Green Week 2013
Tripartite implementation agreements for improving air quality: experiences from the Lombardia case
Tripartite Agreement

A brief description

- Created by Prodi Commission
- Regulated by COM 2002/709
- Welcomed by Member States as a « pilot experiment » to enforce European environmental governance
- Experienced only by Regione Lombardia (2004)
Tripartite Agreement
The key elements (as defined by COM 2002/709)

• Actors: European Union, Member State, Region
• Added values
  - Simplification
  - Effectiveness through participation
  - Enhanced execution speed
• Suitability to International Treaties and constitutional systems of the Member States
Tripartite Agreement
The main features

• Flexibility
• Clear & measurable objectives
• Engagement of several actors
• Execution speed
• Member State sole responsibility
• Focus on an environment critical area
• Distinguished regional role in procuring consistent information on content, execution and expected results
Tripartite Agreement & Lombardy
Tripartite Agreement & Lombardy
The features

• **Purpose**
  - Promoting a sustainable transport system able to
    - reduce vehicle traffic in difficult areas
    - offer effective public transport services
    - increase alternative fuel use
    - ensure high standards of living

• **Steps**
  - Assessment of the state of the art on sustainable transport
  - Communication to citizens
  - Assessment of stakeholders’ needs
  - Policy setting
Tripartite Agreement & Lombardy
A balance

• Pros
  ▪ Positive role played by the Region
  ▪ Local Authorities engagement
  ▪ Information standardization
  ▪ Setting of future policies

• Cons
  ▪ Long negotiation work
  ▪ Lack of devoted budget
Relaunching the Tripartite Agreement
The reasons

An ideal tool to achieve policies in which:
- Regions constitute the optimum government level (under EU e MS coordination)
- Regions can function as a *trait d’union* between several local actors
- it can produce added value with regard to **critical and crossover environmental fields**
Relaunching the Tripartite Agreement

The air quality issue

• Why? A new Tripartite Agreement may be useful to achieve Directive 2008/50/EC goals on air pollution levels

• How?
  ▪ Giving a better definition of the specific and active role of Member States with regard to national issues
  ▪ Enhancing the active role of the European Commission with regard to transnational issues
  ▪ Extending the Tripartite Agreement to clusters of Regions
  ▪ Devoting budgetary resources on a disadvantage basis
Relaunching the Tripartite Agreement
The reasons for a repackaging

Required actions whose jurisdiction belongs to the Member State or the European Union
e.g.: coordination between sector policies, such as Climate Change and Air Quality

5.5. *Synergies between air pollution and other policies are not managed optimally*

An example relates to **biomass use**, where the climate- and energy-related rise in its use has led to the sector becoming the **dominant source of fine particles in Europe**. Better regulation of PM and other pollutants from such combustion applications is needed to ensure that negative air quality impacts do not eventually hamper growth in these sectors.

“Options for revision of the EU Thematic Strategy on Air Pollution and Related Policies”, EEA
Relaunching the Tripartite Agreement
The reasons for a repackaging

Problems of market competitiveness
e.g.: Regional Authorities cannot act on some pollution sources or on cross-border pollution

5. **Key Drivers of the Main Problems**
The ongoing evaluation of the present air quality policy framework has identified a number of key drivers that are at the root of the previously described problem categories.

5.1. **The subsidiarity approach has produced governance inefficiencies**
An important part of the compliance problems with the AAQD can be attributed to governance inefficiencies. Whilst the AAQD requires Member States to designate zones (and accompanying competent authorities) for assessing and managing air quality, discretion to Member States on the implementation of these minimum criteria, the implementation of the provisions across the EU, and the scope for rationalising administrative burden on Member States should be examined.

“Options for revision of the EU Thematic Strategy on Air Pollution and Related Policies”, EEA
Relaunching the Tripartite Agreement
The reasons for a repackaging

Need for a suitable National and European regulation
e.g.: some sectors haven’t an adequate regulation or even haven’t any

5.4. Not all sectors have contributed equally to emission reductions in the past

There is now also increasing consensus amongst experts from Member States' competent authorities that particulate matter concentrations are aggravated by emissions from small scale combustion installations in the range up to 50MW (including domestic heating), non-road mobile machinery (including rail, inland waterway vessels, construction equipment, and various smaller handheld devices), and agriculture (open burning of agricultural waste). Agriculture also accounts for 90% of EU emissions of ammonia, the major factor in the eutrophication problem in the EU. Accordingly, the EU air policy review analyses the further emission reductions in sectors that are currently largely unregulated, including also the marine sector, not yet declared sulphur and/or NOx control areas.

“Options for revision of the EU Thematic Strategy on Air Pollution and Related Policies”, EEA
Relaunching the Tripartite Agreement

The reasons for a repackaging

Evaluation mistakes about the effectiveness of technologies and standards
e.g.: dissimilarity between diesel engines emission standards and real-world driving conditions

5.3. Some source legislation is not delivering as needed

A third important driver for the present compliance problems is that some EU source legislation is not delivering the expected reductions. For NOx emissions and NO2 concentrations, sustained high levels are particularly attributed to traffic emissions that have not come down as much as expected. Since the nineties, type-approval emission standards for road vehicles have been tightened significantly, but while gasoline engines have largely delivered the intended reductions, real-world driving conditions, diesel engines (especially light-duty vehicles) have not been able to reduce NOx emissions. This problem has been linked to the poor standardised test cycle used for type approval in the EU15 and the weaknesses in compliance testing,
Relaunching the Tripartite Agreement
The reasons for a repackaging

Homogeneous (and critical) climatic and orographic conditions in the Po Basin

Regions: Piedmont, Lombardy, Veneto, Emilia-Romagna, Val d’Aosta, Trentino-Alto Adige (autonomous provinces of Trento and Bolzano)
Relaunching the Tripartite Agreement
The reasons for a repackaging

Suitable tool both to understand and verify the efforts made by the regions
e.g.: measures envisaged in Lombardy Air Quality Plan, that may entail competitiveness problems due to the extension of traffic prohibition to:

- **Further areas** (from \[\text{Orange}\] to \[\text{Yellow}\] by 2015)
- **Further vehicles typologies**
  - Euro 3 diesel (2015)
  - Euro 1 petrol (2018/2020)
  - Euro 1 motorcycles (2010)
  - Euro 3 diesel public service vehicles (2018/2020)

-60% PM\(_{10}\)
-71% NO\(_x\) 2020
Thank you for your attention!

Claudia Maria Terzi
Regional Minister for Environment, Energy & Sustainable Development – Lombardia, Italy