



## Arctic Marine Tourism Project (AMTP) Workshop Report



Ilulissat Fjord, Greenland

Photo by: B. Funston

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Ottawa, Ontario, Canada

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### **EXECUTIVE SUMMARY**

In broad terms the AMTP is attempting to identify issues or gaps where the Arctic Council can add value by articulating best practices in relation to vessel-based Arctic tourism. In undertaking this project PAME seeks to produce a best practices document that:

- 1) avoids duplication by being aware of existing guidelines and best practices;
- 2) identifies existing best practices while also determining any practical problem areas or actual issues requiring some resolution;
- 3) takes into account regional variations, categories of tourist/vessel operations, various stakeholder perspectives, and practical usability of a best practices document; and
- 4) considers the intended audience(s) for development of best practices.

The workshop advanced understanding on all these matters and generated a solid basis for further work on the AMTP.

Owing to a range of factors, representatives from the Permanent Participant and some Arctic states were not able to attend. The list of approximately 40 participants is included in Appendix A. PAME seeks to broaden participation in the AMTP discussions through future working group meetings and workshops. Although local community representatives and Permanent Participant representatives did not participate in the workshop, a considerable amount of discussion occurred on issues and concerns relevant to communities and indigenous peoples. There was a clear consensus that indigenous representation was essential in future workshops and discussions so that their perspectives and views could be properly reflected in any best practices document going forward to Arctic Council Ministers.

Several participants stressed that most of the regular Arctic marine tourism operators have decades of experience in the region and have developed best practices related to safe distances from hazards and wildlife, as well as in respect of operations in and near communities. Many operators have good relations and communications with communities and conduct responsible operations. Therefore, “best practices” should not necessarily equate with increased regulation of the industry operators. In some case best practices need to be adopted by government agencies and community bodies as well.

Throughout the workshop, participants noted a number of important regional/geographical variations in the nature and extent of Arctic marine tourism, as well as important distinctions in relation to vessel size, classification and regional areas of operation that will require additional attention and clarification for purposes of the AMTP.

Part D of this Report contains a proposed working framework to assist in the iterative process associated with developing an ‘*Arctic Marine Tourism Best Practices*’ document (or equivalent) for approval by Arctic Council Ministers in spring 2015. This working draft is a composite of various ideas put forward during and after the workshop and is intended for discussion purposes only. Part E identifies next steps and key dates for the AMTP.

**Part A: BACKGROUND**

The **Arctic Marine Tourism Project** (AMTP) is the first project in a potential suite of renewed efforts by the Arctic Council to analyze and promote sustainable tourism across the circumpolar Arctic.

**Scope:**

Recent Arctic Council documents provide authorization for this work within the AMTP:

- **"Vision for the Arctic" adopted by Arctic Council Ministers, 15 May 2013:**  
"A Safe Arctic: To meet the needs of an ever-changing Arctic we will further strengthen our cooperation in the fields of environmental and civil security. Aware that maritime safety requires broad regional and international cooperation, we will continue to develop best practices and other measures for the Arctic region."
- **Senior Arctic Officials' Report to Ministers, Kiruna Sweden, 13 May 2013:** "Develop a sustainable tourism initiative: PAME will reach out to SDWG, AMAP and CAFF to explore the development of a sustainable tourism initiative. Potential elements could include: collecting and assessing existing information regarding trends in Arctic tourism; collecting and assessing existing information on adverse and beneficial environmental, social, and cultural impacts of Arctic tourism; an inventory of existing laws, codes, policies, guidelines and best practices pertaining to sustainable Arctic tourism and based on an evaluation of the inventory, identifying fundamental principles of sustainable Arctic tourism, publicizing principles and encouraging their adoption and/or implementation by key Arctic actors; and if/as appropriate, developing or encouraging the development of more specific code or best practices of sustainable Arctic tourism, tailored to specific regions communities, destinations, ecosystems or industries. Co-leads are Canada and the United States."
- **2013 Arctic Ocean Review:** "Arctic states should explore the possibility of developing voluntary guidelines and, if appropriate, best practices in implementing such guidelines for sustainable tourism. Moreover, that the role the cruise industry plays in facilitating tourism in the region and the impacts of this industry on Arctic peoples, ecosystems and the environment should be acknowledged. The Arctic Council should also give consideration towards the development of a broader sustainable tourism initiative."
- **PAME 2013-2015 Work Plan (pursuant to the aforementioned SAO Report):** "PAME will reach out to the SDWG, AMAP and CAFF to explore the development of a sustainable tourism initiative. Potential elements within this cross-cutting initiative could include:
  - collecting and assessing existing information regarding trends in Arctic tourism

- collecting and assessing existing information on both the adverse and beneficial environmental, social, and cultural impacts of Arctic tourism;
  - inventorying existing laws, codes, policies, guidelines and best practices pertaining to sustainable Arctic tourism;
  - based on an evaluation of the inventory, identifying fundamental principles of sustainable Arctic tourism;
  - publicizing these principles and encouraging their adoption and/or implementation by key Arctic actors;
  - if/as appropriate, developing or encouraging the development of more specific codes or best practices of sustainable Arctic tourism, tailored to specific regions, communities, destinations, ecosystems, or industries.”
- ***Canada’s Arctic Council Chairmanship (2013-2015) Program Priorities:*** Under the sub-theme of ‘Safe Arctic Shipping’ the Arctic Council will focus on developing “guidelines for sustainable tourism and cruise ship operations.”

### **Workshop Objectives:**

This AMTP Workshop in Ottawa was the first of two planned workshops organized by the Protection of the Arctic Marine Environment (PAME) Working Group under the leadership of Canada and the United States to:

- focus on aspects of Arctic marine tourism that fall outside the competency of, or remain unaddressed by, the International Maritime Organization (IMO) and avoid duplication by being aware of existing guidelines and best practices;
- generate discussion amongst representatives from a diverse range of perspectives from industry, government, academia, the not-for-profit sector, and local communities and indigenous groups to identify existing best practices while also taking into account regional variations, categories of tourist/vessel operations, various stakeholder perspectives, emerging trends, impacts (positive and negative), oversight of marine tourism across the Arctic Region and any practical problem areas or actual issues requiring some resolution;
- discuss a possible framework for the creation of a final ‘*Arctic Marine Tourism Best Practices*’ document (or equivalent) for approval by Arctic Council Ministers in spring 2015, taking into account the intended audience(s) for development of best practices and practical usability.

These matters will also be considered by PAME through ongoing inter-sessional work and during a second dedicated AMTP workshop planned for the fall of 2014.

### **Guiding Parameters:**

Workshop participants (see ANNEX 1) were asked to consider four general parameters to provide structure to the discussions so that the identified objectives could be met:

- Content must address a tourism activity that is in some way facilitated by or related to vessel operation in Arctic waters;
- Content must acknowledge the role of the International Maritime Organization (IMO) as the global body responsible for the safety and security of shipping and the prevention of marine pollution from ships - responsibilities that are applicable to elements of Arctic marine tourism;
- Content should consider the range of audiences to which 'Best Practices' might be directed (i.e. governments, operators, passengers, communities);
- Content should pay careful attention to existing work on sustainable Arctic tourism including industry guidelines and best practices, academic studies recommendations, and relevant Arctic state domestic laws, policies and guidelines.

### **Framing Questions:**

The following framing questions were also used to stimulate discussion on the identified topics for consideration. Participants were asked to consider, to the extent possible, the applicability of these framing questions throughout the broader Arctic Region.

#### General

- What are the primary risks and impacts (positive and negative) related to Arctic marine tourism?
- What challenges and opportunities currently influence the achievement of sustainable Arctic marine tourism?
- Where could improvements be made in the management of Arctic marine tourism by operators, Arctic states, communities or other stakeholders, before, during and after a voyage or activity occurs?
- In the light of the assumption of growth in vessel tourism, and against the backdrop of best practices that have been adopted by IAATO and AECO, and other stakeholders such as WWF, how might the Arctic Council play a role in the achievement of sustainable Arctic marine tourism?

#### Specific

- Are "best practices" recognized as such from the perspective of all stakeholders (i.e. communities, operators, NGOs, Arctic states)?

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- Are there gaps in the existing guidelines and best practices materials that the Arctic Council, operators or Arctic communities should address?
- Are operators and communities aware of existing best practices and guidelines?
- Are best practice and guidelines documents readily accessible by operators and communities?
- Do existing best practices and guideline documents make sense in the practical context of Arctic operations? Are they capable of implementation by all scales of operation (cruise ships to human-powered craft)?

### Process

- What processes/tools could be used to increase the development, awareness, dissemination and implementation of best practices for Arctic vessel-based tourism as the industry evolves (e.g. web-based, print, collaborative fora, etc.)?

## **Part B. WORKSHOP STRUCTURE AND AGENDA**

The workshop format included plenary presentations, breakout sessions and plenary discussions (see APPENDIX B for the Workshop Agenda).

The presentations provided background and perspectives to inform the breakout session discussions. The speakers and presentation titles were as follows:

- **Polar Code: *Update on status of draft Code***  
Luc Tremblay, Manager, Arctic and Large Vessels, Design and Equipment Standards  
Transport Canada, Marine Safety and Security
- **WWF – Linking Tourism and Conservation in the Arctic**  
Stanislav Fomin (Marine Programme Coordinator, Barents Sea) & Marc-André Dubois  
(WWF Global Arctic Programme Officer)
- **Marine Tourism & Sustainability: Trends, opportunities, risks, & policy solutions**  
Jackie Dawson, Canada Research Chair in Environment, Society and Policy  
University of Ottawa
- **Sustainable Tourism Development**  
Ilja Leo Lang, Office Manager Denmark,  
Association of Arctic Expedition Cruise Operators
- **Operator experiences in the Arctic & Antarctica**  
Geoff Greene, Founder, Students on Ice Foundation, Ottawa

The International Café model was used for breakout sessions. This approach involved dividing participants randomly into four groups, representing a balanced cross-section of interests, for each breakout session. Each group would discuss issues in an assigned issue-area during a given breakout session. Each participant would then move to a different issue-area for subsequent breakout sessions. The four issue-areas were:

### **Breakout Group and Some Possible Issues for Discussion**

#### **Group 1: Wildlife & Ecosystems**

- Viewing (marine mammals, sea bird colonies, terrestrial species, etc.)
- Marine wildlife encounters & interactions (i.e. safe distances, dangers of feeding, etc)
- Terrestrial wildlife encounters & interactions
- Wildlife strikes and injuries
- Seabed disturbances (i.e. anchoring)
- Impacts on terrestrial vegetation



- Waste, pollution, grey water
- Harvesting & specimen taking
- Invasive species and disease transfer
- Noise issues
- Other

**Group 2: Hazards**

- Sea ice, icebergs and glaciers
- Rocks and shoals
- Weather
- Shipboard health problems
- Ship to shore operations
- Wildlife encounters
- Other

**Group 3: Ship and Shore-based Activities**

- Ship to shore transfers
- Zodiac/human powered vessel operations
- Diving
- Passenger safety and security
- Communications
- Active layer and site impacts
- Harvesting and specimen taking
- Wildlife viewing, encounters and interactions
- Walks & hikes
- Lake, river and glacier interactions
- Community and historical site visits
- Other

**Group 4: Third Party Contact**

- Communities
  - Historical and archaeological sites
  - Community interaction (i.e. prior notification of arrival, purchasing of goods and services, respecting subsistence hunting and traditional ways of life, trespassing, landing of tenders)
  - Permitting, approvals and licensing
  - Site specific guidelines and procedures
- Harvesters (indigenous, commercial fishers, etc.)
- Resource industry operators
- Scientists
- Other cruise operators and tourists
- Other

## **PART C: SUMMARY of WORKSHOP DISCUSSIONS**

### **Overview:**

In broad terms the AMTP is attempting to identify issues or gaps where the Arctic Council can add value by articulating best practices in relation to vessel-based Arctic tourism. It will therefore be necessary to:

- 1) focus on aspects of Arctic marine tourism that fall outside the competency of, or remain unaddressed by, the International Maritime Organization (IMO) and avoid duplication by being aware of existing guidelines and best practices;
- 2) generate discussion amongst representatives from a diverse range of perspectives from industry, government, academia, the not-for-profit sector, and local communities and indigenous groups to identify existing best practices while taking into account regional variations, categories of tourist/vessel operations, various stakeholder perspectives, emerging trends, impacts (positive and negative), oversight of marine tourism across the Arctic Region and any practical problem areas or actual issues requiring some resolution;
- 3) discuss a possible framework for the creation of a final '*Arctic Marine Tourism Best Practices*' document (or equivalent) for approval by Arctic Council Ministers in spring 2015, taking into account the intended audience(s) for development of best practices and practical useability.

The workshop advanced understanding on all these matters and generated a solid basis for further work on the AMTP.

### **Definitions:**

As a starting point for discussions during the workshop, the following terms were defined as follows:

- '**Arctic marine tourism**' and '**Vessel-based Arctic tourism**' were understood to include activities or interactions that are in some way facilitated by or related to the operation of a vessel in Arctic waters (note: certain activities may not necessarily be *exclusive* to Arctic marine tourism).
- '**Sustainable Arctic tourism**' was given the same definition used in the Arctic Council *Sustainable Model for Arctic Regional Tourism* (SMART) Report (SDWG, 2006): "tourism that minimizes negative impacts and maximizes socio-cultural, environmental and economic benefits for residents of the Arctic".

Although the term '**Best Practices**' was not defined for purposes of the workshop, some reference was made to the PAME/SDWG report on *Best Practices in Ecosystem-based Oceans Management in the Arctic* (2009) which examined practices and approaches that have proved useful in moving towards effective protection and sustainable use of the Arctic marine environment. The AMTP is similarly examining relevant practices and approaches in the context of Arctic marine tourism.

### **Important Variations and Distinctions:**

It is important to emphasize that throughout the workshop participants noted a number of important regional/geographical variations in the nature and extent of Arctic marine tourism, as well as important distinctions in relation to private and commercial vessels, vessel size, vessel classification and regional areas of operation that will require additional attention and clarification for purposes of the AMTP.

Discussions during this workshop focused primarily on Arctic marine tourism in Canada and some areas frequented by members of the Association of Arctic Expedition Cruise Operators (AECO) such as Svalbard, Jan Mayen, Greenland, Canada, Franz Josef Land and northern Novaya Zemlya.

With respect to distinctions among vessels, a number of terms were used that will require additional examination for purposes of the AMTP such as:

- *human-powered craft (e.g. kayaks, row boats)*
- *personal pleasure/recreational craft including*
  - *personal water craft (e.g. jet skis)*
  - *yachts (large and small,)*
- *cruise ships*
- *expedition vessels*
- *residential vessels*

Many of the larger tourism vessels also operate zodiacs as landing craft or for purposes of activities away from the main vessel.

**Objective 1: Focus on aspects of Arctic marine tourism that fall outside the competency of, or remain unaddressed by, the International Maritime Organization (IMO) and avoid duplication by being aware of existing guidelines and best practices.**

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**Overview:**

Awareness of existing guidelines and best practices relevant to Arctic marine tourism is an important aspect of developing a best practices document for approval by Arctic Council Ministers. The workshop presentations and discussions included numerous references to relevant IMO guidelines, as well as to guidelines developed by a range of stakeholders. This section of the report summarizes some of this information and a few issue areas where additional examination might be warranted.

**IMO and the Polar Code:**

A primary objective of the AMTP is to focus on aspects of Arctic marine tourism that fall outside the competency of, or remain unaddressed by, the International Maritime Organization (IMO). In December 2002, the IMO approved Guidelines for ships operating in Arctic ice-covered waters<sup>1</sup>; however, these were updated and replaced in 2009 by the *Guidelines for Ship Operating in Polar Waters*<sup>2</sup>. These guidelines supplement the existing requirements of the *SOLAS Convention*.

The International Association of Classification Societies (IACS) has also developed a system of Polar Classes in order to designate different levels of capability for ships navigating in the Arctic.<sup>3</sup>

In addition, the International Maritime Organization (IMO) requires all vessels to prepare a voyage plan, or passage plan.<sup>4</sup> In November 2007, the IMO also adopted *Guidelines on Voyage Planning for Passenger Ships Operating in Remote Areas*.<sup>5</sup> “These guidelines indicate that the voyage planning should take into account the source, date and quality of the hydrographic data of charts used; safe areas; no-go areas; surveyed marine corridors if available; and contingency plans for emergencies in the event of limited assistance being available in areas remote from SAR facilities.”<sup>6</sup>

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<sup>1</sup> MSC/Circ.1056/MEPC/Circ.399 (December 2002).

<sup>2</sup> Resolution A.1024(26), Adopted on 2 December 2009

<sup>3</sup> IMO, “Polar Shipping Safety,” <http://www.imo.org/OurWork/Safety/SafetyTopics/Pages/PolarShippingSafety.aspx> accessed on 30 March 2014.

<sup>4</sup> IMO Resolution A.893(21) Annex 25, “Guidelines for Voyage Planning.”

<sup>5</sup> See for example information set out in the Marine Investigation Report M10H0006 on the grounding of passenger vessel Clipper Adventurer in the Coronation Gulf, Nunavut, Canada on 27 August 2010, p.3.

<sup>6</sup> This information is taken from Marine Investigation Report M10H0006 on the grounding of passenger vessel Clipper Adventurer in the Coronation Gulf, Nunavut, Canada on 27 August 2010.

In summary, among the IMO guidelines that the AMTP will take into account, so as to avoid duplications in the development of a best practices document, are:

- IMO A 26/Res. 1024 – Guidelines for Ships Operating in Polar Waters
- Marine Safety Committee of the IMO (MSC)1/Circ. 1184 – Enhanced Contingency Planning Guidance for Passenger Ships Operating in Areas Remote from SAR Facilities
- IMO A 25/Res. 999 – Guidelines on Voyage Planning for Passenger Ships Operating in Remote Areas
- MSC 1/Circ. 1185 – Guide for Cold Water Survival
- MEPC.1/Circ.674 - Guidance document for minimizing the risk of ship strikes with cetaceans.
- IMO Guidelines for the reduction of underwater noise (approved in March 2014)

***Fig. 1 IMO Definition of the Arctic***

Geographic area = 60 degree north, with some exceptions



Courtesy Ilja Leo Lang, Office Manager Denmark, AECO

Development of a mandatory Polar Code began in 2010. The Polar Code will not be a stand-alone instrument but rather will supplement SOLAS and MARPOL.

The Polar Code is still under negotiation with contents subject to change. Currently, the draft Code has two parts: Part I Safety Measures; and Part II – Pollution Prevention. Each Part also has two sections: Section A - Mandatory measures, (mandatory measures that flag states have to apply) and Section B - Guidance in interpreting/implementing the mandatory

measures, which could include examples of good practices:

Code Structure

Part I-A Safety Measures

Part I-B Additional Guidance To Part I-A

Part II-A Pollution Prevention Measures

Part II-B Additional Guidance To Part II-A

Because of the time pressures to complete the Code not much work has been done to date on the guidelines to be contained in Part I-B to support Safety Measures and Part II-B to support Pollution Prevention Measures. It is possible that these guidelines could be 'thin' or outstanding at the date of the Code coming into force, currently anticipated to be January, 2017.

**Other Stakeholder Guidelines:**

Among the other guidelines and relevant measures referenced or touched upon in the workshop were the following:

- International initiatives, such as
  - World Meteorological Organization's Voluntary Observing Ship (VOS) Scheme for weather observations at sea
- Arctic State measures, such as
  - *Canada's Guidelines for the Operation of Passenger Vessels in Canadian Arctic Waters* (TP 13670E)
  - Canadian Arctic waters 'zero discharge' regulation
- Arctic Indigenous and Community guidelines
  - Arctic Eskimo Whaling Commission's Open Water Season Conflict Avoidance Agreement and Annual Meeting Process
  - Pond Inlet community guidelines
  - Other
- Industry guidelines and standards, such as
  - Association of Arctic Expedition Cruise Operators (AECO) guidelines, including
    - Operational guidelines
    - Visitors guidelines
    - Wildlife guidelines
    - Biosecurity guidelines
    - Site Specific guidelines

- Vessel risk assessment
- International Association of Antarctic Tour Operators guidelines, including
  - Guidance for those Organizing Tourism
  - Visitor Guidelines
  - Decontamination Guidelines
  - Yachting Guidelines
  - Marine Wildlife Watching Guidelines
- NGO guidelines and principles, such as
  - WWF's 10 Principles for Arctic Tourism
  - WWF's Conduct for Tour Operators in the Arctic
- Corporate social responsibility international guidelines and principles, such as
  - The Equator Principles (EPs)
  - The United Nations Global Compact
  - International Finance Corporation/ World Bank's Sustainability Framework
  - The Global Reporting Initiative (GRI).
- Appendix C contains, for information purposes only, a working document on best practices relating to *Strengthening Passenger Ship Safety in Arctic Waters* submitted to PAME in January 2011.

**Possible Issue Areas for Further Examination:**

The presentation on the negotiations to develop a mandatory Polar Code identified a number of aspects of the draft Code of particular relevance to tourism vessels..Three in particular might warrant some further examination by PAME for possible identification of best practices that could be articulated by Arctic Council Ministers:

- Voyage planning under the draft Code apparently does not cover shored-based activities. The voyage plan required by the Code is to take into account the potential hazards of the intended voyage and other pertinent information including:
  - quality of charts
  - statistical information on ice and temperatures from former years
  - current information on the extent and type of ice and icebergs in the vicinity of the intended route
  - places of refuge
  - Existing MSC Circulars to be considered:
    - A 25/Res.999 - Guidelines on voyage planning for passenger ships operating in remote areas;
    - MSC.1/Circ.1184 - Enhanced contingency planning guidance for

- passenger ships operating in areas remote from SAR facilities;
  - MEPC.1/Circ.674 - Guidance document for minimizing the risk of ship strikes with cetaceans.
- 
- Manning under the draft Code apparently does not cover guides and other qualified officials for land-based or ship-based activities and excursions. PAME might wish to consider best practices that relate to training and conduct of ship personal who are responsible for tours and interactions with communities, wildlife, cultural, archaeological and other relevant sites.<sup>7</sup>
  - Pollution prevention measures under the draft Code allow certain ship discharges. Apparently there is unlikely to be a total ban on discharge of garbage or sewage in Arctic waters under the Code. PAME might wish to consider additional best practices in respecting pollution. During workshop discussions a number of gaps were noted in the draft Polar Code by some participants, including in relation to:
    - Heavy Fuel Oil (HFO) usage and carriage restrictions
    - Black carbon (soot)
    - Wildlife interactions
    - Ballast water management<sup>8</sup>
    - Grey water
    - Shipboard incineration

However, many of these issues appear to be addressed (or are being considered) in other IMO instruments.

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<sup>7</sup> For example, an important issue is the need for direct communication with indigenous and local communities to prevent impacts to subsistence activities.

<sup>8</sup> This could include issues relating to control of invasive species.



**Objective 2: Generate discussion amongst representatives from a diverse range of perspectives from industry, government, academia, the not-for-profit sector, and local communities and indigenous groups to identify existing best practices while taking into account regional variations, categories of tourist/vessel operations, various stakeholder perspectives, emerging trends, impacts (positive and negative), oversight of marine tourism across the Arctic Region and any practical problem areas or actual issues requiring some resolution.**

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**Overview:**

The workshop succeeded in generating discussion amongst representatives from a diverse range of perspectives including cruise operators, government, academia, and the not-for-profit sector. However, the majority of participants were from Canada. Owing to a range of factors, Permanent Participant representatives, local communities and representatives of some Arctic states were not able to attend. A list of workshop participants is included in Appendix A. PAME will seek to broaden participation in the AMTP discussions through working group meetings and future workshops.

Reflecting the expertise and origins of the participants, discussions during this workshop focused primarily on Arctic marine tourism in Canada and some areas frequented by members of the Association of Arctic Expedition Cruise Operators (AECO), such as Svalbard, Jan Mayen, Greenland, Canada, Franz Josef Land and northern Novaya Zemlya. Strong representation at the workshop from vessel-based tourism operators in the Canadian Arctic and some operator associations in Europe (AECO) provided valuable information and insights from practitioners about best practices, regional variations in trends in vessel-based Arctic tourism, and practical regulatory and operational challenges facing the industry. Some commentators believe that predictions of an ice-free Arctic during summer in coming years may lead to a false sense of optimism regarding the growth of vessel-based tourism in Arctic waters, particularly in Canada.<sup>9</sup>

This section of the report summarizes discussions under 4 main sub-headings: ***Emerging Trends; Impacts (positive and negative); Oversight of Arctic Marine Tourism; and Practical Problem Areas or Actual Issues Requiring Some Resolution.***

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<sup>9</sup> E.J. STEWART, S.E.L. HOWELL, D. DRAPER, J. YACKEL and A. TIVY. Sea Ice in Canada's Arctic: Implications for Cruise Tourism in ARCTIC, VOL. 60, NO. 4 (DECEMBER 2007) P. 370–380

### **Emerging Trends:**

In general, commercial operators engaged in vessel-based Arctic marine tourism represent a relatively small group of specialized, experienced and responsible enterprises. New entrants to the field include very large cruise ships (which are few and do not operate in all Arctic waters) and personal craft/yachts (large and small). There are also some outlier vessels such as very large personal motorized yachts and residential ships that have visited the Arctic.

A common assumption exists that the changes in the mass and extent of Arctic sea ice has resulted, and will continue to result, in sharp increases in vessel-based Arctic tourism. However, sea ice is only one factor affecting marine vessel traffic in the Arctic. Literature that cites large percentage increases in the number of tourist vessels in Arctic waters must be viewed in context: in some cases a relatively low numbers of vessels are actually involved. In addition, proper attention needs to be given to vessel size and the passenger volumes these apparent increases represent.

Presentations and discussions during the workshop raised some interesting questions about vessel-based Arctic tourism trends and suggested that a clear assessment of the trends in Arctic marine tourism may be a pre-requisite to evaluating best practices on both circumpolar and sub-regional levels.<sup>10</sup> For example, more detailed demographic information on passenger ships in operation across the Arctic would be useful, including more specific information on cruise ships that go to the Arctic, their destinations, routes, size, age, passenger capacity, and so on.

### **Trends In Arctic Canada:**

Professor Jackie Dawson's presentation provided an overview of *Cruise Tourism in Arctic Canada* (CTAC) study from 2008 to 2012. This study monitored Arctic passenger vessel activity; identified the impact of passenger vessel tourism on local residents; identified the barriers to economic development for passenger vessel operators; developed adaptation strategies for future growth; and prioritized and evaluated the feasibility of adaptation strategies. The CTAC study noted that vessel-based tourism:

"...grew dramatically from 1984 when the industry first started, to 2008 when there were a record 26 cruises. The numbers now appear to be stabilizing at about 22 to 25 cruises each year. Minor fluctuations from year to year have occurred, likely due to a variety of reasons such as the 2009 recession, ship inspection failures, business mergers, and changing demand. Longer-term factors that might limit additional growth include a lack of ice-strengthened ships available for tourism purposes, industry restructuring, and complex regulatory processes."<sup>11</sup>

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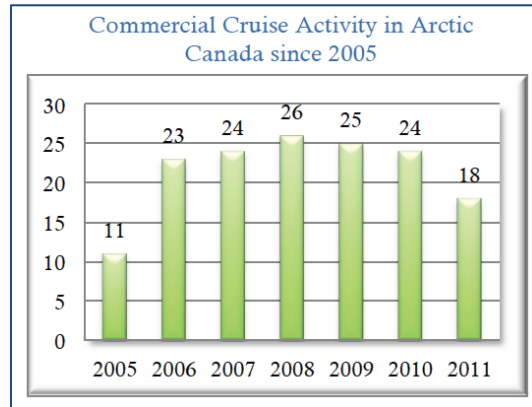
<sup>10</sup> Norwegian Environmental Agency. HFO IN THE ARCTIC-PHASE 2 2013-1542-16G8ZQC-5/1 DNV Doc. No./Report No.: 2013-1542-16G8ZQC-5/1, Date of Issue: 2013-12-13, using satellite AIS data for a one-year period (Jan. - Dec. 2012), compiled a picture of vessel traffic in the Arctic. The report identified 71 unique passenger ships operating in the Arctic (north of 60 degrees north) during that period. Vessel size breakdown: under 1,000 GT - 8 vessels; 1,000-4,999 GT - 14 vessels; 5,000-9,999 GT - 7 vessels; 10,000-24,999 GT - 16 vessels; 25,000-49,999 GT - 13 vessels; 50,000-99,999 GT - 10 vessels; over 100,000 GT - 3 vessels.

<sup>11</sup> *Cruise Tourism in Arctic Canada, Final Report*, 2012, p.2

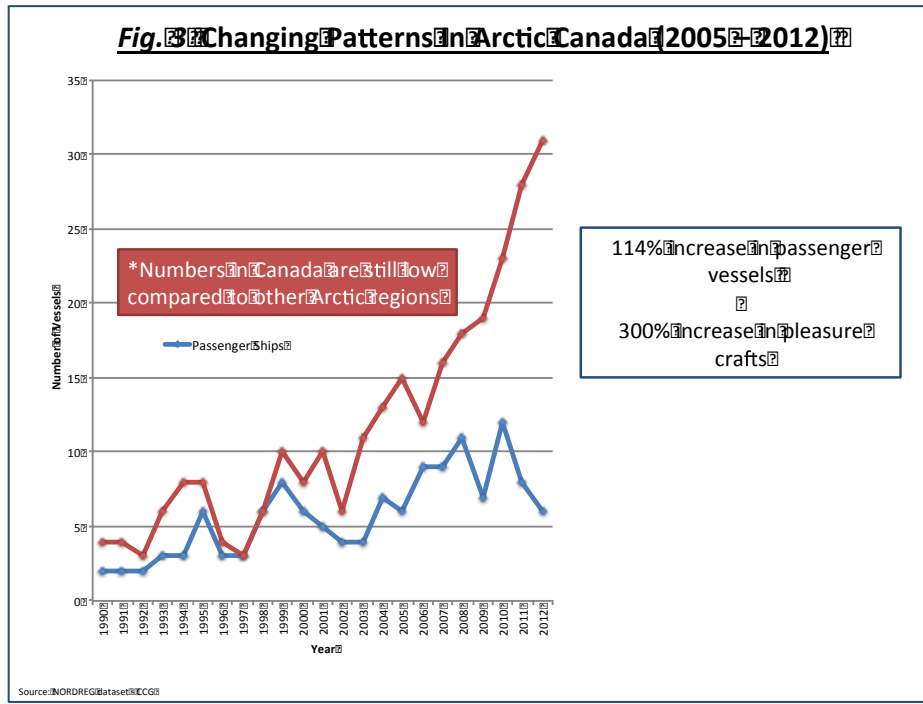
[http://www.arctictourismandclimate.lakeheadu.ca/sites/default/files/CTAC\\_Final-Report\\_FINAL\\_REDUCED.pdf](http://www.arctictourismandclimate.lakeheadu.ca/sites/default/files/CTAC_Final-Report_FINAL_REDUCED.pdf) Accessed on 28

As the CTAC study demonstrates, there are important distinctions to be made between commercial passenger vessels engaged in Arctic tourism and private pleasure craft engaged in tourism activities. The most significant growth in the past decade in the Canadian Arctic, for example, has been in private pleasure craft:

**Fig. 2 Number of Voyages Per Year**



**Fig. 3 Changing Patterns in Arctic Canada (2005-2012)**



Courtesy Professor Jackie Dawson, University of Ottawa

April 2014. Voyage numbers for the Canadian Arctic since 2011 are: 10 voyages in 6 ships in 2012; 17 voyages in 8 ships in 2013; and 14 voyages in 9 ships in 2014 (anticipated).

## Arctic Marine Tourism Project (AMTP) Workshop Report

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### Trends in Arctic USA:

By comparison,<sup>12</sup> the United States Government Accountability Office reported in *MARITIME INFRASTRUCTURE Key Issues Related to Commercial Activity in the U.S. Arctic over the Next Decade* (March 2014) that:

“A handful of cruises each year sail in the U.S. Arctic, and the number is expected to remain relatively stable through the next 10 years. Cruise ships that sail above the Bering Strait in the U.S. Arctic are a niche segment of the adventure cruise market. According to representatives from an Alaska cruise association, only one of its members currently uses the Northwest Passage once or twice per year with small cruise ships that carry fewer than 200 passengers. By comparison, mainstream cruise vessels, which operate in southeast Alaska, can carry more than 1,000 passengers each.

Cruise industry representatives we spoke with expect cruise tourism in the Northwest Passage to remain limited to adventure cruises for the next 10 to 15 years. The representatives did not believe that mainstream cruise companies would offer U.S. Arctic tours in the foreseeable future or that additional charting or mapping, icebreakers, or search and rescue capabilities in the Arctic would increase cruise traffic in the Northwest Passage. According to representatives from a cruise association, the primary reason for the limited number of Arctic cruises is a lack of demand from the mainstream cruise consumer base. They noted that approximately 10 days are required to sail the long distances in the U.S. Arctic, often with no variation in scenery and no points of interest for which to disembark.”<sup>13</sup>

### Trends in Other Parts of the Arctic:

Ilja Leo Lang, the Office Manager for Association of Arctic Expedition Cruise Operators (AECO) in Denmark, gave a presentation on vessel-based tourism in other regions of the Arctic. AECO has 36 members, 20 of which operate approximately 25 expedition cruise vessels with capacities of 8 to 318 passengers. AECO’S objectives include ensuring that cruise tourism in the Arctic is carried out with the utmost consideration for local cultures, cultural remains, the natural environment and safety hazards at sea and on land. The association also advocates the interests of the expedition cruise industry.

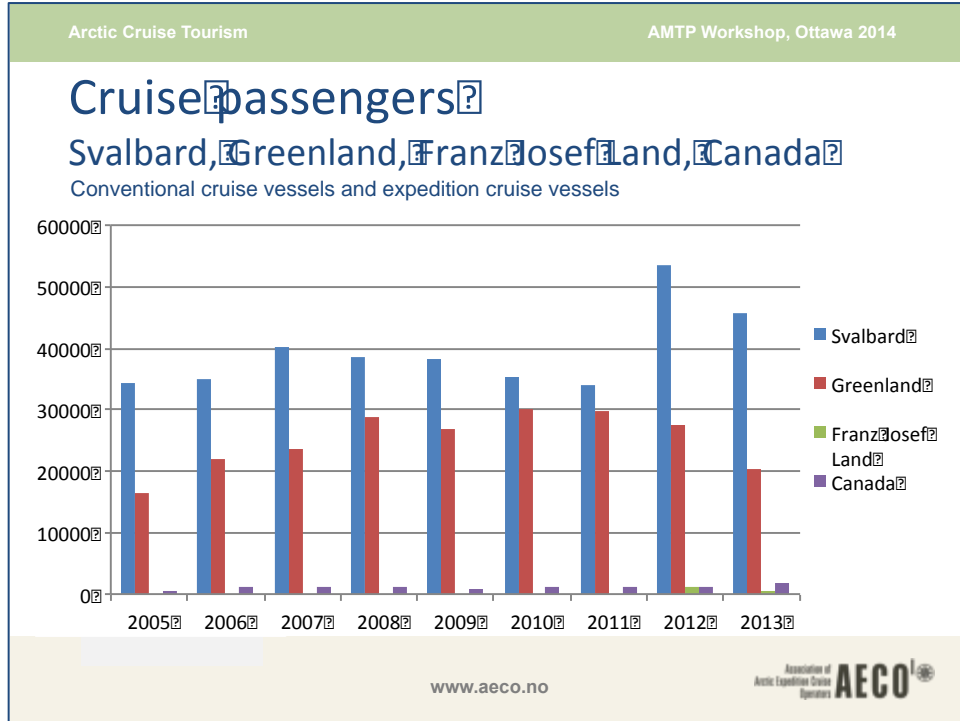
When compared to Canada and Alaska, overall the Arctic cruise industry in Greenland and Svalbard is more mature and several magnitudes larger in terms of vessel numbers, vessel size and passenger volumes. Figures 4 shows the overall vessel-based passenger volumes in Arctic Canada and the Svalbard, Greenland and Franz Josef’s Land portions of the European Arctic. Figure 5 shows the portion of this volume carried by AECO members.

### **Fig. 4**

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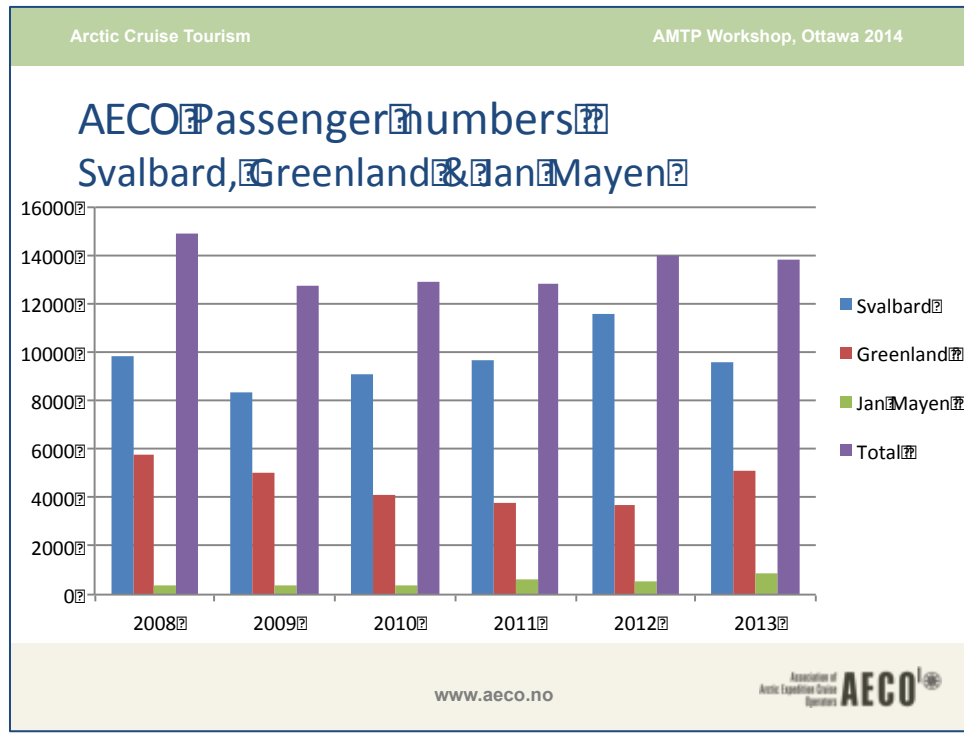
<sup>12</sup> This information was received following the workshop.

<sup>13</sup> GAO-14-299, p. 18. Accessed online at <http://gao.gov/assets/670/661761.pdf>, 30 April 2014. While tourism in U.S. Arctic waters may be a niche segment of the industry as a whole, cruise ships and marine adventure activities, even at a low level relative to tourism operations in other areas, these activities can potentially create significant impacts to local life in Alaskan Arctic coastal communities.



Courtesy Ilja Leo Lang, Office Manager Denmark, AECO

Fig. 5



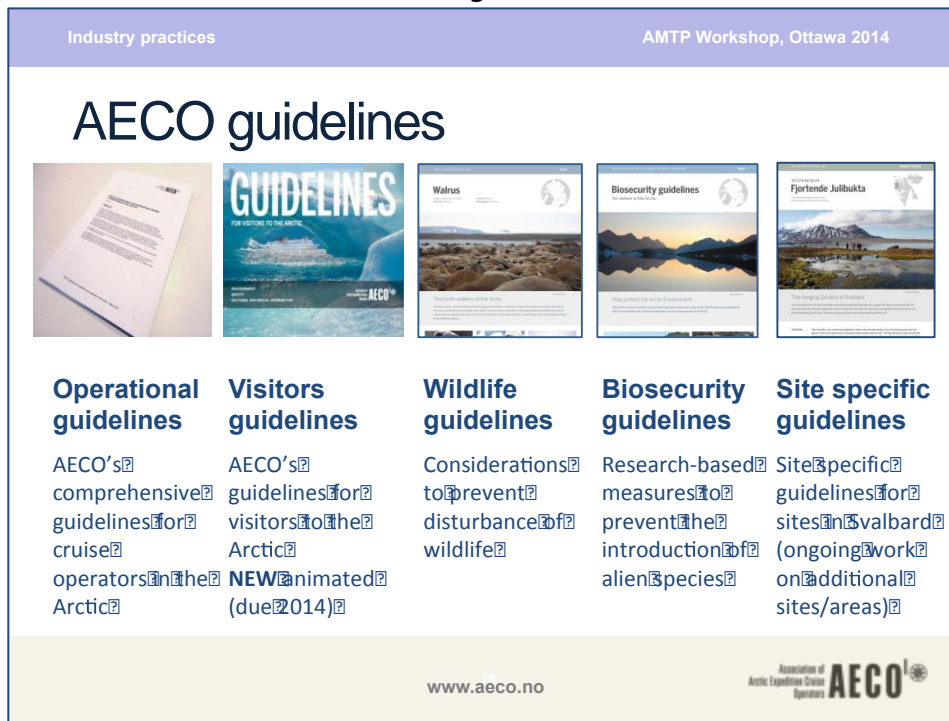
Courtesy Ilja Leo Lang, Office Manager Denmark, AECO

As a key stakeholder in the Arctic cruise industry, AECO has developed:

- mandatory guidelines for its members (Fig. 6),
- a vessel tracking system for AECO members,
- a cruise database for AECO members,
- a system for crowd sourcing of data, and
- a range of conferences and training programs.

In addition, AECO has taken active steps to reduce pollution and garbage in Svalbard through the Clean Up Svalbard Campaign. Other AECO initiatives include a vessel risk assessment project, the Sustainable Destination Svalbard project, and research collaboration (e.g. ice, communications, flora and fauna, social sciences etc.)

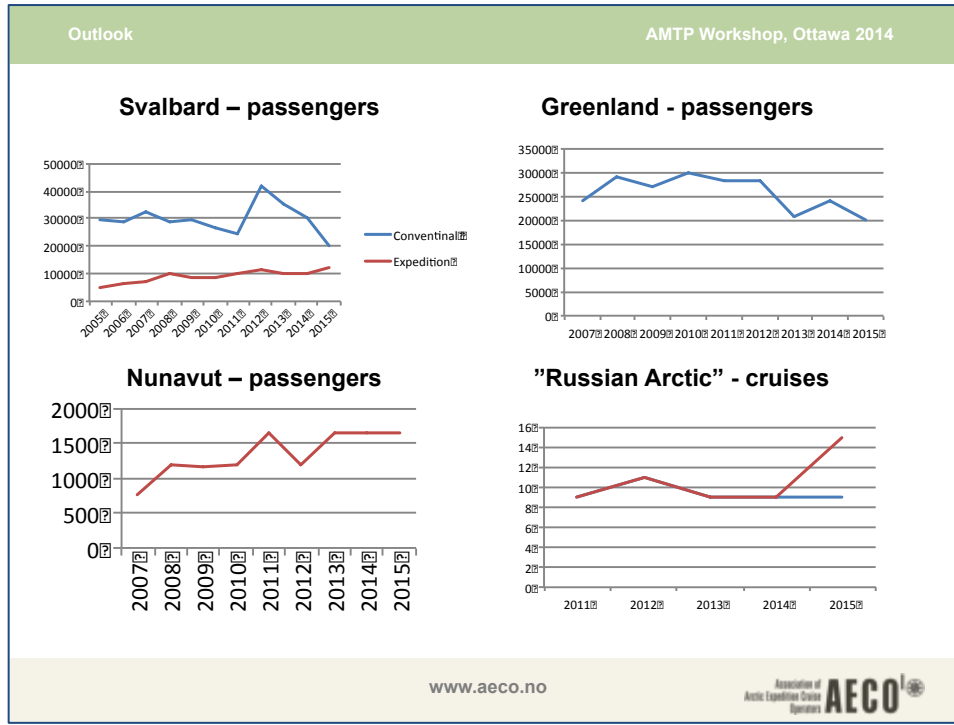
**Fig. 6**



The AECO presentation (Fig. 7) indicated that the conventional commercial cruise industry has been relatively stable in the European Arctic for the past decade with some signs of a decline in recent years.<sup>14</sup> Current data also suggest similar trends for expedition cruises, with some increase in some areas of Arctic Russia. The declining availability of expedition-sized vessels for hire was cited as a primary reason for this trend.

**Fig. 7**

<sup>14</sup> Unconfirmed reports indicate that cruise ship traffic in and around Greenland increased substantially from 2003 (13 cruise ships) to 2010 (42 cruise ships and some 30,000 passengers) at which point it stabilized and then dropped somewhat due to the global recession. Some sources indicate a 16% increase in cruise tourism over the last 6 years in and around Svalbard.



Courtesy Ilja Leo Lang, Office Manager Denmark, AECO

Trends in Arctic Russia:

Workshop discussions about activities and trends in vessel-based Arctic tourism in Russia were limited due to a lack of current information and the absence of Russian participants.

Important Observations:

Four important observations were raised repeatedly in presentations and discussions:

- 1) The substantial growth in the number of tourist vessels visiting the Arctic appears to fall into the category of personal pleasure craft/yachts. Many of these are not regulated by the same rules that apply to expedition vessels and cruise ships.
- 2) The number of expedition vessels visiting the Arctic appears to be stable or declining, in part because of a lack of suitably-sized vessels available for hire and costs associated with building new vessels to fill this niche.
- 3) Costs and time requirements to obtain permits and licenses have created a prohibitive regulatory environment for some operators in some areas of the Arctic, notably Canada.

- 4) The number of larger cruise ships visiting the Arctic also seems to be stable or declining in some regions. Increased passenger volumes are accounted for by a few very large vessels. Large cruise ships visit only certain Arctic waters where there is adequate infrastructure to accommodate them.

**Impacts (positive and negative):**

Several participants stressed that most of the regular Arctic marine tourism operators have decades of experience in the region and have developed best practices related to safe distances from hazards and wildlife, as well as in respect of operations in and near communities. Many operators have good relations and communications with communities and conduct responsible operations. Therefore, “best practices” should not necessarily equate with increased regulation of the industry operators. In some cases best practices need to be adopted by government agencies and community bodies as well. For example, efforts to streamline the Canadian regulatory system could foster some growth in the category of expedition cruises. In many regions of the Arctic, growth in the category of large cruise vessels would require considerable investments in new infrastructure.

Although local community representatives and Permanent Participant representatives did not participate in the workshop, a considerable amount of discussion occurred on issues and concerns relevant to communities and indigenous peoples. There was a clear consensus that indigenous representation was essential in future workshops and discussions so that their perspectives and views could be properly reflected in any best practices document going forward to Arctic Council Ministers.

According to some participants, some community issues in relation to vessel-based tourism appear to be anecdotal or based on anticipation of problems rather than on direct and actual negative experiences. There was concern among operators that a few negative experiences could be extrapolated into a poor reputation that could blanket the whole industry. For example, concerns were expressed that some communities expected tourism to provide economic benefits but these have often not been realized. Participants did cite examples of community visits that produced few economic benefits for residents of the community. Expectation management and site/community guidelines could ameliorate this situation. In addition, in some parts of the Arctic limitations in traffic are due to the absence of infrastructure and capacity to handle large ships with greater passenger volumes.

Additional comments received in breakout sessions are contained in APPENDIX D in point form.

**Oversight of Marine Tourism across the Arctic Region:**

Many workshop participants noted the difficulties some operators face in some regions of the Arctic, notably Canada, due to the myriad of permits and licenses required by disparate governments and agencies, often with little or no attention to coordination or ease of use. By



comparison, permitting in relation to Svalbard seems to be clear, expeditious, and user friendly.

In some regions of the Arctic, notably Svalbard and Greenland, oversight of a large portion of the vessel-based Arctic tourism operators by industry associations such as AECO, have provided for sharing of constructive guidelines and best practices for operators, as well important statistical information on the state of the industry.<sup>15</sup>

### **Practical Problem Areas or Actual Issues Requiring Some Resolution:**

Practical issues, cited frequently in the workshop, that affect not only current operations but future growth of safe, sustainable vessel-based Arctic tourism include the following:

- SAFETY
  - Limited or non-existent infrastructure in some regions
  - Remoteness
  - Cold temperatures and waters
  - Changing ice conditions
  - Limited charts and navigation aids for some regions
  - Limited search and rescue facilities
  - Significant communication limitations
  - Limitations in weather and ice information and predictability
  
- ENVIRONMENT
  - Oil spill and cleanup issues
  - Endangering wildlife
  - Disruption to vegetation during land-based activities
  - Signs & markings
  - Transport of non-native species
  - Garbage and pollution
  
- SOCIAL/CULTURAL
  - Strains on indigenous peoples and small communities
  - Issues relating to communications and responsive contacts
  - Disrespect
  - Prejudices (both ways)
  - Import/Export of banned substances
  - Traditions / traditional activities at risk (e.g. subsistence harvesting)
  - Sensitivities and disruption to cultural remains and archaeological sites
  - Ignorance of local and subsistence economies and the importance of providing local benefits

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<sup>15</sup> AECO was formed in 2003, inspired in part by the formation in 1991 of the International Association of Antarctica Tour Operators (IAATO) which advocates, promotes and practices safe and environmentally private-sector travel to the Antarctic.

- GOVERNANCE
  - Proliferation of regulations in some regions
  - Lack of coordination among regulatory bodies
  - Time and cost issues relating to permitting
  - Inconsistencies or uncertainties in administration
  - Issues of application to certain categories of vessel

The CTAC study, referred to earlier in this Report, summarized a number of common concerns and possible strategies that closely reflect points raised during the workshop. In order to take advantage of opportunities to promote and foster best practices in respect of sustainable Arctic tourism, these issues and concerns could be taken into account in the development of an Arctic Council best practices document. This portion of the CTAC report is summarized in APPENDIX E, for information purposes only.

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***Objective 3: Discuss a possible framework for the creation of a final 'Arctic Marine Tourism Best Practices' document (or equivalent) for approval by Arctic Council Ministers in spring 2015, taking into account the intended audience(s) for development of best practices and practical usability.***

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**Practical Issues or Challenges to be Addressed by a Best Practices Document:**

It seems logical that a best practices document should relate to identified practical issues or challenges in relation to Arctic marine tourism. As mentioned elsewhere in this report, there appears to be no shortage of existing Arctic tourism guidelines and relevant documents generated by government agencies, tourism operators and associations, NGOs and other stakeholders. Some subject-areas already appear to be relatively well-covered by these existing documents. In this category are matters such as:

1. Marine wildlife disturbance and safe distances around hazards (e.g. icebergs)
2. Pollution and discharge
3. Disturbance to terrestrial environments and wildlife
4. Ensuring informed staff and crew
5. Obtaining all required regulatory authorizations
6. Respecting all scientific and cultural sites
7. Noise issues
8. Respecting privacy, rights and wishes of local communities
9. Leaving no trace, taking no specimens
10. Coordinating itineraries and avoiding crowding and over-visitation

Duplication of guidelines and best practices for these matters would not add value, although consideration could be given to referencing some of them to raise awareness or provide some level of endorsement. Future workshops and meetings might also consider a gap analysis of guidelines and best practices in relation to these matters, if it appears this would add value.

**Possible Structure for a Best Practices Document:**

During the presentation on the Polar Code it was noted that a 3-tiered, goal-based approach is being used to structure the mandatory Code as follows:

- 1) each chapter begins with **a clearly articulated goal** in one paragraph to explain the purpose of the chapter;
- 2) each chapter then sets out **high-level functional requirements** to indicate what operators are required to have in place to deal with Arctic hazards; however, this 2<sup>nd</sup> tier does not specify how to comply with these functional requirements;
- 3) in the 3rd tier of each chapter there are **prescriptive requirements** to address some, but not all, of the main functional requirements.

With some modifications, this general structural approach might be instructive in the preparation of an Arctic Council '*Arctic Marine Tourism Best Practices*' document.

## **PART D. TOWARDS A FRAMEWORK FOR A BEST PRACTICES DOCUMENT**

### **Overview:**

This section sets out a working draft of a best practices document to assist in the iterative process associated with developing an 'Arctic Marine Tourism Best Practices' document (or equivalent) for approval by Arctic Council Ministers in spring 2015. This working draft is a composite of various ideas put forward during and after the workshop by participants and is intended for discussion purposes only.

### **Proposed Working Framework for a Best Practices Document:**

A BEST PRACTICES DOCUMENT will require an appropriate amount of information to establish a proper context. Section 1, 2, and 3 below are primarily intended to provide an accurate picture of the current status of Arctic marine tourism.

Section 4 below outlines some broad categories of issues identified during workshop discussions. These categories help organize and sort some of the identified practical issues and concerns raised during the workshop. These categories could be formulated as broad goals that would constitute the first tier in a best practices document. Under each broad goal the best practices document could then articulate a second tier of high-level best practices intended to support the broad goal. However, rather than articulating *prescriptive requirements* as the third tier, where appropriate, a best practices document might identify certain action items for the Arctic Council/working groups to undertake as follow-up in relation to Arctic marine tourism. In addition, in this third tier the best practices document could list or reference some of the existing guidelines and documents that relate to Arctic marine tourism.

### **PROPOSED CONTENTS**

1. Describe types of Arctic Marine Tourism
  - a. Cruise
  - b. Expedition cruise
  - c. Private vessel
  - d. Shore-based small boat
  
2. Describe state of the vessel-based tourism industry (Arctic cruise vessel data, types of activity, community interactions, etc.) in the Regions and Regional variations that affect operations and growth in the industry
  - a. Arctic United States/Alaska
  - b. Arctic Canada
  - c. Greenland, Svalbard and Jan Mayen (Iceland and northern Norway?)
  - d. Arctic Russia

3. Describe indigenous and local community context, including social and economic activity potentially affected by Arctic marine tourism.
4. Describe Current Regulations, Guidelines and Best Practices (include permitting, IMO Polar Code, AECO and other guidelines and info.)
5. Articulate Best Practices
  - **Goal: Support current best practices exercised by the experienced and responsible vessel-based Arctic tourism operators.**
    - Arctic States support environmentally, economically, and socially sustainable [marine] tourism.
    - Arctic States take note of, and encourages the further development and refinement by stakeholders of [voluntary] best practices, guidelines and codes of conduct designed to support and advance environmentally, economically, and socially sustainable Arctic marine tourism. [Examples of such best practices could be attached as an Annex.]
  - **Goal: Enhance information sharing and awareness building in relation to all categories of Arctic marine tourism.**
    - Improve general awareness of and access to best practices and guidelines (web portal) for all categories of Arctic marine tourism vessels
      - The AC encourages the development of a broadly accessible clearinghouse/web portal where statistical information shared by stakeholders could be submitted.
    - Identify best practices/guidelines aimed at personal pleasure craft (e.g. use of AIS; targeting particular gateway ports and harbors for outreach)
      - Arctic States encourage yachts, pleasure craft and private vessels engaged in Arctic tourism to be aware of and [comply with/observe/take into account] relevant rules, standards, policies, procedures and best practices.
      - Arctic States encourage all yachts, pleasure craft and private vessels engaged in Arctic tourism to carry Automated Identification Systems (AIS) transponder.<sup>16</sup>

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<sup>16</sup> As noted in Marine Investigation Report M10H0006 on the grounding of passenger vessel Clipper Adventurer in the Coronation Gulf, Nunavut, Canada on 27 August 2010: Forward looking sonar can be used to determine ice-aging and to detect hazards, notably when operating in inadequately surveyed waters. The carriage of a forward-looking sonar is not mandatory nor is it currently a recommended requirement in the IMO Guidelines for Ships Operating in Polar Waters (A26/Res.1024).

- Improve statistical information about vessel size and passenger volumes in various regions
  - Arctic States encourage all stakeholders to share with each other and with PAME statistical information they collect related to Arctic marine tourism. Such data may include the number of journeys each season, the number of vessels each season, passenger levels, destinations, number of landings, and amount of money spent in local communities.
- Identify focused best practices/guidelines aimed at dealing with regional variations
- **Goal: Create awareness and promote best practices in relation to the needs and sensitivities of Arctic indigenous peoples and coastal communities affected by Arctic marine tourism**
  - Cultural education and sensitivity
  - Awareness of and access to information about indigenous and community guidelines, concerns, etc.
  - Potential impacts on subsistence and local economies
  - Site disturbance (e.g. archaeological, religious, cultural, etc.)
  - Conflict avoidance
  - Emergency measures and the role of community residents as first responders
  - Communications with indigenous and local communities (see next goal)
- **Goal: Improve Planning and Operational Communications, particularly in relation to community relations and community expectations.**
  - Identify best practices for communications among regulators, operators, communities and other stakeholders to address identified problems or issues
  - Identify best practices to deal with situations where notification & communications efforts do not produce a response
  - Identify best practices where prior notification & communications are not sufficient (i.e. emergency situations)
  - Consider recommendations to use AIS, other system, on all Arctic vessels
  - Promote production of community expectations/site guidelines (e.g. Pond Inlet document)
    - Promote site guidelines as part of the pre-voyage briefing of passengers who might visit communities or sensitive areas
      - Arctic States encourage the development of site specific guidelines for all [coastal] locations throughout the Arctic where tourists may come ashore. [Examples of such best practices could be attached as an Annex.]

- Promote community economic opportunities for cruise operations (interpreters, guides, onboard lectures, cultural events)
  - Consider a data base of community contacts as focal points for tourism operators
  - Identify best practices for communities interested in vessel-based tourism
- **Goal: Where appropriate, improve permitting and regulatory transparency, effectiveness and efficiency.**
  - Streamline regulatory processes and requirements
- **Goal: Where appropriate, encourage investment and capacity building for Sustainable Arctic Tourism**
  - Infrastructure
    - Arctic States encourage the development of suitable infrastructure to support environmentally, economically, and socially sustainable Arctic marine tourism.
    - Arctic states encourage involvement of local communities in planning, constructing and operating marine infrastructure in their communities.
  - Training
    - Arctic states encourage training and certification of ship crews for safe ice navigation, including development of requirements for qualified ice navigators on board, where appropriate.
  - Economic Benefits
- **Goal: Articulate Best Practices for any Gaps relating to Existing Passenger Safety and Security Guidelines**
  - Hazard awareness
  - Pre-voyage medical evaluation of passengers
- **Goal: Articulate Best Practices for any Gaps relating to Existing Ecosystems and Environmental Protection Guidelines**
  - Grey water, garbage and other pollution
    - Arctic States encourage owners and operators of all ships engaged in Arctic tourism to voluntarily comply with IMO's Ballast Water Management Convention pending its entry into force.
  - Invasive Species
  - Cooperation between tourism and scientific community for joint platform approaches
    - Arctic States encourage Arctic tourism operators and the

Arctic scientific community to identify areas of common interest and seek to collaborate on and /leverage knowledge, platforms, and resources to further the sustainable development of Arctic marine tourism. [Examples of such best practices could be attached as an Annex.]

- **Goal: Articulate Best Practices for Implementation and Evaluation of an Arctic Council Best Practices Document**
  - Implementation
  - Evaluation

6. Next steps/Follow-on Actions

- Arctic States task PAME with elaborating upon and as appropriate implementing the foregoing statements as appropriate and to submit a progress report to the 2017 Arctic Council Ministerial.



**PART E. NEXT STEPS AND TIMELINE**

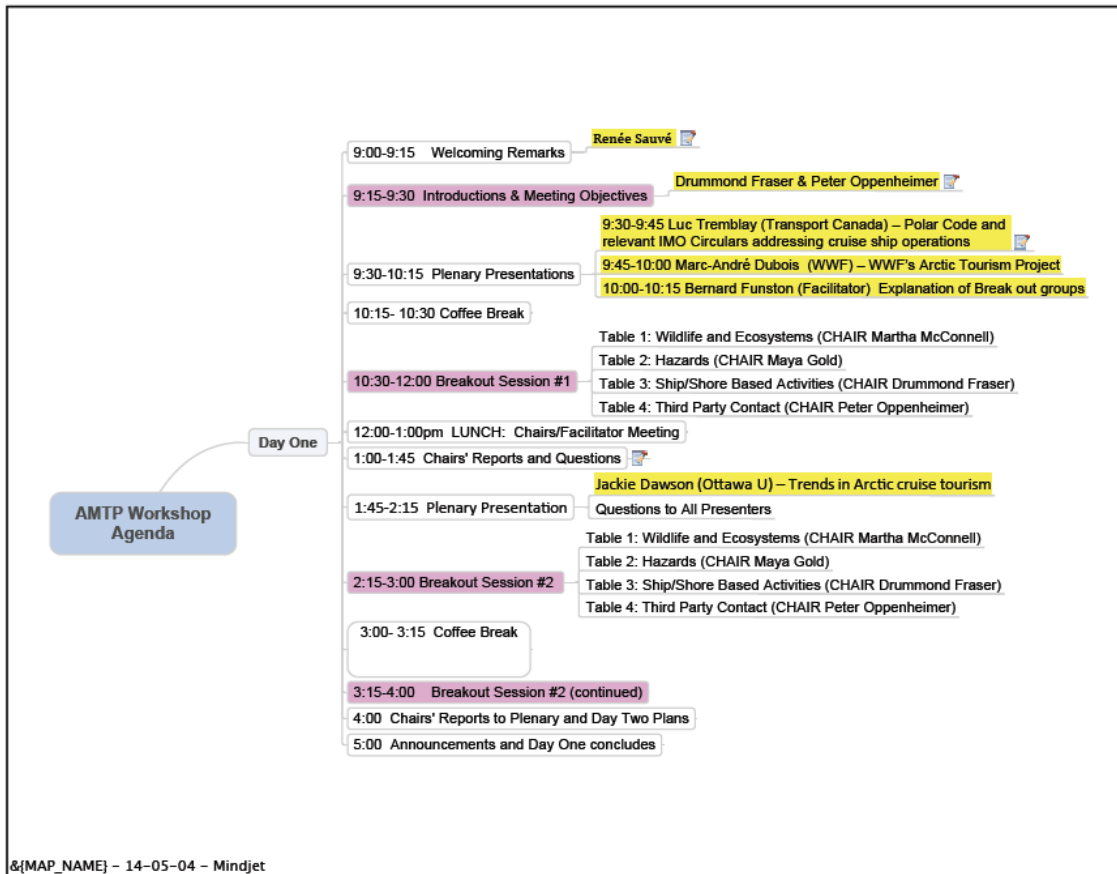
- May 2014: Circulate Workshop for review and comment by participants and stakeholders
- Summer 2014: Refine and develop a draft BEST PRACTICE DOCUMENT as the basis for discussions at a fall AMTP workshop
- Sept 15, 2014: One day meeting on AMTP - PAME shipping expert group, Whitehorse
- Sept 16-18, 2014: PAME meeting Whitehorse
- Oct, 2014: Fall 2014 AMTP workshop (exact date and location TBD)
- Oct 20-23, 2014: SAO Yellowknife Meeting
- Nov-Dec 2014: Further refinement and development of draft BEST PRACTICES DOCUMENT
- Jan 2015: Circulation of Final Draft (to PAME and SAOs?)
- February 2015: Final PAME Approval
- March 2015: Senior Arctic Official Approval
- April 2015: Arctic Council Ministerial Meeting.

## Arctic Marine Tourism Project (AMTP) Workshop Report

### APPENDIX A: WORKSHOP PARTICIPANTS

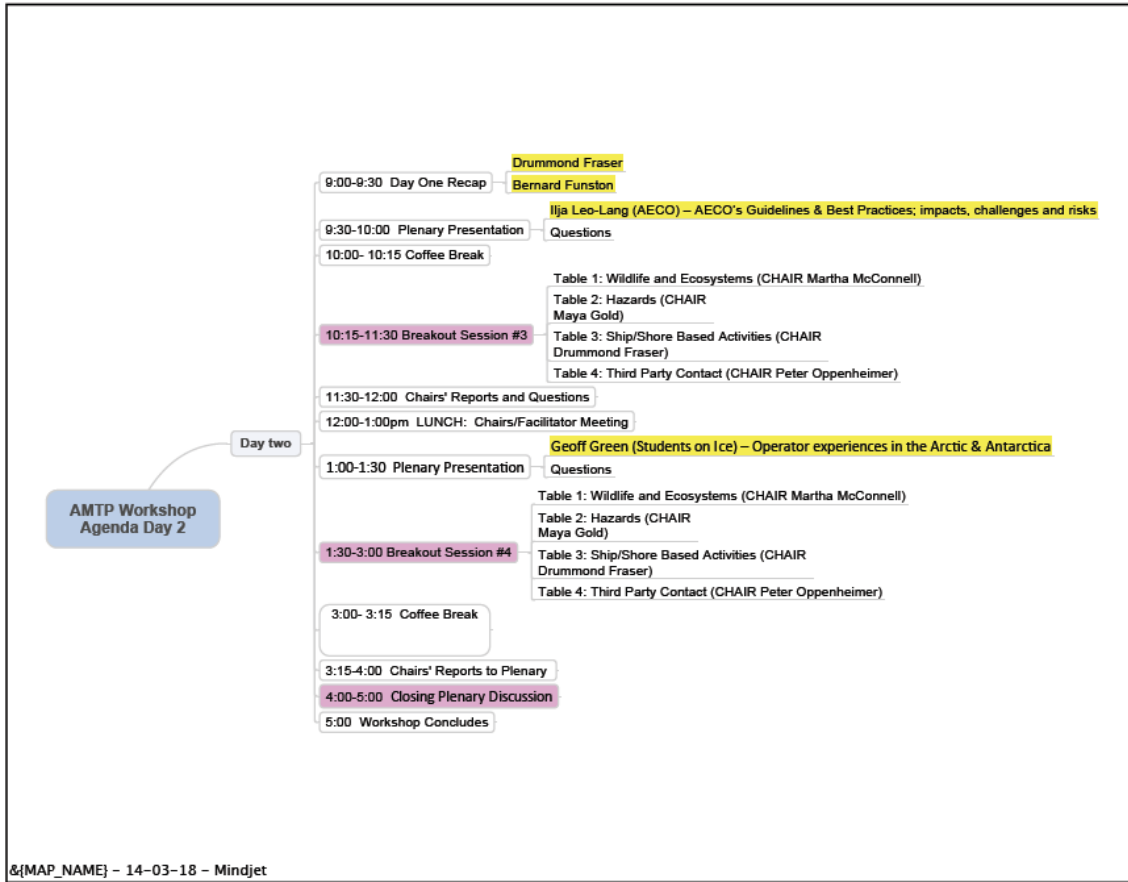
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Toomey	Patrick	Captain		CANADA	CANADA		prm2mekingston@live.com	
Tremblay	Luc	Manager Arctic and Large Vessels Design and Equipment Standards	Transport Canada	CANADA	CANADA		luc.tremblay@tc.gc.ca	
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## APPENDIX B: WORKSHOP AGENDA



&{MAP\_NAME} – 14-05-04 – Mindjet

# Arctic Marine Tourism Project (AMTP) Workshop Report



&{MAP\_NAME} – 14-03-18 – Mindjet

## **APPENDIX C: Working document on best practices relating to *Strengthening Passenger Ship Safety in Arctic Waters* submitted to PAME in January 2011**

**Note: This document is included for Information Purposes Only**

### **U.S. and Denmark submitted to PAME in 2011 on various best practices for Arctic shipping**

FINAL –18 January 2011

#### **Report to PAME I-2011**

(from USA and Denmark)

#### **AMSA Recommendation I.(D) - Strengthening Passenger Ship Safety in Arctic Waters** **Background**

The Arctic Marine Shipping Assessment (AMSA) Report notes that passenger and cruise vessel activity represents a significant proportion of vessel activity in the Arctic and that such activity is growing.<sup>17</sup> The AMSA Report also emphasize the significant management challenges posed by the continued increase in this traffic, including those pertaining to passenger safety needs and protection of the Arctic marine environment from sinkings, groundings, and pollution.<sup>18</sup>

AMSA Report Recommendation I.(D) provides that Arctic states should “strongly encourage cruise ship operators to develop, implement and share their own best practices for operating in [the remote and cold Arctic region], including consideration of measures such as timing voyages so that other ships are within rescue distance in case of emergency.”

To advance implementation of this recommendation, the PAME II-2010 Meeting in September 2010 invited Denmark and the USA to send a letter to Arctic Council countries seeking information on cruise industry and Arctic State best practices and standards related to safety and environmental protection, and to report, including proposed recommendations for additional actions by PAME at PAME I-2011.

On 2 November 2010 the PAME Secretariat circulated a letter prepared by Denmark and the USA requesting information from Arctic Council Member States, Permanent Participants and

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<sup>17</sup> Arctic Marine Shipping Assessment (AMSA) Report (2009), at pp. 78-81 (available at <http://www.pame.is/amsa/amsa-2009-report>). The AMSA Report and its recommendations were approved by the Arctic Council Ministers at their 6<sup>th</sup> Meeting in Tromsø, Norway (April 2009) (available at <http://arctic-council.org/filearchive/Tromsoe%20Declaration-1..pdf>).

<sup>18</sup> *Id.* at p. 80.

Observers on any best practices or standards that may help to improve the safety, sound navigation and environmental protection of Arctic cruise ship operations. (Letter attached as Exhibit 1.) The letter explained that responses to the request, along with information provided by the cruise ship industry and others, would help in developing a consolidated summary of best practices for cruise ships operating in the Arctic with a view for the PAME I-2011 Meeting to decide on possible further action.

### Summary of Information Received

Information in response to the request of Denmark and the USA was received from Norway, the United Kingdom and the Association of Arctic Expedition Cruise Operators (AECO) and was supplemented by the USA. The information is consolidated below into four categories of standards/guidance: (1) international; (2) national; (3) industry; and (4) non-governmental organization (NGO)/other.

#### **1. International Standards/Guidance**

- a. Antarctic Treaty Consultative Meeting XXVII, Measure 4 (2004) (not yet effective), *Insurance and Contingency Planning for Tourism and Non Governmental Activities in the Antarctic Treaty Area*<sup>19</sup>
- b. Antarctic Treaty Consultative Meeting XXIX, Resolution 3 and Annex (2006), *Ballast Water Exchange in Antarctic Treaty Area, including appendix 'Practical Guidelines for Ballast Water Exchange in Antarctic Treaty Area'*<sup>20</sup>
- c. Report of the Antarctic Treaty Meeting of Experts on the Management of Ship-borne Tourism in the Antarctic Area, Wellington, New Zealand, December 2009<sup>21</sup> and Meeting documents<sup>22</sup>
- d. *Inspection Checklist for Vessels Within the Antarctic Treaty Area*, Antarctic Treaty Consultative Meeting XIX (1995), Resolution 5, Checklist B<sup>23</sup>
- e. IMO, *Guide for Cold Water Survival*, MSC.1/Circ.1185 (31 May 2006)<sup>24</sup>
- f. IMO, *Guidelines for Ships Operating in Polar Waters*, Resolution A.1024(26) (2 December 2009)<sup>25</sup>
- g. IMO, *Guidelines on Voyage Planning for Passenger Ships Operating in Remote Areas*, Resolution A.999(25) (29 November 2007)<sup>26</sup>

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<sup>19</sup> Available at [http://www.ats.aq/devAS/info\\_measures\\_listitem.aspx?lang=e&id=321](http://www.ats.aq/devAS/info_measures_listitem.aspx?lang=e&id=321).

<sup>20</sup> Available at [http://www.ats.aq/documents/recatt/att345\\_e.pdf](http://www.ats.aq/documents/recatt/att345_e.pdf).

<sup>21</sup> Overview page and Chair's report available at [http://www.ats.aq/devAS/ats\\_meetings\\_meeting.aspx?lang=e](http://www.ats.aq/devAS/ats_meetings_meeting.aspx?lang=e).

<sup>22</sup> Available at [http://www.ats.aq/devAS/ats\\_meetings\\_documents.aspx?lang=e](http://www.ats.aq/devAS/ats_meetings_documents.aspx?lang=e).

<sup>23</sup> Available at [http://www.ats.aq/documents/recatt/Att003\\_e.pdf](http://www.ats.aq/documents/recatt/Att003_e.pdf).

<sup>24</sup> Available at <http://www.mardep.gov.hk/en/msnote/pdf/msin0641anx.pdf>.

<sup>25</sup> Available at [http://www.sofartsstyrelsen.dk/SiteCollectionDocuments/CMR/Sejladssikkerhed,%20GM DSS%20og%20SAR/A.1024\(26\)%20Guidelines%20for%20ships%20operating%20in%20polar%20waters.pdf](http://www.sofartsstyrelsen.dk/SiteCollectionDocuments/CMR/Sejladssikkerhed,%20GM DSS%20og%20SAR/A.1024(26)%20Guidelines%20for%20ships%20operating%20in%20polar%20waters.pdf).

- h. IMO, *Enhanced Contingency Planning Guidance for Passengers Ships Operating in Areas Remote from SAR Facilities*, MSC.1/Circ.1184 (31 May 2006)<sup>27</sup>
- i. IMO, *Guidance to Recovery Techniques*, MSC.1/Circ.1182 (31 May 2006)<sup>28</sup>
- j. H. Deggim, Maritime Safety Directorate, IMO, *International Requirements for Ships Operating in Polar Waters* (presented at the Antarctic Treaty Meeting of Experts on the Management of Ship-borne Tourism in the Antarctic Treaty Area, Wellington, New Zealand, December 2009)<sup>29</sup>

## 2. National Standards/Guidance

- a. Denmark (Danish Maritime Authority) *Safety of Navigation in Greenland Waters*<sup>30</sup>
- b. Australia, *Antarctic Tourism Policy* (March 2004)<sup>31</sup>
- c. Canada, *Guidelines for the Operation of Passenger Vessels in Canadian Arctic Waters* (March 2005)<sup>32</sup>
- d. Canada, *Pollution Prevention Guidelines for the Operation of Cruise Ships Under Canadian Jurisdiction* (3d ed. 2009)<sup>33</sup>
- e. Finland/Sweden, *Finnish-Swedish Ice Class Rules (The Structural Design and Engine Output Required of Ships for Navigation in Ice)*<sup>34</sup>
- f. Finland/Sweden, *Guidelines on the Application of the Finnish-Swedish Ice Class Rules* (20 December 2005)<sup>35</sup>
- g. Sweden, *Ice Classes & Requirements*<sup>36</sup>
- h. USA (Alaska), *Commercial Passenger Vessel Environmental Compliance Program* (15 November 2002)<sup>37</sup>

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<sup>26</sup> Available at

[http://www.uscg.mil/hq/cg5/cg534/MassRescueOps/IMO\\_ResolutionA.999\(25\)\\_Voyage\\_Plng.pdf](http://www.uscg.mil/hq/cg5/cg534/MassRescueOps/IMO_ResolutionA.999(25)_Voyage_Plng.pdf).

<sup>27</sup> Available at <https://www.comnap.aq/sar/resources/imo-msc-1-circ-1184.pdf>.

<sup>28</sup> Available at <http://www.mardep.gov.hk/en/msnote/pdf/msin0640anx.pdf>.

<sup>29</sup> Available at

<http://www.imo.org/KnowledgeCentre/PapersAndArticlesByIMOStaff/Documents/International%20requirements%20for%20ships%20operating%20in%20polar%20waters%20-%20H.%20Deggim.pdf>.

<sup>30</sup> Available at <http://www.dma.dk/Ships/Sider/Greenlandwaters.aspx>. See also

<http://www.dma.dk/news/Sider/SafetyofnavigationmustbeprimaryinthecoldNorth.aspx>.

<sup>31</sup> Available at <http://www.antarctica.gov.au/about-antarctica/tourism/australian-policy>.

<sup>32</sup> Available at <http://www.tc.gc.ca/media/documents/marinesafety/tp13670e.pdf>.

<sup>33</sup> Available at <http://www.tc.gc.ca/publications/en/tp14202/pdf/hr/tp14202e.pdf>.

<sup>34</sup> Available at [http://www.sjofartsverket.se/pages/3265/b100\\_1.pdf](http://www.sjofartsverket.se/pages/3265/b100_1.pdf).

<sup>35</sup> Available at <http://www.sjofartsverket.se/pages/3265/Guidelines%20-%2020%20December%202005eng.pdf>.

<sup>36</sup> Available at <http://www.sjofartsverket.se/en/Infrastructure--Maritime-Traffic/Winter-Navigation/Ice-Classes--Requirements/>.

<sup>37</sup> Available at [http://dec.alaska.gov/water/cruise\\_ships/pdfs/original\\_regs\\_11\\_15\\_2.pdf](http://dec.alaska.gov/water/cruise_ships/pdfs/original_regs_11_15_2.pdf).

### 3. Industry Standards/Guidance

- a. American Bureau of Shipping, *Guide for Vessels Operating in Low Temperature Environments* (August 2010)<sup>38</sup>
- b. Association of Arctic Expedition Cruise Operators (AECO), *Guidelines for Expedition Cruise Operations in the Arctic*<sup>39</sup>
- c. Cruise Lines International Association, *CLIA Industry Standard: Cruise Industry Waste Management Practice and Procedures* (12 November 2006)<sup>40</sup>
- d. Cruise Lines International Association, *Attachment to CLIA Standard: Cruise Industry Waste Management Practice and Procedures* (27 November 2006)<sup>41</sup>
- e. Det Norske Veritas, *Ice Strengthening of Propulsion Machinery* (September 2010)<sup>42</sup>
- f. Det Norske Veritas, *Ship Operations in Cold Climate*<sup>43</sup>
- g. Det Norske Veritas, *Ships for Navigation in Ice* (July 2010)<sup>44</sup>
- h. Greenland Tourism & Business Council, *Safety on Arctic Waters*<sup>45</sup>
- i. International Association of Classification Societies, *Requirements Concerning Polar Class* (2007)<sup>46</sup>
- j. International Association of Antarctica Tour Operators (IAATO), *Guidelines: Tour Operators* (1994)<sup>47</sup>
- k. International Association of Antarctica Tour Operators (IAATO), *Regulation of Antarctic Tourism—A Marine Perspective* (Information Paper, including “best practices”, submitted to ATCM XXXI (2008)<sup>48</sup>

### 4. Non-Governmental Organization (NGO)/Other Standards/Guidelines

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<sup>38</sup> Available at

[http://www.eagle.org/eagleExternalPortalWEB/ShowProperty/BEA%20Repository/Rules &Guides/Current/151\\_VesselsOperatinginLowTemperatureEnvironments/Pub151\\_LTE\\_Guide\\_Dec08](http://www.eagle.org/eagleExternalPortalWEB/ShowProperty/BEA%20Repository/Rules%20&Guides/Current/151_VesselsOperatinginLowTemperatureEnvironments/Pub151_LTE_Guide_Dec08).

<sup>39</sup> Available at <http://www.aeco.no/guidelines.htm>.

<sup>40</sup> Available at <http://www2.cruising.org/industry/PDF/CLIAWasteManagementAttachment.pdf>

<sup>41</sup> Available at <http://www2.cruising.org/industry/PDF/CLIAWasteManagement.pdf>.

<sup>42</sup> Available at <http://exchange.dnv.com/Publishing/CN/CN51-1.pdf>.

<sup>43</sup> Available at

<http://www.dnv.com/industry/maritime/publicationsanddownloads/publications/variouspublications/arctic/index.asp>.

<sup>44</sup> Available at <http://exchange.dnv.com/publishing/RulesShip/2010-07/ts501.pdf>.

<sup>45</sup> Available at <http://www.greenland.com/business-and-investment/travel-trade/cruise/safety-on-arctic-waters.aspx?lang=en>.

<sup>46</sup> Available at [http://www.sjofartsverket.se/pages/3265/b100\\_1.pdf](http://www.sjofartsverket.se/pages/3265/b100_1.pdf).

<sup>47</sup> Available at <http://www.iaato.org/guidelines.html>.

<sup>48</sup> Available at

[http://image.zenn.net/REPLACE/CLIENT/1000037/1000115/application/pdf/Atcm31\\_ip083\\_eIAATOMarineRegulatoryMechanisms1.pdf](http://image.zenn.net/REPLACE/CLIENT/1000037/1000115/application/pdf/Atcm31_ip083_eIAATOMarineRegulatoryMechanisms1.pdf).



- a. Antarctic and Southern Ocean Coalition (ASOC), *Antarctic Ship-borne Tourism: Perspectives on Shipping Management* (presented at the Antarctic Treaty Meeting of Experts on the Management of Ship-borne Tourism in the Antarctic Treaty Area, Wellington, New Zealand, December 2009)<sup>49</sup>
- b. Environmental Research and Assessment (ERA), *Southern Ocean Cruising* (2d ed. 2007)<sup>50</sup>
- c. World Wildlife Fund for Nature (WWF), *Ten Principles for Arctic Tourism*<sup>51</sup>

### Conclusions

Based on this compilation of standards and guidelines, we can infer that the management and operational challenges posed by Arctic cruise tourism are widely recognized and that efforts to address them through recommendatory standards, policies, principles and guidance are widespread. The proliferation of such standards and guidance suggests that there may be a need for an initiative to distill best practices for Arctic cruise operations to enhance passenger safety and environmental protection.

The development of the IMO's Mandatory Polar Code is likely to establish or codify many of the international and national standards and guidelines identified above through the Polar Code's goal-based and functional requirements or recommendatory guidelines. Additionally, the classification society standards and guidelines identified will or already have been implemented during the construction of vessels intended to operate in or transit the Arctic. Accordingly, any initiative undertaken by PAME would optimally focus on distilling industry and NGO best practices. These best practices could then be organized into a set of voluntary guidelines specifically tailored to Arctic cruise tourism and complement the evolving IMO Polar Code by providing helpful supplemental recommendations to promote passenger vessel safety.

Additionally, preparation of a manual that summarizes essential requirements, standards and guidelines could be useful to raise awareness and promote compliance with practices that mitigate risks associated with Arctic cruise tourism. In this regard, attention should be paid to the work already done by the Antarctic Treaty Parties and the International Association of Antarctica Tour Operators (IAATO) with respect to operation of tour vessels in the Southern Ocean.

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<sup>49</sup> Available at

[http://www.asoc.org/storage/documents/ATME/ATME\\_paper\\_on\\_shipping101309.pdf](http://www.asoc.org/storage/documents/ATME/ATME_paper_on_shipping101309.pdf).

<sup>50</sup> Available at <http://www.era.gs/resources/soc/index.shtml>. This book, produced at the request and with the support of the Polar Regions Unit in the Overseas Territories Directorate of the United Kingdom Foreign & Commonwealth Office, includes far-reaching changes to the environmental regulations in the Antarctic and sub-Antarctic regions. The book helps make information on current environmental requirements more easily accessible and better understood.

<sup>51</sup> Available at

[http://assets.panda.org/downloads/10principlesforarctictourism\(eng\)\\_f6l2.pdf](http://assets.panda.org/downloads/10principlesforarctictourism(eng)_f6l2.pdf).

### Options for Possible Actions

A non-exhaustive menu of possible options available for PAME to further advance implementation of AMSA Recommendation I(D) follows. These options could be pursued singly or in combination, sequentially or simultaneously:

- Subject to the availability of funding, convene an Experts' Workshop that includes representatives of industry from both poles, national governments (flag states, port states, and Arctic coastal states), classification societies, marine insurers, indigenous peoples, NGOs and other stakeholders to gather additional information regarding best practices for Arctic cruise operations and produce a workshop report to document and disseminate such best practices.
- Determine whether PAME should pursue the development of basic best practice guidelines specifically tailored to Arctic cruise ship operations based on existing industry and NGO standards and recommendations and benefiting from the considerable work already done on Polar cruise tourism. If yes, identify specific areas/issues that should be the focus of such basic guidelines and how best to proceed with their development (e.g., begin with 5-10 basic best practice principles that can be elaborated upon or augmented in the future).

Consider, depending on developments at the IMO related to the Polar Code, developing – or encouraging the development by industry of – a handbook or manual on Arctic Ocean Cruising that presents essential information about applicable requirements and policies as well as a list of helpful resources so as to raise awareness and understanding, facilitate compliance, and help minimize risks to passenger safety and the Arctic marine environment.

## **APPENDIX D: SPECIFIC POINTS FROM BREAKOUT SESSIONS**

### **BREAKOUT GROUP 1: WILDLIFE AND ECOSYSTEMS**

#### **Discussion Excerpts:**

- There is a general sense than Antarctica has common standards under IAATO and that there is some room for standardization/uniform standards in the Arctic relating to wildlife and environment protection that would make training easier for operators.
- Each national approach could be examined to glean best practices.
- Permitting needs to be streamlined, particularly in Arctic Canada.
- Thought needs to be given to how to get “bad actors” to buy into best practices and implement standards so that one bad operator doesn't spoil it for others.
- Some explanation of rationale behind each particular guideline might assist new entrants in the field to understand and apply it more quickly and voluntarily.
- If some best practices could be adopted (like washing boots before going ashore), all operators would enforce them.
- Education and training of community contacts and enterprises would help improve communications among regulators, operators and communities.
- Different regions will require different approaches for wildlife.

### **BREAKOUT GROUP 2: HAZARDS**

#### **Discussion Excerpts:**

- Visitors venturing outside of a community and becoming a SAR risk because of lack of knowledge/understanding of remoteness/weather and ice conditions( more applicable to pleasure craft, larger vessel excursions closely monitored). However it was also observed by a local Nunavut resident that excursion groups coming into a community tend to spread out and may not be closely supervised.
- From an operator perspective the biggest risk they try to manage when planning for an Arctic voyage is the case of a medical emergency. The operator at the table noted that for Antarctic cruises (and according to IAATO guidelines) they do a pre-cruise medical evaluation for all passengers. Passengers must get medical clearance from a doctor and the company looks at all the medical screenings and tries to evaluate risks in advance. It was noted that this is not done for Arctic cruises.
- Generally cruise ships of 100+ individuals onboard (crew and passengers) have a doctor on board, the limitation is access to proper diagnostic equipment (xray machines etc). A medical evacuation could be needed if the situation was not as critical but where further diagnoses were not possible onboard.
- It was observed on a number of occasions throughout the two days that the clientele on

Arctic cruise vessels tended to be elderly/retiree who had a tendency to be less mobile and/or fragile.

- A best practice that was in place for one operator at the table in relation to lack of charting/underwater hazards was that they would send out zodiacs to do depth soundings and scope areas where there were questionable charting information before the cruise vessel ventured there. Where they were going to a new landing site or anchoring location a potential best practice would be to scope it first. Not clear if this is a AECO standard.
- Suggested that all cruise vessels should have high beam multibeam sonar on board to chart areas where they are going- that would quickly improve the charting situations.
- The collected sounding data and other observations of known navigational hazards was shared among operators through AECO to its members, but not necessarily any further than that.
- Perhaps a need to have a better means of sharing navigational information beyond just AECO members and in cooperation with national hydrographers that is less formal
- Safety issues surrounding excursions with zodiacs, in Canadian Arctic communities no set landing sites, often boats come into the beach where there may be lots of fishing vessels or be shared with the sea lift and other hazards- this links to the lack of infrastructure issue.
- Also noted was that passengers on zodiacs wear only life vests, could be an issue if anyone goes overboard due to the cold temperatures of the water, it was also noted that some of the older, less mobile passengers have difficulty getting on and off board zodiacs.
- Major hazard was the lack of infrastructure- this included the shoreside (landing sites, moorings, ports) lack of navigational charts and SAR resources in case of emergency.
- Access to a fuel source was noted as a major infrastructure limitation for operators- one noting there was no place for vessels to refuel between Nuuk, Greenland and Alaska. Expedition and larger vessels were noted in general as having enough fuel to be self sufficient for extensive periods, but there was a potential for ships to encounter fuel shortage issues in remote areas if they were delayed/diverted from the planned voyage due to unforeseen circumstances( ice, medical emergency etc).
- It was noted that for one operator traveling to the arctic that the situation of getting trapped in ice or having to deviate a long way off course due to ice was not taken into consideration with contingency planning- could be an issue in Canadian Arctic where there is increasing ice variability/ice hazards(also risk of running low on fuel if trapped etc).
- Communications limitations was identified as a potential hazard. Internet and other satellite communications often do not work above 70 N. This can be a hazard in terms of navigation, if you are reliant on uploading weather, ice data and then lose internet, lack of bandwidth is also an issue.
- One operator noted a risk in terms of the reliance on e-navigation as opposed to traditional paper navigation. Many newer/younger generation(perhaps with little experience in Arctic) are used to relying on E-navigation devices, but it has been noted

that the e-nav systems and paper charts often do not line up- this has resulted in groundings. The risk would be especially high for small yachts etc, who may be one –off visitors with little experience in using paper charts?

- For safety it was suggested by some that passengers would benefit from being shown around by a local when doing excursions as they would be more likely to steer away from hazards etc.
- Should be recommended distances to icebergs for zodiacs (AECO may have a standard, but would be good to endorse that as a safety issue by the Arctic Council).
- On many occasions the lack of infrastructure in the Arctic was identified as a major risk and also a limiting factor for marine based tourism. Infrastructure included SAR resources, ability to moor vessels, ports paved landing strips etc. It was noted that the big cruise ships simply will not travel to certain regions of the Arctic until the infrastructure improves because they will not have the ability to get their passengers on and off vessels.
- It was suggested that all vessels under a certain size (ie non polar code/AIS carrying craft) should be required to register with the coastal state before venturing above prescribed latitude north (e.g. NORDREG but for small vessels).
- Potential AC “best practice” document could include a handbook with resources for all travelers (i.e. small pleasure craft) which lists key contacts/regulatory agencies in coastal states, recommended equipment to have on board and warning of the limitations to communications, navigation, SAR etc when travelling to the Arctic. This could also be a second phase product?

### **BREAKOUT GROUP 3: SHIP/SHORE BASED ACTIVITIES**

#### **Discussion Excerpts:**

- Most cruise lines operating in Nunavut are wonderful – a small minority are decidedly less so.
- Some cruise operators tell passengers not to buy things while in a community.
- Some operators do a horrendous job at contacting communities.
- Overabundance of permits required to operate a cruise ship in Nunavut.
- There is an enormous Federal-Territorial gap in the process of permitting in Canada.
- In Nunavut, cruise ships need to be licensed the same way as land based tourism establishments.
- Other territories are developing similar strategies.
- NWT has an ‘Aboriginal Cruise Group’, though only 2 ships visited NWT last year.
- A ship without local interpretive staff onboard was known to have only left \$80 in a community, whereas a similar ship with interpretive staff onboard left \$8000.
- In Nunavut, community visits only amount to 20% of a typical cruise itinerary.
- Enormous issues in determining who to contact within a community prior to and once a ship arrives. The local economic development officer can change hands very frequently.

Even if known, making contact is also very difficult. Smart phones, for example, don't work.

- Immediate notification prior to arrive is far more of an issue than pre-planning the itinerary with communities months in advance.
- Parks Canada has developed a community preparedness program (for tourism), though communities need to initiate the program themselves to take advantage of it. The program includes things like training on communications, expectations, how to engage with ships.
- Yachts are in an entirely different category when it comes to discussing impacts and community interactions.
- The general public, however, doesn't distinguish between a prudent established expedition ship operator and the occasionally cavalier attitudes of certain yachtsmen.
- The Russian cruise ship experience is in a category unto itself, contending with issues related to language, gender and corruption that are not as pervasive elsewhere in the Arctic.
- Need to impress upon the community the idea of a contract of sorts, whereby the community and the ship can develop managed expectation regarding timing and activities. A contravention (outside of delays due to bad weather, ice conditions, etc) of this contract by either party would result in the paying out of a specific sum of money.
- Recent security regulations within Nunavut are causing a significant headache for the industry.
- Transport Canada Marine Security (acting under the ISPS Code) is requiring the designation of an "occasional use port facility" when loading/unloading passengers in an effort to tighten security. The process has been logistically difficult given the (lack of) infrastructure and numbers of people in certain communities, and has also proven to be another added financial cost to operators.
- Canada has too much red tape. Operators are being billed upwards of \$31,000 to fly CBSA staff to remote communities from southern Canada for approximately 6 hours of passport identification.
- RCMP have a policing priority in Canada, and in communities where RCMP are few in numbers and need to be on hand at moment's notice, having them potentially double as CBSA officers is a possible solution that has not been well received.
- The concept of community landing fees per ship/passenger is a contentious one. It would be more beneficial if there were guarantee that revenue generated actually went back into the communities.
- All communities in Greenland have per passenger landing fees (~\$125 CAD), though money doesn't get evenly distributed within the community.
- Availability of global expedition ships/platforms is a significant issue facing the industry.
- Need to pay attention to the semantics surrounding the term 'pleasure craft' as in many instances the yachts being referred to are indeed commercial operations (just not expedition style ones).
- Need to consider not just the numbers of ships and number of voyages, but also the numbers of passengers onboard each ship.

- The numbers of cruise ship (or other ships) in the Arctic do not necessarily support the investment or rerouting of infrastructure for things like SAR and pollution response.
- Sailing vessels and certain pleasure craft also cannot be lumped in under the same category of larger motorized yachts (e.g. like Paul Allen's 'Octopus').
- Companies have decades of best practices related to safe distances, operations, etc, already established.
- Passengers don't usually like hand-holding when within communities.
- Companies do debriefs with passengers well in advance on things like archaeology, animal behavior, etc.
- Most ships carry onboard archaeologists, historians, naturalists, etc.
- Some examples exist of passengers (typically from private yachts) trading alcohol for fish while in dry communities.
- While very unlikely, there is the possibility of some of the chartered crew causing disturbances within communities (as opposed to paying passengers). Companies tend to go with captain and crew with proven track records.
- Communities are not always in support of the cruise industry and don't want ships arriving.
- Economic impacts from a cruise ship within a community are rarely as great as what the community hopes (though some communities do better than others – an issue which is in part due to levels of preparedness).
- Cruise ships need guides who know about the community, however, there can also be discrepancies with tour guides lacking knowledge, being too introverted, etc.

#### **BREAKOUT GROUP 4: THIRD PARTY CONTACT**

- All operations in or near communities require community buy in and should provide some form of benefits for the communities.
- Some communities have infrastructure and people with expertise as guides as well as other types of capacity, but others do not.
- In terms of activities there are a lot of permits that require streamlining and a web portal would be helpful.
- There are responsible operators and less responsible operators. Personal craft and yachts seem to be the least well-informed about the challenges of operating in the Arctic.
- Where larger vessels are involved, there appears to be a critical need to educate the passengers not only about cultural matters in the relations with communities but also about the hazards of Arctic travel in terms of dangers and sensitivities in respect of wildlife engagement, weather and ice issues, and general health and security matters.
- Respectfulness of communities and environment are required.
- Advance notification of communities is a practice of responsible experienced operators but it is not always clear who they should contact. Staff turnover in communities is common and updating communities in transit can be tough.

- There may be transferrable lessons which the science community can share with operators for community relations.

### **SOME COMMON THEMES:**

- There are only a few bad apples in the industry. However, these few can taint the entire industry.
- Most expedition operators are culturally and environmentally sensitive and safety aware.
- There is a need for strengthened levels of communication between ships and coastal communities.
- Operators don't deny the need for permits; rather (in Canada), it's the existing cumbersome, costly and time consuming process that is the issue.
- Encourage streamlining/harmonization of permitting processes.
- Engaging local community staff onboard cruise operations should be encouraged (though is largely situation and may not always work).
- All cruise operators are seen as homogeneous to the public eye.
- The majority of issues and concerns are with yachts and pleasure craft, not expedition ships.
- There needs to be a harmonized notification/reporting system for (negative) issues once they occur. This will help stop the rumour mill.
- We need to refrain from positioning the Arctic cruise industry as one being rife with issues. In other words, don't beg the question and try and create problems that don't exist.
- Consider the concept of developing designated 'Ports of Entry' at strategic areas in the Arctic to streamline various permitting and entry processes.
- We need to recognize what longstanding prudent operators have been doing regarding the production of guidelines and best practices.
- Focus on educating passengers
- Need to debunk certain myths (i.e. expedition ships operators are cowboys, an Arctic cruise is like a Caribbean cruise, Arctic tourism is out of control, etc)
- Need to recognize the enormous diversity/heterogeneity across countries/regions located within the Arctic.
- Need to determine with more precisions the various trends in Arctic cruise tourism (i.e. where it is increasing, where it is decreasing).
- Nomenclature is important (i.e. yachts, pleasure craft, commercial craft, etc)
- Importance of cultivating dialogue between ship and community
- Stress the importance of post visit reports to generate more comprehensive sources of statistics.
- Statistics are not so much the issues – there is plenty out there. Rather, it is more the communication out of the data.



- Recognizing the differences, of course, learn from the Antarctic example and the single window approach currently in place for permitting.
- Costs and time associated within permitting (in Canada) make proper community (and scientific and archaeological) engagement very difficult.
- In the context of cruise tourism, Svalbard issues are always related to the environment, whereas Canadian issues are always related to regulatory processes.
- Ships have lab space and cargo space that could be put to other uses (though, again, are often pushed aside to deal with time spent on regulations).
- Difference in breaking cultural respect and breaking coastal state regulations: The latter has prescribed penalties, while the former does not.
- Conflicts between ships and subsistence hunters can often arise. Try and capture general areas within the Arctic where operators should adhere to certain rules re: distances, times of year, migratory patterns, etc; again, nothing too specific.

#### **Discussion Excerpts Re: A Best Practices Document for Consideration by Arctic Council**

- Any AC product needs to find a way to recognize/incorporate existing best practices and principles.
- Need to figure out how to address the extreme regional variation. Document could have a common set of circum-arctic “principles” that would apply in all regions and then break down some more specific best practices to be considered by region.
- It was also suggested that we may consider breaking up the “best practices” by whether they were targeted as locally/regionally/nationally this would recognize the different needs/target audiences.
- Important to be able to differentiate between the mature tourism operators (expedition style) who are relatively well managed and the new, less managed small/pleasure craft operators who appear to pose higher risks etc. NOT to lump them together. Maybe a need for a definition of different groups within the AC document.
- May want to consider how this set of “best practices” links to or supports a range of AC recommendations (e.g. AMSA ABA, AOR)-this could be in the introductory section?
- The AC needs to be forward looking in its approach and not just consider who is currently in the Arctic but also potential new actors (e.g. Asian operators? New markets for tourism?).
- There could be an opportunity for the AC to play a coordinating/facilitating role in getting better cooperation between Arctic operators and the science community- this is well established in Antarctica.
- It will be important for the AC ministers to acknowledge in some high level way the infrastructure issues and how that limits tourism within some regions.
- Refrain from developing very specific guidelines related to sites, distances, particular species, etc – this is best left to the industry and if coming from the AC could amount to information overkill.
- The ATS/IAATO Guidelines are a good model to follow – they are simple and have impact.

- Simplified guidelines are particularly good for passengers onboard.
- Can't lump all modes of marine tourism together.
- Clarify to Ministers what the status and trends of Arctic tourism actually are (demystify).
- Identify the impacts (positive and negative) of enhanced infrastructure to the cruise industry and other industries in the Arctic.
- If you build it they will come...but do communities want this?
- Engage other AC partners like China and India on best practices prior to their encroachment into the Arctic tourism industry.
- More standardization is required across the cruise industry.
- Need a stronger northern presence/perspective as this project comes to completion.
- Develop a single window approach for information exchange (from statistics to permitting requirements).
- Regulation of the tourism industry should be more localized from within the Arctic (versus from southern locations in Ottawa or Washington).
- Need to develop a regional point of contact/team (involving elders, community administrations, etc) within communities or regions of the Arctic.
- Need to educate pleasure craft operators about proper engagement with Arctic communities .
- Refrain from focusing on "regulating and controlling" the industry. It is quite sustainable already. Focus instead on terms like 'facilitate' growth and sustainability.

## **APPENDIX E: Summary of Common Concerns and Possible Strategies Based on the Final Report of the CTAC study**

### COMMON CONCERNS

#### ***Safety and Security:***

- limited search and rescue, and salvage, capabilities.
- poor charting but increased access due to climate change.
- potential for criminal activities (e.g. drug and alcohol smuggling, child abductions, illegal entry).
- issues relating to sovereignty.

#### ***Support for Economic Development:***

- high economic leakage & limited spending in communities.
- operator revenues lower in Canadian Arctic than in Greenland or Svalbard.
- limited tourism & shipping infrastructure.

#### ***Protecting Arctic Environment and People:***

- fuel leaks or spills related to marine accidents.
- air pollution (fuel, cooking, exhaust) and water pollution (ballast water, garbage).
- wildlife disturbances.
- human injuries or casualties related to ship grounding or sinking.
- limited communication (e.g. operators not able to contact communities, limited regional integration/organization).
- cultural conflict and misunderstanding.
- tourists not asking permission to take pictures of local people including children.

### IDENTIFIED STRATEGIES

#### ***Legislation, Regulation and Policy***

- charge community landing fees.
- create cruise tourism codes of conduct.
- streamline permitting process via a single body/institution (i.e. one-window approach).
- allow local officers to act as customs officers.
- ban the use of heavy fuel oil in Arctic waters.
- harmonize Arctic shipping rules and regulations via the Polar Code.

#### ***Economic and Social Sustainability***

- economic leakage reduction plan.
- marketing training for local carvers and artists.
- cultural sensitivity training for tourists on ships.
- establish regional cruise tourism strategy.
- improve funding availability (i.e. streamline process) for local business development.
- require wildlife monitors on ships.
- establish 'special hunting area' where ships are not permitted.

### ***Communication and Coordination***

- establish cruise tourism committee to enhance communication links.
- establish regional integration of products, activities, rules and tours.
- hold regular cruise tourism conference/regional planning meetings.
- establish a multi-agency Arctic cruise ship committee (government, NGO's, community leaders, others).
- appoint a cruise liaison officer in each community to provide single points of contact.
- involve schools in cruise programming.
- raise awareness among local residents about cruise tourism.
- enhance opportunities to educate cruise visitors about traditional and contemporary indigenous/local lifestyles (culture, traditions, mixed economy).