

Agenda Item 4.1 – AMSA Recommendation I(A) by USA

PAME III – 2013 Agenda Item 4.1
AMSA Recommendation I (A)
Report on the International Association of Marine Aids to Navigation and Lighthouse
Authorities (IALA)

AMSA Recommendation I(A) provides:

“That the Arctic states decide to, on a case by case basis, identify areas of common interest and develop unified positions and approaches with respect to international organizations...to advance the safety of Arctic marine shipping...”

Pursuant to this Recommendation, the United States provides this report on Arctic-related activities of the International Association of Marine Aids to Navigation and Lighthouse Authorities (IALA).

BACKGROUND:

IALA was established in 1957 as a nongovernmental technical organization that “gathers” authorities of aids to marine navigation from all over the world, offering a forum for them to share their experiences and expertise. These authorities may come from government agencies, industry, or from other scientific and technical organizations. Through harmonizing expertise on aids to navigation worldwide, IALA aims to ensure that marine-going vessel operations are “safe, expeditious, cost-effective, and harmless to the environment.”¹

IALA is administered by a Council of twenty-two elected and two appointed Councilors who meet twice a year.² The Councilors are elected by the organization’s State members during a General Assembly.³ General Assemblies are held “at intervals not exceeding five years” and Councilors hold their positions for the duration of the time between two General Assemblies.⁴ The current Councilors were elected by a General Assembly held in March 2010. While Article 11 of the IALA Constitution states that the organization will be funded by “subscriptions, grants and gifts as generally permitted by the law,” it is likely that most of the organization’s funding comes from annual membership fees.⁵ The organization has membership at the State, industry (typically those who consult in,

¹ International Association of Marine Aids to Navigation and Lighthouse Authorities [IALA], <http://www.iala-aism.org/iala/index.php>.

² IALA, *IALA Council*, <http://iala-aism.org/council/>.

³ IALA, *Council*, <http://www.iala-aism.org/iala/committees/council.php>.

⁴ IALA, *Constitution of IALA*, Art. 7, <http://www.iala-aism.org/iala/aboutiala/constitution.php>; Art. 8.1.

⁵ For detail on the fee amount for each level of membership, see IALA, *Fees 2013*, <http://www.iala-aism.org/iala/membership/fees.php>.

manufacture, or distribute aids to navigation), and associate (typically ports, scientific organizations, or services responsible for navigation assistance) level.⁶

Most of IALA's substantive work is carried out by the organization's standing technical committees, comprised of international experts in relevant fields that meet twice a year.⁷ As navigation technology has developed over time, experts on these standing technical committees prepare IALA guidance documents, monitor scientific or other developments related to their field, and generally help provide guidance to IALA membership. The standing technical committees have published recommendations and guidelines on a variety of topics including lighthouse maintenance, vessel traffic service (VTS) radar services, and the use of LED technology in signal lights. In so doing, the standing technical committees seek to formulate uniform procedures and standards on navigational aids for IALA's membership.⁸ They also hold occasional conferences, seminars, workshops and symposia on developing issues in navigation.

The standing technical committees are:

- **Aids to Navigation Management (ANM)** – focuses on the management of aids to navigation services; develops IALA recommendations and guidelines on issues such as channel design and the maritime buoy system.⁹ ANM also publishes the IALA NAVGUIDE every four years, a comprehensive document which provides general to specific advice about marine navigation.¹⁰
- **Engineering, Environment and Preservation of Historic Lighthouses (EEP)** – focuses on engineering, design, and maintenance and conservation issues related to navigational aids; develops recommendations and guidelines on environmental considerations and design of navigational equipment.¹¹
- **e-Navigation** – focuses on the electronic integration of new and existing navigational tools; prepares IALA guidance on issues like Automatic Identification System (AIS) and developing radar technology; collaborates with other international organizations working on e-Navigation.¹²
- **Vessel Traffic Services (VTS)** – focuses on vessel monitoring for maritime safety, environmental protection and security; develops guidance on issues such as the training of personnel, operational procedures, and VTS equipment standards.¹³

⁶ IALA, *Membership*, <http://www.iala-aism.org/iala/membership/membersgl.php>.

⁷ IALA, *IALA Committees: Experts at Work*, <http://www.iala-aism.org/iala/committees/committeegl.php>.

⁸ See IALA, *Publications*, <http://www.iala-aism.org/iala/publications/publications.php?LeTypePub=2>.

⁹ IALA, *Aids to Navigation Management*, <http://www.iala-aism.org/iala/committees/anm.php>.

¹⁰ IALA, *NAVGUIDE: Aids to Navigation Manual* (2010), available at https://www.transportstyrelsen.se/Global/Sjofart/Dokument/Sjotrafik_dok/Navguide.pdf.

¹¹ IALA, *Engineering, Environmental Preservation*, <http://www.iala-aism.org/iala/committees/eep.php>.

¹² IALA, *e-Navigation*, http://www.iala-aism.org/iala/committees/e_nav.php.

¹³ IALA, *Vessel Traffic Service*, <http://www.iala-aism.org/iala/committees/vts.php>.

- **Policy Advisory Panel (PAP)** – ensures coordination and communication between committees.¹⁴

ARCTIC ACTIVITIES:

All Arctic Council member governments and all governments with permanent observer status to the Arctic Council are members of IALA.¹⁵

In recent years, IALA has turned its attentions to the challenges of safe navigation in Arctic waters. In 2010, delegates from Canada, Denmark, Norway, Russia, and the United States as well as the International Hydrographic Organization met at IALA headquarters in France to discuss the marking of polar traffic routes. As delegates from the five Arctic states and the chairs of IALA’s technical committees presented their perspectives on the current challenges in the Arctic, several common themes emerged.

For example, several noted the need for a more reliable communication infrastructure in the Arctic, with both the United States and IALA pointing out the lack of full communications coverage in shipping areas and the need to provide effective warnings to mariners.¹⁶ IALA also noted that traditional physical aids to navigation would be “unrealistic” in Arctic waters, presumably due to the remoteness and harsh environment of the region.¹⁷

At the conclusion of the meeting, the delegates from the five circumpolar Arctic states and IALA adopted a resolution agreeing to strive for harmonization of their approaches to the risks of navigating in Arctic waters.¹⁸ In doing so, the five nations resolved to develop a common Arctic ship reporting and data sharing system approach to Arctic marine traffic awareness and monitoring, and a harmonized system of marine aids to navigation.¹⁹

This resolution was seen by its participating state signatories as a first step in developing a common approach to addressing “the risks inherent in the expansion of marine traffic” in the Arctic. As part of the resolution, IALA agreed to provide a forum for later discussions on navigation safety in the Arctic.²⁰ It also resolved to support the nations in:

- enhancing marine traffic awareness;
- establishing ship reporting and data sharing systems;

¹⁴ IALA, *IALA Committees*, <http://iala-aism.org/committees/committees/committeesgeneral.php>.

¹⁵ See IALA, *National Members*, <http://www.iala-aism.org/iala/membership/national.php>.

¹⁶ IALA Final Report, *Meeting on the Marking of Polar Routes* (Feb. 2010) at 11, 16.

¹⁷ IALA Final Report at 15; the IHO’s account of this meeting is available at http://www.iho.int/iho_pubs/periodical/P-7/P7-10-ENG.pdf at 12.

¹⁸ Int’l Maritime Org. [IMO], Maritime Safety Committee, *Aids to Navigation in Arctic Waters*, IMO Doc. MSC 87/INF.15 (Mar. 9, 2010), available at

[http://folk.uio.no/erikro/WWW/Polar Code/IALA%20navigational%20aids.pdf](http://folk.uio.no/erikro/WWW/Polar_Code/IALA%20navigational%20aids.pdf). The Resolution is appended to this paper.

¹⁹ Id.

²⁰ IMO at 2, paragraph 7.

- marking polar routes and development of virtual aids to navigation;
- application of risk management methodology; and
- discussing the importance of improving hydrographic services in the region.²¹

IALA's resolution was also forwarded to the IMO²² and the Arctic Council, and the states present agreed to meet annually through the IALA forum on Arctic navigation safety issues.²³ While the next meeting was scheduled for February 2011,²⁴ the IALA forum on the Arctic has not met since.

RECOMMENDATIONS

The U.S. recommends that PAME extend an invitation to IALA to make a presentation at PAME II-2013. Specifically, The U.S. recommends that IALA be asked to address how the Association's present and planned programs and activities may contribute to implementation of Arctic Marine Shipping Assessment (AMSA) Report Recommendations on enhancing Arctic marine safety and building the Arctic marine infrastructure.

²¹ IMO Doc. MSC 87/INF.15.

²² IALA has been granted consultative status with the IMO. Consultative status essentially means that IALA can express its views to IMO bodies and can attend and observe committee meetings if invited. Since 2008, IALA has submitted 29 papers to IMO bodies (the Maritime Safety Committee or its Safety of Navigation Sub-committee), most concerning specific navigation technology, such as e-Navigation or AIS VHF data links.

²³ IALA Executive Summary, Meeting on the Marking of Polar Routes (Feb. 2010).

²⁴ IALA Final Report at 18, paragraph 7.2.