REPORT ON THE CONSOLIDATION AND CONSIDERATION OF COMMENTS ARISING FROM PUBLIC PARTICIPATION EXERCISE RELATING TO THE DRAFT LAWS DOMESTICATING THE INTERNATIONAL CONVENTION FOR THE PREVENTION OF POLLUTION FROM SHIPS (MARPOL) AND THE REVISED MERCHANT SHIPPING (PORT STATE CONTROL) REGULATIONS, 2024¹

Key



Means the comment/submission has been adopted and incorporated in the Regulations

Means the comment/submission has not been adopted with sufficient reason

Means the comment does not require an amendment to the Regulations

The Regulations were advertised in MyGov on 12th December, 2023 and the public invited to give their comments after which stakeholder engagements took place virtually and in various Counties as follows:

9th February, 2024- Virtual;

16th February, 2024- Mombasa County;

20th February, 2024- Kisumu County;

Merchant Shipping (Control of Pollution by Noxious Liquid Substances in Bulk) Regulations, 2024.

Merchant Shipping (Prevention of Pollution by Harmful Substances Carried by Sea in Packaged Form) Regulations, 2024.

The Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations, 2024.

Merchant Shipping (Prevention of Pollution by Garbage from Ships) Regulations, 2024.

Merchant Shipping (Prevention of Air Pollution from Ships) Regulations, 2024.

Merchant Shipping (Waste Reception Facilities) Regulations, 2024.

Merchant Shipping (Port State Control) Regulations, 2024.

¹ Merchant Shipping (Prevention of Pollution by Oil from Ships) Regulations, 2024.

22nd February, 2024- Kwale County; 26th February, 2024- Lamu County; and 29th February 2024- KMA Towers, Mombasa County.

Below is a schedule for issues, comments and submissions made by the stakeholders during the exercise.

NO.	CLAUSE	ISSUE/COMMENT/SUBMISSION	STAKEHOLDER	ACTION TAKEN/RESPONSE
		VIRTUAL MEETING HELD ON	9 TH FEBRUARY, 202	4
1.	General	Whether the proposed framework addresses aspects of the Nairobi Convention?	Bandari Maritime Academy (BMA)	 MATTER CLARIFIED The Regulations domesticate the International Convention for the Prevention of Marine Pollution from Ships (MARPOL Convention) which Kenya has ratified. The Nairobi Convention under the purview of UNEP, which focusses on the protection, management and development of coastal and marine environment of the Western Indian Ocean (WIO) region, will be dealt with separately
	Merchant Shipping (Prevention of Pollution by Garbage from Ships) Regulations	Does the proposed framework address e-waste management?		MATTER CLARIFIED The regulations specifically the Merchant Shipping (Prevention of Pollution by Garbage from Ships) Regulations, covers e- waste management.

General	Is there a potential conflict between the role of NEMA and KMA with regard to ship recycling?	 MATTER CLARIFIED KMA collaborates with NEMA by providing the relevant expertise. When ship recycling is undertaken onshore at a ship recycling facility, an application for decommissioning and scrapping of vessels is made to KMA and is accompanied by Environmental Impact Assessment license issued by NEMA.
Regulation 9(1) of Merchant Shipping (Prevention of Pollution by Oil from Ships) Regulations.	Must the KOPP be valid for five (5) years only?	MATTER CLARIFIED ● The Regulations are guided by the MARPOL Convention which provides a validity period for the certificate not to exceed five (5) years. The Convention further provides that the sustenance of the certificate shall be subject to the ship undergoing an initial survey, annual/intermediate survey and additional surveys. The surveys carried out are to ensure that in the course of the 5 years the ship remains seaworthy as far as the provisions on MARPOL are concerned.

General	What is the role of the County Governments in these regulations in line with schedule IV of the constitution of Kenya and the delineated functions between national and county government?	County Government	MATTER CLARIFIED In view of Schedule IV of the Constitution of Kenya 2010 and in the spirit of collaboration, the Authority works with Counties that have navigable water bodies in the implementation of laws such as collaboration in response to a marine pollution incident by a ship among others. KMA has had previous engagements with the County Governments of Lamu and Homa Bay on enforcement of relevant legislations.
	Do we have cases for waste trafficking through ships?	Kenya Coast Guard Service (KCGS)	MATTER CLARIFIED We have not received a report on waste trafficking through ships and welcome reports of such incidents are they are guided by the Basel Convention on Transboundary Movement of Hazardous Waste which prohibits movement of wastes between countries. Kenya has ratified the Convention. The Regulations address prevention of discharges of substances including wastes from ships.

		Do we have inspectors who board merchant ships while on high seas to ensure enforcement of all these regulations or is inspection only carried out at the port?		MATTER CLARIFIED The Authority is empowered by law to inspect ships and carry out enforcement for non-compliance. The Authority has inspectors authorized to board and inspect vessels for compliance of its laws within waters under Kenyan jurisdiction. The Authority also collaborates with Kenya Coast Guard Service in relation to enforcement of its laws including the prevention, protection and control of marine pollution from ships in waters under the Kenyan jurisdiction.
PUBL	IC PARTICIPATIO	N MEETING HELD ON 16 TH FEBRUARY, 20	24 AT MOMBASA B	EACH HOTEL, MOMBASA COUNTY
2.	General	Are there any specified timelines for Approval/ rejection of the Applications to the DG?	Kenya Shipyards Limited	ADOPTED Timelines for consideration of application for issuance of certificate have been provided. In addition, timelines for consideration of an application for review of a decision have been provided.

How do you verify that there was due diligence when it comes to life-saving situations?	MATTER CLARIFIED An Inspector will conduct due diligence and verify whether the record books held both onboard the ship and onshore tally. In determination of the matter, the principle of due care will be measured by the standard of a reasonable man, depending on the circumstances.
How do you address conflict of Interest when it comes to separating the DG, the DG's office and the Authority?	MATTER CLARIFIED The Merchant Shipping Act, Cap 389, expressly provides instances where the Director General's office has been empowered and instances where the Authority performs certain roles. Cap 389 further empowers the Director General to delegate some functions for the effective and efficient implementation of the Act. The Leadership and Integrity Act, Cap 385C and Public Officers Ethics Act, Cap 183 give guidance on instances that may amount to potential conflict of interest and how the same will be handled.

	Does KMA support the local ship building industry by ensuring that ship repairs required to ensure compliance and rectification of deficiency is done in Kenya?		MATTER CLARIFIED The Authority supports the local ship building industry, a case in point being a ship that ran aground in waters under Kenya and was repaired in Kenya on the Authority's directive that the repairs be done as a condition for departure. In addition, there is growing awareness on Kenya's ship repair sector. The Flag State Inspectors as well as Port State Control Officers have been equipped to verify compliance.
Regulation 3 of the Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations, 2024.	How will you address small ships coming in without sewage storage tanks?	Alba Logistics	MATTER CLARIFIED The Merchant Shipping (Small Vessel Safety) Regulations, 2012 have provisions for the requirement of small vessels to have sewage storage tanks. The Authority will continue to sensitize the public, boat and vessel operators on the requirements under the small vessel regulations and these Regulations.

General	Need for clarity on the roles of Kenya Ports Authority, Kenya Maritime Authority and Kenya Coast Guard Service. Where does KMA's jurisdiction end in terms of enforcement and the other entities begin?	Kenya Coast Guard Services	MATTER CLARIFIED Kenya Ports Authority is mandated to manage and operate all scheduled seaports along Kenya's coastline and Inland waterways.
			Kenya Coast Guard Services is mandated to carry out law enforcement on Kenya's inland waters, internal waters, territorial sea and the continuous zone. It is empowered to arrest and prosecute persons suspected of committing offences in relation to maritime security, maritime safety, protect marine resources, and facilitate marine environmental protection.
			Kenya Maritime Authority is charged with the responsibility to monitor, regulate and coordinate activities in the maritime industry and this is through the administration and enforcement of provisions of the Merchant Shipping Act, Cap 389 among other related laws.

The Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations.	How do you know whether the sewage has been treated before being released?	Government Chemist	MATTER CLARIFIED Every ship ought to have a certificate of sewage prevention and an approved sewage treatment plant system where the standard tests are conducted to ascertain whether the sewage was treated before discharge.

Merchant Shipping (Prevention of Air Pollution from Ships) Regulations.	pollution from ships? Bandari Maritime Academy The Regulations are meant to minimize the emission of ozone depleting substances SOX, NOX, Volatile Organic Compounds by way of specification and inspections. Part II of the Regulations provides for survey certification and means of control (See Reg 7(6)- Regulation on fitness of ship to proceed to sea without being a threat to the environment). Reg 14 provides for sulphur content of fuel not to exceed levels that deplete the ozone layer. Reg 16 provides for shipboard incinerators and specifies the prohibition for certain products from incineration Reg 23 provides that each ship is required to have an energy efficiency plan.
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PUBLIC PARTICIPATION MEETING HELD ON 22^{ND} FEBRUARY, 2024 AT KISITE MPUNGUTI MARINE NATIONAL PARK & RESERVE, SHIMONI IN KWALE

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3. Merchan Shipping (Preventi Pollution from Regulation	small vessels? on of by Oil Ships)	ms are applicable to The Regulations are applicable to tankers (a) of 150 gross tonnage and above; (b) other ships of 400 gross tonnage and above; and, (c) to some extent tankers of less than 150 gross tonnage. The Merchant Shipping (Small Vessel Safety) Regulations will undergo review and provide for the prevention of oil pollution from ships for vessels of gross tonnage 150 and below wholistically.

		Need to prescribe or provide for protected areas such as Marine Protected Areas as per Kenya Wildlife Service Act There is a mistake in the numbering of Regulation 22(2) and 23	ADOPTED The Convention has designated special areas and further the areas determined under the laws of Kenya as protected areas shall continue to be observed.
	Merchant Shipping (Control of Pollution by Noxious Liquid Substances in Bulk) Regulations.	There is a mistake in the numbering of Regulation 19(2)- Repetition	ADOPTED

General	In instances of Trans-boundary pollution how is enforcement done?	KCGS	MATTER CLARIFIED This shall be undertaken taking into account the provisions of the Basel Convention where countries are expected to collaborate in the enforcing provisions.
The Merchant Shipping (Prevention of Pollution by Harmful Substances Carried by Sea in Packaged Form) Regulations.	Appendix 8(a) is missing title.		ADOPTED

The Merchant Shipping (Prevention of Pollution by Garbage from Ships) Regulations.	Need for sensitization on the ratified conventions.	MATTER CLARIFIED KMA will continue to sensitize the public and its stakeholders on the relevant laws of Kenya which includes international instruments ratified by Kenya.
Merchant Shipping (Prevention of Air Pollution from Ships) Regulations.	Marine areas need to be protected in view of small vessels.	Marine protected areas have been gazetted under the relevant laws of Kenya. There shall be continued sensitization of the public and stakeholders on the need to observe and comply. In addition, the Regulations have taken note of emission control areas which shall be designated by the International Maritime Organization upon submission by member States. The Merchant Shipping (Small Vessel) Regulations will be reviewed to incorporate some of these aspects.

Merchant Shipping (Waste Reception Facilities) Regulations.	There are no waste reception facilities in Shimoni. How do you detect whether a licensed waste reception company is not discharging waste in the proper manner?	The Authority liaises with port facility operators on the need for the provision of the waste reception facility at ports or terminals. The waste reception companies are licensed by NEMA and they must have a waste management plan in accordance with these Regulations. In addition, the Authority will carry out its oversight role in accordance with the provisions of the Merchant Shipping (Waste Reception Facilities) Regulations.
General Comments	Are there timelines in respect of making applications to the DG?	ADOPTED For consideration of an application.

		There are system issues (downtime) with regards to small vessels certification as there is migration to e- citizen. The stakeholders expressed themselves on the issue of facilitation.		MATTER CLARIFIED Comments were well received for action for seamless delivery of services.
PUBL	IC PARTICIPATION	N MEETING HELD ON 20 TH FEBRUARY, 202	4 AT KISUMU HOT	TEL, KISUMU
4.	General	All Regulations. It is important to have national laws to regulate pollution from ships and ensure that Kenya maintains international standards	Kenya Revenue Authority	MATTER CLARIFIED The comment is well received and appreciated.
	General	Why did Kenya Ports Authority fail to show up, yet it is the key stakeholder of the Kenya Maritime Authority?	Mbita Ferries	MATTER CLARIFIED Invitations were sent out to all the relevant stakeholders including KPA.

General	Does KMA plan to introduce mapping in Lake Victoria to help identify specialized areas?	MATTER CLARIFIED Nautical charts for Lake Victoria are in existence but the same will be updated.
Regulation 9 of Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations	Is there a specified timeframe for compliance with these regulations?	MATTER CLARIFIED The regulations will come into force on gazettement, at which time compliance will be expected. Therefore, stakeholders are expected to put in measures to ensure compliance. Those regulations that savings provision have prescribed the compliance requirements

Merchant Shipping (Prevention of Pollution by Garbage from Ships) Regulations	How will KMA deal with a case where ships dispose-off wastes, i.e. food wastes in the Lake some miles away from the land and keep records on the same but with no receipts?		MATTER CLARIFIED Section 214(3) of the Lake Victoria Transport Act, 2007 provides that; "Oily wastes, other wastes, sewage and garbage shall only be discharged from a vessel into appropriate facilities". Further, a receipt is not issued when discharge is done offshore. Unless expressly exempted, garbage ought not to be discharged offshore. Stakeholders are encouraged to report such incidents as it is a punishable offence.
Regulation 2 of the Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations	Interpretation clause There is a typo on exemption certificate, 'issue in accordance with' The interpretation of, 'from the nearest land means' is incomplete The definition of the word sewage is missing	Kenya Revenue Authority	ADOPTED

Regulation 10 of the Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations	Reg 10 (4) — There is a typo, 'upon completion of a survey,'	ADOPTED
Regulation 6 – 16 of the Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations	Move the definition of sewage from regulation 6 to regulation 2 There is no order of alignment on the content, consider review to ensure a flow of the content.	ADOPTED

Regulation 17 - 18 of the Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations	The provisions have been included in the text but omitted from the table of content.	ADOPTED
General	Are there any points of divergence between KMA and NEMA	MATTER CLARIFIED The constitutive Acts provide for the mandates of both Agencies and some of the roles may be collaborative. The Authority regulates ship- source pollution while NEMA regulates land-based pollution.

General	Is an exemption permanent?	Kenya Railways Corporation	MATTER CLARIFIED Exemptions are given under specific conditions and operate over a period of time and may be revoked.
General	What is included in the annual inspection of ships and how often are they done?		MATTER CLARIFIED The various regulations provide for the standards that must be met by a shipowner and these standards ought to be maintained. The Regulations also provide for the intervals when the surveys are to be conducted for issuance or endorsement of certificates. Scope of annual survey consists of: certificate examination, visual examination of a sufficient extent of the ship and its equipment, and certain tests to confirm that the ship's condition is being properly maintained.

Regulation 9 of Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations	Can you use the same flanges for the connection for sewage waste reception as that of the international shore connection and is the size of the flange international or only used in Kenya?		MATTER CLARIFIED The regulations provide for the required dimensions under the fourth schedule of the sewage regulations for the shore connection. The flange is designed to accept pipes up to a maximum internal diameter of 100 mm and shall be of steel or other equivalent material having a flat face. This flange, together with a suitable gasket, shall be suitable for a service pressure of 600 kPa This provides for international standardization as per MARPOL Convention
Merchant Shipping (Control of Pollution by Noxious Liquid Substances in Bulk) Regulations	NLS regulations – page 6, regulation 13 – check spelling of Kenya	Kenya Nuclear Regulatory Authority	ADOPTED

Merchant Shipping (Prevention of Air Pollution from Ships) Regulations	What is the approved Sulphur and NOx limit?	Participant	MATTER CLARIFIED Refer to regulation 25 and 21 of the Merchant Shipping (Prevention of Air Pollution from Ships) Regulations, 2024.
Merchant Shipping (Prevention of Air Pollution from Ships) Regulations	Are there adequate labs for stack emission calculations?	KEMFRI	MATTER CLARIFIED There are several companies that offer laboratory facilities for calculating stack emissions.

	Merchant Shipping (Waste Reception Facilities) Regulations	What is the role of NEMA & KMA in waste reception?		MATTER CLARIFIED The Authority regulates ships source pollution to ensure the requirements of the MARPOL convention are met (adequate waste reception facilities) whereas NEMA licence companies that handle waste at the port facilities. KMA and NEMA collaborate to ensure that the reception facilities receiving waste from ships are adequate and available.		
	Regulation 13 of Merchant Shipping (Prevention of Pollution by Harmful Substances Carried by Sea in Packaged Form) Regulations	Typo on the short title of the regulation, 'Misconduct endangering a Kenyn ship or person on board'	Kenya Revenue Authority	ADOPTED		
PUBL	PUBLIC PARTICIPATION HELD ON 26 TH FEBRUARY 2024, AT MWANAARAFA HALL, LAMU.					
5	General	What is the application of the regulations;	Kenya Coast Guard Service	MATTER CLARIFIED Each regulation presented has provided for the scope of the Regulations under regulation 4.		

Merchant Shipping (Prevention of Pollution by Harmful Substances in Packaged Form) Regulations	What are the effects of not packing harmful substances as required	MATTER CLARIFIED The harmful substances may accidentally get discharged into the marine environment thus causing harm to the marine environment and the safety of those onboard.
Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations	Are the Sewage regulations applicable to small vessels?	MATTER CLARIFIED The Regulations apply to ships of 400 gross tonnage and above and ships of less than 400 gross tonnage (small vessels) carrying more than 15 persons.
General	Are we applying the all these Regulations to small vessels	MATTER CLARIFIED Some Regulations to some extent apply to small vessels (this has been expressly provided within the Regulations). However, there is a separate regime in other aspects for small vessels under the Merchant Shipping (Small Vessels Safety) Regulations, 2012. There will be no conflict.

Merchant Shipping (Control of Pollution by Noxious Liquid Substances in Bulk) Regulations	the regulations		ADOPTED
General	What law is applicable to the floating petrol stations offering bunkers for vessels in Lamu?	Lamu County	MATTER CLARIFIED Vessels offering bunkering services (ship to ship operations) should be registered with the KMA for safety and environmental protection in accordance with the Merchant Shipping (Prevention of Pollution by Oil from Ships) Regulations and the Merchant Shipping (Small Vessel Safety) Regulations, 2012 (under review). KMA collaborates with EPRA and NEMA on these matters.

Merchant Shipping (Waste Reception) Regulations	What is the role of the County Government with regard to waste reception?	MATTER CLARIFIED The County governments' role is mainly the sustainable management of waste deposited within its County in accordance with the waste management plan and county laws. This is undertaken in collaboration with KMA where the waste comes from ships and NEMA who issue waste management license to waste reception companies.
General	What is the percentage in tonnage with regards to the applicability of the vessels in Lamu and are the regulations applicable to small vessels?	MATTERS CLARIFIED Most of the vessels in Lamu county are small vessels under the purview of the Merchant Shipping (Small Vessels Safety) Regulations, 2012. However, some of these Regulations are also applicable to small vessels e.g., prevention of pollution by sewage from ships regulations, prevention of pollution by garbage from ships regulations and prevention of pollution by oil from ships regulations.

General	Need to involve private investors in the public participation exercises
General	There is need to have the Regulations in Swahili to allow the common wananchi to give comments
General	What are the collaborative measures that can be concluded between the county and KMA to enhance marine environmental protection?
Merchant Shipping (Prevention of Pollution by Harmful Substances Carried by Sea in Packaged Form) Regulations	Review the numbering for the regulations on dangerous goods.

MATTER CLARIFIED

We appreciate the comment and report that all relevant stakeholders, including private investors were invited.

MATTER CLARIFIED

We appreciate the comment and shall endeavour to work towards delivering the public participation in Swahili language as considerations are made by the Government on Swahili text of laws of Kenya.

MATTER CLARIFIED

Combined enforcement measures including preparedness and response to pollution incidents and accidents. This can be undertaken through a collaborative framework in the form of a Charter or MoUs on environment-related operations.

ADOPTED

Merchant Shipping (Waste Reception Facilities) Regulations	How do you enforce the requirement for waste reception noting that there are no adequate reception facilities in Lamu?	MATTER CLARIFIED With the coming into force of these regulations, consultations will be held with the relevant agencies towards establishing adequate waste reception facilities at ports, terminals, habours, ship yards among other strategic locations.
Merchant Shipping (Prevention of Pollution by Sewage from Ships) Regulations	Review page 3 and 4 of the sewage regulations. After RO some text is missing; The same definition of sewage is repeated on page 4	ADOPTED
General	What is the applicability of the polar regulations with regards to Kenyan ships?	MATTER CLARIFIED Kenyan registered ships may sail to any destination in the world including polar areas and thus the need to give full and complete effect to the MARPOL Convention.
Merchant Shipping (Port State Control) Regulations	Is an inspection under the IOMOU valid in another MoU Region	MATTER CLARIFIED This is only applicable within the Indian Ocean Region which is the scope of the MoU.

General	1. The vessels operating within Lamu are mostly small boats; do these regulations also consider small vessels?	MATTER CLARIFIED Some of these Regulations are also applicable to small vessels e.g., prevention of pollution by sewage from ships regulations, prevention of pollution by garbage from ships regulations and prevention of pollution by oil from ships regulations.
	2. The municipality management in Lamu County also has a waste management plan for small vessels. With it is a set of regulations and directions on waste disposal.	This information is appreciated, the County Government would be involved in the sustainable management of waste discharged within the County. KMA collaborates with the County and NEMA to ensure that the waste reception facilities onshore are adequate and available for all vessels.

KMA should consider allocating more time for public participation as the regulations are many and discussing them in one sitting may not be fruitful	MATTER CLARIFIED We appreciate the comment and report that the Regulations were available for perusal and comment to the public on 12 th December 2023 at KMA's website and office (s). In addition, the forum was an opportunity to welcome more comments and additional comments were welcome until the last date of submission of comments after the public participation forums.
What is the role of the County Government in administering these regulations?	MATTER CLARIFIED KMA notes the importance of collaboration in ensuring successful implementation of the Regulations. County Governments are empowered by law to manage wastes within their county in a sustainable manner. KMA can collaborate with the County on sensitization on use of waste reception facilities by vessel operators and collaborate in ensuring that they are available and adequate. Collaboration can also be in relation to preparedness and response to pollution incident or accident off shore.

	Under what circumstances is it allowed for a vessel not to have a holding tank?	Beach Management Unit	MATTER CLARIFIED The vessel does not need to have a holding tank if the vessel is not licensed to carry more than 15 passengers or the voyage is less than 1 hour from end to end.
	Need to have a separate forum for small vessel owners for feedback on the implementation of the regulations.		ADOPTED The comment is welcome, we shall schedule a forum for small vessel operators following the review of the Merchant Shipping (Small Vessel Safety) Regulations 2012
	Are the regulations applicable to vessels from countries that have not ratified the Convention?	National Police Service	MATTER CLARIFIED Article 5(4) of the MARPOL Convention, provides that no more favourable treatment is to be given to the ships of countries which are not Party to the relevant Convention. All Parties should, as a matter of principle, apply these procedures to ships of non-Party States in order to ensure that equivalent surveys and inspections are conducted and an equivalent level of safety and protection of the marine environment is applied.

Are Kenyan shipowners required to know the requirements under Kenyan Law?	MATTER CLARIFIED Yes. Kenyan shipowners ought to know the laws affecting them as these Regulations are applicable to Kenyan ship wherever they may be.
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