Environment and Climate Regional Accession Network (ECRAN)

Workshop report
Capacity Building on Compliance with Environmental Legislation (4th Regional Workshop)

21-23 April 2015, Kolasin
WORKSHOP REPORT
Activity 1.2.1

CAPACITY BUILDING ON COMPLIANCE WITH ENVIRONMENTAL LEGISLATION
(4th Regional Workshop)

21 -23 APRIL 2015, KOLASIN, PLJEVLJA, MONTENEGRO
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I. Background/Rationale

Within the RENA programme, the objective of the ECENA Working Group on Environmental Compliance and Enforcement was to improve the ability of RENA member countries to implement and enforce the EU environmental and climate acquis by increasing the effectiveness of inspecting bodies and promoting compliance with environmental requirements.

The activities for the period 2010-2013 were based on a Multi Annual Work Plan, covering the following areas:

- Training and exchange,
- Institutional and methodological development,
- Cross border enforcement.

The activities planned under ECRAN in this area will build on the results achieved under RENA. Since the work of inspectors and permit writers has to be more coordinated and connected to other activities within the environmental protection area, it has been decided that ECENA under ECRAN should be of cross cutting nature. This is particularly important as the work of ECENA is dealing with both implementation and enforcement of the EU acquis. Cooperation with policy makers and law drafters has to be strengthened in order to enable developing better implementable legislation.

The work plan covers the full period of ECRAN (i.e. October 2013 – October 2016). Under this ECENA work plan, the following specific activities have been decided to be implemented:

1.2.1 Capacity building on compliance with environmental legislation
1.2.2 External country assessments
1.2.3 Methodological development - application of IRAM/easy Tools
1.2.4 Compliance with REACH/CLP Regulations;
1.2.5 Trans frontier Shipment of Waste (TFS);
1.2.6 Inspection and enforcement in other policy areas;
1.2.7 Inspector’s participation in networking activities.

The beneficiaries are the Ministries of Environment of the beneficiary countries (Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Kosovo*, Montenegro, Serbia and Turkey). In addition the other ministries and other bodies and institutions will need to be actively engaged in so far as their work is relevant for the scope of ECRAN.

The overall objective of ECRAN is to strengthen regional cooperation between the EU candidate countries and potential candidates in the fields of environment and climate action and to assist them on their way towards the transposition and implementation of the EU environmental and climate policies, political targets and instruments which is a key precondition for EU accession.

Activity 1.2.1 Capacity building on compliance with environmental legislation

Beneficiary countries under this project are at different levels of transposition, implementation and enforcement of the environmental acquis. These differences are caused by different initial levels of development, national and international political decisions or complications, budgetary potential, etc.

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1 This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo declaration of independence.
Progress in all candidate and potential candidate countries is regularly monitored by the European Commission. The Progress monitoring reports provide the following picture.

Currently, Croatia is an EU member since 1 July 2013. Out of five candidate countries from the region (the Former Yugoslav Republic of Macedonia, Montenegro, Serbia, Albania and Turkey) two have already started the accession negotiations: Turkey in 2005 and Montenegro in 2012, while the other three are speeding up their efforts for opening the accession negotiations. Potential candidates - Bosnia and Herzegovina and Kosovo* are also increasing their efforts in this direction.

In the field of training and exchange and methodological development it has been decided to continue the activity in organizing and implementing training courses with common inspection entitled “Capacity building on compliance with environmental legislation”. The training sessions are now to be designed as regional courses with common inspections and site visits, paying attention to cross-cutting issues.

The need for information and further training have been indicated by the various countries by selecting special subjects which received some additional attention during these series of courses.

Some special subjects needed only additional presentations and explanations (for example revision RMCEI, end of waste criteria). Other subjects could only be handled in a limited way and require further elaboration in future courses (REACH, SEVESO, IED under IED).

Considering some of the cross cutting subjects (for example IED linkages with water, air, nature legislation and those with chemicals and hazardous waste issues), most of the inspectors lack knowledge, as traditionally such subjects are in most cases handled in other ministries than the Environment Ministry.

Specifically for ECRAN/ECENA activity 1.2.1 a Training Needs Assessment has been performed and training topics have been selected (ref. TNA report, www.ecranetwork.org). Based on the selected training topics with selected industrial sites, up to eight regional training programmes are to be developed and subsequently delivered.

The training programme in this activity within ECENA will have to be closely coordinated with the other ones designed for ECENA and ECRAN in general in order to avoid duplication and overlaps.

Planned trainings will be delivered in close coordination with TAIEX Unit that will be responsible for provision of non-key experts and organisation of logistics (training venue, accommodation and transport of registered participants, etc.). Delivered trainings will be evaluated in order to follow the level of reaching the training objectives.

Chapter 2 describes the background and objectives of activity 1.2.1 with the 4th Multi-country Workshop Capacity Building on Compliance with Environmental Legislation and the topics that have been addressed.

Chapter 3 describes the EU policy and legislation covered by the training, Chapter 4 presents the workshop proceedings and Chapter 5 presents the evaluation. Furthermore the following Annexes are attached:

- Annex I: the agenda;
- Annex II: List of participants;
- Annex III: Power point presentations (downloadable under separate cover):
  http://www.ecranetwork.org/ECENA
II. Objectives of the training

**General objective**

Increasing the effectiveness of inspection bodies and promoting compliance with environmental requirements,

**Specific objectives**

Capacity building regarding compliance with environmental legislation through better understanding of implementation issues and identification of targeted solutions (training of inspectors and permit writers in cooperation with law drafters and policy makers)

**Target group**

The target institutions and beneficiaries are the environmental inspectors and permit writers of the Ministries of Environment in Albania, Bosnia and Herzegovina, Croatia, the Former Yugoslav Republic of Macedonia, Kosovo*, Montenegro, Serbia and Turkey

**Training delivery**

Based on earlier experience, described approach and the outcomes of the TNA, the general training set-up and topics are:

**Day 1:** Mainly related to *Inspection Management* including general subjects with the regulatory cycle and inspection cycle, *IPPC/IED implementation* with inspection and permitting functions with requirements, *Cross cutting issues: IED interaction with other environmental legislation* also in relation to ambient environmental quality. Special subjects and specific directives have to be selected for specific attention including IED/IPPC interaction with EIA, ambient water quality, air quality and, nature legislation, LCP, PRTR, SEVESO II, VOCs, waste and chemical management

**Day 2:** Continuation day 1 programme and Preparation for the (industrial) site visit with BAT and BREF evaluation of the selected industrial site to be visited; exchange of experience from the various countries in the region considering the selected type of industry. Presentation on the selected factory site backgrounds. Preparation of checklists for the site visit.

**Day 3:** on site visit/common inspection of a specific industry and reporting.

The trainings are designed as a series of eight follow-up modules each to be held in one of the beneficiary countries. The trainings cover cross cutting issues and are also designed in such a manner that the training programme will also allow participation of policy makers and legal drafters from other relevant WGs such as Waste, Air, Water, etc.

The agenda of the fourth training is included in ANNEX 1

**Results/outputs**

The following results are expected for this activity

- improved functioning of the environmental authorities and related authorities envisaged to be responsible for implementation of the RMCEI, IED, SEVESO and Waste Framework Directive;
- streamlined working methods and implementation of best practice in the region moving towards EU standards.
III. EU policy and legislation covered by the training


**RMCEI** (http://ec.europa.eu/environment/legal/law/inspections.htm)

In 2001, recognising that there was a wide disparity between inspection systems in the Member States, the European Parliament and the Council adopted Recommendation 2001/331/EC providing for minimum criteria for environmental inspections in the Member States (RMCEI).

The RMCEI contains non-binding criteria for the planning, carrying out, following up and reporting on environmental inspections. Its objective is to strengthen compliance with EU environment law and to contribute to its more consistent implementation and enforcement in all Member States.

The content of the RMCEI has strongly influenced provisions on environmental inspections in sectoral pieces of environment and climate change legislation. The European Union Network for the Implementation and Enforcement of Environment Law (IMPEL) played an important role in the preparation of the RMCEI and through its activities has also played an important role in its implementation.

**IED (summary) Ref 1.**


Sectors of activity. This Directive shall cover industrial activities with a major pollution potential, defined in Annex I to the Directive (energy industries, production and processing of metals, mineral industry, chemical industry, waste management, rearing of animals, etc.). The Directive shall contain special provisions for the following installations:

- combustion plants (≥ 50 MW);
- waste incineration or co-incineration plants;
- certain installations and activities using organic solvents;
- installations producing titanium dioxide.

**Environmental requirements**

Any industrial installation which carries out the activities listed in Annex I to the Directive must meet certain basic obligations:

- preventive measures are taken against pollution;
- the best available techniques (BAT) are applied;
- no significant pollution is caused;
- waste is reduced, recycled or disposed of in the manner which creates least pollution;

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energy efficiency is maximised;
accidents are prevented and their impact limited;
sites are remediated when the activities come to an end.

Application of best available techniques

Industrial installations must use the best available techniques to achieve a high general level of protection of the environment as a whole, which are developed on a scale which allows implementation in the relevant industrial sector, under economically and technically viable conditions. The European Commission must adopt BAT conclusions containing the emission levels associated with the BAT. These conclusions shall serve as a reference for the drawing up of permit conditions.

Permit conditions

The permit must provide for the necessary measures to ensure compliance with the operator’s basic obligations and environmental quality standards. These measures shall comprise at least:

- emission limit values for polluting substances;
- rules guaranteeing protection of soil, water and air;
- waste monitoring and management measures;
- requirements concerning emission measurement methodology, frequency and evaluation procedure;
- an obligation to inform the competent authority of the results of monitoring, at least annually;
- requirements concerning the maintenance and surveillance of soil and groundwater;
- measures relating to exceptional circumstances (leaks, malfunctions, momentary or definitive stoppages, etc.);
- provisions on the minimisation of long-distance or transboundary pollution;
- conditions for assessing compliance with the emission limit values.

Special provisions

Special provisions shall apply to combustion plants, waste incineration and co-incineration plants, installations using organic solvents and installations producing titanium dioxide. The emission limit values for large combustion plants laid down in Annex V to the Directive are generally more stringent than those in Directive 2001/80/EC. A degree of flexibility (Transitional National Plan, limited life time derogation) shall be introduced for existing installations. For other activities subject to special provisions, the provisions of the current directives have been largely maintained.

Environmental inspections

Member States shall set up a system of environmental inspections of the installations concerned. All installations shall be covered by an environmental inspection plan. The plan shall be regularly reviewed and updated.

Based on the inspection plans, the competent authority shall regularly draw up programmes for routine environmental inspections, including the frequency of site visits for different types of installations. The period between two site visits shall be based on a systematic appraisal of the environmental risks of the installations concerned. It shall not exceed one year for installations posing the highest risks and three years for installations posing the lowest risks.
SEVESO (ref 2)³

Major accidents in chemical industry have occurred world-wide. In Europe, the Seveso accident in 1976 prompted the adoption of legislation aimed at the prevention and control of such accidents. The resulting 'Seveso' directive now applies to around 10,000 industrial establishments where dangerous substances are used or stored in large quantities, mainly in the chemicals, petrochemicals, storage, and metal refining sectors.

The Seveso Directive obliges Member States to ensure that operators have a policy in place to prevent major accidents. Operators handling dangerous substances above certain thresholds must regularly inform the public likely to be affected by an accident, providing safety reports, a safety management system and an internal emergency plan. Member States must ensure that emergency plans are in place for the surrounding areas and that mitigation actions are planned. Account must also be taken of these objectives in land-use planning.

There is a tiered approach to the level of controls: the larger the quantities of dangerous substances present within an establishment, the stricter the rules ('upper-tier' establishments have bigger quantities than 'lower-tier' establishments and are therefore subject to tighter control).

Seveso Directives I, II and III


Seveso II: On 9 December 1996, Council Directive 96/82/EC on the control of major-accident hazards – the so-called Seveso II Directive - was adopted and replaced the original Seveso Directive. Seveso II included a revision and extension of the scope; the introduction of new requirements relating to safety management systems; emergency planning and land-use planning; and a reinforcement of the provisions on inspections to be carried out by Member States.

In the light of industrial accidents (Toulouse, Baia Mare and Enschede) and studies on carcinogens and substances dangerous for the environment, the Seveso II Directive was extended by Directive 2003/105/EC of the European Parliament and of the Council of 16 December 2003 amending Council Directive 96/82/EC. The most important extensions were to cover risks arising from storage and processing activities in mining; from pyrotechnic and explosive substances; and from the storage of ammonium nitrate and ammonium nitrate based fertilizers.

Seveso III: Further adaptation of the provisions on major accidents occurred on 4 July 2012 with publication of a replacement directive - 2012/18/EU. The main changes in this, so-called, Seveso III Directive were:

Technical updates to take account of changes in EU chemicals classification. In 2008, the Council and the European Parliament adopted a Regulation on the Classification, Labelling and Packaging (CLP) of substances and mixtures, adapting the EU system to the new UN international chemicals classification (Globally Harmonised System - GHS). In turn, this triggered the need to adapt the Seveso Directive, since its scope is based on the former chemicals classification which will be repealed by the CLP Regulation by June 2015.

Better access for citizens to information about risks resulting from activities of nearby companies, and about how to behave in the event of an accident.

More effective rules on participation, by the public concerned, in land-use planning projects related to Seveso plants.

Access to justice for citizens who have not been granted appropriate access to information or participation.

Stricter standards for inspections of establishments to ensure more effective enforcement of safety rules.

The Seveso III Directive 2012/18/EU was adopted on 4th July 2012 and entered into force on 13th August 2012. Member States have to transpose and implement the Directive by 1st June 2015, which is also the date when the new chemicals classification legislation becomes fully applicable in Europe.

**WFD – Waste Framework Directive (ref 3)⁴**

With a view to breaking the link between growth and waste generation, the European Union (EU) has provided itself with a legal framework aimed at the whole waste cycle from generation to disposal, placing the emphasis on recovery and recycling: Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste, repealing certain Directives.

This Directive establishes a legal framework for the treatment of waste within the EU. It aims at protecting the environment and human health through the prevention of the harmful effects of waste generation and waste management.

It applies to waste other than:

- gaseous effluents;
- radioactive elements;
- decommissioned explosives;
- faecal matter;
- waste waters;
- animal by-products;
- carcasses of animals that have died other than by being slaughtered;

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• elements resulting from mineral resources.

**Waste hierarchy**

In order to better protect the environment, the Member States should take measures for the treatment of their waste in line with the following hierarchy which is listed in order of priority:

- prevention;
- preparing for reuse;
- recycling;
- other recovery, notably energy recovery;
- disposal.

Member States can implement legislative measures with a view to reinforcing this waste treatment hierarchy. However, they should ensure that waste management does not endanger human health and is not harmful to the environment.

**Waste management**

Any producer or holder of waste must carry out their treatment themselves or else have treatment carried out by a broker, establishment or undertaking. Member States may cooperate, if necessary, to establish a network of waste disposal facilities. This network must allow for the independence of the European Union with regard to the treatment of waste.

Dangerous waste must be stored and treated in conditions that ensure the protection of health and the environment. They must not, in any case be mixed with other dangerous waste and must be packaged or labelled in line with international or Community regulations.

**Permits and registrations**

Any establishment or undertaking intending to carry out waste treatment must obtain a permit from the competent authorities who determine notably the quantity and type of treated waste, the method used as well as monitoring and control operations.

Any incineration or co-incineration method aimed at energy recovery must only be carried out if this recovery takes place with a high level of energy efficiency.

**Plans and programmes**

The competent authorities must establish one or more management plans to cover the whole territory of the Member State concerned. These plans contain, notably, the type, quantity and source of waste, existing collection systems and location criteria.

Prevention programmes must also be drawn up, with a view to breaking the link between economic growth and the environmental impacts associated with the generation of waste.

These programmes are to be communicated by Member States to the European Commission.

**Context**

The generation of waste is increasing within the European Union. It has therefore become of prime importance to specify basic notions such as recovery and disposal, so as to better organise waste management activities.
It is also essential to reinforce measures to be taken with regard to prevention as well as the reduction of the impacts of waste generation and waste management on the environment. Finally, the recovery of waste should be encouraged so as to preserve natural resources. This Directive repeals directives 75/439/EEC, 91/689/EEC and 2006/12/EC.
IV. Highlights from the training workshop

Reference is made to Annex I for the agenda and Annex III for the presentations.

Day 1 – Hotel Bianca, Kolasin, 21 April

1. The workshop was chaired by Mr. Ike van der Putte (ECRAN ECENA coordinator) starting with a short welcoming and introduction on ECRAN and the ECENA Programme. The information on ECRAN and ECENA has been given including a project summary, results to be achieved, structures and planned activities. The trainers, Mr. Huib van Westen, Mr. Costa Stanisav, Mr. Wim Burgers, and Mr. Bjorn Bauer (day 2) were introduced. As a special guest and presenter Mr. Peter Vajda – representing the Energy Community – was welcomed. The workshop paid special attention to the discussions around Large Combustion Plants with the various elements to be covered including the update of the LCP BREF, requirements regarding the Energy Community Treaty, IED cross cutting issues and decisions to be taken in Montenegro regarding the EPCG Power plant Pljevja as an LCP installation. The latter served also as the object of the site visit on day 3 of the course.

2. An introductory round was held among the participants with the question on the years of experience as inspectors, permit writers and policymakers/other fields. The results showed that most of participants have extensive knowledge and experience in inspection and permit writing. Some persons were designated as Policy makers.

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<td>4</td>
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<td>Permit writers</td>
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<td>2</td>
<td></td>
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<tr>
<td>Policy makers/others</td>
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3. On behalf of Mr. Jean-Pierre Janssens, Mr. Ike van der Putte has given an introduction on inspection management, covering in this fourth workshop especially the on-site inspection and planning.

In on-site inspection, routine and non-routine inspections can be considered. Routine inspections are of a preventative character and should form part of an inspection programme. Non-routine inspections are reactive types of activities (accidents, complaints) and not based on inspection programmes. It is advisable to limit the time allocated to non-routine inspections in the inspection plan. The scope of non-routine inspections is defined by the kind of accident or complaint. The scope of routine inspections depends on the risk profile, with reference being made to the IRAM risk assessment tool. Furthermore the various types of routine and non-routine inspections can be considered. The presentation has been finalized by summarizing the strategy in inspection with compliance checking and compliance promotion and the methodologies and procedures that are followed. A discussion was held on the various approaches followed in the beneficiary countries, including the intended application of IRAM in the various countries and the contracting of external experts/accredited laboratories. Additional subjects discussed included the approaches in announced and non-announced inspections and public availability of permits and inspection reports. For the latter it can be concluded that all countries comply with the Aarhus Convention: Some countries publish all on the internet (except confidential information) (e.g. Croatia), other make information available at request.
4. An overview of the inspection organization, activities and programme was given in a presentation by Ms Jelena Nikčević and Mr. Sejdo Djukić. In Montenegro 2191 inspections have been carried out, out of which 1452 were routine inspections. A number of 771 decisions have been taken and in 33 cases production was halted until specific problems were resolved. A number of 10 installations in Montenegro are under IPPC. A special analysis was given on the situation regarding the LCP in Plevja for which an IPPC application has been received. Whereas nitrogen oxides and dust are under control, SO₂ concentrations were far beyond applicable emission standards. The latter is due to the high sulfur content (4%) of the coal that is being mined and used.

5. Mr. Huib van Westen gave an introduction on cross-cutting issues between IED and Waste with specific contents covering:
   - European legislative framework;
   - Overview European Waste Directive;
   - European Waste List;
   - Overview of the Basel Convention;
   - Overview of the Waste Shipment Regulation;
   - Cross cutting aspects.
Within this framework an explanation was given on the differences between Directives and Regulations with:

A **directive** being a legal act of the European Union which requires member states to achieve a particular result without dictating the means of achieving that result. It can be distinguished from regulations which are self-executing and do not require any implementing measures. Directives normally leave member states with a certain amount of leeway as to the exact rules to be adopted. Directives can be adopted by means of a variety of legislative procedures depending on their subject matter.

A **regulation** being a legal act of the European Union that becomes immediately enforceable as law in all member states simultaneously. Regulations can be distinguished from directives which, at least in principle, need to be transposed into national law.

Regulations can be adopted by means of a variety of legislative procedures depending on their subject matter.

Using a number of examples and QA sessions the various elements of the Waste Framework Directive were presented to explain the various definitions of waste, by-products, end of waste etc. This also included the preferable options in the Waste hierarchy.
Some cross-cutting aspects were illustrated with specific reference to the LCP plant to be visited (ECGP Plevja) and QA on the waste aspects:

example

An energy power plant is 'producing' fly ash.
Is this ash waste, a by product or has it reached the end of waste criteria?

This fly ash is being exported from Montenegro to Italy to be used for road construction.
Does this fly ash still has to be considered as waste?
Is it allowed to ship this material to Italy?
Are there any laws, regulations, conventions in place?

This presentation was the first in the series of IED-waste cross cutting issues to be handled in the upcoming courses.

6. Mr. Peter Vajda as a special guest from the Energy Community gave a presentation on the background of the Energy Community and its environmental dimension. The contents presented were:
   - Geographical Scope of the Energy Community;
   - Facts and Figures;
   - Why an Energy Community?;
   - Legal Framework;
   - Institutions;
   - The Environmental Dimension;
The conflicts of the 1990s led to the disintegration of a unified energy system that stretched from the Adriatic to the Black and Aegean Seas. What was once a single system suddenly was a patchwork of several. Regardless of the frontiers drawn on maps since the conflict erupted, the separate entities still rely on each other for the smooth functioning of their power supplies. These developments have led to the Energy Community Treaty with the foundation of the Energy Community as an international organization dealing with energy policy. The Treaty establishing the Energy Community was signed in October 2005 in Athens, Greece. It entered into force in July 2006. The Parties to the Treaty are the European Union and eight Contracting Parties from South East Europe and the Black Sea region. The Energy Community Secretariat has its seat in Vienna, Austria.

The Energy Community’s mission is to extend the EU internal energy market to South East Europe and beyond on the basis of a legally binding framework. The overall objective of the Energy Community Treaty is to create a stable regulatory and market framework in order to:

- Attract investment in power generation and networks to ensure stable and continuous energy supply that is essential for economic development and social stability;
- Create an integrated energy market allowing for cross-border energy trade and integration with the EU market;
- Enhance the security of supply;
- Improve the environmental situation in relation with energy supply in the region; and
- Enhance competition at regional level and exploit economies of scale.

As of October 2013, the Energy Community has eight Contracting Parties - Albania, Bosnia and Herzegovina, Kosovo*, former Yugoslav Republic of Macedonia, Moldova, Montenegro, Serbia and Ukraine. Georgia, Armenia, Norway and Turkey participate as Observers. Georgia is presently in the process of joining the Energy Community as a full-fledged member. Nineteen European Union Member States have the status of Participants.

International donors also contribute to the process. The Donors Community is chaired and coordinated by the European Commission.
Institutions and decision-making

The Ministerial Council, made up of one representative for each party to the Treaty, provides general policy guidelines, takes measures to meet the Treaty’s objectives and adopts procedural acts such as allocation of tasks, powers or obligations. The presidency is held in turn by each party for a term of six months and is assisted by one representative of the European Community and one representative of the incoming presidency. The Council submits an annual report to the European Parliament and to the parliaments of the contracting parties.

Energy Community acquis communautaire

By signing the Energy Community Treaty, the Contracting Parties committed themselves to implement the relevant acquis communautaire, develop an adequate regulatory framework and liberalize their energy markets in line with the Treaty acquis. The acquis must be implemented within a fixed timeframe. A common regional approach on investments and the social dimension of energy reform is also being developed. A Dispute Settlement Procedure contributes to the enforcement of the Energy Community legal framework.

The Energy Community acquis communautaire comprises the following sectors: Electricity, Gas, Renewable Energy, Energy Efficiency, Oil, Environment, Competition and Statistics.

Considering the sector Environment the implementation of rules on industrial emissions from large combustion plants, sulphur content of certain liquid fuels and environmental impact assessment constitute the core of the environment acquis.

With the specific subjects in the course Mr. Peter Vadja especially elaborated on the situation regarding the LCPs in the region:

- Power and heat generation facilities located in the Energy Community region are, generally speaking, in a bad condition;
- Main reasons: maintenance delay / lack of investment over the last two decades;
- Remaining years until LCPD deadline seems to be a long time but it is short considering the related investment cycle;
- Current financial environment is not very supportive.
A ministerial Council Decision was adopted on 24 October 2013 and include

- LCP implementing rules: NERP between 2018-2027; opt-out between 2018-2023;
- IED applies mandatorily for new plants from 2018 onwards;
- IED for existing plants: revision clause until end 2015;
- Ukraine: specific case.

For the opt out option the following is stated:

- Plants in case of which retrofit is not an option (economical/technical reasons);
- Written declaration by end 2015 by the operator needed;
- 2018-2023: max. 20,000 operational hours;
- If 20,000 hours reached or on 31 Dec 2023 the latest: plant should be closed down.

Opt-out does not exclude that the plant could be operated further after this point as a new plant (meaning that it needs to meet the ELVs of Chapter III/Annex V of the IED under EnC law) - Example of Varna, Bulgaria.

**Next steps**

On LCPD the next steps for the Energy Committee and the region are:

- IED revision clause for existing plants
- NERPs: submission by end 2015
- opt-out: list of plants to be submitted by end 2015 (MC to approve in 2016)

All these elements are of relevance in deciding on the future of the EPCG coal fired Power plant in Plevja.

7. Mr. Wim Burgers presented the subject of the Industrial Emissions Directive and the LCP BREF. Especially the review of the BREF and the specifics on BAT for coal/lignite fired plants received attention.

The Industrial Emission Directive 2010/75/EU (IED) is the key instrument for minimizing consumption and the emissions of industrial activities in Europe. Its general framework is to:

- prevent and, if not feasible, reduce pollution
- have a high level of protection for the environment as a whole
- have a permit based on Best Available Techniques (BAT)

Environmental protection as to be considered as a whole considering:

- Pollutants and odour emissions to air;
- Emissions to water;
- Waste prevention and recovery;
- Energy, materials and water use;
- Noise and vibration;
- Heat;
- Prevention and control of accidents.
An explanation was given on the definition of BAT, the structure of the IED and the activities under the IED. These activities cover (with 50,000 installations in Europe):

- Energy industries;
- Production and processing of metals;
- Mineral industries;
- Production of chemicals;
- Waste management industries;
- Other industries.

The legal basis for the exchange of information on BAT is Article 13(1): ‘In order to draw up, review and, where necessary, update BAT reference documents, the Commission shall organise an exchange of information between Member States, the industries concerned, non-governmental organisations promoting environmental protection and the Commission’.

The organization of the exchange of information was explained with the 35 Technical Working Groups (TWGs), the European IPPC Bureau (EIPPC), the IED article 13 Forum and the IED article 75 Committee, the latter voting on BAT conclusions. The BAT conclusions are and consider:

- Reference for setting permit conditions;
- ELVs in permits within BAT-Associated Emission Levels (BAT-AELs);
- Derogation from BAT-AELs in specific and justified cases
  - Need to demonstrate that costs are disproportionately higher than benefits due to local/installation-specific situations;
  - Member States report to the public/Commission on use of derogations.

Within four years of publication of decisions on BAT conclusions relating to the main activity of an installation, the competent authority shall ensure that:

- all the permit conditions for the installation concerned are reconsidered and, if necessary, updated to ensure compliance with the IED;
- the installation complies with those permit conditions.

In the final presentations by Mr. Wim Burgers, attention was paid to the special provisions on LCPs in the IED, the applicable ELVs, BAT, aggregation rules and to the review of the BREF LCP. A general comparison was made on the required ELVs according to BAT and the emission levels in the Pleva LCP. The most striking differences refer to the SO₂ concentrations.
For comparison, the emission levels in the Netherlands were presented, showing that with 200 LCPs, including 7 coal fired plants and 5 refineries, SO2 emissions in the Netherlands were lower (33 kton) than the emission by the Plevja plant (44 kton). The data provided by Mr. Wim Burgers provided a good basis in preparing for the site visit on day 3.
Day 2 – Hote Biancal, Kolasin, 22 April

1. In opening the second day, Mr van der Putte summarized the outcomes of the workshop on the first day and gave a brief presentation on the health effects of SO2, Nox and dust emissions including the present situation regarding dust emissions and health effects in Europe.

The subjects to be handled on day 2 were introduced and covered SEVESO as a special subject, and introductions of the factory to be visited on day 3, introductions on BREF and BAT of the factory to be visited with planning and preparation for the site visit.

2. Based on earlier presentations on the SEVESO site safety report as presented by Mr. Van der Putte, Mr. Costa Stanisav presented the subject of “Hazard identification and a case study on accident scenarios for a Seveso installation”. The contents of the presentation included:
   - HAZID and HAZOP;
   - Risk determination matrix;
   - Case study scenario and risk assessment for chemical accidents involving liquefied chlorine, also including elements of inspection report of the site.
In the Case study the scenario and risk assessment for chemical accidents involving liquefied chlorine (Cl2), at a Seveso chlorine storage located in Cluj county was handled.

Based on the study of the tank, the critical points of chlorine accidental releases were identified. According to these critical points, 3 main scenarios of chlorine release were elaborated, namely:

A. From the storage tank:
   - Scenario 1 – A1. Catastrophic releases of the total stored chlorine (56 tons) – considered the worst case scenario;
   - Scenario 2- A2. Continuous chlorine release through the R7A flange coupling, in a 10 minutes period (considered the necessary period of time for stopping the release).

B. From a 1000 kg cylinder:
   - Scenario 3 (B1). Catastrophic release scenario – considered the worst case scenario with cylinders.

All scenarios were evaluated taking into consideration that the Chlorine release may take place during day or night.

Use was made of software models (SEVEX view and SLAB view) to calculate toxic dispersions and producing risk maps.

The conclusion was that considering a chemical accident involving the entire chlorine quantity spilling at the Turda storehouse, in the worst meteorological conditions, an area equal to or larger than 56.93 km2 should be evacuated. This area affects a number of villages with a total of more than 10 000 inhabitants.
The Seveso inspection of the site incorporated:

- the management and organization to prevent accidents;
- the safety measures;
- testing of internal and external emergency plans.

3. Mr. Ike van der Putte, along the same lines presented a case on LPG storage (Butan Plin, Slovenia), with Hazid and scenario selection.

In order to appropriately evaluate their potential consequences, the major-accident hazards (category 1 hazards) identified should be subjected to a further assessment process.

A representative ‘worst credible’ scenario should be used for evaluation purposes.
Hose failure during railway car unloading, leading to loss of the contents of the railcar (50,000kg), was deemed the single worst credible case due to the quantities of LPG involved.

A number of category 2 hazards were identified which, although extremely unlikely and categorised as remote in the HAZID, could have catastrophic consequences.

One representative category 2 hazard, failure of a 250m3 LPG storage vessel, leading to the release of the full vessel contents, was assessed for emergency planning purposes only and the results of this evaluation have been passed to the local authority Emergency Response Unit. This scenario is considered to represent the ‘worst possible’ scenario for the site.

4. Mr. Gacevic Dobrilo, Head of the technical development department of the EPCG organisation, presented the various IPPC aspects regarding the existing thermos-electric power plant in Plevja (TEP-I).

The plant as the first block of two units (TEP I and II) has been built in 1982 with a capacity of 210 MW and a thermal efficiency of 32%. It operates with lignite from a nearby coal mine. Its residual lifetime is estimated at 10 years (until 2025). Ownership is with an Italian company, the state and general public.

The residues (fly ash and bottom ash) are pumped to a landfill. The plant runs without an (integrated) permit. An IPPC permit application has been submitted in 2014.

Plans include:

- to have a cement factory (to use the ash residues)
- road constructions
- transport of ashes to a new landfill

Considering the life time of TEP –I a decision should be made on the future of the plant.

Various options have been discussed:

1. Closure of the plant in 2015;
2. Opt out and running the plant until 2021;
3. Upgrade TEP I;
4. Upgrade TEP I and in paralel build TEP II.

Of the various options the 4th option was considered economically and environmentally as the most favourable option.
5. In the preparation for the site visit the BAT and BREF usage were discussed in three working groups under the lively guidance of Mr. Bjorn Bauer. An introduction and summary of major elements in the BREF of LCPS was given. The three working groups worked on the formulation of questions for the site visit on day 3 and each presented these questions.
Day 3 – The thermo-electric power plant EPCG Plevja, with overview and coal storage, 23 April

For the site visit the participants were guided and led through the LCP plant and various installations as one group by a team of 5 representatives of the LCP installation. Three sub groups had been formed among the participants with each covering a number of defined questions on a number of subjects.

Group 1 (Albania, Kosovo, Bosnia):
- Unloading, storage and handling
- Thermal efficiency
- Dust emissions and heavy metals

Group 2 (Serbia, Macedonia, Turkey)
- SO2 emissions
- NOx emissions
- HF and HCl emissions
- NH3 emissions

Group 3 (Croatia, Montenegro)
- Water contamination
- Waste and residues
- Demand side management

Based on the findings an evaluation session was held after which the Factory management could provide their comments.

Some findings were:

Group 1 – Coal production is in the hands of another company. Transport takes place until the bunker via closed belts. After the bunker open belts are used. The drainage system of the coal storage should be improved. There are plans to collect and treat all waste waters and drainage waters in one waste water treatment system. Monitoring of emissions takes place on a continuous basis. Heavy metals are monitored every 3 days.
Group 2 – The desulfurification system for TEP II has only been studied in a general way and no decision has been taken on the specifics. The wet methodology is now preferred based on experience in the region and based on its efficiency.

The measurement points for emission monitoring have been adapted to the adaptations made for the stack (higher stack).

NOx and Sox are now above the limits and no measures taken. For this purpose, first a decision is to be made on the TEP II, with a political component and also a decision on the conceptual design. Although technical/economical outcomes point at another direction the personal preference of one of the experts of the Plevja team was the opt out option. Emissions will gradually be less due to the reduced operating hours. In case such an option is asked for, the decision to do so should be made this year (see Energy Community presentation)
Group 3 – No treatment of waste water is presently taking place. Considering waste, it was stated that the landfill can be operated until 2020. Recultivation of the landfill is taken care of considering a World Bank credit. Extra measures have been taken for stabilization purposes.

Considering the quality of groundwater it has been measured that pH was around 12, whereas a pH of 9 was considered as the acceptable level.

Energy in Montenegro is estimated at 10% being imported; 50% provided by the two 300 MW hydro power plants and 40% by the EPCG Plevja.

Mr. Ike van der Putte thanked the management of the plant for their hospitality and openness in answering the questions and their contributions in the presentations and the site visit.

Suggested planning follow up courses

For the year 2014 the courses have been held in:

- Zagreb, 20-22 May (Al melting and casting);
- Skopje 10-12 September (Brewery);
- Istanbul 18-20 November (textile).

For the year 2015 it was suggested to have the courses in:

- Montenegro (21-23 April) (Thermo-electric power) – finalised;
- Bosnia and Herzegovina (8 – 10 September) (Metal industry);
- Albania (17 – 19 November) (industry to be determined);
- For the year 2016 it was suggested to have the courses in;
- Serbia (April);
- Kosovo* (June) (Ferro nickel?).
V. Evaluation

The following summary of the training evaluation report, developed on the basis of analysis of the training questionnaires can be given. A number of 32 out of 32 participants filled the evaluation form. It shows that the expectations of the workshop were met.

Most of the trainees indicated that the training was of a high quality and useful. The excellent preparation and knowledge of the trainers were appreciated. The site visit was very well appreciated.

Statistical information

1.1 Workshop Session
Capacity building on compliance with chemicals legislation, with emphasis on REACH/CLP linked to IED – General introductory module/procedures

1.2 Facilitators name
Ike van der Putte/Wim Burgers / Huib van Westen/ Peter Vadja/ Costa Stanisav/ Bjorn Bauer

1.3 Name and Surname of Participants (evaluators)
As per participants’ list

Your Expectations

Please indicate to what extent specific expectations were met, or not met:

<table>
<thead>
<tr>
<th>My Expectations</th>
<th>My expectations were met</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Filling gaps in knowledge (several IED, inspections general and specific)</td>
<td>Fully: (81%) Partly: (19%) Not at all: (19%)</td>
</tr>
<tr>
<td>2. Practical experience of the new Member States and Candidate Countries</td>
<td>Fully: (63%) Partly: (37%) Not at all: (19%)</td>
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</tbody>
</table>
Workshop and Presentation

Please rate the following statements in respect of this training module:

<table>
<thead>
<tr>
<th>Aspect of Workshop</th>
<th>Excellent</th>
<th>Good</th>
<th>Average</th>
<th>Acceptable</th>
<th>Poor</th>
<th>Unacceptable</th>
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<tbody>
<tr>
<td>1 The workshop achieved the objectives set</td>
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<td>I (3%)</td>
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<td>2 The quality of the workshop was of a high standard</td>
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<td>I (3%)</td>
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<td>3 The content of the workshop was well suited to my level of understanding and experience</td>
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<td>I (3%)</td>
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<td>4 The practical work was relevant and informative</td>
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<td>I (6%)</td>
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<td>5 The workshop was interactive</td>
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<td>I (3%)</td>
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<td>6 Facilitators were well prepared and knowledgeable on the subject matter</td>
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<td>I (3%)</td>
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<td>7 The duration of this workshop was neither too long nor too short</td>
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<td>I (6%)</td>
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<tr>
<td>8 The logistical arrangements (venue, refreshments, equipment) were satisfactory</td>
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<td>I (3%)</td>
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<tr>
<td>9 Attending this workshop was time well spent</td>
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<td>I (3%)</td>
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Comments and suggestions
I have the following comment and/or suggestions in addition to questions already answered:

Workshop Sessions:
- Very Good
- It is suggested to even more focus on the selected sector.
- It is very interesting for my job and information is important
- Suggested to have more information on IRAM and experience in other countries

**Facilitators:**
- Very Good
- SEVESO I, II, III very interesting

**Workshop level and content:**
- Excellent.
- Suggested to have more exercises related to the installation to be visited (BREF elements, Sox, waste issues)
- Maybe some materials should be handed out to the participants (tables, diagrams)
# ANNEX I – Agenda

**Day I : Tuesday 21 April 2015**

**Topic:** Inspection Management; IPPC/IED implementation and IED cross cutting issues (waste legislation linkage)

**Co-Chairs:** Mr. Ike van der Putte, Mr. Dragan Asanovic

<table>
<thead>
<tr>
<th>Start</th>
<th>Finish</th>
<th>Topic</th>
<th>Speaker</th>
<th>Sub topic/Content</th>
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<tbody>
<tr>
<td>08.30</td>
<td>08.45</td>
<td>Registration</td>
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<tr>
<td>08.45</td>
<td>09.00</td>
<td>Opening</td>
<td>Mr. Dragan Asanovic (ECRAN ECENA National Coordinator) Ike van der Putte (ECRAN –ECENA Coordinator)</td>
<td>Welcome, introduction of trainers, introduction of participants</td>
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<tr>
<td>09.00</td>
<td>09.15</td>
<td>Introduction</td>
<td>Ike van der Putte (ECRAN –ECENA Coördinator)</td>
<td>Explanation of the training programme, information on ECRAN and defined ECENA activities</td>
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</tbody>
</table>
*In this 4th training session a further elaboration is given on routine and non-routine inspections* |
<p>| 09.45 | 10.00  | Experience of Host country in Inspection Management | Mr. Dragan Asanovic (ECRAN ECENA National Coordinator) | Brief description of the inspection system in host country and its development. |
| 10.00 | 10.30  | Implementation IPPC/IED Cross cutting issues: IED interaction with | Mr. Huib van Westen (senior inspector) Intelligence and Investigation Service | A series of IED cross cutting subjects with other environmental legislation will be given, including those amongst other with ambient |</p>
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<thead>
<tr>
<th>Time</th>
<th>Duration</th>
<th>Session Title</th>
<th>Speaker/Details</th>
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<tbody>
<tr>
<td>10.30</td>
<td>10.45</td>
<td><strong>Coffee Break</strong></td>
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<tr>
<td>10.45</td>
<td>11.45</td>
<td>Implementation IPPC/IED</td>
<td>Mr. Huib van Westen (senior inspector) Intelligence and Investigation Service</td>
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<td></td>
<td>Cross cutting issues: IED interaction with</td>
<td>Waste, Industry and Businesses Human Environment and Transport Inspectorate, the</td>
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<td></td>
<td></td>
<td>other environmental legislation</td>
<td>Netherlands</td>
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<td></td>
<td><strong>Continued presentation</strong></td>
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<td>11.45</td>
<td>12.30</td>
<td>Experience of ECENA beneficiary countries in</td>
<td>ECENA country representatives</td>
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<td></td>
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<td>implementation IPPC/IED</td>
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<tr>
<td>12.30</td>
<td>13.30</td>
<td><strong>Lunch Break</strong></td>
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<tr>
<td>13.30</td>
<td>15.30</td>
<td>Developments regarding the LCP BREF.</td>
<td>Mr. Wim Burgers (Knowledge Centre InfoMil, Ministry of Water, Directorate</td>
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<td>Environment, the Netherlands</td>
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<td>Developments regarding the implementation of the IED/LCP requirements with the</td>
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<td>newest issues in BREF documents, with specific reference to air emissions</td>
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<td>15.30</td>
<td>15.45</td>
<td><strong>Coffee break</strong></td>
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<tr>
<td>15.45</td>
<td>16.45</td>
<td>The Energy Community and its activities in the</td>
<td>Mr. Peter Vajda (Environmental Expert Representative of the Energy Community</td>
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<td>field of environment - focus</td>
<td>Description of background of the Energy Community and specifics on the Energy</td>
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<td>Community Treaty with reference to the implementation of rules on industrial</td>
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<td>emissions from large combustion plants</td>
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Day 2: Wednesday 22 April 2015

Special subjects (SEVESO) and preparation for common inspection/site visit

<table>
<thead>
<tr>
<th>Start</th>
<th>Finish</th>
<th>Topic</th>
<th>Speaker</th>
<th>Sub topic/Content</th>
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<tbody>
<tr>
<td>08.45</td>
<td>09.30</td>
<td>Special subject SEVESO</td>
<td>Costa Stanisav, Senior environmental commissioner, Regional Commissariat Cluj-Cluj County Commissariat, Romania</td>
<td>A strong relationship exists between the IPPC/IED installations and SEVESO installations. In a series of presentations introductions are given on the major elements of the SEVESO Directive with developments from SEVESO I to SEVESO III, Safety Report, Safety Management System, Hazard Identification, Consequence Analysis, Internal and External Emergency Plans and Land-use planning. In this 4th training session further attention is paid to the Site safety report with Hazard Identification/Scenario selection</td>
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<td>16.45</td>
<td>17.15</td>
<td>Questions and discussion</td>
<td>Participants</td>
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<td>17.00</td>
<td></td>
<td>Closure</td>
<td>Ike van der Putte (ECRAN ECENA Coordinator) Mr. Dragan Asanovic (ECRAN ECENA National Coordinator)</td>
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<tr>
<td>Time</td>
<td>Activity</td>
<td>Description</td>
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<tr>
<td>09.30</td>
<td>10.30 Special subject SEVESO</td>
<td>Part 2. ( follow up with case description)</td>
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<td>10.30</td>
<td>10.45 Coffee Break</td>
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<tr>
<td>10.45</td>
<td>12.30 Introductions on the factory to be visited</td>
<td>Invited Representative of the Factory</td>
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<td>Host country representative</td>
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<td>Presentation of the factory with permit (and conditions)</td>
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<td>Exchange of experience from other ECENA countries</td>
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<td><em>4th training: TPP Pljevlja Thermal Power Plant</em></td>
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<td>12.30</td>
<td>13.30 Lunch Break</td>
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<td>14.15</td>
<td>15.00 Introduction to BREF and BAT of the selected industry (TPP Pljevlja) in relation to IED/IPPC permitting and inspection and in preparing the site visit</td>
<td>Bjorn Bauer (ECRAN ECENA SST)</td>
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<td>Ike van der Putte (ECRAN ECENA Coordinator)</td>
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<td>Comparison of prevailing emission and monitoring data with the information from the BREF/BAT;BAT decision documents.</td>
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<td>Practical steps for inspection</td>
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<tr>
<td>15.00</td>
<td>15.15 Coffee Break</td>
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<tr>
<td>15.15</td>
<td>16.15 Planning of visits in groups with specific assignment/ Preparation for next day visit</td>
<td>Participants</td>
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<td>Study in groups on the specific assignments setting up a questionnaire with questions and attention points during the site visit.</td>
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<td>16.15</td>
<td>16.45 Summary of questionnaires</td>
<td>Participants</td>
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<td>Brief Presentation of questionnaires/checklists</td>
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<tr>
<td>16.45</td>
<td>Closing Session</td>
<td>Ike van der Putte (ECRAN ECENA Coordinator)</td>
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<td>Time</td>
<td>Activity</td>
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<tr>
<td>8.00</td>
<td><strong>Transport from the hotel to pilot site installation</strong></td>
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<tr>
<td>9.30</td>
<td><strong>Visit to PILOT FACTORY</strong></td>
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<tr>
<td></td>
<td>All participants</td>
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<tr>
<td>9.30</td>
<td>Preliminary discussion in the factory office</td>
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<td>10.00</td>
<td>Review documentation (monitoring data, quality checks, site plans and permits. Is necessary documentation in place. Comments and questions</td>
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<tr>
<td>10.00</td>
<td>Divide into groups with chairman and reporter each. Chairman has allocated specific responsibilities to each member of the group</td>
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<td>10.30</td>
<td>Site visit</td>
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<tr>
<td>13.30</td>
<td>Request site staff to provide guides: groups to see the entire site, but focus on areas: like handling storage, dust abatement, waste handling and filling stations, cleanliness of factory, evaluate surrounding area. Each member of the group will make their own inspection and make notes and compare results later in the group</td>
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<tr>
<td>13.30</td>
<td>Lunch break</td>
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<tr>
<td>14.30</td>
<td>General comments on site visit and any further questions</td>
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<td>15.00</td>
<td>Return to the hotel/lunch break</td>
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<td>16.30</td>
<td>Visit report preparation in groups</td>
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<tr>
<td>17.00</td>
<td>Presentation of reports by members of the group</td>
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<tr>
<td>17.00</td>
<td>- Conclusions of site visit</td>
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<tr>
<td></td>
<td>- Suggested follow-up actions</td>
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<td>17.30</td>
<td><strong>Closure</strong></td>
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### ANNEX II – Participants

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<thead>
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<th>Institution Name</th>
<th>Country</th>
<th>Email</th>
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* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo declaration of independence.
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ANNEX III – Presentations (under separate cover)

Presentations can be downloaded from:

http://www.ecranetwork.org/Files/Presentations_Capacity_Building_Workshop,_April_2015,_Kolasi n.zip