

Ympäristöministeriö Miljöministeriet Ministry of the Environment



Barents Euro-Arctic Council Working Group on Environment Finnish Chairmanship 2020–2023

# BARENTS EURO-ARCTIC COUNCIL (BEAC)

# **WORKING GROUP ON ENVIRONMENT**

# **FINNISH CHAIRMANSHIP 2020-23**

# Work Programme

# Subgroup on Hot Spot Exclusion

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## LIST OF ABBREVIATIONS AND TERMS

AA:	Addressed Authority = the federal or subject level authority found addressed for the exclusion of a particular hot spot to conduct the Steps 4,5 and 6 of the	
	exclusion procedure, as defined in the Ad-hoc Task Force Final Report.	
Ad-hoc Task Force	The Ad-hoc Task Force on Elaboration of Procedures and Criteria for Exclusion of Barents Environmental Hot Spots	
AMAP:	Arctic Monitoring and Assessment Programme	
BAT:	Best Available Techniques	
BEAC:	The Barents Euro Arctic Council	
BEAC WGE:	The Working Group on Environment, one of the organs under BEAC	
BHSF:	Barents Hot Spot Facility (managed by NEFCO)	
HEG:	Regional Hot Spot Exclusion Group	
MNRE RF:	Ministry of Natural Resources and Environment of the Russian Federation	
NEFCO:	Nordic Environment Finance Corporation	
RF:	Russian Federation	
Rosprirodnadzor:	Federal Agency for the Control of the Use of Natural Resources RF	
SHE:	The Subgroup on Hot Spots Exclusion, appointed at the BEAC WGE meeting in Kiruna on April 21, 2010 in follow of the recommendations of the Declaration of the Ministers of Environment at the BEAC WGE Meeting in Tromsø on February 17th, 2010.	
SHE TF group:	A Task force group under the SHE-group providing expert support in the review of hot spots, the design and implementation of supporting activities, and giving informed advice to the SHE group. The groups consist of independent experts from each member state. Currently, there are eight SHE TF groups, 6 thematic and 2 of a more overarching character.	
SA, Supporting	A specific activity or set of activities agreed by SHE to facilitate or assist in the	
Activity:	hot spots exclusion work. May be funded by the BHSF.	
TEC:	Technical Expert Committee (Replaced by Task forces)	

## 1. INTRODUCTION

The Subgroup on Hot Spots Exclusion (SHE) of the Barents Euro-Arctic Council's Working Group on Environment (BEAC WGE) was established in 2010. It serves as the driving force and co-ordinator in the work to launch action projects aimed at the exclusion of the 42 Barents Euro Arctic environmental hot spots, listed in 2003 (the List). The operative work for exclusion of the environmental hot spots from the List requires thorough effort from hot spots owners, regional authorities and other stakeholders.

The Work Programme 2020-2023 guides the efforts of SHE in facilitating the exclusion of environmental hot spots from the List in accordance with the group's mandate. The Work Programme follows the recommendations of the Barents Environment Ministers, given at their 14<sup>th</sup> Meeting in Luleå, Sweden, on 5 February 2020. In their Declaration, the Ministers encouraged SHE to continue the supporting activities that contribute to the exclusion of environmental hot spots. The Ministers further called for an evaluation of the hot spot exclusion process and the List. Currently, 27 full and 3 partial hot spots remain on the List.

#### 2. BACKGROUND

The Barents Environmental Hot Spots List was prepared on behalf of BEAC by a joint AMAP/Russian Expert Group in 2003 as an update of a study on Barents Environmental hot spots originally compiled on behalf of the Nordic countries in 1995. The List consists of 42 hot spots representing what was at the time considered the most urgent areas of concern related to pollution sources in the Russian Barents region, along with proposals for 52 investment projects aimed on mitigation of the negative environmental impact.

Already early in the process, some Barents Environmental hot spots made progress. There was, however, no formally defined procedure for exclusion of the hot spots from the List. There was a need to define criteria for when a hot spot could no longer be regarded as a hot spot.

During the Swedish chairmanship, 2010-2011, much effort was put to start implementing the Hot Spot Exclusion Procedure. Regional Hot Spot Exclusion Groups (HEGs) were established in all the five Barents region subjects of the Russian Federation. Mandates for the HEGs were elaborated and group work started successfully. The hot spots primarily selected for exclusion were reviewed in accordance with the Exclusion Procedure adopted by the Environment Ministers in Tromsø in February 2010.

During the Finnish Chairmanship, 2012-2013, an assessment of the List was carried out to describe the state of all the 42 environmental hot spots originally included in the List. The conclusion of the 2013 assessment was that since 2003, certain measures aimed at solving environmental problems or associated issues have been launched in all 42 hot spots on the List. The measures were and are on different levels in terms of character, stage of implementation, and scale.

During the Russian Chairmanship, 2014-2015, in order to enhance information exchange and activities on the hot spots exclusion from the List, a new format of Extended Hot Spot sessions with regional representatives, hot spots owners and the international financing institutes was successfully launched. Such meetings were held by the regional Ministries of Nature resources and Environment in the Russian part of the Barents region.

During the Norwegian Chairmanship in 2016-2017, the concept of Supporting Activities was launched, enabling expert support for e.g. training to hot spots owners, branch representatives and authorities as well as assessment and assistance in action planning, in order to pave the road for a structured and action-oriented work with the hot spots exclusion. Specific exclusion criteria were developed for one pilot hot spot. Furthermore, the first steps in connecting the hot spots work with the implementation of new BAT-based permit granting system in the Russian Federation were taken. The Supporting Activities were funded by the Barents countries and NEFCO.

During the Swedish Chairmanship in 2018-2019, the systematic use of Supporting Activities for connecting the hot spots work with the implementation of the BAT-based permit granting system in the Russian Federation was further developed. Additionally, eight SHE Task Force (TF) groups were established with branch experts from all the SHE member states to help SHE and NEFCO in planning and executing the Supporting Activities as well as providing expert support on the review of hot spots. The Supporting Activities were funded by the Barents countries and NEFCO.

So far, the following hot spots have been excluded from the List, all but three by following the so-called Fast-Track Exclusion procedure<sup>1</sup>:

At the meeting of the Barents Ministers of Environment in 2011:

- Mercury-containing waste, Murmansk (M8);
- Stocks of obsolete pesticides, Republic of Karelia (K10) and
- Stocks of obsolete pesticides, Arkhangelsk (A10).

At the meeting of the Barents Ministers of Environment in 2013:

- Arkhangelsk Heat and Power Plant, Arkhangelsk (A2);
- Handling of Mercury-Containing Wastes, Nenets Autonomous District (N4) and
- Gas emissions from Kondopoga pulp and paper combined mill, Republic of Karelia (K1).

At the meeting of the Barents Ministers of Environment in 2015:

- Drinking water in Petrozavodsk, Karelia (K4);
- Severodvinsk heat and power plant No 2, Arkhangelsk (A3-2), partial exclusion;
- Mondi Pulp and Paper Mill, emissions to air, Komi (Ko3-1), partial exclusion.

At the meeting of the Barents Ministers of Environment in 2017:

- Arkhangelsk Pulp and Paper Mill, Arkhangelsk (A4);
- Reduction of dust emissions by Vorkuta cement plant, Komi (Ko2-1);
- Wood waste from timber, pulp and paper industry in the 9 forest districts of the Komi Republic, Komi (Ko-7).

At the meeting of the Barents Ministers of Environment in 2020:

- Koryazhma branch of Ilim Group JSC, Arkhangelsk (A5)
- Enterprises of pulp and paper as sources of dioxin pollution, Arkhangelsk (A9-1)
- Sewage treatment in Petrozavodsk, Karelia (K5).
- Mondi Pulp and Paper Mill, waste water discharge, Komi (Ko3-2).

<sup>&</sup>lt;sup>1</sup> Fast Track Exclusion allows exclusion of a hot spot from the List when it can be concluded that the facility or site in question 1) complies with Russian legislation (meeting norms set to emissions); 2) Complies with signed international conventions; and 3) is not a source of excessive transboundary pollution.

## 3. MANDATE

The Mandate of the BEAC WGE Subgroup on Hot Spots Exclusion, SHE, emanates from the 8<sup>th</sup> meeting of the Ministers of Environment in Moscow, November 2007, during which the Ministers called for dedicated actions being taken towards the final exclusion of all defined hot spots on the Barents Environmental Hot Spots List (the List) to be initiated by the year 2013 at the latest. The Ministers also endorsed the establishment of an Ad-hoc Task Force on Elaboration of Procedures and Criteria on Excluding Hot Spots from the List. At the 9<sup>th</sup> Ministerial meeting in Tromsø, February 2010, this Ad-hoc Task Force presented its Final Report with Criteria and Procedures for exclusion of the Barents environmental hot spots. During the 10<sup>th</sup> Ministerial meeting in Umeå, November 2011, the Ad-hoc Task Force was encouraged to continue its work as a Subgroup on Hot Spots Exclusion, SHE. At the 11<sup>th</sup> – 14<sup>th</sup> BEAC WGE Ministerial meetings, the work of SHE was followed up and its mandate up-dated.

In turn, at the 14<sup>th</sup> Ministerial meeting, in February 2020, the Barents Ministers of Environment noted with appreciation the progress reached in the last two years of implementation of the hot spots exclusion procedure, welcomed the environmental achievements made at the Petrozavodsk Wastewater Treatment Plant AO PKS Vodokanal and at Mondi Pulp and Paper Mill in Syktyvkar and acknowledged these as good examples of joint actions between the Barents cooperation and the implementation of the Russian BAT-based legislation, encouraged the continuation of the Supporting Activities and called for the evaluation of the hot spots exclusion procedure and the List, with the aim to optimize the cooperation.

The mandate of SHE originates from 2018. Based on the results from the ongoing work of SHE, and of the recommendations from the 2017 Vadsø declaration, the Barents WGE, in 2018, [agreed on] the following mandate for SHE (valid until the WGE amends it, at the latest in 2023):

The WGE Subgroup on Hot Spot Exclusion (SHE) is responsible for the administration, management and promotion of all issues related to the Barents Environmental "hot spots", as defined by the List of Hot Spots. It has the mandate to:

- Promote and co-ordinate the administration of the Barents Environmental "hot spots" exclusion work, in accordance with the established hot spot exclusion procedure and to ensure that the List of Hot Spots is duly updated and accessible at all times.
- Review and propose modification and up-grades to the hot spot exclusion procedure, *inter alia* in congruence with the new Russian federal legislation on permit granting, FZ-219;
- Promote action projects aimed at enhanced environmental performance at the environmental hot spots guided by the priorities of and in co-ordination with the Hot Spot Exclusion Groups (HEGs) of the Russian Barents regions;
- Raise awareness about the hot spots and their respective action projects and/or progress in environmental performance through relevant communication channels such as website, events and social media;
- Promote and make active use of the Barents Hot Spot Information System (HSIS) on the Barents Euro Arctic Council's web site to share information and experience on progress towards the exclusion of hot spots;
- Elaborate and initiate climate, environment and sustainability projects and initiatives, incl. on reduction
  of greenhouse gases emissions, cleaner production, energy efficiency and sustainable consumption,
  and prevention and reduction of environmental pollution by dangerous and harmful substances (incl.
  waste);
- Initiate and co-ordinate planning, funding and implementation of Supporting Activities (SA) aimed at promoting progress in accordance with the hot spot exclusion procedure;
- Promote and support the introduction of Best Available Techniques (BAT) as the principle for permit granting in the Russian Federation and as a driver for continuously enhanced environmental requirements and performance;
- Co-ordinate the hot spots work and activities with appropriate organs of the Arctic Council and other international institutions, conventions and initiatives.

## 4. DECLARATION

#### According to the Luleå Declaration from 5 February 2020, the Environment Ministers:

*noted* with appreciation the environmental progress in many of the Barents hot spots in the last two years and assented to the exclusion of the following Barents environmental hot spots:

- Koryazhma branch of Ilim Group JSC (Arkhangelsk 5)
- Enterprises of pulp and paper as sources of dioxin pollution (Arkhangelsk 9-1)
- Sewage treatment in Petrozavodsk (Karelia 5)
- Mondi Pulp and Paper Mill, waste water discharge (Komi 3-2);

*welcomed* in particular the environmental achievements made at the Petrozavodsk Wastewater Treatment Plant AO PKS Vodokanal and at Mondi Pulp and Paper Mill in Syktyvkar and *acknowledged* that these are good examples of joint actions under the Barents cooperation as well as of the implementation of the new Russian permit granting legislation based on Best Available Techniques;

*encouraged* the continuation of the supporting activities that contribute to the exclusion of environmental hot spots by cooperation with enterprises, environmental authorities, the Russian BAT bureau, branch experts from all Barents countries and NEFCO;

*took note* that the hot spots exclusion procedure and the list of Barents Environmental hot spots have been operative for more than ten years and *called for* their evaluation, with the aim to optimize the cooperation

## 5. OBJECTIVES FOR THE FINNISH CHAIRMANSHIP

During the Finnish chairmanship, the SHE group, together with SHE TF groups, NEFCO, HEGs, consultants and other relevant co-operation partners, will continue working on the SHE Supporting Activities (Annex B) in order to promote and support the work of the HEGs and encourage the progress in environmental performance of the Barents regions and hot spots. SHE will put efforts into launching Supporting Activities within the scopes of SHE TF Mining and metallurgy and TF Waste management, which have hitherto gained less attention. Work will continue in all regions. Within the theme of waste management, SHE will co-operate with the project Sustainable waste management (SWM, 2020-21), carried out by the Ministry of the Environment of Finland together with the Ministry of Natural Resources and Environment of the Russian Federation.

Having received the request from the 2020 Ministerial Declaration, SHE will, together with WGE, evaluate the hot spots exclusion procedure and the list of Barents Environmental hot spots. The aim of the evaluation is to optimize the cooperation between all operators participating in the hot spots exclusion process. During the Swedish Chairmanship, experience was gained from both the fast-track- and the full-track exclusion procedures, which have given a solid background for evaluating the exclusion procedure. As a prerequisite for evaluating the List, up-to-date documentation from the remaining hot spots will need to be prepared.

Responding to requests from the 2020 Ministerial Declaration, SHE will consider how to attract more interest from the Barents regions for Supporting Activity number 9 on Voluntary Climate Inventories. In doing so, SHE will try to find ways of more actively working with climate change mitigation. Furthermore, SHE Supporting Activity number 10 on Support to Outreach Activities (Communication) strives to raise awareness of the environmental progress achieved in the hot spots and hence to promote the Barents environmental work in a wider context. Additionally, possibilities to work on black carbon together with the Arctic Council work will be assessed by SHE e.g. by inviting representatives from the Arctic Council and the Northern Dimension Environmental Partnership (NDEP) to a SHE-meeting.

A draft list of SHE meetings, Supporting Activities and other tasks with tentative schedules during 2020-23 can be found in Annex A.

### 6. METHODS AND PREREQUISITES FOR THE SUBGROUP'S WORK

#### **Roles and Approaches**

The key role of SHE is to facilitate the exclusion procedure, to promote and support the work of the HEGs and encourage progress, however always recognizing the fact that it is primarily the MNRE of the Russian Federation and Rosprirodnadzor of RF as well as the Addressed Authority (AA) in each region of RF have the main responsibility for the hot spots.

The activities conducted under the auspices of SHE will engage both the subgroup and the Regional Hot Spot Exclusion Groups (HEGs).

The exclusion process is carried out exclusively on Russian territory and thus is subject to existing environmental legislation and regulation system of the Russian Federation.

#### **Methods of Work**

The principles for conducting joint work in SHE are presented below:

- A) SHE will have physical meetings back to back with the WGE meetings and meetings with HEGs and, in addition, physical/telephone/video meetings (all together 4-6 meetings/year). Meeting documents should be circulated at least 1 week before the meeting.
- **B)** SHE should make decisions by consensus. All decisions made shall be reflected in the Minutes from the meetings.
- C) SHE can prepare and promote activities in-between the meetings by e-mail correspondence. If needed, decisions can be made intersessionally within a minimum of two weeks for approval. In addition, SHE TF groups have own meetings and communication, the outcomes of which are reported to SHE.
- **D)** SHE may develop and agree on a list of activities, which may be annexed to the Work Programme. The list of activities may be changed during operation and (major changes) submitted to WGE for approval. All documents from SHE should, if not otherwise decided, be posted on the BEAC webpage to secure availability and transparency.
- E) As an instrument to promote and support the work of the HEGs and encourage progress in environmental performance, SHE may initiate Supporting Activities (SA), which may be annexed to the Work Programme. Based on this list and the HEG priorities, the SAs are designed in detail by the SHE TF groups and NEFCO in close cooperation with HEGs and hot spots owners and other relevant bodies.
- **F)** Participation in SHE is open to federal and regional authorities in the Barents Region. Finland, Norway, Russia and Sweden should appoint members to the subgroup. Representatives from indigenous peoples' organizations and other relevant organizations, including NGOs and institutions may participate as observers in SHE.
- **G)** SHE will be Chaired by Finland with Russia as a co-Chair during the period of 2020-2023. During the same time, Finland also Chairs the WGE. After Finland, SHE will be Chaired by Russia.
- **H)** Reports and recommendations from SHE will be submitted to the WGE for approval.
- **I)** The SHE SharePoint is the primary platform for sharing and commenting on SHE working documents.

#### **Resources and Financing**

The work conducted within SHE will require appropriate allocation of resources, both from the participants in SHE for conducting the work and for supporting actions (meetings, seminars, support and advisory role to the implementation of the Procedure) required for the facilitation. Resources for preparation and implementation of concrete action projects at the hot spots will require efforts from both hot spot owners and Russian authorities. SHE can assist in identifying additional funding sources for such projects. In addition, SHE can prepare projects that support the overall work related to exclusion of hot spots, such as the SHE Supporting Activities (SA), to be financed, inter alia, by NEFCO BHSF. Projects and activities in the Work programme will be addressed as time, resources and opportunity permit.

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## ANNEX A. LIST OF SHE ACTIVITIES 2020-2023

The following is a preliminary list of activities to be conducted by SHE during the Finnish Chairmanship, in 2020-2023. For each of the activity presented below a preliminary schedule for implementation is indicated.

Task	Tentative schedule
SHE/WGE meetings	
SHE#93, Kick-off	7.4.2020
WGE	5.6.2020
SHE#94	3.6.2020
SHE#95	Autumn 2020
SHE#96	Autumn 2020
SHE#97	Winter 2020
HEG-SHE meetings	
HEG-SHE meeting in/with Murmansk (physical/online)	Autumn 2020
HEG-SHE meeting in/with Karelia (physical/online)	Autumn 2020
HEG-SHE meeting in/with Komi (physical/online)	Autumn 2020
HEG-SHE meeting in/with Arkangelsk (physical/online)	Winter/spring 2021
HEG-SHE meeting in/with Nenets (physical/online)	Winter/spring 2021
Other SHE tasks	
Webinar for TF members	2.4.2020
Mapping of waste management projects in the Russian and Nordic Barents regions	2020-2021
Updated screening and analysis reports from regions	2020-21
Revision of the list of hot spots	2021-2022
Comparison of waste management legislation and practices (Russia – EU)	2021-2022
Supporting activity <sup>2</sup>	
SA1a: BAT training for Managers	First round completed, need of additional training TBD
SA1b: BAT training for experts	First round completed, need of additional training TBD
SA 2: Branch Seminar for Mining and Metallurgy	Autumn 2020
SA 2: Branch Seminar for Waste management	Karelia, Autumn 2020 (SWM proj <sup>3</sup> ), Murmansk, Autumn 2020 (SWM proj), Nenets, Spring 2021 (SWM proj)
SA 2: Branch Seminar for Contaminated soil sites	Autumn 2020
SA 3: Study tour on Waste water and pulp and paper	Autumn 2020
SA 3: Study tour on Waste management	Autumn 2020 (SWM proj), Spring 2021 (SWM proj)
SA 4: Drafting of Environmental Efficiency Plans for Pilot Plants	TBD
SA 5: Training in BAT-based Permit Granting	TBD
SA 6: Refinement of S&A Reports and Determination of Specific Exclusion Criteria	Several SAs ongoing 2020, requested by HEGs and planned for 2020 and 2021
SA 7: Action Planning	TBD

<sup>&</sup>lt;sup>2</sup> Based on the document Overview of Support Activity Implementation, Dated 24 January 2020

<sup>&</sup>lt;sup>3</sup> Sustainable waste management (SWM, 2020-21) project, carried out by the Ministry of the Environment of Finland together with MNRE RF. The scheduling of the SWM activities are preliminary and may change due to COVID-19.

SA 8: Action Implementation	TBD
SA 9: Voluntary Climate Inventories	TBD
SA 10: Support to Outreach Activities	Planned and developed in the HEG-SHE meetings

# ANNEX B. INDICATIVE LIST OF SHE SUPPORTING ACTIVITIES AND TASK FORCE GROUPS 2020-2023

The list of SHE SAs was developed during the Swedish chairmanship and should serve as a guidance for as well SHE, SHE TF groups, HEGs and NEFCO for which SAs to choose for different branches and hot spots, based in particular on the priorities of the HEGs and the hot spots owners. The details of each particular SHE SA has to be outlined jointly by the SHE TF groups, HEGs and the respective hot spot owners with support from NEFCO.

SA number	SA content
SA 1a	BAT Training for Managers
SA 1b	BAT Training for Experts
SA 2	Branch-Specific Seminars on Russian BREFs, Nordic Experience and Technical
	Innovations
SA 3	Branch-Specific Study Tours
SA 4	Drafting of Environmental Efficiency Plans for Pilot Plants
SA 5	Training in BAT-based Permit Granting leading towards Agreed Criteria at selected Pilot
	Plants
SA 6	Refinement of S&A Reports and Determination of Specific Exclusion Criteria
SA 7	Action Planning
SA 8	Action Implementation
SA 9	Voluntary Climate Inventories (Inventory of climate impact and possible remediation
	actions, using approved Russian methodology)
SA 10	Support to Outreach Activities

The following eight SHE TF groups have been established and include BAT and branch experts from all Barents countries:

TF on Pulp and Paper

TF on Water and Wastewater

TF on Heat and Power Sector

TF on Mining and Metallurgy

TF on Contaminated Soils

TF on Waste Management

TF on Environmental Performance Enhancement Plan + Pilot Permit Granting

TF on Outreach Support (Communication)