

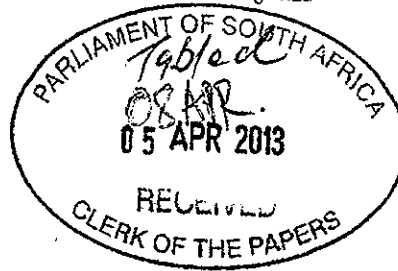


**MINISTER
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REPUBLIC OF SOUTH AFRICA**

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Mr. M J Mahlangu, MP
Chairperson of the National Council of Provinces
Parliament of Republic of South Africa
PO Box 15
CAPE TOWN
8000




Dear Chairperson

**RATIFICATION OF ANNEX V1 TO THE PROTOCOL ON ENVIRONMENTAL PROTECTION TO THE
ANTARCTIC TREATY – LIABILITY ARISING FROM ENVIRONMENTAL EMERGENCIES**

In terms of Section 231(2) of the Constitution, I recommend the ratification by Parliament of Annex V1 to the Protocol on Environmental Protection to the Antarctic Treaty – Liability Arising from Environmental Emergencies. For your reference I submit to you an Explanatory Memorandum as well as the list of countries which will sign the Annex and Measure 1 of Annex V1, together with copies of legal advice obtained from the Chief State Law Advisor (International Law).

Kind regards,


MRS B E E MOLEWA, MP
MINISTER OF WATER AND ENVIRONMENTAL AFFAIRS
DATE: 2013/03/26



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REPUBLIC OF SOUTH AFRICA**

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Kind regards,

A handwritten signature in black ink, appearing to read 'B E E Molewa'.

**MRS B E E MOLEWA, MP
MINISTER OF WATER AND ENVIRONMENTAL AFFAIRS**

DATE: 2018/03/26

DEPARTMENT OF ENVIRONMENTAL AFFAIRS

Reference: A13/1/97

EXPLANATORY MEMORANDUM: RATIFICATION OF ANNEX VI TO THE PROTOCOL ON ENVIRONMENTAL PROTECTION TO THE ANTARCTIC TREATY - LIABILITY ARISING FROM ENVIRONMENTAL EMERGENCIES.

1. DRAFT RESOLUTION

That, in terms of Section 231 of the Constitution, Annex VI to the Protocol on Environmental Protection to the Antarctic Treaty - Liability Arising from Environmental Emergencies, be ratified by Parliament.

2. BACKGROUND INFORMATION

- 2.1 South Africa is one of 12 original signatories of the Antarctic Treaty, which was signed on 1 December 1959 in Washington, DC. There are now 47 parties to the Antarctic Treaty. The Antarctic Treaty has proved itself to be one of the most forward-looking and successful international agreements of all time, and it stands as a model of international cooperation.

The Protocol on Environmental Protection to the Antarctic Treaty (the "Protocol") together with its Annexes I-IV, adopted at Madrid on October 4, 1991, and Annex V to the Protocol, adopted at Bonn on October 17, 1991, received the advice and consent of the Cabinet to ratification on 3 August 1995, and entered into force for South Africa on 14 January 1998.

The Protocol came into force in 1998, once it had been ratified by all 26 (now 28) Antarctic Treaty Consultative Parties (ATCPs).

The Environmental Protocol:

- commits the Parties to the "comprehensive protection of the Antarctic environment";
- designates Antarctica as a "natural reserve, devoted to peace and science";
- sets out principles for environmental protection;
- bans all commercial mineral resource activity; and
- requires the Environmental Impact Assessment (EIA) of all activities before they are allowed to go ahead.

The ATCPs have implemented the Environmental Protocol in their own national legislation. Some have introduced their own domestic law. In South Africa the Protocol has been implemented through the Antarctic Treaties Act No. 60 of 1996.

The Protocol contains six Annexes:

- Annex I: Environmental Impact Assessment;
- Annex II: Conservation of Antarctic fauna and flora;
- Annex III: Waste disposal and waste management;
- Annex IV: Prevention of marine pollution;
- Annex V: Area protection and management;
- Annex VI: Liability arising from Environmental Emergencies.

The Environmental Protocol also established the Committee for Environmental Protection (CEP) to facilitate cooperation and exchange of information between nations about environmental issues in Antarctica and to provide expert advice to the annual Antarctic Treaty Consultative Meetings (ATCM).

2.3 Objective of the ratification

The objective of the ratification of Annex VI is to give legal effect thereto.

The regulations set out in the Environmental Protocol are mandatory and legally binding on all of the signatory Parties. Never before have nations agreed such a comprehensive and stringent set of rules to protect the environment of a whole continent.

In Article 16 of the Protocol, the Parties undertook to elaborate, in one or more Annexes, rules and procedures relating to liability for damage arising from activities taking place in the Antarctic Treaty area and covered by the Protocol. Annex VI sets forth rules and procedures relating to liability arising from the failure of operators in the Antarctic to respond to environmental emergencies.

2.4 Advantages of accession

Annex VI is fully in South Africa's interest. Its provisions advance South Africa's goals of protecting the environment of Antarctica, establishing incentives for Antarctic operators to act responsibly, and providing for the reimbursement of costs incurred by the South African Government when it responds to environmental emergencies caused by others. An example of where the provisions of the annex might be triggered is an oil spill arising from the grounding or sinking of a tourist vessel in Antarctica. We hope the annex will encourage operators to take greater steps to prevent such incidents from occurring.

I add that South Africa and other treaty parties view the current state of tourist shipping around Antarctica with some concern, following four groundings and a sinking over the past two summers.

Political benefits:

Approving the annex and implementing it through this legislation is an opportunity to highlight and promote South Africa's support for a strong environmental protection regime for Antarctica.

3. PROCESS OF ACCESSION

The Department of Foreign Affairs and the Department of Justice were approached for legal opinion on the implications of ratification.

4. LEGAL AND CONSTITUTIONAL IMPLICATIONS

The Chief State Law Advisor of the Department of Foreign Affairs certified that the ratification is acceptable from an international law point of view, and is not in conflict with South Africa's other international obligations.

5. ORGANISATIONAL AND PERSONNEL IMPLICATIONS

The responsibility for the implementation of the ratification will be within the remits of the Branch Oceans and Coasts of the Department of Environmental Affairs.

6. FINANCIAL IMPLICATIONS

None.

7. COMMUNICATION IMPLICATIONS

Once ratified, the appropriate confirmation thereof will be provided through diplomatic channels to the United States as the Antarctic Treaty depository government and the Antarctic Treaty Secretariat will also be informed thereof accordingly. A local press release will also be issued. Private South African companies known to be operating in the Antarctic Treaty area will also be informed directly of the implications thereof.

8. DEPARTMENTS / INSTITUTIONS CONSULTED

8.1 National departments:

- Department of International Relations and Cooperation
- Department of Justice
- Department of Transport and South African Maritime Safety Authority
- Department of Science and Technology
- Department of Minerals and Energy

8.2 Non-governmental and international organizations:

- None.

8.3 Business:

- None.

9. RECOMMENDATIONS

The Department of Environmental Affairs recommends that Parliament ratifies Annex VI to the Protocol on Environmental Protection to the Antarctic Treaty - Liability Arising from Environmental Emergencies.

ANNEXURE A

LIST OF COUNTRIES WHICH HAVE/ WILL SIGN THE ANNEX

a. The following countries have already ratified the Annex:

- Finland
- Italy
- Peru
- Spain
- Poland
- Sweden

b. At least other treaty member countries are in similar position of readiness to ratify as South Africa. The Annex is binding on members so all treaty countries has to ratify the Annex.

ANNEXURE B

Measure 1 (2005)

Annex VI to the Protocol on Environmental Protection to the Antarctic Treaty: Liability Arising From Environmental Emergencies

The Representatives,

Recommend to their Governments that:

The Annex attached to this Measure form Annex VI on Liability Arising From Environmental Emergencies to the Protocol on Environmental Protection to the Antarctic Treaty;

The Annex become effective upon the date on which this Measure has been approved by all Consultative Parties entitled to attend the XXVIIIth Antarctic Treaty Consultative Meeting.

Attachment: Annex VI to the Protocol on Environmental Protection to the Antarctic Treaty.

Annex VI to the Protocol on Environmental Protection to the Antarctic Treaty

Liability Arising From Environmental Emergencies

Preamble

The Parties,

Recognising the importance of preventing, minimising and containing the impact of environmental emergencies on the Antarctic environment and dependent and associated ecosystems;

Recalling Article 3 of the Protocol, in particular that activities shall be planned and conducted in the Antarctic Treaty area so as to accord priority to scientific research and to preserve the value of Antarctica as the area to conduct such research;

Recalling the obligation in Article 15 of the Protocol to provide for prompt and effective response action to environmental emergencies, and to establish contingency plans for response to incidents with potential adverse effects on the Antarctic environment or dependent and associated ecosystems;

Recalling Article 16 of the Protocol under which the Parties to the Protocol undertook consistent with the objectives of the Protocol for the comprehensive protection of the Antarctic environment and dependent and associated ecosystems to elaborate, in one or more Annexes to the Protocol, rules and procedures relating to liability for damage arising from activities taking place in the Antarctic Treaty area and covered by the Protocol;

Noting further Decision 3 (2001) of the XXIVth Antarctic Treaty Consultative Meeting regarding the elaboration of an Annex on the liability aspects of environmental emergencies, as a step in the establishment of a liability regime in accordance with Article 16 of the Protocol;

Having regard to Article IV of the Antarctic Treaty and Article 8 of the Protocol;

Have agreed as follows:

Article 1

Scope

This Annex shall apply to environmental emergencies in the Antarctic Treaty area which relate to scientific research programmes, tourism and all other governmental and non-governmental activities in the Antarctic Treaty area for which advance notice is required under Article VII(5) of the Antarctic Treaty, including associated logistic support activities. Measures and plans for preventing and responding to such emergencies are also included in this Annex. It shall apply to all tourist vessels that enter the Antarctic Treaty area. It shall also apply to environmental emergencies in the Antarctic Treaty area which relate to other vessels and activities as may be decided in accordance with Article 13.

Article 2

Definitions

For the purposes of this Annex:

- (a) "Decision" means a Decision adopted pursuant to the Rules of Procedure of Antarctic Treaty Consultative Meetings and referred to in Decision 1 (1995) of the XIXth Antarctic Treaty Consultative Meeting;
- (b) "Environmental emergency" means any accidental event that has occurred, having taken place after the entry into force of this Annex, and that results in, or imminently threatens to result in, any significant and harmful impact on the Antarctic environment;
- (c) "Operator" means any natural or juridical person, whether governmental or non-governmental, which organises activities to be carried out in the Antarctic Treaty area. An operator does not include a natural person who is an employee, contractor, subcontractor, or agent of, or who is in the service of, a natural or juridical person, whether governmental or non-governmental, which organises activities to be carried out in the Antarctic Treaty area, and does not include a juridical person that is a contractor or subcontractor acting on behalf of a State operator;
- (d) "Operator of the Party" means an operator that organises, in that Party's territory, activities to be carried out in the Antarctic Treaty area, and:
- (i) those activities are subject to authorisation by that Party for the Antarctic Treaty area; or
 - (ii) in the case of a Party which does not formally authorise activities for the Antarctic Treaty area, those activities are subject to a comparable regulatory process by that Party.

The terms "its operator", "Party of the operator", and "Party of that operator" shall be interpreted in accordance with this definition;

(e) "Reasonable", as applied to preventative measures and response action, means measures or actions which are appropriate, practicable, proportionate and based on the availability of objective criteria and information, including:

- (i) risks to the Antarctic environment, and the rate of its natural recovery;
- (ii) risks to human life and safety; and
- (iii) technological and economic feasibility;

(f) "Response action" means reasonable measures taken after an environmental emergency has occurred to avoid, minimise or contain the impact of that environmental emergency, which to that end may include clean-up in appropriate circumstances, and includes determining the extent of that emergency and its impact;

(g) "The Parties" means the States for which this Annex has become effective in accordance with Article 9 of the Protocol.

Article 3

Preventative Measures

1. Each Party shall require its operators to undertake reasonable preventative measures that are designed to reduce the risk of environmental emergencies and their potential adverse impact.

2. Preventative measures may include:

(a) specialised structures or equipment incorporated into the design and construction of facilities and means of transportation;

- (b) specialised procedures incorporated into the operation or maintenance of facilities and means of transportation; and
- (c) specialised training of personnel.

Article 4

Contingency Plans

1. Each Party shall require its operators to:
 - (a) establish contingency plans for responses to incidents with potential adverse impacts on the Antarctic environment or dependent and associated ecosystems; and
 - (b) co-operate in the formulation and implementation of such contingency plans.

2. Contingency plans shall include, when appropriate, the following components:
 - (a) procedures for conducting an assessment of the nature of the incident;
 - (b) notification procedures;
 - (c) identification and mobilisation of resources;
 - (d) response plans;
 - (e) training;
 - (f) record keeping; and
 - (g) demobilisation.

3. Each Party shall establish and implement procedures for immediate notification of, and co-operative responses to, environmental emergencies, and shall promote the use of notification procedures and co-operative response procedures by its operators that cause environmental emergencies.

Article 5

Response Action

1. Each Party shall require each of its operators to take prompt and effective response action to environmental emergencies arising from the activities of that operator.

2. In the event that an operator does not take prompt and effective response action, the Party of that operator and other Parties are encouraged to take such action, including through their agents and operators specifically authorised by them to take such action on their behalf.

3. (a) Other Parties wishing to take response action to an environmental emergency pursuant to paragraph 2 above shall notify their intention to the Party of the operator and the Secretariat of the Antarctic Treaty beforehand with a view to the Party of the operator taking response action itself, except where a threat of significant and harmful impact to the Antarctic environment is imminent and it would be reasonable in all the circumstances to take immediate response action, in which case they shall notify the Party of the operator and the Secretariat of the Antarctic Treaty as soon as possible.

(b) Such other Parties shall not take response action to an environmental emergency pursuant to paragraph 2 above, unless a threat of significant and harmful impact to the Antarctic environment is imminent and it would be reasonable in all the circumstances to take immediate response action, or the Party of the operator has failed within a reasonable time to notify the Secretariat of the Antarctic Treaty that it will take the response action itself, or where that response action has not been taken within a reasonable time after such notification.

(c) In the case that the Party of the operator takes response action itself, but is willing to be assisted by another Party or Parties, the Party of the operator shall coordinate the response action.

4. However, where it is unclear which, if any, Party is the Party of the operator or it appears that there may be more than one such Party, any Party taking response action shall make best endeavours to consult as appropriate and shall, where practicable, notify the Secretariat of the Antarctic Treaty of the circumstances.

5. Parties taking response action shall consult and coordinate their action with all other Parties taking response action, carrying out activities in the vicinity of the environmental emergency, or otherwise impacted by the environmental emergency, and shall, where practicable, take into account all relevant expert guidance which has been provided by permanent observer delegations to the Antarctic Treaty Consultative Meeting, by other organisations, or by other relevant experts.

Article 6

Liability

1. An operator that fails to take prompt and effective response action to environmental emergencies arising from its activities shall be liable to pay the costs of response action taken by Parties pursuant to Article 5(2) to such Parties.

2. (a) When a State operator should have taken prompt and effective response action but did not, and no response action was taken by any Party, the State operator shall be liable to pay the costs of the response action which should have been undertaken, into the fund referred to in Article 12.

(b) When a non-State operator should have taken prompt and effective response action but did not, and no response action was taken by any Party, the non-State operator shall be liable to pay an amount of money that reflects as much as possible the costs of the response action that should have been taken. Such money is to be paid directly to the fund referred to in Article 12, to the Party of that operator or to the Party that enforces the mechanism referred to in Article 7(3). A Party receiving such money shall make best efforts to make a contribution to the fund referred to in Article 12 which at least equals the money received from the operator.

3. Liability shall be strict.

4. When an environmental emergency arises from the activities of two or more operators, they shall be jointly and severally liable, except that an operator which establishes that only part of the environmental emergency results from its activities shall be liable in respect of that part only.

5. Notwithstanding that a Party is liable under this Article for its failure to provide for prompt and effective response action to environmental emergencies caused by its warships, naval auxiliaries, or other ships or aircraft owned or operated by it and used, for the time being, only on government non-commercial service, nothing in this Annex is intended to affect the sovereign immunity under international law of such warships, naval auxiliaries, or other ships or aircraft.

Article 7

Actions

1. Only a Party that has taken response action pursuant to Article 5(2) may bring an action against a non-State operator for liability pursuant to Article 6(1)

and such action may be brought in the courts of not more than one Party where the operator is incorporated or has its principal place of business or his or her habitual place of residence. However, should the operator not be incorporated in a Party or have its principal place of business or his or her habitual place of residence in a Party, the action may be brought in the courts of the Party of the operator within the meaning of Article 2(d). Such actions for compensation shall be brought within three years of the commencement of the response action or within three years of the date on which the Party bringing the action knew or ought reasonably to have known the identity of the operator, whichever is later. In no event shall an action against a non-State operator be commenced later than 15 years after the commencement of the response action.

2. Each Party shall ensure that its courts possess the necessary jurisdiction to entertain actions under paragraph 1 above.

3. Each Party shall ensure that there is a mechanism in place under its domestic law for the enforcement of Article 6(2)(b) with respect to any of its non-State operators within the meaning of Article 2(d), as well as where possible with respect to any non-State operator that is incorporated or has its principal place of business or his or her habitual place of residence in that Party. Each Party shall inform all other Parties of this mechanism in accordance with Article 13(3) of the Protocol. Where there are multiple Parties that are capable of enforcing Article 6(2)(b) against any given non-State operator under this paragraph, such Parties should consult amongst themselves as to which Party should take enforcement action.

The mechanism referred to in this paragraph shall not be invoked later than 15 years after the date the Party seeking to invoke the mechanism became aware of the environmental emergency.

4. The liability of a Party as a State operator under Article 6(1) shall be resolved only in accordance with any enquiry procedure which may be established by the Parties, the provisions of Articles 18, 19 and 20 of the Protocol and, as applicable, the Schedule to the Protocol on arbitration.

5. (a) The liability of a Party as a State operator under Article 6(2)(a) shall be resolved only by the Antarctic Treaty Consultative Meeting and, should the question remain unresolved, only in accordance with any enquiry procedure which may be established by the Parties, the provisions of Articles 18, 19 and 20 of the Protocol and, as applicable, the Schedule to the Protocol on arbitration.

(b) The costs of the response action which should have been undertaken and was not, to be paid by a State operator into the fund referred to in Article 12, shall be approved by means of a Decision. The Antarctic Treaty Consultative Meeting should seek the advice of the Committee on Environmental Protection as appropriate.

6. Under this Annex, the provisions of Articles 19(4), 19(5), and 20(1) of the Protocol, and, as applicable, the Schedule to the Protocol on arbitration, are only applicable to liability of a Party as a State operator for compensation for response action that has been undertaken to an environmental emergency or for payment into the fund.

Article 8

Exemptions from Liability

1 An operator shall not be liable pursuant to Article 6 if it proves that the environmental emergency was caused by:

- (a) an act or omission necessary to protect human life or safety;
 - (b) an event constituting in the circumstances of Antarctica a natural disaster of an exceptional character, which could not have been reasonably foreseen, either generally or in the particular case, provided all reasonable preventative measures have been taken that are designed to reduce the risk of environmental emergencies and their potential adverse impact;
 - (c) an act of terrorism; or
 - (d) an act of belligerency against the activities of the operator.
2. A Party, or its agents or operators specifically authorised by it to take such action on its behalf, shall not be liable for an environmental emergency resulting from response action taken by it pursuant to Article 5(2) to the extent that such response action was reasonable in all the circumstances.

Article 9

Limits of Liability

1. The maximum amount for which each operator may be liable under Article 6(1) or Article 6(2), in respect of each environmental emergency, shall be as follows:
- (a) for an environmental emergency arising from an event involving a ship:
 - (i) one million SDR for a ship with a tonnage not exceeding 2,000 tons;
 - (ii) for a ship with a tonnage in excess thereof, the following amount in addition to that referred to in (i) above:
 - for each ton from 2,001 to 30,000 tons, 400 SDR;

- for each ton from 30,001 to 70,000 tons, 300 SDR; and
- for each ton in excess of 70,000 tons, 200 SDR;

(b) for an environmental emergency arising from an event which does not involve a ship, three million SDR.

2. (a) Notwithstanding paragraph 1(a) above, this Annex shall not affect:

- (i) the liability or right to limit liability under any applicable international limitation of liability treaty; or
- (ii) the application of a reservation made under any such treaty to exclude the application of the limits therein for certain claims;

provided that the applicable limits are at least as high as the following: for a ship with a tonnage not exceeding 2,000 tons, one million SDR; and for a ship with a tonnage in excess thereof, in addition, for a ship with a tonnage between 2,001 and 30,000 tons, 400 SDR for each ton; for a ship with a tonnage from 30,001 to 70,000 tons, 300 SDR for each ton; and for each ton in excess of 70,000 tons, 200 SDR for each ton.

(b) Nothing in subparagraph (a) above shall affect either the limits of liability set out in paragraph 1(a) above that apply to a Party as a State operator, or the rights and obligations of Parties that are not parties to any such treaty as mentioned above, or the application of Article 7(1) and Article 7(2).

3. Liability shall not be limited if it is proved that the environmental emergency resulted from an act or omission of the operator, committed with the intent to cause such emergency, or recklessly and with knowledge that such emergency would probably result.

4. The Antarctic Treaty Consultative Meeting shall review the limits in paragraphs 1(a) and 1(b) above every three years, or sooner at the request of any Party. Any amendments to these limits, which shall be determined after consultation amongst the Parties and on the basis of advice including scientific and technical advice, shall be made under the procedure set out in Article 13(2).

5. For the purpose of this Article:

(a) "ship" means a vessel of any type whatsoever operating in the marine environment and includes hydrofoil boats, air-cushion vehicles, submersibles, floating craft and fixed or floating platforms;

(b) "SDR" means the Special Drawing Rights as defined by the International Monetary Fund;

(c) a ship's tonnage shall be the gross tonnage calculated in accordance with the tonnage measurement rules contained in Annex I of the International Convention on Tonnage Measurement of Ships, 1969.

Article 10

State Liability

A Party shall not be liable for the failure of an operator, other than its State operators, to take response action to the extent that that Party took appropriate measures within its competence, including the adoption of laws and regulations, administrative actions and enforcement measures, to ensure compliance with this Annex.

Article 11

Insurance and Other Financial Security

1. Each Party shall require its operators to maintain adequate insurance or other financial security, such as the guarantee of a bank or similar financial institution, to cover liability under Article 6(1) up to the applicable limits set out in Article 9(1) and Article 9(2).

2. Each Party may require its operators to maintain adequate insurance or other financial security, such as the guarantee of a bank or similar financial institution, to cover liability under Article 6(2) up to the applicable limits set out in Article 9(1) and Article 9(2).

3. Notwithstanding paragraphs 1. and 2 above, a Party may maintain self-insurance in respect of its State operators, including those carrying out activities in the furtherance of scientific research.

Article 12

The Fund

1. The Secretariat of the Antarctic Treaty shall maintain and administer a fund, in accordance with Decisions including terms of reference to be adopted by the Parties, to provide, *inter alia*, for the reimbursement of the reasonable and justified costs incurred by a Party or Parties in taking response action pursuant to Article 5(2).

2. Any Party or Parties may make a proposal to the Antarctic Treaty Consultative Meeting for reimbursement to be paid from the fund.

Such a proposal may be approved by the Antarctic Treaty Consultative Meeting, in which case it shall be approved by way of a Decision. The Antarctic Treaty Consultative Meeting may seek the advice of the Committee of Environmental Protection on such a proposal, as appropriate.

3. Special circumstances and criteria, such as: the fact that the responsible operator was an operator of the Party seeking reimbursement; the identity of the responsible operator remaining unknown or not subject to the provisions of this Annex; the unforeseen failure of the relevant insurance company or financial institution; or an exemption in Article 8 applying, shall be duly taken into account by the Antarctic Treaty Consultative Meeting under paragraph 2 above.

4. Any State or person may make voluntary contributions to the fund.

Article 13

Amendment or Modification

1. This Annex may be amended or modified by a Measure adopted in accordance with Article IX(1) of the Antarctic Treaty.

2. In the case of a Measure pursuant to Article 9(4), and in any other case unless the Measure in question specifies otherwise, the amendment or modification shall be deemed to have been approved, and shall become effective, one year after the close of the Antarctic Treaty Consultative Meeting at which it was adopted, unless one or more Antarctic Treaty Consultative Parties notifies the Depositary, within that time period, that it wishes any extension of that period or that it is unable to approve the Measure.

3. Any amendment or modification of this Annex which becomes effective in accordance with paragraph 1 or 2 above shall thereafter become effective as to any other Party when notice of approval by it has been received by the Depositary.

ANNEXURE B

Decision 1 (2005)

Annex VI on Liability Arising from Environmental Emergencies to the Protocol on Environmental Protection to the Antarctic Treaty

The Representatives

Welcoming the adoption of Measure 1 (2005);

Recalling the undertaking in Article 16 of the Protocol on Environmental Protection to the Antarctic Treaty;

Recalling Decision 3 (2001) of the XXIVth Antarctic Treaty Consultative Meeting regarding the elaboration of an Annex on the liability aspects of environmental emergencies, as a step in the establishment of a liability regime in accordance with Article 16 of the Protocol;

Decide:

1. To evaluate annually, from the adoption of Annex VI to the Protocol, progress towards its becoming effective in accordance with Article IX of the Antarctic Treaty, and what action may be necessary and appropriate to encourage Parties to approve the Annex in a timely fashion;

2. Not later than five years from the adoption of the Annex, in light of the evaluation pursuant to paragraph 1 above, to take a decision on the establishment of a time-frame for the resumption of negotiations, in accordance with Article 16 of the Protocol, to elaborate further rules and procedures as may be necessary relating to liability for damage arising from activities taking place in the Antarctic Treaty area and covered by the Protocol.



OFFICE OF THE CHIEF STATE LAW ADVISER (INTERNATIONAL LAW)
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RO 105/07

Mr Tiba
Route Jad101

**ANNEX VI TO THE PROTOCOL ON ENVIRONMENTAL PROTECTION TO THE
ANTARCTIC TREATY ON LIABILITY ARISING FROM ENVIRONMENTAL
EMERGENCIES**

1. Reference is made to the request for legal advice dated 28 February 2007.
2. As requested, the text of the Annex VI to the Protocol on Environmental Protection to the Antarctic Treaty on Liability Arising from Environmental Emergencies was scrutinised and found to be acceptable from an international law point of view and not in conflict with South Africa's other international obligations.
3. We have already in a previous legal opinion (RO 403/05) alluded to the procedures that need to be followed in order for South Africa to become bound thereto.
4. It is noted that the legal advisers of the Department of Justice and Constitutional Development did indicate that there appears to be no conflict between the domestic law and the provisions of the Annex. One aspect that the Department of Environmental Affairs will now have to investigate is whether there is a need for the adoption of legislation to be able to implement the provisions of Annex VI.
5. In this regard, it is important to note that during the discussions on the implementation of the provisions of the Annex at the 29th session of the Antarctic Treaty Consultative Meeting in 2006, many Parties indicated that a variety of issues are important to consider when it comes to the practical implementation of the Annex in the domestic legal systems of their countries. These issues included the following:
 - 5.1 The unique nature of Antarctica raised particular legal questions that will be relevant also to South Africa. For example: as no country has sovereignty over Antarctica, the first question to be dealt with is how a Party can claim compensation for damage caused to its territory as it does not have the prime responsibility and authority for protecting the Antarctic environment. This question relates to the principle that when damage to the environment has been caused to the property or territory of a state, that

state may be entitled to compensation irrespective of whether any actions were taken by them or others in response to the damage.

- 5.2 As operators are to be required by Parties to obtain insurance when operating in Antarctica, the question relating to the availability of insurance in the market was raised as there seems at present a reluctance in the insurance market to insure operators against undefined risks involved in operations in Antarctica.
- 5.3 The question of extraterritorial application of legislation given the fact that national legislation will be applicable to operators operating in Antarctica where the question of sovereignty is still undetermined will also have to be considered. Furthermore, the question how to enforce the penalties against operators who do not take action when they are required to do so, is another matter that needs addressing. Some states have established a governmental agency or is considering making use of an existing agency that will operate a fund in which operators will be liable to pay money in the event that they do not take the appropriate response measures to damage caused by them.
6. These are but some of the issues that the Department of Environmental Affairs and Tourism might wish to consider in their evaluation on how best to operationalise and implement the Annex in the domestic law.
7. It is trusted that these comments would be of assistance to you.



JGS DE WET
CHIEF STATE LAW ADVISER (IL)

4 MARCH 2007
PRETORIA



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 Date: 9 February 2007

Attention: Adv N de Kock

**ANNEX VI TO THE PROTOCOL ON ENVIRONMENTAL PROTECTION TO THE
 ANTARCTIC TREATY: LIABILITY ARISING FROM ENVIRONMENTAL EMERGENCIES:
 YOUR UNNUMBERED MINUTE DATED 31 JANUARY 2007**

1. The Marine and Coastal Management Branch in the Department of Environmental Affairs and Tourism has submitted "Annex VI to the Protocol on Environmental Protection to the Antarctic Treaty: Liability Arising from Environmental Emergencies" to us for scrutiny. We have scrutinized the said Protocol with a view to possible conflict with the domestic law of the Republic of South Africa only, and as far as we could ascertain there appears to be no such conflict.
2. We note that no provision is made in the Protocol for the entry into force thereof. It is therefore suggested that a provision to that effect be inserted in the Protocol.
3. The Department's attention is drawn to the provisions of section 231 of the Constitution of the Republic of South Africa, 1996, which must be complied with.


 CHIEF STATE LAW ADVISER
 W J J NEL