

MODEL ARCTIC COUNCIL BILBAO

DELEGATES' GUIDE

2019

MACBILBAO 

1. Overview

Model Arctic Council (MAC) Bilbao is a simulation of the real-world Arctic Council. Established in 1996, the Arctic Council is devoted to advancing international cooperation and good governance across the circumpolar Arctic. Around its table sit not only the eight Arctic States—Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden and the USA—but also six Arctic indigenous peoples organisations representing the Aleut, Athabaskans, Gwich'in, Inuit, Saami and the many peoples of the Russian North.

Hosted by Colegio Ayalde in the culturally vibrant city of Bilbao, Spain, MAC Bilbao is one of only two secondary-school MACs in the world today. Before becoming a teacher at Norwich School in the UK, MAC Bilbao Director Dr Anthony Specca lived and worked in the Canadian Arctic as a senior civil servant. He launched the Norwich Model Arctic Council (NORMAC) in 2016 to share his enthusiasm for the Arctic with young people, and in the hope of inspiring them to learn more about the region, its peoples and its challenges. He is grateful to Señora Nicola Dignum, Model United Nations (MUN) Director at Colegio Ayalde, for the invitation to launch a second MAC programme in Bilbao in 2018, alongside MUN Bilbao.

Whilst Delegates with experience of MUN may find some aspects of the conference familiar, MAC Bilbao represents an exciting new format for model diplomacy. The Arctic Council is unusual not only in promoting the active involvement of indigenous peoples alongside states, but also in making all decisions by consensus rather than majority vote. In addition, the Arctic Council is well known for collegiality and consensus-building even during times of tension between participants elsewhere in the world—valuable lessons for Delegates to learn.

At once a pristine wilderness, a treasury of natural riches and a homeland for ancient cultures, the Arctic is one of the most fascinating—and fast-changing—regions on the planet. MAC Bilbao offers an unparalleled opportunity to explore it in depth. As a Delegate, your challenge will be to negotiate consensus on some of the most pressing questions facing not only the Arctic and its communities, but by extension our world as a whole.

This Delegates' Guide will help you prepare to meet that challenge, and to make the most of your unique MAC Bilbao experience. Please read it carefully.

2. Participating in MAC Bilbao

Pupils participating in MAC Bilbao play the role of Delegates from one of the eight Arctic States or six indigenous Permanent Participant (PP) organisations. The eight Arctic States are Canada, Denmark (in respect of Greenland and the Faroe Islands), Finland, Iceland, Norway, Russia, Sweden and the USA. The six PPs are the Aleut International Association (AIA), Arctic Athabaskan Council (AAC), Gwich'in Council International (GCI), Inuit Circumpolar Council (ICC), Russian Association of Indigenous Peoples of the North (RAIPON) and Saami Council (SC).

Delegate roles

Each Delegate will have the official rank of Representative on one of the Arctic Council's issues-based Working Groups. In addition, each Delegation will nominate one Delegate to the rank of Senior Arctic Official (SAO), and the other Delegate to the rank of Minister.

Representatives are experts from Arctic States or PPs with specialisms relevant to the particular Arctic issues covered by a Working Group. SAOs—sometimes called 'Arctic Ambassadors'—are senior civil servants of Arctic States or senior officials of PPs, who meet semi-annually to consider proposals on Arctic issues based on the work of Representatives. Ministers are typically the Foreign Ministers of Arctic States, or the highest-ranking executive officers of PPs, who meet biannually to agree a political declaration based on recommendations from SAOs.

A single MAC Bilbao conference includes simulations of Working Group, SAO and Ministerial meetings. As a Representative, each Delegate will meet separately with an appointed Working Group. The Delegate designated SAO will take the lead in the SAO meeting supported by his or her fellow Delegate, and likewise the Delegate designated Minister in the Ministerial meeting. The Delegate designated Minister will also serve as the Delegation's point of contact for MAC Bilbao staff.

Position papers

Each Delegate to MAC Bilbao 2019 must write a position paper for the benefit of other Delegates in his or her Working Group. These papers should set out the perspectives and concerns of the Delegate's Arctic State or PP on the issue to be discussed. Position

papers should reflect real research, and they should follow the format set out in Appendix B.

Position papers will be circulated amongst all Delegates ahead of the conference. Delegates must submit position papers in MS Word format to the MAC Bilbao Director no later than Thursday 10th January, two weeks prior to MAC Bilbao 2019, so that they may be circulated to other Delegates in good time.

Timetable

Please consult <http://www.mun-bilbao.com/en/conference/agenda.html> for the most up-to-date timetable for MAC Bilbao 2019. Delegates must be on time for all MAC Bilbao meetings, which will begin promptly at the times indicated. Absent Delegates risk missing important discussions or votes, and Chairs will not repeat any part of the proceedings for their benefit.

In general, MAC Bilbao 2019 will run in the following order:

- Thursday 24th January
 - Opening ceremony, including Ministers' speeches
- Friday 25th January
 - Plenary kick-off meeting
 - Working Group meetings (in parallel), including Representatives' speeches and formal tabling of position papers
- Saturday 26th January
 - SAO meetings
 - Pre-Ministerial briefings (separately for each Delegation)
- Sunday 27th January
 - Ministerial meeting
 - Closing ceremony and awards

Rules of procedure

Like any complex diplomatic conference, MAC Bilbao can only run smoothly towards a satisfactory conclusion if all participants follow certain rules of procedure. Delegates are responsible for familiarising themselves with, and adhering to, the rules of procedure enumerated in Appendix A.

Principles of good practice

The Arctic Council has a reputation for functioning smoothly even despite political tensions between Arctic States elsewhere in the world. As a MAC Bilbao Delegate, you must always be cordial and diplomatic, and strive for consensus. You should:

- Negotiate and persuade, not confront or challenge;
- Understand the priorities, policy direction and mood of fellow Delegates;
- Contribute to joint problem-solving rather than simply advance your position;
- Object to positions, not people—and never hector fellow Delegates;
- Never waste time with rhetorical grandstanding or pointless debate; and
- Never sacrifice Arctic State or PP interests for personal reasons.

Code of good conduct

As a pupil representing your school, you are expected to behave maturely. In particular, you must adhere to the following code of good conduct, any breach of which may result in exclusion from MAC Bilbao:

- Delegates may not question the authority of the Director.
- Delegates must observe the rulings of Chairs in all meetings.
- Delegates must treat one another with tact and respect. Bullying, insults or abuse of any kind is strictly forbidden.
- Delegates must not negotiate in bad faith—e.g. refuse to deal with ‘that State/PP’, walk out of meetings, etc.
- No attempt to imitate national or indigenous dress will be tolerated of any Delegate who is not him- or herself of that nationality or indigenous status.
- All rules and regulations of MUN Bilbao apply equally to MAC Bilbao, including rules regarding dress, appearance, the use of mobile devices, smoking, drinking alcohol and the like.
- Delegates must follow all directions of MUN Bilbao staff.

3. Making the most of MAC Bilbao

Delegates get out of MAC Bilbao what they are willing to put into it. Through MAC Bilbao you can develop as a negotiator, speaker and debater; improve your interpersonal skills; learn about politics, economics, the Arctic and its peoples; and meet new, like-minded peers. You will enjoy yourself all the more if you get stuck in fully and without hesitation.

Before the conference: Researching and preparing

As with all model diplomacy, the name of the game is influence. Influence comes with respect, which you earn by making useful, timely and well-informed contributions to the conference. You will be able to contribute in this way only if you are well prepared. Good preparation requires thorough research—if you take a stance that disagrees with the real-world policies of your Arctic State or PP, your credibility will suffer and your influence wane.

Some tips for researching well:

- Utilise the resources available in the online Norwich Model Arctic Council (NORMAC) Research Library at <http://vlt.is/>—log in as a guest to access.
- Read up thoroughly on the Arctic in general, and on the issues under discussion in particular—ranging over books, journal articles, policy documents, reports, commentaries, news articles, etc.
- Research the Arctic Council itself—its history, purpose, procedures, and past decisions and declarations.
- Get to know your Arctic State or PP organisation—not only its policies on the issues in question, but also its overall strategy and priorities in the Arctic.
- Follow current affairs in the Arctic by subscribing to an online Arctic news service such as *The Arctic This Week*. Especially for some PPs that lack many formal documents, the news can be a very helpful resource.
- Try to understand what it means to be an indigenous person and to have indigenous rights, whether or not you represent a PP.
- Read with a purpose—make good notes, and draft speaking points and negotiating strategies to which you can refer during the conference.
- Try to brainstorm your own solutions to the issues addressed at the conference—there is scope for this kind of thinking even within the policy parameters set by your Arctic State or PP.

- Familiarise yourself with other Arctic States and PPs—be aware of which might be a natural ally and which might require special effort to persuade.

Some tips for preparing well:

- Assign each Delegate in your Delegation to a separate Working Group, and designate one Delegate as SAO and another as Minister.
- Delegations representing Denmark may find it helpful to assign individual Delegates to research one of the constituent parts of the Danish Kingdom—i.e. the Faroe Islands, Greenland and Denmark proper.
- Similarly, Delegations representing PPs may find it helpful to assign each Delegate to research one or more countries spanned by that people’s traditional territory—e.g. Canada, Denmark/Greenland, Russia and the USA for the Inuit Circumpolar Council.
- Begin work on position papers early, the better to organise your research and prepare your negotiation objectives (see above under ‘Pre-conference Position Papers’ as well as Appendix B for guidelines on crafting Position Papers for MAC Bilbao).
- Come prepared with your ‘ideal’ resolutions on the issues to be discussed, and be ready to support them with pre-prepared statements or presentations (see below under ‘Working Groups’ as well as Appendix C and its annexes for guidelines on crafting resolutions for MAC Bilbao).
- Come equipped with a stack of official notepaper emblazoned with your Arctic State’s or PP’s flag or logo and name, as well as pens, pencils, research notes, books, etc.

At the conference: Lobbying and speaking

MAC Bilbao does not involve lobbying of the sort familiar from Model UN (see below under ‘Working Groups’ for further detail about how resolutions are crafted and supported at MAC Bilbao). However, the Arctic Council has a reputation for collegiality, and there will still be plenty of time for spontaneous interaction with other Delegates between meeting rounds, during breaks, at meals, etc. Naturally, on these occasions Delegates will wish to compare positions and negotiate informally.

Some tips for lobbying well:

- Speak with confidence, but do not blag, exaggerate, or over-promise and under-deliver just to gain support for your position.

- Prepare a 'lift pitch' on important elements of your Arctic State's or PP's position, which you could give in the time needed to share a brief ride in a lift with another Delegate.
- Do not ignore any fellow Delegates lest you make them predisposed to oppose your position.
- Adopt a conversational approach—you'll have more influence if you introduce yourself properly and begin with pleasant conversation or even humour rather than launch straight into 'business'.
- Do not pester or cajole Delegates with whom you do not agree—concentrate on building relationships with those you can.
- Do not take it personally if a Delegate is disinclined to share your views—every Delegate should have done thorough research about their Arctic State or PP and must 'stay in character'.

At the Opening Ceremonies, the Director will invite Ministers to speak briefly about the perspective their Arctic State or PP takes on the Arctic in general, as well as the issues to be discussed at MAC Bilbao. Similarly, once Delegates are seated for their first formal Working Group meeting, the Chair will invite them to introduce briefly the views of their Arctic State or PP as set out in their Position Papers.

These brief statements are your chance to command the attention of the assembled Delegates for the first time. During the course of the conference, you might also be called upon to give further speeches for or against a resolution, amendment or motion.

Some tips for speaking well:

- Practice your speeches before the conference where possible, and ideally in front of teachers or peers, in order to iron out any kinks in phrasing or timing.
- Do not hide behind your notes or shrink from your audience—a confident manner, good eye contact and open body language will enhance your credibility and influence.
- Project your voice and speak clearly—even around a small table it can be difficult to understand a speaker who mumbles or speaks too softly.
- Use humour where appropriate, but don't be buffoonish or rude—and make sure that you have a serious message to form the basis for further discussion.
- Do not panic—even professional speakers get nervous, and the question is how well you use your nerves to stay sharp.

- Take care to be brief—no speech should carry on beyond the time necessary to make your point. Chairs will be ruthless in managing the clock, and your credibility and influence will suffer if you constantly ramble and have to be ruled out of order.
- Use MAC Bilbao as an opportunity to test and improve your public-speaking technique—reflect on why certain speakers captured your attention or persuaded you.

Working Groups: Collaborating and negotiating

The Arctic Council operates by consensus of the Arctic States, with the full engagement of PPs. This emphasis on collaborative decision-making means that Delegates do not lobby each other separately for signatures on pre-prepared resolutions ahead of formal committee work, as for example at Model UN. Rather, Delegates work together to craft joint resolutions on various issues, which are then forwarded to SAOs and ultimately Ministers for further consideration.

The purpose of Working Group meetings, then, is to negotiate with other Delegates in order to influence the development of draft resolution on a specified issue. You must identify and work with like-minded Arctic States or PPs, merging ideas and hammering out agreed wording. But you must do so without sacrificing your own position or alienating Delegates who do not share your views.

In comparison to MUN Committees, MAC Bilbao Working Groups are less formal and more free-flowing. They are structured as round-table discussions rather than parliamentary debates, with the Chair acting more as moderator than adjudicator. Delegates will have the chance to test their skills as negotiators, mediators and facilitators, as well as persuasive speakers. See below under Appendix A for further details about rules of procedure governing Working Group meetings.

Some tips for collaborating and negotiating well:

- Be prepared—perhaps share copies of an ‘ideal’ resolution from the point of view of your Arctic State or PP to stimulate the work of the group.
- Be well-informed—tabling a very brief but solidly researched document or presentation supporting your position can be very powerful.
- Be flexible—successful negotiating is about creative, joint problem-solving that takes into account the interests of as many Arctic States and PPs as possible without sacrificing your own.

- Be constructive—try to find wording to which all Delegates can agree, or at least suggest useful ways forward out of any potential impasses (e.g. sending two or more differently-worded resolutions on a single issue to SAOs for them to decide between).
- Be persistent—you need the formal support of all Arctic State Delegates, and ideally the approval of PP Delegates as well, for any position you take to be adopted.
- Be courteous—although Working Groups are round-table discussions, you will only lose respect and influence if you constantly interrupt your fellow Delegates or attempt to dominate the meeting.
- Be firm but fair—do not be afraid to put conditions on your support of others' positions, so long as you are willing to give on certain conditions yourself.
- Be calm—MAC Bilbao is not a competition, and you will earn more respect and wield more influence if your approach is measured and considerate.
- Be efficient—try to help Working Group stay on task and keep the goal of a draft resolution in mind.
- Be timely—try to help the Working Group submit a draft resolution to the Secretariat in good time, so that any required edits may be made before the Working Group meeting ends.
- Delegates from differing Delegations may not pre-negotiate resolutions before the conference, even if all Delegates come from the same school.

SAOs: Discussing and debating

The purpose of the SAO meeting is to consider the resolutions developed at the Working Group meetings, to improve upon them by means of amendments, and to make a consensus recommendation to Ministers on each. If you have begun to garner respect and influence during the Working Group process, it will be easier to propose and win support for any amendments or suggestions you propose at this stage.

The SAO meeting is more formal than the Working Group meetings. For instance, unlike in Working Group meetings, Delegates must seek recognition by the Chair before speaking, and only one substantive matter (e.g. a resolution, an amendment, etc) may be discussed at a time. The Chair also controls the order in which matters are discussed.

However, in keeping with Arctic Council's reputation for collegiality, SAO meetings are not as formal as the typical MUN Committee meeting, and they operate without the

usual MUN-style points, motions and yields that are more appropriate to a Parliament than to an international forum. The Chair will ensure that discussion and debate remain as free-flowing as possible, whilst maximising opportunities for all Delegates to speak if they wish to do so. Please see below under Appendix A for further details about rules of procedure governing SAO meetings.

Some tips for discussing and debating well:

- Be formal in your address, calling the Chair ‘Mr Chair’ or ‘Madame Chair’, and your fellow Delegates ‘the Delegate from . . .’.
- Do not rise to speak unless recognised by the Chair—you will only damage your own credibility and influence by repeatedly being ruled out of order.
- Be patient if the Chair does not immediately recognise you to speak—and if you must interrupt to indicate a problem (e.g. inability to hear the Chair or another Delegate), do so good-naturedly.
- Do not waste time with overly technical points or unnecessary debate, lest the Chair stop recognising you to speak.
- Structure your arguments simply and logically, and cut out unnecessary verbiage—your goal is to persuade Delegates to your view, not to bombard them with detail.
- Be systematic—a proposal to vote on part or all of a draft resolution section by section (‘paragraph voting’) before any amendments are proposed can help make it clear where disagreements lie.
- Try hard to find ‘bridging solutions’—e.g. amendments that help bring together Delegates with differing positions.
- Do not simply read out resolutions or other tabled material—all Delegates can read, and the time is better spent in debate.
- Be constructive and polite when debating against a fellow Delegate—you disagree with a point of view, not a person.
- Be just as respectful to other Delegates in written notes as in open speech.
- Do not distract other Delegates with written notes irrelevant to the matters at hand.

Ministerials: Deciding and declaring

The Ministerial meeting is the culmination of a MAC Bilbao conference, and ideally it should result in a ‘Bilbao Declaration’ comprising the resolutions agreed at the conference, plus any other relevant matters. Nearly all of the tips immediately above

apply to Ministerial meetings as well, but there are a few additional procedural points to note:

- The Director may, at his discretion, provide Ministers with a ‘pre-Ministerial briefing’—a set of policy points that may alter the consensus reached by SAOs or change the direction of the conference. This briefing is intended to simulate the inherent ‘friction’ in the transition from the more technical SAO meetings to the more political Ministerials.
- Delegates are not permitted to discuss the contents of their pre-Ministerial briefings before the Ministerial meeting.
- In addition to resolutions recommended by SAOs, the Ministerial meeting agenda may also include additional issues that are more clearly political. If additional issues are to be introduced, Delegates will be made aware in advance of the conference.

4. Awards

At the close of the MAC Bilbao conference, up to three Delegations and—where different—up to three Delegates may be awarded special commendation. Special commendation is awarded at the discretion of the Director in consultation with the Chairs. Commendations are based on the following criteria:

- Constructive contributions to meetings that helped build consensus amongst fellow Delegates;
- Knowledge of the Arctic, of the Arctic State or PP represented, and of the range of issues discussed; and
- Credibility 'acting' the role of diplomat for an Arctic State or PP.

Appendix A. MAC Bilbao rules of procedure

Definitions

1. In these rules of procedure, hereinafter the 'Rules':
 - a. 'MAC Bilbao' means the Model Arctic Council Bilbao;
 - b. 'Arctic States' means the Members of MAC Bilbao, namely Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden and the USA;
 - c. 'Permanent Participants' means the indigenous peoples' organisations with full consultation rights in connection with MAC Bilbao's negotiations and decisions, namely the Aleut International Association, Arctic Athabaskan Council, Gwich'in Council International, Inuit Circumpolar Council, Russian Association of Indigenous Peoples of the North, and Saami Council;
 - d. 'Director' means the MAC Bilbao Director;
 - e. 'Chair' means a pupil, teacher or other person designated by the Director to chair the formal meetings of MAC Bilbao;
 - f. 'Rapporteur' means a pupil, teacher or other person designated by the Director to record the resolutions and decisions of MAC Bilbao;
 - g. 'Administrator' means a pupil, teacher or other person designated by the Director to manage MAC Bilbao logistics;
 - h. 'Secretary' means the pupil designated by the Director to coordinate the activities of the Chairs, Rapporteurs and Administrators;
 - i. 'Secretariat' means the governing body composed of the Director, Secretary, Chairs, Rapporteurs and Administrators, as well as any deputies the Director may designate;
 - j. 'Delegate' means a pupil representing one of the Arctic States or Permanent Participants, whether a Representative, Senior Arctic Official (SAO) or Minister;
 - k. 'Delegation' means a group of pupils representing the same Arctic State or Permanent Participant;
 - l. 'Meeting' means a Working Group, SAO or Ministerial meeting scheduled on the MAC Bilbao timetable;
 - m. 'Quorum' means six or more Arctic States; and
 - n. 'Good Conduct' means the Code of Good Conduct as enumerated in Section 2 of the MAC Bilbao Delegates' Guide.

Application

2. All conferences under MAC Bilbao shall be governed by these Rules.

General provisions

3. Arctic States and Permanent Participants may participate in all Meetings of MAC Bilbao.
4. All decisions of MAC Bilbao shall be by a consensus of all eight Arctic States, or such Arctic States as are present and constitute a Quorum.
5. The Director shall:
 - a. Oversee MAC Bilbao;
 - b. Appoint the Secretary, Chairs, Rapporteurs and Administrators;
 - c. Act as final arbiter of any points of order or disputes not resolved by the Chairs; and
 - d. Reserve the right to suspend any Delegate from MAC Bilbao for breach of Good Conduct, in consultation with the Director of MUN Bilbao.
6. Delegates may not question the authority of the Director.
7. Chairs shall be responsible for the formal, proper and orderly functioning of all Meetings, subject to oversight of the Director.
8. Chairs shall conduct all meetings of MAC Bilbao in accordance with these Rules.
9. Delegates may appeal decisions of the Chairs to the Director.
10. The Secretariat shall be collectively responsible for the application of these Rules, and for reporting breaches of these Rules or of Good Conduct to the Director.
11. English shall be the working language of MAC Bilbao. Any Delegate who wishes to speak or to table documents in a language other than English shall provide interpretation or translation into English.

Informal discussions

12. The rules listed below under 'Discussion procedure' do not apply to informal discussions between Delegations.
13. Delegations may informally discuss any issues on the MAC Bilbao agenda at any time outside of a Meeting.

14. Delegations may informally share copies of position papers, amendments, draft resolutions or other documents outside of a Meeting, including when a Meeting is suspended.
15. Delegations may not take any decisions outside of a Meeting.
16. Delegations may not discuss issues on the MAC Bilbao agenda before that MAC Bilbao conference begins, even if the Delegations come from the same school.

Working Group meetings

17. The rules listed below under 'Discussion procedure' do not apply to Working Group Meetings.
18. All Working Group meetings require a Quorum to proceed.
19. All Working Group meetings shall commence with brief statements from all Delegations present, and the orderly tabling of their position papers.
20. No Delegation may table a position paper that differs from the position paper submitted in advance of the conference.
21. Delegations may table any further documents for consideration at any time, by submitting them through an Administrator to the Chair.
22. Delegates may speak at any time on any topic on the agenda for discussion.
23. Delegate speaking time may be limited at the discretion of the Chair, either in general or at specific instances.
24. Delegates may be ruled out of order at the discretion of the Chair if they unduly obstruct or interrupt discussion.
25. Delegations may propose to suspend a Working Group meeting at any time, for a specified duration not to exceed the time allocated for the meeting on the MAC Bilbao timetable, during which time informal discussion may take place.
26. If a proposal to suspend a Working Group meeting is challenged, the Chair shall put the proposal to an immediate vote, after a maximum of two Delegations have spoken in favour for the proposal, and two against it.
27. All resolutions formulated and approved at a Working Group meeting shall be considered as non-binding drafts, and they must follow the guidelines listed in Appendix C and its annexes.
28. All draft resolutions formulated and approved at a Working Group meeting must also be approved by the Secretariat, or such persons designated by the

Secretariat to form an Approvals Desk, before they may be forwarded for consideration at an SAO Meeting.

29. The Secretariat, or such persons designated by the Secretariat to form an Approvals Desk, may return draft resolutions to a Working Group meeting for edit and resubmission if the guidelines listed in Appendix C and its annexes are not properly followed.
30. Where consensus cannot be reached at a Working Group meeting, Delegations may approve multiple drafts or variations of the same resolution.
31. It is not obligatory for Delegations to approve any draft resolutions at a Working Group meeting.

SAO meetings

32. All SAO meetings shall be conducted in accordance with the rules listed below under 'Discussion procedure'.
33. All SAO meetings require a Quorum to proceed.
34. Normally, only Delegates designated as SAOs speak during an SAO meeting, with other Delegates from the same Delegation offering them written or whispered advice. If desired, however, Delegates designated as SAOs may assign another Delegate from the same Delegation to speak on their behalf.
35. Delegations at an SAO meeting shall review and consider draft resolutions approved in Working Group meetings.
36. No draft resolution may be discussed at an SAO meeting without having first been discussed and approved at a Working Group meeting.
37. All draft resolutions approved at an SAO meeting shall be considered to remain non-binding drafts, and they must follow the guidelines listed in Appendix C and its annexes.
38. Where consensus cannot be reached at an SAO meeting, Delegations may approve multiple drafts or variations of the same resolution.
39. It is not obligatory for Delegations to approve any draft resolutions at an SAO meeting.

Ministerial meetings

40. All Ministerial meetings shall be conducted in accordance with the rules listed below under 'Discussion procedure'.

41. All Ministerial meetings require a Quorum to proceed.
42. Delegates from different Delegations may not discuss the content of any pre-Ministerial briefings ahead of a Ministerial meeting.
43. Normally, only Delegates designated as Ministers speak during the Ministerial meeting, with other Delegates from the same Delegation offering them written or whispered advice. If desired, however, Delegates designated as Ministers may assign another Delegate from the same Delegation to speak on their behalf.
44. Delegations at a Ministerial meeting shall review and take decisions on draft resolutions approved at an SAO meeting.
45. Delegations at a Ministerial meeting may take decisions on any other matters included by the Director on the Ministerial meeting agenda.
46. Delegations at a Ministerial meeting may table new draft resolutions on any issue on the Ministerial meeting agenda.
47. Delegations may not approve more than one draft resolution per issue on the Ministerial meeting agenda.
48. All draft resolutions approved at a Ministerial meeting shall be considered as binding final drafts, which together will comprise the 'Bilbao Declaration' for that year.
49. It is not obligatory for Delegations to approve any draft resolutions at a Ministerial meeting.

Discussion procedure (SAO and Ministerial meetings only)

50. Delegations shall not discuss any matter on which the Chair has not invited discussion, whether a draft resolution, an amendment or any other matter.
51. The Chair shall invite discussion of any matters proposed by Delegations either orally or in writing, in the order that the Chair deems most appropriate.
52. If a proposal to discuss a matter is challenged, the Chair shall put the proposal to an immediate vote, after a maximum of two Delegations have spoken in favour of the proposal, and two against it.
53. The Chair shall open discussion of a matter by inviting the Delegation proposing the matter to speak in favour of their proposal.
54. After the Delegation proposing a matter have spoken, other Delegations wishing to speak about the matter must first request recognition by raising their

- placards in view of the Chair, who shall keep a list of such requests and who shall fulfil them in the order that the Chair deems most appropriate.
55. Only one Delegate may speak at any one time, and only one Delegate from the same Delegation may speak when a Delegation is recognised by the Chair to speak.
 56. Delegate speaking time may be limited at the discretion of the Chair, either in general or at specific instances.
 57. The Chair may call a Delegate to order for a speech not relevant to the matter under discussion.
 58. Delegations proposing an amendment to a draft resolution, whether orally or in writing, must write out each amendment legibly on official notepaper, stating the precise clauses and changes (e.g. strike, insert, substitute, etc), and submit the amendment through an Administrator to the Chair.
 59. The Chair may limit the length of time any matter is discussed to maintain the timetable set by the Director.
 60. Delegations may discuss more than one matter at any one time, but only if discussion on all but one matter is postponed.
 61. Delegations may propose to postpone discussion of a matter whenever recognised to speak by the Chair.
 62. If a proposal to postpone the discussion of a matter is challenged, the Chair shall put the proposal to an immediate vote, after a maximum of two Delegations have spoken in favour of the proposal, and two against it.
 63. Delegations may propose to adjourn discussion of any matter without vote whenever recognised to speak by the Chair.
 64. If a proposal to adjourn the discussion of a matter without vote is challenged, the Chair shall put the proposal to an immediate vote, after a maximum of two Delegations have spoken in favour of the proposal, and two against it.
 65. Delegations may propose to reintroduce any postponed matter whenever recognised to speak by the Chair, but only if they also specify whether to postpone or adjourn discussion of any matter under discussion at the time.
 66. If a proposal to reintroduce a postponed matter is challenged, the Chair shall put the proposal to an immediate vote, after a maximum of two Delegations have spoken in favour of the proposal, and two against it.
 67. Delegations may propose a vote on a matter, including on any specified part of a draft resolution ('paragraph voting'), whenever recognised to speak by the Chair.

68. If a proposal to vote on a matter is challenged, the Chair shall put the proposal to an immediate vote, after a maximum of two Delegations have spoken in favour of the proposal, and two against it.
69. If no Delegations seek recognition from the Chair to speak further about a matter under discussion, the Chair shall call an immediate vote on the matter.
70. After any vote, whether on a proposal or on a substantive matter, Delegations may provide an explanation of their vote.
71. Delegates may interrupt other Delegates only to rise to a point of order, which shall be adjudicated immediately by the Chair in accordance with these Rules.
72. Delegates have no formal right of reply—any concerns about insulting language directed towards an Arctic State, Permanent Participant, Delegation or a Delegate’s own person, should be reported directly to the Chair or the Director.
73. Delegations may table documents for consideration at any time, by first submitting them through an Administrator to the Chair.
74. Delegations may propose to suspend a Meeting whenever recognised to speak by the Chair, for a specified duration not to exceed the time allocated to the meeting on the MAC Bilbao timetable, during which time informal discussion may take place.
75. If a proposal to suspend a Meeting is challenged, the Chair shall put the proposal to an immediate vote, after a maximum of two Delegations have spoken in favour of the proposal, and two against it.
76. The Chair may limit the duration a Meeting is suspended, or adjourn a Meeting, to maintain the timetable set by the Director.

Exchanging written notes

77. At any Meeting, written notes may be exchanged between Delegations, or between a Delegation and the Chair, for various purposes (policy coordination, private requests, expressions of thanks or apology, specification of an amendment, proposal of a matter, etc).
78. All written notes, except between Delegates of the same Delegation during an SAO or Ministerial meeting, must be exchanged through an Administrator.
79. Notes must be just as respectful as open speech.

Appendix B. Writing position papers

Writing a clear, concise and informative position paper on the issue to be discussed in your Working Group is an integral part of preparing for MAC Bilbao, and of getting the most from your MAC Bilbao experience. The more effort you put into your position paper, the better you will be able to persuade, negotiate, and build consensus with your fellow Delegates.

The position paper serves two important purposes:

- It helps you to define your Arctic State's or PP's negotiating position more precisely, by requiring you to structure and focus your preparatory research. At the conference itself, a well-researched position paper will also be a resource to which you can refer in order to ensure your remarks, proposals and votes remain aligned to your Arctic State's or PP's views on the issue.
- It helps other Delegates, who receive a copy of it ahead of the conference, to understand your approach. A clearly written position paper will facilitate progress towards the goal of building consensus, either by pointing in the direction consensus might take, or by highlighting areas of potential disagreement that will need to be overcome in order to achieve consensus.

A well-crafted position paper should follow certain guidelines:

- Position papers are normally one side of A4 in length, and they are limited to no more than two sides of A4. Longer papers will be truncated before circulation.
- Position papers must be formatted using Arial, Helvetica or Helvetica Neue 11pt font, single spaced, and written on official Delegation letterhead. Margins must be 2.54 cm on all sides.
- The general content of position papers is not prescribed, but they normally include at least the following two sections:
 - A brief introduction laying out your approach to the issue in broad terms. You may find it helpful as you write this section to draw on the appropriate parts of your Arctic State's or PP's Arctic strategy, or other relevant policies, if these documents are available.
 - A lengthier section indicating your views on the issue in detail. You may find it helpful as you write this section—and your fellow Delegates may find it helpful as they read it—if you divide it into four related subsections:

- Perspective—*i.e.* an explanation of how your Arctic State or PP views the issue;
 - Concerns—*i.e.* an explanation of any major points of concern that the issue raises for your Arctic State or PP;
 - Negotiating Objectives—*i.e.* an explanation of the outcomes that your Arctic State or PP wishes to achieve from discussing the issue with other Arctic States and PPs at MAC Bilbao;
 - Negotiating Constraints—*i.e.* an explanation of any outcomes that your Arctic State or PP will not be able to accept as part of a joint resolution on the issue.
- You may disclose in your position paper as much or as little of your Delegation’s negotiation strategy as you wish. It is worth bearing in mind, however, that building consensus is the aim of MAC Bilbao, and a good position paper will make a constructive contribution towards that goal.
 - Proofread your position paper carefully, as they will not be edited except for format before they are circulated to other Delegates. Your image as someone in command of language is your own.

Remember that your position paper represents the considered view of your Arctic State or PP. Once written and submitted, you should make sure that you stick to it. As the conference progresses, the persuasiveness of other Arctic States or PPs, as well as the requirements of reaching consensus, may lead you to modify your position. Ideally, if you have done good research and thought ahead, these modifications will be along the lines you already sketched out in your negotiating objectives and constraints.

However that may be, you should be able thoughtfully to explain and defend any sharp deviations from the position you have set out in your paper. One sure way to lose influence with your fellow Delegates would be to surprise them by adopting a contentious position about which you did not forewarn them in your paper. You should also avoid simply ‘folding’ under the pressures of negotiation. Rise instead to the challenge of finding the solution that bridges the gap between your position and the emerging consensus, but without abandoning the spirit of either!

As mentioned in section 2 above, Delegates must submit position papers in MS Word format to the MAC Bilbao Director no later than two weeks prior to the conference, so that they may be circulated to other Delegates in good time. Delegates who have put substantial effort into their papers will not look favourably upon other Delegates who fail to submit a paper, or whose papers appear rushed, uninformative or trivial.

Appendix C. Writing resolutions

One of the primary ways to gain influence at MAC Bilbao is to play a central role in negotiating a well-crafted resolution that other Delegates wish to support. As discussed above, MAC Bilbao resolutions are drafted jointly during Working Group meetings. They are then forwarded up to the SAO level for further consideration and amendment. In order to be approved by the Secretariat for forwarding to SAOs, a Working Group draft resolution must follow certain guidelines:

- Resolutions are limited to a maximum of 10 preambulatory clauses and sub-clauses, and 10 operative clauses and sub-clauses.
- Suggested preambulatory and operative introductory words are listed in the annex below. No introductory words may be repeated in the same resolution.
- Resolutions must be formatted using Arial, Helvetica or Helvetica Neue 11pt font, single spaced, and structured like the exemplar resolution below.
- Wording is carefully chosen—remember that consensus is often either made or broken by finding the precise and ‘right’ wording to which all can agree.

The Secretariat may reject a draft resolution if it is not expected to produce fruitful discussion. However, the Secretariat, as a neutral third party, will never reject a draft resolution because it takes a particular position on an issue.

In order to provide a stimulus to the efforts of Working Groups, Delegates might wish to draft their ‘ideal’ resolutions ahead of the conference. These ideal drafts can then be tabled during the appropriate Working Group meeting as a basis for discussion.

Delegates should bear in mind when drafting resolutions that the Arctic Council is an international forum, not an ‘Arctic government’. It is more a *policy-shaping* than a *policy-making* body. It would be more realistic, and more in keeping with Arctic Council practice, if Delegates were to avoid composing resolutions that mandate compliance with rules that could not be enforced.

Instead, draft resolutions should set the tone for action by highlighting important facts, issues or challenges, and by calling on Arctic States and PPs to take a common approach to them. What that common approach might be, and how it might be realised in practice, could range widely—from establishing an Expert Group to investigate the problem further, through constructing a binding agreement between the Arctic States. Ultimately, the plausibility and strength of the resolutions developed at MAC Bilbao is down to your preparedness and persuasiveness as Delegates!

Annex to Appendix C: Introductory words for resolutions

Please note that these lists are not exhaustive. Please also note that preambulatory and operative words may not be repeated in the same resolution.

Preambulatory	Operative
Accepting	Affirm
Affirming	Authorise
Alarmed	Call
Approving	Confirm
Bearing in mind	Congratulate
Believing	Consider
Concerned	Declare
Confident	Demand
Conscious	Designate
Convinced	Draw attention
Deploring	Emphasise
Disturbed by	Encourage
Emphasising	Endorse
Encouraged	Expect
Expecting	Express hope
Expressing appreciation	Express appreciation
Expressing satisfaction	Express satisfaction
Fulfilling	Indicate
Fully aware	Invite
Guided	Prescribe
Having considered	Proclaim
Having examined	Receive
Noting	Recommend
Observing	Regret
Realising	Remind
Recalling	Request
Recognising	Resolve
Referring	Seek
Regretting	Support
Seeking	Transmit
Taking into account	Trust
Urging	Underscore
Welcoming	Urge

Annex to Appendix C: Exemplar resolution

The following exemplar resolution is based on the 1996 Ottawa Declaration, which established the Arctic Council.

ON THE QUESTION OF THE ESTABLISHMENT OF THE ARCTIC COUNCIL

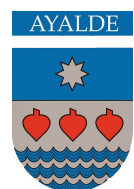
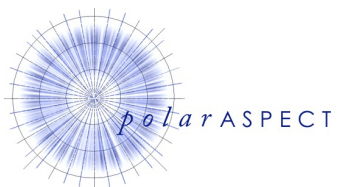
THE REPRESENTATIVES of the Governments of Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden and the USA (hereinafter the 'Arctic States');

1. **AFFIRMING** our commitment to the well-being of the inhabitants of the Arctic, to sustainable development in the Arctic region, and to the concurrent protection of the Arctic environment;
2. **TAKING NOTE OF** the importance of traditional knowledge of the indigenous people of the Arctic and their communities, as well as of Arctic science and research, to collective understanding of the circumpolar Arctic;
3. **RECOGNISING** the special relationship and unique contributions to the Arctic of indigenous people and their communities;
4. **DESIRING** to promote cooperative activities to address Arctic issues requiring circumpolar cooperation, to ensure full consultation with and the full involvement of indigenous people and their communities, and to provide a means for regular intergovernmental consideration of and consultation on Arctic issues;

HEREBY RESOLVE TO:

5. **ESTABLISH** the Arctic Council as a high-level forum to:
 - a. Provide a means for promoting cooperation, coordination and interaction amongst the Arctic States, with the involvement of Arctic indigenous people and their communities, on common Arctic issues;
 - b. Disseminate information, encourage education and promote interest in Arctic-related issues;
6. **EXCLUDE** from the remit of the Arctic Council any matters related to military security;
7. **DESIGNATE** the Arctic States as Members of the Arctic Council;
8. **REQUIRE** consensus of the Members for all decisions of the Arctic Council;
9. **CREATE** a category of Permanent Participant within the Arctic Council to provide for active participation and full consultation with the Arctic indigenous representatives, including:
 - a. The Aleut International Association, Arctic Athabaskan Council, Gwich'in Council International, Inuit Circumpolar Council, Russian Association of Indigenous Peoples of the North, and Saami Council;

- b. Other organisations of indigenous peoples with majority Arctic indigenous constituencies, comprising either a single indigenous people resident in more than one Arctic State, or more than one indigenous people resident in a single Arctic State;
- 10. **LIMIT** the number of Permanent Participants within the Arctic Council to less than that of Members;
- 11. **INVITE** non-Arctic states, other international organisations, and non-governmental organisations to become Observers of the Arctic Council, provided that the Arctic Council determines they can contribute to its work;
- 12. **RECOMMEND** that the Arctic Council normally meet on a biannual basis, with more frequent meetings of senior officials to provide for liaison and co-ordination.



MODEL ARCTIC COUNCIL BILBAO IS AN INITIATIVE OF POLAR ASPECT
IN COLLABORATION WITH AND HOSTED BY COLEGIO AYALDE