

Supportive Institutional Conditions for  
**Policy Integration**  
of Transport, Environment and Health

Berlin 2007

**Author:** Hanns-Uve Schwedler,  
European Academy of the Urban Environment, Berlin

**Funded by:** Federal Environment Agency, Germany

**Berlin, November 2007**

This paper is based on the work of the THE PEP programme and in particular on the project report "Practical Guidance on Institutional Arrangements for Integrated Policy and Decision Making" by Dominic Stead and Martin de Jong (cp. endnote 1).

**Copyright:** for preface page: BMU, for contents page, top: BMU / Brigitte Hiss;  
all others: Hanns-Uve Schwedler





# Preface and introduction

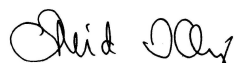
## Preface

Sustainability is a guiding principle of German environmental policy. Not only is it important to conserve the natural environment; we need also to preserve our cultural area and basic living conditions for the present and for future generations. This is a cross-cutting task confronting everyone: civil society, business and governmental institutions.

However, cross-cutting tasks can only be carried out if we succeed in strengthening cooperation between institutions and specialisms, in reducing institutional barriers such as those between departments and in synergising perceptions and knowledge in differing disciplines. This also presupposes institutional change.

The Federal Government is assisting this in several ways, including the national sustainability strategy entitled "Perspectives for Germany". However, in our globalised world national action remains limited.

Thus I welcome the initiative taken in the Transport, Health and Environment Pan-European Programme - THE PEP, which Germany supports through the Federal Environment Agency. This brochure is designed to support political decision makers in their efforts for more sustainable development. I wish it a widespread distribution and would like to thank all those involved in drawing it up.



Astrid Klug

## Introduction

Transport plays an essential role in economic and social development in our societies. However, the continuing expansion of transport, heavily dominated by road transport, raises serious concerns about the long-term sustainability of present mobility trends. In particular, increasing evidence of the environment and health effects of transport needs to be addressed.

The Transport, Health and Environment Pan-European Programme (THE PEP) was set up in 2002 to address key challenges in achieving more sustainable transport patterns and closer integration of environmental and health concerns into transport policies.

Integration is, however, a challenging task to put into practice, because of factors such as conflicting interests and priorities between policy makers in different sectors and at different governmental levels. Nevertheless, policy integration is an essential precondition for more sustainable development - be it between different governmental levels such as national and regional ministries (vertical integration) or between units, departments or ministries at any governmental level (horizontal integration).

This brochure gives some guidance to decision makers on how to move forwards in the direction of policy integration. Most of the suggested steps, tools and instruments can support both types of integration. They were derived from praxis all over Europe and are one of the practical results of the THE PEP programme and activities.<sup>1</sup>



*Astrid Klug, Parliamentary State Secretary, Federal Ministry for the Environment, Nature Conservation and Nuclear Safety*



*Reality in our cities requires action.*



## Contents

Preface and introduction	
The challenge: sustainable mobility	1
Traffic - a burden for present and future generations	1
Why policy integration?	2
Policy integration - the way forward	3
Organising policy integration and implementation	3
Capacity building and awareness raising	4
Benchmarking and monitoring	5
The role of the public	6
Overcoming barriers	7
Transferring policies and practice	9
Summary	10
<b>Side boxes</b> (a selection)	
The policy integration spectrum	3
Case study 1	5
Case study 2	6
Basic rules for policy transfer	9
<b>Annex</b>	
Endnotes	
Further information sources	

# The challenge: sustainable mobility

Transport is one of the most challenging tasks decision makers have to deal with. Without the mobility of goods and people our economy would not function, welfare would decline and our social system could collapse. On the other hand road transport growth has been outpacing economic growth for years and motorised transport causes severe problems for present and future generations.

## Traffic - a burden for present and future generations

Transport is responsible for more than one fifth of the greenhouse gas emissions in EU-15. Its share is still growing, whereas that of most other sectors has declined during the last few decades.<sup>2</sup>

High and heavily subsidised construction costs of transport infrastructure not only challenge public budgets and thus present tax payers. This will also seriously burden future generations with maintenance costs - that normally exceed construction costs - due to the long life cycle of roads and rails.

Current modes of transport, above all private cars, not only burden future generations, they are also causing severe problems today:

- Traffic consumes natural resources and contributes to climate change: about one-third of annual energy consumption in EU-25 is caused by transport. This does not include energy needed to produce vehicles.
- Traffic endangers nature and biodiversity: transport infrastructure has severe impacts on nature and landscapes. It cuts through habitats,

endangers species and affects soil, water and climate.

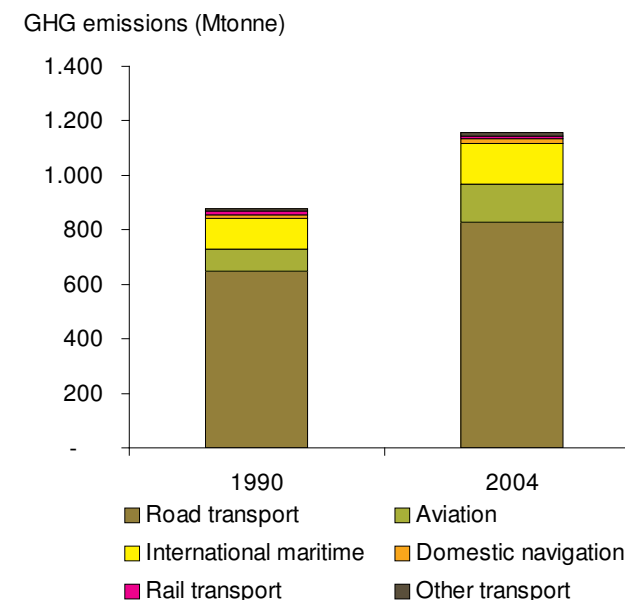
- Traffic is land consuming: in many cities, the car takes up more space for roads and car parks than citizens have available for their lives. Furthermore, traffic cuts through and damages landscapes outside cities as well. Without the car, for instance, urban sprawl would not have been possible to the present extent.
- Traffic is expensive: private transport is heavily subsidised. The EEA (2007) estimates that these subsidies amount to 110 billion € per year just for roads in EU member states.
- Traffic reduces life expectancy: besides 127,000 deaths per year through traffic accidents (Europe in 2002)<sup>3</sup>, motorised transport is one of the main sources of harmful emissions. Air pollutants and noise cause lung and heart diseases, respiratory allergies and other complex disease patterns. Approximately 107,000 lives are lost annually in Europe due to high urban pollution levels.<sup>4</sup> It also entails tremendous costs. According to calculations of external health and environmental costs, a passenger vehicle in Germany incurs an average cost of three euro-cents per kilometre.<sup>5</sup>

Decision making needs to balance economic, environmental and social goals, without ignoring the needs of present and future generations. The environment is, however, a limiting factor to decision making as the carrying capacity of this earth is limited. Thus a shift from transport planning to mobility planning is needed.

### Box 1: Negative impacts of traffic

- contributing to climate change
- consuming land
- consuming natural resources
- burden on private and public budgets
- causes environmental problems
- causes health problems and reduces life expectancy

Fig. 1: Greenhouse gas emissions in EEA member countries by transport sources

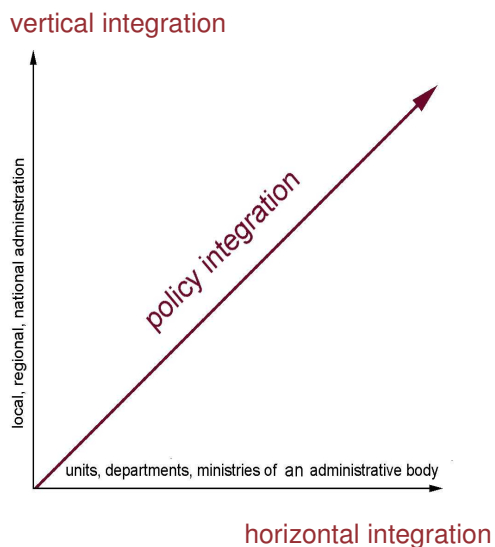


Source: EEA 2007, p. 17

## Box 2: Policy integration - a brief definition

Policy integration concerns management of cross-cutting issues in policy making that transcend the boundaries of established policy fields. It also includes management of policy responsibility within a single organisation or sector. Integrated policy making refers both to horizontal integration between policy sectors (different departments and/or professions in public authorities) and vertical inter-governmental integration in policy making (between different tiers of government), or combinations of both.

Fig 2: Policy integration



Policy integration has a number of benefits for balancing decision making between different policy fields, interests and demands of citizens. It enables decision makers to get a comprehensive knowledge basis for their decisions and weighting views, potentially reduces conflicts between administration and policy fields, and between administration and citizens. It is an accepted and required principle to achieve more sustainable development, a principle, however, that is often ignored or not well implemented in practice.

As early as 1987, the Brundtland Report<sup>6</sup> identified the tendency of (government) institutions to be "independent, fragmented, and working to relatively narrow mandates" as one of the major constraints and hindrances for better, i.e. more sustainable decision-making processes. Since then, this view has been shared by many national and international organisations. As regards cities, for instance, the EU Expert Group on the Urban Environment called for policy integration and adequate arrangements to achieve this.<sup>7</sup> The Amsterdam Treaty stipulates integration of environmental concerns into all policies, and several European Commission communications call for policy integration, particularly in relation to transport, health and the environment. In 2002, the UN urged governments to promote integrated approaches to policy making for transport systems at the national, regional and local levels.<sup>8</sup>

In short: policy integration is well on the political agenda. But practical progress has generally been

slow. Perhaps the most important reason for this is that policy integration is difficult to achieve, not well understood, has low priority in many administrations, and the benefits have to be clarified.

Policy integration implies going beyond mere coordination of policies, and encompasses joint work among sectors. It refers to both horizontal integration between policy sectors (different departments) and vertical inter-governmental integration (between different tiers of government), or combinations of both (Fig. 2). Integration has a number of potential benefits. Beyond the advantages already mentioned, it can, for example,

- promote synergies and win-win solutions between sectors;
- reduce duplication in the policy-making process, thus saving time and money;
- promote consistency between policies in different sectors and at different levels of decision making;
- improve achievement of goals and objectives;
- give more focus to the achievement of a government's overall goals, thus supporting its overall steering role;
- help to promote innovation in policy development and implementation;
- encourage greater understanding of the effects of policies on other sectors;
- help overcome financial constraints.

# Policy integration - the way forward

Policy integration requires first of all the political will to support change and more sustainable development. Secondly it needs a holistic view of society. It requires patience and - last but not least - it needs people. Political and departmental commitment to ideals and values are the key to many success stories. For integrated and sustainable policies to succeed, institutional arrangements outlined below need to be supported by dynamic public officials who assume ownership of the process. Incentives need to be developed. Valuing idealism and personal commitment does not imply ignoring political prerogatives. It does, however, imply that these attitudes can support administrations to steer change in the direction set by political decisions.

These are some of the basic lessons from the THE PEP programme and from case studies examined under this programme and other projects.

Policy integration cannot be achieved by using this or any other document as a 'cook book'. Neither is it possible to transfer experience and good practice from one place to another just by copying approaches and methods (cp. below). They have to be adjusted to the situation.

Nevertheless, a series of lessons and recommendations can be drawn from the THE PEP activities and documents. Most of these are drawn from practice all over Europe.

## Organising policy integration and implementation

Several mechanisms to promote horizontal and vertical cooperation can be conducive to joint policy making:

- Setting up **organisational arrangements** such as interdepartmental committees, commissions, working and steering groups can bring members of different departments and ministries together. This can help to overcome differences and barriers that result from different technical languages, professional views and interests, and can promote cooperation between departments and sectors.
- A **central steering role** can help to coordinate the outcome of such institutional arrangements and can support coordination of policies from different departments. It is essential, however, that such a body does not act as dominator of the process but rather as mediator and monitor.
- **Intersectoral strategies, programmes and policy aims** involving cooperation between departments, ministries and agencies, both in terms of development and implementation, can embed collaboration in the 'professional culture' of administrative bodies. Objectives that cut across sectoral boundaries are important.

The effectiveness of such organisational arrangements in terms of policy integration and implementation depends on several conditions that support **joint accountability**:

### Box 3: The policy integration spectrum

#### *Integrated policy*

**Overall governmental strategy** to determine inter-departmental goals, targets, policies and funding allocation

Establishing **government priorities** by laying down main lines of policy and priorities

Setting **parameters for organisations** (by an inter-organisational body) that define what organisations must not do, rather than prescribing what they should do

**Arbitration** of inter-organisational differences if other means cannot resolve differences of views

**Search for consensus** by inter-organisational cooperation through, for example, joint committees and project teams

**Avoiding divergences** among ministries and departments by ensuring that a government speaks with one voice

**Consultation** with other ministries and departments in the process of formulating its own policies or positions

**Communication** to other ministries and departments about issues arising and proposals for action

**Independent decision making** by ministries and departments

#### *Fragmented policy*

### Box: 4: Policy integration - some statements

Hans Vissers, Groningen Department of Town Planning, Traffic, and Economic Affairs evaluated the efforts of local political leaders, and their abilities to enable the administration to contribute to an open-minded policy style, as an important condition of success for integrated transport management:

"...[leaders] require a significant degree of determination - a willingness to stick to a planned course, even if it sometimes means going against the tide. The results of this policy often only become visible in the longer term and there are many dangers lurking along the way. If you give in to resistance too easily, the ultimate result is no more than a pale shadow of the original goals. Secondly, it is crucial to maintain dialogue with all those involved in order to maintain and broaden the basis of support."

"Politicians and administrators do not on their own have the capacity and know-how to answer all of the questions presented by urban development..." *Volker Hassemer, former Senator for Urban Development for Berlin*, believes public participation, cooperation and exchange of experience between various disciplines and public bodies are therefore necessary. (quote from H. Fassbinder: *Stadtforum Berlin; Hamburg 1997*)

- **Financial allocation systems** can help to promote integrative policies and implementation. Financial incentives such as earmarked budgets for joint policy making and targets is one element. Cross-departmental and/or intersectoral budgets for implementation of policies is another.
  - A second condition is common **analytical indicators and parameters** which help to develop a more complete picture of policy issues and consequences. (cp. below)
  - This can also be supported by an active role of citizens and NGOs through **public debate** since they often perceive policies in a more holistic manner than professionals. (cp. below)
- ### Capacity building and awareness raising

While the arrangements described above comprise a kind of 'on the job training and awareness raising' for cooperation and integration, supportive human resource policies are necessary to achieve integration:

- **Exchange of good and best practice** can be used - for example in training workshops - to build intersectoral capacity and to overcome barriers. This opens organisations to new methods, ideas and tools. It demonstrates that other solutions work, because they are being used by others. International exchange of experience can also support this perception.
- **Regular workshops and further training activities** can be used as ways of building intersectoral capacities. These training activities should not only include issues of good governance and management but also instruments and tools which are already at hand to foster integrative decision making. In addition, deeper understanding of issues related to one's own professional skills must be conveyed. It can be helpful to include other stakeholders in the training process, too, in order to get a broader view on the subject. In cases where benchmarking tools and indicator systems are used to support and monitor integrative decision making and implementation, it is essential to obtain, through further training activities, acceptance and a common understanding on how to use them.
- **Job rotation** can be used to promote vertical and horizontal working relationships if the administrative culture of a country supports this approach. In some countries multidisciplinary professionals are highly valued, whereas in other countries specialisation is considered much more desirable. As personal careers depend on these different cultures and on one's ability to cope with the culture, this instrument should be considered very carefully.

Other tools and instruments that are more related to administrative structures and processes than to human resource policies are nevertheless likely to foster capacity building:

## Policy integration - the way forward

- Some countries have **management structures** in place where units within a ministry or department are responsible for monitoring and assessment of cross-cutting issues. These units should contain multidisciplinary teams and organise training and other capacity building activities, too.
- **Best practice benchmarking** and competitions can stipulate further integration of policies. It is essential, however, that this process uses indicators that assess integration issues and are transferable to one's own situation.
- **Monitoring and reporting** is an important way to promote dialogue and exchange of information between sectors, especially if individual sectors are assessed as well.

### Benchmarking and monitoring

Evaluation of the integration process is essential for success. It does not only control and/or prove the delivery of objectives (thus being an instrument for motivating all involved), it also helps to anticipate, detect and resolve conflicts, to identify resistances, inconsistencies and to reduce incoherence. Time frames and intervals of evaluation procedures have to be considered very carefully to achieve this. A second important precondition for effective benchmarking and monitoring is availability of reliable, up-to-date data, and use of effective information and knowledge management systems.

### Benchmarking

Benchmarking is a powerful management tool. It enables organisations to evaluate their processes in relation to best practice and thus allows to develop plans on how to adopt such practice. It is often treated as a continuous process in which organisations continually seek to challenge their practices. The following steps are essential:

- Identification of problem areas: this includes nomination of an interdisciplinary benchmarking team which is responsible for defining targets and issues to be benchmarked;
- Identification of organisations that are leaders in the identified area;
- Definition of indicators and metrics for performance in the specific field;
- Identification and analysis of performance gaps;
- Definition of objectives and strategies to close gaps and enhance performance;
- Development of an action plan;
- Controlling progression and results.

It is essential to understand specific conditions of best practice cases in order to adapt benchmarking steps to one's own situation. The exchange and information process is therefore crucial.

Benchmarking can (and should) be used at all levels of the integration process - from defining policies and strategies to implementation.

### *Box 5: Case study: Action Programme on Environment and Health (APUG) in North Rhine-Westphalia (NRW)*

NRW is the only federal state in Germany which is running an action programme for environment and health at regional level. Objectives include minimising environment-related health risks, crystallising links between environmental pollution and health, raising awareness of policy and administrative decision makers towards relationships between environment and health, and promoting new forms of cooperation and exchange of information.

A steering group coordinates the various actors involved. The group comprises regional ministries, official bodies, NGOs, local authorities and universities. Members meet regularly in order to coordinate activities, develop procedure proposals and ensure exchange of information.

In the regional action programme, lessons learnt either in the national action programme or in the international context of action programmes on environmental health are evaluated and exploited.

Lessons thus learnt enable recommendations to be derived for preparing and expanding action programmes at national, regional and local level.

The programme supports projects at local level in a wide variety of fields such as transport, healthy buildings, dialogue structures in environment-related health protection, nutrition and environmental justice.

### **Box 6: 'Psychological effects' of public participation**

should not be underestimated. This is particularly true in the health sector. Several studies underline, for instance, that noise mitigation measures are much more readily accepted and seen as effective if they are the result of a public consultation process. There is evidence that even negative health effects of noise can be reduced in this way.

*cp. for instance, : Lärmkontor et al.: EffNoise - Effectiveness of noise mitigation measures. Hamburg 2004*

### **Monitoring and reporting**

Mechanisms for cross-sectoral monitoring and assessment of policies, programmes and projects include ex-ante-techniques such as strategic environmental assessment and health impact assessments. In some countries regulatory impact assessments are used to assess costs, benefits and risks of new regulations or regulation changes.

It is mandatory to use specific parameters and - if possible quantitative - indicators for monitoring. These indicators must be cross-sectoral in order to measure and to enhance integration. Incorporating quantitative objectives into policy approaches not only eases development indicators, it also helps to ensure implementation of these policies.

Existing indicator systems for sustainable development exist all over Europe at different governmental levels. For instance, many cities have developed such systems to measure and monitor urban processes. The European Commission has launched the European Common Indicators initiative and the Urban Audit project to enable comparison of European cities. Indicator fact sheets from the European Environment Agency Transport and Environment Reporting Mechanism (TERM) are continuously updated. As for health, a frequent limitation of these assessments is that they often adopt a limited view of health issues.

These approaches can nevertheless be used as a basis for developing monitor systems on policy

integration in the field of transport, environment and health which are adapted to a specific situation.

### **The role of the public**

As mentioned above, public debate and other means of public participation can lead to more integrative policies and practice, due to the fact that the general public often perceives policies in a more holistic manner than do professionals. Beyond that, meaningful public involvement can be seen as essential to:

- develop and deliver programmes effectively and efficiently;
- build public confidence and trust in decisions;
- generate a greater understanding of issues, concerns, priorities and solutions;
- build broader support for programmes and initiatives;
- increase mutual learning through the sharing of information, data and experiences;
- ensure that decisions and policies incorporate knowledge and expertise that might otherwise be overlooked;
- reflect a wider range of public concerns and values in decision making;
- identify possible controversial aspects of an issue rapidly and help to bring together different points of view to achieve consensus in a collaborative manner.

## Policy integration - the way forward

In this way public participation can support and enhance policy integration, lead to better performance and reception of implementation activities, and thus enhance public trust and confidence in political decisions. One condition for achieving these benefits is, however, that the limits of participation are made clear from the very beginning, that the public is regarded as partner, and that the decision-making process is transparent. Such limits relate to legislation and legal framework conditions in a particular country.

### Overcoming barriers

Many barriers to policy integration are not country-specific but are common to most countries. Differences in problems being faced and in barriers preventing greater integration are often of a quantitative rather than qualitative nature. Some barriers are, however, more common in countries which have been facing tremendous political and economic changes after the international economic and political system changes at the end of the 1980s.

Various general types of barriers can be identified; the most important ones are outlined below.

#### 'Inertia' in institutions

Administrative bodies tend to work in an independent and fragmented way with relatively narrow mandates and closed decision processes. Several reasons can be identified for this, of which the most important are:

- Administrations normally function in a rather hierarchical way that simplifies internal administrative processes and control. Innovative changes are often considered to be disturbing, causing additional work loads. In addition, distribution of responsibilities in cross-sectoral processes is considered unclear.
- Incentive and promotion systems are adapted to this hierarchy. Careers and salaries, for instance, often depend on formal factors such as the number of subordinated officers, budget size etc., rather than on cross-sectoral results (which are much more difficult to measure).
- Related to the above is the fact that transport is often considered economically more important than health and environmental issues. Consequently, transport department budgets are normally much higher than in other departments.
- Professionals are often trained in a sectoral and specialised way. Multidisciplinary approaches are rather rare in tertiary education, particularly in technical subjects.
- While sectoral mechanisms, instruments and tools have been developed and used frequently over years, multidisciplinary and cross-sectoral means are not yet so advanced.
- Data and information systems, even for sectoral issues, are poorly developed in some countries, thus their usefulness for cross-sectoral decision making and implementation processes is even more limited.

#### **Box 7: Case study: ROM-Rijnmond (ROM = Dutch acronym for Spatial Planning and the Environment)**

is a partnership between several ministries, government organisations, local authorities and private companies. The programme adopts an integrated approach to entire areas. Planners and environmentalists (from various departments and from different governmental levels) join forces to develop projects with the overall aim of enhancing the quality of life and the health situation, and introducing an open planning process. As a first step local authorities try to solve basic environmental problems. They consult all parties involved, including residents and businesses and try to find creative solutions for environmental problems (for examples: cp. <http://www.romrijnmond.nl/english/index.shtml>). An important feature of the programme is that, subject to strict conditions, municipalities were able to depart from national environmental standards if they proved this was necessary to achieve the overall aims and if such deviation was compensated by improving the environment in other aspects. One basic lesson is, however, that legislation provides far more room for manoeuvre than planners previously anticipated. As a result local authorities have set to work in areas they previously neglected.

### **Box 8: Health and road safety as an argument for sustainable mobility**

Apparently, according to experience by practitioners in the field, arguments of improved health levels are persuasive to a greater extent than environmental or ecological arguments in achieving sustainable mobility. This observation applies equally to representatives of other policy fields and administrative areas as well as for the general public.

Some facts:

Reducing the average driving speed by 3 kph would save between 5,000 and 6,000 lives each year, and would prevent some 120,000-140,000 crashes, thus saving €20 billion in damage costs (EU-15).

Traffic crashes accounted for about 41 % of all workplace fatalities reported in 1999.

Speed limits of 30 kph in urban areas: the number of accidents falls by at least 20 %. In Hamburg, the numbers of persons seriously injured fell by as much as 37 %, in Münster by 72 %. At 50 kph, 8 out of 10 accidents involving pedestrians were fatal, whereas at 30 kph there are 2 or 3 fatalities. What is more, noise levels fall by 3 dB (A), perceived by the human ear as 50 % less traffic noise. Illnesses caused by noise also fall. (Source: WHO 2004, p.45f; Eurostat database; WHO 2004a)

### Other barriers

- The legal framework often proves to be a hindrance for policy integration. This does not only apply for requirements of laws - which are normally sectoral - and liabilities but also to limited decision-making power beyond administrative boundaries. In addition, national or EU laws on different but related topics often prove to be inconsistent.
- Though there are signs of change, motorised transport is still regarded as the 'backbone' of European economies. It dominates political decisions to a large extent, in particular on national and on EU level.
- The 'psychology of the car' is still an important factor. This is especially true in the case of transition countries where private cars are a symbol of freedom and prosperity. This does not ease political decisions towards sustainable mobility.

### How to overcome barriers?

Overcoming some of these barriers is hardly possible, for instance at local level. Nevertheless, many of those mechanisms and steps outlined above can mitigate the consequences of these barriers, can minimise or even abolish them.

The following reflections may help to consider and anticipate the consequences of political decisions in the direction of more integrative approaches:

- Introduction of **cross-sectoral working groups and other forms of cooperation**, new promotion and incentive systems, such as cross-sectoral budgets, can lead to more integrative professional thinking and support a change of traditional administrative cultures.
- **Training, exchange of experience** (on good and best practice) and other forms of capacity building can also play an important role. This has the ability to change people's minds and practices.
- **Legal and financial frameworks** for political and administrative practice should be changed wherever possible to support policy integration.
- **Public participation** not only leads to potentially better and more accepted practice. It can also contribute to a societal debate on the value of private cars.
- In this, but also in the political and administrative context, the **costs and benefits** of policy integration (compared to sectoral policy making) need to be closely examined and disseminated.

Policy integration is not an easy task. It requires commitment, patience and 'strategic alliances'. It is not an end in itself, but a process and a way of achieving practical outcomes that fulfil the goals of more than one sector, that is, a step towards more sustainable development.

## Transferring policies and practice

When considering transferability, it is important to recognise that policies, practices and lessons can be transferred, including general ideas, philosophies, analytical models, policy or legislative frameworks, policy goals and instruments, programmes, projects or administrative structures. In general, transferring lessons, general ideas or philosophies is the least demanding type of transfer, whilst transferring administrative structures and legislative frameworks is the most demanding.<sup>9</sup>

A one-to-one transplantation is not possible in any case. A series of constraints and pitfalls exist. Many of these relate to diverse cultures, values, and political and administrative practice in different countries. A few examples are given below:

- The degree of success of cross-sectoral working groups and other forms of cooperation depends, for example, on the division of responsibilities within a government (horizontal) and between levels (vertical). Education and cultural differences also influence success.
- Use and the role of certain professional instruments, such as impact assessments, monitoring etc., depend also on the administrative culture and practice of a country - and are again rooted in the education system.
- The process of consultation is influenced by the extent to which citizens are accustomed to being involved. In this context the role of NGOs, trade unions and other stakeholders can hardly be overestimated. Secondly, there are - at least within the European Union - reasons for opti-

mism. There has hardly been a legal initiative at EU level during the last decade that did not require public participation. A culture of including civil society in administrative practice is thus supported that also eases integrative approaches.

The following prerequisites can help to anticipate the degree of problems and success one can expect from transfer of innovations.<sup>10</sup> In general, the fewer conditions that are fulfilled, the more difficult it is to learn from practice elsewhere:

- uniqueness of the initiative being transferred;
- availability of sufficient financial and personnel resources and legal instruments;
- similarity of institutions in the 'model' and recipient location;
- complexity of the initiative being transferred;
- how much or how little change the initiative will cause;
- interdependency: the extent to which the initiatives in the model and the recipient location are related to one another;
- similarity between the values of decision makers in the model and the recipient location.

Success in transferring examples of policy and practice can be increased by following some basic rules (cp. box 9). They should be taken into account before beginning to transfer. Exchange of experience is - again - crucial. The better one knows the situation of the model location, the more success can be expected.

### **Box 9: Basic rules for policy transfer**

Make realistic comparisons with peers.

Take institutional differences between the 'model' and 'recipient' country into account, including subtleties. Minor institutional differences can have a major impact.

Activate domestic champions who can use their networks, but do not push them.

Draw inspiration from various sources, both for learning purposes and to create room to manoeuvre in bargaining processes.

Be sensitive and tolerant to uncertainty and ambiguity: outcomes in such processes are always unclear at the beginning.

Draw inspiration from general ideas and action programmes rather than legislation, this allows for more creative and flexible adjustment.

Show agility in creating a sense of urgency.

Anticipate why and how certain actors may react to new policies.

Operate regularly in trans-national 'communities of practice', absorb ideas via multilateral learning; increase appreciation of the relative value of one's own institutional system, as compared to others, and the range of options seen for improvement.

Communicate using examples of successful countries, regions or cities having achieved visible and concrete results, rather than trying to promote abstract ideas such as 'policy integration'.

The need for policy integration, especially in relation to transport, health and environment issues, is becoming increasingly recognised. It has a number of **potential benefits** for sustainable development. These benefits include the promotion of synergies (win-win solutions), consistency between policies in different sectors and reducing duplication in the policy-making process.

However, achieving policy integration is not an easy task. Institutional conditions are one means of promoting greater policy integration. Policy integration should not be seen as an end in itself but it should be recognised as a way of achieving practical outcomes that simultaneously fulfil the goals of more than one sector. What is vital is that plans and policies result in practical action on the ground.

There are **various institutional conditions** and practices that can help to promote policy integration. These include intersectoral working groups and committees, formalised assessment and auditing procedures, central steering or monitoring arrangements, mechanisms for exchanging information and experience (e.g. city networks and benchmarking), staff recruitment and career progression policies, and education and training programmes.

Binding obligations (e.g. impact assessments) can stimulate policy integration. So too can overarching governmental strategies, such as sustainable development plans, especially where they are

strongly linked to the work of individual departments and their policies.

**Political will**, and the allocation of resources, is often just as important to policy integration as the mechanisms, institutional conditions or practices themselves. This political will and commitment can be supported and facilitated by favourable institutional conditions and can also be complemented by proactive public officials and politicians. Effective communication with illustrative examples as well as analytical facts and data are both needed for winning over potential supporters for changes in policy and action. The role of softer factors such as key individuals or organisations also needs to be recognised in this context.

A variety of institutional barriers to policy integration exist. Most of these are not country-specific but common. Most of the barriers are fortunately surmountable as lessons from all over Europe prove.

**Lesson drawing** from elsewhere provides new ideas for policy development, implementation and assessment and can be used in different forms (e.g. benchmarking, development aid initiatives). The key to its success is the process of transfer and adaptation: it involves more than just copying or transplantation of policies or practices. The similarity of public and political concerns is a key factor affecting the successful transfer of policies and practices.



## Annex: References and further sources of information

### Endnotes

- <sup>1</sup> D. Stead, M. de Jong: Supportive Institutional Conditions for the Integration of Transport, Environment and Health Issues in Policy-making; (UN Economic and Social Council (ECE/AC.21/2006/7/ EUR/06/THEPEPST/7) 2006 ([http://www.thepep.org/en/commitee/committee\\_fourth.htm](http://www.thepep.org/en/commitee/committee_fourth.htm))
- <sup>2</sup> European Environment Agency (EEA): Transport and environment: on the way to a new common transport policy, EEA Report 1/2007 (EU data excluding international aviation and maritime transport)
- <sup>3</sup> World Health Organisation - Europe (WHO): Preventing Road Traffic Injury: A Public Health Perspective for Europe; Copenhagen (WHO) 2004
- <sup>4</sup> World Health Organisation (WHO): [http://www.who.int/quantifying\\_ehimpacts/en/](http://www.who.int/quantifying_ehimpacts/en/)
- <sup>5</sup> German Federal Environment Agency (UBA): <http://www.umweltbundesamt.de/uba-info-presse-e/2007/pe07-024.htm>
- <sup>6</sup> World Commission on Environment and Development: Our Common Future; Oxford (University Press) 1987

- <sup>7</sup> European Commission - Expert Group on the Urban Environment: European Sustainable Cities; Luxembourg (Office for Official Publications of the European Communities) 1996
- <sup>8</sup> United Nations (UN): Plan of Implementation of the World Summit on Sustainable Development; New York 2002
- <sup>9</sup> This must not necessarily be true for member states of the European Union. The 'acquis communautaire', and the fact that more than two-thirds of national legislation has been induced by the European Commission, leads to rather similar legal systems.
- <sup>10</sup> based on: R. Rose: Lesson-Drawing in Public Policy. Interorganisational coordination: theory, research, and implementation; Ames (Iowa State University Press) 1993

### Further information sources

#### Monographs and documents

Cabinet Office: Wiring it up. Whitehall's Management of Cross-cutting Policies and Services; London (The Stationery Office) 2000 (*Abstract: provides analyses of what is working, and what isn't; identifies where existing structures are failing and need to be reformed; sets out a package of measures to improve and*

*modernise the way we handle cross-cutting issues; looks at the role of leadership.*) <http://www.cabinetoffice.gov.uk/strategy/downloads/files/coiwire.pdf>

ECMT: Implementing Sustainable Urban Travel Policies. Final Report; Paris (OECD) 2001 (*Abstract: among other issues, major barriers to implementation are identified, such as economic and political structures and region specific social and cultural factors; discusses ways national governments can effect implementation of sustainable development and travel practices.*) <http://www.cemt.org/online/council/2001/CM0113e.pdf>

European Commission (EC): Integration of environment into transport policy - from strategies to good practice; Luxembourg (EC Office for Official Publications) 2003 (*Abstract: The publication covers a wide range of issues related to transport and environment including for instance land-use planning as an instrument for sustainable mobility, evaluation, benchmarking and indicators, institutional set-up for integrated planning and others.*)

European Environment Agency (EEA): Environmental policy integration in Europe. Administrative culture and practice; EEA Technical report 5/2007 (*Abstract: presents an overview of administrative culture and practices for EPI in Europe;*

## Annex: References and further sources of information

*investigates some of the main management styles used; reviews institutional structures and practices in the EU-25, candidate and applicant countries, countries of the European Free Trade Area (EFTA) and countries in Eastern Europe, Caucasus and Central Asia (EECCA).*)

Expert Group on Transport and Environment: Integration - Towards an operational approach; Brussels (European Commission) 2002

Expert Working Group in Urban Environmental Management Plans and Systems: Final Report; Brussels (European Commission) 2005  
[http://ec.europa.eu/environment/urban/pdf/fin\\_rep\\_urban\\_emps.pdf](http://ec.europa.eu/environment/urban/pdf/fin_rep_urban_emps.pdf)

Expert Working Group on Sustainable Urban Management: Final Report; Brussels (European Commission) 2004  
[http://ec.europa.eu/environment/urban/pdf/0401\\_finalreport.pdf](http://ec.europa.eu/environment/urban/pdf/0401_finalreport.pdf)

Expert Working Group on Sustainable Urban Transport Plans: Final Report; Brussels (European Commission) 2004  
[http://ec.europa.eu/environment/urban/pdf/final\\_report050128.pdf](http://ec.europa.eu/environment/urban/pdf/final_report050128.pdf)

Expert Working Group on Sustainable Urban Transport: Final report; Brussels (European Commission) 2004  
[http://ec.europa.eu/environment/urban/pdf/0401\\_finalreport\\_transport.pdf](http://ec.europa.eu/environment/urban/pdf/0401_finalreport_transport.pdf)

*World Health Organisation (WHO): Road traffic injuries in the WHO European Region - Fact Sheet EURO/03/04; Copenhagen, Rome (WHO) 2004(a)*

Wilkinson D., Appelbee E.: Implementing holistic government: joined-up action on the ground; Bristol (Policy Press) 1999  
*(Abstract: describes what needs to happen to move beyond policy and management rhetoric of partnership and consultation to real joined-up action on the ground; central is creation of empowered front-line professional teams working in partnership with local communities for sustainable quality of life improvement as experienced by local people; concludes with policy recommendations.)*

Further sources can be found in the THE PEP report on policy integration (cp. endnote 1)

### Web sources

**City Health Plan:** A City Health Plan (CHP) is a key tool for health development. It is also an important aspect of the general development of a city. CHPs link the 'health for all' strategy with local analysis of health priorities and set out commitments by local authorities and other agencies to improve health at the local level, within the context of overall sustainable urban development.

<http://www.euro.who.int/healthy-cities>

**European Conference of Ministers of Transport:** various ECMT materials on urban transport and sustainable development.  
<http://www.cemt.org/>

**OECD - Environmentally Sustainable Transport:** various OECD materials on urban transport and sustainable development.  
[http://www.oecd.org/departement/0,3355,en\\_2649\\_34363\\_1\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/departement/0,3355,en_2649_34363_1_1_1_1_1,00.html)

**EST - Environmentally Sustainable Transport:** various EST materials on the promotion of sustainable transport in Central and Eastern Europe. (<http://est.east.unep.ch/>)

**Promotion of Sectoral Integration of Policy in South Eastern Europe:** will enable users to search for electronic documents related to urban transport management, public transport organisation, financing, innovations, strategic environmental assessment and international projects dealing with environment and transport and health-policy integration.  
<http://www.rec.org/REC/Programs/EnvironmentalPolicy/ProjectSectoralIntegration/Default.htm>

**THE PEP Clearing House** is a web portal designed to facilitate exchange of information and knowledge across the transport, environment and health sectors in the pan-European region.  
<http://www.thepep.org/CHWebsite/chtree.aspx>

## Annex: References and further sources of information

*WHO - Transport and Health*: various WHO Europe information on transport and health.  
[http://www.euro.who.int/transport/policy/20030123\\_3](http://www.euro.who.int/transport/policy/20030123_3)

### Databases

The following databases provide good practice case studies. Some of the cases are also related to policy integration.

**BEST PRACTICES** - Database in improving the living environment  
<http://www.bestpractices.org/>

**ELTIS** - European Local Transport Information Service  
<http://www.eltis.org>

**Local Sustainability** - European Good Practice Information Service  
<http://www3.iclei.org/egpis/>

**ManagEnergy**  
<http://www.managenergy.net/submenu/Scs.htm>

**Municipalities in action**  
<http://www.energie-cites.eu/cities/page.php?lang=en&dir=5&cat=1&sub=1>

**SURBAN** - database on sustainable urban development in Europe  
<http://www.eaue.de>