MEDITERRANEAN ACTION PLAN

Second Meeting of Legal and Technical Experts
to examine amendments to the Protocol for
the Protection of the Mediterranean Sea
against Pollution from Land-Based Sources

Siracusa, Italy, 3-4 March 1996

PROPOSED AMENDMENTS TO
THE PROTOCOL FOR THE PROTECTION OF
THE MEDITERRANEAN SEA AGAINST POLLUTION
FROM LAND-BASED SOURCES

UNEP
Athens, 1996
INTRODUCTION

As a follow up to the decisions of the Eighth Ordinary Meeting of the Contracting Parties held in Antalya in October 1993 as well as the recommendations of the Bureau, the secretariat initiated in 1994 the process of revision of the Barcelona Convention, the related Protocols and the Mediterranean Action Plan.

A meeting, hosted by the government of Spain and the Generalitat of Cataluña, was organised in Barcelona from 14 to 18 November 1994 during which the amendments to the Convention, the Dumping Protocol, the Land-Based Sources Protocol and the Specially Protected Areas Protocol, proposed by the Contracting Parties and the Secretariat were examined and discussed (UNEP(OCA)/MED WG.82/4).

Considering that the meeting held in Barcelona in November 1994 did not discuss in detail the amendments to the Land-based Sources Protocol because of lack of time, the Government of Italy together with the Region of Sicily offered to host a meeting to further the discussion and to enable the secretariat to advance on the process of amending the Land-based Sources Protocol. The meeting, which was held in Siracusa from 4 to 6 May 1995, agreed on a number of amendments to the text of the Protocol (UNEP(OCA)/MED WG.92/4).

The Ninth Ordinary Meeting of the Contracting Parties, held in Barcelona from 4 to 8 June 1995, in reviewing the process of revision of the legal texts of the Barcelona system, agreed that a Conference of Plenipotentiaries to adopt the amendments to the Protocol on Land-based sources be held in the beginning of 1996, preceded by a legal and technical meeting to resolve the pending issues. As a result, the Italian government offered to host the present Legal and Technical Meeting and the Conference of Plenipotentiaries.

In preparing the present document, the Secretariat considered the report of the meeting held in Siracusa from 4 to 6 May 1995 (UNEP(OCA)/MED WG.92/4) as the base document to which additional amendments were introduced to accommodate comments received from the Contracting Parties and also to put the text in line with the Global Programme of Action to Protect the Marine Environment from Land-Based Activities adopted in Washington, D.C. in December 1995, as requested by the Bureau of the Contracting Parties (Rabat, 9-10 November 1995). A number of editorial changes were also introduced to improve the language or to correct mistakes.

As a result, this text includes:

- words, sentences or parts of sentences between single square brackets introduced at the Siracusa Meeting in 1995;

- words, sentences or parts of sentences between double square brackets showing the new proposals by the Secretariat. Such proposals include editorial improvements or necessary adjustments to the text following the results of the 1995 Siracusa Meeting and the 1995 Washington Meeting.

It is expected that this Meeting will adopt a text with the amendments which will be submitted to the Conference of Plenipotentiaries (Siracusa, 6-7 March 1996) for approval and signature.
AMENDMENTS TO THE PROTOCOL FOR THE PROTECTION OF THE MEDITERRANEAN SEA AGAINST POLLUTION FROM LAND-BASED SOURCES

A. TITLE

The title of the Protocol is amended as follows:

PROTOCOL FOR THE PROTECTION OF THE MEDITERRANEAN SEA AGAINST POLLUTION FROM LAND-BASED SOURCES AND ACTIVITIES

B. PREAMBULAR PARAGRAPHS

The 1st preambular paragraph of the Protocol is amended as follows:

Being Parties to the Convention for the Protection of the Mediterranean Sea against Pollution, adopted at Barcelona on 16 February 1976 and amended on ......

The 3rd preambular paragraph of the Protocol is amended as follows:

Noting the increasing environmental pressures resulting from human activities in the Mediterranean Sea Area, particularly in the fields of industrialization and urbanization, as well as the seasonal increase in the coastal population due to tourism,

After the 3rd preambular paragraph a new preambular paragraph is inserted as follows:

Taking account of the precautionary principle and the polluter pays principle, and applying the environmental impact assessment, best available techniques and best environmental practices including clean production [[technologies]]*, as provided in art. 4 of the Convention,

The 4th preambular paragraph of the Protocol is amended as follows:

Recognizing the danger posed to the marine environment, the living resources and human health by pollution from land-based sources and activities and the serious problems resulting therefrom in many coastal waters and river estuaries of the Mediterranean Sea, primarily due to the release of untreated, insufficiently treated or inadequately disposed of domestic or industrial discharges and to the input of toxic, persistent and bioaccumulative substances,

* The part in double square brackets in this paragraph is added by the Secretariat in reference to article 4 of the amended Convention.
The 6th preambular paragraph of the Protocol is amended as follows:

Determined to take in close cooperation the necessary measures to protect the Mediterranean Sea against pollution from land-based sources and activities,

C. ARTICLE 1

A title is inserted and the text is amended as follows:

Article 1
GENERAL UNDERTAKINGS

The Contracting Parties to this Protocol (hereinafter referred to as "the Parties") shall take all appropriate measures to prevent, abate, combat and eliminate to the fullest possible extent pollution of the Mediterranean Sea Area caused by the discharges from rivers, coastal establishment or outfalls, or emanating from any other land-based sources and activities within their territories, with priority given in particular to the phasing out of inputs of toxic, persistent and bioaccumulative substances.

D. ARTICLE 2

A title is inserted. The texts of paragraphs (a) and (d) of Article 2 are amended as follows:

Article 2
DEFINITIONS

(a) "The Convention" means the Convention for the Protection of the Mediterranean Sea against Pollution, adopted at Barcelona on 16 February 1976 and amended on ....;

(d) The "Hydrologic Basin" means the entire watershed area within the territories of the Contracting Parties, draining into the Mediterranean Sea Area as defined by article 1 of the Convention.
F. ARTICLE 3

A title is inserted and the following new paragraph is added to Article 3:

Article 3
GEOGRAPHICAL COVERAGE
(abis) (re-numbered as (b))

The hydrologic basin of the Mediterranean Sea Area.

Paragraph (b) is re-numbered as paragraph (c). Paragraph (c) is re-numbered as paragraph (d) and amended as follows:

(d) Saltwater marshes and saltwater aquifers.

F. ARTICLE 4

A title is inserted and the texts of sub-paragraph (a) and (b), paragraph 1 of Article 4 are amended as follows:

Article 4
PROTOCOL AREA

1. This Protocol shall apply:

(a) To discharges originating from land-based point and diffuse sources and activities within the territories of the Contracting Parties which may affect directly or indirectly the Mediterranean Sea Area. These discharges shall include those which reach the Protocol Area through coastal disposals, rivers, canals or other watercourses, including underground watercourses, or through run-off and disposal under the seabed with access from land by tunnel, pipeline, or other means;

(b) To inputs from land-based sources or activities situated in the Protocol Area transported by the atmosphere, under conditions defined in annex III to this Protocol.

The following new paragraph is added to Article 4:

3. The Parties shall invite States that are not parties to the Protocol and have in their territories parts of the hydrologic basin of the Mediterranean Area, to cooperate in the implementation of the Protocol.
G. ARTICLE 5

A title is inserted and texts of paragraphs 1, 2, and 4 of Article 5 are amended as follows:

Article 5
GENERAL OBLIGATIONS

1. The Parties undertake to eliminate pollution deriving from land-based sources and activities, in particular to phase out toxic, persistent and bioaccumulative inputs of the substances listed in annex I. [[inputs of the toxic, persistent and bioaccumulative substances from the list in annex I, section C to this Protocol.]]*

2. To this end they shall elaborate and implement, individually or jointly, as appropriate, national and regional programmes and action plans, containing measures and timetables for their implementation.

Paragraph 3 is deleted

4. (re-numbered as 3)
   The priorities and timetables for implementing the programmes, measures and action plans shall be adopted by the Parties taking into account the elements set out in annex I and shall be periodically reviewed.

The following new paragraphs are added to Article 5:

4. When adopting programmes, measures and action plans, the Parties shall take into account, either individually or jointly, the best available techniques for point sources and the best environmental practices for point and diffuse sources including, where appropriate, clean production technologies. [[taking into account the criteria set forth in annex IV].]**

5. The Parties shall take preventive measures to reduce to the minimum the risk of pollution caused by accidents.

* The part in double square brackets in this paragraph is changed by the Secretariat for a more accurate formulation of the text.

** The part in double square brackets in this paragraph is added by the Secretariat as a necessary reference to the new Annex IV.
H. ARTICLE 6

A title is inserted and text of Article 6 is replaced by the following text:

Article 6
AUTHORIZATION OR REGULATION SYSTEM

1. Point source discharges to the Protocol area, and releases into water or air which reach and may affect the Mediterranean Sea Area, shall be strictly subject to authorization or regulation by the competent authorities of the Parties, taking due account of the provisions of annex II to this Protocol. Such authorization or regulation shall be in conformity with relevant decisions or recommendations of the Contracting Parties.

2. To this end each Party shall provide for systems of inspection by their competent authorities to assess compliance with authorizations and regulations.

3. The Parties may be assisted by the Organisation, upon request, in establishing new, or strengthening existing, competent structures for inspection of compliance with authorizations and regulations. Such assistance shall include special training of personnel.

4. Each Party shall consider establishing appropriate sanctions in case of non-compliance within its own territories.

I. ARTICLE 7

A title is inserted. The texts of sub-paragraph (e) of paragraph 1 and paragraph 3 of Article 7 are amended as follows:

Article 7
COMMON GUIDELINES, STANDARDS AND CRITERIA

1. ..

(e) Specific requirements concerning the quantities of the substances, listed in annex I, discharged, their concentration in effluents and methods of discharging them.

3. The programmes, measures and action plans referred to in articles 5 and 15 shall be adopted by taking into account, for their progressive implementation, the capacity to adapt and reconvert existing installations, the economic capacity of the Parties and their need for development.
J. ARTICLE 8

A title is inserted and the text of Article 8 is amended as follows:

Article 8
MONITORING

Within the framework of the provisions of, and the monitoring programmes provided for, in article 12 of the Convention, and if necessary in cooperation with the competent international organizations, the Parties shall carry out at the earliest possible date monitoring activities in order:

(a) Systematically to assess, as far as possible, the levels of pollution along their coasts, in particular with regard to the sectors of activities and categories of substances or sources listed in annex I, and periodically to provide information in this respect;

(b) To evaluate the effectiveness of programmes, measures and action plans implemented under this Protocol to eliminate to the fullest possible extent pollution of the marine environment.

K. ARTICLE 9

A title is inserted and the text of Article 9 is amended as follows:

Article 9
SCIENTIFIC AND TECHNICAL COOPERATION

In conformity with article 13 of the Convention, the Parties shall cooperate in scientific and technological fields related to pollution from land-based sources and activities, particularly research on inputs, pathways and effects of pollutants and on the development of new methods for their treatment, reduction or elimination, as well as the development of clean production processes for their reduction and elimination. To this end the Parties shall, in particular, endeavour to:

The following new paragraph is added to Article 9:

(c) Promote access and transfer of environmentally sound technology including clean production technology.
L. ARTICLE 10

A title is inserted and the text of Article 10 is amended as follows:

Article 10
TECHNICAL ASSISTANCE

1. The Parties shall, directly or with the assistance of competent regional or other international organizations, bilaterally or multilaterally, cooperate with a view to formulating and, as far as possible, implementing programmes of assistance to developing countries, particularly in the fields of science, education and technology, with a view to preventing, reducing or, as appropriate, phasing out inputs of pollutants from land-based sources and activities and their harmful effects in the marine environment.

2. Technical assistance would include, in particular, the training of scientific and technical personnel, as well as the acquisition, utilization and production by those countries of appropriate equipment and, as appropriate, clean production technologies, on advantageous terms to be agreed upon among the Parties concerned.

M. ARTICLE 11

A title is inserted as follows:

Article 11
TRANSBOUNDARY POLLUTION

N. ARTICLE 12

A title is inserted and the text of paragraph 1 of Article 12 is amended as follows:

Article 12
SETTLEMENT OF DISPUTES

1. Taking into account article 28, paragraph 1, of the Convention, when land-based pollution originating from the territory of one Party is likely to prejudice directly the interests of one or more of the other Parties, the Parties concerned shall, at the request of one or more of them, undertake to enter into consultation with a view to seeking a satisfactory solution.
O. ARTICLE 13

A title is inserted. The texts of paragraph 1, the first sentence of paragraph 2 and sub-paragraph (d), paragraph 2 of Article 13 are amended as follows:

Article 13
REPORTS

1. The Parties shall submit reports every two years to the meetings of the Contracting Parties, through the Organization, of measures taken, results achieved and, if the case arises, of difficulties encountered in the application of this Protocol. Procedures for the submission of such reports shall be determined at the meetings of the Parties.

2. Such reports shall include, inter alia:

(d) Programmes, measures and action plans implemented in accordance with articles 5, 7 and 15 of this Protocol.

P. ARTICLE 14

A title is inserted. The texts of paragraph 1 and of sub-paragraph (a), (c) and (f), of paragraph 2 of Article 14 are amended as follows:

Article 14
MEETINGS

1. Ordinary meetings of the Parties shall take place in conjunction with ordinary meetings of the Contracting Parties to the Convention held pursuant to article 18 of the Convention. The Parties may also hold extraordinary meetings in accordance with article 18 of the Convention.

2. ...

(a) To keep under review the implementation of this Protocol and to consider the efficacy of the programmes, measures and action plans adopted;

(c) To formulate and adopt programmes and measures in accordance with articles 5, 7 and 15 of this Protocol;

(f) To consider the reports submitted by the Parties under article 13 of this Protocol.
Q. ARTICLE 15

A title is inserted and the text of paragraph 1 of Article 15 is amended as follows:

Article 15
ADOPTION OF REGIONAL PROGRAMMES, MEASURES AND ACTION PLANS

1. The meeting of the Parties shall adopt, by a two-thirds majority, the regional programmes and short-term and medium-term action plans containing measures and timetables for their implementation provided for in article 5 of this Protocol.

The text of paragraph 2 of Article 15 is replaced by the following texts:

2. Regional programmes and action plans as referred to in paragraph 1 shall be formulated by the Organization, considered and approved by the relevant technical body of the Contracting Parties [[recommended for approval by the Meeting of National Coordinators for MED POL]]* within one year at the latest of the entry into force of the amendments to this Protocol. Such regional programmes and action plans shall be put on the agenda for the subsequent meeting of the Parties for adoption. [[approval]]*. The same procedure shall be followed for any additional programmes and action plans.

3. The measures and timetables adopted in accordance with paragraph 1 of this article shall be obligatory for the Parties [which voted for them or which have not notified the Secretariat of an objection within sixty days of the date of their adoption].

4. The Parties which have not [voted for] [accepted] certain measures or timetables [or which have notified an objection in accordance with the preceding paragraph.] shall inform the meeting of the Parties of the provisions they intend to take, it being understood that these Parties may at any time give their consent to these measures or timetables.

R. ARTICLE 16

A title is inserted and the text of paragraph 2 of Article 16 is amended as follows:

Article 16
FINAL PROVISIONS

2. The rules of procedure and the financial rules adopted pursuant to article 24 of the Convention shall apply with respect to this Protocol, unless the Parties to this Protocol agree otherwise.

* The part in double square brackets in this paragraph is changed by the Secretariat for an accurate legal formulation of the text.
S. ANNEX I

Annex I is replaced by a new Annex I as follows:

ANNEX I

ELEMENTS TO BE TAKEN INTO ACCOUNT IN THE PREPARATION OF PROGRAMMES AND MEASURES FOR THE ELIMINATION OF POLLUTION FROM LAND-BASED SOURCES AND ACTIVITIES

This annex contains elements which will be taken into account in the preparation of programmes, measures and action plans for the elimination of pollution from land-based sources and activities referred to in articles 5, 7 and 15 of this Protocol.

Such programmes, measures and action plans will aim to cover sectors of activities listed in section A of this annex. They may also cover groups of substances cutting across the sectors of activities. Substances included in such programmes, measures and action plans will be selected on the basis of the characteristics listed in section B of this annex. Section C of this annex includes various groups of substances selected on the basis of the characteristics listed in Section B. Priorities for action should be established on the basis of relative importance of the impact on public health, the ecosystem and socio-economic cultural conditions. Such programmes should cover point sources, diffuse sources and atmospheric deposition.

A. SECTORS OF ACTIVITIES

The following sectors of activities, not in priority order, will be primarily considered when setting priorities for the preparation of programmes, measures and action plans for the elimination of the pollution from land-based sources and activities:

1. Energy production [from fossil fuel].
2. Fertiliser production.
3. Production and formulation of biocides.
4. Pharmaceutical industry.
5. Refineries.
6. Paper and pulp industry.
7. Cement production.
8. Tanneries.
9. Metal industry.
10. Mining.
11. Shipyards.
12. Textile industry.
13. Electronic industry.
15. Other sectors of the organic chemical industry.
16. Other sectors of the inorganic chemical industry.
17. Touristic establishments.
18. Agriculture.
19. Animal husbandry.
20. Food processing.
22. Treatment of hazardous waste at source.
25. Sewage sludge disposal and waste disposal plants’ residues.
26. Incineration of waste.

[[27. Public and private works which cause physical alteration of the natural state of the coastline.]]*

* The part in double square brackets in this annex is added by the Secretariat in order to put it in line with the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities.
B. CHARACTERISTICS OF SUBSTANCES IN THE ENVIRONMENT

In order to set priorities for substances, the Parties should take into account the characteristics listed below which are not necessarily of equal importance for the consideration of a particular substance or group of substances.

1. Persistency.
2. Toxicity or other noxious properties (e.g. carcinogenicity, mutagenicity, teratogenicity).
4. Radioactivity.
5. The ratio between observed concentrations and no observed effect concentrations (NOEC).
6. Risk of eutrophication of anthropogenic origin.
7. Health effects and risks.
8. Transboundary significance.
9. Risk of undesirable changes in the marine ecosystem and irreversibility or durability of effects.
10. Interference with the sustainable exploitation of living resources or with other legitimate uses of the sea.
11. Effects on the taste and/or smell of products for human consumption from the sea, or effects on smell, colour, transparency or other characteristics of the water in the marine environment.
12. Distribution pattern (i.e. quantities involved, use pattern and liability to reach the marine environment).

C. CATEGORIES OF SUBSTANCES

The following groups of substances were selected on the basis of characteristics listed in section B of this annex. This list will serve as a guidance in the preparation of programmes, measures and action plans for the elimination of pollution from land-based sources and activities.
1. Organohalogen compounds and substances which may form such compounds in the marine environment*.

2. Organophosphorus compounds and substances which may form such compounds in the marine environment*.

3. Organotin compounds and substances which may form such compounds in the marine environment*.


5. Heavy metals and their compounds.

6. Used lubricating oils.

7. Radioactive substances, including their wastes, [when their discharges do not comply with the principles of radiation protection as defined by the competent international organizations, taking into account the protection of the marine environment].


9. Pathogenic microorganisms and algal toxins which could result from eutrophication.

10. Crude oils and hydrocarbons of petroleum origin.

11. Cyanides and fluorides.

12. Non-biodegradable detergents and other surface-active substances.

13. Compounds of nitrogen and phosphorus.

14. Persistent synthetic materials which may float, sink or remain in suspension and which may interfere with any legitimate use of the sea.

15. Any other substance or group of substances having any characteristics listed in section B of this annex.

* With the exception of those which are biologically harmless or which are rapidly converted into biologically harmless substances.
T. ANNEX II

Annex II is deleted.

U. ANNEX III

Annex III is re-numbered as Annex II. Its introductory paragraph and the text of paragraph 6 of section A are amended as follows:

ANNEX II

With a view to the issue of an authorization for the discharge of wastes containing substances referred to in article 6 to this Protocol, particular account will be taken, as the case may be, of the following factors:

A. CHARACTERISTICS AND COMPOSITION OF THE WASTE

6. Concentrations with respect to categories of substances listed in annex I, and other substances as appropriate.

V. ANNEX IV

Annex IV is re-numbered as Annex III. The texts of paragraphs 3 and 5 are amended as follows:

ANNEX III

3. In the case of pollution of the Protocol Area from land-based sources through the atmosphere, the provisions of articles 5 and 6 to this Protocol shall apply progressively to appropriate substances and sources listed in annex I to this Protocol as will be agreed by the Parties.

5. The provisions of annex II to this Protocol shall apply to pollution through the atmosphere whenever appropriate. Air pollution monitoring and modelling using acceptable common emission factors and methodologies, shall be carried out in the assessment of atmospheric deposition of substances, as well as in the compilation of inventories of quantities and rates of pollutant emissions into the atmosphere from land-based sources.
A new Annex IV is added reading as follows:

[ANNEX IV*]

A. BEST AVAILABLE TECHNIQUES

1. The term "best available techniques" means the latest and most effective stage of development of processes and methods of operation which indicate the practical suitability of a particular measure for constituting in principle the basis for limiting values of emissions and general environmental impact.

2. The term "techniques" includes both the technology used and the way in which the installation is designed, built, maintained, operated and dismantled.

3. The term "available" refers to processes developed on a scale which makes it feasible to apply them in the relevant industrial sector under viable economic and technical conditions, while taking into consideration costs/benefits; it shall make no difference whether or not such processes are used or developed in the territory of an interested party, provided that the entrepreneur interested in using them could have access to them under reasonable conditions.

4. The term "best" refers to the most effective processes for obtaining high level of protection of the environment as a whole.

5. In determining the best available techniques, in general or individual cases, special consideration shall be given to:
   (a) the use of processes which produce less waste;
   (b) the use of substances which are less hazardous;

* The Meeting of the Legal and Technical Experts to examine the amendments to the LBS Protocol (Siracusa, 4-6 May 1995) decided that an annex on the "Best available techniques" and "Best environmental practices" should be added to the Protocol. As a result, the meeting decided to use the relevant text adopted by the Contracting Parties to the Paris Convention as the basis for the preparation of the new annex to the Protocol with the understanding that Contracting Parties would send comments and suggestions for changes. The present text of annex IV is therefore the result of the work of the Secretariat and the comments received from the Contracting Parties.
(c) the development of processes for the receiving and recycling of substances used and emitted in the course of the process and the waste, as appropriate;

(d) the comparable processes, equipments or methods of operation which have recently been successfully tried out on an industrial scale;

(e) the technological advances and changes in scientific knowledge;

(f) the nature, impact and volume of the discharges and emissions concerned;

(g) the starting date of operation of both new and existing plants;

(h) the time needed to develop a better technique available;

(i) the consumption and nature of primary resources used (including water) and energy efficiency;

(j) the need to prevent or reduce to a minimum the global input of emissions and environmental risks;

(k) the need to prevent accidents and, if they should occur, to reduce environmental impact;

(l) the flexibility for improvement and easy modification of the applied techniques;

(m) the consideration of the type of disposal along with the best available techniques; and

(n) the compatibility with, or suitability for, local prevailing social, economic and environmental conditions.

B. BEST ENVIRONMENTAL PRACTICE

6. The term "best environmental practice" means the most appropriate combination of measures to prevent diffuse pollution or to ensure that the operation of anti-pollution equipment is carried out in an environmentally safe manner. Best environmental practice includes both practical measures and behaviour which respects the environment on the one hand, and the instruments used to encourage adoption of such measures and behaviour development on the other.
7. In determining the activities the implementation of which must be compatible with best environmental practice, particular consideration should be given to the following elements:

- the precautionary principle;
- environmental risks linked to:
  - the activity itself; and
  - the production, utilisation and definitive elimination of the products used in the framework of this activity; and
- the possibility to modify the activities or to replace them by less polluting ones.

8. The time limits set for complying with the best environmental practice must take into consideration social and economic impact which could result from the diverse rate in the implementation of the best environmental practice.

9. In defining the best environmental practice for a particular diffuse pollution source, attention should at least be paid to:

(a) measures, such as:

(i) making collection systems available to the public for wastes hazardous to the environment; and

(ii) making available systems for the recovery, recycling and/or safe elimination of wastes which would be environmentally unsafe if such systems were not provided; and

(b) behaviour and promotion tools, such as:

(i) the development and application of codes of good behaviour and good environmental practice;

(ii) the provision of information and education to the public and to users about the environmental consequence of choice of products and particular behaviour they adopt;

(iii) the establishment of systems of licensing, involving restrictions or banning of certain practices; and

(iv) the application of economic instruments to limit the environmental impact of activities or the use of certain products.]}