Convention on Environmental Impact Assessment in a Transboundary Context and its Protocol on Strategic Environmental Assessment

Working Group on Environmental Impact Assessment and Strategic Environmental Assessment

Ninth meeting

Geneva/online, 24–26 August 2020

Romas Švedas
Chair of the Implementation Committee

Maria do Carmo Figueira
First vice-Chair of the Implementation Committee

19 August 2020

Agenda item 6 A. Compliance with and implementation of the Convention and the Protocol

Sub-item: (a) Review of compliance and related draft decisions;

The Chair, and, where relevant, the first Vice-Chair, of the Implementation Committee are expected to present the main outcomes of the Committee’s forty-sixth and seventh sessions (Geneva, 10–13 December 2019 and Geneva, 16–19 March 2020), including regarding initial draft decisions on compliance with the Convention and the Protocol. Delegations are invited to provide their comments to the drafts in writing by 31 July 2020 and may also wish to take the floor during the meeting.

I. Composition of the Committee

Since the eighth session of the Working Group, Belarus nominated Ms. Tatsiana Kukhtenkova to replace its permanent member Ms. Nadezhda Zdanevich. Ms. Leyla Aliyeva and Ms. Larissa Lukina were nominated by Azerbaijan and by Belarus, respectively, as alternate members for their countries’ permanent members.

II. Committee’s agenda

The number of compliance issues under the Committee’s consideration continued to increase since November 2019. The new information was submitted by:

(a) A member of German Parliament (on 11 February 2020) regarding application of the Protocol by Poland to its Energy Strategy;
(b) Hungary (on 25 February 2020) regarding ongoing developments under the previously closed Convention’s matter EIA/IC/INFO/13 concerning the activities carried out by Ukraine at the Muzhiyevo goldmine;
(c) Greenpeace France (on 9 March 2020) regarding the non-application by France of the Convention to the lifetime extension of 32 units of eight nuclear power plants;
(d) Jointly from four NGOs – an association “Aarhus Center in Bosnia and Herzegovina”, Center for Environment, Bosnia and Herzegovina, Green Home, Montenegro, and Environmental movement Ozon, Montenegro, – (on 15 May 2020) regarding the construction by Bosnia and Herzegovina of the Buk Bijela hydropower plant;
(e) A Portuguese political party Pessoas – Animais – Natureza (PAN) (on 30 July 2020) regarding the non-application by Spain of the Convention to the lifetime extension of 2 units of the Almaraz nuclear power plant.

The agenda of the Committee’s 46 and 47 sessions included altogether 32 compliance issues as summarized in Table 1 below (5 cases to follow-up on previous decisions of the Meeting of the Parties (MoPs), 7 specific compliance issues arising from reviews of implementation of the Convention/Protocol, 2 submissions, and 17 information gathering cases, with one case leading to the Committee initiative). Annex I contains a full list of compliance issues under Committee’s consideration in the 2017-2020 intersessional period indicating a status of each case.

Table 1. Number of compliance cases at the Committee’s agenda per session

<table>
<thead>
<tr>
<th>#</th>
<th>Expected outputs</th>
<th># at IC 46</th>
<th># at IC 47+ additional sessions</th>
<th># at IC 48</th>
<th>Additional online session in October/November 2020</th>
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<tbody>
<tr>
<td>1</td>
<td>Preparation to the MOPs (general compliance matters)</td>
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<td>2</td>
<td>Follow-up to MOPs decisions</td>
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<td>5 prepared draft MOP decisions</td>
<td>5 finalizing MOP decisions</td>
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<td>3</td>
<td>Submissions</td>
<td>1 considered, 1 noted</td>
<td>2</td>
<td>2</td>
<td>1 hearing to schedule 1 to agree on admissibility</td>
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<td>4</td>
<td>Committee Initiative regarding the Protocol matters</td>
<td>0</td>
<td>1 (SEA matter)</td>
<td>1</td>
<td>1 hearing</td>
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<tr>
<td>5</td>
<td>Information Gathering procedures regarding the Convention matters</td>
<td>15 (2 closed)</td>
<td>13</td>
<td>18</td>
<td>Informal consultation on 3 cases with 3 Parties concerned</td>
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<td>6</td>
<td>Information Gathering procedures regarding the Protocol matters</td>
<td>2 (1 closed, 1 moved to CI)</td>
<td>1 (new/11.02.2020)</td>
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<td>7</td>
<td>Specific compliance issues arising from reviews of implementation of the Convention</td>
<td>5 (2 closed)</td>
<td>3 (2 closed)</td>
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<td>8</td>
<td>Specific compliance issues arising from third review of implementation of the Protocol</td>
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<td>9</td>
<td>Other issues</td>
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II. Main outcomes of the Committee’s forty-sixth and forty-seventh sessions and update on preparations to the Committee’s forty-eighth session

1. Introduction: format and agenda of the IC 47 and IC 48

Due to the coronavirus pandemic, the Committee 47th session was exceptionally held using videoconferencing and without interpretation. The Committee’s agenda at that session was subsequently reduced to cover priority items, notably:

(a) Preparation of the draft MOPs decisions as per the Committee’s schedule for preparation to the Meetings of the Parties in December 2020 (See Annex III);
(b) Submissions, including:
   i. Submission by Bulgaria having concerns about Serbia’s compliance with its obligations under the Convention regarding several mining activities received in May 2019, and
   ii. Submission by Montenegro having concerns about Albania’s compliance with its obligations under the Convention in respect of the construction of a number of small hydro-power plants at the Cijevna River received in September 2019.
(c) Organisation of Committee’s work on new information from other sources.

To progress on the outstanding information gathering and specific compliance issues in advance of the 48th session, the Committee held additional meetings on 26 May and 10 June 2020, also using videoconferencing and without interpretation. At the online meeting on 26 May 2020, the Committee also addressed the requests from the ad-hoc group on LTE of NPPs for summaries of all compliance issues related to LTE of NPPs under its consideration and developed an opinion on interpretation of articles 2(2) and 2(3).

Due to extended coronavirus related circumstances, the Committee’s 48th session (IC48) (Geneva, 1–4 September 2020) will also be held using videoconferencing without interpretation. At that session, the Committee will focus on:

(a) Preparing to the Meetings of the Parties, including finalizing the draft compliance decisions and preparing the report to the MOPs on its activities in the 2017-2020 intersessional period;
(b) Considering submissions concerning Serbia and Albania;
(c) Scheduling and preparing to:
   i. The hearing with Serbia under the Committee initiative concerning Serbian Energy Strategy and the Strategy’s implementation programme;
   ii. The informal consultations with Bosnia and Herzegovina, Croatia and Serbia regarding the construction of thermal power plants in Banovici, Tuzla and Ugjevik.
   (Bosnia and Herzegovina and Serbia asked the Committee to consider postponement of the hearing and the consultations scheduled for the IC48 due to Covid-19 related circumstances and the recent governmental changes).
(d) Time permitting, considering other information gathering cases.
2. Closed issues at the 46th and 47th sessions

At its 46 and 47 sessions and its additional meeting on 10 June 2020, the Committee agreed that the information was sufficient to discontinue gathering information on the following matters:

A. Information gathering cases

(a) Two cases, on Convention matters, regarding:
   i. The construction of the Stannari thermal power plant by Bosnia and Herzegovina, and
   ii. The extension of the Drmno open pit mine by Serbia;
(b) One case, on Protocol matters, regarding the Programme of Ukraine for Hydro Energy Development for the Period until 2026 (with no further action).

In addition, the Committee concluded that the information available to it concerning the Energy sector development strategy of Serbia for the period up to 2025 with projections up to 2030 and the Strategy’s implementation programme for the Period 2017-2023 constituted a sufficient basis for a profound suspicion of non-compliance. Subsequently, it opened a related Committee initiative and for its 48th session scheduled discussions with Serbia under paragraph 9 of the Committee’s structure and functions, mentioned above.

B. Specific compliance issues arising from the fifth review of implementation of the Convention and second review of implementation of the Protocol

Based on satisfactory clarifications from Belgium, Cyprus, Montenegro and Portugal on their legislative frameworks and practice to implement articles 3(8) and 4(2), the Committee agreed not to pursue information gathering for 4 out of 5 specific compliance issues arising from the fifth review of implementation of the Convention. The Committee regretted, that North Macedonia had failed to respond to the Committee’s reiterated requests since April 2019 and that the Committee needed to postpone the consideration of the matter to the next intersessional period.

The Committee also regretted that its was unable to proceed with the consideration of the specific compliance issue arising from the second review of the implementation of the Protocol regarding the application of article (7) by Serbia due to lack of the response from Serbia since January 2020.

Such approach by Parties concerned to the requests of the Committee significantly hinders the Committee’s work.

C. Specific compliance issue under the Protocol: Specific issue of compliance by the European Union with the Protocol identified in the first review of implementation of the Protocol

At its additional session on 10 June 2020, the Committee agreed that there was no need for it to pursue further its information-gathering activities regarding the item on applicability of the Protocol to plans/programmes adopted at the European Union level.

The Committee concluded that the strategic documents adopted at the European Union level, in particular, in areas of transport, energy, and fisheries constituted guidance documents of a political nature that should be regarded as policies falling under article 13 of the Protocol.
The Committee agreed to draw the attention of the European Union to its obligations under article 13 of the Protocol, including on reporting obligation as set out in article 13(4).

The Committee will continue its work on two other key issues under this specific compliance issue. Notably it will:

(a) Finalize its work on preparing the reporting format for regional economic integration organizations for the next reporting round on the period 2019–2021
(b) Continue monitoring how discrepancies between the Directive and the Protocol were addressed, particularly, regarding the identified uncertainty surrounding its scope.

3. Preparation of the initial draft decisions on compliance with the Convention and the Protocol

The Committee, at its 47th session in March 2020, prepared the initial draft decisions on compliance with the Convention and the Protocol as presented in Informal document ECE/MP.EIA/WG.2/2020/INF.11, containing:

(a) Two decisions on general issues of compliance with the treaties:
   1. Draft decision VIII/4 on general issues of compliance with the Convention;
   2. Draft decision IV/4 on general issues of compliance with the Protocol;

(b) Five country-specific compliance decisions – all concerning the follow-up to related compliance decisions taken by the MOP to the Convention at its intermediary session:
   1. Draft decision VIII/4a on compliance by Armenia with its obligations under the Convention in respect of its national legislation;
   2. Draft decision VIII/4b on compliance by Azerbaijan with its obligations under the Convention in respect of its national;
   3. Draft decision VIII/4c on compliance by Belarus with its obligations under the Convention in respect of the Belarusian nuclear power plant in Ostroverts;
   5. Draft decision VIII/4e on compliance by Ukraine with its obligations under the Convention in respect of extension of the lifetime of the Rivne nuclear power plant.

According to its schedule (see Annex II), the Committee will finalize the draft decisions at its 48th session in September 2020, taking into account the comments by the Working Group along with the comments provided by the Parties concerned. The secretariat will then prepare the draft decision as official documents (deadline - 15 September 2020).
A. Draft decision VIII/4 on general issues of compliance with the Convention and Draft decision IV/4 on general issues of compliance with the Protocol

Draft decisions VIII/4 and IV/4 on general issues of compliance with the Convention and the Protocol, respectively, follow the structure of previous MOP decisions/sections on general compliance matters. As per usual, their preamble recalls the related decisions taken by the Meetings of the Parties.

In the initial operative paragraphs, the Committee recommends that the MOPs reiterate its request the Committee to continue:

(a) To keep the implementation and application of the Convention/Protocol under review;
(b) To promote and support compliance with the Convention/Convention, including by providing assistance in this respect, as necessary.

In the subsequent operative paragraphs (para. 2-8 of draft decision VIII/4 on Convention and para 4-7 of draft decision IV/4), Committee recommends that the MoPs acknowledge the outcomes of the Committee’s work in the intersessional period 2017-2020 further to the Committee’s report to the MOPs, including with regard to follow-up to previous decisions, submissions, Committee initiatives, information gathering procedures and specific compliance issues.

Further to the outcome of the Committee’s considerations at its additional meeting on 10 June 2020, the Committee agreed to open the square brackets in sub-paragraph 3(a) of decision VIII/4 regarding Portugal and remove the reference to it in subparagraph 3(b).

In paragraph 6 of draft decision VIII/4, the Committee recommends that the Convention’s MoP acknowledge that:

(a) Several information gathering cases before the Committee relate to concerns of the public regarding the non-application of the Convention to planned lifetime extensions of nuclear power plants, and
(b) The Committee’s deliberations have been delayed pending the development of guidance on that topic by an ad hoc working group of Parties to the Convention.

In both draft decisions (para. 9 of draft decision VIII/4 and para 8 of draft decision IV/4) the Committee recommends that the MoPs:

(a) Note with regret that the Committee’s work is hindered by lateness and insufficient quality of responses by some Parties concerned, and, in some cases, also by their refusal to respond and to cooperate and
(b) Urge Parties to facilitate the Committee’s work in good faith by providing it with the requested information in a timely manner and in good quality.

Paragraph 10 of draft decision VIII/4 recommends the Convention’s MOPs to consider its opinions generated since its intermediary session.

Paragraph 10(a) contains the Committee’s clarification concerning the application of article 3(7) and Appendix IV.

Under a number of compliance cases before it, the Committee invited potentially affected Parties to indicate whether a significant adverse environmental impact from the proposed
activities on their territories was likely and whether they wished to be notified with regard to
the proposed activities.

To answer those questions from the Committee, a few Parties attempted to use mechanism
provided for in article 3(7), including to exchange sufficient information with the Party of
origin and to hold discussions on the likelihood of the significant adverse transboundary impact.

The Committee observed, however, that the Parties had difficulties applying article 3(7) in
practice leading to delays in the Committee’s further deliberations.

In addition, one Party requested to establish an Inquiry Commission, without meeting
preconditions set out in article 3(7).

Consequently, the Committee felt it was important for it to provide clarify with regard to
application of that article and the annex IV.

The Committee explained that:

Appendix IV of the Convention regarding the inquiry procedure is not applicable unless the
preconditions in article 3(7) had been met. Notably:

1. In absence of notification, the potentially affected Party might request exchange of
sufficient information for the purposes of holding discussions on whether there was likely
to be a significant adverse transboundary impact. It should make its request as soon as it
became aware of a proposed activity that it considered to have a likely significant adverse
transboundary impact.

2. Subsequently, the concerned Parties should:

   (a) Exchange information that is sufficient and within the scope of the Convention. If
available, the Party of origin should provide the EIA documentation for the proposed
activity to the potentially affected Party; The exchange of information should be
conducted within a reasonable time frame.
   (b) Hold discussions on whether a significant adverse transboundary impact on the territory
of the affected Party was likely; and document the outcomes of those discussions,
preferably as joint statements or meeting minutes signed by the Parties concerned, or,
as a minimum, as part of official correspondence;
   (c) Endeavor to agree on another method of settling that question.

Paragraph 10(b) clarifies a situation when a Party of origin unilaterally decides to terminate an
ongoing transboundary procedure. The Committee is of the opinion that by doing so, the Party
of origin places itself in a situation of non-compliance with the Convention.

A notification by a Party of origin regarding a proposed activity under articles 2(4) and 3(1)
of the Convention, followed by the indication by the affected Party of its intent to participate
in the environmental impact assessment procedure further to article 3(3) of the Convention,
constituted a mutual agreement between the Parties concerned to apply the Convention.
Consequently, and following the mutual agreement among the concerned Parties, the
subsequent steps of the transboundary procedure should be finalized in accordance with the
Convention prior to a decision to authorize or to undertake the proposed activity.
The Committee also recommends that MOPs (para. 13 of draft decision VIII/4) urge Parties to take into account in their further work the opinions of the Committee in the period from 2001 to 2020.

Last but one paragraph of both draft decisions VIII/4 and IV/4 refers to the amendment to the operating rules of the Committee, notably on adjusting the deadline for Parties’ submission of information to the Committee, as provided for in paragraph 4 of rule 11. This recommendation addresses the collision of the deadlines for preparation of the unofficial documents for the Committee’s sessions further to rule 10.

In the final paragraph of both draft decisions, the Committee recommends that the MOPs:

(a) Keep under review and to further develop the structure and functions of the Committee and its operating rules, in light of experience gained by the Committee in the interim, and with a view to:
   i. Enhancing the coherence and reducing duplication between the two sets of rules and
   ii. Increasing use of videoconferencing and other online and electronic communication tools as effective means for managing the Committee’s workload.

(b) Request the Committee to prepare proposals, as it deems necessary, for submission to the Meeting of the Parties at its ninth session.

B. Draft decision VIII/4a on compliance by Armenia with its obligations under the Convention in respect of its national legislation

This is a decision on the follow-up to decision IS/1a by which the Convention’s MOP invited Armenia to adopt the proposed amendments to the legislation and the secondary legislation as soon as possible and to inform the Implementation Committee of the progress made.

Further to the reports from Armenia since the intermediary session of the MOP, the Committee concluded that despite steps taken since the intermediary session, Armenia had not yet adopted the amendments to its legislation and the secondary legislation, and therefore, had not yet fulfilled the requests addressed to it under paragraphs 5 and 6 of decision IS/1a.

In addition, in the absence of official English translations of the adopted amendments and the secondary legislation, the Committee had to postpone the evaluation of the amended legislation referred to in paragraph 7 of decision IS/1a.

C. Draft decision VIII/4b on compliance by Azerbaijan with its obligations under the Convention in respect of its national legislation

This is a draft decision on follow-up to decision IS/1c by which the Convention’s MOP urged Azerbaijan to ensure that its environmental impact assessment legislation fully complies with the Convention and requested the Committee to evaluate the compliance of the environmental impact assessment legislation of Azerbaijan with the Convention.

In March 2020, the Committee noted that Azerbaijan had adopted two pieces of secondary legislation and two guiding documents to implement its 2018 framework Law.
The Committee also noted some specific deficiencies of the draft secondary legislation on EIA and on SEA, that was not adopted, notably, including concerning:

(a) Definition referred to in article 1 (v) of the Convention and
(b) Ensuring proper public participation under articles 2 (6), 3 (8) and 4 (2) of the Convention.

The Committee concluded that Azerbaijan had not to that date fulfilled the request addressed to it in paragraph 6 of decision IS/1c, and that it, therefore, remained in non-compliance with article 2 (2) of the Convention, despite steps taken since the intermediary session of the Meeting of the Parties.

D. Draft decision VIII/4c on compliance by Belarus with its obligations under the Convention in respect of the Belarusian nuclear power plant in Ostrovets

To be presented by the first Vice-Chair

By decision IS/1d the Conventions’ MOP:

(a) Declared that Belarus failed to comply with article 4 (1), article 5 (a), and article 6 (1), of the Convention;
(b) Urged Belarus to ensure that, in the context of any future decision-making regarding any planned activity that falls under the Convention, the Convention is applied (para 16);
(c) Encouraged both Parties to:
   i. Accelerate the preparation of a bilateral agreement for the Convention’s implementation under article 8 of the Convention (para. 17);
   ii. Continue bilateral expert consultations on issues of disagreement, including on matters that were beyond the scope of the Convention (para. 18);
   iii. Continue working on the post-project analysis regarding the activity (para. 19).

Since the MoP’s intermediary session Belarus and Lithuania submitted to the Committee their reports further to paragraph 20 of decision IS/1d. They also copied the Committee on their correspondence.

Based on the analysis of all information provided to by the two Parties until March 2020, the Committee noted that progress made by Belarus and Lithuania in addressing the requirements set out in decision IS/1d was limited and recommended that the Meeting of the Parties encourage both Parties to comply with paragraphs 17-19 of decision IS/1d by the ninth session of the Meeting of the Parties.

E. Draft decision VIII/4d on compliance by Ukraine with its obligations under the Convention in respect of the Danube-Black Sea Deep Water Navigation Canal in the Ukrainian sector of the Danube Delta

This is a draft decision on follow-up to decision IS/1 f by which the Convention’s MOP welcomed:

(a) The adoption by Ukraine of the Law on EIA in May 2017, and
(b) The declaration of Ukraine of its genuine wish to bring the Bystroe Canal Project into full compliance with the Convention.

By decision IS/1f the MOP also provided a number of recommendations and requests for Ukraine to address its persistent non-compliance with the Convention with a view to the caution issued at its fourth session being lifted at its eighth session.

In addition, the Meeting of the Parties encouraged Ukraine and Romania to continue their cooperation in preparing a bilateral agreement or other arrangement to support further their implementation of the Convention, as set out in article 8 of the Convention.

Since the intermediary session of the Meeting of the Parties, the Committee, as mandated, continued its close follow up on the steps taken by Ukraine to bring about compliance with its obligations under the Convention.

It also continued taking additional steps to assist Ukraine in addressing its long-standing non-compliance with the Convention. Notably the Committee:

(a) Provided Ukraine with a list of specific questions to help Ukraine summarize all required information and to report on the progress made by it in bringing the project into compliance with the Convention;
(b) Held additional informal consultations with Ukraine at its forty-sixth session (Geneva, 10–13 December 2019) to discuss the information gaps [based on the list of specific questions prepared].

Despite all efforts, Ukraine had failed to confirm clearly and unambiguously that works with regard to phase I of the Project had been suspended and the final decision repealed. It also failed to provide complete information accompanied with corroborating documentation on bringing the Bystroe Canal Project into compliance with the Convention.

The Committee concluded that, as of March 2020, Ukraine had:

(a) Not adopted all the secondary legislation required to fully align its national legislation with the Convention and
(b) Taken only limited steps to bring the Project into compliance with the Convention.

In view of the Committee, Romania and Ukraine taken only limited steps towards concluding their bilateral agreement to facilitate the implementation of the Convention.

Based on its assessment, the Committee found that Ukraine remained in non-compliance with the Convention by not fulfilling all its obligations under paragraphs 9 and 11 of decision IV/2, paragraphs 17 and 19 of decision V/4, paragraphs 24, 25 and 26 of decisions VI/2 and paragraphs 5, 14, 15 and 17 of decision IS/1f.

Subsequently, the Committee could not recommend that the Meeting of the Parties lift the caution issued to the Government of Ukraine at its fourth session (ECE/MP.EIA/10, para. 10).
F. Draft decision VIII/4e on compliance by Ukraine with its obligations under the Convention in respect of extension of the lifetime of the Rivne nuclear power plant

This is a decision on follow-up to decision IS/1 g by which the Convention’s MOP:

(a) Endorsed the Committee’s finding that Ukraine remained in noncompliance with its obligations under the Convention, as referred to in paragraph 70 of decision VI/2, and
(b) Requested Ukraine to continue the transboundary environmental impact assessment procedure with the Parties wishing to participate in the procedure in order to bring the activity into compliance with the Convention.

Based on the analysis of the steps taken by Ukraine to implement the recommendations of decision IS/1g, the Committee found that Ukraine had not yet:

(a) Fulfilled all its obligations under paragraph 69 of decision VI/2 and paragraph 4 of draft decision IS/1g pending the adoption of the remaining pieces of secondary legislation on environmental impact assessment.
(b) Completed the transboundary impact assessment procedure under the Convention as referred to in paragraphs 7 (a), (b) and (c) and 8 of decision IS/1g.

Subsequently, in view of the Committee, Ukraine remained in non-compliance with its obligations under the Convention.
Annex I. List of open compliance cases under consideration of the Committee

<table>
<thead>
<tr>
<th>I. Follow-up to decisions of the Meeting of the Parties</th>
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<th>II. Submissions</th>
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<th>III a. Information gathering/ Convention Matters</th>
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<th>IV. Specific Compliance issues</th>
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IV.2 General and specific compliance issues Convention (North Macedonia, regarding the question I.22 of the questionnaire art. 3 (8) and 4 (2))

IV.3 General and specific compliance issues Protocol (Serbia, regarding the content of SEA report)

Annex II. Schedule of preparations of draft compliance decisions

<table>
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<tr>
<th>IC-47</th>
<th>1st draft MOP decisions</th>
<th>Mar 16–19, 2020</th>
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<td>Comments by Parties concerned</td>
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<td>Comments by Parties concerned</td>
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<td>IC-48</td>
<td>Final draft MOP decisions</td>
<td>Sep 1-4, 2020</td>
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<tr>
<td>Secretariat</td>
<td>Preparation of MOP documents: 15 Sep 2020 deadline to submit draft MOP decisions as official documents</td>
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<tr>
<td>MOP8</td>
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