

# **MEDEXPOL 2007**

# Regional Seminar on Illicit Discharges from Ships and Prosecution of Offenders

27-30 November 2007, Marseilles (France)



# <u>REPORT</u>

## **JANUARY 2008**

## **CONTENTS**

I- AIMS OF THE SEMINAR	p.2
I.1. Profiles of lecturers	p.2
	p.2
	pe Seminarp.3

II- ORGANIZATION OF THE SEMINARp.	3
II.1. Opening of the Seminarp.	.3
II.2. Presentationsp.	
II.3. Conclusionp.	.20
Acknowledgmentp.	.21

#### **INTRODUCTION**

In 2005, the Contracting Parties to the Barcelona Convention had adopted a Regional Strategy for the Prevention of, and Response to Marine Pollution from Ships (14<sup>th</sup> meeting of the Contracting Parties to the Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean, Portoroz (Slovenia), 8-11 November 2005 [ref. UNEP(DEC)/MED IG.16/3)]. The Strategy aims at providing a framework for the implementation of the Protocol concerning Co-operation in Preventing Pollution from Ships and, in Cases of Emergency, Combatting Pollution of the Mediterranean Sea, which was adopted in 2002. In addition to combatting incidental marine pollution from ships, this Protocol also integrates issues relating to prevention and monitoring of pollution from ships, in particular operational pollution.

The strategy is made up of 21 specific objectives to be achieved by 2015; one of these is a better implementation as well as the prosecution of discharge offenders (Objective 4.7) in the region.

In this regard, REMPEC has been requested to disseminate information on the implementation and enforcement of legislation to all staff dealing with these issues as well as to legal experts, prosecutors and magistrates. This would improve the handling and processing of cases of illegal discharges before the courts. To this end, the Centre organized a regional seminar (MEDEXPOL 2007) dealing specifically with the legal issues relating to illegal discharges from ships.

Furthermore, the theme of the regional seminar fits in the wider training framework launched by the Centre, following the adoption of the Protocol and of the Strategy, on the issue of operational pollution from ships. A European workshop on satellite imagery was organized by REMPEC in 2003 (MEDIPOL 2003, Toulon, France, 1–4 October 2003) and remote sensing was selected for MEDEXPOL 2005 training (Cyprus, 17-20 October 2005), following the recommendations made by the working groups of the Regional workshop on prevention and monitoring of pollution from ships in the Mediterranean, which was organized by REMPEC at Ancona (Italy) in November 2004.

## I- <u>AIMS OF THE SEMINAR</u>

The aims assigned to MEDEXPOL 2007 Seminar were:

- to provide the participants with accurate information on the various technical and legal aspects of the issue of operational pollution from ships,
- to integrate the viewpoint and environmental practices of the maritime industry in the debate,
- to share with the participants the wealth of experiences generated both within and with out the Mediterranean region,
- to facilitate an open dialogue between participants so as to promote cooperation, at the national level, among authorities in charge of investigation and prosecution,
- to promote cooperation between the Mediterranean States in the fields of monitoring, investigation and prosecution.

## I. 1 Profiles of Lecturers

In order to achieve the Seminar's results, the programme integrated short presentations with specific targets, prepared and delivered by lecturers representing the main players dealing with the issues on the agenda. Representatives from international (IMO and UN/DOALOS) and regional organizations (REMPEC), programme officers from the European Union (European Commission, European Maritime Safety Agency– EMSA – and the Joint Research Centre – EC JRC), representatives of the shipping industry (OCIMF ; CMA-CGM), international and academic experts, national authorities in charge of investigations and reporting of violations as well as magistrates from various countries have shared, through their presentations, their expertise with the participants. The full list of lecturers is included in **Annex 1**.

## I.2. Profiles of Participants

In view of the specific nature of the Seminar and its aims, it was important to ensure that the participants designated by the Contracting Parties come from their respective judicial authorities and/or their national authorities in charge of the implementation/enforcement of legislation relating to illegal discharges from ships. Hence, and in accordance with specific objective 4.7 of the Regional Strategy referred to in introduction, REMPEC invited the "Prevention" focal points of the Contracting Parties to the Barcelona Convention to identify two participants, at least one of which must have that profile. Legal experts, prosecutors and magistrates were particularly encouraged to attend the Seminar.

Since the issue is of interest to the general public as well, the invitation was extended to non governmental organizations (NGOs) and other institutions which carry out activities in direct relevance with the issues identified for the Seminar.

Participants to the Seminar represented mostly national maritime administrations, including port authorities, the navy and coast guards, in addition to environment protection agencies. Most of the participants had a legal profile/knowledge of the subject topic and represented entities in charge of legal issues and penalties within various national administrations. Several countries had also magistrates within their delegations.

In total, some sixty participants took part in the MEDEXPOL 2007 Seminar. The full list thereof may be found under **annex 2**.

## I.3. <u>Themes selected for the Seminar</u>

For the purpose of dealing comprehensively with the various aspects of the issue of operational pollution from ships in the Mediterranean, the programme of the Seminar was divided into five sessions, each session tackling one specific aspect. The first session was dedicated to illicit discharges and applicable international regulations; the second session dealt with the implementation and enforcement of these regulations at the national level; the third session was devoted to gathering evidence whereas the fourth session was dedicated to the prosecution of offenders. "Cooperation and the way forward" in the Mediterranean was the theme of the last (fifth) session. The work programme of the Seminar may be found in **annex 3** to the present report.

## II- ORGANIZATION OF THE SEMINAR

## II.1. Opening of the Seminar

MEDEXPOL 2007 Seminar was opened on Tuesday 27 November 2007 at 10H30. Mr. Frédéric Hébert, director of REMPEC, welcomed the participants before giving the floor to Mr. Louedec, director of the *Ecole Nationale de la Marine Marchande* [ENMM] (National Institute of Merchant Shipping) based in Marseilles. The speaker introduced his Institute to the participants then gave the floor to Mr. Jérôme Constans, secretary-general of ENMM who described the syllabus offered at the Institute. Just before launching the first session, the director of REMPEC gave an overview of the context within which the seminar was organized as well as the theme selected, ie the effective prosecution of ships that are found to have made illegal discharges in the Mediterranean. He went on to identify the challenges that need to be tackled to achieve the desired result, in particular the necessary cooperation between investigating agencies and prosecuting entities. The speaker thanked those States which included magistrates in their national delegations.

## II.2. Presentations

## Day 1 -Illicit discharges, applicable international regulations and the situation in the Mediterranean

The first day of the Seminar was dedicated to the theme of session 1 : illicit discharges, applicable international regulations and the situation in the Mediterranean.

**Session 1**: The aim of the first session was to introduce the general framework of the issue of illicit discharges from ships, starting with the identification of the problem and the investigation of the reasons why a ship produces « operational » waste in her routine operations. That was also an opportunity to recall international regulations that apply to such waste, i.e. the relevant provisions of the MARPOL Convention on the prevention of pollution from navires, which was adopted way back in 1973 under the aegis of the International Maritime Organization (IMO), the United Nations Agency which regulates the discharge of waste in the sea. The specific situation of the Mediterranean, which was designated as a special area by this Convention, with respect to discharges of hydrocarbons and other types of waste, was highlighted. The first session also examined the type of shipping activities and the extent of operational pollution in the area.

This session kicked off with a presentation by Mr. Cyril Pelletier-Doisy, lecturer at ENMM, who explained the concept of operational discharges. He made a clear distinction between operational discharges (sludge) generated in the engine rooms of all ships (fuel, lubricants and bilge water) and other discharges originating from the cargo of oil tankers, these being essentially tank washing water and ballast water. The lecturer started by explaining how fuel, lubricants and bilge water are treated on board the ships. Lubricants, which should be purified on board, are first transferred into a settling tank then go through an oil purifier so that all water content therein is removed. The waste that results from the treatment operation is then stocked in a sludge tank. Lubricating oil is also cleansed using a purifier (oil separator). Once purified, these oils are reused for the lubrication of the engines. Waste originating from the oil purifier is also stocked in the sludge tank. While still in the engine room, bilge water, made up mainly of residues/fuel leaks and lubricating oil, may also accumulate and, therefore, must be collected in a residues tank. In addition to operational wastes produced in their engine rooms, oil tankers must deal with the polluted water generated from the cleaning of tanks and hoses which previously contained hydrocarbons as well as the waste generated by the ballasting of the vessel. However, the amount of such polluted water is insignificant on separated ballast tankers. With regard to oil tankers which carry refined products or different types of hydrocarbons (some of which being "dirtier" than others), charters on the distribution of tanks and washing frequency are to be followed so as to reduce the volume of polluted water produced.

- The next presentation was delivered by Mr. Jean-Claude Sainlos, former director of the Marine Environment Division within IMO. The lecturer tackled the MARPOL Convention's provisions dealing with the prevention of pollution by ships and regulating operational discharges from ships at sea. Mr. Sainlos started his presentation by revisiting the general obligations of the Parties to the Convention, in particular Article 6 relating to the detection of violations and the requirement for cooperation between the Parties on this matter and on the implementation of the provisions of the Convention. He then focused on Annex I of MARPOL which deals specifically with hydrocarbons, establishing a distinction between wastes generated in the engine room, of any type of ship, and wastes originating from oil tankers' cargoes. He then went on to describe the regulations of the Parties as Port State, Coastal State and Flag State for the monitoring of the enforcement of that regulation, highlighting violations relating to illicit discharges from ships at the investigation stage.
- Ms Lilia Khodjet El Khil, programme officer at REMPEC, tackled the issue of establishment of port reception facilities for the collection, at ground level, of operational waste from ships, a requirement under MARPOL which constitutes a requisite for the prohibition of any discharge at sea. She then revisited the specific status of the Mediterranean sea in relation to Annex I of the Convention, i.e. a special area, to which stricter rules apply with regard to discharges from ships. She then went on to explain which discharges ships must deliver at port reception facilities and under which conditions and referred to the Mediterranean Coastal States' obligation to provide ships with adequate reception facilities. In this respect, the lecturer indicated that that obligation meant that the Parties to the Convention are in duty bound to ensure that such facilities are established in their ports and oil terminals and that, consequently, the provision and operation of these facilities may be entrusted to port authorities or transferred to the private sector. Ms Khodjet El Khil clsoed her presentation with a brief overview of the work and activities of REMPEC on port reception facilities in the region.
- Drawing attention on the assessment of the extent of the phenomenon, Ms Catherine GREY, an officer within IOPC Funds (International Oil Pollution Compensation Funds), took the floor as a participating expert involved in a study on the quantification of operational pollution by ships which was carried out by GESAMP (an IMO/FAO/UNESCO-COI/WMO/WHO/IAEA/UNO/UNEP Joint Group of Experts

on the Scientific Aspects of Marine Environmental Protection). After a brief presentation of the study and the methodology used by the experts, Ms GREY summarized, with the help of tables and graphics, the main findings of the study, i.e. that operational pollution generated by ships was estimated at about 189,000 tons per year, in addition to discharges from oil tankers (cargo) estimated at an average of 87,000 tons annually, of which 68,000 tons originate from emissions in the atmosphere. Concluding her comment, Ms Grey explained that pollution due to discharges from ships accounted for 45% of all sources of pollution caused by ships, 10% of which are attributed to oil tankers. She also indicated that the study had found that the implementation of the MARPOL Convention led to a reduction in operational pollution from ships.

- Intervening on the theme of the evaluation of operational pollution, with a • Mediterranean approach, Mr. Kostas Topouzelis, from the European Commission-Joint Research Centre (EC-JRC), presented an overview of operational pollution from ships in the Mediterranean Sea. He explained that the Joint Research Centre was carrying out a systematic mapping of illicit oil discharges in European seas with the objective of increasing the awareness of the problem, identifying hot spots, analyzing trends and assessing the effectiveness of legislative measures taken at both regional and local scale. Synoptic maps showing the oil spills detected each year within the Mediterranean as well as oil spill density maps were presented. The analysis of satellite images from archives related to the period 1999 - 2004 enabled the JRC to identify hot spots for illicit discharges in the Mediterranean which are situated along the major traffic routes of the basin. Finally, Mr. Topouzelis presented some trends of operational pollution in the Mediterranean focusing, in particular, on the case of the French Ecological Protected Zone (EPZ) where a decrease of cases was recorded since the EPZ entered into effect in 2004.
- Ms Khodjet El Khil then made a presentation on the typology of maritime traffic in the Mediterranean, bringing a geographical perspective, depending on the maritime traffic in the region, into the assessment of operational pollution from ships. She highlighted three traffic "bottlenecks" in/out of the region, namely the Strait of Gibraltar, the Turkish Straits and the Suez Canal adding that, in parallel, one could note that the main route for oil tankers extended from West (Strait of Gibraltar) to East, with visible bifurcations through the Turkish Straits toward the sea of Marmara and southwards in the direction of the Suez Canal. The Lecturer then detailed the participation of the region to world maritime traffic. Four Mediterranean countries are amongst the twenty biggest fleets in the world (in terms of capacity/tonnage). The Mediterranea sea/Black sea region ranks third in terms of ports of destination in the world. Referring to traffic in the Mediterranean, Ms Khodjet El Khil submitted the very first results of a maritime traffic data analysis; those data were acquired recently by REMPEC from LMIU (Loyd's Marine Intelligence Unit). The first analysis showed that

maritime traffic in the Mediterranean involves mainly ships flying the flags of the Coastal States and that, in terms of number of voyages (not tonnage) made, transit traffic in the Mediterranean represents merely 7% of the total traffic. The analysis also enabled the identifying of a few major ports " at risk" in the Mediterranean for the transport of hydrocarbons and other chemical substances. In conclusion, if one were to correlate the data relating to the flag of the ship with the traffic data, one would see that risk reduction in the Mediterranean depends essentially on the Coastal States' compliance with their obligations as Port States, Coastal States and Flag States, to ensure consistent observance of international conventions.

• Mr. Frederic Fave, from CMA-CGM Container shipping Group, delivered a presentation on the reliability of water-oil separators. He described in detail the process that oily bilge waters pass through focusing in particular on the functioning of the separators. Added to that, he described a special surveillance device which is able to measure the concentration of hydrocarbons in the water that is discharged at sea. The device, in accordance with MARPOL Annex I Regulations, has the capacity to interrupt the discharge process in case the concentration of the oil exceeds 15 ppm. Nevertheless, Mr. Fave highlighted that the reliability of the whole separation process may be decreased by several factors. In particular he mentioned the risk of emulsion formations due to the presence of detergents, decantation difficulties due to the movements of the ship and the questionable reliability of the 15 ppm detector. More importantly, he underlined that ships on long oceanic voyages were in a better position to respect the MARPOL regulations then ships involved in short and intense voyages between ports.

## Discussion and conclusions of Session 1

Participants asked for further clarifications on the respective roles of the Flag State, the Coastal State and the Port State in the MARPOL and UNCLOS (United Nations Convention on the Law of the Sea) conventions and the interrelations with these two instruments. With regard to port reception facilities, the question of a potential international penalty in case of non-enforcement of the MARPOL Convention was raised. Regarding maritime transport in the Mediterranean, some participants requested more information on the database that REMPEC acquired and on the analysis of the data, specially with respect to transit traffic. Spain offered to furnish the Centre with its national data so that they may be correlated with those in REMPEC's possession. Finally, a general discussion took place after the presentation on the reliability of separators ; more specifically, the exchange focused on the issue of why so much operational pollution could still occur considering the level of reliability of the equipment available and whether the phenomenon could not be attributed, at least in part, to the behaviour and attitude of some individual crew members, acting either wittingly or under pressure from ship owners.

In conclusion, and in view of their legal profile, the participants expressed their satisfaction that technical aspects of illegal discharges from ships were tackled at the introductory session, a judicious initiative as it shed light on the relevant provisions of the MARPOL Convention and gave insight into the possible penalties where said provisions are not observed. In his summary of the various elements that emerged during the session, the director of REMPEC underscored the following points: contrary to commonly-held belief, operational discharges are carried out by all ships (including fishing vessels) and oil tankers' contribution represents a mere 10% of the total. The study of maritime traffic in the Mediterranean showed that, should they decide to strengthen their cooperation in this field, Coastal States would succeed in reducing substantially the number of such discharges by applying their powers and prerogatives as Flag States first and foremost. Finally, the experience of navigation crew showed that respecting the ceilings set by MARPOL was an achievable target but that it required a voluntary and resolute maintenance policy, on the one hand, and the need to take this constraint into account in the sound business management of the ship by making use of port reception facilities, as provided in the MARPOL Convention, on the other hand.

## Day 2 Implementing and Enforcing MARPOL Convention

Sessions 2 and 3 were scheduled for the second day of the seminar. Session 2 was devoted to the implementation and enforcement of MARPOL Convention whilst « Gathering evidence of the violation » was to be tackled in session 3.

**Session 2**: The aim of the second session was to underscore the need for implementation of the MARPOL Convention by transposing its dispositions in the national legislation, particularly those relating to the definition of the violation and of the sanctions, and by enforcing them. The session started off by recalling the respective powers of the Port State, the Coastal State and the Flag State within the framework of the law of the sea. To illustrate the topic, the participants were presented with the establishment, in France, of an Environmental Protection Area (ZPE), which enabled the country to extend its area of jurisdiction, as a Coastal State, on matters of marine environment protection. That was followed by a presentation on national legislation, providing an overview of the prevailing situation in the Mediterranean region, both the legislations of the Coastal States of the Mediterranean that are not members of the European Union, who are in duty bound to apply the MARPOL Convention's regulations that they ratified, and those (legislations) of the Mediterranean States that are members of the EU which have also to comply with the European Union Directive EC 2005/35.

 Mr. Michael Shewchuk, from the Division for Ocean Affairs and the Law of the Sea of the United Nations (UN DOALOS) gave a presentation entitled "the United Nations Convention on the Law of the Sea (Montego Bay, 1982): the Power of the Flag States, Port States and Coastal States" and more specifically its Part XII dealing with the protection and preservation of the marine environment. According to these provisions, States are under the obligation to protect and preserve the marine environment and take all necessary measures to prevent, reduce and control pollution from any source and to minimize pollution from ships through, inter alia, measures aimed at preventing accidents, dealing with emergencies, ensuring safety at sea and preventing intentional and unintentional discharges. Mr. Schewchuk specifically referred to the States' obligation to implement international regulations, develop their national legislations and enforce them. Every Flag State should ensure that ships flying its flag comply with international and national regulations. Where a Flag State is informed that a ship, flying its flag, does not comply with such regulations, it should carry out an investigation and take all necessary measures to remedy the situation, including by enforcing penalties against the defaulting ship. In discharging their duties, Port States must ensure that all foreign ships entering their ports do not threaten to damage the marine environment as they may also, where relevant, inspect or detain such ships. Moreover, Port States are also empowered to carry out an investigation, upon request made the Flag State (regardless of the site where the violation occured), or upon a request made by another State, which is either a coastal State or is affected by the pollution (in the territorial sea or exclusive economic zone of that State). As for the Coastal State, it should enforce its rights and duties over the zones under its jurisdiction, including the power to institute criminal proceedings. It may also carry out investigations where there are clear grounds for believing that a vessel, navigating in its territorial waters or in its exclusive economic zone, has committed a violation. The power to institute proceedings is recognized for the Flag State, the Port State and Coastal State. Mr. Shewchuk concluded his presentation on the obligation for States to cooperate on such matters, on both international and regional levels, and drew the attention of the participants to Articles 122 and 123 of the convention dealing with cooperation between coastal States bordering enclosed or semi-enclosed seas, as is the case of the Mediterranean Sea. Such cooperation should take place on matters such as the exchange of information on penalties, the development of regional guidelines on penalties to discourage violations and on investigations carried out by Port States.

• Mr. Alain Verdaux, General Commissionner for maritime affairs, Deputy Prefect for Mediterranean maritime affairs, gave a presentation on the ecological protection area (ZPE) which was established by France, to illustrate a possible extension of the jurisdictional area of the Coastal State in the Mediterranean, beyond the territorial sea. The ZPE was created by an Act of law in 2003 (*Loi n° 2003-346* dated 15 April 2003, relating to the establishment of an ecological protection area along the coasts of the French Republic, and published in the Official Government Gazette n° 90 dated 16 April 2003) and its implementation by an Executive Order (State Council Order n° 2004-33 du 08/01/2004, published in the Government Gazette on

10/01/2004 relating to the establishment of an ecological protection area along the Mediterranean coasts of the French Republic), and enables the national authorities to exercize their jurisdiction on matters of marine environment protection beyond the territorial waters of France. Mr. Verdeaux then explained how the French Government's action is organized on sea matters in metropolitan France, which is under the direct remit of the Prime Minister (with an interministerial set-up called the Secrétariat général de la mer). Maritime prefects represent the Government and each minister in his specific powers of sea policing as well as the coordination of Government activities at sea. The Government's intervention at sea calls for the contribution of a host of services and agencies such as the Navy, the *gendarmerie*, customs and maritime affairs authorities. Mr. Verdaux concluded his presentation by highlighting a reduction in the number of cases of *flagrante-delicto* of pollution although cases of "orphan" pollutions, occurring mainly at night, persist. The situation is set to improve further with the deployment by customs of a POLMAR 3 aircraft, which is equipped with a night-vision camera and through a strengthened cooperation, with Italy and Spain, in the field of justice and surveillance. Italy is also working for the designation of an area similar to the French one.

Afterwards, issues relating to the implementation of the MARPOL Convention were examined, including an overview of the transposition of the Convention into the the Mediterranean States' national legislations. Mr. Sainlos described the prerequisites that States need to meet to implement MARPOL, namely an appropriate legal framework, the designation and organization of competent national authorities and the allocation of sufficient means to enable those authorities to enforce such legislation. With regard to the legal framework, Mr. Sainlos listed several important items: firstly on technical provisions, he highlighted the necessity for adopting a law to ratify/access the Convention as well as an implementing law or decree, the use of ordinances and legal notices concerning visits and certification as well as inspections for the monitoring requirement by the Port State. In respect of violations, the lecturer insisted that States must avail themselves with repressive legislation which should define the elements that constitute a violation and means of proof, devise a regime of sanctions (administrative, criminal, financial penalties, imprisonment, barring from any specific activity, detention, etc.) and define procedures for prosecution of violations: appointment of officers empowered to draw up reports and designation of competent tribunals. With regard to Government, State should also appoint authorities to implement and enforce MARPOL Convention, a task which is generally entrusted with the administration in charge of maritime (shipping) affairs, as well as agencies that will be entrusted with the handling of cases of illegal discharges and, finally, prosecuting agencies, that is those entities empowered to impose administrative or criminal penalties, as the case may be (judicial authorities). Lastly, adequate implementation capacities mean that sufficient staff is available and well trained, at all levels of Government administrations,

including magistrates. Surveillance means with adequate equipment should also be utilized. Mr. Sainlos went on to present the outcomes of a study carried out by REMPEC in several Mediterranean countries that are not members of the EU. He indicated that ratification laws existed in most cases but no decree of application, nor any repressive law to deal specifically with offenses. The organizational set-up of government administrations and the respective remits of the various entities were not all that clear. The involvement of the ministries of justice was not sufficient. The lecturer ended his presentation by putting forward a series of proposals to improve the situation, especially in the field of training.

To complete the overall picture in respect of the implementation of the MARPOL Convention in Mediterranean countries, the next presentation tackled European Union Directive EC 2005/35 (directive 2005/35/EC of the European Parliament and European Council dated 7 September 2005 relating to pollution caused by ships and the introduction of penalties in cases of violation; OJ L 255 30.09.2005). Ms. Laure Chapuis, Policy Officer from the European Commission (DG Energy and Transport) presented, on behalf of the European Maritime Safety Agency (EMSA), the best practices of the EU Mediterranean Coastal States with respect to the Directive 2005/35/EC implementing MARPOL. Mrs. Chapuis started her presentation by recalling the various measures taken at European level to improve the protection of the marine environment from ship-generated pollution, including improving the safety standards and practices for ships to better prevent accidents, working on the availability of port reception facilities, reinforcing Port State controls (concentrated campains), and implementing the EU SafeSeaNet service for an efficient monitoring of the sea. The objective of the Directive is to set dissuasive sanctions (criminal andor administrative sanctions) and incorporates the relevant provisions of MARPOL Annex I. She explained that while the way of enforcing the Directive is left to the Member State, its provisions had to be reflected in the national legislation. She stated that currently, the EU Member States were looking at implementing a harmonized system of dissuasive sanctions for ship source pollution and these practises were presented and discussed during an EMSA Workshop, held in October 2007 (Lisbon, 8-9 October 2007). The workshop showed that the means of evidence of an illicit discharge used by EU countries sometimes differed. As for monitoring tools, it was recognized during the Workshop that combined Satellite monitoring and aerial surveillance was the best way to detect discharges. Satellite imagery was an ideal tool to monitor large sea areas and in that respect, the role of EMSA in providing satellite oil spill monitoring service (CleanSeaNet) was crucial. Mrs. Chapuis concluded her presentation emphasizing on the role of international and regional cooperation to efficiently control illicit discharges from ships, as well as on the importance of exchange of information and experience between officials, experts and professionals.

## **Discussion and conclusions of Session 2**

The debate that took place after the second session focused on the role of the Coastal State, its powers and the tools that a State needed to enforce the MARPOL Convention, including training. The Moroccan delegation provided information on a "maritime security – safety" twinning between Morocco and the EU and told the participants that a workshop would be held in Casablanca on 15<sup>th</sup> January 2008, in the framework of the twinning arrangement; the workshop will focus on criminal penalties in case of illegal discharges of hydrocarbons at sea. It was also underscored that non-EU Mediterranean States did not have access to the CleanSeanet service.

In conclusion, some magistrates have recognized that national legislation was not always adapted nor was it clear enough and that represented an impediment to prosecution of cases of pollution. The session highlighted the need for the States to have in place specific legislation and to ensure convergence, at the regional level, of such regulations so that this type of offense will not shift to other areas.

## Day 2 Gathering evidence of the violation

**Session 3:** The third session was devoted to the topic of evidence gathering in case of a violation. Such elements are indeed crucial as the judge would need them to sentence the offender. In this regard, it was about familiarizing the participants with the generally-accepted means of proof but also to present the contribution of some technologies such as satellite imagery or even for the operation of information systems, in particular the automatic identification systems (AIS) for ships. The use of such techniques helps to detect illegal discharges and identify the vessel which committed the offense. During the session, various means of proof were presented and their evidential value discussed, namely: oil sampling and analysis; airborne remote sensing systems; the use of satellite images; and AIS.

• Ms. Cristina Farchi, Programme Officer at REMPEC, delivered, on behalf of Mr. Ronny Schallier (MUMM, Belgium), a presentation concerning oil sampling as a tool for gathering evidence in case of illicit discharges at sea. Particular emphasis was given to the issue of sampling. When referring to illicit discharges, sampling is often carried out improperly due to an incorrect/incomplete sampling procedure thus the need for good sampling guidelines and training was pointed out. As regards to the methodology used for oil sample analysis, both advantages and limitations were shown. Although oil sample analysis may lead to reliable evidence especially when "pure" products are spilled into the marine environment (accidental pollution), in case of oily mixtures (illicit discharges) several difficulties/limitations may occur. The risk of false negative matches can be very high due to both an incomplete mixing of

different oil products, which can lead to incorrect sampling, and to the time gap between sampling at sea and in port, as changes in composition of oily mixtures may easily occur. Oil sample analyses may provide an important support in legal processes in case of mystery spills or multiple suspected sources but these cannot represent, alone, conclusive evidence.

- The lecture on airborne remote sensing systems was given by Mr. Luc Emptoz from the French Customs. He described the POLMAR aircrafts which are commonly used for aerial surveillance in France as well as the remote sensing equipment aimed at the detection of oil pollution. In particular, the use and information provided by side looking airborne radar (SLAR), infrared scanners and microwave radiometers (MWR) were detailed. He also described the POLMAR aerial surveillance plan which has been developed in France to control and prevent pollution from ships within the French territorial waters.
- Mr. Kostas Topouzelis from EC-JRC delivered a presentation on the added value of satellite images to detect oil pollution. Emphasis was given to the high potential of satellite in supporting the efforts for law enforcement in the field of illicit discharges from ships, provided that some requirements of the system are met, such as Near Real Time data, wide coverage and high reliability. The objective is to develop in the near future an integrated system combining in a synergetic way all the available means (satellite, aerial and naval means) in order to establish an improved and sustained monitoring capability. In light of the above, some positive results of the REMPEC's AESOP (AErial and Satellite surveillance of Operational Pollution in the Adriatic Sea) pilot project were presented, since this project, carried out with several partners, fully demonstrated the capability of satellite images in supporting and integrating aerial surveillance in monitoring illicit discharges at sea.
- The use of AIS images to identify the ship was presented by Mr. Marko Perkovic from the University of Ljubljana, Slovenia. Following a brief introduction on the functioning of AIS and on the information which may be achieved through it (ship's name, IMO number, ship's position, time, speed, etc.) the possible use of AIS as a polluter identification tool was highlighted. Several cases were presented where, through the integration of SAR (Synthetic Aperture Radar) images with meteoceanographic data, oil spill applications running backwards and AIS archive data, a possible polluter was clearly identified.
- The last lecture of the session was given by Mr. Mike Sitts from the Oil Companies International Marine Forum (OCIMF). He presented the main objectives of the Forum related to the enhancement of safe construction and operation of oil tankers and terminals and to the improvement of safety and pollution prevention (OCIMF Ship inspection Report Programme). He also gave a brief description of the

evolution of practices regarding tank washing, and the close relationship with IMO, the European Commission and other regional and national authorities in developing and encouraging the enforcement of international conventions and regulations was highlighted.

## **Discussion and conclusions of Session 3**

Further information on these technical aspects, particularly on oil samples techniques was requested by some of the participants. As a conclusion, the afternoon session demonstrated the value of using, possibly together, the several technical tools available to secure evidence of an illicit discharge at sea.

## *Day 3 Prosecution of offenders : the role of magistrates*

**Session 4**: Prosecution of offenders was dealt with in session 4. The objective was to present to the participants examples of national judiciary organization and the carrying out of a judicial procedure on a case of illicit discharge. The American system, built on close cooperation between the coast guards and the courts, and the French system which created specialized courts for such offenses, were both discussed. The session then looked into how American and French judges (prosecutor's department and seat) deal, in practice, with the cases that are referred to them, especially with respect to the admissibility of the evidence submitted and the conviction handed down. The session offered the opportunity to highlight two different approaches, one based on the work of inspectors in the context of the Port State control, the other on the principle of *flagrante-delicto*.

• LCDR David O'Connell, from the U.S. Coast Guard Office of Maritime and International Law, made a presentation on the close cooperation between investigative and judicial authorities in cases of ship source pollution. According to the U.S. Coast Guard, the issue of illegal discharges is mainly due to financial reasons, as ships try to avoid the expenses that compliance with regulations imposes, with an adverse effect on shipping activity. This way of looking at things is unacceptable and operators must develop environment-friendly management systems. U.S. Coast Guard have to deal with a variety of violations during inspections and may take a series of measures from a simple corrective measure to prosecution before the courts. Detection of violations often occurs during Port State controls carried out by the Coast Guard, through reporting (made by crew members or the company) or as a result of intelligence activity. In dealing with violations of Annex I of MARPOL, American legislation is actioned through the strengthening of existing tools (for the Port State) and through closer cooperation, in the field of training, between investigators/inspectors and prosecutors; the Coast Guard forward to the judicial authorities cases of pollution which may lead to prosecution and criminal penalties. The lecturer went on to describe in detail how investigations are carried out aboard a vessel, including the inspection of equipment and connecting pipes and showed to participants several exemples of violations (faulty or leaking pipes and valves often modified to bypass separators and other filtering devices). Mr. O'Connell explained the sort of means of proof inspectors usually look for (questioning, photos, samples, log books, certificates, diagrams and other documentary evidence such as receipts of delivery of waste to ports, etc.). He concluded on pressure and repressive measures such as detention of vessel, negotiation of agreements between the shipowner and Government authorities and the development and implementation, by the vessel, of an Environmental Compliance Plan.

- The next lecture was given by Mr. Richard A. Udell, prosecutor at the U.S. Department of Justice, who made a presentation on the **U.S. prosecution policy in** cases of illegal discharges from ships. He started by referring to the fact that the MARPOL Convention empowered Flag States to prosecute in cases of pollution, as the powers of the Port State were rather limited, and explained the American interpretation of the United Nations Convention on the Law of the Sea. He specified that the U.S. legislation did not punish the act of pollution per se but cases of misrepresentation, tampering with oil registers and other log books, obstruction of inspections and conspiracy. It was interesting to note that in implementing MARPOL, American law construes such deeds as crimes. An other specificity of American legislation is the possibility for the Court to « award a fee » to any person coming forward with information leading to a sentence. This « whistle blower award », as it is called, may amount to half of the fine imposed on the offender. It is understood that the collection of information, in that fashion, is made with utmost care and must be cross-checked and verified. The speaker also mentioned the efforts made by countries such as Canada, Australia as well as by the European Union in punishing violations of the MARPOL Convention and referred to INTERPOL's investigation manual. The Prosecutor mentioned several cases heard by American courts and provided concrete examples of violation, the means of proof accepted by the courts and the judgments rendered. He concluded that although tougher penalties have been devised, the tendancy is toward an increase in events of violation and insisted on the inherent international character of this type of crime and the need for closer global cooperation to combat such offenses.
- Turning to the **organization of the French judiciary**, Justice Marie Elisabeth Bancal, vice-president of the *Tribunal de Grande Instance* [*TGI*] at Marseilles indicated that offenders are prosecuted before « specialist » courts, namely the TGI

at Le Havre for any violations committed in the English Channel, the TGI at Brest for offenses committed in the Atlantic, the TGI at Marseilles for the Mediterranean sea,

- whilst the TGI in Paris has jurisdiction over all accidental pollutions as well as very complex operational pollutions. She then referred to the establishment of the ZPE in 2003 which extended the French authorities' jurisdiction on matters of marine environment protection (therefore wthin the jurisdiction of the TGI at Marseilles), up to 188 nautical miles in the Mediterranean, and explained that the establishment of the ZPE strengthened tremendously collaboration between administrative and judicial authorities and resulted in greater efficiency. Justice Bancal also highlighted a significant trend toward increasingly tougher sentences, which may reach up to 1 million euros in fine and 10 years of imprisonment in the event that the violation occurred in French territorial waters. She added that sentences are personal but, in view of the circumstances, the payment of the fine may be incurred by the shipowner. She concluded by saying that collaboration between the magistrates at the seat of court and those at the prosecutor's department was paramount in this type of cases.
- Mr. Blachon, Prosecutor of the Republic, gave a presentation on the role of the Public Prosecutor's Department and the means that need to be mobilized to combat activities that harm the environment; both role and means are laid out in a circular dated 1<sup>st</sup> April 2003. He indicated that, in France, an investigation triggered off in the context of a *flagrante-delicto*, must be carried out in a timeframe which is very immediate to the occurrence of the event and that it is the prosecutor who oversees investigations and prosecution until such time when the matter is referred to the courts. He added that efforts were made since 2003 with a view to standardizing the format of the investigation amongst the various authorities concerned (customs, regional government maritime authority [préfecture maritime], and gendarmerie), for procedures, establishement of facts, minutes and proceedings, POLREP reporting, alerts and hearings. He then described all actions and investigations that may possibly be carried out, starting from the handing of the file by an officer of the judiciary police all the way to the Prosecutor, including the detention of a ship (if warranted), its deviation to a French port, the notification of the investigating authority (gendarmerie maritime), the release of the ship against payment of a surety in preparation for the court proceedings. Where it is not possible to collect means of proof within the time allocated to the investigation, the preliminary inquiry procedure is then launched and may go on, particularly with a request for international assistance.
- Appreciation of evidence by a magistrate is a theme tackled by Justice Bancal who described the French system to the participants. The system is built on the principle of 'admissibility of any kind of evidence' and on the magistrate's reasonable conviction. The speaker then reviewed the different means of proof usually submitted

before the French courts, such as the report of the findings, which is deemed to be good evidence unless otherwise proven, photographs confirming the assertions contained in the report and their interpretation by a court-appointed expert using the Appearance code of the Bonn Agreement, reports of technical visits carried out aboard the ship (rarely used by magistrates), documents on board the vessel and samples taken from the site and which, since a ruling of the TGI at Marseilles, are no longer considered indispensable as well as a description of the pollution slick based on the Appearance code of the Bonn Agreement, including in areas other than those covered by said Agreement (North Sea). Therefore, two judgments delivered by the Court of Cassation (Criminal Hall, 13th March 2007) re-asserted the principle of 'admissibility of any kind of evidence' in 2007, stating "the magistrates who examine the merits of the case may base their conviction on a series of evidentiary elements drawn from the appearance of the slick, its position in relation to the vessel, its interruption following a radio communication, by the absence of any other ship in the vicinity as well as on discrepancies and inconsistencies between the data found in the log book and the findings in the vessel's holds". The magistrate has also insisted on the importance of the items collected during the hearings of the case.

## **Discussion and conclusions of Session 4**

Several questions were put to the lecturers of this session; most of these were asked by magistrates, some of whom took the floor to provide information on their national system and the difficulties encountered, especially in regard to coordination with other agencies involved in the collection of evidence.

It appeared, in conclusion, that an efficient coordination was necessary both at the national and international levels in the context of Port State control and also among magistrates of different countries.

**Visit :** A visit to the Marseilles Freeport was organized in the afternoon of the third day. The participants had the opportunity to visit the bridge, the engine room as well as an oil/water separator aboard a ro-ro vessel flying the French flag. Afterwards, a presentation on the Marseilles Freeport ship-generated waste reception facility was given in the premises. The presentation shed light on the port's initial practice concerning the use, by ships, of the port's waste reception facilities. It was indicated that the port charged a fee to those ships which did not use the facilities and exempted the ships which delivered their waste from any payment.

## Day 4 Cooperation and the way forward

**Session 5**: scheduled for the fourth and last day, this session's aim was to revisit regional cooperation on the issue of illegal discharges from ships. This is indeed a fundamental issue, especially in terms of surveillance of sea areas and investigation. Some regional seas (eg. : the North Sea in the context of the Bonn Agreement) benefit from a well advanced policy of cooperation on surveillance and on judiciary matters, thanks to the North Sea network of prosecutors. This cooperation exists in the Mediterranean region. The Mediterranean EU member States may benefit from the services of the European system of satellite surveillance of the seas (CleanSeaNet) but not the coastal Mediterranean States who are not members of the EU. During this session, REMPEC presented several projects in which it took part, with a view to testing the possibilities offered by satellite images.

- The first lecture on the EU CleanSeaNet service was delivered by Mr. Samuel Djavidnia, Project officer at the European Maritime Safety Agengy (EMSA). In order to implement the EU Directive 2005/35/EC on ship-source pollution and on the introduction of penalties for infringements, which entered into force on 1 March 2007, EMSA has developed a European system (CleanSeaNet) for detecting oil slicks at sea using satellite surveillance on request of the Commission and all EU and EFTA Coastal States (Iceland and Norway). The system was set up with the objectives of:
  - developing a routine monitoring of European seas for illegal discharges;
  - ensuring support in case of an accidental spill;
  - investigating pollution "hot spots" for the development of statistics.

Following a detailed presentation of the service and of the first results achieved within CleanSeaNet, the need for further developments was stressed. In particular the integration of AIS data and the use of oil spill forecasting and hindcasting drifting models for the identification of the polluter were brought to the attention of the audience.

 Mr. Francois Parthiot, responsible for the Mediterranean for the CEDRE, presented on behalf of Mr. Ronny Schallier (MUMM, Belgium) the cooperation on aerial surveillance and satellite monitoring in the North Sea (SuperCEPCO). The Super CEPCO (Coordinated Extended Pollution Control Operation) exercise, which consisted of 10 days of continuous surveillance, was carried out in 2007 with the following objectives:

- to perform a continuous monitoring of ship-source marine pollution;
- to validate satellite detections and develop guidelines for satellite surveillance;
- to catch polluters and develop rapid, effective follow-up procedures;
- to draft European guidelines on oil pollution monitoring, detection & reporting procedures.

The exercise resulted in the detection of 51 slicks, 36 of them being oil pollutions. Within 20 SAR images 27 detections were performed and 10 of these were verified in time by aircraft. Finally 5 discharging vessels were identified. Several recommendations and lessons learnt were pointed out with reference to both aerial and satellite surveillance and to the judicial follow-up. In particular, due to the strong variability between the national legal systems/practices of the Bonn Agreement Contracting Parties, which was put in evidence during the exercise, the need of defining precise procedures for trans-national transfer of evidence was fully recognized. Taking into account the experience gained through the SuperCEPCO as well as the positive results obtained, another similar exercise is planned to take place in 2008.

Ms. Farchi delivered a presentation on cooperation in monitoring activities in the Mediterranean region and the role of REMPEC. Following the adoption of the Prevention and Emergency Protocol in 2002 and of the Regional Strategy for prevention of and response to marine pollution from ships in 2005, REMPEC's involvement in projects related to satellite and aerial surveillance of the Mediterranean Sea considerably increased. An overview of the projects carried out since 2003 was given, highlighting the main achievements and the progress made in the field in the last few years. A description of the MARCOAST project was also given, which REMPEC is at present carrying out for Morocco, Algeria and Tunisia in the framework of the Subregional Agreement recently signed between the three Countries. Particularly the active participation of the end users within the project was stressed since the Countries committed themselves to verify through aerial or naval means the oil slicks detected by satellite within their area of interest (territorial waters) and to provide REMPEC with a pollution report form. Some first preliminary results were brought to the attention of the participants. Finally, some activities which could be carried out in the near future were mentioned. As regards to the MARCOAST project, the service could be further developed by introducing the use of AIS and oil spill hindcasting models aimed at a better identification of the polluting ship.

## **Discussion and conclusions of Session 5**

The participants acknowledged the importance of having oil spill monitoring pilot projects carried out in the Mediterranean region with a view to ensuring eventually that all Contracting Parties have similar tools and procedures. In this field, it was important to learn from experiences carried out in other regions.

As a conclusion, it was recommended that inter-regional cooperation be strengthened. Le directeur du REMPEC a par ailleurs rappelé que les Contracting Parties, à travers la réunion des correspondants du Centre et la réunion des correspondants du PAM, avaient inclus dans le programme de travail du REMPEC la réalisation d'un exercice SUPERCEPCO en 2009.

## II.3. CONCLUSIONS

The Director of REMPEC summarized the discussions that took place during the seminar and proposed the way forward. He mentioned the need of **improving the legal framework at national level**, by establishing a dedicated legal framework to implement Annex I of MARPOL Convention, and at regional level by achieving an **agreement on common practices regarding the admissibility of proofs and the level of fines**. He also emphasized the need of initiating and/or enhancing various forms of cooperation within the Mediterranean region which could represent an important step forward for the prevention of operational pollution from ships. Among these, he highlighted the possibility of enhancing **judicial cooperation** by creating a network of Mediterranean magistrates with the aim of facilitating the circulation of case law experience. Cooperation between Mediterranean Coastal States is also needed in the field of monitoring, thus possibilities of **sharing satellite images** should be further investigated and pilot actions in the field carried out. The participants agreed on two main issues:

## • Training:

Several participants called upon REMPEC to organize other training activities on the same topic, an initiative which, they added, would contribute greatly to ensuring a better and more systematic prevention of pollution by ships in the Mediterranean.

## • Mediterranean magistrates network:

In regard to enhancing exchange of information and cooperation, the setting-up of a Mediterranean magistrates network was welcomed by the participants. REMPEC offered its assistance in the realization of this objective, within the framework of dissimination and exchange of information referred to in Article 7 of the "Prevention and Emergency" Protocol.

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The Seminar was concluded at 12H30 on 30<sup>th</sup> November 2007. Mr. Hébert warmly thanked the Centre, all the lecturers for their excellent presentations, as well as the participants for their active contribution to the sessions. He also thanked the *Ecole de la Marine Marchande de Marseille* for its support and valuable collaboration which ensured the best conditions of work for the Seminar in the precincts of the Institute.



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# ANNEX III

# PROGRAMME

DAY 1	TUESDAY, 27 November 200	7	
09.30 - 10.30	Registration of participants		
10.30 – 11.00	Opening and introduction to the Seminar	REMPEC	
11.00 – 11.30	Coffee break	Coffee break	
Session 1 - Illicit discharges, applicable international regulations and the situation in the Mediterranean			
11.30 – 12.00	Operational discharges from ships: what it is	Merchant Marine (France)	
12.00 – 12.30	MARPOL Convention and illicit discharges from ships	Jean-Claude SAINLOS	
12.30 – 13.00	MARPOL Convention and port reception facilities	REMPEC	
13.00 – 14.30	Lunch		
14.30 – 15.00	An attempt to quantify operational pollution: the work of GESAMP	Catherine GREY	
15.00 – 15.30	Operational pollution from ships in the Mediterranean: an overview	European Commission Joint Research Centre (EC/JRC)	
15.30 -16.00	Typology of the maritime traffic in the Mediterranean	REMPEC	
16.00 – 16.30	Coffee break		
16.30 – 17.00	Are separators reliable?	CMA-CGM Container Shipping Group	
17.00 – 17.30	Questions/Discussion (session 1)		

DAY 2	WEDNESDAY, 28 November 2	007	
	Session 2 - Implementing and enforcing MARPOL Convention		
09.00 - 09.45	The Law of the Sea and the power of Flag States, Port States and Coastal States	UN Division for Ocean Affairs and the Law of the Sea (DOALOS)	
09.45 – 10.30	Addressing the issue of jurisdiction in the Mediterranean: the French EPZ (Ecological Protection Zone)	Prefecture Maritime (France)	
10.30 – 11.00	Coffee break	Coffee break	
11.00 – 11.45	National legislation implementing MARPOL: an overview (non EU Mediterranean coastal States)	Jean-Claude SAINLOS	
11.45 – 12.30	Best practices of the EU Mediterranean coastal States with respect to Directive 2005/35/EC	European Maritime Safety Agency (EMSA)	
12.30 – 14.00	Lunch		
	Session 3 – Gathering evidence of the violation		
14.00 - 14.30	Oil samples	Agreement for cooperation in dealing with pollution of the North Sea (Bonn Agreement)	
14.30 – 15.00	Airborne remote sensing systems	French Customs	
15.00 – 15.30	The added value of satellite images to detect an oil pollution	European Commission Joint Research Centre (EC/JRC)	
15.30 – 16.00	The use of AIS images to identify the ship	University of Ljubljana Faculty of Maritime Studies and Transport (Slovenia)	
16.00 – 16.30	Coffee break		
16.30 – 17.00	The ship operation: practices of tankers up to date	Oil Companies International Marine Forum (OCIMF)	
17.00 – 17.30	Questions/Discussion (sessions 2 and 3)		

DAY 3	THURSDAY, 29 November 2007	
Session 4 - Prosecuting offenders: the role of magistrates		
09.00 - 09.45	Coordination between investigative and judicial authorities: the experience of the USA	Office of Maritime and International Law (US Coast Guard)
09.45 – 10.30	Prosecuting cases of illegal discharges from ships	Senior Trial Attorney (US Department of Justice)
10.30 – 11.00	Coffee break	
11.00 – 11.20	The added value of dedicated Courts: the experience of France	Judge Tribunal Of Marseille (France)
11.20 – 11.45	Prosecution policy by the Prosecutor	Prosecutor, Tribunal of Marseille (France)
11.45 – 12.15	Admissibility of evidence and the Judge	Judge, Tribunal of Marseille (France)
12.15 – 12.30	Questions/Discussion (session 4)	
12.30 – 14.00	Lunch	
14.00 – 17.30	Field visit (Port of Marseille)	

DAY 4	FRIDAY, 30 November 2007	
Session 5 - Cooperation and way forward		
09.00 – 09.45	Cooperation on aerial surveillance and satellite monitoring in Europe and the CleanSeaNet service	European Maritime Safety Agency (EMSA)
09.45 – 10.30	Cooperation on aerial surveillance and satellite monitoring in the North Sea (SuperCepco)	Agreement for cooperation in dealing with pollution of the North Sea (Bonn Agreement)
10.30 – 11.00	Coffee break	
11.00 – 11.45	Cooperation in monitoring activities in the Mediterranean region and the role of REMPEC	REMPEC
11.45 – 12.00	Questions/Discussion (session 5)	
12.00 - 12.15	Conclusions and recommendations	
12.15 – 12.30	Closure of the Seminar	REMPEC
12.30 – 14.00	Lunch	

**REMPEC, JANUARY 2008**