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ECONOMIC COMMISSION FOR EUROPE

**WORLD HEALTH ORGANIZATION
REGIONAL OFFICE FOR EUROPE**

HIGH-LEVEL MEETING ON TRANSPORT,
ENVIRONMENT AND HEALTH

Steering Committee on the Transport, Health and
Environment Pan-European Programme

Fifth session
Geneva, 16–17 April 2007
Item 5 (a) (iv) of the provisional agenda

IMPLEMENTATION OF THE COMMITTEE'S WORK PROGRAMME

Progress reports and proposals for further action

Guidance on institutional arrangements for integrated policy-and decision-making

Introductory note by the secretariat

1. The draft outline for a “Brochure for Policy Makers on Transport, Environment and Health Policy Integration” presented in this document has been prepared by the European Agency for Urban Environment (EAUE) for consideration of the Steering Committee on the Transport, Environment and Health Pan-European Programme (THE PEP). The preparation of the Brochure has been commissioned by the German Federal Agency, as an in-kind contribution to THE PEP, following the request from Steering Committee at its fourth session (10-11 April 2006).
2. In 2006, the Committee considered a comprehensive project report "Practical Guidance on Institutional Arrangements for Integrated Policy and Decision Making" (ECE/AC.21/2006/7

– EUR/06/THEPEPST/7)¹ that reviewed and analysed the current institutional practice for policy integration in the UNECE–WHO/Europe region, established on the basis of a questionnaire survey, a review of relevant publications and the outcome of a workshop hosted by Germany (Berlin, 23–24 January 2006). The document also provided practical guidance regarding the implementation and “transferability” of the institutional structures and practises identified. Finally, it offered suggestions for further work.

3. Following the feedback from the Committee, the project report was completed with a number of examples of national practice for policy integration. The complementary information received from Belgium, Estonia, Finland, Poland, Sweden and United Kingdom is included in annex II to this document.

4. Finally, at its fourth session, the Committee recommended producing a concise brochure for policymakers, building on the project report. It suggested publishing the Brochure in English, French and Russian in time for the third High-level Meeting.

5. At its fifth session, the Committee is invited to consider the below draft outline for the brochure as well as the information to be provided by the delegation of Germany at the session. It is invited to provide guidance for the further development of the Brochure.

**DRAFT OUTLINE FOR A BROCHURE FOR POLICY MAKERS ON
TRANSPORT, HEALTH, ENVIRONMENT POLICY INTEGRATION –
A way to move towards sustainability**

Prepared by the delegation of Germany

INTRODUCTION

The objective of the proposed Brochure is to make the main outcomes of the Project report "Practical Guidance on Institutional Arrangements for Integrated Policy and Decision Making" more accessible for political decision makers. The Brochure would be approximately 10 pages long and contain recommendations.

¹ The project report is available at http://www.thepep.org/en/committee/committee_fourth.htm in English, French and Russian.

The format, structure and contents of this brochure would be based on the following three considerations:

- political decision makers need short, concise and precise information;
- political decision makers need to be able to evaluate impacts (including short-term ones) as well as prospects of success of political or policy decisions;
- political decision makers need to be able to assess barriers and opposition.
- In addition, three further considerations of the policy makers are to be taken into account:
 - “nothing succeeds like success”;
 - “statements coming from persons in comparable positions are per se more trustworthy and more convincing than those made by others”;
 - “if I want to know more, I need to be able to access this knowledge quickly”.

In the light of the above considerations, the Brochure should contain the following elements:

- a brief summary of the content/ recommendations of the project report,
- brief descriptions of case studies taken from practice,
- direct quotations and statements from political decision makers (in the form of 'boxes' within the body text) ,
- and (in an annex) indications concerning further sources of information and 'good practice' examples.

WHAT IS THIS BROCHURE ABLE TO ACHIEVE, WHAT NOT? WHAT QUESTIONS WILL BE ANSWERED?

The brochure will not be able to convince a (disapproving) politician of the necessity of more sustainable policies. It is therefore primarily directed to decision makers who are looking for ways towards a more sustainable policy. Nevertheless, it will also contain arguments which make clear that sustainable policies produce synergetic effects; can be more effective and thus more economical and correlate to objectives and guidelines or regulations of higher-level institutions (e.g. the EU) and facilitate compliance with such stipulations.

Amongst other things, the Brochure will aim at addressing the following questions:

- Why is it crucial to influence transport and traffic policy to achieve sustainable development (and the synergetic effects)?
- Why is it necessary to integrate transport more closely to the policy fields of environment and health? What advantages can be gained by integration of policy and administrative actions?

- What lessons have been learned in the field of policy integration? What does integration mean in concrete terms? How can it be furthered? What institutional framework conditions are necessary?
- Which opposing views can be expected or anticipated? How can they be overcome? What are the decisive factors for success?
- What are the instruments or tools for policy integration that exist or need to be developed in order to implement greater integration successfully?

CONTENTS

The Brochure will build on main findings of the project report, but contain a different structure. From an analytical point of view the project report follows a logical structure. However, for the purpose of the brochure, the structure (e.g. the overlaps between the various chapters) as well as the language must be adapted.

The main subsections of the Brochure would include the following:

- From transport to mobility: a key policy field for sustainable and effective planning.
- Institutional arrangements for policy integration: a key to sustainability
- Commitment and accountability
- Strengthening intersectoral communication and relations
- Promoting joint organisational arrangements
- Promoting integrated policy implementation
- Overcoming barriers: training, awareness raising, demonstrating policy integration
- Annex:
 - further sources of information
 - relationships to generic policy fields (e.g. of EU policies).

Annex I

Examples of national practice for policy integration

Complementary information to the project report

"Practical Guidance on Institutional Arrangements for Integrated Policy and Decision Making"
(ECE/AC.21/2006/7 – EUR/06/THEPEPST/7)

A. Estonian National Commission on Sustainable Development (source: UNECE, 2001)

In 1995, Estonia adopted an Act on Sustainable Development, the first of its kind in the UNECE region. A National Commission on Sustainable Development was set up in 1996, headed by the Prime Minister, co-chaired by the Ministers of Economy and of Environment and involving representatives of all other ministries. The Commission is a permanent body in which all relevant ministries collaborate on cross-sectoral issues. There are a number of ad hoc interministerial working groups that report to the Commission and focus on specific issues such as the implementation of the Framework Convention on Climate Change. The Sustainable Development Commission meets once a year. Its mandate includes:

- assessing progress of sustainable development policy in Estonia
- assessing the impact of sectoral activities such as energy, agriculture, natural and mineral resource exploitation, water use, fishery and territorial marine zone exploitation
- consulting relevant stakeholders on sustainable development problems
- proposing draft legislation on sustainable development and for research on forestry and transport

B. 'Green ministers' in the UK (source: OECD, 2002)

Each UK government department has a "green minister" whose aim it is to promote sustainable development and environmental concerns within the department. The green ministers collectively work to promote integration of sustainable development within the public sector, to encourage environmental appraisals of policy and to improve the environmental performance of government operations. Twice a year, the green ministers report to the Cabinet Committee on the Environment about environmental policies and co-ordination of sustainable development policies. The Green Ministers Committee produced its first annual report in July 1999, and a second was produced in November 2000. These documents set out its achievements and future work programme. The achievements listed included the following examples (from the 1999 report):

- The agreement of a Model Policy Statement for Greening Operations accompanied by a Model Improvement Programme (almost all Departments now have their own green housekeeping strategies)

- Set targets for energy efficiency and waste recovery, as well as green transport plans for Executive Agencies and Government Officers for the Regions
- Provision of assistance to Departments on implementing Environmental Management Systems, including issuing a guide, holding a major seminar, setting up a telephone helpdesk and establishing call-off contract for consultancy advice
- Guidance to clarify the opportunities for Departments to take into account the environmental impacts of purchasing decisions through their procurement policies
- Advice to Departments on environmental appraisals of policies

A review by Green Ministers of the best way for sustainable development to be taken into account in the aims and objectives of Departments and their associate bodies

C. Joint interministerial conferences in Belgium (source: Belgian Federal Public Service for Health, Food Chain Safety and Environment, 2006)

Given Belgium's federal structure and devolution of powers, several structures have been created to promote consultation and cooperation between the different levels of power and to ensure consistency in the action of the federal state and its entities. Sixteen interministerial conferences, each related to a particular policy area, have been created. These interministerial conferences are specialist committees whose members are the ministers concerned from the different levels of governments. The interministerial conferences provide the opportunity to hold joint meetings between various groupings, such as environment and transport. Interministerial conferences have no formal decision-making power: their purpose is to ensure smooth and efficient consultation and discussion between the different levels of government involved in a particular policy area. Permanent or temporary working groups can be established under interministerial conferences in order to examine an issue in detail. Such working groups can include representatives from different levels of government as well as experts and/or members of parliament.

D. Budgeting process in Sweden (source: Swedish Ministry of Industry, Employment and Communications, 2006)

The Swedish budget has 27 expenditure areas, each of which has one or more policy areas. The Transport and Communications expenditure for example has two policy areas: (i) transport policy; and (ii) ICT, electronic communication and postal service. One important prerequisite for this budget system is that all government decisions are taken collectively by the Government as a whole after negotiation and discussion. Unlike their counterparts in many other countries, Swedish ministers have limited opportunities to take independent decisions. The Prime Minister bears the ultimate responsibility for ensuring that policies are coordinated and follow the same line. If an item of business affects the area of competence of several ministers, it must be discussed and prepared in consultation with members of staff from all ministries concerned.

All the ministers involved must be in agreement about an appropriate course of action before the matter is raised at a meeting of the Cabinet.

E. Regulatory impact assessment in the UK (source: UK Cabinet Office, 2006)

Regulatory impact assessment is a policy tool to assess the costs, benefits and risks of any proposed regulation. The assessment incorporates aspects of sustainable development appraisal and health impact assessment. Regulatory impact assessments must be completed for all proposed policy changes, whether European or domestic, which could affect the public or private sectors, charities, the voluntary sector or small businesses. The regulatory impact assessment includes:

- an identification of the policy objectives
- an identification and quantification of the scale of the issue being addressed
- a description of possible options, including the key risks associated with the options, and how these can be mitigated
- an inventory of who is affected, including the business sectors and groups on which there may be a disproportionate impact
- a comparison of the benefits and costs for each option
- a summary of who or what sectors bear the costs and benefits of each option
- a summary of any unintended consequences and indirect costs
- a summary of the impacts, including the impact of each option on small firms and any measures for helping them comply
- an outline of how to communicate the changes that each option would bring
- an indication of how the policy will be monitored
- a summary of the results of the consultation exercise
- an implementation and delivery plan for the recommended option
- detailed plans for post-implementation review
- a recommendation of the preferred option, including the analysis of costs and benefits

F. Ex-post assessment of transport plans, programmes and projects in Finland (source: Ministry of Transport and Communications Finland, 2006)

In accordance with the new amendments that are integrated into the Road Act (234/1954), the Finnish Road Administration is developing ex-post assessment procedures in order to monitor and follow-up ex-ante evaluations of plans, programmes or projects. This ex-post assessment process is designed to develop and focus ex-ante assessments and provide better monitoring data. The ex-post assessment process consists of three main stages:

1. initial evaluation, conducted once a project, plan or programme is finalised, consisting mainly of a technical and economical evaluation
 2. stage I ex-post evaluation, conducted 2-3 years after having conducted the project, plan or programme, aimed at evaluating the effects on transport volumes, traffic safety and how well the predicted presumptions concerning economic and social feasibility have materialised
 3. stage II ex-post evaluation (supplementing the stage I ex-post evaluation), carried out some 5 years of having conducted the project, plan or programme in order to analyse broader impacts, including social, environmental and health impacts
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