1. Overview

Model Arctic Council Bilbao (MAC Bilbao) is a simulation of the real-world Arctic Council. Established in 1996 as a high-level international forum, 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 three secondary-school MAC conferences in the world today. Before becoming a teacher, MAC Bilbao Director Dr Anthony Speca lived and worked in the Canadian Arctic as a senior civil servant. Inspired to share his experience and love of the Arctic with youth, he launched his first MAC programme in 2016 at Norwich School in the UK. He launched MAC Bilbao in 2018, and he is grateful to Señora Nicola Dignum for the invitation to run MAC Bilbao for a third year alongside Colegio Ayalde’s successful Model UN conference.

MAC Bilbao represents an exciting new format of model diplomacy. The Arctic Council is unique in promoting the active involvement of indigenous peoples alongside states, and in making all decisions by consensus rather than majority vote. In addition, the Arctic Council is well known for collegiality even during times of tension between participants elsewhere in the world. These unique features of the Arctic Council are at the heart of the MAC Bilbao simulation, enabling Delegates not only to learn about the Arctic, its peoples and its challenges, but also to build valuable skills in persuasion, negotiation and consensus building.

The Arctic is one of the most fascinating and fast-changing regions on the planet. More than a pristine wilderness or treasury of natural resources, it’s home to over four million people, including indigenous people with ancestry there long before history. And much more than other places on Earth, it is on the front lines of climate change. MAC Bilbao offers an unparalleled opportunity to explore this special place 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 Delegate Guide will help you prepare to meet that challenge, and to make the most of your 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 responsibilities

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 another delegate to the rank of Minister. If a Delegation has only one Delegate, that Delegate will automatically have the rank of Minister, but he or she will also serve as SAO.

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 the other members of his or her Delegation, 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 Secretariat.

Discussion papers

Each Delegate to MAC Bilbao must write a discussion 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 considered in that
Working Group. Discussion papers should reflect real research, and they should follow the format set out in Appendix B. Appendix B also provides helpful guidance on how to write discussion papers.

Discussion papers will be circulated amongst all Delegates ahead of the conference. Delegates to MAC Bilbao 2020 must submit their papers in MS Word format to the MAC Bilbao Director no later than Thursday 23rd January, one week prior to the start of the conference, so that they may be circulated to other Delegates in good time. Submission instructions will be given separately.

Discussion papers will also be formally tabled at the start of the Working Group meetings. Delegates should bring 15 copies of their discussion papers, one for each Delegation including their own, and one for the Working Group Chair.

**Prepared speeches**

Each Delegate to MAC Bilbao will deliver one prepared speech at the start of their respective Working Group, with Delegates designated as Minister delivering an additional speech during the opening ceremony. Speeches should last no more than three minutes.

Working Group speeches should summarise the main points of a Delegate’s discussion paper for the benefit of fellow Delegates, and they should conclude with a formal tabling of the paper itself. Ministers’ speeches should summarise the Delegation’s general approach to the Arctic, and to the issues to be discussed at the MAC Bilbao conference.

Please see below under the section entitled ‘In meetings: Public speaking’ for advice on how to speak effectively in public.

**Timetable**

Please consult [http://www.mun-bilbao.com/en/conference/agenda.html](http://www.mun-bilbao.com/en/conference/agenda.html) for the most up-to-date timetable for MAC Bilbao 2020, including social events shared with MUN Bilbao 2020. 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.

It is anticipated that MAC Bilbao 2020 will run to the following general order:
• Thursday 30th January
  o Opening ceremony, including Ministers’ speeches

• Friday, 31st January
  o Working Group meetings (in parallel), including Representatives’ speeches and formal tabling of discussion papers
  o SAO Meeting

• Saturday 1st February
  o SAO Meeting (continued)
  o Pre-Ministerial briefings

• Sunday 2nd February
  o Ministerial Meeting
  o Closing ceremony

**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, and follow the requests and directions of Rapporteurs and Administrators.
- 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 participate 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 Polar Aspect MAC Research Library at http://vlt.is/course/index.php?categoryid=4—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. In addition to the Polar Aspect MAC Research Library mentioned above, the website of the Arctic Portal at https://arcticportal.org/ is an excellent gateway to information about the Arctic.
• Research the Arctic Council itself—its history, purpose, procedures, and past decisions and declarations. Use the informational pages and the document archive on the Arctic Council’s website at https://arctic-council.org/index.php/en.
• Follow current affairs in the Arctic by subscribing to an online Arctic news service such as Eye on the Arctic at https://rcinet.ca/eye-on-the-arctic/, or The Arctic This Week at https://thearcticinstitute.org/the-arctic-this-week/. Especially for some PPs that lack many formal documents, the news can be a very helpful resource.
• 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.
• 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 each Delegate 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 discussion papers early, the better to organise your research and prepare your negotiation objectives (see above under ‘Discussion papers’ as well as Appendix B for guidelines on crafting discussion papers).
• Come prepared with your ‘ideal’ declarations 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 declarations).
• 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: Informal discussions

MAC Bilbao does not involve lobbying of the sort familiar from Model UN committees (see below under ‘Working Groups’ for further detail about how collaborative decision-making works 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. On these occasions Delegates will naturally wish to compare and discussion their positions informally.

Some tips for conducting informal discussions 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 you in formal meetings.

• 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’.

In meetings: Public speaking

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 discussion papers.

This brief speech is 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 various proposals.

Some tips for speaking well:

• Practice your prepared speech before the conference, and ideally in front of others, 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 do not 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 declarations ahead of formal committee work, as for example at Model UN.

Rather, Delegates work together to draft joint political declarations on various issues, which are then forwarded to SAOs for further consideration. As a Delegate, 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.

The ultimate purpose of Working Group meetings, then, is to negotiate with other Delegates in order to influence the Arctic Council’s approach to a specified issue. The declaration emerging from this negotiation will serve as a ‘first draft’ for SAOs to discuss and amend, before recommending to Ministers for final approval. Draft declarations must follow the format outlined in Appendix C. Appendix C also provides helpful guidance on how to draft declarations.

In comparison to Model UN 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’ declaration 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 views 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 declarations on a single issue to SAOs, if consensus cannot be achieved at the Working Group level).
- 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 the Working Group stay on task, and keep the goal of a draft declaration in mind.
- Be timely—try to help the Working Group draft a declaration 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 declarations before the conference, even if all Delegates come from the same school.

**SAO Meeting: Discussing and debating**

The purpose of the SAO Meeting is to consider the declarations 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 proposals you make 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 draft declaration, an amendment, etc) may be discussed at a time.

However, in keeping with Arctic Council’s reputation for collegiality, the SAO Meeting is not as formal as the typical Model UN Committee meeting, and it operates without the usual Model UN-style points, motions and yields that are more appropriate to a parliament of elected representatives than to an international forum of sovereign states and indigenous peoples. 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 the SAO Meeting.

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 rise 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 declaration 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.
- 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.

**Ministerial: Deciding and declaring**

The Ministerial Meeting is the culmination of a MAC Bilbao conference, and ideally it should result in a ‘Bilbao Declaration’ comprising all the declarations agreed at the conference, plus any other relevant matters. Nearly all of the tips immediately above apply to the Ministerial as well, but there are a few additional procedural points to note:

• The Director may choose to give Ministers a ‘pre-Ministerial briefing’ on any or all of the issues under discussion. The briefing will take the form of 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 Working Group and SAO meetings to the more political Ministerial.

• Delegates are not permitted to discuss the contents of any pre-Ministerial briefings before the Ministerial.

• In addition to declarations recommended by SAOs, the Ministerial 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

During the closing ceremony, one Arctic State Delegation and one PP Delegation will each 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 person designated by the Director to chair the formal meetings of MAC Bilbao;
   f. ‘Rapporteur’ means a person designated by the Director to record the declarations and decisions of MAC Bilbao;
   g. ‘Administrator’ means a person designated by the Director to manage MAC Bilbao logistics;
   h. ‘Secretary’ means the person designated by the Director to coordinate the activities of Chairs, Rapporteurs and Administrators;
   i. ‘Secretariat’ means the governing body composed of the 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 Delegate or group of Delegates 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 Delegate 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 Secretariat;
   c. Act as final arbiter of any points of order or disputes; and
   d. Reserve the right to suspend or expel any Delegate from MAC Bilbao for breach of Good Conduct.

6. Delegates may not question the authority of the Director.

7. The Secretariat shall be responsible for the formal, proper and orderly functioning of all Meetings in accordance with these Rules, subject to the oversight of the Director.

8. Chairs shall arbitrate points of order immediately, subject to the oversight of the Director.

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 discussion

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 discussion papers, amendments, draft declarations 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 a 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 discussion papers.

20. No Delegation may table a discussion paper that differs from the discussion 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 declarations 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.

28. All draft declarations formulated and approved at a Working Group Meeting must also be approved by the Secretariat, or such persons designated by the Director 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 Director to form an Approvals Desk, may return draft declarations to a Working Group Meeting for edit and resubmission if the guidelines listed in Appendix C 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 declaration.

31. It is not obligatory for Delegations to approve any draft declarations 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 declarations approved in Working Group Meetings.

36. No draft declaration may be discussed at an SAO Meeting without having first been discussed and approved at a Working Group Meeting.

37. All draft declarations approved at an SAO Meeting shall be considered to remain non-binding drafts, and they must follow the guidelines listed in Appendix C.

38. Where consensus cannot be reached at an SAO Meeting, Delegations may approve multiple drafts or variations of the same declaration.

39. It is not obligatory for Delegations to approve any draft declarations 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 declarations 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 declarations on any issue on the Ministerial Meeting agenda.

47. Delegations may not approve more than one draft declaration per issue on the Ministerial Meeting agenda.

48. All draft declarations 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 declarations 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 declaration, 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 declaration, 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 declaration (‘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.

**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 discussion papers

Writing a clear, concise and informative discussion paper on the issue to be considered 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 discussion paper, the better you will be able to persuade, negotiate, and build consensus with your fellow Delegates.

The discussion paper serves two important purposes:

• It helps you to define your Arctic State’s or PP’s approach to the issue more precisely, by requiring you to structure and focus your preparatory research. At the conference itself, a well-researched discussion 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.

• It helps other Delegates, who receive a copy of it ahead of the conference, to understand your Arctic State’s or PP’s views. A clearly written discussion 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 discussion paper should follow certain guidelines:

• Discussion papers are normally between 500 and 1,000 words in length. Papers longer than 1,000 words may be truncated before circulation.

• Discussion papers must be formatted using Arial, Helvetica or Helvetica Neue 11-pt font, single spaced, with 2.54-cm margins on all sides. The title must be the issue in question, followed by the identity of the submitting Delegation.

• The general content of discussion papers is not prescribed, but they normally include at least the following two sections:
  o A brief introduction laying out your approach to the issue in broad terms. You may find it helpful 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.
  o A lengthier section indicating your views on the issue in detail. You may find it helpful—and your fellow Delegates may understand it more clearly—if you divide it into four related subsections:
    ▪ Perspective—i.e. an explanation of how your Arctic State or PP view the issue, including any evidence for that view;
- **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 declaration on the issue.

- You may disclose in your discussion 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 discussion paper will make a constructive contribution towards that goal.

- Proofread your discussion 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.

- All uses of another author’s work should be properly cited using author-date format and reference list, which will not count against the word limit.

Remember that your discussion 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 view. 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 discussion papers in MS Word format to the MAC Bilbao Director no later than one week 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 or trivial.
Appendix C. Drafting declarations

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

- Declarations should normally contain no more than about 10 preambulatory clauses and sub-clauses, and 10 operative clauses and sub-clauses, but no maximum number of clauses is imposed.
- Suggested preambulatory and operative introductory words for declaration clauses are listed in the annex below, but this list should not limit Delegates.
- Declarations must be formatted using Arial, Helvetica or Helvetica Neue 11pt font, and structured in the manner of the exemplar declaration below.
- Consider wording carefully—small differences in choice of words or phrasing can make a great difference to meaning and, ultimately, to consensus.
- The Secretariat may reject a draft declaration if it is simply not expected to produce fruitful debate, but not because the declaration takes a particular position—e.g. radical or conservative.
- Delegates should draft their ‘ideal’ declarations ahead of the conference to provide a basis for discussion with other Delegates, as well as a stimulus to the work of the Working Groups.

You should bear in mind when drafting declarations that the Arctic Council is a high-level international forum for cooperation between Arctic States and peoples, 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 the Arctic Council’s reputation for collegiality, if you were to avoid composing declarations that mandate compliance with rules that could not be enforced.

You should also bear in mind that the Arctic Council does not have its own legal standing as an international organisation, such as the United Nations does. There is no Arctic Council counterpart to the UN Security Council—whatever agreements the Arctic Council may reach must be put into effect by willing Arctic States. The Arctic Council also has no budget of its own, and all projects undertaken under its auspices—usually in Working Groups, but sometimes through special Task Forces or Expert
Groups—must be funded separately by Arctic States, whether some or all of them. (PPs normally depend on funding from Arctic States to contribute to the work of the Arctic Council.)

For these reasons, MAC Bilbao declarations should not normally ‘demand’ or ‘proscribe’, nor require action that the Arctic Council has no power to require. Even such introductory words such as ‘direct’ or ‘instruct’ can realistically only be used of SAOs, Working Groups or other elements of the Arctic Council’s own structure. Instead, declarations should set the tone for action by highlighting important facts, issues or challenges, and by calling for a common approach to them.

What that common approach might be, and how it might be realised in practice, could range widely—from establishing a Task Force or Expert Group to investigate an issue further, to launching a project administered by one of the Working Groups to address an issue in whole or in part, to constructing a binding agreement between the Arctic States in an attempt to mitigate or solve an issue. Ultimately, the plausibility and strength of the declarations developed at MAC Bilbao is down to your preparedness and persuasiveness as Delegates!

Annex to Appendix C: Introductory words for declarations

The following lists record all introductory words that the Arctic Council has used in its declarations since its inception, from the 1996 Ottawa Declaration to the 2019 Rovaniemi Joint Ministerial Statement (not technically a declaration). These lists are not intended to limit Delegates, but rather to give a sense of the set of introductory words the Arctic Council has found sufficient to express its purposes thus far.

Preambulatory: Acknowledging, Affirming, Celebrating, Concerned (Deeply concerned), Confirming, Desiring, Emphasising, Expressing concern, Noting (with pleasure), Reaffirming, Recalling, Recognising, Reconfirming, Referring, Regarding, Reiterating, Taking into account, Underlining, Underscoring, Welcoming

Operative: Accept (with appreciation), Acknowledge (with appreciation), Adopt, Affirm, Agree, Announce (Are pleased to announce), Appreciate (Express appreciation), Approve, Ask, Bear in mind, Call (for/on/upon), Commit, Confirm, Congratulate, Consider, Continue, Defer, Decide, Declare, Desire, Determine, Direct, Emphasise, Encourage, Endorse, Establish, Express appreciation, Favour, Instruct, Intend,
ON THE ESTABLISHMENT OF AN ARCTIC COUNCIL

We, the representatives of Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden and the United States of America (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:

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:
   
   
   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.