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

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IMPLEMENTATION OF THE COMMITTEE'S WORK PROGRAMME

PROGRESS REPORTS AND PROPOSALS FOR FURTHER ACTION

GUIDANCE ON SUPPORTIVE INSTITUTIONAL CONDITIONS FOR POLICY INTEGRATION OF TRANSPORT, HEALTH AND ENVIRONMENT

Report by Germany

Introduction

1.   The present text was submitted by the Government of Germany with support from Belgium at the request of the Steering Committee and further to a report prepared for its fourth session[1]. Once agreed by the Steering Committee, it will be presented as a brochure to the Third

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[1] Supportive Institutional Conditions for the Integration of Transport, Environment and Health Issues in Policymaking (ECE/AC.21/2006/7/EUR/06/THEPEPST/7).

High-level Meeting on Transport, Health and Environment (autumn 2008). The brochure is intended to provide guidance and support to political decision makers in their efforts to ensure more sustainable development by strengthening policy integration among relevant sectors of government and to incorporate stakeholders into the decision-making process. Most of the suggested steps, tools and instruments support both vertical and horizontal integration. They were derived from best practices from all over Europe and are one of the concrete results of the THE PEP[2] programme and its activities.

I.   PREFACE TO POLICY INTEGRATION BROCHURE

2.   Sustainability is increasingly becoming a guiding principle of environmental policy for many UNECE/WHO Europe countries. Conservation of the natural environment is as important as preservation of basic living conditions and cultural inheritance for the present and future generations. This is a cross-sectoral task confronting all stakeholders: civil society, businesses and governments. However, such a task can only be addressed if cooperation between institutions, specialists and other stakeholders is strengthened by reducing institutional barriers such as those between departments and in synergizing perceptions and knowledge in differing disciplines. This also pre-supposes institutional change.

3.   There have been important developments in the integration of environment and health issues into transport policy in Western Europe in the last several years. Sustainable development became a fundamental objective of the European Union (EU) when it was included in the Treaty of Amsterdam in 1997. This meant that sustainable development issues had to be integrated into EU policies, including those related to transport. Since then, sustainable development has continued to be an important issue, one connected with a number of broad-reaching integrating policies.

4.   Overall, policy reform and integration for sustainable transport in countries in Eastern Europe, Caucasus and Central Asia (EECCA) and South Eastern Europe (SEE) has been slow. One reason for the limited progress is that in the past the need for economic revival eclipsed environmental goals. Other challenges hindering environmental and health performance and policy integration in EECCA and SEE include the fragmentation of the policymaking process; lack of appropriate environmental criteria, indicators, and methodologies; and a lack of implementation regulations with concrete targets.

5.   Trends in the transport sector observed over the past few years point to the need for innovative solutions addressing the challenges of sustainability, accessibility, mobility and making cities more liveable. This requires a strengthened and sustained commitment from Governments at the national, regional and local levels and a renewed political impetus for change, since the environmental and health effects place transport-related issues at the top of the international political agenda. There is thus a great need to integrate the principles of sustainable

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[2] Transport, Health and Environment Pan-European Programme.

development into transport policies. These include the system elements that best protect health, conserve resources, are energy efficient, consume the least land, have the lowest externalities, are socially acceptable and are the safest.

6.   Transport plays an essential role in economic and social development in every society. However, the continuing expansion of transport, in particular the predominance of road transport, raises serious concerns about the long-term sustainability of present mobility trends. The increasing evidence of the environmental and health effects of transport shows that these particularly need to be addressed by policymakers.

7.   Integration is challenging 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 achieving more sustainable development – be it between different levels of the government, i.e. national, regional and local (vertical integration) or between units, departments or ministries at any governmental level (horizontal integration).

Box.1: THE PEP

THE PEP was set up in 2002 to address the key challenges in achieving more sustainable transport patterns and a closer integration of environmental and health concerns into transport policies. Three priority areas and related actions were selected to constitute the policy framework for THE PEP:

- Integration of environmental and health aspects into transport policy, in particular in relation to decision-making processes, monitoring and impact assessment;
- Urban transport, involving measures in land-use planning, and for promoting high-quality and integrated public transport and improving safe conditions of alternative modes of transport;
- Demand-side management and modal shift. Special attention is paid to the needs of the EECCA and SEE countries, as well as issues related to ecologically particularly sensitive areas.

Activities in these key areas are coordinated and implemented by THE PEP Steering Committee, which is composed of representatives of UNECE and WHO/Europe Member States from the transport, environment and health sectors, who work in close cooperation with relevant international and non-governmental organizations. For more information, see http://www.thepep.org/en/welcome.htm.

II.   THE CHALLENGE: POLICY INTEGRATON FOR SUSTAINABLE MOBILITY

8.   Transport is one of the sectors of the economy with the most challenging tasks facing decision makers. 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 motorized transport in some countries causes severe problems for present and future generations.

9.   Transport is responsible for a significant share of total emissions of greenhouse gases: for example, in the EU-15[3] transport is estimated to create more than one fifth of greenhouse gas emissions from all sources. Transport's share of emissions is still growing, whereas that of most other sectors has declined during the last few decades.[4] High and heavily subsidized construction costs of transport infrastructure not only challenge public budgets and taxpayers, but will also seriously burden future generations, as maintenance costs normally exceed construction costs due to the long life cycle of roads and rail. The current modal split, above all the high share of private cars and road transport, not only burdens future generations, but also causes severe problems today:

        (a)   Traffic consumes natural resources and contributes to climate change: about one-third of annual energy consumption in the EU-25 is attributable to transport. This does not include the energy needed to produce vehicles;
        (b)   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;
        (c)   Traffic is land-consuming: in many cities, cars are taking more space for roads and car parks than citizens have available for leisure and living. Traffic cuts through and damages landscapes outside cities as well. Without the car, for instance, urban sprawl would not have reached its present level;
        (d)   Traffic is expensive for taxpayers: private transport is heavily subsidized through public funds. The European Environment Agency (EEA) estimates that these subsidies amount to €110 billion per year just for roads in EU Member States;
        (e)   Traffic reduces life expectancy: besides the more than 100,000 deaths per year due to traffic injuries[5], transport is one of the main sources of emissions of noise and air pollutants.[6]
        (f)   Traffic also entails tremendous costs to society. According to calculations of external health and environmental costs, a passenger vehicle in Germany incurs an average cost of three Euro-cents per kilometre.[7]

10.   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 the Earth is limited. Thus, a shift from transport planning to mobility planning is needed.

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[3] EU Member States prior to 2004.

[4] 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).

[5] WHO/Europe. Preventing Road Traffic Injury: A Public Health Perspective for Europe. Copenhagen, 2004.

[6] See: http://www.who.int/quantifying_ehimpacts/en/

[7] See the German Federal Environment Agency (UBA) website: http://www.umweltbundesamt.de/uba-info-presse-e/2007/pe07-024.htm

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Box 2.: The negative impacts of traffic:

- Contributes to climate change
- Consumes land
- Consumes natural resources
- Is a burden on private and public budgets
- Causes environmental problems
- Causes health problems and reduces life expectancy

III.   WHY POLICY INTEGRATION?

11.   Policy integration has a number of benefits for balancing decision-making between different policy fields, interests and demands of citizens. It gives decision makers a comprehensive knowledge basis for their decisions, thereby potentially reducing conflicts between administration and policy fields and between administration and citizens. Achieving more sustainable development is an accepted and required principle; a principle, however, that is often ignored or not well implemented in practice.

12.   As early as 1987, the Brundtland Report[8] 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 organizations. As regards cities, for instance, the EU Expert Group on the Urban Environment called for policy integration and adequate arrangements to achieve this.[9] 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 United Nations urged Governments to promote integrated approaches to policymaking for transport systems at the national, regional and local levels.[10]

13.   In short: policy integration is 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 its benefits are not readily apparent. Moreover, policy integration implies going beyond the mere coordination of policies, and encompasses joint work among sectors (Fig. 1). Integration has a number of potential benefits. Beyond the advantages already mentioned, it can, for example:

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[8] World Commission on Environment and Development. *Our Common Future,* Oxford, Oxford University Press, 1987.

[9] European Commission Expert Group on the Urban Environment, *European Sustainable Cities*. Luxembourg,Office for Official Publications of the European Communities, 1996.

[10] United Nations. *Plan of Implementation of the World Summit on Sustainable Development.* New York, 2002.

(a)   Promote synergies and win-win solutions between sectors;

(b)   Reduce duplication in the policymaking process, thus saving time and money;

(c)   Promote consistency between policies in different sectors and at different levels of decision-making;

(d)   Improve achievement of goals and objectives;

(e)   Give more focus to the achievement of a Government's overall goals, thus supporting its overall steering role;

(f)   Help to promote innovation in policy development and implementation;

(g)   Encourage greater understanding of the effects of policies on other sectors;

(h)   Help overcome financial constraints.

Figure 1: Policy integration
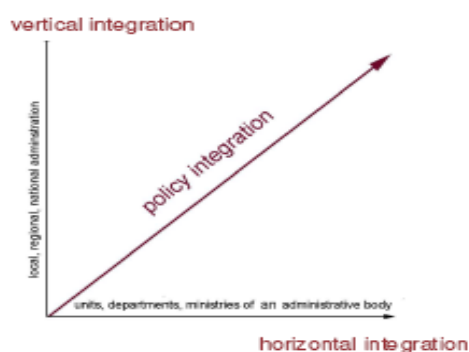
Box 3: Policy integration – a brief definition
Policy integration concerns management of cross-cutting issues in policymaking that transcend the boundaries of established policy fields. It also includes management of policy responsibility within a single organization or sector. Integrated policymaking refers both to horizontal integration between policy sectors (different departments and/or professions in public authorities) and vertical intergovernmental integration in policymaking (between different tiers of government), or combinations of both.

IV.   BARRIERS TO POLICY INTEGRATION

14.   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 those countries that have been facing important political and economic changes since the shifts in the international economic and political system at the end of the 1980s. Various general types of barriers can be identified; the most important ones are outlined below.

15.   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, the most important being:

(a)   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 workloads. In addition, distribution of responsibilities in cross-sectoral processes is considered unclear;

(b)   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);

(c)   A related fact is 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;

(d)   Professionals are often trained in a specialized, sectoral way. Multidisciplinary approaches are rather rare in tertiary education, particularly in technical subjects;

(e)   While sectoral mechanisms, instruments and tools have been developed and used frequently over the years, multidisciplinary and cross-sectoral means are not yet so advanced;

(f)   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;

(g)   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 powers beyond administrative boundaries. In addition, national or EU laws on different but related topics often prove to be inconsistent.

(h)   Though there are signs of change, motorized transport is still regarded as the "backbone" of European economies. It dominates political decisions to a large extent, in particular at the national and EU levels.

(i)   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.

V.   POLICY INTEGRATION: THE WAY FORWARD

16.   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 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, the 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 the case studies examined under this programme and other projects.

17.   Policy integration cannot be achieved by using this or any other document in a "cookie-cutter" approach. It is not possible to transfer experience and good practice from one place to another by just copying approaches and methods; methods must be adjusted to the particular situation. Nevertheless, a series of useful lessons and recommendations can be drawn from the THE PEP activities and other reference documents. Most of these are drawn from practice from all over Europe.

A.   Organizing policy integration and implementation

18.   Several mechanisms to promote horizontal and vertical cooperation can be conducive to joint policymaking:

(a)   Setting up organizational arrangements such as interdepartmental committees, commissions, and 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, and professional views and interests, and can promote cooperation between departments and sectors;

(b)   A central steering role can help 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 dominate the process, but acts rather as mediator and monitor;

(c)   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.

Box 4: 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 organizations** (by an inter-organizational body) that define what organizations must not do, rather than prescribing what they should do.

Arbitration of inter-organizational differences if other means cannot resolve differences of views.

Search for consensus by inter-organizational 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

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

(a)   Financial allocation systems can help to promote integrative policies and implementation. Financial incentives such as earmarked budgets for joint policymaking and targets, is one important element; cross-departmental and/or intersectoral budgets for implementation of policies is another;

(b)   Common analytical indicators and parameters help to develop a more complete picture of policy issues and consequences;

(c)   This can also be supported by an active role of citizens and non-governmental organizations (NGOs) through public debate, since they often perceive policies in a more holistic manner than professionals.

B.   Capacity-building and awareness-raising

20.   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:

(a)   Exchange of good practice, e.g. training workshops, can be used to build intersectoral capacity and overcome barriers. This opens up organizations to new methods, ideas and tools, and demonstrates to them that other solutions work, as these methods are being used by others. International exchange of experience can also support this perception;

(b)   Regular workshops and further training activities can be used as ways of building intersectoral capacity. These should not only include issues of good governance and management, but also instruments and tools 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, 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, an acceptance and a common understanding of how to use them;

(c)   Job rotation can be used to promote vertical and horizontal working relationships if the administrative culture of a country supports this approach. Multidisciplinary professionals are highly valued in some countries, whereas in others specialization is considered much more desirable. As personal careers are dependent on these different cultures – as well as one's ability to adapt to them – job rotation should be considered very carefully.

21.   Other tools and instruments, more related to administrative structures and processes than to human resource policies, are also likely to foster capacity-building:

(a)   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 organize training and other capacity building activities as well.

(b)   Good practice benchmarking and competition can stipulate further integration of policies. However, it is essential that this process uses indicators that assess integration issues and are transferable.

(c)   Monitoring and reporting is an important way to promote dialogue and exchange of information between sectors, especially if individual sectors are assessed as well.

Box: 5: 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 adapt 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).

C.   Benchmarking, monitoring and reporting

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

23.   Benchmarking is a powerful management tool. It enables organizations to evaluate their processes in relation to best practice and allows them to develop plans to adopt these best practices. It is a ongoing process by which organizations continually seek to challenge their practices. The following steps are essential:

(a)   Identification of problem areas: this includes nomination of an interdisciplinary benchmarking team responsible for defining targets and issues to be benchmarked;
(b)   Identification of organizations that are leaders in the identified area;
(c)   Definition of indicators and metrics for performance in the specific field;
(d)   Identification and analysis of performance gaps;
(e)   Definition of objectives and strategies to close gaps and enhance performance;

(f)   Development of an action plan;
(g)   Evaluation of progress and results.

24.   To adapt benchmarking steps to one's own situation, it is essential to understand specific conditions of good practice cases. Exchange of information is therefore crucial. Benchmarking can (and should) be used at all levels of the integration process, from defining policies and strategies to implementation.

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

26.   Using specific parameters and – if possible quantitative – indicators for monitoring is mandatory. 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.

27.   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 EEA Transport and Environment Reporting Mechanism (TERM) are continuously updated. Another set of indicators, including several that assess the impact of transport on health, was launched in 2007 by WHO as part of the European Environment and Health Information System project.[11] A frequent drawback of these assessments is that they often adopt a limited view of health issues. Nonetheless, these approaches, once adapted, can form the basis for developing monitor systems on policy integration.

D.   The role of the public

28.   As mentioned above, public debate and other forms of public participation can lead to more integrative policies and practice. Meaningful public involvement is further essential:

(a)   To develop and deliver programmes effectively and efficiently;
(b)   To build public confidence and trust in decisions;
(c)   To generate a greater understanding of issues, concerns, priorities and solutions;
(d)   To build broader support for programmes and initiatives;
(e)   To increase mutual learning through the sharing of information, data and
        experiences;

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[11] WHO Regional Office for Europe. The European Environment and Health Information System (ENHIS), 2007 (http://www.enhis.org/object_class/enhis_home_tab.html)

(f)   To ensure that decisions and policies incorporate knowledge and expertise that might otherwise be overlooked;

(g)   To reflect a wider range of public concerns and values in decision-making;

(h)   To identify possible controversial aspects of an issue rapidly and help to bring together different points of view to achieve consensus in a collaborative manner.

Box 6: Case study: Action Programme on Environment and Health (APUG) in North Rhine-Westphalia

North Rhine-Westphalia is the only Federal State in Germany running an action programme for environment and health at the regional level. Objectives include minimizing environment-related health risks, crystallizing 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 learned either in the national action programme or in the international context of action programmes on environmental health are evaluated and exploited, thus enabling recommendations to be derived for preparing and expanding action programmes at the national, regional and local levels.

Box 7: "Psychological effects" of public participation

The positive 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 the negative health effects of noise can be reduced in this way.

See, for instance, Lärmkontor et al., EffNoise – Effectiveness of noise mitigation measures, Hamburg, 2004.

Box 8: Case study: ROM-Rijnmond

The ROM-Rijnmond[12] programme is a partnership between several ministries, government organizations, local authorities and private companies. Planners and environmentalists (from various departments and from different governmental levels) have joined forces to develop projects aimed at enhancing quality of

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[12] ROM is the Dutch acronym for Spatial Planning and the Environment.

life and the health situation and introducing an open planning process. As a first step, local authorities try to solve basic environmental problems. After consultations with all parties involved, including residents and businesses, authorities seek creative solutions for environmental problems (see http://www.romrijnmond.nl/english/index.shtml for examples).

An important feature of the programme is that, subject to strict conditions, municipalities were able to depart from national environmental standards if they have proved this was necessary to achieve the overall aims. One basic lesson is that legislation provides far more room to manoeuvre than planners previously anticipated. As a result, local authorities have set to work in areas they previously neglected.

29.   Public participation can support and enhance policy integration in this way,, leading to better performance and reception of implementation activities and thus enhancing public trust and confidence in political decisions. Preconditions for achieving these benefits are, however, that: (a) the limits of participation are made clear from the outset; (b) the public is regarded as partner; and (c) that the decision-making process is transparent. These preconditions depend on legislation and legal framework conditions in a given country.

Box 9: Health and road safety as an argument for sustainable mobility

According to experience by practitioners in the field, arguments of improved health levels are apparently more persuasive 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 to the general public.

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 to 140,000 crashes, thus saving €20 billion in damage costs fo the EU-15. Traffic crashes accounted for about 41 per cent of all workplace fatalities reported in 1999.

Speed limits of 30 kph in urban areas lowered the number of accidents by at least 20 per cent. In Hamburg, the numbers of persons seriously injured fell by as much as 37 per cent, in Münster by 72 per cent. At 50 kph, 8 out of 10 accidents involving pedestrians were fatal, whereas at 30 kph there were 2 or 3 fatalities. What's more, noise levels fell by 3 dB (A), perceived by the human ear as 50 per cent less traffic noise. Illnesses caused by noise also fell.

Source: WHO 2004, p. 45f; Eurostat database; WHO 2004a.

Box 10: 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".

VI.   SUMMARY AND RECOMMENDATIONS FOR FUTURE WORK

30.   The need for policy integration, especially in relation to transport, health and environment issues, is becoming increasingly recognized. 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 policymaking process.

31.   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 recognized 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.

32.   There are various institutional conditions and practices that can help to promote policy integration. These include intersectoral working groups and committees, formalized 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 these are strongly linked to the work of individual departments and their policies.

33.   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 win potential supporters over to changes in policy and action. The role of "softer" factors, such as key individuals or organizations, also needs to be recognized in this context.

34.   A variety of institutional barriers to policy integration exist. Most of these are common, not country-specific. Most of these barriers are fortunately surmountable, as lessons from all over Europe prove. Lessons from elsewhere provide new ideas for policy development, implementation and assessment and can be used in different forms (e.g. benchmarking,

development aid initiatives). The key to 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.