

PAME II-2019: Agenda 6.9

Arctic Marine Shipping Assessment (AMSA) Recommendations - Revised AMSA Recommendations Matrix: Next Steps

References and Related Documents

- Arctic Marine Shipping Assessment (AMSA) Report, 2009
- PAME(I)/16/5.0/Proposed Criteria for Prioritizing PAME’s Shipping-Related Work - draft (US/CAN)
- PAME(II)/16/5.7/a/Proposed Criteria for Prioritizing PAME’s Shipping-Related Work - final (US/CAN)
- PAME(II)/16/5.7/b/Summary of Current Top Shipping-Related Priorities for PAME (PAME SEG Co-Chairs)
- PAME(II)17/5.8/AMSA Recommendations – Review and Update Submitted by USA & Canada
- PAME(I)18/6.9/AMSA Recommendations – Review and Update Submitted by USA & Canada
- PAME(I)/19/6.9/a/ Revised AMSA Recommendations Matrix
- PAME I-2019 Records of Decision – Annex I (Project for Inclusion into PAME Work Plan 2019-2021)
- PAME Work Plan (2019-2021), *A Project to Update PAME’s Shipping Priorities and Recommendations (AMSA Recommendation Update Refresh)*

Background

At PAME I-2017 in Copenhagen, member governments adopted a Record of Decision (RoD) approving for inclusion in the PAME 2017-2019 Work Plan a project co-led by the USA and Canada --

“to develop and adopt updated shipping priorities and recommendations under the three themes of the 2009 Arctic Marine Shipping Assessment (AMSA) report (Enhancing Arctic Marine Safety; Protecting Arctic People and the Environment; Building the Arctic Marine Infrastructure).”¹

The U.S. and Canada submitted to the PAME II-2017 meeting in Helsinki a paper and draft matrix of the 17 AMSA Report Recommendations that identified the status of the Recommendation (*e.g.*, ongoing, concluded), the role (if any) that PAME has played in implementing the Recommendation, and possible next steps for updating the Recommendation. PAME members discussed the draft matrix, particularly during the

¹ The 2017-2019 PAME Work Plan is available at https://oarchive.arctic-council.org/bitstream/handle/11374/1935/PAME_Work_Plan_2017-2019.pdf?sequence=1&isAllowed=y.

Shipping Experts Group meeting, and at the conclusion of the meeting, member governments adopted the following RoD:

“PAME requests the Secretariat to circulate the paper and draft matrix (by USA/Canada) to Members and other Arctic Council Subsidiary Bodies for comments by 1 December on reviewing and possibly updating the recommendations contained in the 2009 Arctic Marine Shipping Assessment (AMSA) Report. Particularly welcome are comments regarding strategic priorities and/or ranking of the existing or potentially updated AMSA recommendations.”

Subsequent to this, at PAME I-2018 in Quebec City, member government adopted a RoD --

“invit[ing] all its members to review and submit comments to the PAME Secretariat on the revised draft AMSA update/refresh project matrix by 1 June 2018. PAME requests its Secretariat to invite the Chairs and Executive Secretariats of all other Arctic Council Working Groups and Task Forces to provide input to the PAME Secretariat on the revised draft matrix as soon as practicable. PAME invites the US and Canada to address all comments received and submit to PAME II-2018 a further refined draft matrix for consideration and decisions as to next steps.”

Comments were received from five member governments (Iceland, Kingdom of Denmark, Norway, Sweden, and USA), one Observer (WMO), three external stakeholders (all academics) who played a role in developing the 2009 AMSA Report (Lawson Brigham, Aldo Chircop and David VanderZwaag), and one industry association (the Association of Arctic Expedition Cruise Operators) without direct affiliation to the Arctic Council.

The project co-leads incorporated those comments into the revised draft matrix and submitted it to PAME I-2019. No further comments were received, and PAME I-2019 approved for inclusion in its 2019-2021 Work Plan a project with the following description:

“**Update of PAME’s shipping priorities and recommendations (AMSA recommendation update refresh.** The objective is to finalize updates of the Ministerial-approved 2009 AMSA Report Recommendations for consideration and adoption by the Arctic Council and prepare a report that explains and provides a rationale for the proposed changes.”²

Discussion

As previously noted in PAME(I)/19/6.9/a/, an analysis of the comments received during 2018 on the current draft matrix ranged from the editorial to the substantive and covered all three thematic areas set forth in the AMSA report. While the specific suggested changes and

² The PAME 2019-2021 Work Plan is available at <https://oaarchive.arctic-council.org/bitstream/handle/11374/2392/PAME%202019-2021%20Work%20Plan.pdf?sequence=1&isAllowed=y>

recommendations are all clearly noted in the Appendix, a handful of trends or reoccurring comments nevertheless stand out:

- making amendments to avoid the use of prescriptive language in favor of more nimble or inclusive terminology (e.g., avoiding the use of lists);
- removal of dated/antiquated, and in some cases incorrect language or references (e.g., use of ‘Polar Code’ in lieu of ‘Guidelines for Ships Operating in Arctic Ice Covered Waters’);
- where applicable, the complete removal (or significant reconfiguration) of recommendations that were either finite or have since come to fruition (e.g., the signing of the Arctic SAR Agreement);
- merging or integration of elements of related recommendations, both from within the list of the 17 AMSA recommendations, but also in relation to recommendations put forward by the Arctic Ocean Review (AOR) and Arctic Marine Strategic Plan (AMSP);
- the augmentation of certain recommendations with additional language (e.g., regarding marine mammal impacts, consideration of other competent international and regional organizations, not just the IMO); and
- the suggestion of entirely new recommendations, including those not previously captured by the AMSA or other Arctic Council documents.

Examples of other more specific or individual recommendations include, though are not limited to:

- broadening the scope beyond passenger ship safety to be inclusive of all vessels types;
- providing an indication or ranking of priority recommendations;
- expanding the scope of marine life analyzed to go beyond impacts to marine mammals only; and
- setting aside the attempt to integrate shipping related AOR and AMSP recommendations with AMSA ones altogether, as many are derivative or already closely resemble the AMSA ones.

Recommendation

Pursuant to the PAME 2019-2021 Work Plan and all the work undertaken on this project since its inception in 2016, the USA and Canada recommend that PAME take the following steps to secure approval of the revised recommendations by SAOs and Ministers in 2021:

- PAME member government Head of Delegations, PAME Permanent Participant Head of Delegations, and PAME Observers circulate this paper and the draft matrix to, respectively, other interested ministries and agencies within their countries and/or the leadership of their organizations for review and comment by 15 January 2020;
- The PAME Secretariat send this paper and the draft matrix to all other Arctic Council subsidiary bodies for review and comment by 1 January 2020;

- The Project co-leads submit a report to PAME I-2020 that summarizes all comments received and explains any additional changes made to the draft matrix; and
- The Project co-leads prepare a short briefing paper to inform the SAOs of the project and their intention to seek Ministerial approval of the revised recommendations contained in the draft matrix in 2021.

The USA and Canada also recommend that PAME II-2019 adopt a ROD reflecting these next steps.