



## PNWER's Arctic Caucus Leadership Forum

*Barrow, Alaska, U.S.*

*1-3 December 2010*

### Introductions

As part of PNWER, the Arctic Caucus formed in 2009 as an informal group of legislators, government officials, business and nonprofit leaders committed to the responsible development of North America's Arctic.

The Caucus provides a forum within PNWER for the Arctic jurisdictions of Alaska, Yukon and the Northwest Territories to share information, discuss issues of mutual concern, identify areas of concern, identify areas for collaboration, which may include working with other jurisdictions, and providing Arctic-relevant input to PNWER working groups.

### Welcome to Barrow

Barrow's hospitality and the significant amount of assistance given by the North Slope Borough through three days of the Arctic Caucus Leadership Forum in Barrow should be recognized from the beginning. From the opening night reception, the tour of Barrow and Point Barrow, the community reception that featured traditional dancing and rides to and from the airport, the warmth and receptiveness with which PNWER was received is well-appreciated and deserves to be highlighted in this proceedings.

### Setting the stage – Arctic Policy 101

*Summary of three presentations:*

- *Colonel Todd Balfe, Deputy Commander, Alaska NORAD Region*
- *Giles Norman, Canadian International Centre for the Arctic Region*
- *Consul General, Phil Chicola, US Consulate General, Vancouver, BC*

An important feature of this first Arctic Caucus Leadership Forum was to impart on attendees basic and compelling information about Alaska, the Yukon Territory and the Northwest Territories, as well as their relationship to and with the Arctic as a whole. Important throughout was how integrated Canada and the United States are. That integration provides good guidance to PNWER and provides a model of cooperation for the Arctic Caucus.

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Security, of course, is a primary area of interest for the region and between the two countries and the effective integration of processes, policies and communication is important to remember. This has been done through NORAD where business is conducted efficiently to protect and secure.

Of particular importance, and something for the Arctic Caucus to remember, is the Arctic policy of both countries to protect and demonstrate sovereignty. In this, it was interesting to hear a reference to “empowering” sovereignty – cooperation between the two countries has meant empowering mutually dependent and interconnected societies.



Successfully communicating and sharing critical data ensures leveraged security on both sides of the border. When thinking beyond defense, search and rescue becomes a primary focus, which is supported by both the U.S. and Canada Coast Guards. Responding to life threatening situations in the Arctic precludes borders; search and rescue operations are conducted with that in mind. It is a necessary response to saving lives. The Arctic Caucus heard this expressed by members of the community as well.

That said, those attending heard that the region needs to expand cooperation and its ability to respond to crisis in Arctic waters. PNWER could advocate for increasing Arctic SAR exercises and building northern communities’ capacity to respond.

This report must stress – given the number of times iterated – the underlying theme of the importance of relationships in accomplishing goals in the Arctic. Developing capacity and demonstrating capability is best illustrated by expanding the existing spheres of cooperation.

In this, cooperative was described in terms of the *practical* (i.e. military) component rather than the *political* (i.e. diplomacy and sovereignty) component. Here the Arctic Caucus can leverage the military relationship to achieve political, environmental and economic development goals. That military relationship extends to search and rescue operations across borders.

One Area of Interest (**AOI**) for PNWER’s Arctic Caucus could be increased Arctic surveillance consisting of environmental research and vessel tracking. A current of lack of surveillance infrastructure results in lack of critical data flowing to decision makers.

It is interesting to think of the region’s sensitivity to location. In Canada, an established piece of the nation’s identity is northern. The same can not be said for much of the United States. The



average American does not identify the U.S. as an Arctic nation. This could be another area to address by the Arctic Caucus – providing responsible education and outreach to those in and outside the region in the interest of better developing an understanding of the challenges and the opportunities facing Alaska, the Yukon and the Northwest Territories.

In the United States, Arctic policy has been developed in a bipartisan manner, and includes the following key points:

- Post cold war security and defense;
- Environmentally sustainable natural resource management;
- Involvement of indigenous peoples;
- Enhancement of science and research capability;
- Strengthening partnerships; and,
- Protecting the environmental.

The U.S. also prioritizes strategic governance, which has meant that the U.N. Convention on the Law of the Sea (UNCLOS) has been endorsed by the presidency but continues to wait to be ratified by Congress. This is a major challenge to Arctic diplomacy though activities continue to proceed under customary policies.



For instance, Arctic nations continue to map their Outer Continental Shelf limits and Exclusive Economic Zones. The establishment of a multi-national Hydrographic Commission continues to move forward. Both promote responsible natural resource management and define boundaries and jurisdictions, which is important to the United States.

The U.S. prioritizes addressing Arctic issues through the Arctic Council and will work to strengthen the Council.

An **AOI** for the Arctic Caucus could be to advocate for Cabinet-level participation by the U.S. in the Arctic Council, providing some guidance at a national level and elevating the work within our region.

Canada's Arctic Policy is very similar to that of the United States, including:

- Exercising sovereignty
- Environmental protection
- Local benefit



As was mentioned, the Arctic is part of Canada's national identity, unlike in the U.S. That has meant a more significant focus on Canada's northern region and priorities, with critical investment in community infrastructure to benefit economic development. Power and transportation infrastructure issues remain key to economic development and are possible arenas for collaboration.

It is important here to highlight the role of First Nations in Canada's Arctic policy and the strong partnership that exists with first Native Alaskan communities. In identifying challenges and opportunities, Canada's indigenous peoples have a crucial seat at the table.

The Beaufort Sea boundary dispute remains a challenge, though the Prime Minister has identified this as one priority to be addressed in the near future.

The group heard that over-the-top passages in the Arctic focused on the Northern Sea Route and less on the Northwest Passage. The Bering Strait will remain a chokepoint and important, at least, for Alaska.

One recurring theme was the need to connect science and policy, and to promote space for that dialogue to take place.



A number of other takeaways include:

- Canada's youth have been involved in a Model Arctic Council; and have also served as ambassadors at Northern-focused conferences.
- The Conference of Arctic Parliamentarians is considered a very important platform for lawmakers to participate in.
- The Alaska State Legislature has previously passed resolutions in support of UNCLOS.
- In regards to cultural heritage and social challenges, the Arctic Council's SDWG focus is on the human dimension and a good platform for addressing these issues.

There is a need for the identification of resources and research to supplement existing knowledge within the PNWER Arctic Caucus. Possible online resources include the International Polar Year (IPY), the Institute of the North, the Northern Forum, the University of the Arctic (UArctic), Arcticnet, and the Northern Waters Task Force.

Two final recommendations came during this session. The first supports addressing and mitigating tension between local users and industry/shipping. An integrated oceans management system (found in Canada and Norway) is an ecosystems-based approach to management. Here, nothing is looked at in isolation and local communities are involved as part of the plan.



Perhaps one of the greatest functions that PNWER's Arctic Caucus could play is in providing a pan-Northern approach to federal government, which has been successful in Canada. By sharing knowledge, interests and best practices, the three jurisdictions are able to articulate a coordinated approach to economic development in the North.

### **Northern Waters Task Force – Sidebar**

*The PNWER Arctic Caucus Leadership Forum leveraged its session by coordinating closely with the State of Alaska's Northern Waters Task Force (NWTf), which was able to hold a public hearing during the event.*

The Northern Waters Task Force was created in response to increased activity off of Alaska's coast – marine shipping, fisheries, transportation – and works to define Alaska's role relative to these issues.

The community hearing in Barrow brought to light many issues facing the community, northern lands and waters, and challenges shared with neighbors.

The main thrust of many of the comments made during the NWTf hearing was that cultural, social and environmental issues need to be included in decision-making and a balanced approach taken, likened to that of the SDWG and the human dimension. The state has an opportunity to include local decision making and input in its approach to coastal zone management.

One concern highlighted during testimony was that of resource development in the Arctic and the state's ability to respond to oil spills without adequate existing technology nor critical infrastructure.

The region does have an asset in the amount of research conducted from Barrow's NARL facility. Research here has had a significant impact on ecosystem management in the area, including whaling.

Another asset of the region is found in Ilisagvik College, whose mission is to meet the resource needs of local employers while maintaining cultural heritage. Of concern was respect for traditional and local knowledge.

When considering Arctic issues, the NWTf heard that lawmakers should look outside state/federal jurisdictions to the resources they have in the people closest to the land.

For many, it came back to the value systems driving governance decisions. Citizens in Barrow were left wondering what to hold onto?



### Afternoon Session – PNWER

- *Larry Hartig, Commissioner, Department of Environmental Conservation (Alaska)*
- *The Honourable Jim Kenyon, Minister of Economic Development (Yukon)*
- *David Ramsay, MLA (Northwest Territories)*
- *Ray Prins, MLA (Alberta)*

PNWER’s Arctic Caucus is responding to the increased attention paid to the Arctic and within Alaska. Open water has meant new interest in energy, mineral development, military activity and social/cultural/environmental protection.

While there are multilateral and bilateral agreements in place to protect the environment or secure borders, as well as increasing community input, it is important to provide a regional voice. Adapting to change is a huge component and reverberates throughout the challenges the region faces.

Alaska, the Yukon Territory and the Northwest Territories have similarities in population density, distance between communities, and infrastructure needs that make sense when speaking with one voice. There are common interests and common opportunities in the region – energy costs, climate change, non-renewable resource base, adventure travel, infrastructure, transportation linkages – that allow for synergistic development.

In Canada, devolution has been important for the northern territories and highlights local control and input. First Nations in Canada have mostly settled their lands claims and now act as foreign governments given their sovereignty. The level of consultation goes well beyond that of the south of Canada.

At the same time, Canada has invested in infrastructure that gets minerals out – i.e. a zinc mine ten times larger than Red Dog is being developed in Yukon, with investment in and shipping planned to Asia (a target market).



Currently, NWT is going through the process of devolution with Canada’s federal government that includes the transfer of funding and government positions. This process is accomplished while working in concert with aboriginal partners and with federal government with a plan to give a portion of the new revenue to the Territories’ First Nations.

We can also think about other PNWER locations as “gateway jurisdictions.” Alberta, B.C., and Washington serve to support northern neighbors, with a specific interest in energy and transportation – and transportation of energy – as well as strengthening economic connectivity.



Within northern jurisdictions, one of the priorities is seen to be supporting communities that are off the road by offering business incentives (local labor), resource development (training), community revenue sharing, and increased connectivity. In regards to this PNWER could conduct an infrastructure gap assessment – what’s there vs. what could be put there.

### **Transportation**

- *Admiral Thomas Barrett, Deputy Federal Coordinator*
- *Bruce Harland, VP Crowley*
- *Captain Ed Page, Marine Exchange of Alaska*

One challenge that is particularly difficult is convincing federal policy makers of the need for rural infrastructure investment given limited populations. The ability to make a compelling return on investment justification is important in this regard.

A lack of infrastructure inhibits economic development opportunities and the quality of life for communities. For many issues northerners need to focus on prevention rather than response – this is especially true when considering environmental disasters such as an oil spill. One component of prevention is knowledge of what’s out there – i.e. marine vehicle tracking system in place off coast of Alaska.

Invest in infrastructure. The bottom line is that there is an incredible amount of research out there supporting the fact that infrastructure investment results in economic growth, energy efficiency, productivity, public health, and emergency response.

A gap analysis of telecommunications networks between Canada and Alaska indicates areas of opportunity for connection and survivability. Collaboration could improve network diversity and opens up other economic opportunities.

We should address objectives – vibrant communities with sustained heritage; healthy and better connected communities; adequate emergency, prevention and response capabilities. In this, there is a need to better anticipate needs and desires of northern peoples and economy (communicating a shared vision). One way to accomplish this is to develop private-public partnerships – that include indigenous participation – so that projects are able to compete nationally.

Connectivity in the North is driven by distance, geography, cost, and population. Data is sent south to population centers where it’s redistributed back to consumers. Could we make the Alaska Highway an information superhighway?



## Takeaways and final day's discussions

Work must be done to develop the role of the Arctic Caucus in feeding issues into established PNWER working groups and informing the work of the Annual Summit.



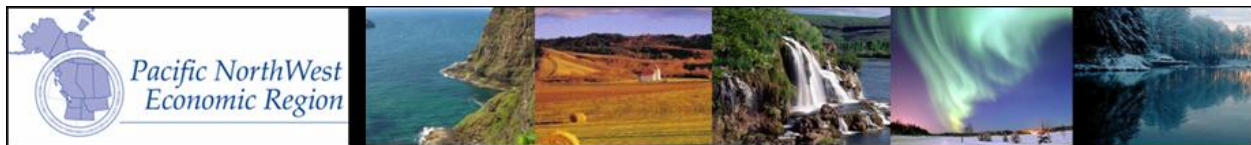
Communication is going to be integral to Arctic Caucus success – and time should be given to a private/public sector panel discussion at Summit highlighting interest and sharing.

We have to be careful that jurisdictions involved in Arctic Caucus process don't replace other activities within PNWER. An integrated approach to this will be appropriate.

### Proposed Arctic Caucus Action Items (December 2010)

Type= S-Substantive, A-Administrative, C-Communicative (Letter Writing)

Type	Action Item	Team Lead	Initial Team Members
A	Map out sub-national and regional actors so that it is relevant and non-duplicative (identify niches).	Nils Andreassen	Ian, Carl
C	Advocate for cabinet-level (US) participation in the Arctic Council	Senator McGuire	Mike Pawlowski
A	Convene in May/June in Northwest Territories prior to the annual meeting, which will take place in Portland.	David Ramsay	Linda Ecklund
C	Promote a pan-Northern approach to federal governments. (Including Legislative concurrent resolution)	Rep. Herron	David Ramsay, Min. Kenyon
S	Provide a platform for connecting science and policy in order to meet its mission of economic development. Suggest to University Presidents		Ian



	round Table		
S	Explore means to support the expansion of the Marine Exchange of Alaska's AIS System in Alaska as well as Northwest Territories (NWT), Yukon and BC. Support current efforts to increase Search and Rescue response capacity and infrastructure on both sides of the border including joint training/excersises	Capt. Page	Mike Pawlowski, Jackie Jacobson, Carl Burgess
S	Promote federal support of the Alaska/Canada highway and Shakwak funding.	Mike Pawlowski	Min. Kenyon
S	Support Broadband infrastructure development Interconnectivity (Wide Area Network)	Don Pumphrey	Krag Johnsen (GCI), Mike Pawlowski
S	(Support Development of Northern University in Canada) Invite Yukon College, Ilisagvik, Aurora Colleges to University Presidents' Round table	Andrea	PNWER Secretariat, Kevin Cook
C	Communicate proceedings and conclusions of Northern Waters task Force to regional members.	Mike Pawlowski	
A	Have Arctic Caucus keynote panel at the Summit	Mike Pawlowski	
	Suggest content to the Legislative Energy Horizon's Institute and Transportation Institute on issues in the north.	David	
	Identified Issue : <ul style="list-style-type: none"> <li>• Gas Pipeline development (Reshare Pipeline study)</li> <li>• UNCLOS</li> <li>• Transmission/Local Energy Development</li> <li>• Joint Tourism/Marketing</li> <li>• Training/Workforce Development</li> <li>• Support development of youth exchange programs (Ian)</li> <li>• Conduct an infrastructure gap analysis and provide a justification for investment in cross-border infrastructure.</li> </ul>		



**Draft #8**  
**Terms of Reference**  
**for the**  
**PNWER Arctic Caucus**

November 30, 2010

**Background**

First proposed in concept by Senator McGuire in October 2009, the PNWER Arctic Caucus was formed in November 2009 as an informal group of legislators, government officials, business and non-profit leaders committed to the responsible development of North America's Arctic. The Arctic Caucus's first open meeting was held at the July 2010 Annual PNWER meeting in Calgary, Alberta. The next meeting of the Arctic Caucus is planned for December 1-3, 2010 in Barrow, Alaska.

**Purpose**

The purpose of the Arctic Caucus is to provide a forum within PNWER for the arctic jurisdictions of Alaska, Yukon and NWT to share information, discuss issues of mutual concern, identify areas for collaboration, which may include working with other jurisdictions, and providing arctic-relevant input to PNWER working groups.

**Expected Outcomes**

- Share information, strengthening PNWER's capacity to engage at national level on arctic issues.
- Support each other in achieving mutual goals.
- When appropriate, provide support to other jurisdictions to help them achieve their individual goals.
- Provide a unified arctic voice to direct PNWER's convening and advocacy capacity to advance cooperation on arctic issues.
- Review the work of other PNWER working groups in order to provide and accommodate the arctic perspectives and positions.
- Increase attention to arctic issues within PNWER in general, increased reflection of the arctic position within the work of PNWER working groups, including the provision of Arctic policy/positions and interests for visits to our national capitals.
- Provide input and suggestions into topics and speakers for Summits/Forums.
- Identify areas regarding opportunities for mutual economic development in the Arctic.



## **Composition**

The Arctic Caucus will be made up of PNWER public and private sector members from Alaska, NWT and Yukon. Other PNWER jurisdictions are encouraged to participate and to provide their input according to their interest issues affecting the Arctic.

The Caucus will be chaired on an annual rotation by one of the three core members. Core members will be responsible for setting the agenda and determining the interests and direction of the group.

## **Process**

- The AC should compile an annual summary to be tabled at the Annual PNWER meeting.
- The AC would meet at least once a year as a group within the PNWER context (summer or winter meeting) and conduct most of its work through “virtual” means.
- The AC is free to call additional meetings in one of the member jurisdictions.
- The AC Chair would devote a larger portion of his/her time to meeting organization and project organization, if applicable.
- PNWER will provide Secretariat support to the group.

## **Timetable**

### **Goals for Year One**

- Develop a Terms of Reference for the group
  - Identify areas of common interests
  - Isolate priorities
  - Develop action items
  - Table a summary at summer meeting
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Processes	Issues
Indigenous and local input	Energy
Partnerships and collaboration	Research
Cross-border infrastructure	Telecommunications
Involvement of youth	Transportation
Pan-Arctic voice	Security

Questions for Consideration by PNWER's Arctic Caucus	
	How does PNWER's Arctic Caucus respond to concerns for local input and sharing? What mechanisms can be put in place to ensure an open "table" and access to it?
	How does timing impact our decisions? What is our urgency index? How can PNWER's Arctic Caucus be proactive and strategic in its approach, while also being responsive?
	What could PNWER contribute to the Canada and U.S. chairmanships of the Arctic Council?
	How do issues highlighted by the Arctic Caucus contribute to the overall mission of economic development in the PNWER?