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# Environmental policy integration – a need for a complex understanding of „environmental cohesion"

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**International Conference for the 70th Anniversary of the Transdanubian Research Institute – Pécs (HU), 27-28 June, 2013**

**Statement:** Economic, industrial growth, and EU forced and financed development caused an extended utilisation of the natural capital. → environmental contamination

The concept of "sustainable development" in the 1980s and 1990s emerged as a central element, but the **environmental sector alone would not be able to secure environmental objectives...**(Lafferty-Hovden 2003, p.1.).

## Reaction (from EU):

- Evaluations (ex ante, mid term)
- 5th Environmental Programme in EC →Environmental Policy Integration (EPI)
- Environmental Impact Assessment (EIA)
- **Strategic Environmental Assessment** (SEA) <-- new tool: officially since 2004 (in EU)

- Cohesion Policy → **Environmental Cohesion** (not explicitly)

*Research Q: These tools are enough for a successful EPI; for a successful environmental cohesion?*

*H: SEA and Environmental Cohesion depend on institutional and governing settings!!!*

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- SEA is known for more than 20 years
- It is similar to Environmental Impact Assessment (EIA) ***but***

→ It concerns to plans and programmes (not projects or concrete investments)

→ It is completed in parallel with the **plan** or **programme**

***Partidario-Voogd 2004: Four types of EPI***

***ideal type: full integration, not staple (or concurrent) one***

| Environmental Impact Assessment (EIA) | · assesses the specific environmental <u>impacts</u> of <u>specific planned development</u>, **investments** <u>projects</u>. |
|---|---|
| Strategic Environmental Assessment (SEA) | · evaluates whether planned <u>strategic actions</u> (**plans, programmes, policies**) <u>meet</u> <u>environmental goals and targets</u> established by environmental and sustainable development strategies. |

*Dusik et al. 2001*

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New notion – hardly used

- Environmental cohesion (as a new EU paradigm for a place-based interpretation of environmental justice) has a **clear connection to territorial cohesion**. Advantages for people "**could include not only advantages of greater economic development and growth**, including equal opportunities to engage in entrepreneurial activity and to receive services, **but also** a concern for **an equitable distribution of environmental protection and access to <u>environmental services</u>** (such as WM)... While environmental justice has conventionally been conceptualised as a human-centred harm, it is fundamentally a collective concern, premised on location (Layard – Holder 2010, p. 10)

- In non-EU countries **regional environmental cohesion** is used as an instrument to **accelerate accession to the EU** and it may be **manifested as a declaration of environmental diplomacy**. The reason for environmental cohesion is the pollution of the environment caused by the destruction of industrial installations, military[1] and other waste (Mihajlov 2008, Nagy 2011)

- [1] On the territory of former Yugoslavia.

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- G-FORS EU 6th Framework Programme http://ec.europa.eu/research/social-sciences/projects/241_en.html

- Settlement, county and national level research

- Case studies in different countries (desktop research)

- Empirical base 2011 – Strathclyde Univ.-Fraser Ass.; (HU) MTA RKK – DG Region → 2000-06(10) ISPA/CF WP D: Implementation and management

(Interviews, workshop, desk research)

*Using the analysis of both tools comparative conclusion will be drawn regarding to Central and Eastern European Countries*

# Factors of a successful management and implementation

- **Institutional stability:**
  - *EU* (and their requirements) *as a new institution* (EIA, SEA, CBA, PRAG) – difficult start
  - Continuous changes in institutional system → (2000; 2004; 2006) (next slide)

- **Administrative continuality:**
  - Inner institutional stability/continuity:+ SK – 1996-2006 1 EM minister (Mezei I. 2007)
  - HU: change of regimes → new administration system (not depend on Party): 2002, 2006, 2010
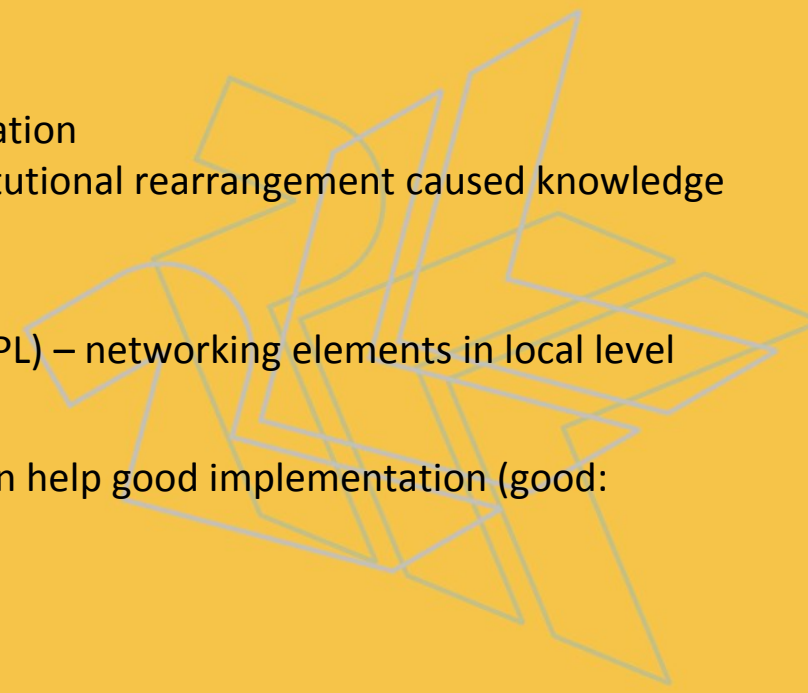
- **Capacity building:**
  - Starting capacity had deficit → delay in implementation
  - ISPA → CF transition SK + RO knowledge-loss (institutional rearrangement caused knowledge loss)!!

- **Governing orders**
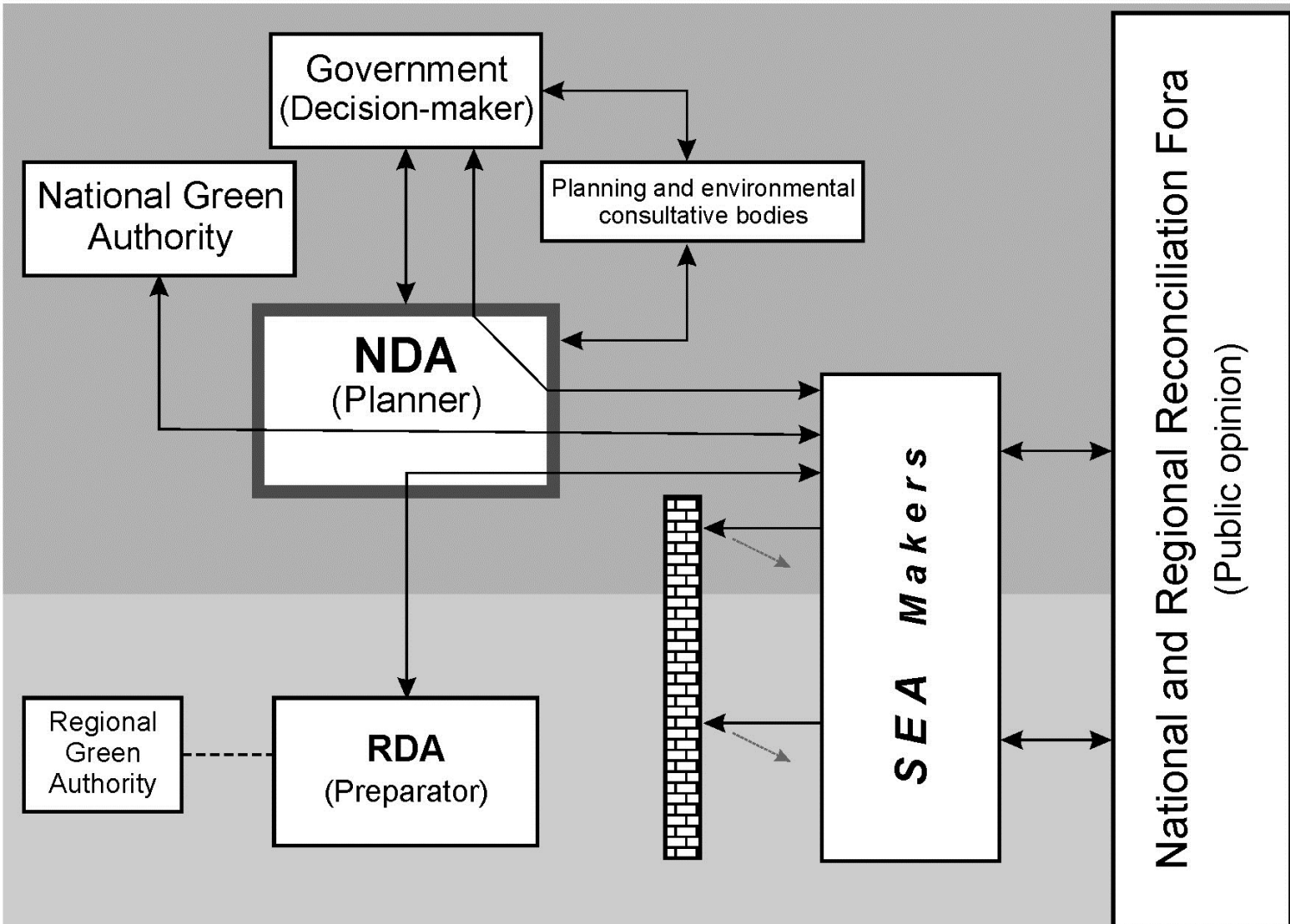  - Top-down elements are dominant (especially: HU, PL) – networking elements in local level

- **Project implementation level**
  - Good coordination among actors (on local level) can help good implementation (good: examples: BG, CZ, HU)

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|  | HU | PL | SK | CZ |
|---|---|---|---|---|
| *Pilot SEA* | 2003 | 2000 | 1994 | 1998 |
| *Legal introduction* | Delayed | Delayed | Jointly with EIA renewing in Act. 24/2006 | Embedded to EIA legislation |
| *SEA methodology* | No common methodology | No common methodology | No common methodology | No common methodology |
| *Integration type (in the first time of application)* | Attached – Staple integration | Attached – Staple integration | Rather staple with full integration elements | n.a. |
| *Administrative continuity* | Ch:2002; 2006; 2010 (No EM anymore) | Periodically changing | 1996-2006 1 Env. Minister | Periodically changing |

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- EU needed decentralisation in implementation (EU delegation helped it)
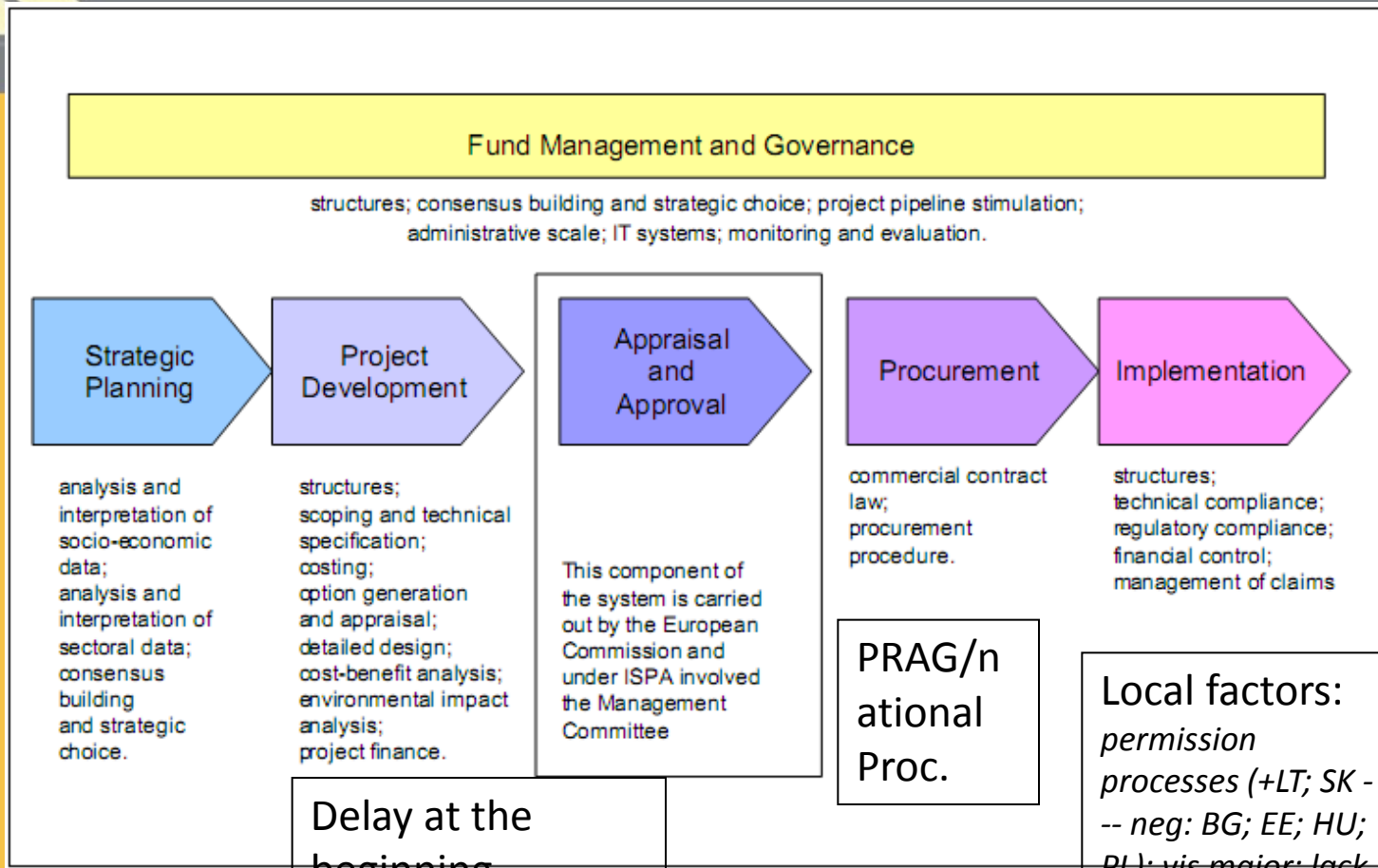
| | ISPA (2000-04) | CF (2004-06) | CF (2007-13) |
|---|---|---|---|
| Managing Authority | Ministry of Prime Minister | National Development Office | National Development Agency |
| Paying Authority | Ministry of Finance (C) | Ministry of Finance (C) | Ministry of Finance (C) |
| Intermediate Bodies | In 2000-04 functioning as Implementing Agency | Ministry of Environment and Water – Development Directorate | Ministry of Environment and Water – Development Directorate |
| Implementing Body (Agency) | In 2000-04 functioning as *Implementing Agency* | 0000000000000000000000 No direct functioning | 0000000000000000000000 No direct functioning |
| Key beneficiaries | Local governments | Local governments | Local governments, others |

-HU: formal but not smaller functional institutional decentralisation after 2004 (MA+IB)

- MA to IB level Ministerial governing (relatively constant structure): LT, PL, LV; EE; CZ; BG

- Simplification in structure: SK (after 2006) , RO (MA-KB.);

Source: Country reports of ISPA/CF WP D (2012)

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## Fund Management and Governance

structures; consensus building and strategic choice; project pipeline stimulation; administrative scale; IT systems; monitoring and evaluation.

**Strategic Planning**

analysis and interpretation of socio-economic data; analysis and interpretation of sectoral data; consensus building and strategic choice.

**Project Development**

structures; scoping and technical specification; costing; option generation and appraisal; detailed design; cost-benefit analysis; environmental impact analysis; project finance.

**Appraisal and Approval**

This component of the system is carried out by the European Commission and under ISPA involved the Management Committee

**Procurement**

commercial contract law; procurement procedure.

**Implementation**

structures; technical compliance; regulatory compliance; financial control; management of claims

PRAG/national Proc.

Local factors:
*permission processes (+LT; SK --- neg: BG; EE; HU; PL); vis major; lack of transparency*

Delay at the beginning

Source:: EPRC/Fraser Associate

Delay in strategy making;
politicisation in strategy making:
CZ; HU; PL; RO

Adequate strat.: BG; EE; LT; LV; SK

10

# Factors of the successful implementation and governance in CEE

| Countries / Factors | SK | RO | PL | LV | LT | HU | EE | CZ | BG |
|---|---|---|---|---|---|---|---|---|---|
| Effective intervention rate | - **2006** | + **C** | + **M/I** | + | + | - | ++ **M/I** | - **M/F** | - |
| Adequate strategic planning | + | - | - | + | + | - | + | - | - |
| Approvement time of projects | + | 0 | - | + | 0 | - | - | 0 | - |
| Consistency of EU and Nat. Proc. | 0 | - | + | 0 | + | 0 | 0 | + | + |
| Implementation delays from contracting to completion | - | - | 0 | - | - | 0 | -- | + | 0 |
| Institutional decentralisation | 0 | -- | + | + | 0 | 0 | + | + | + |

- CF eligible cost as a share of total eligible cost (above vs. under 70% clusters)

- Adequate strategic planning (strategic planning in time)

- Approval time of projects (0,5 year → 2 years)

- PRAG vs. national procurement (at the end of the period): Proc. are standardised with EU proc. Rules; but weaknesses: in terms of independence; transparency; quality of decision

- Implementation is in significantly delays at the end of the period (caused by inner management/approvement difficulties) in some countries

- Formal institutional decentralisation in 2010 – extended decentralisation form remained – slightly decreased or increased the level of decentralisation

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- Output + Institutional benchmark:

Pos: LT; LV; EE;

Mixed: PL; RO; SK; CZ

Negative: BG; HU;

- Stable, countable institutional infrastructure; real decentralisation (with network governance elements) (+LT; LV; - HU; PL; RO)

- Top-down institutional setting does not help the real, iterative EPI

- Knowledge: Besides expert; millieu knowledge (Matthiesen, 2005) (+HU) + personal competencies

- Importance of Strategic Planning (HU – (OPs for 2014-20 still in progress); PL – ready)

- EPI and implementation of ISPA/CF are strongly influenced by their societal context relating to the socialist era (heritage) and the process of transition (accession to EU)

Thank you for your attention

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