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| <b>Document title</b>  | Draft HELCOM Recommendation on RAP on Marine Litter   |
| <b>Code</b>            | 2-11  |
| <b>Category</b>        | DEC   |
| <b>Agenda Item</b>     | 2 - Matters arising from the subsidiary bodies  |
| <b>Submission date</b> | 11.2.2015   |
| <b>Submitted by</b>    | Executive Secretary   |
| <b>Reference</b>       | Outcome HELCOM 35/2014, Para 4.34; Outcome of HOD 46-2014, Para 4.1-4.7;<br>Outcome of HOD 47-2015-Rev. 1, Para 3. 70 |

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## Background

The HELCOM Copenhagen Ministerial Declaration 2013 includes a commitment to develop a Regional Action Plan on Marine Litter (RAP ML) by 2015 at the latest with the aim of achieving a significant quantitative reduction of marine litter by 2025, compared to 2015, and to prevent harm to the coastal and marine environment. It further specifies that such a plan ought to enable, inter alia, concrete measures for prevention and reduction of marine litter from its main sources, develop common indicators and associated targets related to quantities, composition, sources and pathways of marine litter and to identify the socio-economic and biological impacts of marine litter.

Following decisions taken during the last HELCOM meeting ([Outcome of HELCOM 35-2014](#)), two regional expert workshops have been conducted enabling the development of successively improved drafts of the RAP ML. The 2<sup>nd</sup> draft was presented at the 47<sup>th</sup> Meeting of Heads of Delegation. The Meeting had a first commenting round and decided on the process of finalizing the RAP ML as follows:

- “agreed in general on the palette of measures proposed in the 2nd Draft RAP on ML, differentiation between national and regional measures and proposed operational targets associated to regional measures;
- agreed that the document should be elaborated in the format of a HELCOM Recommendation;
- agreed that the comments should be submitted by the Contracting Parties to the Secretariat preferably by the end of 2014 and not later than 15 January 2015.”

Also in view of the request of various Contracting Parties at the occasion of the HOD 47 meeting, an on-line meeting at governmental level took place on 29 January ([MARINE LITTER 3-2015](#)) to finalize the drafting process of the RAP ML with the intention to submit it to HELCOM 36-2015 for adoption. The Meeting agreed on an improved version of the document ([Annex 2 of the Outcome of MARINE-LITTER 3-2015-Rev.1](#)) and the participants of the Meeting were to contact, if needed, national contacts on the new version of the document, and submit any potential further amendments (by 5 February 2015). Subsequently, the Secretariat was to integrate the final comments into the document for its submission to HELCOM 36-2015 for adoption.

Comments have been received by Estonia, EU, Finland (an overall study reservation in addition to detail comments) and Germany (circulated to the Heads of Delegation and marine litter contacts in a compiled draft document on 11 February as background information).

This document presents the final draft of the RAP ML, for consideration by the Meeting.

In this final draft there are four categories of changes/issues to deal with:

1. the still open issues are reflected as footnotes – they need to be decided on one by one;
2. the comments by the Contracting Parties that require some sort of consent or clarification in the Meeting, study reservations as well as new clarifications by the Secretariat are reflected in the footnotes – they also need to be considered one by one;
3. the remaining comments by the Contracting Parties have already been reflected in the draft; they are shown directly in the text with track changes and do not need to be taken up by the Meeting unless any of the Contracting Parties wishes so;
4. some editorial improvements have been made (not shown as track-changes).

### Action required

The Meeting is invited to:

- discuss and decide on the remaining issues opened for discussion in the document attached;
- adopt the draft HELCOM Recommendation on Regional Action Plan on Marine Litter.



## Baltic Marine Environment Protection Commission

### DRAFT HELCOM RECOMMENDATION 36/X<sup>1</sup>

Adopted X X 2015,  
having regard to Article 20, Paragraph 1 b)  
of the Helsinki Convention

#### ~~HELCOM REGIONAL BALTIC SEA ACTION PLAN ON MARINE LITTER (BSAPRAP ML)~~

#### THE COMMISSION,

**BEING CONCERNED** of the harmful effects of marine litter on the marine ecosystem such as entanglement of biota in marine litter, ingestion of marine litter by marine organisms, litter as potential source of accumulation of toxic substances within the marine food web or pathway for transport and introduction of alien species through transport of marine litter items up to damage and degradation of marine habitats due to the presence of marine litter;

**BEING ALSO CONCERNED** of the harmful effects of marine litter on the human beings, including safety risks caused by marine litter such as sharp items at beaches or entanglement of divers, risk to navigation safety at sea and the potential introduction of toxic and hormonal effective substances in fish and shellfish for human consumption;

**BEING AWARE** of the severity of the marine litter problem in the oceans, while recognizing that more evidence is needed to adequately reflect about the scale of the problem in the Baltic Sea;

**BEING ALSO AWARE** that the main activities contributing to marine litter inputs in the Baltic Sea are deriving from household related/municipal solid waste activities, coastal-based recreational and tourism activities, transport and waste collection/dumping, fishing activities and micro-particles from land-based sources;

**NOTING** at the same time the socio-economic losses that marine litter is causing to many activities of the Baltic Sea, e.g. fishing, shipping, coastal tourism, tidal power activities;

**RECALLING** the United Nations Convention on the Law of the Sea and its obligations for States to protect and preserve the marine environment (Art 192) including to take measures to prevent, reduce and control pollution (Art 194) and related United Nations General Assembly Resolutions on Oceans and the Law of the Sea, recently Resolution A/RES/68/71 (2013) and earlier submissions;

**RECALLING ALSO** the Rio +20 commitment to take action to achieve significant reductions in marine debris by 2025 and the achievement of the goals and strategy objectives of the Honolulu strategy, as outlined in Resolution A/RES/66/288 (2012);

**RECALLING FURTHER** the London Convention 1972 and the 1996 Protocol thereto aiming to promote the effective control of all sources of marine pollution and to take all practicable steps to prevent pollution of the sea by dumping at sea of wastes and other matter generated on land;

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<sup>1</sup> FI has study reservation

**ACKNOWLEDGING** marine litter to be one of the eight contaminant categories of UNEP's Global Programme of Action for the Protection of the Marine Environment from Land-Based Sources (GPA) as well as one of the key issues of the Regional Seas Programme (RSP) of UNEP;

**RECALLING FURTHERMORE** the provisions on ship generated waste management under Annex V of the International Convention for the Prevention of Pollution from Ships (MARPOL 73/78);

**RECALLING** other relevant regional programmes and activities developed in the framework of structures stemming from international agreements such as the Regional Action Plan for Prevention and Management of Marine Litter in the North-East Atlantic (OSPAR Agreement 2014-1);

**RECALLING ALSO** the HELCOM Baltic Sea Action Plan (2007) on encouragement of projects to remove litter from the coastal and marine environment, and related HELCOM Recommendations, among others Recommendation 28E/10 on application of the No-special-fee system to ship-generated wastes and marine litter caught in fishing nets in the Baltic Sea Area and agreement to raise public awareness on the negative environmental and socio-economic effects of marine litter in the marine environment;

**NOTING** related agreed HELCOM actions to reduce litter input in the Baltic Sea environment, especially *via* Recommendations 10/5 concerning guidelines for the establishment of adequate reception facilities in ports (1989); 10/7 concerning general requirements for reception of wastes (1989); 19/14 concerning a harmonized system of fines in case a ship violates anti-pollution regulations (1998); 19/9 (supplemented by 22/1) concerning the installation of garbage retention appliances and toilet retention systems and standard connections for sewage on board fishing vessels, working vessels and pleasure craft (1998) and 31E/4 concerning proper handling of waste/landfilling (2010);

**RECALLING** the HELCOM Moscow Ministerial Declaration (2010) with agreement to take further steps to carry out national and coordinated monitoring of marine litter and identify sources of litter;

**RECALLING ALSO** the 2013 HELCOM Copenhagen Ministerial Declaration for further coherent action in addressing the pollution of the marine environment by litter, prevention and reduction of marine litter from land- and sea-based sources, together with the decision to develop a Regional Action Plan on Marine Litter by 2015 in order to achieve a significant reduction of marine litter by 2025;

**RECALLING** that this complementary approach is without prejudice to the implementation of related regulations and policy initiatives applicable for HELCOM countries being EU members such as EU initiatives, Directives and Regulations, among others, the Waste Framework Directive, the Packaging and Packaging Waste Directive, the Port Reception Facilities Directive, the Landfill Directive, the Water Framework Directive, the Marine Strategy Framework Directive (MSFD), the Bathing Water Directive, the Urban Wastewater Treatment Directive, the Ecodesign Directive and the Common Fisheries Policy Regulation;

**RECALLING** that the provisions of this Recommendation shall be without prejudice to stricter provisions concerning marine litter management contained in other existing or future national, regional or international instruments or programmes;<sup>2</sup>

**TAKING INTO ACCOUNT** **RECALLING** the aspirational target of the European Commission's Communication 'Towards a Circular economy' (COM(2014) 398, 2014) to reduce marine litter by 30 % by 2020 for the ten most common types of litter found on beaches, as well as for fishing gear found at sea, with the list adapted to each of the four marine regions in the EU;

**RECALLING** the related regulation of the Russian Federation, the Federal law on wastes of production and consumption; Water code of the Russian Federation; The law on internal waters, territorial sea and contiguous zone of the Russian Federation; The law on environmental protection of the Russian Federation and subordinated legal acts.

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<sup>2</sup> [Proposal by EU.](#)

**ACKNOWLEDGING** related, including stricter, national and international legislation, provisions, criteria and guidance for marine litter prevention and sustainable management as complementary marine litter approaches;

**RECOMMENDS** to the Governments of the Contracting Parties to the Helsinki Convention to jointly develop, assisted by the relevant HELCOM subsidiary bodies including *via* a lead country approach, appropriate regional actions (collective HELCOM actions) as well as voluntary national actions [as outlined in the Annex to this Recommendation<sup>3</sup>/identified in the BSAP ML] into concrete measures aiming at:

- a) The achievement of a significant quantitative reduction of marine litter by 2025, compared to 2015, and prevention of harm to the coastal and marine environment in the Baltic Sea area as stated in HELCOM Copenhagen Ministerial Declaration 2013;
- b) Prevention of further introduction from land-based and sea-based sources in the Baltic Sea and reduction of marine litter already present in the marine environment and of its potential impact on marine biota, habitats, public health and safety and of its socioeconomic costs;
- c) The enhanced coordination, cooperation and coherent implementation, [on the basis of the list of agreed regional and proposed voluntary national actions]<sup>4</sup>, as outlined in the Annex to this Recommendation;
- d) A complementary regional approach framework under which Contracting Parties can identify where a regional approach can add value to actions on marine litter of individual Contracting Parties, including measures under the MSFD for those HELCOM countries being EU members and as well as under relevant regulations of the Russian Federation, and exchange platform for gaining and sharing information on technical, socio-economic and policy aspects of such actions and, where practical and appropriate, complementary to national MSFD programmes of measures for HELCOM countries being EU members as well as programmes on implementation of related regulations of the Russian Federation;

**DECIDES** to base further work on fundamental principles, as contained in Articles 3, 6, 8, 9 and 15 of the Helsinki Convention, as well as the following approaches:

- a) “Public participation and stakeholder involvement”: Procedures and methods to create awareness for the problems of marine litter and ensuring a sense of public ownership for broad-based support to preventive and removal measures;
- b) “Sustainable consumption and production”: The use of goods and services that respond to basic needs and bring a better quality of life, while minimizing (1) the use of scarce natural resources; (2) the generation of toxic materials; (3) the emissions of pollutants and waste generation over the life cycle of the service of product;
- c) “Best available knowledge and socio-economic effectiveness”: Actions and operational aspirational targets to be based on available knowledge of the predominant amounts, materials, items and sources of marine litter found in the Baltic Sea as well as social and economic costs of degradation compared to the cost and benefits of proposed measures and, where available, costs for non-action;
- d) “Integration”: Marine litter management to be an integral part of the solid waste management to ensure any environmentally sound anthropogenic management including rational use of resources;
- e) “Application of waste hierarchy”: Solid waste management to follow the five-step waste hierarchy, as introduced by the EU legislation in 2008<sup>5</sup>, starting from prevention to preparing for re-use, recycling, other recovery up to final disposal;

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<sup>3</sup> Alternative proposed by DE.

<sup>4</sup> FI propose to delete.

<sup>5</sup> *Waste Framework Directive 2008/98/EC (art. 4).*

- f) "Ecosystem approach": Management of human activities according to the 2003 Joint HELCOM and OSPAR Ministerial Statement on the Ecosystem Approach to the Management of Human Activities;

**RECOMMENDS ALSO to**

- a) develop, by mid-2015, common indicators and associated ~~targets~~ definition of GES<sup>6</sup> related to marine litter for joint application in the years to follow;
- b) identify, by 2015, the way forward to establish coordinated monitoring programmes for the common marine litter indicators including data collection for regular assessment of the state of marine litter in the Baltic Sea area;
- ~~e)~~ report regularly against on the implementation of regional actions and achievement of corresponding target\_ for the first time in [date 2017] according to and thereafter every six years, using the simplified format in Appendix I and on;
- ~~d)c)~~ report regularly against the effectiveness of the implemented actions and achievement of corresponding targets where defined every three years, starting in 2020~~1~~ using the format in Appendix II and thereafter in regular cycles<sup>7</sup>;
- ~~e)d)~~ engage in a dialogue and enhanced cooperation with the business and industry, sea users, local communities and other relevant civil society groups as well as national stakeholders focusing on marine litter, at the appropriate level, to promote the removal of litter from the marine environment in a practical, feasible and environmentally sound manner, to develop best available techniques (BAT) and best environmental practice (BEP), including identification of circumstances of "escapes" of litter into the marine environment as well as new waste management and adaptation practices to achieve a good environmental status; ~~and~~

**RECOMMENDS FURTHER** that the Contracting Parties review and, if necessary, update this Recommendation and its action plan in 2021<sup>8</sup>;

**RECOMMENDS FURTHERMORE** that the Governments of the Contracting Parties to the Helsinki Convention foster cross-sectorial cooperation and seek close cooperation with other relevant regional and global organizations and initiatives to combat marine litter, including UNEP and other Regional Seas Conventions (i.a. OSPAR Commission, Barcelona Convention, Black Sea Commission), the International Maritime Organization, the Convention on Biological Diversity, the Baltic Sea Advisory Council, and River Basin Commissions including via partnerships with the private sector and with non-governmental organizations.

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<sup>6</sup> Clarification by the Secretariat: In the development of core indicators, GES for marine litter will be defined e.g. the number of beach litter particles that is consistent with good environmental status. However, an environmental target in the meaning of a joint reduction target for input or marine litter is referred to in p. 3, paragraph 4, section a).

<sup>7</sup> Clarification by the Secretariat: the chosen dates for the reporting stands for the fact that the HELCOM EU members will report on interim implementation of MSFD PoM in 2018 and will revise their PoM in 2021 and an analysis of the implementation of this Recommendation may contribute to this process. It would also be useful to make an analysis prior 2021 deadline for reaching GES.

<sup>8</sup> Open issue for HELCOM 36/2015 to consider.

## ACTIONS TO REDUCE THE INPUT AND PRESENCE OF MARINE LITTER IN THE BALTIC SEA AS PART OF THE HELCOM ~~REGIONAL BALTIC SEA~~ ACTION PLAN ON MARINE LITTER (~~BRSAP~~ ML)

### 1. Types of actions

The Baltic Sea Action Plan on Marine Litter (BSAP ML) identifies two types of actions aiming at reducing the input and presence of marine litter in the Baltic Sea informed by the findings of main items, materials, amounts and sources of marine litter. Core to this plan are the regional actions, which require a joint approach by HELCOM Contracting Parties and have a large-scale, widespread and transboundary character. These include also actions moving towards concerted actions of the Contracting Parties required to achieve Good Environmental Status but are in the competence of the European Union or other international authorities (e.g. the International Maritime Organization).

The other type of actions aims at information exchange and coordination of measures which are considered to be primarily of national concern and responsibility of the Contracting Parties and are presented in the format of a pick list for the Contracting Parties to voluntarily select for their implementation according to national relevancy.

Both types of actions are treated under three themes: (i) actions to combat land-based and (ii) sea-based sources of marine litter which include also actions on removal and disposal of litter already present in the marine environment and (iii) actions for education and outreach on the topic of marine litter. Producing less litter by means of smart production is treated as an integral theme.

### 2. Regional actions – HELCOM Collective Actions

The following tables compile a number of actions for the Contracting Parties to the Helsinki Convention for joint implementation on the regional scale. Coordination on these collective actions is a key for implementing this Action Plan.

An implementation plan [\[as living document\]<sup>9</sup>](#) will be subsequently prepared following a lead country approach in order to assign the actions to those countries which are willing to develop them further into concrete measures. Targets to be achieved with the implementation of such actions are also contemplated and will be further identified and specified during the implementation of actions. Actions, where cooperation with a view to the OSPAR Regional Action Plan on Marine Litter suggests itself, are marked accordingly (①).

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<sup>9</sup> [Proposed by DE.](#)

## 2.1 Regional actions addressing land-based sources of marine litter

| CODE  | REGIONAL ACTION  | TARGET/OUTPUT  |
|---|--|--|
| <b>General improved waste prevention and management</b> |  |  |
| RL1   | Prepare a HELCOM guide on recommendations on what reference on marine litter to include in national and local waste prevention and waste management plans, i.a. an element highlighting the impacts of marine litter.  | Guide by 2019  |
| RL2<br>(0)  | Provide HELCOM guidelines for best practice routines with regard to cleaning and collection systems to prevent litter from land entering the aquatic environment.  | Guidelines by 2017   |
| RL3<br>(0)  | Share best practice on waste management in order to identify and address loopholes that makes waste turn into marine litter, including:<br>* promotion of the establishment of landfill bans of high caloric wastes (such as plastics) and enforcement of existing regulations in relation to poorly managed landfills (especially for household wastes);<br>* establishment of procedures and manufacturing methodologies in order to reduce emissions into water and soil, including micro-particles.  | Overview report by 2016 on good waste management and loopholes, possible design improvements and extended producer responsibility strategies together with a roadmap of good practices to be applied in HELCOM Contracting Parties.  |
| RL4<br>(0)  | Create dialogue and negotiate on solutions with business and industry to (i) develop design improvements to assist in the reduction of negative impacts of products entering the marine environment in order to develop sustainable solutions, and (ii) reduce over-packaging and promote wise packaging.  | Establishment of a database on good practice examples for sustainable design in cooperation with OSPAR which includes also appropriate communication to the consumer on product descriptions by 2016.  |
| RL5<br>(0)  | Improvement of stormwater management in order to prevent litter, to enter the marine environment including microlitter, from heavy weather events.   | By 2016 at the latest a HELCOM has compiled information and prepared a a guidance document on improvements of stormwater management. This document includes information on Best Available Techniques (BAT) to prevent and reduce sewage and stormwater related waste (including micro litter) entering the marine environment (linkage to OSPAR RAP ML).<br>If appropriate according to findings of the activity, amend HELCOM RECOMMENDATION 28E/5 on municipal wastewater treatment. |
| <b>Measures to tackle top items</b>                     |  |  |
|   | <b>Micro particles</b>   |  |
| RL6<br>(0)  | Establish an overview of the importance of the different sources of primary and secondary microplastics. Evaluate products and processes that include both primary and secondary micro plastics, such as fibres from clothing, assess if they are covered or not by legislation, and act, if appropriate, to influence the legal framework. This must include the engagement with all appropriate sectors such as manufacturers and retailers.<br>With regard to the use of primary microplastics in personal care products formulations the impact on the marine environment should be reduced by applying substitutes. For other areas of applications appropriate solutions need to be defined. | By 2017 HELCOM has gained an overview on what products and applications contain, use and contribute to the input of micro plastics to the Baltic Sea, characteristics have been assessed and solutions together with stakeholder identified.   |
| RL7<br>(0)  | Investigate and promote best available techniques as well as research and develop additional techniques in waste water treatment plants to prevent micro particles entering the marine environment.  | By 2016 HELCOM has compiled information, and prepared a report, of possible BAT in sewage and stormwater treatment technologies for micro particles removal in waste water treatment plants. If appropriate according to findings of the search, amend HELCOM RECOMMENDATION 28E/5 on municipal wastewater treatment.  |

| Sewage related litter including sanitary waste |   |  |
|--|---|--|
| RL8  | Clarify and, if needed, carry out research on the importance of sewage related waste in the upstream waste flows  | By 2016 a report is produced on the implementation of related regulations, missing elements are identified and guidelines for improvement are presented  |
| Expanded Polystyrene (Polystyrene Foam)        |   |  |
| RL9<br>(0)                                     | Compile information on the prevalence, sources and impact of expanded polystyrene (EPS) in the marine environment, and engage with industry to make proposals for alternative solutions (e.g. use of other materials, establishment of deposits, return and restoration systems, overpackaging reduction).  | Voluntary agreements on changes in product design. Strive for adoption of Ecodesign-Directive.   |
| Plastic bags                                   |   |  |
| RL10<br>(0)                                    | Define and implement appropriate instruments and incentives to reduce the use of plastic bags, including the illustration of the associated costs and environmental impacts (e.g. establishment of levies, deposit fees, taxes or bans on plastic bags). <u>Where applicable income generated by levies could go into environmental funds and support the prevention of litter and minimization of the usage of plastic bags</u> . <sup>10</sup> Coordination will be sought with the EU's Proposal for a Directive of the European Parliament and of the Council amending Directive 94/62/EC on packaging and packaging waste to reduce the consumption of lightweight plastic carrier bags. | By 2017 HELCOM Contracting Parties start to coordinate and inform each other about reductions achieved on an annual basis. <u>By 2025 a [xx] <sup>11</sup> % reduction of plastic bags in beach litter is achieved (baseline 2017)</u>   |
| Bottles and containers                         |   |  |
| RL11   | Strive for the harmonized, <u>as appropriate</u> , establishment of deposit refund systems for bottles, containers and cans (glass, plastics and aluminum) in the Baltic Sea area, including the establishment of such systems on board cruise ships and related harbors.   | A workshop has been set up by 2015 in order to start discussions on a Baltic wide harmonization of deposit refund systems.   |
| Actions addressing third parties               |   |  |
| RL12<br>(0)                                    | Encourage, <u>based on in-line with the existing labels such as the</u> EU Ecolabel and the Nordic Ecolabel, <u>exchange with</u> international environmental certification schemes <u>for information and to inclusion of</u> the management and prevention of marine litter in their lists of criteria.   | By 2016 an overview document on what certification schemes could <u>be addressed, which existing criteria could be promoted for potential inclusion in international certification systems together with ways and means how to help approving those. be targeted, what the existing criteria are and what could be approved/added is prepared.</u> |

<sup>10</sup> DK: Denmark has a study reservation on this point.

<sup>11</sup> Open issue for HELCOM 36/2015 to consider. DE: Percentage target for plastic bags in beach litter might need further consideration against i.a. any available data and baseline. Upcoming EU negotiations which generally call for an absolute reduction target of consumption of plastic bags for the EU28 by 2025 should also be kept in mind.

|  |   |  |
|--|---|--|
| RL13<br>(0)                            | HELCOM Contracting Parties to seek cooperation with the River and River Basin Commissions, as appropriate, in order to include impacts of litter on the marine environment from riverine inputs, taking into account <del>activities in the context of the respective river basin management plans and aiming to achieve good ecological and chemical status, in line and beyond the provision</del> <u>the implementation</u> of the Water Framework Directive (WFD) and the Bathing Water Directive, <u>and beyond</u> , when applicable. This cooperation should include the exchange <u>of</u> experience on best practice to prevent litter entering into water systems. | By 2015 HELCOM Contracting Parties will start cooperation with River and River basin Commissions, <u>as appropriate</u> , in order to integrate measures addressing the reduction of littering in river <u>basin management plans followed up by frequent reporting to HELCOM on progress on implementation measures</u> . The integration of such measures to be conducted for the third WFD management period, as appropriate. <u>basins followed up by appropriate reporting to HELCOM on progress on implementation measures</u> <sup>12</sup> |
| <b>Remediation and removal actions</b> |   |  |
| RL14                                   | Map (and highlight) illegal and historic landfills or dumpsites, including where these might be at risk from coastal erosion, and take appropriate action.  | By 2020 a regional-wide map on illegal and historic landfills and dumpsites is produced.   |
| RL15<br>(0)                            | Establish an exchange platform for spreading experiences on good cleaning practices in beaches, including cleaning beaches actions by local communities, riverbanks, pelagic and surface sea areas, ports, marinas and inland waterways, <u>in cooperation with relevant fora</u> . Develop best practice on environmental friendly technologies and methods for cleaning.  | Coordinate with other RSCs in order to set up an exchange platform for spreading experiences on good cleaning practices in the different marine compartments and rivers by 2016.   |

## 2.2. Regional actions addressing sea-based sources of marine litter

| CODE  | REGIONAL ACTION   | TARGET/OUTPUT  |
|---|---|--|
| <b>General improved waste prevention and management</b> |   |  |
| RS1<br>(0)  | Develop and promote best practice in relation to all relevant aspect of waste management (including e.g. waste management on board, waste management at harbors and operational losses/net cuttings).   | Multinational <del>project</del> <u>cooperation</u> , together with the fishing industry and competent authorities, started by 2016 at the latest<br>Sweden potential lead-country |
| RS2   | Development of best practice on the disposal of old pleasure boats (i.e. intentional disposal of the boats at the ending of their lifetime in the sea and on shore)   | Best practice developed by 2017  |
| <b>Actions addressing shipping related waste</b>        |   |  |
| RS3<br>(0)  | Develop best practice in relation to inspections for MARPOL Annex V, including harmonized management of data.   | Best practice developed by 2017  |
| RS4<br>(0)  | Further work on implementation and harmonization of the no-special-fee system, addressing: <ul style="list-style-type: none"> <li>– gaps in existing regulations,</li> <li>– enforcement and practices concerning shipping,</li> <li>– port reception facilities auditing to assess adequacy of garbage collection,</li> <li>– fair waste burden sharing between ports,</li> <li>– promote “Green ship” labelling.</li> </ul> | Starting 2016  |

<sup>12</sup> [Alternative proposal by DE.](#)

| Actions addressing waste delivery in ports/marinas   |  |  |
|--|--|--|
| RS5<br>(0)   | Implementation of the ISO standard (ISO 201070:2013) in relation to port reception facilities. Differentiate according to the size of the port. Promote the development of regional statistics on waste collected in ports.  | 2017   |
| RS6  | Promotion of garbage collection for pleasure crafts by marinas (i.a. Blue Flag Marinas requirements related to the availability of pump-out stations and sustainable waste management)   | Increasing trends in marinas involved in certifications scheme including waste management by 2021                |
| Actions addressing waste related to fishing and aquaculture                                    |  |  |
| RS7<br>(0)   | Through a multinational project, such as the MARELITT Baltic project, together with the fishing industry and other stakeholders, develop and promote best practice in relation to ALDFG and derelict fishing gear and their removal.   | Best Practice developed by 2017, <a href="#">the issues is promoted within HELCOM-EUSBSR cooperation</a>         |
| RS8<br>(0)   | Investigate the use and prevalence of dolly ropes (bunches of polyethylene threads used to protect the cod end of demersal trawl nets from abrasions; synthetic fibre) in the Baltic Sea. Consider the <a href="#">outcome of the study</a> on the impact of dolly ropes currently under development by Netherlands. | Study <a href="#">will be available in 2015 for consideration thereafter</a>                                     |
| RS9<br>(0)   | Identify the options to address key waste items from the fishing and aquaculture industry, which could contribute to marine litter, including deposit schemes and extended producer responsibility.  | 2017   |
| RS10   | Elaborate guidelines on best practices to reduce the input of lost fishing gear to the marine environment; utilize UNEP RSC report on ALDFG as a starting point and focus on regional specifics.   | <b>Reduce the number of nets lost annually by x% by 2020<sup>13</sup></b><br><b>Guidelines developed by 2017</b> |
| RS11<br>(0)  | Based on the risk assessment and identification of accumulation areas initiate removal of ghost nets and their safe management on land.  | Increase <a href="#">reporting on</a> the amounts of <del>reported</del> nets removed and disposed               |
| Actions addressing the escape of litter to the environment from snagging sites/dumping grounds |  |  |
| RS12<br>(0)  | Mapping of snagging sites or historic dumping grounds and a risk assessment for identifying where accumulations pose a threat to the environment and should be removed. Cooperation with the assessment to be developed by HELCOM SUBMERGED by 2016.   | Risk assessment by 2016, mapping by 2018   |
| Remediation and removal measures   |  |  |
| RS13<br>(0)  | Implement passive Fishing for Litter schemes, in consultation with international and regional organizations (e.g. KIMO Baltic Sea, NABU, OSPAR Commission), to collect litter caught in fishing nets during normal fishing activities.   | Increasing trends in the number of vessels from the fishing sector involved in the schemes                       |

<sup>13</sup> Open issue for HELCOM 36/2015 to consider. Denmark cannot at this stage support a quantitative reduction target for the reduction of fishing nets. We suggest to alter the operational target to "Guideline developed by 2017". DE: For further consideration: According to fishery experts this is a reduction target that can hardly be reached by 2020, as baselines for any percentage reduction and information on reasoning for the Baltic Sea is still missing. Proposal by the Secretariat's proposal: "Reduce the number of nets lost annually by 30% by 2020 (baseline 2017)" to go in line with the EU target to reduce fishing gear found at sea by 30%.

### 2.3. Regional actions addressing education and outreach on marine litter

| CODE       | REGIONAL ACTION   | TARGET/OUTPUT                     |
|------------|---|-----------------------------------|
| RE1<br>(0) | Develop best practice in relation to education programs, especially for professional seafarers including fishermen, highlighting the marine litter problem and including codes of practice.   | Best practice developed by 2016   |
| RE2<br>(0) | HELCOM website to be updated periodically based on the input from Contracting Parties on marine litter management activities.   | 2015 initial information uploaded |
| RE3<br>(0) | Develop a communication strategy <del>for this Regional Action Plan on the RAP</del> linked in a coherent way with national initiatives/ <del>measures actions</del> . This will include linking the HELCOM website to relevant projects and initiatives. | 2015                              |
| RE4        | Stimulate dialogue aiming at the development of voluntary agreements between HELCOM Contracting Parties, NGO's and industry to tackle particular problems of marine litter.   | 2016                              |

### 3. Voluntary national actions

The following tables compile a number of proposed actions for the Contracting Parties to the Helsinki Convention ~~for be~~ voluntarily implemented. These actions ~~presented here~~ aim at information exchange and coordination but are primarily of national concern and in the responsibility of the Contracting Parties.

Therefore, the following lists of actions can be seen as a pick list for [suitable /possible]<sup>14</sup> actions which can be chosen, according to national findings, e.g. for inclusion in the national programmes of measures (PoM) to fulfill the requirements of the MSFD for those Contracting Parties which are also EU Member States.

#### 3.1. Voluntary national actions addressing land-based sources of marine litter

| CODE  | PROPOSED NATIONAL ACTIONS  |
|---|--|
| <b>General improved waste prevention and management</b> |  |
| NL1   | National and local waste prevention and waste management plans:<br><ul style="list-style-type: none"> <li>* to include a reference to marine litter</li> <li>* to include an element highlighting the impacts of marine litter</li> <li>* to consider the cleaning and cleansing provision/infrastructure in municipalities by the coast or rivers and to make the necessary improvements to prevent sources and pathways of litter from land entering the aquatic environment</li> <li>* to encourage the development and implementation of Sustainable Public Procurement Policies considering different elements, e.g. management of tourist beaches</li> <li>* to establish ashtrays in public areas such as beaches and outside restaurants, bars, public buildings (inland and along the coasts).</li> </ul> |
| NL2   | Share best practice on waste management in order to identify and address loopholes that makes waste turn into marine litter, including:<br><ul style="list-style-type: none"> <li>* promotion of the establishment of landfill bans of high caloric wastes (such as plastics) and enforcement of existing regulations in relation to poorly managed landfills (especially for household wastes);</li> <li>* establishment of procedures and manufacturing methodologies in order to reduce emissions into water and soil, including micro-particles.</li> </ul>  |

<sup>14</sup> [Alternative proposal by DE.](#)

|   |   |
|---|---|
| NL3                                     | Promote Extended Producer Responsibility Strategies requiring producers, manufacturers, brand owners and first importers to be responsible for the entire life-cycle of the product with measures prioritizing the hierarchy of waste management in order to encourage companies to design products with long durability for reuse, recycling and materials reduction in weight and toxicity. Focus to be made on items frequently found in the marine environment.   |
| NL4                                     | Improvement of stormwater management in order to prevent litter, including microlitter, from heavy weather events and to enter the marine environment.  |
| <b>Measures to tackle top items</b>     |   |
|   | <b>Micro particles</b>  |
| NL5                                     | Encourage voluntary reporting of companies on their products formulas (i.e. that they do not contain micro particles) towards HELCOM Contracting Parties. Bring in certification schemes, such as Blue Angel, EU Ecolabel, Nordic Ecolabel, etc.  |
| NL6                                     | Establish an overview of the importance of the different sources of primary and secondary microplastics. Evaluate products and processes that include both primary and secondary micro plastics, assess if they are covered or not by legislation, and act, if appropriate, to reduce the potential impact on the marine environment and to influence the legal framework. This must include the engagement with all appropriate sectors such as manufacturers and retailers. With regard to the use of primary microplastics in personal care products formulations the possible impact on the marine environment should be reduced by applying substitutes. For other areas of applications appropriate solutions need to be defined. |
|   | <b>Sewage related litter including sanitary waste</b>   |
| NL7                                     | Clarify and, if needed, carry out research on the importance of sewage related waste in the upstream waste flows (i.e. sewage treatments applied, efficiency of the treatments, existence of untreated sewage, storm water influence, psychology behind people's behavior related to flushing the toilet, identification of missing elements).  |
|   | <b>Plastic bags</b>   |
| NL8                                     | Support local pilot projects phasing out, replacing, and reducing single-use plastic bags. Strive for voluntary agreements with retailers and supermarkets to set an objective of reduction of plastic bags consumption.  |
|   | <b>Bottles and containers</b>   |
| NL9                                     | Call for the establishment of deposit refund systems for bottles, containers and cans (glass, plastics and aluminum), including the establishment of such systems on board cruise ships and related harbors. Encourage refill systems and recycling, e.g. bulk and refill/reusable container for dry food and cleaning products.  |
| <b>Actions addressing third parties</b> |   |
| NL10                                    | Encourage, in line with the EU Ecolabel and the Nordic Ecolabel, international environmental certification schemes to include the management and prevention of marine litter in their lists of criteria.  |
| NL11                                    | Seek cooperation with the River and River Basin authorities in order to include impacts of litter on the marine environment from riverine inputs, taking into account <del>activities in the context of the implementation the respective river basin management plans and aiming to achieve good ecological and chemical status, in line and beyond the provisions</del> of the Water Framework Directive (WFD) and the Bathing Water Directive, <del>and beyond</del> , when applicable. This cooperation should include the exchange experience on best practice to prevent litter entering into water systems.  |
| <b>Remediation and removal measures</b> |   |
| NL12                                    | Map (and highlight) illegal and historic landfills or dumpsites, including where these might be at risk from coastal erosion, and take appropriate action.  |
| NL13                                    | Establish an exchange platform for spreading experiences on good cleaning practices in beaches, including cleaning beaches actions by local communities, riverbanks, pelagic and surface sea areas, ports, marinas and inland waterways, <del>in cooperation with relevant fora</del> . Develop best practice on environmental friendly technologies and methods for cleaning.  |
| NL14                                    | Coordinate with other RSCs in order to set up an exchange platform for spreading experiences on good cleaning practices in the different marine compartments and rivers <del>by 2016</del> .  |

### 3.2. Voluntary national actions addressing sea-based sources of marine litter

| CODE  | PROPOSED NATIONAL ACTIONS  |
|---|--|
| <b>General improved waste prevention and management</b>                                 |  |
| NS1   | Ensure the full implementation of HELCOM Convention Article 8 (Annex IV), especially Regulation 6; <del>Mandatory discharge of all wastes to port reception facilities, including implementation with regards to smaller ship types like fishing vessels, and Article 9 on adequate reception facilities for pleasure craft / in line with related international agreements such as MARPOL IV and related EU legislation (59/2000/EG) with regard to discharge of wastes to port reception facilities, and Article 9 on adequate reception facilities for pleasure crafts.</del> |
| <b>Actions addressing shipping related waste</b>  |  |
| NS2   | Improve and follow-up enforcement of MARPOL Annex V.   |
| <b>Actions addressing waste delivery in ports/marinas</b>                               |  |
| NS3   | Ensure and gather information on the implementation in ports of HELCOM Recommendation 28E/10: <b>Application of the no-special-fee system to ship-generated wastes and marine litter caught in fishing nets in the Baltic Sea area.</b> <sup>15</sup>  |
| NS4   | Promotion of garbage collection for pleasure crafts by marinas (i.a. Blue Flag Marinas requirements related to the availability of pump-out stations and sustainable waste management).  |
| <b>Actions addressing waste related to fishing and <b>aquaculture</b></b> <sup>16</sup> |  |
| NS5   | Improve enforcement of EU Regulation 404/2011 on gear marking.   |
| NS6   | Improve enforcement of EU Regulation 1224/2009 on reporting lost gear.   |
| NS7   | Enhance resource efficiency by facilitating markets and applications for plastic waste from the fishing and shipping industry (e.g. by bringing together producers of waste and recycling companies) by looking at specific items and differences in materials, including giving value to waste streams by financial incentives.   |
| NS8   | Based on the risk assessment and identification of accumulation areas initiate removal of ghost nets and their safe management on land.  |
| <b>Remediation and removal actions</b>  |  |
| NS9   | Promote removal of lost fishing gear.  |
| NS10  | Encourage fishing vessels to be involved in passive Fishing for Litter schemes, where they are available.  |

### 3.3. Voluntary national actions addressing education and outreach on marine litter

| CODE | PROPOSED NATIONAL ACTIONS  |
|------|--|
| NE1  | Promote and undertake education activities on marine litter in synergy with existing initiatives in the field of sustainable development and in partnership with civil society (including activities related to prevention and promotion of sustainable consumption and production).   |
| NE2  | Identify and promote curricula for marine related education, including both professional seafarers and the recreational sector (e.g. diving and sailing schools), which develop awareness, understanding, and respect for the marine environment and secure commitment to responsible behavior at personal, local, national and global level.  |
| NE3  | Encourage participation in International, EU and National Marine Litter Cleanup Campaigns.   |
| NE4  | Promote the "Adopt a beach" system.  |
| NE5  | Raising public awareness, including for children and youths and consumer campaigns, on the occurrence, and prevention of marine litter (e.g. to use ashtrays in public areas inland and along the coast), including micro particles, taking into account existing materials (e.g. Marlisco Project) and accompanied by image campaigns addressing threats/impact to marine life from various litter items. |

<sup>15</sup> DK has a study reservation. Clarification by the Secretariat – this is a title of the existing HELCOM Recommendation

<sup>16</sup> DE: The views of the EU would be appreciated: These four national proposals are to be considered in the context of lost nets; two relate to EU legislation already in force.

|     |   |
|-----|---|
| NE6 | Enhance cooperation and coordination with global marine initiatives such as: <ul style="list-style-type: none"><li>– The UNEP’s Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (GPA-Marine);</li><li>– Regional Seas Action Plans;</li><li>– The Global Partnership on Waste Management (GPWM); and</li><li>– The Honolulu Commitment and the Honolulu Strategy on marine debris.</li></ul> |
| NE7 | Develop image campaigns addressing threats to marine life by cigarette filters.   |

|   |              |
|---|--------------|
| <b>Country</b>                                    |              |
| <b>Date</b>                                       |              |
| <b>Contact person</b>                             |              |
| <b>Affiliation</b>                                |              |
| <b>E-mail</b>                                     |              |
| <b>Telephone</b>                                  |              |
| <b>Skype</b>                                      |              |
| <b>Type of action <sup>1</sup></b>                |              |
| <b>Code of action <sup>2</sup></b>                |              |
| <b>Action</b>                                     |              |
| <b>Implementation period</b>                      | From:<br>To: |
| <b>Status</b>                                     |              |
| <b>Description of the action</b>                  |              |
| <b>Responsible organization</b>                   |              |
| <b>Other organizations involved</b>               |              |
| <b>Geographical area covered</b>                  |              |
| <b>URL to the initiative</b>                      |              |
| <b>Type of marine litter targeted<sup>3</sup></b> |              |
| <b>Compartment targeted<sup>4</sup></b>           |              |
| <b>Source targeted<sup>5</sup></b>                |              |

1 - Please select accordingly: L –actions addressing land-based sources of marine litter; S – actions addressing sea-based sources of marine litter; ;E – actions addressing education and outreach on marine litter.

2 - If the action is listed in the Recommendation, please provide its code. Otherwise, leave the space in blank.

3 - Select from the following keywords, the best that adjust to the types of marine litter targeted by the action. If none is appropriate please indicate “other” and provide further details:

| <b>Keyword</b>        | <b>Description</b>  |
|-----------------------|---|
| ALDFG                 | Abandoned, lost or otherwise discarded fishing gear   |
| Food related waste    | Food and beverage related waste, i.a. plastic and glass bottles, “six-pack” rings, plastic caps/lids, disposable cutlery and cups, straws |
| Plastic bags          | Single use plastic bags and shopping bags   |
| Plastic waste         | All type of plastic waste. Indicate as appropriate: macro-, meso- (5 mm and 2,5 cm in size), micro-plastics or plastic microbeads         |
| Sanitary waste        | Household sanitary waste, i.a. sanitary pads and/or tampons, diapers, razors, cotton bud sticks   |
| Smoking related waste | Disposable lighters, cigar tips, cigarette butts  |

4 - Please select accordingly: beach, water column, water surface, sea bed, tidal flat, river bank, shipwreck, sediment, biota.

5 - Please indicate which land-based or sea-based source of marine litter is addressed by the action.

## Appendix II – Reporting format on the effectiveness of the implemented actions

|   |              |
|---|--------------|
| <b>Country</b>                                    |              |
| <b>Date</b>                                       |              |
| <b>Contact person</b>                             |              |
| <b>Affiliation</b>                                |              |
| <b>E-mail</b>                                     |              |
| <b>Telephone</b>                                  |              |
| <b>Skype</b>                                      |              |
| <b>Type of action<sup>1</sup></b>                 |              |
| <b>Code of action<sup>2</sup></b>                 |              |
| <b>Action</b>                                     |              |
| <b>Implementation period</b>                      | From:<br>To: |
| <b>Status</b>                                     |              |
| <b>Description of the action</b>                  |              |
| <b>Responsible organization</b>                   |              |
| <b>Other organizations involved</b>               |              |
| <b>Geographical area covered</b>                  |              |
| <b>URL to the initiative</b>                      |              |
| <b>Type of marine litter targeted<sup>3</sup></b> |              |
| <b>Compartment targeted<sup>4</sup></b>           |              |
| <b>Source targeted<sup>5</sup></b>                |              |
| <b>Cost of the initiative</b>                     |              |
| <b>Financing source</b>                           |              |
| <b>Challenges<sup>6</sup></b>                     |              |
| <b>Results achieved</b>                           |              |
| <b>Results expected</b>                           |              |
| <b>Negative impacts</b>                           |              |
| <b>Next steps</b>                                 |              |
| <b>Comments</b>                                   |              |

1 - Please select accordingly: L – actions addressing land-based sources of marine litter; S – actions addressing sea-based sources of marine litter; E – actions addressing education and outreach on marine litter.

2 - If the action is listed in the Recommendation, please provide its code. Otherwise, leave the space in blank.

3 - Select from the following keywords, the best that adjust to the types of marine litter targeted by the action. If none is appropriate please indicate “other” and provide further details:

| <b>Keyword</b>        | <b>Description</b>  |
|-----------------------|---|
| ALDFG                 | Abandoned, lost or otherwise discarded fishing gear   |
| Food related waste    | Food and beverage related waste, i.a. plastic and glass bottles, “six-pack” rings, plastic caps/lids, disposable cutlery and cups, straws |
| Plastic bags          | Single use plastic bags and shopping bags   |
| Plastic waste         | All type of plastic waste. Indicate as appropriate: macro-, meso- (5 mm and 2,5 cm in size), micro-plastics or plastic microbeads         |
| Sanitary waste        | Household sanitary waste, i.a. sanitary pads and/or tampons, diapers, razors, cotton bud sticks   |
| Smoking related waste | Disposable lighters, cigar tips, cigarette butts  |

4 - Please select accordingly: beach, water column, water surface, sea bed, tidal flat, river bank, shipwreck, sediment, biota.

5 - Please indicate which land-based or sea-based source of marine litter is addressed by the action.

6 - Please provide a brief description of the challenges encountered: technical, logistical, political, financial, institutional and cultural if appropriate.

### Appendix III – Definition of terms for the purpose of this Recommendation

- a) “Abandoned, lost or otherwise discarded fishing gear or parts thereof” (ALFDG) or “Derelict fishing gear” (DFG) are the collective terms for commercial and recreational fishing gear that has been abandoned, lost or otherwise discarded into the marine environment and causes negative biological impacts through, e.g. unintentional catches of fish (a process which is often referred to as “ghost fishing”), coverage of sensitive habitats and/or fragmentation into micro-particles that could enter the food chain;
- b) “Fishing for litter” means the collection of marine litter and its subsequent landing in ports and proper disposal by fishermen, whether “passive” (litter is collected during their regular fishing activities) or “active” (litter is collected by fishermen on duty for that specific purpose);
- c) “Fishing gear” includes all items/elements onboard fishing vessels that are used for fishing purposes, including fish aggregating devices (FADs);
- d) “IUU fishing gear” means any fishing gear, marked or not marked, used for the purpose of illegal, unreported and unregulated fishing;
- e) “Marine litter” means any persistent, manufactured or processed solid material discarded, disposed of or abandoned in the marine and coastal environment. Marine litter consists of items that have been made or used by people and deliberately discarded or unintentionally lost into the sea and on beaches including such material transported into the marine environment from land by rivers, draining or sewage systems or winds. For example, marine litter consists of plastics, wood, metals, glass, rubber, clothing, paper, etc. This definition does not include semi-solid remains of, for example, mineral and vegetable oils, and chemicals that sometimes litter sea and shores;
- f) “Macro litter” means the fraction of marine litter of more than 2,5 cm in size;
- g) “Micro litter” means the fraction of marine litter of less than 5 mm in size with a further division into “Large Micro Particles” (1-5mm) and “Small Micro Particles” (<1mm);
- h) “Personal care product” means an article intended to be rubbed, poured, sprinkled, or sprayed on, introduced to, or otherwise applied to, the human body or any part thereof for cleansing, beautifying, promoting attractiveness, or altering the appearance and an article intended for use as a component of such an article;
- i) “Primary microplastics” means plastics produced in microscopic size either for the direct use in products (such as microbeads used, e.g. in cosmetic peeling products or for cleaning purposes of ship hulks) or indirect use (such as pre-productions pellets or nurdles);
- j) “Secondary microplastics” means the fraction of microplastics in the marine environment which results from the breakdown of larger items in numerous tiny fragments due to mechanical forces and/or photochemical processes, as well as from other degradation sources such as fibres in wastewater from washing clothes and particles of rubber lost from tyres due to normal wear.