







Implementing the Protocol on Strategic Environmental Assessment to the Convention on Environmental Impact Assessment in Belarus

Regional training workshops for policy makers, administrative officials, and NGO representatives

Gomel, Brest, Grodno 7-25 October 2013



Workshop report

Unedited version

October 2013

"Linking Environment and Security in Belarus"

Joint project with UNECE, UNDP and UNEP on "Managing Environmental Security Risks with

EIA and SEA"











Content:

- 1. Background
- 2. Workshop objectives
- 3. Training approach and methodology
- 4. Summary of the training outcomes
- 5. Workshop conclusions
- 6. Workshop evaluation
- 7. Acknowledgment

Annex 1: Workshop agenda

Annex 2: Workshop evaluation – Overview of participants' feedback

1. Background

Strategic Environmental Assessment (SEA) is a primary tool for ensuring that environmental, including health, considerations are thoroughly taken into account in the development of plans and programmes. SEA promotes sustainable development by mainstreaming the environment into economic and social development and integrating green economy and sustainable consumption and production targets into strategic decision-making process.

During recent years Belarus indicated determination for adoption of SEA into the national legislation, and with the help of international assistance conducted several pilot SEA projects. In 2013 ECE together with UNDP and UNEP started a project "Managing Environment and Security Risks with Environmental Impact Assessment (EIA) and Strategic Environmental Assessment (SEA)" funded by the Environment and Security Initiative. The objective of the project is to build administrative capacity and enhance legal and institutional development for applying SEA and transboundary EIA procedures to projects and plans subject to environment and security challenges in Belarus. It also includes a pilot project in Belarus and Ukraine on post-project analysis of environmental impact in a transboundary context.

In order to increase prospects for Belarus to systematically apply SEA for plans and programmes in accordance with the UNECE Protocol on Strategic Environmental Assessment to the of the UNECE Convention on Environmental Impact Assessment in Transboundary Context (Espoo Convention), UNECE, UNDP and UNEP in close cooperation with the Ministry of Natural Resources and Environment Protection Belarus organised three local level training workshops to provide a step-by-step guidance on application of the SEA as a tool in the strategic decision-making on regional and local levels. The project also provided technical advice on SEA, which consisted of (a) a review of the present national legislation and institutional structure; and (b) of development of recommendations for required legislative amendments to implement SEA. The results of the review and recommendations are published as a separate report.

The technical advice and training on SEA in Belarus are part of a broader technical advice and capacity building project funded in the framework of the EaP GREEN Programme "Greening economies in the European Union's Eastern Partnership countries" . These activities intend to promote the use of SEA and EIA as essential planning tools for sustainable development in Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine.

2. Workshop objectives

The overall aim of the three workshops was to enhance understanding of and strengthen the capacity of the regional and local authorities for the implementation of the Protocol on SEA in Belarus. It further aimed to improve participants understanding of the benefits of and possibilities for using SEA as a tool in strategic decision making at the local and regional levels. The workshops demonstrated how SEA can be applied to plans and programs addressing issues of regional development and provided insight to participants how to apply SEA methodology.

Specific objectives of the workshops were:

• To introduce participants the concept and use of SEA and illustrate the process through a (hypothetical) case study;

SEA Training for Belarus Evaluation Report

-

¹ The "Greening economies in the European Union's Eastern Partnership countries (EaP-GREEN)" is a four year EU funded Programme. It is implemented jointly by OECD, UNECE, UNEP and UNIDO for the benefit of Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and the Ukraine from 2013-2016. Espoo Convention Secretariat is responsible for implementation of the SEA/EIA related component. More information on the Programme is available following the link: http://www.oecd.org/env/outreach/eapgreen.htm

- To relate the lessons learnt from the case study to the context in the participants;
- To illustrate possible ways for effective SEA implementation following the provisions of the UNECE Protocol on SEA;
- To provide participants with examples of tackling specific environmental issues, for example climate change, within SEA;
- Raise awareness of the possibilities for utilizing SEA in resolving problems related to plans and programmes typical to the border regions;
- Improve co-operation between Belarusian provincial authorities and provincial authorities from neighbouring States;
- To obtain and discuss recommendations on future actions for improving the use of SEA methodology in Belarus;
- To distribute training materials and case studies in Russian to the relevant provincial authorities for reference materials and further use (e.g. for further trainings by Ministry).

In total 54 experts from regional authorities, municipalities, NGOs and other organizations took part in training. Participants from border regions in Lithuania, Poland and Ukraine were invited to the workshops, but they did not participate to the events.

The workshops were organized in cooperation with UNDP Belarus as two and half days (first two workshops) and two days (last workshop) events in following cities: Gomel (7-9 October), Brest (21-23 October), and Grodno (24-25 October) in 2013.

The agenda of the workshops included introductory part, where the Espoo Convention and its Protocol on SEA were presented, followed by two-day practice-oriented training on SEA using Harvard case method; and a concluding discussions on the opportunities and barriers to future development of SEA system in Belarus (for details, please see the training agenda in Annex 1 of this report).

3. Training approach and methodology

The training was largely based on SEA training manual which has been developed by the German Technical Cooperation (GTZ/InWEnt). The training employs innovative methods by intensively exploiting opportunities for action learning and group work. In line with the casework methodology of the Harvard Business School, the training focuses on practical approaches to SEA. This methodology allows discussions on locally appropriate SEA approaches (based on insights put forward by the participants). Furthermore, conclusions are formulated through joint debate rather than providing 'ready-made' teaching messages.

In order to promote principles of the Protocol on SEA and to customize the training to the context of regional development in border regions in Belarus, a case study on Regional Development Plan of the fictitious Rumburec Region was developed. The fictitious case included assessment of policy alternatives for waste management in transboundary context thus enabling participants to employ their real life experience while working on training assignments.

The training manual and slides were prepared to encourage participants to find possible practical solution for the tasks on designing an SEA process for this case through the following exercises:

- a. Determining whether the proposed plan requires an SEA
- b. Determining the key issues and scope of assessment
- c. Analyzing the baseline trends
- d. Assessing cumulative impacts of proposed development activities and propose their optimization

- e. Using effective means of participation
- f. Finding linkages between programme preparation and SEA²
- g. Ensuring reflection of SEA results in decision-making as well as an adequate management and monitoring system for implementation

The training was conducted using a typical case work methodology of the Harvard Business Schoolie. the case study provided context information and framework for presentation of tasks together with their theoretical reasoning, followed by trainer's practical tips and instructions. Participants worked in small teams, which were established at the beginning of the training.

In order to strengthen the learning effect and provide specific real-life examples of how can be certain typical SEA tasks performed in practice, each section was concluded by discussion entailing short illustration from real SEA cases conducted in the region (e.g. Ukraine, Czech Republic) delivered by the trainer.

4. Summary of the training outcomes

As indicated above, each training block consisted of a short introduction to the topic and case work, followed by group work on the assigned task, presentations of the results and facilitated wrap-up discussion.

The presented results indicated possible solutions to the training assignments and viewpoints that reflected personal experiences of participating experts. The discussion reflected lack of experience with SEA on the regional/local level in Belarus as well as a lack of legal framework and guidance for the regional authorities. The following points can be concluded from the discussions within the training:

Determine the right issues and scope of the assessment.

The guidance provided by legislation (listing types of Plans, Programs or Policies (PPPs) for which the SEA should be conducted) is relatively vague and does not envision a clear instruction for the regional/local authorities. The participants recognized a need for further guidance and more detailed legislative provisions.

The discussions following the presentations of the case work results were focused on the problems with the identification and specification of relevant environmental themes and objectives and their modification for the specific assessment. Participants recognized that official environmental policy objectives outlined in national strategic documents can be used as basis for the environmental assessment applied on the regional level planning. The existing official environmental policy objectives are however not always formulated in practical and clear manner and cannot be easily adopted as benchmarks for environmental assessment.

Analysis of the baseline trends.

The participants highlighted that both expertise and institutional capacities in the field of environmental protection in Belarus are relatively high. Therefore it should be relatively easy to access the environmental information that is necessary for conducting required analytical works. On the other hand, access to socio-economic data — and especially data about future projects or developments that would be needed for future baseline projections - may not be available or restrained. Therefore, a close collaboration between the SEA team and the planning team, which may have access to various sources of background data, is crucial.

SEA Training for Belarus Evaluation Report

_

² This session was repeated once again at the end of the training in order to allow the participants to use the information and knowledge gained during the previous training's sessions.

Participants also pointed out the need to acknowledge clearly all uncertainties and data gaps identified during the analysis in the final SEA report. An involvement of experts with local knowledge was suggested as a good way of reducing the risk of data misinterpretation.

Assessment of cumulative impacts of proposed activities and propose their optimizing.

Drawing on the results of the case work exercise the participants debated appropriate means of comparing development alternatives, including cost-benefit analysis, multi-criteria analysis and similar tools. For selection of the appropriate approach and method to be used within the SEA the following factors should be taken into account:

- Quality of a strategic document;
- Justification of suggested alternatives;
- Level of elaboration of the strategic document.

Participants agreed that expert judgments by leading professionals in the filed could provide sufficient basis for discussion of alternatives with the planners. Expert opinion would add new facts (e.g. about possible risk) to the information identified during the scoping stage. The assessment of cumulative impacts should mainly focus on presentation of the scale of possible risks and impacts. The assessment should also guide comparison of alternatives. Uncertainties and information gaps must be consistently acknowledged in order to prevent misunderstanding and misleading guidance to the decision-making.

Use effective means of consultations.

Participants identified several techniques for enhancing effectiveness of public participation and highlighted a need to ensure transparency and information availability from initial stages and throughout the whole SEA process. It was stressed, that activities for public involvement are conducted at local level within the planning processes on standard basis.

The current lack of clear established procedures for SEA in Belarus was pointed out as main obstacle for practical application of consultations within the SEA; the local institutional stakeholders lack both willingness and capacity to participate in consultations beyond legally required procedures.

Role of SEA in decision-making

The overall conclusion was that in order for the concept of SEA to be systematically applied in Belarus, it has to become a formalized tool which is embedded into decision-making systems through introducing legislative amendments, developing specific administrative order or other regulations. Many elements of SEA exist to certain extent within current procedures of economic and territorial planning and forecasting as well as in the State ecological expertise in Belarus. Therefore, to avoid overlap and inefficiencies, there is a need to clarify relations between the existing procedures and the requirements of the Protocol on SEA.

5. Conclusions

As a result of the discussions the participants and the trainers draw the following conclusions:

 Among the regional and local level authorities there is little knowledge about intentions of Belarus to systematically apply SEA to plans and programmes at the national and local level. To facilitate application of SEA at the local level there is need for a clear message about Belarus's intentions to implement the Protocol on SEA.

- 2. Legislative basis offers sufficient opportunities for initial undertaking of SEA in Belarus. However, the participants noted that currently, in the absence of legislative framework which requires obligatory application of SEA and within the existing centralized decision-making structure there is little incentive for local authorities to voluntary start SEA procedures when developing a local plan or a programme. Most SEA pilots until now were conducted at the national level and were required and supported by donors.
- 3. The establishment of SEA as autonomous procedure in compliance with the Protocol on SEA to the Espoo Convention is still under the consideration of the Government of Belarus.
- 4. At the same time, the participants observed that legislative changes alone will not be sufficient to implement effective SEA system, despite vast technical expert capacities (with experience from EIA/OVOS field and others) available. SEA requires a proper institutional structure, cooperation between planning and environmental professionals, practical experience of and willingness to involving environmental professionals into the planning processes at early stages. Further cooperation among experts is also needed.
- 5. Participants also noted that to facilitate the development of proper SEA procedures and practice, a local level a SEA pilot might be needed. Grodno municipality expressed its interest in becoming a pioneer in this activity in Belarus. Prior to embarking into a new pilot it will be necessary to analyze already conducted pilot SEAs and publish accounts on lessons learned. The results of the pilots should be provided to the decision makers together with the information on the SEA benefits.
- 6. Experience exchange events such as targeted study tours in countries which have successfully implemented SEA, might be useful tools for raising awareness among decision-makers which should promote ratification and implementation of the Protocol on SEA in the country.

6. Workshop evaluation

Participants feedback analysis

Workshop participants were provided with evaluation forms to present their feedback. In total 54 questionnaires were recovered and analyzed. The summary of the results is presented below (for the complete overview of results see Appendix 2).

According to the obtained results, the subject of training was important and relevant to participants needs (26 respondents ranked the training as "very important" while 28 as "somewhat important". None of the participants considered the training "not relevant".

Also, the workshop arrangements and format of presentation were welcomed by most of the participants. Vast majority of participants (43) evaluated the form of delivery of information as "very clear", and 11 found it "clear". None of the participants chose the answer "not clear."

When indicating the most useful components of the training, the participants provided very diverse, but overall positive response. Topics such as "experience from other countries", "practical exercises", "and practical examples from real SEAs", "discussions and meeting with different colleagues" were mentioned repeatedly throughout the respondents´ questionnaires. Many participants also listed more than one "most useful" subject.

When requested to indicate subjects for further training, the participants responded with multiple suggestions covering all provided options. The broad subjects such as "Strategic planning" and "Link between Economics and Environment" were however mentioned most frequently, while more specific topics such as "SEA", and "Engagement of the public in the strategic planning process (including SEA)" received somewhat less preference. The remaining option "EIA" received lower, but still considerable support (10 out of 84 totally registered choices). This finding seem to be in line with more general observation, that for the further development of SEA in Belarus, it is useful to promote not only the application of SEA approach and implementation of SEA legislation, but also the development of good planning practices in general, and to continue improvement of public awareness related to the environmental problems.

Participants were also asked to identify conditions for further implementation of SEA in Belarus. Among obtained responses, the need for further legislative effort was frequently mentioned (including need for detailed official guidelines), followed by the need for financial and technical assistance to the regional authorities to cope with the SEA implementation challenges. The recognition and support to SEA concept by the central authorities, and adoption of Protocol on SEA were also repeatedly mentioned as circumstances helping further progress of SEA in Belarus. Some specific forms of support, such as training, exchange of foreign experience, pilot SEA cases in Belarus were also suggested by the participants.

When participants were asked to make proposals for further improvement of the training methodology, the need for more specific examples from Belarus context was stressed by many respondents. Further suggestions included e.g. more visually attractive presentation of practical examples, more diverse expert participation (inviting more experts from other countries), and ensuring invitation of participants who are capable to actively take part in the discussion.

7. Acknowledgements

The workshop was jointly prepared by UNECE, UNDP Belarus, UNEP and the Ministry of Ecology and Nature Protection of Belarus.

The original training methodology was developed by a team of consultants consisting of Jiri Dusik, Alfred Eberhardt and Felipe Perez supported by Harald Lossack, Axel Olearius (GTZ) and Jan-Peter Schemmel (GTZ). The set of PowerPoint slides for this particular training was modified by Michal Musil (Integra Consulting Ltd.). The case study on fictitious Regional Development Programme for fictitious Rumburec Region was prepared by Michal Musil and Martin Smutny (Integra Consulting Ltd.).

The training was facilitated by Michal Musil (Integra Consulting Ltd.)

Annex 1: Workshop agendas

Workshop I

Date: 7-9 October 2013

Venue: Conference room, Hotel "Tourist", Sovetskaya Str., 87, Gomel, Belarus

Day 1

9.00	Opening the workshop			
	Oxana Belevich, Ministry of Natural Resources and Environmental Protection			
	Minna Torkkeli, Secretariat of the Espoo Convention, UNECE			
9.15	Introduction to the workshop			
	Presentation of participants and their expectations			
	Introduction to the workshop objectives			
	Practical information			
	Brief introduction to SEA			
	Basic principles			
	Evolution of SEA			
	Michal Musil, Integra Consulting Services Ltd., Czech Republic			
	Minna Torkkeli			
10.15	Introduction to the UNECE Protocol on Strategic Environmental Assessment the Espoo			
	Convention			
	Minna Torkkeli, Secretariat of the Espoo Convention			
10.30	Coffee/Tea			
10.45	Current status and development of SEA in Belarus			
	Legal framework and institutional set-up			
	Main issues of SEA practice			
	Larysa Pankrutskaya, national SEA expert			
	Introduction to a case study for the application of SEA procedure			
	Michal Musil			
	Reading time for participants			
12.30	Lunch			
13.30	Linking Plan/Programme/Policy and SEA			
	Introduction & Case work			
	Wrap-up & Discussion on how this relates to participants' context			
	Determining whether SEA is required and determining the scope of the assessment			
	Introduction & Case work			
	Michal Musil			
15.30	Coffee/Tea			
16.00	Wrap-up & Discussion on how this relates to participants' context			
17.30	Closure of the day			

Day 2

09.00	Analysis of the baseline trends in SEA
	Introduction & Case work
10.30	Coffee/Tea
11.00	Continued
	Wrap-up & Discussion on how this relates to participants' context
12.30	Lunch
13.30	Analyzing proposed development priorities and their alternatives
	Introduction & Case work
15.30	Coffee/Tea
16.00	Analyzing proposed development priorities and their alternatives (continued)
	Wrap-up & Discussion on how this relates to participants' context
17.30	Closure of the day

Day 3

09.00	Ensuring effective opportunities for public participation in SEA				
	Introduction & Case work				
	Taking due account of the SEA outcomes in decision-making and monitoring				
10.30	Coffee/Tea				
11.00	Closing session				
	Wrap-up of the training				
	Training evaluation				
	Participants' view				
	Distribution of certificates				
12.30	Closure of the workshop				

Workshop II

Date: 21-23 October 2013 **Venue:** Brest, Belarus

Hotel «Intourist», Masherova av. 15

Day 1

9.00	ing the workshop			
	Aleksandr Andreev, Ministry of Natural Resources and Environmental Protection			
9.15	Introduction to the workshop			
	Presentation of participants and their expectations			
	Introduction to the workshop objectives			
	Practical information			
	Brief introduction to SEA and UNECE Protocol on Strategic Environmental Assessment to the			
	Espoo Convention			
	Basic principles			
	Evolution of SEA			
	Michal Musil, Integra Consulting Ltd., Czech Republic			
10.30	Coffee/Tea			
10.45	Current status and development of SEA in Belarus			
	Legal framework and institutional set-up			
	Main issues of SEA practice			
	Aleksandr Andreev			
12.30	Lunch			
13.30	Introduction to a case study for the application of the strategic environmental assessment			
	(SEA) procedure			
	Reading time for participants			
	Link Plan/Programme/Policy and SEA			
	Introduction & Case work			
	Wrap-up & Discussion on how this relates to participants' context			
	Determining whether SEA is required and determining the scope of the assessment			
	Introduction & Case work			
	Michal Musil			
15.30	Coffee/Tea			
16.00	Wrap-up & Discussion on how this relates to participants' context			
17.30	Closure of the day			

Day 2

09.00	Analysis of the baseline trends in SEA
	Introduction & Case work
10.30	Coffee/Tea
11.00	Continued
	Wrap-up & Discussion on how this relates to participants' context
12.30	Lunch
13.30 Analyzing proposed development priorities and their alternatives	
	Introduction & Case work
15.30	Coffee/Tea
16.00	Analyzing proposed development priorities and their alternatives (continued)
	Wrap-up & Discussion on how this relates to participants' context
17.30	Closure of the day

Day 3

09.00	 Ensuring effective opportunities for public participation in SEA Introduction & Case work Taking due account of the SEA outcomes in decision-making and monitoring 			
10.30	Coffee/Tea			
11.00	Closing session			
	Wrap-up of the training			
	Training evaluation			
	Participants' view			
	Distribution of certificates			
12.30	Closing of the workshop			

Workshop III

Date: 24-25 October 2013 **Venue:** Grodno, Belarus Molodyezhnaya str. 2

Day 1

9.00	Opening the workshop			
	Katsiaryna Rachkouskaya, Ministry of Natural Resources and Environmental Protection			
9.15	Introduction to the workshop			
	Presentation of participants and their expectations			
	Introduction to the workshop objectives			
	Practical information			
	Brief introduction to SEA and UNECE Protocol on Strategic Environmental Assessment to the			
	Espoo Convention			
	Basic principles			
	Evolution of SEA			
	Michal Musil, Integra Consulting Ltd., Czech Republic			
10.30	Coffee/Tea			
10.45	Introduction to a case study for the application of the strategic environmental assessment			
	(SEA) procedure			
	Michal Musil, Integra Consulting Ltd., Czech Republic			
	Link Plan/Programme/Policy and SEA			
	Introduction & Case work			
	Wrap-up & Discussion on how this relates to participants' context			
	Michal Musil, Integra Consulting Ltd., Czech Republic			
12.30	Lunch			
13.30	Determining whether SEA is required and determining the scope of the assessment			
	Introduction & Case work			
	Michal Musil, Integra Consulting Ltd., Czech Republic			
15.30	Coffee/Tea			
16.00	Analysis of the baseline trends in SEA			
	Introduction & Case work			
	Michal Musil			
17.30	Closure of the day			

Day 2

09.00	Analysis of the baseline trends in SEA (continued)			
	Wrap-up & Discussion on how this relates to participants' context			
	Michal Musil			
10.30	Coffee/Tea			
11.00	Analyzing proposed development priorities and their alternatives			
	Introduction			
	Michal Musil			
12.30	Lunch			
13.30	Analyzing proposed development priorities and their alternatives (continued)			
	Case work			
	Wrap-up & Discussion on how this relates to participants' context			
	Michal Musil			
15.30	Coffee/Tea			
16.00	Ensuring effective opportunities for public participation in SEA			
	Introduction & Case work			
	Taking due account of the SEA outcomes in decision-making and monitoring			
	Closing session			
	Wrap-up of the training			
	Training evaluation			
	Participants' view			
	Distribution of certificates			
	Michal Musil			
17.30	Closing of the workshop			

Annex 2: Workshop evaluation – Overview of participants' feedback

The results obtained from the participants through the questionnaires are presented below in a structure following the format of the evaluation questionnaires. In total 54 evaluation forms (100 %) were recovered and analyzed. Figures indicate number of participants giving particular specific answers. Only selected examples representing most relevant and typical answers to open questions are presented.

		Workshop evaluation f	orm
	ease, indicate how impo ortant, 3 – very importar	rtant and relevant was the workshot)?	op topic for you (mark: 1 – not
1 (no	ot important) <mark>0</mark>	2 (somewhat important) 28 participants	3 (very important) 26 participants
	lease, indicate how clear plutely not clear; 3 - abso		ery of information for you (mark: 1 -
1	Absolutely unclear	0	
2	Partially clear	11 participants	
3	Absolutely clear	43 participants	
	Theoretical part: experience: I liked work in groups: a groups of people to the International experience. The process of SEA constitution with international experience: practical part. Practical experience: median and part in the process of sea constitution with international experience.	ussions in groups, experience of Cze ence of other countries in SEA, lega liscussions, opportunity to utter an the workshop. e and cooperation, experts' opinion truction. tional specialist, knowledge about	of frameworks. opinion, attraction of different as, active discussion, practical part. SEA, opportunity of adaptation of
	/hich topics you believe i eagues on (please, under	t is essential to conduct additional line as appropriate)?	training for you and your
	Strategic planning	18 participants	
	SEA	13 participants	
	EIA	10 participants	
П	Link between Econor	nics and Environment 29 participa	nts

Engagement of the pub	plic in the strategic planning process (including SEA)	14 participants
Other, please explain	1 participant	

5. What forms of support are required for implementation of EIA and SEA in Belarus?

Legislative.

Working out of instructions for SEA, and selection of people who will work on this topic.

Working out of instructions, statutes for SEA.

Creation a needed methodology applicable for Republic of Belarus. Working out of legislation framework. International cooperation.

Similar training based on international experience.

Financing for experts.

Technical assistance in working out of scheme of SEA in Belarus, of methodology and rules of SEA reports.

Assistance in developing of a set of legal regulations, including technical legal acts, defining the requirements for SEA.

To ratify the SEA Protocol.

6. What are your proposals to improve delivery of similar workshops?

Everything was done on high level. Thank you!

To use more adapted examples, to attract responsible persons.

More examples with projects in this region, public ecological review.

Practical work using examples from Belarus and further workshops.

To use more practical examples.

Participation of representatives from 3-4 different countries, exchange of information and experience.

To use more adapted examples

To use more practical examples from Belarus.

To adapt the training manual to national situation, to provide a high-quality translation of training materials, for example, to find Russian synonym for the word "screening".