

## **PAME II-2018 Agenda Item 6.8(a)**

### **Developing an Approach/Framework for More Systematically Engaging with Observers on PAME's Shipping-Related Work**

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#### **References**

- PAME (II)/17/5.9/a – Developing an Approach/Framework for More Systematically Engaging with Observers on PAME's Shipping-Related Work
- Arctic Council Rules of Procedure (adopted Sept. 1998; revised May 2013), [https://oaarchive.arctic-council.org/bitstream/handle/11374/940/2015-09-01\\_Rules\\_of\\_Procedure\\_website\\_version.pdf?sequence=1&isAllowed=y](https://oaarchive.arctic-council.org/bitstream/handle/11374/940/2015-09-01_Rules_of_Procedure_website_version.pdf?sequence=1&isAllowed=y).
- Arctic Council Observer Manual for Subsidiary Bodies (adopted May 2013; Addendum approved Oct. 2015 & Oct. 2016), [https://oaarchive.arctic-council.org/bitstream/handle/11374/939/EDOCS-3020-v1B-Observer-manual-with-addendum-finalized\\_Oct2016.PDF?sequence=8&isAllowed=y](https://oaarchive.arctic-council.org/bitstream/handle/11374/939/EDOCS-3020-v1B-Observer-manual-with-addendum-finalized_Oct2016.PDF?sequence=8&isAllowed=y).

#### **Background**

At the PAME-II 2017 meeting in Helsinki, the United States, the Aleut International Association (AIA), the Republic of Korea, and the Italian Republic, presented a paper addressing the PAME 2017-2019 Work Plan's action item to identify opportunities to more systematically engage with Observers, and particularly Observer States, on PAME's shipping-related work.<sup>1</sup>

Currently 13 non-Arctic States have Observer status with the Arctic Council.<sup>2</sup> The paper discussed the various procedures governing observer participation in Arctic Council Working Groups, and the various levels of engagement permitted under the Arctic Council Rules of Procedure and the supporting Observer Manual for Subsidiary Bodies.<sup>3</sup> The paper also provided an overview of Observers' current engagement with the Arctic Council's six Working Groups.<sup>4</sup>

Currently, Observer participation in Arctic Council Working Groups consists of the following: (1) meeting participation;<sup>5</sup> (2) information sharing, including sharing of technical input, expertise, and best practices;<sup>6</sup> (3) hosting workshops, meetings, conferences, and training seminars;<sup>7</sup> (4) funding;<sup>8</sup>

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<sup>1</sup> See Arctic Council, PAME Work Plan 2017-2019 (2017), [https://oaarchive.arctic-council.org/bitstream/handle/11374/1935/PAME\\_Work\\_Plan\\_2017-2019.pdf?sequence=1&isAllowed=y](https://oaarchive.arctic-council.org/bitstream/handle/11374/1935/PAME_Work_Plan_2017-2019.pdf?sequence=1&isAllowed=y).

<sup>2</sup> France, Germany, Italian Republic, Japan, The Netherlands, People's Republic of China, Poland, Republic of India, Republic of Korea, Republic of Singapore, Spain, Switzerland, and the United Kingdom currently have Observer Status. See Arctic Council, *Arctic Council Observers*, <https://www.arctic-council.org/index.php/en/about-us/arctic-council/observers>.

<sup>3</sup> *Rules of Procedure; Observer Manual*.

<sup>4</sup> Arctic Council, *Arctic Council Working Groups*, <http://www.arctic-council.org/index.php/en/about-us/working-groups>.

<sup>5</sup> *Observer Manual*, sec. 7.6.

<sup>6</sup> See Arctic Council, <https://oaarchive.arctic-council.org/handle/11374/1848> (list of 2016 Observer reports, including Observer States).

<sup>7</sup> In December 2016, the Korea Maritime Institute held a seminar with the PAME Shipping Experts Group to discuss issues and possible projects related to the PAME shipping agenda. See Republic of Korea, Observer Report (2016), [https://oaarchive.arctic-council.org/bitstream/handle/11374/1862/EDOCS-4020-v1-2016-11-29\\_Republic\\_of\\_Korea\\_Observer\\_activity\\_report.PDF?sequence=1&isAllowed=y](https://oaarchive.arctic-council.org/bitstream/handle/11374/1862/EDOCS-4020-v1-2016-11-29_Republic_of_Korea_Observer_activity_report.PDF?sequence=1&isAllowed=y).

<sup>8</sup> Generally, total funding from Observers cannot exceed contribution of Arctic States. *Rules of Procedure*, Rule 38; *Observer Manual*, sec. 7.5 & Addendum (3).

(5) expert nomination and participation;<sup>9</sup> (6) in-kind contributions, including expert involvement and support;<sup>10</sup> and (7) assistance developing and implementing projects.<sup>11</sup>

To facilitate the development of a practical approach/framework to more systematically engage with Observers, the authors of the paper solicited input and recommendations from all Observers.

The United States, the Italian Republic, Poland, and the Republic of Korea, present this paper to provide a summary of responses received and a proposed draft agenda for one or more workshops in 2019.

### **Input and Recommendations Received from Observers**

Eight Observers, including five Observer States, provided input, and the full responses may be found in Appendix I.<sup>12</sup> The survey questions are listed below, along with brief consolidated summaries of responses received.

1. *How are interested Observers, and particularly Observer States, currently engaging with PAME on shipping-related issues?*

Of those Observers that submitted responses, many noted that their current engagement involves participation in PAME meetings or other Arctic Council subsidiary bodies, such as the Arctic Shipping Best Practice Information Forum. Observers also indicated that they engage with PAME on shipping-related issues by submitting information papers and expert nomination requests.

2. *Consistent with the Arctic Council Rules of Procedure and the Observer Manual for Subsidiary Bodies, what types of involvement with PAME's shipping-related work are Observers most interested in undertaking? Are there specific shipping issues of interest to Observers?*

Several Observers noted that they would be interested in supporting PAME initiatives through sharing expertise, facilitating scientific contributions, and providing access to data and relevant guidance, such as identifying pertinent weather and climate issues and encouraging the development of environmentally friendly solutions for Arctic shipping.

Other suggestions included the following activities: (1) providing expertise and potential support at the International Maritime Organization and in other fora; (2) facilitating cooperation between PAME and the Arctic Data Committee;<sup>13</sup> (3) and increased involvement in PAME expert groups.

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<sup>9</sup> A Working Group is not responsible for costs associated with attendance of experts at a Working Group or Expert Group meetings, unless authorized in advance by a decision of the Arctic States. *Rules of Procedure*, Rule 40.

<sup>10</sup> *Opportunities for Observer Engagement in Arctic Council Working Group Activities*, at 4, [https://oaarchive.arctic-council.org/bitstream/handle/11374/1831/EDOCS-3815-v3A-ACOSUS202\\_Portland\\_2016\\_Opportunities\\_for\\_Observer\\_Engagement\\_in\\_AC\\_WG\\_Activities\\_September.PDF?sequence=1&isAllowed=y](https://oaarchive.arctic-council.org/bitstream/handle/11374/1831/EDOCS-3815-v3A-ACOSUS202_Portland_2016_Opportunities_for_Observer_Engagement_in_AC_WG_Activities_September.PDF?sequence=1&isAllowed=y).

<sup>11</sup> For example, Observers assisted in the implementation and development of the Conservation of Arctic Flora and Fauna Working Group's Arctic Migratory Bird Initiative. *Id.* at 4.

<sup>12</sup> The Italian Republic, the Republic of Korea, the Netherlands, Poland, Republic of Singapore, as well as the International Arctic Science Committee, University of the Arctic, and the World Meteorological Organization, submitted responses.

<sup>13</sup> The Arctic Data Committee was created as a result of the merger of the International Arctic Science Committee and the Sustaining Arctic Observing Network's data management committees. The Committee aims to promote and facilitate international collaboration towards the goal of free, ethically open, sustained and timely access to Arctic data through useful, usable, and interoperable systems. Arctic Data Committee, <https://arcticcdc.org/about-us/background>.

Observers also expressed an interest in a range of shipping issues, including maritime safety, emergency preparedness, search and rescue, and shipbuilding.

3. *Would Observers be more interested in identifying and pursuing opportunities for engagement that involve financial contributions, in-kind contributions, or other types of involvement?*

The majority of Observers stated that they would be interested in identifying and pursuing opportunities for engagement in projects requiring financial and/or in-kind contributions. However, considering budgetary constraints, several Observers noted that any opportunities would have to be assessed on a case-by-case basis and considered in view of relevant national authorities and policies (in the case of Observer States), and institutional priorities.

Observers also responded positively towards increasing engagement through in-kind contributions.

4. *Would Observers be more interested in partnering with a single Arctic State/Permanent Participant, multiple Arctic States/Permanent Participants, or does the format of a collaborative arrangement not make a difference? Are there examples of collaborative efforts between Observers and Arctic States/Permanent Participants that could serve as models for future collaboration?*

Some Observers noted a preference for the current, open-ended arrangement, but also expressed flexibility and willingness to consider multilateral, bilateral, and other forms of collaborative arrangements, dependent on the relevant issue or project.

Observer States which had previously collaborated with Permanent Participants discussed their experiences, including cooperating on a project with Permanent Participants on a bilateral basis, hosting Arctic Council Permanent Participants on study visits, and sharing expertise in working group meetings and/or task forces. However, these Observer States also showed willingness to consider multi-partner and other formats of collaboration.

5. *Would Observers find regular attendance of PAME meetings (e.g., Working Group and/or Expert Group meetings) useful to facilitate more systematic engagement with PAME's shipping-related work? If an Observer is not regularly attending PAME meetings, what is the impediment to attendance (e.g., cost, insufficient information, meeting location, lack of Observer-related agenda items, no commercial ships or research vessels currently using or anticipated to use Arctic waters, no national strategy or priority for Arctic shipping, improper Arctic shipping contact point)?*

Many Observers indicated that regular attendance at PAME meetings would be useful to facilitating more systematic engagement. A lack of funding, however, remains the major obstacle to regular attendance.

Some Observers also noted that there is a lack of clarity with regards to how Observers may participate, and their role in working groups. Improper contacts, delayed agendas, and the wide breadth of meeting topics were also identified as impediments to regular attendance.

6. *Would providing more specific identification of opportunities and solicitation for Observer assistance via Arctic Council publications be an effective way to engage Observers on shipping-related issues? What types of additional information would be useful for increasing Observer engagement?*

Observers generally agreed that more specific identification of opportunities and more specific solicitation of Observer assistance would be helpful. In particular, Observers noted

that identifying specific institutions and/or individuals that might be crucial for a given project, or specific roles for Observer participation would be useful.

Observers suggested including an administrative note on PAME meeting agendas to indicate where Observer participation would be welcome and identifying specific opportunities for Observers to make presentations.

7. *Given the current involvement of Observer experts in PAME shipping-related work, how could PAME more effectively integrate the knowledge and experience of these experts?*

Observers recommended, among other things, that PAME consider the competence of Observer experts and assign certain functions and tasks based on expertise, to increase more formal involvement. This may entail involving experts in preparation of meetings, or allowing the opportunity to give introductory remarks based on the topic of the meeting. Observers also suggested that PAME track project outcomes and present reports to Observers.

8. *What kind of additional suggestions or ideas would be effective in encouraging Observer engagement in PAME's shipping-related work in the future?*

Observers provided a number of additional suggestions, including creating a single, cross-cutting, dedicated Arctic Council shipping-related forum of experts. Observers also suggested convening a workshop focusing specifically on observer engagement in PAME projects and activities.

### **Draft Workshop Agenda**

The authors of this paper have drafted a tentative agenda for workshops to be held in 2019, to more fully discuss the input provided by Observers, and to flesh out mutual areas of interest and collaborative opportunities.

To facilitate broad participation, two workshops may be held in different geographic regions. A potential option is to hold one workshop in Europe and one in Asia, if host governments can be identified.

### **Draft Workshop Agenda**

**Objective:** Discuss and identify mechanisms for strengthening engagement between Observers and Arctic States/Permanent Participants on PAME's shipping-related projects and initiatives.

**Participants:** Arctic States/Permanent Participants, Interested Observers

#### **1. Introductions**

- a. Introduction of Attendees
- b. Overview of General Procedures/Meeting Rules

#### **2. Presentations**

- a. Case Studies – Bilateral, Multilateral, and Other Forms of Cooperation
  - i. Observer States – Experiences Hosting Workshops/Meetings
  - ii. Observer IGOs/NGOs – Information Sharing & Facilitating Scientific Contributions
- b. Specific Areas of Interest & Opportunities for Engagement

#### **3. Roundtable Discussions**

- a. Observers
  - i. Domestic Issues, Institutions & Sources of Funding (Observer States – breakout groups)

- ii. Challenges to Increased Involvement (all Observers)
  - iii. Fostering Cooperation Among Observers (all Observers)
  - b. Arctic States/Permanent Participants**
    - i. Identifying Future Opportunities for Observer Engagement
    - ii. Improving Communication/Cooperation with Observers
  - c. Joint Sessions**
    - i. Designing Mechanisms/Procedures for More Systematic Observer Engagement
      - 1. Developing Consistent Procedures for Observer Engagement
      - 2. Methods of Cooperation
    - ii. Potential Framework Documents: Best Practices Manual, Operational Guidelines for Observers
- 4. Conclusion**
- a. Attendee Survey & Future Workshops**

### **Recommendation**

The United States, the Italian Republic, Poland, and the Republic of Korea, recommend that PAME adopt a Record of Decision inviting all interested PAME members to comment on the proposal to convene one or two workshops in 2019, as well as the proposed draft agenda, to the PAME Secretariat by 30 November 2018.

### **APPENDIX**

(responses received to appended here)