndighedernes arbejde iagttages også det faktum, at udnyttelse og videregivelse af viden begrænses i hyppige udskiftning blandt medarbejdere hos Grønlands Selvstyre og Qeqqata Kommunia samt fordelingen af arbejdsområder. Eksempelvis er gennemsnittet for udskiftning af medarbejdere generelt i Selvstyret ca. 1 år, og de fleste nyuddannede. Procentsatsen er nok lidt højere i kommunerne, måske 1,5 år, men det er stadig en stor udfordring fordi, at der ikke levnes tid til, at der opbygges tillidsforhold mellem administration og de berørte befolkningsgrupper.

En forudsætning for, at viden kan formidles og derved videregivet er, at der er skabt et tillidsforhold mellem meddeler og modtager. En tryghed ved at information bliver benyttet i den ånd, som den er givet.

Borgerinddragelse i forbindelse med udformningen af Unesco-ansøgning, Aasivissuit – Nipisat

Inddragelsen er foregået med følgende redskaber:

Tilbage i 2003 blev et brutto område optaget på Unescos tentativ-liste sammen med to andre områder i Grønland, Ilulissat Isfjord og Sydgrønland. På det tidspunkt blev det besluttet, at de øvrige områder skulle prioriteres først.

Optagelsen på tentativ-listen har i den forløbne periode været omtalt i flere plandokumenter såsom Planstrategi, Kommuneplanen og Forvaltningsplan for Kangerlussuaq området fra 2010, hvor mange fangerorganisationer, foreninger og interessenter var involveret.

Orienteringsmøder:

Processen blev genstartet med nogle forundersøgelser, som blev gennemført for at dokumentere og underbygge potentialet i relation til en Unesco-nominering. Forundersøgelserne foreligger i rapportform, men vigtigst gav disse forundersøgelser anledning til afholdelse af en række orienteringsmøder i 2013-2014, hvor borgerne havde mulighed for at høre den spændende fortælling om kultursporene i Sisimiut – Kangerlussuaq området.

Aktive borgermøder:

I alt er der afholdt 6 borgermøder – 2 i Sisimiut, 2 i Sarfannguit og 2 i Kangerlussuaq.

I Sisimiut, Sarfannguit og Kangerlussuaq har der været tale om møder, hvor der var sikret forklarende indlæg med beskrivelsen af målet med Unesco nomineringen.

I alle tilfælde er der lagt meget vægt på, at hovedsigtet ikke er en fredning, hvor lokalbefolkningen blev udsat for nye restriktioner. Målet er jo netop beskyttelsen af den eksisterende jagtkultur med den udvikling, der gives af den generelle samfundsudvikling og udviklingen af nye jagtredskaber.

Specielt ved møderne i Sisimiut og Kangerlussuaq var der sikret indlæg fra forskellige aktører og flere ældre og unge fangere fik lejlighed til at fortælle deres historier.

Der var indlagt cafébords diskussioner, hvor borgernes input blev opsamlet via diskussioner over kort, hvor fangere kunne fortælle om jagt ruter og oplevelserne under jagtturene.

Endelig var der i Sisimiut og Kangerlussuaq indlagt tegnekonkurrencer for børn i et forsøg på også at gøre mødet interessant for de yngste, og samtidig skabe rum til at deres forældre kunne deltage på de mere konventionelle møder.

I Sarfannguit var møderne primært holdt som almindelige borgermøder, som blev forestået af borgmesteren.

Alle møderne er holdt med oplæg på grønlandsk og mulighed for at komme med input, bekymringer og uddybninger.

Indsamling af jagthistorier

Igennem processen foretog projektgruppen interviews med ældre indbyggere på plejehjemmet, i ældreforeningen, m.v. Der findes på Sisimiut Museum også en del nedskrevne historier og i visse tilfælde også video-interviews med fangere, og der er inddraget en række centrale fortællinger fra området.

Borgernes deltagelse i nomineringsprocessen.

Uanset afholdelsen af alle disse møder, hvor der blev fortalt om Unesco nomineringen, kan der stadig være borgere, der ikke mener, at de har hørt om Unesco området. Måske fordi, at de mener, at det ikke vedkommer eller ikke vil berøre dem.

Generelt kan det også anføres, at vi ikke under borgermøderne har mødt indvendinger og betænkeligheder, som vi ikke har kunnet tilbagevise som ubegrundede. Det har oftest været misforståelser, fordi mange forbinder en Unesco udpegning med en fredning og forbud.

Anvendelsen af PPGIS, til videns indsamling

Der er et potentiale for at anvende PPGIS i Grønland. Samfundet er under øget digitalisering, og befolkningen har taget smartphones og sociale medier til sig lige som mange andre steder i verden. Eksempelvis har halvdelen af landets samlede befolkning en profil på Facebook og også cirka halvdelen af befolkningen har benyttet den offentlige serviceportal Sullissivik. Mange mennesker i Grønland mellem 15 og 70 år har derfor en smartphone. Via apps kan personen med telefonen bidrage til dataopsamling både, hvor der er internet i byer og bygder, men også til dataopsamling i det åbne land, hvor der ikke er internetforbindelse. Data afleveres blot til modtager når telefonen er i et område med internetforbindelse.

Et vigtigt element i opsamlingen er den geografiske placering af hændelser og observationer. Det er en registrering, som kan foretages på et kort med automatisk registrering af koordinater fra telefonens GPS.

En af de vigtigste årsager til at have fokus på små programmer (apps) til mobiltelefoner er, at stort set al redskabet er meget udbredt, anvendes dagligt af alle grupper til kommunikation på mange forskellige måder og typisk er lige ved brugerens hånd.

Generelt er der fokus på at gøre vore data – selvbetjeningsløsninger – tilgængelige på mobiltelefoner, hvorfor det også er oplagt at se på hvordan vi bedre kan håndtere kommunikationen med borgerne i forbindelse med planlægningsopgaver.

Udnyttelsen af viden til planlægning.

En god offentlig planlægning, opbygning af strukturer og i sidste ende prioritering af handlinger er som tidligere nævnt helt afhængig af viden på mange niveauer.

Udnyttelsen af viden fra oprindelige folk / borgere i almindelighed, vil generelt kræve en systematisering af videns indsamling. Det er min opfattelse at en stor hjælp kunne være anvendelsen af apps, hvor spørgerammen sikrer et ensartet input og opbygningen af modtager databasen sikrer systematikken.

Meget af videns indsamlingen i dag når vi taler om bløde værdier, input fra borgere generelt foregår ofte ved dialog med kollegaer, ved en kaffemik eller ved tilfældige samtaler med personer fra forskellige befolkningsgrupper. En stor del af denne viden sorteres og anvendes af den enkelte sags medarbejder. Men resulterer sjældent i en systematisering eller validering af oplysninger.

En form for validering sker gennem de politiske diskussioner og inddragelsen af borgerne i offentlighedsfaserne når en plan bliver håndteret i beslutnings processen.

Guide til lokal involvering i UNESCO-området

Et bud på en guide til lokal involvering kunne indeholde følgende elementer:

Forvaltningsplanlægning:

Forvaltningsplanlægningen inddrages her fordi den kan bidrage med etableringen af en fælles forståelsesramme ud fra en helhedsorienteret tilgang. Selvom kommuneplanen oprindeligt var tænkt som et sådan redskab, bliver kommuneplanen normalt betragtet som kommunens fremadrettede plan. En forvaltningsplan, derimod, har ofte et bredere fundament via alle interessenter i et område, bl.a. på grund af en mere direkte involvering.

Forvaltningsplanen kan dertil rumme andre aftaler end kommuneplanen, f.eks. regulering af jagt samt egentlige handlinger, som ikke er en del af kommuneplanlægningen. Det kan være handlinger, der regulerer, hvordan tiltag kan etableres i fremtiden, men ikke om eller hvornår, de skal etableres.

En forvaltningsplan kan i en grønlandsk sammenhæng betegnes som en aftaleplan, der ikke er selvstændigt lovfæstet, men er lovfæstet i et bredt spektrum af sektorlovgivning.

1. Hvor vi i vores åbne land har interesseområder for udvikling i form af anlæg og sikringen af større tilgængelighed, bør der gennemføres en forvaltningsplanlægning med henblik på udpegning af områder, der er umistelige, og områder, der i forskellig sammenhæng er følsomme over for ændringer. Dertil kommer informationer om uoverkommelige hindringer og umistelige forhold.

Registreringer:

- Oprindelige folks levevis, jagtområder og jagtmetoder osv.
- Naturforhold – botanik, dyreliv osv.

- Miljøforhold – menneskabte eller naturlige miljøudfordringer
 - Klimatiske forhold, temperaturforhold, nedbørsforhold, risiko for oversvømmelser, jøkelløb osv.
 - Geologiske forhold, mulige mineralforekomster, jordskælv, skred osv.
 - Arkæologiske forhold, fredede fortidsminder osv.
 - Tilgængelighed, infrastruktur m.v.
1. Det er vigtigt, at en forvaltningsplan løbende ændres (en adaptiv forvaltningsplan) og ajourføres på baggrund af input fra interessenterne, nye informationer og lovgivning. På baggrund af erfaringer fra Forvaltningsplan for Kangerlussuaq, anbefaler jeg etablering af en styregruppe om etablering, drift og ajourføring af forvaltningsplanen, så der er en mulighed for en koordineret indsats og lokalt initiativ.
 2. Indgangen til en forvaltningsplan er tilgængelighed til alle relevante data. Planen skal ajourføres, når der fremkommer nye data eller der sker en samfundsudvikling, der kræver en revision. Det ligger heri, at en forvaltningsplan ikke er en fredningsplan, men en plan, der skal sikre at anlæg og aktiviteter, der igangsættes, sker på et kvalificeret grundlag, hvor der tages bredere hensyn for områdets generelle udvikling og sammenhæng.
 3. Inddragelsen af oprindelige folks og andre folks viden, og viden om aktiviteter i det åbne land i det hele taget, er ofte centrale i forbindelse med etableringen af en helhedsorienteret forvaltningsplan.
 - a. Den historiske viden – fortidsminder, stednavne og deres betydning og historier fra benyttelsen af forvaltningsområdet. Indsamling af historier kan understøttes af apps.
 - b. Viden om den aktuelle brug af området i en grønlandsk sammenhæng kan der vel være tale om, bærsamling, jagt/trofæjagt og forskellige turistaktiviteter med udflugter o. lign. Her vil apps kunne være en stor støtte med en geografisk relateret dataindsamling. Vi kunne evt. supplere med en APP der registrerer antal besøgende på vores nøgle aktiviteter. Det kunne være et godt redskab til monitorering af turistbelastning. Forvaltningsplanen for Unesco området fordrer en optælling af turister.
 - c. Der kan hentes meget viden gennem interviews, men overblikket over f.eks. jagtaktiviteter vil kunne skabes med benyttelsen af f.eks. vores (særmeldeschema app) jagtregistrerings app.
 - d. Apps kan tillige benyttes til at registrere uheldsmæssige hændelser, der på den ene eller den anden måde kræver handling af de ansvarlige.
 - e. Der kan givet være elementer, som vi ikke har tænkt på.

I ovenstående er ikke indføjet noget om, hvordan de enkelte apps opbygges og hvordan, der stilles spørgsmål. Men det gælder vel som en hovedregel, at enkelhed er en dyd, hvis disse apps skal forstås og benyttes af helt almindelige mennesker, som ikke nødvendigvis er IT kyndige ud over, at de kan benytte en smartphone.

Guide to the planning system and citizen involvement in Greenland and the UNESCO area

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How is knowledge from indigenous people and locals included in planning in Greenland?

How do we handle the involvement today and how do we utilize local knowledge to generate better plans. Below, I have attempted to divide the problem part elements into the reflection of how we handle the involvement today and how we involve knowledge.

Best practice guidelines summary

In this note, planning in Greenland is generally described as the framework for best practice guidelines to provide a picture of complicated processes if a high level of information and effective planning is required.

In order to implement effective planning processes, it is necessary for the planners to have all relevant information available at the start of a planning process or at least information about how information that can affect the process and can be obtained:

1. Information about any conservative or inalienable circumstances:

- Inheritance's lifestyles, hunting areas and hunting methods, etc.
- Natural conditions - vegetation, wildlife, etc.
- Environmental conditions - human or natural environmental challenges
- Climatic conditions - changes in precipitation, temperature, permafrost and flooding, etc.
- Geological conditions - minerals and other raw materials interests, landslides and geological hazards, etc.
- Archaeological conditions - Protected past memorials, conservative landscapes, etc.

The above shall be seen as the necessary background for planners and decision makers, and the citizens, including the indigenous people. The indigenous people can help create insights and insights through interviews, tales, registrations and debates.

Parts of the above information were previously collected in surveys in a summarized form, which is relevant

2. The society must be prepared to discuss and receive the changes and take advantage of new opportunities positively.

We focus on using PPGIS as an effective tool for collecting data from citizens in Qeqqata Municipality, 92% of which were born in Greenland. The population was 9,620 in 2013, of which 765 were born outside of Greenland, but there are no figures for how many are Inuit descendants, why we assume that 90% of the population is originally people (source: Greenland Statistics).

Citizens can contribute to the planning of the authorities through stories, facts or observations that tell about their way of life in general or in a specific area. There may also be questions for specific situations or planning.

In order to use this in planning, the information must be evaluated for their general validity, for example, in the case of historical information, concrete observations, longer-term use of certain areas

and, consequently, intellectual property rights, or political or politic attitudes where decisions are desired?

Brief description of actors and systems that cover planning, including planning in the open country.

Several different concrete or more broadly defined actors influence planning. It can be governmental ministries, which in some cases carry out very detailed regulation that indirectly or directly affects municipal plans. Municipalities must comply with government sector plans, etc. and called "Self-interest in municipal planning", with a public consultation period of 8 weeks. Only in very rare cases is the influence of Danish government authorities still pursuing social tasks in Greenland.

Ministries of Greenland's Self-Government, which are relevant in this context:

- Ministry of Finance, National Planning Department. Here is the responsibility for the planning act and possible land planning.
- The Ministry of Nature and Environment, which administers EIA legislation, nature conservation approval of nature impact assessments, designation of eg. Ramsar areas and implementation of nature conservation, environmental protection, approval of municipal wastewater and waste planning, company approvals, etc.
- Ministry of Fisheries and Catch. Responsible for regulation of hunting legislation, determination of fishing times allocation of catch quotas etc. Naturins The title that participates in the project also has an advisory function for ministries and politicians.
- The Ministry of Education and Culture, including the Greenland National Museum, where the responsibility for archaeology lies and the Greenland Language Board, which is responsible for the collection of place names, which is something special in Greenlandic context, since virtually all place names contain a report on the particular features of the individual site .
- The Ministry of Raw Materials, which is responsible for permits for raw material extraction, and all related installations. There are no municipal or state planning in connection with these permits, which really are in the nature of national planning directives. An EIA report is always prepared, explaining the overall impact on nature and environment from construction and operational phases. Normally, a sociological statement is also made of the impact of raw materials projects on people and their lives.

In addition to the ministries, the government's utilities, especially Greenland's energy supply, Nukissiorfiit, are responsible for large-scale projects in connection with hydropower and drinking water that can have a significant influence on the use of the open land. This could be the establishment of hydroelectric power plants and line paths with high voltage lines. At the moment, we have also started working on wind turbines to supplement the hydroelectric power where there is insufficient capacity. In addition, planning and operation around Greenland airports under the auspices of the government and the operational organizations in Kalaallit Airports (New company created to construct and maintain 3 new airports) and Mittarfeqarfiit (Existing maintenance company)

Frameworks for the involvement of citizens

In connection with physical, municipal planning, involvement today is primarily through the legal

consultation periods when a plan document is published with a notice of 6 or 8 weeks.

Overall, there is a plan strategy that sets out the goals a municipal council wishes to work for a 4 year period, also with a consultation period of 8 weeks.

At the level below there is a digital municipal plan which defines the overall and detailed provisions for future physical actions in defined sub-areas within the municipal boundary, also with a consultation period of 8 weeks

The municipal plan is continuously supplemented with additions, which typically specify and target the use of the sub-areas. Consultation period is 8 weeks for each supplement. In some instances where there are uncomplicated changes, the consultation period may be reduced to 6 weeks.

In addition to the common, physical plans, there are examples of preparation of management plans for larger lands:

- Management plans for the individual Unesco areas:
 - Ilulissat Icefjord
 - Kujataa - a subarctic farming landscape in Greenland
 - Aasivissuit - Nipisat - hunting grounds between ice and sea.

The management plan for Aasivissuit - Nipisat is within the area of Qeqqata Municipality. These 3 management plans are based on a principle that they must continuously be updated or adapted to the reality of the managed area and basically according to the same principles that apply to local planning, which can be called adaptive planning

- The management plan for the Kangerlussuaq area, also within the Qeqqata Municipality, has been prepared with the involvement of all potential stakeholders through a 7-year process under the Greenland Self-Government. However, the plan is not yet fully implemented, as awaiting activities by the Self-Government. If a similar model is to be used, the process should be revised so that results can be achieved faster and more smoothly, and thereby less costly for the parties.

The tool management plan is not defined in a legal framework but is a plan that presents a holistic view in an area where all stakeholders and information are involved in order to provide the best possible basis for management and to prevent the various authorities with their administration from affecting management on **the other government areas negatively**.

Utilization of knowledge

Knowledge must be accessible, while at the same time it is important that knowledge has a form of general validity and representativeness, and not only expresses the perception of individuals.

Availability may consist of several items:

- Data (knowledge) available and geographically available on maps,
- The elements are described so that their dissemination is interpreted correctly. For example, by the dissemination of place names, and the use of concepts.
- Collection of knowledge should be as representative as possible.

- Detailed and accurate mapping, eg. by marking the walks of the reindeer and mosque oxen, used pitches, hunting areas, etc.

Availability can also be communicative between people, for example. experience from time to time so-called half stories where one can doubt the purpose of this. It may also be knowledge that, for various reasons, is kept secret and thus not brought in until the last minute and thus has the potential to a hunting stories,

Throughout the process, the project team conducted interviews with elderly residents in the nursing home, in the elderly association, m.v. There are also written stories in the Sisimiut Museum and, in some cases, video interviews with prisoners, and a number of key stories from the area have been included. Hunting routes m.v. supplemented

Citizens' participation in the nomination process.

Regardless of the holding of all these meetings, where the Unesco nomination was told, there may still be citizens who do not believe they have heard about the Unesco area. Perhaps because they believe that they do not or will not affect them.

In general, it can also be said that we have not encountered objections and concerns during the bourgeois meetings, which we have not been able to reject as unfounded. It has often been misunderstandings, because many associate a UNESCO designation with a conservation and ban.

The use of PPGIS, to the knowledge collection

There is a potential for using PPGIS in Greenland. Society is undergoing digitalization, and the population has taken smartphones and social media just like many other places in the world. For example, half of the country's total population has a profile on Facebook and about half of the population has used the public service portal Sullissivik. Many people in Greenland between the ages of 15 and 70 have a smartphone. Via apps, the person with the phone can contribute to data retrieval both where there is internet in cities and communities, but also for data collection in the open country where there is no internet connection. Data is only delivered to the recipient when the phone is in an Internet connection area.

An important element of the collection is the geographical location of events and observations. It is a registration that can be done on a card with automatic registration of coordinates from the phone's GPS.

One of the main reasons for focusing on small applications (apps) for mobile phones is that the device is widely used, used daily by all groups for communication in many different ways and typically is at the hand of the user.

In general, focusing on making our data - self-service solutions - available on mobile phones, therefore, it is also obvious to look at how we can better handle communication with the citizens in connection with planning tasks.

Utilization of knowledge for planning.

Good public planning, structure structure and ultimately prioritization of actions are, as mentioned

earlier, entirely dependent on knowledge on many levels.

The exploitation of knowledge from indigenous people / citizens in general will generally require systematization of the knowledge collection. It is my view that a great help could be the use of apps where the query framework ensures a consistent input and the build of the recipient database ensures systematics.

Much of the knowledge gathering today when we talk about soft values, citizens' input generally takes place often through dialogue with colleagues, at a coffee shop or by random conversations with people from different communities. A large part of this knowledge is sorted and used by the individual's employee. However, rarely results in systematization or validation of information.

One form of validation is through the political discussions and the involvement of citizens in the public phases when a plan is handled in the decision-making process.

Guide for local involvement in the UNESCO area

An guide to local involvement could contain the following elements:

Management Planning:

Management planning is involved here because it can contribute to the establishment of a common understanding framework based on a holistic approach. Although the municipal plan was originally intended as such a tool, the municipal plan is usually considered as the municipality's forward-looking plan. A management plan, on the other hand, often has a wider foundation through all stakeholders in an area, including due to a more direct involvement.

The management plan may include agreements other than the municipal plan, for example. regulation of hunting as well as actual actions that are not part of municipal planning. There may be actions that regulate how actions can be established in the future, but not about or when to set up.

A management plan can be termed in a Greenlandic context as an agreement, which is not legally statutory, but is regulated in a wide range of sectoral legislation.

1. Where we in our open country have areas of interest for development in the form of facilities and ensuring greater availability, management planning should be implemented to designate areas that are inalienable and areas that are sensitive to changes in various contexts . In addition, information about invincible obstacles and inalienable conditions.

Registrations:

- Inheritance's lifestyles, hunting areas and hunting methods, etc.
- Natural conditions - botany, wildlife etc.
- Environmental conditions - human or natural environmental challenges
- Climatic conditions, temperature conditions, precipitation, flood risk, glacial run, etc.
- Geological conditions, possible mineral deposits, earthquake, landslide etc.
- Archaeological conditions, preserved memorials, etc.
- Availability, infrastructure, etc.

1. It is important that a management plan is continuously amended (an adaptive management plan) and updated on the basis of stakeholder input, new information and legislation. Based on experience from the Management Plan for Kangerlussuaq, I recommend establishing a steering committee on the establishment, operation and updating of the management plan, so that there is an opportunity for coordinated efforts and local initiatives.

2. The entry to a management plan is accessible to all relevant data. The plan is to be updated when new data arise or social development requires revision. It is because a management plan is not a conservation plan, but a plan to ensure that facilities and activities that are launched take place on a qualified basis, taking into account the general development and coherence of the area.

3. The involvement of indigenous peoples and other people's knowledge, and knowledge of activities in the open country at all, are often key in establishing none of a holistic management plan.

a. The historical knowledge - past memorials, place names and their significance and stories from the use of the administrative area. Collection of stories can be supported by apps.

b. Knowledge of the current use of the area in a Greenlandic context may include, bear collection, hunting / trophy hunting and various tourist activities with excursions and the like. Here apps will be a great support with a geographically related data collection. We could possibly. Supplement with an APP that records the number of visitors to our key activities. It could be a good tool for monitoring tourist loads. The management plan for the Unesco area requires a count of tourists.

c. A lot of knowledge can be gathered through interviews, but viewed above, for example. hunting activities could be created with the use of eg. our (special application app) hunting registration app.

d. Apps may also be used to detect inappropriate events that in one way or another require action by those responsible.

e. There may be elements that we have not thought of.

In the above, nothing is included about how each app builds and how questions are asked. But as a rule, simplicity is a virtue if these apps are to be understood and used by ordinary people who are not necessarily knowledgeable about the use of a smartphone.