



Document title	Revision of HELCOM Recommendation 33/2
Code	5-2
Category	DEC
Agenda Item	5 – HELCOM Response Manual and Recommendations
Submission date	6.2.2020
Submitted by	Sweden
Reference	

*Note that this document was submitted after the established deadline.
It will be decided by the Meeting whether the document can be discussed or is postponed to the next meeting.*

Background

The SHORE Network 3-2019 agreed that there is a need to revise the HELCOM Recommendation 33/2 on “Co-operation in response to spillages of oil and other harmful substances on the shore” although; the meeting noted that the recommendation, to a large extent, had already been implemented.

Currently, one of the main challenges for shore response is the low level of ambition among the Contracting Parties. The necessary organisational structures are in place, but participation and commitment is still weak among several CP’s. Some Contracting Parties have still not identified a national contact point for the co-operation, and hence do not fulfil the requirements in the amended Annex VII of the Helsinki Convention.

The revised Recommendation could therefore aim to act as a political reminder that response on shore has become a mandatory area for co-operation within the HELCOM Response Working Group and all CP’s should prioritise active participation accordingly.

RESPONSE 26-2019 tasked the SHORE Network to develop a proposed revision of the recommendation. A first draft has been developed by Sweden and SHORE Network 4-2020 is suggested to jointly finalize the proposed HELCOM Recommendation at the meeting.

The HELCOM Recommendation 33/2 was adopted in March 2012, describing the relevant needs and challenges of that time. The purpose was to support the development of important organisational structures within HELCOM Response dealing specifically with response on shore, such as:

- the establishment of a new HELCOM Response expert working group for response on shore (EWG SHORELINE, 2012-2014)
- The development of the new Response Manual for response on shore, Volume III (adopted in 2014)
- Drafting the amendment of the Annex VII of the Helsinki Convention (adopted in 2015).

After the EWG-SHORELINE mandate period ended, the shore response co-operation has continued in EWG-SHORE (2014-2016) and today in the SHORE Network (2016-). The groups’ tasks over the years have specifically addressed many of the recommendations and needs addressed in the HELCOM Recommendation 33/2.

As the shore response work matures and becomes increasingly formalised within HELCOM Response the HELCOM Recommendation should aim to provide general guidance and overarching intentions for the co-

operation, rather than detailed management. A more strategic and overarching revised HELCOM Recommendation could:

- reduce the need for frequent revisions,
- reduce the risk to provide parallel and conflicting management or objectives,
- provide strategic guidance, while leaving the operational implementation for HELCOM Response and the Contracting Parties,
- contribute with input to the Strategic Development Priorities (SDP's), referring to a suggestion described in documents 12-1 and 12-2, RESPONSE 27-2020,
- strengthen the relatively new processes for shore response within HELCOM Response, and to ensure that all Contracting Parties contribute adequately.

Action requested

The meeting is invited to

- continue working on the suggestion by Sweden and finalize a draft for RESPONSE 27-2020.

HELCOM 33/2012, Annex 4

HELCOM Recommendation 33/2

For increased transparency of the process, this paper includes two documents. The first one shows the original HELCOM Recommendation 33/2, with tracked changes, comments and suggestions. The second is a draft of the revised Recommendation and is based on the suggestions in the first one.

HELCOM Recommendation 33/2

Adopted 6 March 2012

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

CO-OPERATION IN RESPONSE TO SPILLAGES OF OIL AND OTHER HARMFUL SUBSTANCES ON THE SHORE

THE COMMISSION,

RECALLING Article 14 and Annex VII of the 1992 Helsinki Convention on response to pollution incidents at sea, as well as HELCOM Response Manual, defining, *inter alia*, procedures and principles for requesting and providing assistance in case of a major spillage of oil or other hazardous substance at sea and on shore;

Commented [DS1]: Is this referal still correct since the latest amendment?

RECALLING FURTHER the HELCOM Baltic Sea Action Plan, requiring the Contracting Parties to identify the need for and finalize the quantification of countermeasures for shoreline response, and to prepare concrete plans/programmes for fulfilling them by 2013;

Commented [DS2]: Suggest to delete

RECALLING ALSO HELCOM Recommendation 28E/13 "Strengthening of sub-regional co-operation in response field", requiring the Contracting Parties to integrate shoreline response into national contingency plans, and cooperate by conducting trainings and organizing exchange programmes to ensure swift and adequate response capacity and to develop best practices, as well as HELCOM Recommendation 31E/6 "Integrated wildlife response planning in the Baltic Sea area";

Commented [DS3]: Suggest to delete

APPRECIATING the work of the International Maritime Organization (IMO) regarding oil spill preparedness and response, including shoreline response, and **WELCOMING** the IMO Manual on Assessment of Oil Spill Risks and Preparedness, providing good strategic guidance for developing oil spill response capacity, and addressing, among others, shoreline protection and clean-up;

Commented [DS4]: Suggest to delete

TAKING INTO ACCOUNT Council Decision 2007/779/EC of 8 November 2007 establishing a Community Civil Protection Mechanism and Council Conclusions adopted on 27 November 2008 calling for civil protection capabilities to be enhanced by a European mutual assistance system building on the civil protection modular approach;

Commented [DS5]: Suggest to delete,

While RECOGNIZING the substantial and continuous efforts by the Contracting Parties to develop and maintain adequate resources to efficiently respond to pollution accidents at sea,

REMAINING CONSCIOUS that there are factors, such as confined character of the Baltic Sea waters or weather conditions, which may make it impossible to prevent the pollution reaching the shore;

Commented [DS6]: Suggest to keep

BEING AWARE of possible devastating consequences connected to the polluted shoreline, including destruction of vulnerable ecosystems and putting at risk socio-economic well-being of people living in the coastal areas;

Commented [DS7]: Suggest to keep

RECOGNIZING that experience in responding to a major pollution incident requiring resources outside a country has clearly demonstrated the critical importance of administrative procedures to facilitate rapid provision of assistance and deployment of human resources and equipment;

Commented [DS8]: Suggest to delete, refer to Response Manual

In this respect **RECALLING** IMO Resolution A.983(24) "Guidelines for facilitation of response to a pollution incident" addressing co-operation to facilitate the prompt provision of mutual assistance in the event of pollution incident;

Commented [DS9]: Suggest to delete

APPRECIATING ~~that there are already some~~ resources available in the Baltic Sea countries to deal with pollution at the shore, including ~~material equipment and personnel~~, sensitivity maps and integrated decision support tools incorporating all relevant information needed during the pollution accident;

DESIRING that, similarly to the well-functioning regional system to respond to pollution accidents at sea, permanent cooperation in responding to shoreline pollution in the Baltic Sea is established and promoted, including constantly working on building adequate ~~shoreline~~ response capabilities ~~on shore~~;

Commented [DS10]: Keep but revise.

RECOGNIZING that for such cooperation in shoreline response to become region-wide, effective and operational, the scope of the Helsinki Convention as well as of HELCOM Response Manual needs to be extended to enable requesting and providing international shoreline clean-up assistance and dealing with practicalities of such assistance;

Commented [DS11]: Suggest to delete

AGREES to extend in 2013 the scope of the Helsinki Convention to cooperation on shoreline response with the aim to ensure that:

- adequate equipment and expertise in the Baltic Sea countries to respond to pollution at the shore is put in place,
- response to pollution at shore is integrated with overall contingency planning,
- a Baltic Sea State can ask for assistance from another Baltic Sea State when dealing with pollution at the shore,
- Contracting Parties exchange information regarding their systems for shoreline pollution;

Commented [DS12]: Suggest to delete. Recommendations should be written in a more general way and have a longer time span. Detailed tasks belong in work plans or ToR or equivalent.

RECOMMENDS the Contracting Parties to undertake the necessary measures to develop and put in place by 2013 a shoreline response plan integrated with existing contingency plan(s), taking into account the following best practices in the planning process:

- a) areas of high environmental, economic and cultural significance are prioritized in advance based on the mapping of the sensitivity to accidental oil pollution, with the understanding that further prioritization may take place in a real time situation;
- b) baseline data on those priority areas are collected and collated;
- c) a plan for assessment of environmental damage and reinstatement of the environment following spills is developed in advance and form part of the integrated shoreline response plan; the plan indicates immediate and longer term assessment actions, data collection protocols, sampling methodologies, standard operating procedures, laboratory analysis, etc.; IMO/UNEP Guidance Manual on the Assessment and Restoration of Environmental Damage following Marine Oil Spills provides generic advice to assist the development of such a plan;
- d) waste management plan is put in place;
- e) all institutions and entities involved in response, assessment and restoration activities are identified and clear responsibilities are assigned.

Commented [DS13]: Suggest to delete. Take care of these in the Manual or the EWG SHORE. Too much detail for a recommendation.

RECOMMENDS FURTHER the Contracting Parties to constantly work on increasing and maintaining their capabilities for ~~shoreline~~ response ~~on shore~~, including technical resources and expertise with the aim to

sufficiently protect environmental resources sensitive to oil in prioritized areas against pollution, and to ensure that:

Commented [DS14]: Suggest to keep this part only.

- a) designated authorities are alarmed without any delay in case of a threat of shoreline pollution so that the resources can be mobilized at an early stage;
- b) response action on the site of the spill is well organized, adequate and substantial and taken as soon as possible;
- c) response action, including cleanup method and the resources are adequate;
- d) common basic standards on health and safety and decontamination are defined.

Commented [DS15]: Suggest to delete

RECOMMENDS FURTHERMORE that the need for assistance from volunteers in shoreline clean-up is analysed in advance by relevant authorities, and if such assistance is decided, necessary measures are undertaken to set up in advance a well-organized and trained national volunteers' structure;

Commented [DS16]: Suggest to delete.

These kinds of details should be included in the manual

RECOMMENDS ALSO the Contracting Parties to exchange information and develop knowledge on shoreline clean-up and treatment techniques appropriate for the shoreline types and coastal environmental settings in the Baltic Sea region, including through conducting international shoreline response exercises;

Commented [DS17]: Suggest to delete.

Already taken care of within the SHORE Network and new convention.

REQUESTS the HELCOM Response Group to map existing shoreline response resources available for international assistance in the Baltic Sea by 2013, and in doing so consider and develop the most suitable ways to define the resources that can be requested, for instance to consist of modules whereby for each module tasks, capacities, components, and degree of self-efficiency and interoperability are defined;

Commented [DS18]: Suggest to delete.

Resources are listed in the Manual (as an annex).

REQUESTS FURTHER the Response Group to include information on shoreline response resources available in the Contracting Parties in the HELCOM Response Manual and in addition to make use of the common HELCOM map and data GIS service to facilitate the exchange of information, including for mapping of shoreline response resources in the Baltic Sea.

Commented [DS19]: Suggest to delete.

This has been tried and considered unrealistic to achieve.

Additional recommendations suggested to be included in the revised recommendation:

- Contracting Parties should identify the relevant national actors and prioritize their active participation in the SHORE Network.
- To continuously actualize information of administrative and operational relevance in the Response Manual.

A REVISED HELCOM RECOMMENDATION 33/2

Based on the suggestions above this draft is presented for discussion and further editing by SHORE Network 4-2020.

CO-OPERATION IN RESPONSE TO SPILLAGES OF OIL AND OTHER HARMFUL SUBSTANCES ON THE SHORE

THE COMMISSION,

RECALLING Article 14 and Annex VII of the 1992 Helsinki Convention on response to pollution incidents at sea, as well as HELCOM Response Manual, defining, *inter alia*, procedures and principles for requesting and providing assistance in case of a major spillage of oil or other hazardous substance at sea and on shore;

While RECOGNIZING the substantial and continuous efforts by the Contracting Parties to develop and maintain adequate resources to efficiently respond to pollution accidents at sea,

REMAINING CONSCIOUS that there are factors, such as confined character of the Baltic Sea waters or weather conditions, which may make it impossible to prevent the pollution reaching the shore;

BEING AWARE of possible devastating consequences connected to the polluted shoreline, including destruction of vulnerable ecosystems and putting at risk socio-economic well-being of people living in the coastal areas;

APPRECIATING the resources available in the Baltic Sea countries to deal with pollution at the shore, including material equipment and personnel, sensitivity maps and integrated decision support tools incorporating all relevant information needed during the pollution accident;

DESIRING that, similarly to the well-functioning regional system to respond to pollution accidents at sea, permanent cooperation in responding to shoreline pollution in the Baltic Sea is established and promoted, including constantly working on building adequate response capabilities on shore;

RECOMMENDING Contracting Parties to identify the relevant national actors and prioritize their active participation in the SHORE Network;

RECOGNIZING the need to continuously actualize information of administrative and operational relevance in the Response Manual;

RECOMMENDS FURTHER the Contracting Parties to constantly work on increasing and maintaining their capabilities for response on shore, including technical resources and expertise with the aim to sufficiently protect environmental resources sensitive to oil in prioritized areas against pollution.