



WWF ARCTIC COUNCIL CONSERVATION SCORECARD

METHODOLOGICAL FRAMEWORK

“As we embark on the second round of chairmanships, we will continue our work to strengthen the Arctic Council to meet new challenges and opportunities for cooperation, and pursue opportunities to expand the Arctic Council’s roles from policy-shaping into policy-making.” *Arctic Council Kiruna Vision for the Arctic, 2013*

Advancing sustainable development in the rapidly changing Arctic environment is a complex multinational task. Over the course of 20 years of circum-polar cooperation, the Arctic Council (AC) has delivered multiple landmark assessments of the current and likely future state of the Arctic. These consensually negotiated documents were often accompanied by nonbinding policy recommendations that were approved by biennial ministerial meetings.

There has been only patchy evaluation of Arctic Council implementation progress to date. This raises questions about the effectiveness of the Council and its member states in truly addressing regional issues.

WWF is producing an Arctic Council Conservation Scorecard that provides a snapshot of the status of implementation of Arctic Council direction (ministerial decisions contained in ministerial declarations, policy recommendations, guidelines, framework plans, and agreements).

This scorecard does not evaluate implementation progress for all Arctic Council direction, but aims to measure progress on the Council’s conservation priorities. The scorecard evaluates implementation progress from the Salekhard ministerial meeting (2006) to the Kiruna ministerial meeting (2013). It looks at the extent to which:

- The Arctic States implemented endorsed Arctic Council direction within their respective national realms
- The Arctic Council delivered agreed upon commitments through its own work

The scorecard will monitor progress, highlight successful progress, and the speed of implementation. The Arctic Council Conservation Scorecard is designed to assist the Council and its member states to:

- identify actions to implement AC direction more effectively, and further prioritize and focus direction
- encourage a more systematic delivery of actions critical to the AC’s mission of protection of the Arctic environment
- achieve a strengthened and more transparent AC system

Sections 1 and 2 of the WWF Arctic Council Conservation Scorecard will analyze progress with a rating at the national and Arctic Council governance levels. The extent of collaboration between the Arctic Council and other global key international instruments involved in addressing Arctic specific issues will be discussed, but not rated, in Section 3.

Levels of governance considered in the scorecard

National measures

Arctic Council actions

Other regional and international fora and binding agreements

Scorecard structure

SECTION 1:
Assessment of Arctic States’ National Implementation Actions as directed by the Arctic Council

SECTION 2:
Assessment of Arctic Council Implementation Actions as directed by the Arctic Council

SECTION 3:
Discussion of Joint Actions to Shape Other Fora as directed by the Arctic Council

ASSESSMENT SUBJECT AREAS

The scorecard is based on an analysis of Council direction falling under six assessment subject areas. These subject areas were chosen to evaluate implementation performance because they have been the focus of many Arctic Council outputs for the past decade.

1. **Shipping** in the Arctic has seen a significant increase over the past decade, both in terms of destination and transit shipping. This trend is projected to continue, leading to a greater risk of major environmental impacts.
2. **Oil spills** from both shipping and oil and gas activities represent a threat to ecosystem health. Despite a recent drop in oil prices, long term oil and gas developments and plans are underway.
3. **Climate Change** is the most important driver of change in the Arctic. Black carbon reduction has been a particular focus of the Arctic Council since the Salekhard ministerial meeting because the emissions within and near the Arctic have short-term climate, health, and economic impacts.
4. **Biodiversity** conservation is a major challenge in the Arctic given that ecosystems are in climate-driven (and increasingly, development-driven) flux and typically have simple food web structures. The magnitude and speed of change challenges the ability of Arctic Peoples to live from the natural resources of the land and water.
5. **Important Conservation Areas** - With the challenges to biodiversity, area-based measures can improve Arctic conservation by managing or preventing disturbance from human activities. These areas should focus on geographies and processes critical to species during their life cycle, such as important breeding or feeding spots for wildlife.
6. **Ecosystem-based Management (EBM)** - Ecosystems and their services are not constrained by national borders. Thus, to manage them effectively, coordinated and coherent management of the whole ecosystem must be achieved across national borders. Uncoordinated national management plans, or management plans that focus only on one piece of the ecosystem such as specific species are not sufficient. A further benefit of EBM is its effectiveness and flexibility in managing the cumulative impacts of development and enhancing the likelihood of achieving ecological health objectives.

ARCTIC ACTION INDICATORS

WWF established indicators for selected Council direction relevant to conservation in all six assessment subject areas, each capturing an important element of the implementation performance of the individual countries and of the Council. Each indicator includes a set of criteria representing an action contributing to implementation of Council direction. WWF conducted a systematic screening to find the most measurable Council direction.

The Council direction was considered capable of being scored through analysis of indicators if it was specific in terms of:

- concrete action
- timeline
- accountability

See example indicators on page 4.

RATING SYSTEM

WWF will use a rating system to score member states and the Council, based on the following approach:

1. Assessment subject areas comprise indicators flowing from the Council direction. Each indicator includes criteria representing an implementation action.
2. Points scored for individual criteria are summed for each indicator and are aggregated for each assessment subject area for each member state and the Arctic Council.
3. Overall ratings from A to D are based on the percentage of the maximum possible score for each assessment subject area (see right).

Section 3 does not include a rating system.

SECTION 1

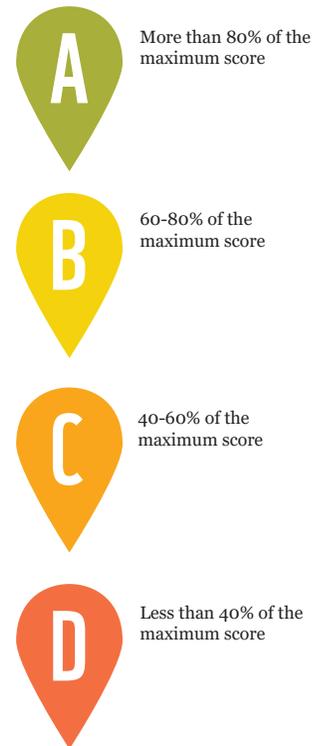
Assessment of Arctic States' National Implementation Actions

The scorecard evaluates national implementation progress by giving each member state an individual score. For each action that could be taken at the national scale, points are allotted, summed, and placed in a table to compare national performance. Ratings are based on the percentage of the maximum score achieved by each country.

SECTION 2

Assessment of Arctic Council Implementation Actions

This section of the scorecard rates Arctic countries collectively as they act through the Council, based on the points they score for cooperative action. This is essentially an assessment of the Arctic Council's performance in carrying out its own direction.



LIMITATIONS

CONTEXTUAL

Lack of specificity in direction

Many Council recommendations and direction are not easily measurable because they do not identify responsible parties, are not specific or clear in terms of action requested, and/or do not provide timelines.

Inadequate reporting

A challenge in rating Arctic states' implementation efforts is the lack of reporting requirements containing comparable information. Even if states do report on the progress in implementing Arctic Council recommendations, they do not supply the information in a standardized format, so assessing relative progress is difficult. The scorecard emphasizes the need for comparable data collection and analysis in order for Arctic states to provide comprehensive national implementation progress reports. Developing such a reporting structure would improve information sharing, transparency and accountability within the Arctic Council structure.

Marine vs terrestrial

Other limitations stem from the differences between states that are Arctic marine states (i.e. have Arctic Ocean shoreline and waters) and those that are not. The scorecard methodology handles this difference by assessing different member states on a lower maximum of points where appropriate. This approach allows for a proportional comparison of scores between nations regardless if they have Arctic marine real estate or not.

METHODOLOGICAL

Conservation assessment

The selection of measurable Council direction (ministerial decisions contained in ministerial declarations, policy recommendations, guidelines, framework plans, and agreements) is based on conservation values and does not provide for a full performance assessment of the Council and its member states. Much Council direction deals with areas such as human health and culture, which are not currently within the scope of this scorecard.

Effectiveness of implementation

The scorecard often relies on a binary system for assessing whether implementation has taken place (i.e. was a national policy or management decision enacted or not) which is based on a paper review. It does not assess the ultimate effectiveness of any such policy or management decision.

Relative importance of scores

The possible point scores associated with each criterion do not necessarily reflect the relative importance of each measure being assessed. This does not detract from the overall effectiveness of the scorecard as a tool for assessing collective action and for comparing the actions of one nation with those of another since the system is applied equally to all nations.

State-centric assessment

Sub-national actions and bilateral cooperation are not assessed, as the scorecard focuses on the national and pan-arctic levels. However, many actions can be taken at the sub-national and bilateral levels to implement Council direction.

EXAMPLES OF INDICATORS

SECTION 1: ASSESSMENT OF ARCTIC STATES' NATIONAL IMPLEMENTATION ACTIONS

Assessment Subject Area: Shipping | Indicator: Protection from Invasive Species

Arctic Council Direction: 2009 Arctic Marine Shipping Assessment II(E): Protection from Invasive Species: That the Arctic states should consider ratification of the IMO International Convention for the Control and Management of Ships Ballast Water and Sediments, as soon as practical. Arctic states should also assess the risk of introducing invasive species through ballast water and other means so that adequate prevention measures can be implemented in waters under their jurisdiction.

	CRITERIA	POINTS
1	Ratification of the Ballast Water Management Convention (BWMC)	1
2	Prevention measures (legislation or regulations) for invasive species prevention and management are developed for Arctic waters	1
MAXIMUM SCORE FOR ENTIRE INDICATOR		2

Assessment Subject Area: Biodiversity | Indicator: Resilience & Adaptation of Biodiversity to Climate Change

Arctic Council Direction: 2013 Arctic Biodiversity Assessment rec 2: Incorporate resilience and adaptation of biodiversity to climate change into plans for development in the Arctic.

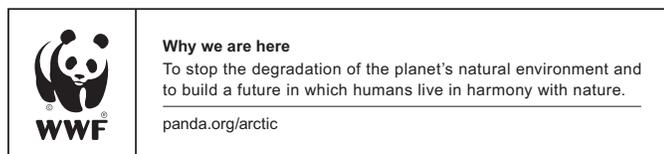
	CRITERIA	POINTS
1	A plan (or plans) for Arctic development that incorporate resilience and adaptation of biodiversity to climate change for either terrestrial areas or marine areas	1
2	Plans for Arctic development that incorporate resilience and adaptation of biodiversity to climate change for both terrestrial areas and marine areas	2
MAXIMUM SCORE FOR ENTIRE INDICATOR		2

SECTION 2: ASSESSMENT OF ARCTIC COUNCIL IMPLEMENTATION ACTIONS

Assessment Subject Area: Ecosystem-based Management (EBM) | Indicator: Develop an Arctic EBM goal

Arctic Council Direction: 2013 Ecosystem-based Management Report: Develop an overarching Arctic EBM goal, derived from established Arctic Council goals and visions, and provide guidance on how to develop and operationalize objectives supporting this goal.

	CRITERIA	POINTS
1	Development of an overarching EBM goal in progress, including objectives supporting this goal	1
2	AC EBM goal developed and endorsed, including objectives supporting this goal	2
MAXIMUM SCORE FOR ENTIRE INDICATOR		2



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