

Informal document No. 1  
Provisional agenda item on  
Information sharing by Parties on the implementation of the Convention:  
Good practices to strengthen the implementation  
of air pollution-related policies, strategies and  
measures

## **Background information and Template for the submission of**

### **Examples/Good practices of air pollution related policies, strategies and measures**

- Prepared by the CLRTAP secretariat, in cooperation with the Chair of WGSR -

#### **I. Background**

1. The Executive Body, at its thirty-second session, adopted **decision 2013/2** on Reporting on strategies, policies, and other measures to implement obligations under the Convention and its Protocols. This decision stipulates that *“the Working Group on Strategies and Review shall continue to devote time each year for policy discussions related to the design and implementation of different regulatory, voluntary, economic or other measures relating to air pollution”*. It *“shall, annually in advance of a session, invite Parties to report at the session on strategies, policies, and measures employed to implement obligations under any of the Protocols to the Convention”*.

2. In line with that decision, the Working Group held a session on information sharing during its fifty-second session (Geneva, 30 June–3 July 2014). For that session, twenty-four Parties to the Convention shared their experiences either by making a presentation<sup>1</sup> and/or by submitting a completed template with examples and good practices of air pollution-related policies. A Chair’s summary of the session on information sharing was prepared as part of the report of the fifty-second session of WGSR (ECE/EB.AIR/WG.5/112, annex II).

3. The present document provides background information on the obligations to report on strategies, policies and measures for the respective Protocols. The enclosed template has been developed to facilitate the submission by Parties of examples/good practices of different regulatory, voluntary, economic and other measures relating to air pollution in advance of WGSR’s fifty-third session to be held in Geneva from 15 to 17 December 2015.

4. Heads of Delegations and other participants in the fifty-third session of the Working Group on Strategies and Review are invited to submit to the secretariat case studies/examples which could be of interest to other countries and thus to the policy discussion at the WGSR session. **In order to facilitate the preparation of the policy discussion on the basis of the examples submitted, please send your examples to [air\\_meetings@unece.org](mailto:air_meetings@unece.org) by 13 November 2015.**

5. At its fifty-second session, the Working Group on Strategies and Review invited all Parties to participate actively in future sessions on exchanges of experience, **and in particular those Parties that had not yet shared such information at the previous sessions of the Working Group**. The importance of the timely submission of templates and presentations to the secretariat was also underscored.

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<sup>1</sup> Presentations from the session are available at <http://www.unece.org/index.php?id=33280#/>

6. **Examples could comprise, amongst others, economic measures such as financial incentives or disincentives (such as taxes, subsidies, set prices or caps/ceilings, payments, rebates), voluntary measures (such as voluntary agreements, programmes or contracts), regulatory or legislative measures or other measures (such as educational or informational measures).** They can include policies, strategies and measures emanating from different sectors with positive effects on air pollution abatement (such as acts/laws on sustainable transport, sustainable agriculture/farming, energy, green building, biodiversity conservation and enhancement). A more detailed description of the implementation of your chosen policy, strategy or measure and related challenges and problems as well as solutions would be more useful than the presentation of many different examples. Furthermore, your examples could also be useful to other Parties even if they have not been successful by indicating why this was the case. You are thus also invited to submit experiences that cover such items as:

- a) A measure that was less effective than you anticipated and why;
- b) A measure that was actually more effective than you predicted;
- c) A measure that had particular implementation challenges – what were they and how did you address them;
- d) A measure that was either less expensive or more expensive than you had estimated. What caused the increased or decreased costs?
- e) Goals that were set and were met by innovative strategies.

## **II. Obligations under the Protocols to the CLRTAP Convention to report on strategies, policies and measures**

### **II.1 Reporting on strategies, policies and measures under the 1994 Sulphur, Heavy Metals, POPs and Gothenburg Protocols**

7. In accordance with **Decision 2013/2** adopted by the Executive Body at its thirty-second session, ***“the sessions of the Working Group on Strategies and Review shall be considered the format for reporting on strategies, policies, and measures referenced in Article 5.1 of the 1994 Sulphur Protocol, Article 7.2 of the Heavy Metals Protocol, Article 7.2 of the POPs Protocol, and Article 7.2 of the Gothenburg Protocol”***.

#### **II.1.1 Reporting on strategies, policies and measures under the 1994 Sulphur and the Gothenburg Protocol**

8. Article 4 of the 1994 Sulphur Protocol requires that *“[each] Party shall, in order to implement its obligations under article 2: (a) adopt national strategies, policies and programmes, no later than six months after the present Protocol enters into force for it; and (b) take and apply national measures to control and reduce its sulphur emissions”*. Article 5 of the 1994 Sulphur Protocol on “Reporting” stipulates that *“each Party shall report, through the Executive Secretary of the Commission, to the Executive Body, on a periodic basis as determined by the Executive Body, information on: (a) the implementation of national strategies, policies, programmes and measures referred to in article 4, paragraph 1; [...] (c) the implementation of other obligations that it has entered into under the present Protocol, in conformity with a decision regarding format and content to be adopted by the Parties at a session of the Executive Body. The terms of this decision shall be reviewed as necessary to identify any additional elements regarding the format and/or content of the information that are to be included in the reports”*.

9. The 1994 Sulphur Protocol sets emission ceilings for 2005 and 2010 for some Parties. With the exception of Austria, Canada, Greece, Ireland, Italy, Liechtenstein and Monaco, all Parties to the 1994 Sulphur Protocol have also ratified or acceded to the 1999 Gothenburg Protocol which sets ceilings for 2010.

10. Article 6 of the Gothenburg Protocol stipulates that *“each Party shall, as necessary and on the basis of sound scientific and economic criteria, in order to facilitate the implementation of its obligations under article 3: (a) adopt supporting strategies, policies and programmes without undue delay after the present Protocol enters into force for it;[...]”* Paragraph 1 of Article 7 on “Reporting” stipulates that *“subject to its laws and regulations and in accordance with its obligations under the present Protocol: (a) each Party shall report, through the Executive Secretary of the Commission, to the Executive Body, on a periodic basis as determined by the Parties at a session of the Executive Body, information on the measures that it has taken to implement the present Protocol”*. Paragraph 2 stipulates that *“the information to be reported in accordance with paragraph 1 (a) shall be in conformity with a decision regarding format and content to be adopted by the Parties at a session of the Executive Body. The terms of this decision shall be reviewed as necessary to identify any additional elements regarding the format or the content of the information that is to be included in the reports.”*

11. In 2012, amendments to the Gothenburg Protocol and its annexes were adopted by decisions 2012/1, 2012/2 and 2012/3. In addition, Parties adopted decision 2012/4 on the Provisional application of the amendments to the Protocol, which enables Parties to make use of the adjustment procedure under decision 2012/3 immediately.

12. Sulphur as a pollutant is covered by both the Gothenburg Protocol and the 1994 Sulphur Protocol. Moreover, the following pollutions are covered by the Gothenburg Protocol: nitrogen oxides (NO<sub>x</sub>), ammonia (NH<sub>3</sub>) and volatile organic compounds (VOC).

13. In accordance with Decision 2013/2, Parties to the 1994 Sulphur and Gothenburg Protocol are thus invited to report on the design and implementation of strategies, policies and measures to implement obligations under the 1994 Sulphur Protocol and the Gothenburg Protocol, notably to abate pollution of sulphur, nitrogen oxides, ammonia and volatile organic compounds.

#### **II.1.1 Reporting on strategies, policies and measures under the Protocol on Persistent Organic Pollutants (Protocol on POPs)**

14. Article 7 of the Protocol on POPs requires that each Party shall, no later than six months after the date on which this Protocol enters into force for it, develop strategies, policies and programmes in order to discharge its obligations under the present Protocol. Article 9, paragraph 1 of the Protocol on POPs on “Reporting” stipulates that *“subject to its laws governing the confidentiality of commercial information: (a) each Party shall report, through the Executive Secretary of the Commission, to the Executive Body, on a periodic basis as determined by the Parties meeting within the Executive Body, information on the measures that it has taken to implement the present Protocol”*. Furthermore, paragraph 2 of article 9 stipulates that *“the information to be reported in accordance with paragraph 1 (a) above shall be in conformity with a decision regarding*

*format and content to be adopted by the Parties at a session of the Executive Body. The terms of this decision shall be reviewed as necessary to identify any additional elements regarding the format or the content of the information that is to be included in the reports.”*

15. In 2009, amendments to the Protocol on POPs were adopted through decisions 2009/1, 2009/2 and 2009.

16. The pollutants covered by the Protocol on POPs are the following: polycyclic aromatic hydrocarbons (PAH), hexachlorobenzene (HCB), and dioxins/furans.

17. In accordance with Decision 2013/2, Parties to the Protocol on POPs are thus invited to report at the WGSR session on the design and implementation of strategies, policies, and measures employed to implement obligations under the Protocol on POPs, notably to reduce emissions of PAH, HCB and dioxins/furans.

### **II.1.1 Reporting on strategies, policies and measures under the Protocol on Heavy Metals**

18. Article 5 of the Protocol on Heavy Metals stipulates *“each Party shall develop, without undue delay, strategies, policies and programmes to discharge its obligations under the present Protocol.”* Paragraph 1 of Article 7 on “Reporting” requires that *“subject to its laws governing the confidentiality of commercial information: (a) each Party shall report, through the Executive Secretary of the Commission, to the Executive Body, on a periodic basis as determined by the Parties meeting within the Executive Body, information on the measures that it has taken to implement the present Protocol”.* Paragraph 2 stipulates that *“the information to be reported in accordance with paragraph 1 (a) above shall be in conformity with a decision regarding format and content to be adopted by the Parties at a session of the Executive Body. The terms of this decision shall be reviewed as necessary to identify any additional elements regarding the format or the content of the information that is to be included in the reports.”*

19. In 2012, amendments to the Protocol and its annexes were adopted by decisions 2012/5 and 2012/6.

20. The pollutants covered by the Protocol on Heavy Metals are cadmium, lead and mercury.

21. In accordance with Decision 2013/2, Parties to the Protocol on Heavy Metals are invited to report at the WGSR session on the design and implementation of strategies, policies, and measures employed to implement obligations under the Protocol on Heavy Metals, notably to reduce emission of mercury, lead and cadmium.

### **II.2 Reporting on strategies, policies and measures by Parties to the Protocol concerning the control of Nitrogen Oxides or their transboundary fluxes (Protocol on NO<sub>x</sub>) and the Protocol concerning the control of emissions of Volatile Organic Compounds and their transboundary fluxes (Protocol on VOC)**

22. In accordance with Decision 2013/2, *“Parties to the Protocol on NO<sub>x</sub> and the Protocol on VOC may utilize the time set aside during the annual session of the Working Group on Strategies and Review to report on changes or revisions to their policies,*

*strategies, and measures to implement obligations under the respective Protocols in satisfaction of their obligations under Article 8.1 of the Protocol on NOx and Article 8.2 of the Protocol on VOC”.*

23. Article 7 of the 1988 Protocol on NOx stipulates that *“Parties shall develop without undue delay national programmes, policies and strategies to implement the obligations under the present Protocol that shall serve as a means of controlling and reducing emissions of nitrogen oxides or their transboundary fluxes.”* Article 8 requires that *“Parties shall exchange information by notifying the Executive Body of the national programmes, policies and strategies that they develop in accordance with article 7 and by reporting to it annually on progress achieved under, and any changes to, those programmes, policies and strategies, [...]”* Paragraph 2 of article 8 stipulates that *“such information shall, as far as possible, be submitted in accordance with a uniform reporting framework.”*

24. Article 7 of the 1991 Protocol on VOC stipulates that *“Parties shall develop without undue delay national programmes, policies and strategies to implement the obligations under the present Protocol that shall serve as a means of controlling and reducing emissions of VOCs or their transboundary fluxes.”* Article 8 on “Information exchange and annual reporting” provides that *“Parties shall exchange information by notifying the Executive Body of the national programmes, policies and strategies that they develop in accordance with article 7, and by reporting to it progress achieved under, and any changes to, those programmes, policies and strategies [...]”* Paragraph 4 of article 8 stipulates that *“such information shall, as far as possible, be submitted in accordance with a uniform reporting framework”.*

25. The majority of the Parties to the NOx and VOC Protocols are also Parties to the Gothenburg Protocol which covers the pollutants covered by the NOx and VOC Protocols. Parties to the NOx Protocol not Parties to the Gothenburg Protocol are the following: Albania, Austria, Belarus, Estonia, Greece, Ireland, Italy, Liechtenstein, Russian Federation, Ukraine. Parties to the VOC Protocol not Parties to the Gothenburg Protocol are the following: Austria, Estonia, Italy, Monaco, Liechtenstein. In accordance with Decision 2013/2, the Parties listed above may wish to consider reporting on changes or revisions to their policies, strategies, and measures to implement obligations under the respective NOx or VOC Protocols.

26. As it is not possible to cover all of the above issues in one meeting, **Parties are invited to inform the secretariat of the information they may wish to provide on a particular measure or two at the WSGR session, by submitting the enclosed template by 13 November 2015 by writing to [air\\_meetings@unece.org](mailto:air_meetings@unece.org). The priority for presentations would be given to Parties that have not yet shared their experience during previous WSGR sessions and to Parties that would submit their inputs by the indicated deadline.**

**III. Template to facilitate the submission of examples/good practices of strategies, policies and measures employed to implement obligations under any of the Protocols to the Convention**

<p><b>Country:</b></p> <p>Republic of Serbia</p>	<p><b>Sector:</b></p> <p><i>Please indicate the sector (e.g. agriculture, industry, urban planning, environment, etc.), or sectors (if several) for which the strategy, policy or measure has been mainly designed</i></p> <p>Industry, agriculture</p>
<p><b>Type of strategy, policy or measure:</b></p> <p><i>Please identify the type of strategy, policy or measure – economic e.g. incentive or disincentive (taxes, funds, subsidies, prices or caps/ceilings, payments, rebates, etc); voluntary (agreements, programmes, contracts), regulatory (legislation), or other measures (educational, informational, other)</i></p> <p>Regulatory (legislation) (The Law on IPPC and the relevant by-laws)</p>	<p><b>Level:</b></p> <p><i>Please state at which level (municipal, regional, sub-national, national) the policy, strategy or measure is targeted or implemented</i></p> <p>State, Provincial level and Local-self governments</p>
<p><b>What is the main objective of the strategy, policy or measure? When has it been implemented/or will be implemented?</b></p> <p><i>Please describe briefly what the measure attempts to achieve or what has been the result of its implementation. Please also describe since when it is being employed or for when its implementation is foreseen. Please explain whether implementation is/was immediate or gradual. [150 words max]</i></p> <p>The Law on Integrated Pollution Prevention and Control was adopted in 2004 and thereafter several by-laws necessary for implementation of this field. According to the IPPC Law, combustion plants, waste incineration plants or waste co-incineration plants and other installations covered by the Regulation on type of activities and installations that the integrated permit shall be granted for (adopted in 2005), are obliged to obtain an integrated permit to operate. IPPC permits are required by EU legislation, and they aim to improve the management and control of industrial processes. These permits require the operators of specific industrial or large livestock installations to prevent and control pollution, through a variety of measures known as ‘best available technique’. Each of the approximately 221 IPPC installations in Serbia needs to hold a valid permit by the end of 2020. Only 17 permits are issued until now. The deadline had to be extended due to slow implementation.</p>	
<p><b>Background and driving forces:</b></p> <p><i>Please explain briefly why this strategy, policy or measure was implemented; mention the driving forces for its introduction e.g. policy development, legislation (EU, national), action plans, voluntary, incentive, or other [150 words max]</i></p> <p>The Republic of Serbia is in preparation process for the accession to the EU and thus has the obligation to harmonize the national legislation with EU legislation and it is under intensive monitoring of transposition and implementation of EU environmental <i>acquis</i>.</p>	
<p><b>Description of the strategy, policy or measure:</b></p> <p><i>Please explain briefly how the strategy, policy or measure works and why it has been chosen</i></p>	

*compared to other policies/measures. Please also explain how its implementation is being monitored. [200 words max]*

Competence for issuing IPPC permit is shared pursuant to the Law on Planning and Construction on the basis of the entity who issues licenses or authorisations for facility construction and commencement of their operations. Therefore, the competence is shared at 3 levels, among the Ministry of Agriculture and Environmental Protection, Provincial Secretariat for Urban Planning, Construction and Environmental Protection and authorities of Local Self-Government units competent for environmental protection activities.

The Ministry carries out the supervision over the implementation of provisions of IPPC Law and relevant bylaws adopted as well as fulfilment of permit conditions through the environmental inspectors. By IPPC Law supervision is also entrusted to provincial and local inspection for those installations within their competence. Penalties are determined through the provisions of the IPPC Law.

Despite good legal basis for the implementation, enforcement of IPPC Law is still at low level. Each of the approximately 221 IPPC installations in Serbia had to obtain IPPC permit by 2015. However, only 17 permits are issued until now. While the majority of permits shall be issued by the central and the provincial authority, permits for some industries fall within the competence of local-self government, which lacks both the knowledge and the resources to implement the IPPC Law. Still intra- and inter-institutional cooperation needs to be strengthened. In order to strengthen the implementation, Serbia requested support from several projects. In 2015 by adoption of the amendments of the IPPC Law, the deadline for issuing IPPC permit for existing installations has been extended by the end of 2020.

**Costs, Funding and Revenue allocation:**

*Please state how much the implementation of the measure costs including its monitoring and how it is funded (national budget, industry, taxes, etc.) If the measure is creating revenue, please also explain how this revenue is being allocated and collected. [200 words max]*

Compliance with the EU *acquis* requires significant investment, but also brings significant benefits. Full implementation of Industrial Emission Directive will require significant financial investments from the operators. Taking into account economic situation in the country and of operators, implementation of measures will require longer implementation periods.

The existing IPPC installations will need a range of reconstructions to harmonize their operation with best available techniques (BAT).

The majority of IPPC installations belong to private sector. Chapter III of the IED will require heavy investments in order to achieve compliance of LCPs with the prescribed emission limit values.

Cost assessment for implementation of IPPC, LCP, VOC and other directives has been provided when developing National Environmental Approximation Strategy. It was assessed, that total costs might reach up to about €1,5 billion. Cost assessment will be updated when developing Directive Specific Implementation Plan for IED.

Under the “polluter pays” principle, the polluter has to cover full costs of consequences of his activities. The polluters are obligate to pay the fees for the air pollutants emissions (SO<sub>2</sub>, NO<sub>x</sub>, PM) according to specific national legislation. The fees are the revenues of the state budget.

**Effect and impacts on air pollution abatement:**

*Please explain briefly the effect of the policy, strategy or measure and how it has impacted the abatement of air pollution. If impacts are known, please quantify, if possible. Please highlight also other effects of the implementation of the measure e.g. with regard to compliance, the acceptance of the measure or its transposition (e.g. from a voluntary to a regulatory or another type of measure). [150 words max]*

The IPPC permit contains conditions relating to measures necessary for air, water and soil protection i.e. setting of conditions which enables the accomplishment of the highest practically possible level of environmental protection. Where an environmental quality standard requires stricter conditions than those achievable by the use of the best available techniques, the permit shall contain additional measures providing for implementation of these standards. There is also a clear legal obligation for all IPPC installations (as they are described by in Regulation on type of activities and installations to which integrated permit is required) to apply BAT.

**References/Further information:** *Please provide most relevant sources for information such as references for web links, books, other resources.*

[www.minpolj.gov.rs](http://www.minpolj.gov.rs) (Ministry of Agriculture and Environmental Protection)

[www.seio.gov.rs](http://www.seio.gov.rs) (Serbian European Integration Office)

National Environmental Approximation Strategy of the Republic of Serbia (October 2011)

National Programme for the Adoption of the European Union Acquis Communautaire (2014–2018)

Transposition and Implementation of Environmental and Climate Change ACQUIS - Chapter 27: Status and Plans

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