

ENVIPLANS GUIDELINES

Integrated and sustainable
planning and management
of the urban environment

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PREFACE

The President of the Coordinamento Agende 21 Locali Italiane

Emilio D'Alessio

European policies for sustainable development in urban areas have always been an important source of reference for Italian cities. Our Coordinamento Agende 21 Locali Italiane was created and strengthened on initiative of many Italian cities and has grown by confronting itself with other European networks and thanks to the support of the European Commission's activities.

The 300 local authorities and more, taking part in the Coordinamento Agende 21 Locali Italiane, believe in a new model of governance, participative decision-making, transparency of procedures and consultation of citizens. They believe in a new vision of development, one which encourages a rational use of resources, social equity, co-operation and sussidiarity. The hundreds of Italian Local Agenda 21 experiences have proved a great potential and meet the requirements for participation and consultation, an aspect which traditional administration and planning models cannot fulfil.

For us, the Aalborg Commitments, agreed on in June 2004 at the 4th European Conference on Sustainable Cities represent an important reference and urge us to activate or relaunch new assessment procedures, the adoption of targets and the development of participative action plans.

It is for these reasons that we committed ourselves to the ENVIPLANS project. The running of this project has, in fact, helped to keep alive the interest of many European cities in attempting integrated environmental planning processes. Current planning tools (and their clear limitations) were examined, and the most suitable requisites for each site-specific circumstance were sought. The exchange of experiences, the analysis of the different models existing in southern Europe, the participative drafting of these "Guidelines on sustainable planning and management of the urban environment" constitute the fundamental steps and outcomes of ENVIPLANS.

Of course, this is not enough. We need the support of European and National strategies. The European Thematic Strategy on the Urban Environment, set up with the idea of turning into a Directive for Member States, gradually weakened and turned into a communication. Still, it bears some interesting points, which, however, need to be developed in a more functional way. The recent Resolution of the European Parliament confirms the need to raise the efforts which initially gave rise to the development of a European Strategy.

From our side, our appeal goes to regional and central governments, in particular to those of the countries of southern Europe involved in the ENVIPLANS project, and await a clear stance, coherent with the recommendations proposed in these Guidelines.

Cities and local communities are the driving force of economy and represent the testing ground of social and political progress. Important management themes, such as energy and mobility policies, education and training, services to citizens, land use and other resources, social inclusion and safety, need to be dealt with through coherent and systematic national and regional strategies and a share of commitments and responsibilities at the different institutional levels.

There is also a need to find ways to strengthen the relations that have come to life between cities of the Mediterranean basin. Here, the partnership which has generated the ENVIPLANS project is an important example and element. Their recommendations, many of which have been reported in these Guidelines, may find a mean of expression in a Mediterranean Urban Strategy. This latter challenge of driving and coordinating a wider group of nations should, in our view, be taken on by Italy, due to its natural geographical bridging function in this area.

While waiting for others to take on their responsibilities, we will continue to play our part.

The President of the Forum of Adriatic and Ionian Cities and Towns

Luciano D'Alfonso

As president of the Forum of Adriatic and Ionian Cities and Towns, I am very pleased to introduce the first *Guidelines on integrated and sustainable planning and management of the urban environment* developed as a result of the *South EU Urban Enviplans* project.

This important and innovative document was developed thanks to the commitment and work of many competent and professional people, who dedicated their time to research and broaden the goals set out by the Thematic Strategy on the Urban Environment.

The implementation of the recommendations provided by the Guidelines constitutes a strategic commitment, essential if you are to guarantee that the concepts underlying sustainability become central to decision-making in urban planning. This is not only true for those countries which have contributed to the drafting of these guidelines and which, nevertheless, present many differences in

their regulation system.

The Forum of Adriatic and Ionian Cities has been engaged for years in defining common strategies which focus and direct the development of cities towards sustainability, as not to deteriorate the already vulnerable quality of life and worsen the natural environment in the years to come.

For those local authorities wishing to adopt an Integrated and Sustainable Management Plan for the urban environment, these guidelines represent the main tool and are an ambitious challenge taken on by Enviplans towards the actual implementation of a lasting sustainable development.

May the local communities of Adriatic and Ionian cities, and in future, all cities of the European Mediterranean region, adopt and implement this document in full, as to develop a common ground on which to tackle such fundamental themes. This is what the Forum hopes to achieve.

OVERVIEW

ENVIPLANS' Guidelines were launched as a project in January 2005 on request of the European Commission, with the clear intention to anticipate and develop on the field the concepts underlying the preparatory documents of the European Thematic Strategy on the Urban Environment (finally adopted in 2006)¹.

ENVIPLANS' **Introduction** outlines the context, the reference models used, and the step-by-step development of the Guidelines. The **Chapters** that follow provide the reader (politicians, administrators, consultants in the field of local sustainability) with numerous recommendations and suggestions, developed on the basis of "hands-on" experiences and confrontation between the cities of southern Europe involved in the ENVIPLANS Project. They offer advice on how to carry out and optimise the various steps of a planning cycle concerning "integrated and sustainable planning and management of the urban environment", while taking into account the situation of southern Europe.

The Guidelines have been integrated with information **Boxes** reporting:

- brief statements made by participants (**Comments**)
- references to web sites or documents and case studies for a more in-depth study of themes discussed only in brief by the Guidelines (**Further reading**)
- direct links from which to download tables, guides and examples that might be useful for developing the steps proposed by the Guidelines (**Tools Archive and Documents Archive**)

The Guidelines' **Annex** takes you to the archive containing the Final Reports produced for the 5 case studies, which have accompanied the project. These comprise also a selection of **Resources** that might be useful for a more in-depth analysis of specific "themes".

Note

- ¹. Link to the website: http://ec.europa.eu/environment/urban/thematic_strategy.htm; Link to the communication on the Thematic Strategy on the Urban Environment - 11.1.2006 - COM(2005)718 final version http://ec.europa.eu/environment/urban/pdf/com_2005_0718_en.pdf

1

Introduction

1 Introduction

Prior to a more in-depth account of the proposals developed by ENVIPLANS in the next chapters, this introduction aims to clarify the following aspects to the reader:

- To what model do we refer when we talk about tools for “integrated and sustainable planning and management of the urban environment”
- What role are States and Regions of southern Europe asked to play, what do local governments expect from them
- How did the project ENVIPLANS come about and how did it evolve
- What are the four essential pillars on which the planning process builds and for which ENVIPLANS Guidelines provide some specific operational recommendations

1.1 What it is about

First of all, what do we mean, to what models do we refer, when we talk about tools for “integrated and sustainable planning and management of the urban environment”?

The final communication of the **European Thematic Strategy on the Urban Environment**², adopted in January 2006, represents an officially recognised reference.

On request of the European Commission, the ENVIPLANS project was launched (January 2005) one year prior to the adoption of the Communication on the Strategy, with the clear aim to anticipate and develop on the field the concepts underlying the preparatory documents of the strategy. These preliminary documents define an urban environmental management Plan as follows: “*An urban environmental management plan is a strategic document that sets out the short, medium and longer term environmental objectives and policies. It defines a clear vision, and the overall strategy and action plan to achieve quantified objectives and targets, as well as timetables, which are necessary to guide and steer daily management decisions*”³. Furthermore, the 2006 Communication confirms the explicit intent of the European Commission to promote “*an integrated approach to the management of the urban environment*”.

In fact, the Communication declares that “...the most

successful local authorities use integrated approaches to manage the urban environment by adopting long-term and strategic action plans”.

Even the preparatory document drafted in February 2006 by **the Working group set up by DG Environment**⁴, well underlines the importance of Plans capable of adopting “*...a more comprehensive or holistic approach to urban policy (public and private), so tackling the contradictions due to compartmentalisation of sectoral policies*”.

The **Aalborg Commitments**⁵ are another source of reference. Here, the signatory cities acknowledge a wider concept of Local Sustainability (which sees the inclusion and integration of environmental aspects into socio-economic considerations) and commit themselves firmly to the development of integrated and participative planning approaches:

- *Commitment no. 1 - Governance: “energise decision-making processes through increased participatory democracy...”*.
- *Commitment no. 2 - Management: “implement effective management cycles, from formulation through implementation to evaluation...”*.

Additionally, during the end stage of the ENVIPLANS project (26th September 2006), the **European Parliament resolution on the thematic strategy on the urban environment**⁶ was approved. This is an important point of reference for the Member States and a key input for relaunching the Strategy, which will have to be integrated into European and National strategies.

The contents of the Resolution somehow represent the “legal base” on which the ENVIPLANS Guidelines develop. Especially in those passages stating (in line with the preliminary documents of the Strategy) the need to provide urban areas with Sustainable Management Plans and to use them as a tool to obtain European Funds.

In the Resolution, the European Parliament :

1. *welcomes the communication from the Commission on the TSUE; however, considers that it is not sufficient to achieve the goals set in the 6th EAP;*
4. *regrets that, contrary to the intentions of the 6th EAP, there are no legally binding measures and deadlines proposed by the Commission to address any of the goals set out by the 6th EAP;*
7. *stresses that the Commission, in co-operation with*

the national authorities, should encourage every agglomeration having more than 100,000 inhabitants to establish a Sustainable Urban Management Plan (SUMP) and a Sustainable Urban Transport Plan (SUTP).

14. calls on the Member States to prioritise within their national strategic reference frameworks and their operational programmes funding for projects which implement sustainable urban management and transport plans, as well as projects limiting greenfield and promoting brownfield developments, and to promote the planting of street trees and designation of more green space;

51. endorses the Commission's recommendations that an integrated approach be taken to managing the urban environment and takes the view that, if applied at local level with the support of the Member States, such an approach should be taken as one of the criteria for the granting of Structural Funds resources and loans from the European Investment Bank (EIB);

52. calls on the EIB to improve its lending instruments to effectively support sustainable urban development and to prioritise in existing programmes urban projects which implement SUMP, in particular in the area of energy efficiency, renewable energies, and sustainable urban transport infrastructure; further calls on the EIB to ensure that investments funded by it do not contradict sustainable urban management objectives.

In our areas – **the areas of southern Europe** – an integrated and sustainable planning and management approach for the urban environment, provided with resources, eligibility and capable of prevailing over other interests and politics in the long run, does not exist yet.

However, some voluntary based planning initiatives and environmental management tools exist in southern Europe and partners of this project have supported their dissemination (the Environmental Charter *Charte pour l'Environnement* in France, Local Agenda 21 processes, environmental accounting and reporting in Italy, EMAS in all Member States...). Still, these experiences represent pioneering efforts and do not, in any case, receive the attention they deserve.

Of course, we need to bear in mind that other planning tools – urban planning tools, but not only – have undergone some adjustments in recent years. In some cases, these changes have been positive (unfortunately not everywhere). The fact that Plans are becoming subject to environmental assessment procedures – thanks to the European Directive 2001/42/CE on Strategic Environmental Assessment – pushes them, or will in the future push them, towards innovation, forcing them to consider and include environmental issues as a “stringent factor” in their planning process.

However, the Thematic Strategy on the Urban Environment, and even more explicitly the European Parliament Resolution, seek to develop something of

COMMENTS

F. Biccato

Environment Councillor, City of Padova

Environmental policies are successful only if developed and integrated into other policy areas and with the involvement of citizens. In Padova, thanks to the set up of a Local Agenda 21 process, we have been able to create the right conditions to develop ideas between citizens and the different Offices of the administration, and to gain support. In fact, this is the approach we are currently using to develop our Energy Plan (in co-operation with the School and our Construction Service); we have started a participative planning process

to develop an urban green park (with the support of the inhabitants of the area and our Urban Planning Department); we have launched a campaign on Green Procurement (with the support of the Sports Department and Sport Associations); we have started discussing with the Mobility Department and the farmers about the possibility of using biofuels for local public transport.

Comité 21

France

These plans need to be incorporated into a participative planning process and continuous improvement cycle, in line with

the recommendations set out by the Aalborg Commitments. Aim of the ENVIPLANS project was to provide local communities with a new cultural approach: participative democracy and tackling the interconnection of environmental challenges. Furthermore, in order to set up a common frame of reference for the development of urban environmental planning and management tools, the project has built on local experiences and has even gathered and considered local requests in relation to European regulation and funding systems. The Local Agenda 21 approach has been used as a source of reference.

higher relevance. They make reference to tools such as a **Plan (and to a continuous management system)** capable of putting environmental policies at the centre of its planning process **through an integrated approach** (with other policy areas). The Plan should therefore **provide the local community with a wider sustainable development strategy**, including “clearly defined objectives, public consultation, accepted responsibilities, procedures for monitoring progress, review, audit and reporting...”⁷.

The Strategy recommends to prioritise the following themes in urban planning and management: “to protect our climate, to protect nature and biodiversity, to promote the quality of life, the sustainable use of natural resources such as water, energy, waste”. The European Parliament Resolution reinforces the 4 themes on which the Strategy had initially been launched: Sustainable Urban Management, Sustainable Urban Transport, Sustainable Urban Planning, Sustainable Urban Construction.

The challenge launched by the Aalborg Commitments – and acknowledged by the ENVIPLANS Guidelines – is even higher: “Commitment 2.4 Ensure that sustainability issues are central to urban decision-making processes and that resource allocation is based on strong and broad sustainability criteria”.

The Thematic Strategy, the European Parliament Resolution, as well as the many European experiences pursuing this concept (“...several Member States have legislated or put mechanisms in place to require integrated management of the urban environment”)⁸, represent a challenge, which ENVIPLANS has decided to take on and to develop further as follows: provide local administrations with a **Management Plan – integrated and sustainable – of the urban environment**, which does not just identify one area or the landscape to protect, but rather defines in a more active way, “**what to do**”. All this, in order to spread a new culture and awareness, restore and upgrade environmental resources, make a more efficient and just use of them, innovate settlement models, mobility, economy and construction industry in the light of sustainability.

Next to highlighting the most pressing factors in regard to the urban environment, these Plans identify **synergies** and mutual benefits, define a set of **priorities**, allocate **resources** and activate **partners** for implementation.

1.2 The role States and Regions of southern Europe are asked to play

According to the 2006 Communication, it is the responsibility of the Member State and the Regions to adopt the recommendations expressed by the Strategy: “... *The Commission strongly recommends local authorities to take the necessary steps to achieve greater use of integrated management at the local level and encourages national and regional authorities to support this process...*”

They must therefore trigger effective strategies, create financial incentives (by directing funds and developing related calls for proposals) and methodological tools to support local authorities in the development of urban environmental management plans.

Thus, the city networks and local authorities involved in the ENVIPLANS project now expect a clear commitment from sides of States and Regions (possibly fixed by a binding date). One possible commitment, for example, may be the definition of **national and regional strategies for the urban environment** via adequate consultation of the cities and their representatives (of course, by formulating it differently in the different States, and by taking into account each specific context). What is hoped to be achieved is the development of national and regional strategies with measures aiming at a clear result. Where necessary, this may mean the introduction of these plans and approaches into existing local administrative planning procedures, or the adoption of supportive measures and incentives to stimulate the spread of these approaches in all urban areas or in those reaching a certain size. All this, within a given time frame, which still needs to be defined.

1.3 The South-EU Urban ENVIPLANS project

While awaiting the adoption of these recommendations by the States and Regions, and the development of effective solutions, ENVIPLANS’ project partners⁹ have started making their own considerations and proposals.

Many ideas and practical experiences have been developed in the past years through meetings, working groups or pilot projects¹⁰. Nonetheless, the South EU Urban ENVIPLANS project, started in

2005 and co-financed by the Environment Directorate-General (DG) of the European Commission¹¹, has been expressly set up to assess, anticipate, improve and spread the word adopted by the European Strategy on the urban environment. These Guidelines develop the recommendations of the Strategy and apply with coherence the requests launched by the European Parliament Resolution. ENVIPLANS' aim is therefore **to encourage, especially in southern Europe**, the development, exchange and implementation of practical experiences in matters of preparing plans, programmes, and integrated management systems for the urban environment¹².

The need for a common and specific action in southern Europe is due to the absence of well-defined and supportive national and regional policies in several Mediterranean countries, causing southern Europe to lag behind many countries of central and northern Europe. Meanwhile, the central role played by local authorities as an active part in the formulation of sustainable development actions, as well as a possible cultural "bridge" for countries of Eastern Europe, Northern Africa and the Mediterranean, is

gradually emerging in southern Europe. In fact, the 3 local authority networks (Italian, French and eastern Adriatic comprising Greece, Slovenia and other non EU countries), involved as project partners of ENVIPLANS, have taken on this positive role.

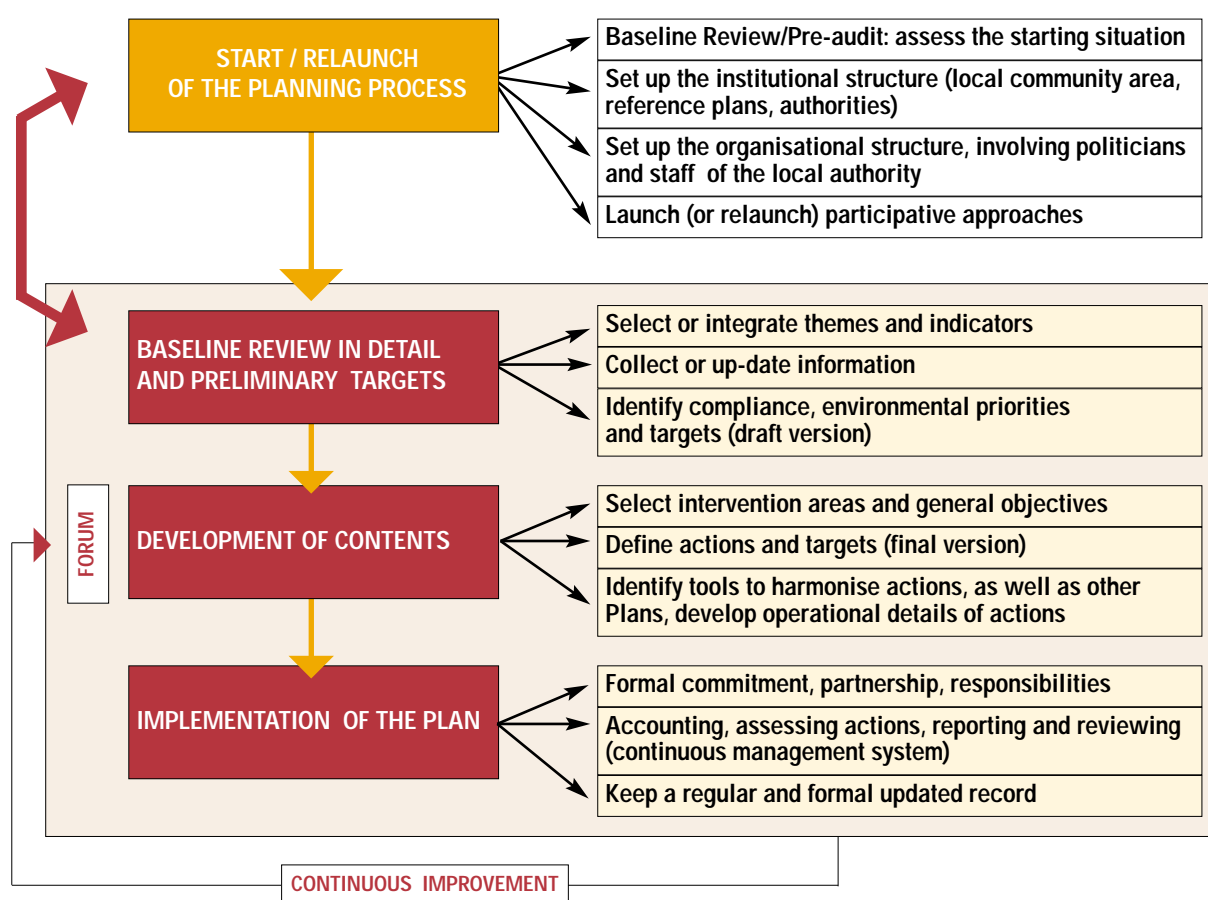
1.4 ENVIPLANS Guidelines

ENVIPLANS has promoted and co-ordinated the **research of integrated planning and management approaches for the urban environment in five urban areas** (Core group)¹³ and an **exchange of ideas** between approximately 30 cities of southern Europe – from Italy, France and the Adriatic (Advisory group), helping out in identifying requisites and solutions needed in southern Europe.

The added value of these Guidelines resides in the fact that they have been **developed "in the field" via participation and approval of its end-users**, as well as by drawing on practical experiences from some of the most advanced local authorities in southern Europe, directly involved in formulating these Guidelines. To this end, during the 2-years running of the project, the partners' networks have organised

ENVIPLANS participating cities





several meetings and thematic seminars (involving therefore Italian, French and Adriatic-Ionic members), and represented an opportunity to call for a discussion between the Advisory and Core Groups on particular aspects of the planning process and on integrated management approaches or other specific intervention fields.

For ENVIPLANS the starting point was to view environmental planning and management as a circular process, subject to continuous improvement. However, the cities participating in the project display differing situations. Some cities have already completed the entire cycle, some have only just started. Nevertheless, it is important for all of them, to strengthen their experiences, to improve tools and to take up all possible opportunities to relaunch the cycle of continuous improvement.

According to the framework developed for this project, the planning cycle itself must cover the following **4 steps** in order to be effective:

1. Start or relaunch of the planning process
2. Baseline Review and identification of preliminary aims and priorities
3. Development of contents of the Plan
4. Implementation of the Plan

Having this framework in mind as a general reference, a comparison between ENVIPLANS cities was carried out by trying to **answer the following questions**:

- What should the nature of the Plan be and how should organisational and institutional aspects be incorporated and directed towards the development of the Plan?
- How can an initial assessment be followed up and directed towards the development of the Plan?
- How should contents of the Plan be detailed in order to facilitate its implementation?
- How should evaluation tools and monitoring practices be adopted?

The recommendations described in the following chapters are the result of this exchange of ideas and can be summarised in **10 key ideas**. They also sum up the **general principles proposed by ENVIPLANS**:

1. Understanding the context – Identifying priorities
2. Adequacy of human and organisational resources
3. Adoption of a – long term – wider community area - Strategic Vision
4. Moving towards action – defining implementation tools
5. Clear definition of targets and indicators to achieve and monitor progress
6. Integration and improvement of existing planning and management procedures
7. Political legitimacy and support
8. Communication and consultation in participative planning processes
9. Widespread responsibilities in implementing the Plan
10. Monitoring and assessment of progress and barriers – Continuous improvement

Just as indicated by the European Strategy, ENVIPLANS suggests to adopt the above 10 ideas as key requisites for a “minimum” good practice planning and to make reference to the models and terminology adopted by the most recent and innovative environmental management tools developed (EMAS, ISO, Environmental Accounting, etc.), as well as to the commitments subscribed by the European Cities at the Aalborg Conference in 2004 (Aalborg Commitments).

The **Guidelines** summarise the outcome of this work and report the main observations derived from discussions between the cities. They have been integrated with additional proposals or with further reading suggestions.

The Chapters of the Guidelines have been structured according to the 4 steps previously outlined:

- **Chapter 2 and 3** (Starting or relaunching the planning process)
- **Chapter 4** (Baseline Review in detail and identification of preliminary targets)
- **Chapter 5** (Development of contents and Implementation of the Plan)

Note

2. Link to the website: http://ec.europa.eu/environment/urban/thematic_strategy.htm; Link to the “Thematic Strategy on the Urban Environment” - 11.1.2006 - COM(2005)718 final report http://ec.europa.eu/environment/urban/pdf/com_2005_0718_en.pdf
3. Link to the website: http://ec.europa.eu/environment/urban/towards_com.htm ; Link to the report “Towards a Thematic Strategy on the Urban Environment” - 11.2.2004 - COM(2004)60 final report http://eur-lex.europa.eu/LexUriServ/site/en/com/2004/com2004_0060en01.pdf
4. Link to the website: http://ec.europa.eu/environment/urban/experts_working_groups.htm; link to the report http://ec.europa.eu/environment/urban/pdf/fin_rep_urban_emps.pdf;
5. 10 Commitments towards sustainability signed by around one hundred European local administrations: link to the website www.aalborgplus10.dk; www.europa.eu.int/comm/environment/urban/aalborg.htm; the ACTOR Project <http://www.actor.sustainable-cities.org.uk/> is developing a website (www.localsustainability.eu) containing documentation and tools helpful for implementing the 10 Aalborg Commitments.
6. To read the integral version see <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P6-TA-2006-0367+0+DOC+XML+V0//EN>
7. Thematic Strategy on the Urban Environment - 11.1.2006 - COM(2005)718 final version
8. Belgium (Flanders), Denmark, France, Hungary, Poland, Slovenia: legislation; Cyprus, Czech Republic: are studying the mechanism; UK: some elements; in Slovenia, the adoption of an environmental Plan has become a binding obligation for its main cities.
9. ENVIPLANS’ project partners: COORDINAMENTO NAZIONALE AGENDE 21 LOCALI ITALIANE – this organisation was constituted in 1999 in order to co-ordinate Italian Local Agenda 21 processes and to promote sustainable development models.

Official website: www.a21italy.it

COMITÉ 21 – the French Committee on Environment and Sustainable Development was established in 1994. Its main objective is to contribute to the implementation of French Local Agenda 21 processes. Official website: www.comite21.org, www.agenda21france.org

F.A.I.C.T. - FORUM OF ADRIATIC AND IONIAN CITIES & TOWNS – association of cities and States of the Adriatic and Ionian area, promoting economic, social, cultural and scientific integration. Official website: www.adriatic-ionic.org

AMBIENTE ITALIA – a Scientific Research and Consulting Group, operating in the field of local and environmental planning, assessment and project development. Official website: www.ambienteitalia.it

BRISTOL CITY COUNCIL – situated on Britain’s western coast, the city of Bristol has adopted a development strategy based on the protection of environmental resources such as air, water, soil and energy, in order to guarantee a healthy future to its citizens, children and wildlife fauna present in the city. Official website: www.bristol-city.gov.uk

10. Examples for Italy are the CLEAR project (www.clear-life.it), the TANDEM project (www.provincia.bologna.it/ambiente/tandem/) and Sustainable Cities Working Group (www.cittasostenibili.it); an example for the Adriatic area is the ADRIATIC ACTION PLAN (www.aap2020.net).

11. Other projects have been funded by DG Environment for this purpose. A close collaboration with the projects Liveable Cities <http://www.eurocities.org/liveablecities/index.php> and MUE25 <http://www.mue25.net> has been activated.

12. www.enviplans.net

13. ENVIPLANS’ experimental Core Group:
The urban area of Florence (Italy)
The urban area of Padova (Italy)
The urban area of Cosenza/Rende (Italy)
The urban community of Ouest Provence (France)
The city of Rijeka (Croatia)

2

Getting started to launch
or relaunch
the planning process

2 Getting started to launch or relaunch the planning process

As outlined in the previous paragraphs, the weak planning and management capacity of the urban environment in southern Europe urges for the development of new tools.

However, any new definition or development must **bear in mind the strengths and weaknesses of current planning tools** in these countries.

For this reason ENVIPLANS decided to place the running of a so-called “Pre-audit” as the first step of the planning process.

2.1 Baseline review: understanding the context. ENVIPLANS’ Pre-audit method

ENVIPLANS’ Pre-audit undergoes a process called “**Peer review**” (an evaluation completed by equals), generally carried out by one or more “auditors”: an expert in the field, one or more colleagues from another local authority (and somebody appointed with the task of arranging and reporting back findings). The aim of the Pre-audit is to develop a preliminary Baseline review and evaluate initial conditions, strengths and weaknesses, before starting a new integrated planning cycle.

During the assessment, the auditors, along with the technicians and city administrators, will:

- identify local challenges and priorities on which to act on;
- examine the possibility of integrating existing plans;
- specify the key passages needed at local level to develop an integrated environmental planning cycle;
- identify the human and financial resources needed to start the planning cycle;
- define the Road Map and guidelines needed to launch (or relaunch) the planning cycle.

2.1.1 Pre-audit: the steps to follow

Identify an internal “referee / co-ordinator”

- He/she will play a crucial role in helping the city preparing and carrying out an audit and will interact with the external auditor. This person must:
 - be acquainted with the city, the working of the public administration and its internal and external key contacts;
 - ensure that all key persons (politicians, officers, head of departments, consultants) have been contacted and manage relations with the external auditor;
 - help to explain and to interpret correctly the information requested by the Pre-audit report;
 - ensure information collected is correct and made available in time.
- These arrangements should not take up more than 3-4 days. The efforts made will help save time later on and are an efficient way of launching the planning process in the right direction.

Assistance

- The external auditor will contact directly the co-ordinator appointed by the city. However, if the city hasn’t yet nominated a co-ordinator, then the auditor will have to make the additional effort of identifying more subjects and involve this wider group.
- Contacts occur via e-mail or phone and aim at clarifying final goals of the Pre-audit.
- Plan a site visit and arrange interviews which will take up approximately half a day. Or else, send via mail some instructions on how to complete the Preaudit report, asking the local authorities to collect and organise the documents and information needed.
- Once the first information has been collected, the auditor sends either the minutes of the interview or a preliminary draft of the Report to the referent of the city. At last, the auditor reviews the final version of the Report.

2.1.2 Pre-audit: contents of the report

Socio-economic frame (latest up-date)

- Population density and number of inhabitants (it is suggested to cover a wider area, such as a metropolitan area or a cluster of annexing municipalities etc.)
- Main economic sectors and vocation (suitability) of the local area
- Demographic and socio-economic trends (income, employment, social cohesion. etc.)

Institutional and organisational aspects

- Time frame of the elected administration
- Internal organisation (especially of departments and services dealing with environmental issues)
- Availability of human resources working on environmental issues (internal staff and external consultants)
- Presence of development agencies and public utility service companies
- Level of decentralised competencies (delegated at district-level etc.)
- Existence of partnerships between annexing administrations (metropolitan authorities etc.), generating better conditions for vertical/horizontal co-operation

General priorities and political commitment towards the environment

- Existence of formal acts committed to sustainability (for example, signing-up to the Aalborg Commitments, municipal resolutions, joining of a network, aiming at activating a Local Agenda 21 process, etc.)
- Political commitment towards the environment by the public administration (mandate's programme, council's resolutions)

Planning tools dealing with environmental issues (binding)

- Urban Area Plans, Waste Management Plans, Mobility Plans, Energy Plans, etc. (even though they do not directly fall under the public administration's activities, operational plans of public utility service companies should also be considered, especially if under public control; higher institutional plans – for example, provincial plans – should also be considered if relevant for improving co-operation at institutional level)

Participative planning tools, of environmental relevance (voluntary)

- Strategic Plans, Local Agenda 21 processes, etc.

Management and reporting tools (voluntary)

- ISO14001, EMAS, RSA, regular environmental accounting, etc.

Solutions adopted to promote the integration of environmental and local policies

- Harmonisation (aiming at implementing Local Agenda 21 processes or other sustainability strategies) of different Departments or Unit Offices (internal Forum), joint decision-making procedures, impact assessment of local strategies on the environment (SEA or similar tools)

Participation and partnerships

- Existence of citizen's Forum, consultation structures and participative processes
- Agreements, arrangements and protocols between the public and private sector

Financial resources

- Allocation of funds for the running of assessments, concerted actions, implementation of environmental planning tools, Local Agenda 21 processes etc.

2.1.3 Pre-audit: main environmental aspects

Using all the data, information and reports available, a preliminary description of existing weaknesses should be possible (critical points, non-compliance with norms etc., even a simple qualitative analysis is sufficient).

Main aspects to consider:

- Air
- Water
- Noise
- Natural resources and biodiversity
- Land use
- Cultural heritage and built environment
- Waste
- Local development
- Mobility
- Climate Change and energy
- Enterprises
- Other themes (for example those covered by the Aalborg Commitments)

2.1.4 Pre-audit: self-evaluation

The local administration carries out a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis, based on the information gathered in the first part of the report. It should consider the following points:

- **Strengths:** success stories experienced inside the administration, on which it can further built on (competencies, resources, best practises, successful policies etc.)
- **Weaknesses:** factors inside the administration that could hinder the development of the planning process (lack of staff involvement, bad organisation, slow decision-making etc.)
- **Opportunities:** external factors that could influence positively the planning process (new synergies and co-operation opportunities, positive political trends etc.)
- **Threats:** external factors that could harm the development of the planning process (lack of political support at higher levels, opposition from strong parties, etc.)

TOOLS ARCHIVE Accessible via link

GO TO THE PREAUDIT CHECKLIST

<http://www.a21italy.it/a21italy/enviplans/guidelines/tools>

The Local Evaluation 21 Project¹⁴ website proposes an interesting method to assess the quality of participative approaches (Local Agenda 21, Participative Planning etc.). As the information provided aims to highlight strengths and weaknesses of present planning processes, the website might be of interest to administrators and auditors.

2.2 ENVIPLANS Pre-audit: findings

The Pre-audit experimented with the 5 Core Group cities (followed by an examination of results by the 30 advisory cities) turned out to be very useful and has revealed a very varied situation. Findings are summarised in the report “ENVIPLANS Pre-audit – integrated reading and summary evaluation of the 5 case studies” – which represents a first step towards the drafting of a Baseline Review, as recommended by the Aalborg Commitments.

DOCUMENTS ARCHIVE Accessible via link

GO TO ENVIPLANS PRE-AUDIT (INTEGRATED READING AND SUMMARY EVALUATION OF THE 5 CASE STUDIES), AS AN EXAMPLE OF HOW TO DEVELOP A PRE-AUDIT

<http://www.a21italy.it/a21italy/enviplans/guidelines/tools>

However, the interesting feature worth a mention, and common to all 5 cities, is the presence of a set of planning tools, which differ for their function, theme and intervention scale, but to which the new planning cycle needs to link up and relate in a coherent and systematic way.

2.2.1 Other plans to be taken into account

First of all, it must be said that, thanks to European policies, southern Europe has started, in recent years, to adopt **sectoral environmental Plans** (at municipal level or as urban agglomeration). These define actions focusing on the protection of specific environmental compartments (in Italy, for example, there are Noise Control Plans, Clean Air Plans, Electromagnetic Radiation Control Plans, Energy Plans etc.). Executive plans of public utility service companies (especially when under public control) also need to be included – even if not directly falling under the public administration’s tasks. This is also true for higher institutional plans – for example, provincial ones – if they represent an opportunity for improving institutional co-operation.

Other **local Plans, of a more established tradition**, are those defining strategies and procedures for managing development patterns which influence the environment (Urban Traffic Plans, Wider Urban Area Plans, Trading Plans etc.).

Some of these Plans are rather weak in terms of strategic weight (environmental) or executive power

(local). Above all, however, these **Plans do not link up with each other and do not approach problems in an integrated and participative way**. Nevertheless, all these plans have usually a regulatory function and are generally (but not always) provided with resources and state clear objectives, at least, in regard to their main area of interest.

Secondly, it is worth remembering that local administrations in southern Europe are finally starting to adopt **internal “management” tools**: in Italy these are represented essentially by the so-called “Piano Esecutivo di Gestione” (PEG) or “Work programme”, setting the administration’s objectives and targets, and by the “Budget Planning”. Ideally, these tools stem from more strategic programmes and plans (although currently not much developed, unless in form of a short mandate programme) and aim at allocating administrative activities and human resources in the short and medium term. Cases, in which these tools have been integrated or influenced by more innovative management tools, concerned with environmental priorities (such as the production of environmental and sustainability reports and environmental accounting) are still rare. However, these latter are the tools to which the planning cycle needs to refer in order to guarantee its implementation and management in the long run.

Furthermore, in recent years, there has been a spread of more innovative planning tools, which adopt integrated approaches and which are more in line with the Thematic Strategy’s proposal of an integrated environmental plan. In Italy, the formulation of **Action Plans, as a result of Local Agenda 21 processes** has been practised for the past 10 years, while in France, local participative environmental strategies, called **Chartes pour l’Environnement**¹⁵, have been developed since 1992 and are voluntary-based and similar to Local Agenda 21 processes. Recently, the adoption of **Strategic Plans** has become more popular in both countries. Either as a result of voluntary-based initiatives coming from some larger cities, or else, as a result of European Commission policies, which consider it a pre-requisite for allocating Structural Funds. However, from a decisional standpoint, initiatives are “weak” in the majority of cases. They lack in executive and institutional power, compared to other decisional tools.

Nevertheless, in some cases the starting-up of these processes is launched by a formal, political commitment (for example, a City Council or Board resolution acknowledging the Aalborg Commitments, or environmental commitments stated in the mandates’ programme).

However, they set out overall visions and strategies which have been developed through local consultation and by addressing community interests rather than “strong powers” or individual interests. Therefore, they are much more wide-ranging than traditional planning approaches. Thus, they represent the best “source” for the development of urban environmental management Plans, characterised by a wider vision and by a bottom-up approach.

The fact that **local Plans**, along with all other sectoral Plans, are becoming – thanks to a European Directive – subject to **Strategic Environmental Assessment (SEA) procedures**, pushes them, or will in the future push them, towards innovation, forcing them gradually to include environmental issues. The major obstacle in applying a SEA procedure to Plans is often due to the absence of environmental objectives and strategies (in other words, the lack of a local environmental plan), on which to base and develop the required (impact and continuous) assessment. In the absence of an environmental plan, the SEA procedure needs to formulate a set of objectives for itself. However, the setting of objectives is considered part of the planning procedures the SEA is supposed to assess. Thus it is not eligible (and generally, the SEA neither has the autonomy, nor the time or the resources to do it) and usually ends up developing an assessment which is self-referring (only of internal coherence, based merely on the Plan’s objectives it is self-assessing). Recalling the SEA is therefore just useful to highlight the urgency to produce environmental plans and strategies as a complementary tool to guarantee the correct and indispensable application of the SEA.

Finally, although still carried out on a voluntary basis, a reference needs to be made to the **Environmental Improvement Plans required by EMAS or ISO registration**. If adopted by the local authority, they represent a planning model (provided with a management system, an external audit scheme and a regular updating record), very

similar to the one proposed by ENVIPLANS. Hence, any (rare) presence of an environmental management system would constitute the basis on which to build an environmental management Plan provided with a strategic vision. In the reversed case, an EMAS registration would be a nearly natural outcome of the Plan's development.

In this context it is worth mentioning the fact that, in its recent Resolution, the European Parliament, *"considers that the SUMP should take into consideration, among others, the following documents:*

- *Waste management plan (directive 75/442/EEC on waste, as amended)¹⁶*
- *Noise maps and action plans, if available (Directive 2002/49/EC relating to the assessment and management of environmental noise)¹⁷*
- *Local air pollution plan or programme if available (Directive 96/62/EC on ambient air quality assessment and management)¹⁸*

- *Local Environmental Plans and Programmes pursuant to Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment¹⁹*

Other important aspects that have emerged from Pre-audit findings and which need to be considered, are the institutional and organisational assets of each case study: time frames of the elected administration, internal organisation, availability of human resources working on environmental issues, the presence of development agencies and public utility service companies, decentralised competencies at municipal level, partnerships between annexing administrations, possible organisational or administrative solutions to promote the integration of environmental policies into other local policies. All aspects which, as we will see in the next chapters, will play an important role in influencing institutional and organisational choices.

Note

¹⁴ <http://www.localevaluation21.org/index.php?language=en>

¹⁵ Established by the ministerial communication of 11 May 1994, Environment Charters are documents of a "contractual" nature. The local authority commits itself to improving the environment and the quality of life of its community, while the State guarantees compliance with the objectives, acknowledges the political and executive role played by the local authority and provides financial assistance (during the set-up and implementation phase). The Environmental Charters use a participative approach and – similar to Local Agenda 21 processes –

consist of 3 key steps: assessment (Report on the State of the Environment), identification of strategic goals; drafting of an Action Plan under the guidance of a pilot committee, constituted by the regional and local authorities concerned.

¹⁶ OJ L 194, 25.7.1975, p. 39. Directive as last amended by Regulation (EC) No 1882/2003 (OJ L 284, 31.10.2003, p.1)

¹⁷ OJ L 189, 18.7.2002, p. 12

¹⁸ OJ L 296, 21.11.1996, p. 55

¹⁹ OJ L 197, 21.7.2001, p. 30

3

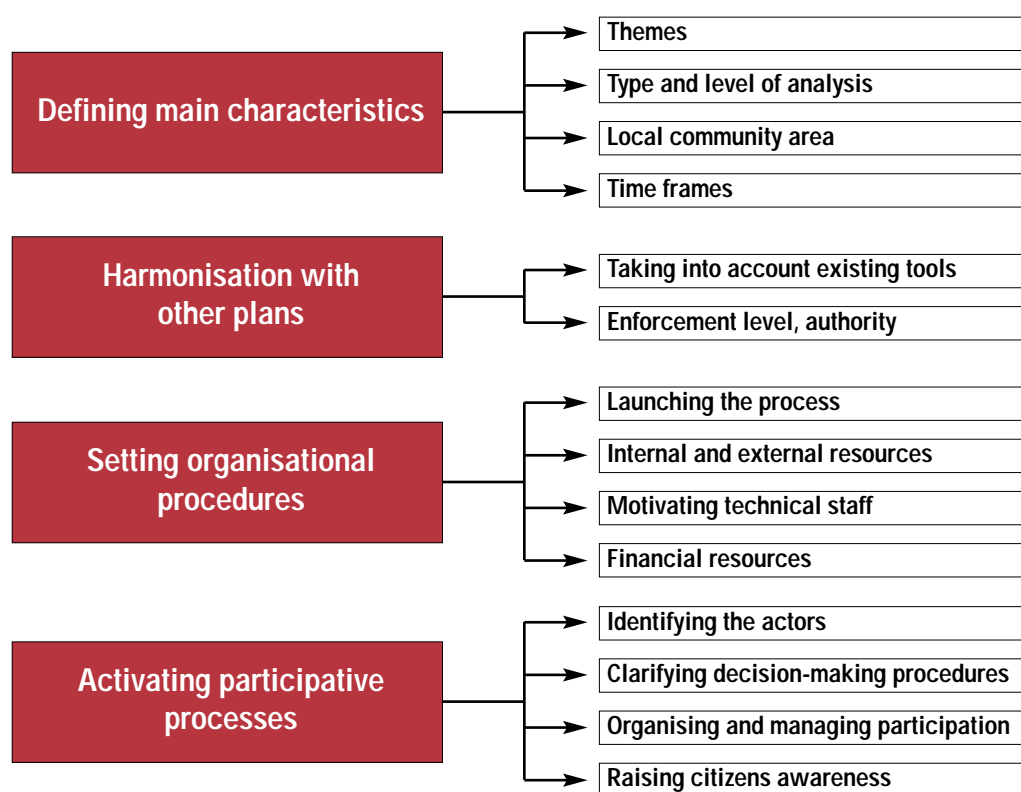
**Considering organisational
and institutional aspects
for the development of the plan**

3 Considering organisational and institutional aspects for the development of the plan

The results of the 5 Pre-audits, outlined in the previous chapter, have been discussed by ENVIPLANS' Core Group and participants. Through concerted action they sought to define the nature and ideal qualities of an integrated planning and management cycle for the urban environment.

They also took into account the harmonisation with other existing management tools, as well as the specific context of each situation.

The overall observations produced have given rise to the following "Guidelines". They are aimed at the widest number of European local administrations.



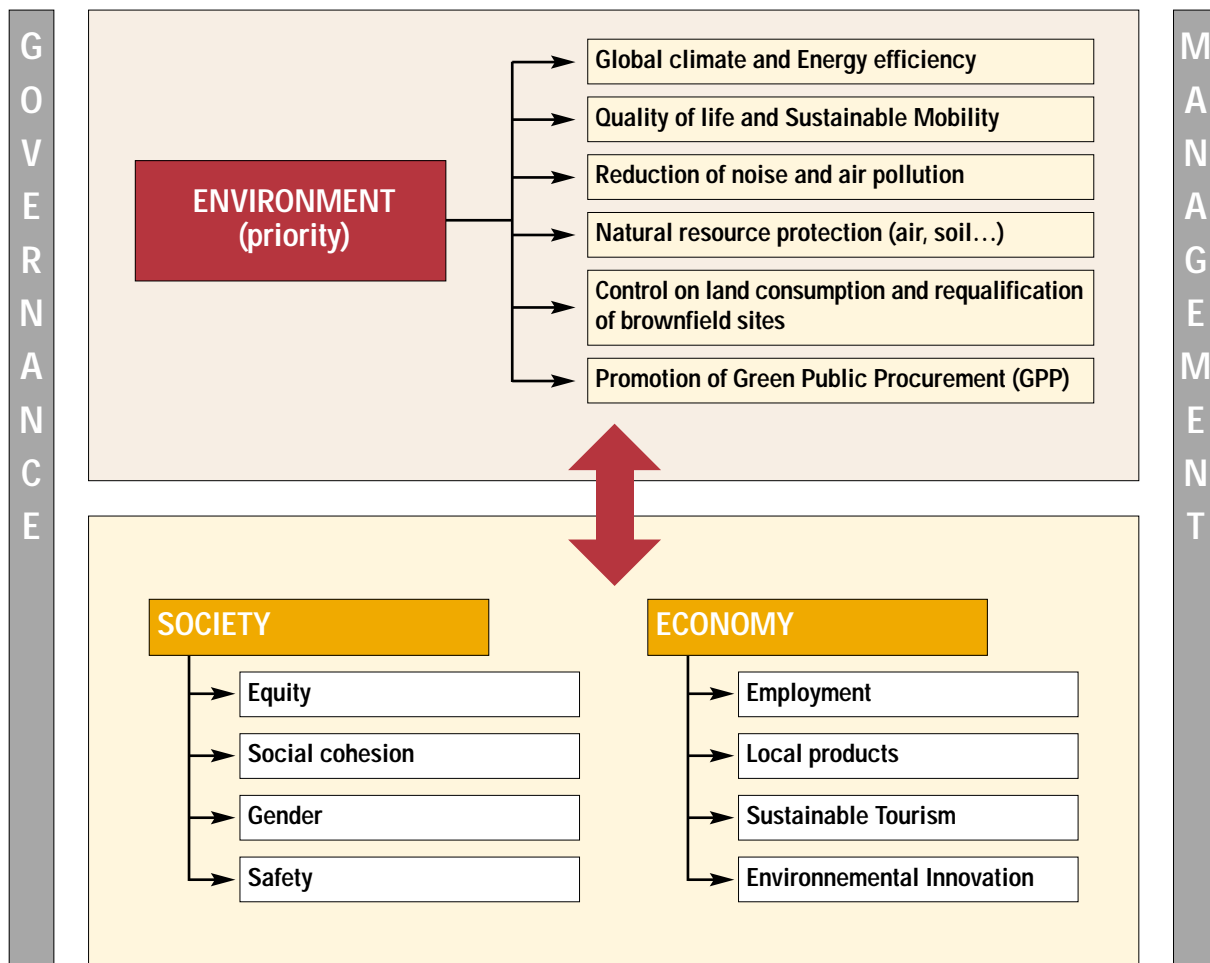
3.1 Defining what constitutes the planning cycle

3.1.1 The Plan's themes

Above all, planning and management should focus on the **most pressing environmental problems** of a specific urban area. However, their correlation with **regional and global questions of sustainable development** should not be disregarded.

The **European Thematic Strategy for the Urban Environment** lists them in regard to European policies, as follows:

- Climate protection
- Protecting biodiversity, the natural and urban landscape, the cultural heritage
- Promoting quality of life
- Preventing noise and air pollution
- Sustainable use of natural resources such as soil, water, energy, waste
- Sustainable transport
- Energy efficiency in the building industry
- Controlling urban sprawl and soil impermeability
- Reuse of brownfield sites
- Green public procurement.



Also worth mentioning are the **Urban Environment Accords**²⁰ promoted by the United Nations and signed in San Francisco during the World Environment Day in 2005. These identify the following intervention themes:

- Energy
- Waste
- Urban Design
- Urban Nature
- Transportation
- Environmental Health
- Water

Another important source of reference are the **Aalborg Commitments**²¹, which develop further the environmental themes listed by the Strategy, using a more integrated approach and extending issues towards:

- **economic implications** (encourage employment and promote good corporate practice in business, industry, trade, tourism)
- **social implications** (equity, cohesion, gender, safety)

and by renewing efforts in matters of

- **Governance** (transparency and involvement of citizens in decision-making processes) and
- **Management** (action plan, definition and setting of objectives and targets, monitoring progress, relaunching the planning cycle).

Themes covering social aspects (poverty, education, health etc.) are also the main issues dealt by the **Millennium Development Goals** campaign promoted by the United Nations and signed by many city networks.²²

To clearly define priority actions, it is advisable to seek the Pre-audit's findings (the Aalborg Commitments refer to a "Baseline Review" which we discuss in Chapter 2) and to broaden contents by elaborating a **Report on the State of the Environment and Sustainability** (similarly, EMAS requires an initial environmental assessment and in Chapter 4 some recommendations are made in regard to it) and to update it periodically in an

COMMENTS

E. Nora

Provincia di Modena

The UEMP must focus at once on well-defined environmental themes, as well as on the wider context of sustainability. The UEMP should not be simply seen as a tool

to solve environmental emergencies at local level, but should incorporate the concept of sustainability itself. Having a cross-sectoral approach, it embraces a multitude of aspects and modifies the interpretation of environmental issues.

For instance, the use of materials extracted from a quarry outside the local community's boundaries produces large-scale environmental impacts, which must be considered when making decisions.

A-M. Sacquet

Comité 21

The UEMP should refer to the following 6 thematic goals:

- 1 Reduce the ecological footprint
- 2 Regenerate ecosystems
- 3 Invest in sustainable development economies
- 4 Ensure well-being and safety for everybody
- 5 Promote for a competent and responsible community
- 6 Exchange and co-operate with other cities of Europe and the World

■ **Garlaban Huveaune Sainte-Baume.** These plans must refer to particular local problems. The UEMP must include objectives and not simply list an index of measures.

■ **SAN Ouest-Provence.** The concept of ecological footprint is a way to express concern for different environmental impacts: energy consumption, waste production, food production etc. Footprint calculations help to raise pro-active involvement of the actors of the project.

■ **Ouest Etang de Berre.** Urban spatial scale should be taken into account, as it is a cross-sectional theme,

which covers many of the challenges of sustainable development: traffic congestion in cities, air pollution, energy consumption, loss of biodiversity etc.

■ **Dracénie.** One cannot talk about urban environment without considering architecture and urban design

■ **SAN Ouest-Provence.** Car traffic causes safety problems, pollution, climate change and health problems. The car is also the cause for the disappearance of urban centres: the exclusion of pedestrian areas, the closing down of small shops, due to the location of supermarkets outside urban centres

objective and well-documented way, in order to highlight priorities, progress and problems encountered.

3.1.2 Profile and level of analysis

The level of analysis reached by the planning cycle strongly depends on the context. However, **three different situations** can be identified:

■ CASE 1. IDENTIFYING A NEW LONG-TERM STRATEGY

If no wide-ranging "sustainable" planning tools (such as for example the Aalborg Commitments or an Agenda 21 Plan) do yet exist at local level, then a management and planning tool is needed, which allows to move towards a wider, medium and long-term vision, as well as towards sustainability.

■ CASE 2. STEERING AND INTEGRATING EXISTING STRATEGIES THROUGH INTERVENTION PRIORITIES

If a strategic Plan already exists (mandate's programme, local development Plans, voluntary-based strategic Plans) without, however, being directed towards sustainability, it still represents a good starting point. However it will need some integrations, specifying which aspects need most improvement in the light of reference frames such as the Aalborg Commitments.

■ CASE 3. IMPROVING IMPLEMENTATION OF EXISTING STRATEGIES

Should these strategic and sustainable tools already exist, instead of duplicating efforts, it is important to adopt tools capable of improving management and implementation procedures of these Strategic Lines.

3.1.3 Which local scale should be adopted

As has been stated, different situations may need different solutions; but overall it can be said that:

- In regard to the definition of strategies and goals, planning should refer to a homogenous local community area, usually of a higher administrative level (this is true, in particular, for topics such as air, mobility and water, which, by their nature, are not linked to the administrative boundaries of a single municipality).
- From a more operational standpoint, actions should be run by the authority closest to the area of competence, and need to specify this aspect. Nowadays this position is generally held at municipal level (except for cases in which an aggregation of municipalities holds some effective powers, such as the Union of Municipalities and Cde Agglomeration in France, or, as in other countries, the decentralisation of municipalities into district-zones etc.)

The Interim Communication “Towards a Thematic Strategy on the Urban Environment” (as well as the European Parliament Resolution) identified urban

agglomerations – as classified below – as priority intervention areas. It suggested that Member States should appoint (in accordance with regional and local bodies) the pertinent authorities and structures responsible for the development and implementation of the plans, as well as define the geographic area covered by each plan: *“portion of territory with a population of more than 100.000 inhabitants and/or with a population density for which the Member State considers it alike an urban area. All capital cities and cities with more than 100.000 inhabitants are included”*.

The final Communication “Towards a Thematic Strategy on the Urban Environment” makes no longer an explicit reference to this definition. Instead it undertakes the role of disseminating integrated urban environmental management approaches *“by recommending to all European urban areas the adoption of management plans and systems to ensure the effective implementation of integrated approaches”*.

3.1.4 Time frame of the planning cycle

Planning should develop over two time frames: a **long-term** planning period (in which to develop strategies and pursuit in full the goals set) and a **short-term** planning period (in which to plan the achievement of a given set of actions and to reach the prefixed intermediate targets).

According to the **Expert Group on Urban Environment**, the *“UEMP must define strategies which have a time horizon of 15-20 years. Thereupon a more detailed programme must be drafted, taking into account the long term vision and the specific short and medium term targets coherent with the overall strategic goals. The Plan has to be up-dated every 4-5 years, just the same way as provided by national/regional law for the other plans”*.

COMMENTS

The French advisors

present at the Draguignan and Martigues meetings

Urban conglomerations (intercommunalité) seem an appropriate scale, as they get hold of the competencies and financial resources needed. However, cities remain a crucial base for social support (nearer to its citizens, quality of services).

Italian advisors

present at the workshop held in Venice

For the Italian case study, the two time frames could look as follows:

a **long-term** strategic planning period (5-10 years), lasting beyond the political mandate of an administration

a **short-term** operational planning period (1-3 years)

The executive programme of the UEMP should be linked up to the financial and human resources programme of the authority (for example, the annual or 3-years' PEG). It is advisable not to overlap time horizons of the UEMP with the time horizons of politics.

3.2 Defining the relationship with other existing plans, regulations and statutes

3.2.1 Taking into account both existing and pending plans and tools

The new integrated planning cycle should provide a more organic structure to the overall planning system present at local and “inter-municipal” level, in order to influence environmental sustainability of the area and to overcome contradictions deriving from an excessive fragmentation of sectoral policies²³. Well co-ordinated and coherent management solves not only potential conflicts, but provides furthermore an opportunity to strengthen different sectoral policies.

The integrated Plan represents, therefore, the document where existing goals and strategies are drawn up into a methodical plan. It completes the frame in cases where environmental policies have not yet been developed or are not appropriate, and – at the same time – where environmental strategies are already in place, it integrates and relaunches them with more detail.

The Plan defines its own structure also by taking into account time frames and the need for other tools. For this reason it is fundamental to produce a sort of **map of existing environmental planning processes**, in order to gain a broad vision of the starting situation. The Pre-audit phase represents a first step in this direction. Once the most relevant planning system has been identified and selected, it is possible to proceed with the production of maps in a more systematic way and the creation of a record of public Plans/Projects (including private projects, see chapter on “Participative methods”). Following points should be highlighted:

- Hierarchy of plans (if known, otherwise highlight possible overlaps)
- Themes dealt with (stating the level of analysis and state of implementation, if known)
- Time horizons scheduled and persons responsible for its implementation

3.2.2 Level of binding commitment and institutional power of the Plan

While waiting for Member States to take on the recommendations proposed by the Thematic Strategy and by the European Parliament Resolution (and by these guidelines), and to turn them into legislative and administrative practices, the Plan can be **formalised and become more binding** at local level by different means:

- A formal act (a resolution signed by the City Council or Board);
- by formalising the decision to consider the recommendations made (by the City Council or Board) and to include them into the framework of more official local Plans;
- by allocating economic resources and budget expenses expressly for the implementation of the actions (or part of actions) defined by the Plan;
- by linking it up to the general management programme (“Work Programme, setting objectives and targets”);
- by joining an environmental certification scheme (ISO or EMAS – procedures and documentation needed to achieve these certifications do not differ from those described in these guidelines)

If there is the wish to create an interaction between different environmental plans in order to draw them into one methodical plan and avoid the plan to be treated as marginal, then the obstacle deriving from sectoral competition and fragmentation – at both political and administrative level – must, however, be overcome from the start (by organising initiatives to raise politicians’ and technicians’ awareness).

FURTHER READING

ITALY

Italy:

Environmental policies in Italian cities

In 2005, CERIS-CNR/APAT carried out an analysis on planning tools existing at local level, subdividing them into three macro categories. The report also proposes a mapping system.

■ *Plans, programmes and laws concerning specific environmental sectors:* energy master plan, renewable energies, noise zonation and abatement, public lighting, methane pipelines, green areas, electromagnetic pollution.

■ *Urban planning:* urban master plan (PRG), executive plans, district plans, construction regulations, integrated intervention plans (PII), urban regeneration plans (PRU), urban regeneration and local sustainable development plans (PRUSST), European URBAN programme, district contracts, urban redevelopment plans.

■ *Mobility and congestion:* urban mobility plan (PUM), urban congestion master plan (PGTU), urban parking plan (PUP), 3-years local public transport plan, home-work mobility plan, time schedules plan. www.areeurbane.apat.it

FRANCE

The SCOT - Schéma

de Cohérence Territoriale

With the introduction of the law on Solidarity and Urban Renewal (SRU) in 2000 in France, the SCOT (Schéma de Cohérence Territoriale) has the aim to ensure coherence between the different local urban plans (local urban planning, urban mobility plans, local construction plans etc.) developed by the municipalities belonging to the same urban agglomeration.

COMMENTS

Ouest Etang de Berre and Pole Azur

Provence

It is hard to imagine another co-ordination document, in addition to the SCOT. The UEMP may nevertheless be a further elaboration of the SCOT, specifying environmental approaches.

Garlaban Huveaune Sainte-Baume

The Plan must be integrated into existing planning tools. What is needed is a method of environmental coherence – a Roadmap defining ambitious objectives.

Dracénie

Existing regulatory measures also need to be considered, such as, for example, the local sustainable development Plan and its impact assessment studies.

Ouest-Provence

The Environment Charter can help develop a Plan capable of directing

the SCOT towards “environmental” issues.

Pôle Azur Provence

Our Action Plan, developed on the basis of the Charte, includes one objective entitled “keeping an eye on cross-sectoral approaches” in order to ensure that environmental aspects are being integrated in every planning document.

Urban agglomeration Chieti-Pescara (IT)

Participation generates political relevance. In fact, plans developed by Local Agenda 21 processes do actually raise the role of environmental and sustainability themes in Urban or Strategic Planning (as ENVIPLANS' case study in Florence has shown).

Working Group on Sustainable Cities (IT)

The environmental Plan must be a constituent of the PSC (Municipal Structural Plan or equivalent urban

planning tool: the PRG, in the case of Italy – or other analogous tools in other countries of the Mediterranean area) and a point of reference for wider-area local planning. For this reason it should exert the same binding power. It is not enough to act on building codes. Regulations on urban planning, as well as on land use destinations, should be directed by the environmental Plan. The “urban design”, which comprises the architectural project or urban transformation, should therefore comply with an environmental evaluation of energy performances of buildings (SEA). The environmental Plan should also help extend participative approaches to urban planning. The environmental Plan should intersect with the main urban planning tools. Of course, in order to do this, it must be able to provide resources and define objectives via formal access to annual budgets or investments.

3.3 Resources and terms needed to develop and implement the Plan

3.3.1 Organisation: who initiates the process and how

In order to obtain the necessary political support and resources to implement the Plan, a structural solution at organisational level can be sought. For example:

- the Mayor and the most important councillors take on the political responsibility of promoting the Plan and pass the mandate on to the Director General
- the Director General networks with the various departments and services and hands the formulation of the Plan (this task must be

inserted into the administration's overall "Work programme, setting targets and objectives") over to a technical Co-ordinator (a Head officer, provided with resources and staff).

- the Co-ordinator organises the necessary resources and constitutes a "Plan Unit Office", characterised by an inter-sectoral working group (the most appropriate staff members are selected with the joint approval of the Director and of the other Senior officers)

It is important that the public administration sets up its **own working group** (for other Plans the term "Plan Unit Office" is frequently used), via co-ordination by the appointed Senior officer, who works out (directly and with the support of consultants) all the technical steps (or part of it, if

COMMENTS

Cesano Maderno, Desio, Meda and Seveso

The objectives of the Plan need to be supported by the Mayor and the Director General. Their approval may have a driving effect on the administration.

Padova

The political involvement of the Councillor is crucial: working with a Councillor who is aware of the importance of sustainability and of the meaning of the Plan, benefits internal performance.

Cosenza

The Director General is the one leading figure inside the local authority most suited to involve the political class and to co-ordinate the offices.

The French advisors present at the Draguignan and Martigues meetings

The entire staff of the administration should be engaged in the set up of the Plan (cross-sectoral approach). However, the administration must select one co-ordinator responsible for keeping the process alive and for monitoring progress, as well as for

evaluation and continuous maintenance of the process in time.

Pôle Azur Provence

The Services Department should manage the process.

Ouest Etang de Berre

The Services Department should manage the process, while the Environment Department should manage its application.

Dracénie

The most suited person to manage the Plan would be the SCOT co-ordinator.

Italian advisors present at the workshop held in Venice

To achieve the ideal structure and "Statute" of the "Plan Office", the most appropriate solutions to minimise risks should be sought:

- an internal working group, purposely constituted, with staff deriving from various services of the public administration. This solution encourages a cross-sectoral approach. However, it risks immobilisation.
- an internal office, that already exists,

has the task to gradually involve all interested sectors, as the project advances. From an operational point of view, this might be a rather effective solution. However, it risks failing the involvement of some key offices.

- an external agency, purposely constituted (fulfilling technical co-ordination tasks). This solution helps to open towards the outside, but risks lowering the sense of responsibility inside the administration.

The French advisors present at the Draguignan and Martigues meetings

A "steering committee"/working group should be set up, made of elected members of the public administration and institutional partners (Regional Council and Province, Government Services, Chamber of Commerce and Industry, Chamber of Professions, associated enterprises etc.)

the public administration chooses to transfer some tasks outwards. See below).

Some passages of the Plan (for example: the Pre-audit phase, some in-depth assessments, public consultation, set up and subsequent monitoring of a Forum) may be handed over to an “**external**” figure (outside the administration). This choice may also be useful in situations where it is crucial to keep the most disparate stakeholders of a network together “equally” (the municipalities of a metropolitan area, socio-economic interest groups, etc.). In this case, a more structured organisation (a permanent Commission, an Agency, an Association between private and public sector, a Foundation), accepted or directly appointed by the public administration, may be set up. The fact of being a permanent structure, open to the local community, will furthermore raise its importance.

3.3.2 Activating internal and external resources

With often scarce **internal resources**, optimisation should be sought. Offices should be provided with the necessary competencies and understanding

COMMENTS

Trento

The internal working group must be made up of members with a certain sensitivity towards the topics that are dealt with, as motivated persons guarantee better results.

Pavia

To include only motivated persons into the development of the Plan could be a bad choice, since the implementation of the Plan calls for the involvement of many interest groups, especially persons holding key positions.

The French advisors present at the Draguignan and Martigues meetings

Private partners may join the working group to define objectives of advancement and common evaluation indicators. All enterprises having an environmental impact should be identified: authorised dealers, public services, private enterprises, industrial areas

Ouest Etang de Berre

The private sector may represent a developer for good practices.

and should avoid the duplication of efforts, by eliminating functions no longer required and by concentrating responsibilities.

External consultants – if needed – should be employed mainly during the most difficult and innovative phase of the planning process, in order to help transfer knowledge and operational methods to the public administration. This will guarantee continuity in future management and up-dating activities.

3.3.3 Setting up, motivating and training technical staff

Training of staff members, as well as of the elected constituency, is of fundamental importance, if you are to improve their understanding of the problems to be solved, increase their motivation and the level of participation. Training programmes must refer to specific themes (management and up-dating tools or

COMMENTS

Italian advisors present at the workshop held in Venice

Training courses must be improved in order to raise staff's participation and productivity.

Pavia

Internal training programmes (seminars, professional exchanges) are the best solution for managing plans and projects, as they generate competencies, motivate internal staff and raise participation.

Venice

Attendance of seminars and courses may confer professional credits to the staff.

The French advisors present at the Draguignan and Martigues meeting:

■ Ouest Etang de Berre. Information and awareness-raising events (handbooks, presentations etc.) should be organised for all persons carrying responsibilities for the Plan.

■ Pôle Azur Provence. Staff should be informed about the various local community targets – energy, waste, transport, etc. – in a cross-sectoral way, but without being too general.

■ Ouest Etang de Berre. There is a real need for training of elected members.

methodologies to implement specific actions of the Plan) and to their practical implications. They must involve the staff in “hands-on” project experiences (under the guidance of instructors and experts).

Training programmes may be supported by award-winning incentives. For instance, the acquisition of know-how, followed by practical implementation, may represent an award-winning incentive.

FURTHER READING

The experience of Pôle Azur Provence

To develop the Environment Charter, we have invited all offices to participate in each step of the process. Staff members were informed using the following means:

- 1) a meeting in which to present the project;
- 2) various reminders, inviting them to join working groups;
- 3) weekly meetings with the direction: each Head of Unit organises a weekly meeting in order to discuss projects from other Units.

3.3.4 What financial resources can be counted on

The development of the Plan must be financed by **internal budget**, through the activation of *ad hoc* services or by using those resources of the budget covering strategic and environmental management activities. Generally, areas falling under the EU Regional Policy Objective, are provided with the necessary support to activate such procedures (Structural Funds, run by regional authorities).

Some phases of the planning process (participative approaches, specific analysis, development of management tools, etc.) may be supported by

COMMENTS

Dexia Crediop

To activate mechanisms of project financing, it is fundamental to group together many projects in order to achieve the minimum required scale. Thus, the role played by the Councillor and the offices administering financial resources becomes essential: they can raise financing opportunities and foster privileged conditions from banks, as well as act as a contact for managing the demand and offer of funds.

FURTHER READING

- Handbook on Environmental Project Funding EU - Spring 2005 - CE (many projects refer to calls for proposal 2000-06),
- EU Funding for Environment - A handbook for the 2007–13 programming period – April 2005 – WWF
- Further information: http://europa.eu.int/comm/environment/funding/intro_en.htm or, through service on payment <http://www.eucenter.org>

European funds, provided they represent some innovative approaches (e.g. funding opportunities through LIFE programmes or the 7th Research Framework Programme²⁴) and strengthen the exchange between European countries (e.g. INTERREG funding²⁵).

To implement the actions provided by the Plan, funding opportunities must be sought within the local authority's available budget (for example, by internalising environmental costs of projects run by other sectors) and through external funding (*ad hoc* national, regional and EU funds, Foundations and Banks, private sponsors who are interested in improving their image, in receiving tax relief, or having a direct return from participating in the initiative).

3.4 Activating participative processes

The use of participative approaches in the set up of an Environmental Management Plan is a distinctive feature of the planning process. The reason for using participative processes in the definition of strategies, adoption of objectives and selection of priority actions lies in the fact that it represents the key to successful implementation of the Plan.

3.4.1 The main actors of the planning process

The role taken up by the public administration is crucial to the definition of strategies. However, at local level, some **active networks and interest groups** (forums, associations, agencies representing the system of local associations, enterprises etc.), capable of producing a strategic vision for the community, already exist. These positive drives can

COMMENTS

Italian advisors present at the workshop held in Venice further enquired

Should the selection only consider stakeholders from the most relevant interest fields or should it open to single actors and to particular situations? Opinions differed much over the concept of "being representative".

Padova

No limits should be given to representatives of interest groups, as long as they are more or less qualified.

Pavia, Cesano Maderno, Desio, Meda and Seveso

Participation should be qualified: both for know-how and interest groups.

Trento

As the process advances, a natural selection occurs on the basis of what has to be produced and done: those who are really interested and responsible remain.

Ancona

Two levels of participation exist and

must be guaranteed: expert knowledge (analysis of the local area) and general knowledge (consensus-building).

Ouest Etang de Berre

District councils and Development councils constitute a real tool for involving stakeholders.

Dracénie

Ideally, two levels of concerted action should take place: the first includes citizens, while the second includes legal authorities, as these can even commit themselves, besides from bringing about changes through good practices.

Pole Azur Provence

Development councils are an excellent tool. Although they are open to the entire population, not everybody joins them. Thus, participation must be integrated with the presence of local authorities.

The French advisors present at the Draguignan and Martigues meeting

Local authorities must base on existing measures of concerted action: Development council, District council. They may even organise sectoral working groups and invite stakeholders which are not included in these councils (students, retailers, etc.). Stakeholders that could join are:

- internal stakeholders (enterprises, authorised dealers, suppliers)
- decentralised government structures
- environmental associations and social action groups
- research Institutes
- the education sector (teachers, parents' associations)
- young people
- environmental education centres
- local enterprises (local representatives or Regional directors)
- retailers
- representatives for the Province or Region
- public Institutes: Environment and Energy Agency (ADEME), Water agency, etc.
- the Fire Brigade, the National Forestry Organisation (ONF), etc.

be incorporated, supported or even be organised by the public administration itself. Furthermore, consolidating these co-operation networks ensures continuity to the planning process.

The involvement of the various stakeholders actively engaged in the local community is critical to success for the planning cycle. In fact, a sound level of participation from sides of the most

FURTHER READING

Bristol

Interesting and well-structured are the participative approaches used by the Community Strategy adopted by Bristol and described at the following address: <http://www.bristolpartnership.org/>

Actions and strategies towards an inter-municipal Local Agenda 21 Forum. Report on the public consultations run by the municipalities

of Cesano Maderno, Desio, Meda, Seveso
In the municipalities of Cesano Maderno, Desio,

Meda and Seveso a series of actions have been carried out to involve citizens in the Local Agenda 21 process. Meetings adopted a participative approach and thus, opinions and responsibilities were shared between the various interest groups. This improved communication between institutions and citizens, helped identify priority themes for the community and the rules needed to run the Forum itself.

Download the report: http://agenda21intercomunale.it/docs/Sintesi_Def_WS_BN.pdf

Website: <http://agenda21intercomunale.it>

dynamic part of the community, raises awareness and civic engagement. This represents a solid foundation for collaboration during the executive phase – and may see the involvement of a wide segment of the community.

From the range of actors representing specific local interests, those capable of giving some significant input should be selected for the participative planning process: scientific, institutional, business, civil world etc.

Furthermore, it has to be borne in mind that **the strategic choices must be shared even with other local actors**: higher institutional bodies, annexing administrations. Besides, numerous experiences demonstrate the possibility of activating participative processes directly at local district and ward level.

It is advisable to involve stakeholders and the interested community from the start. However, any key route may be suitable for participative approaches: from the definition of wider strategic options (a route in which it is useful to clarify what common vision of the future is being envisaged), to the observation of results derived from initial analysis (a route in which priorities and objectives are set) up to the planning of single actions (in this route it is important to place responsibilities on the single actors, in order to ensure their implementation).

TOOLS ARCHIVE

Accessible via link

GO TO THE CHAPTER ON MAPPING STAKEHOLDERS OF THE FINAL REPORT OF THE INTERACT PROJECT

<http://www.a21italy.it/a21italy/enviplans/guidelines/tools>

3.4.2 Who decides, and how

The game's rules need to be set right from the start. It might be useful to adopt a code. However, it is still useful to **make participants share** some aspects such as: the number, place, hour and length of meetings; decision-making conditions, the name and role of the co-ordinator(s).

Before initiating the work, it might be useful to organise some seminars in order to motivate participants' utmost co-operation and to provide co-ordinators with the basic facilitation techniques.

3.4.3 How can participative processes be best organised

The identification of potential stakeholders can turn into an important occasion for **mapping those projects that are already in force** and which do not fall under the competence of the public administration, but rather of the private sector (associations, enterprises etc.). In this way, hidden

COMMENTS

Urban agglomeration Chieti-Pescara

Public participation is, above all, a moment of mutual listening. The responsibility of actual decision-making must remain with the public administration.

Florence

The participation of experts capable of giving important scientific advice can influence the choice of strategies.

Cesano Maderno, Desio, Meda and Seveso

When a public administration initiates a

participative approach to achieve the definition of common strategies, it is somehow bound to acknowledge subsequent results.

Padova

The process of formulating joint decisions is slow. Hence, time, as a factor, has to be guaranteed.

Rome

It is useful to adopt a code of conduct on participation (PRG Roma). Since each party participating represents a group of interest, a set of rules is needed in order to avoid that one particular private point

of view prevails over a strategic decision which concerns the entire community. For example, a participative process may generate a series of alternative options which are submitted to a final judgement by the public administration, bound to choose between one of them.

The French advisors present at the Draguignan and Martigues meeting

The "steering committee" is made of various local actors. Thus, each role must be defined by a charter. However, the final decision is made by the elected members of the administration

COMMENTS

Padova

The process is kept alive by formulating common projects that involve stakeholders in a direct way and expect the public and private sector to accept their responsibilities.

The French advisors present at the Draguignan and Martigues meeting

Associations with qualified competencies and which are socially acknowledged, must be activated.

Ouest Etang de Berre

It is very difficult to give voice to everybody. Working groups for each type of actor should be set up: an “enterprise” group, an “association” group, a “public administration” group.

expectations and capacities are made visible and can be converted into an important source of enriching contents and resources of the Plan. The mapping may be drawn up by the actors themselves, called to fill in some specific forms, or by organising surveys and entering information into a regularly up-dated database, accessible via Internet.

TOOLS ARCHIVE Accessible via link

GO TO THE SPREADSHEET ON PROJECT MAPPING AND ON PROJECT DESCRIPTION

<http://www.a21italy.it/a21italy/enviplans/guidelines/tools>

Several regulatory tools, demanding participation, already exist (e.g., service conferences, strategic plans). Thus, it is fundamental to use and enhance these results. Analogous participative efforts (in contents and timing), already developed by other administrations or actors, should not be duplicated.

It is useful to organise **preliminary talks and meetings** – even separate – with the various actors and authorities, in order to overcome mistrust, raise motivation and awareness over individual responsibilities. In this way a more “qualified” engagement in representing the community’s concerns by the stakeholders is guaranteed.

3.4.4 Raising citizens’ awareness and participation

The development phase of the Plan also represents an excellent occasion for sharing ideas and raising awareness inside the community, as well as to promote (or consolidate, if already existing) the participation of the citizens – an essential resource for its future implementation.

TOOLS ARCHIVE Accessible via link

GO TO THE EASW HANDBOOK

<http://www.a21italy.it/a21italy/enviplans/guidelines/tools>

COMMENTS

Italian advisors present at the Workshop held in Venice

Different ways for raising awareness and encouraging citizen participation exist. These are:

- organising meetings to raise awareness and training programmes on specific themes
- presenting success stories to the public
- carrying out surveys and organising public consultation initiatives open to a large public (use questionnaires, radio etc.)
- for important issues, use a language which is accessible to non-experts
- organising wider communication: events, participative accounting, evaluation of results
- involving groups of citizens in the planning and achievement of tangible projects

The French advisors present at the Draguignan and Martigues meeting

Local authorities could organise annual campaigns (posters, call for projects, school contests, etc.). Campaigns organised by associations should also receive support.

Pôle Azur Provence

To activate citizens, rely on associations.

Garlaban Huveaune Sainte-Baum

Development councils are an excellent tool for concerted action, as well as an opportunity to raise awareness and educate the civil society.

FURTHER READING

Managing partnerships, participation and networks (Italian and English); from the "Interact Guide" also available in French on the project's website <http://www.interact-network.org>

The "Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters", signed in the Danish city of Aarhus in 1998, has come into force in 2001 (implemented by the 2003/35/EC, ratified by the Council in February 2005 and recurring also in the Directive 2001/42 on SEA). It is an important International tool, aiming to increase environmental awareness and involve civil society in environmental issues. 39 Countries, members of the United Nations Economic Commission for Europe (UNECE) and the European Union have signed it.

A practical Guide in French and English is available. Aarhus Convention:

<http://www.unece.org/env/pp/welcome.html>

Implementation of the Directive 2003/35/EC:

<http://europa.eu.int/comm/environment/aarhus/>

Good practices (REC countries and the UK):

<http://www.unece.org/env/pp/newcastle.handbook.htm>

The "European Awareness Scenario Workshop (EASW)" initiative has been launched in 1994 by the European Commission. It is a standardized model for promoting the development of a shared vision of the future of one's local community:

<http://cordis.europa.eu/easw/home.html>

Note

²⁰ http://www.wed2005.org/pdfs/Accords_v5.25.pdf

²¹ www.aalborgplus10.dk

²² <http://www.cities-localgovernments.org>;

<http://www.millenniumcampaign.org/site>

²³ From the final report of the Thematic Strategy: "By inserting these plans into a strategic framework programme, integrated at local level, synergies between different strategic sectors can develop and may improve results, both for the environment and the quality of life in urban areas".

²⁴ <http://europa.eu.int/comm/environment/life/news/futureoflife.htm#lifeproposal>;

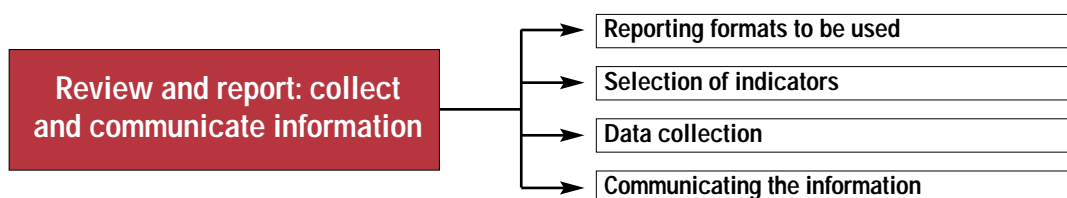
http://ec.europa.eu/environment/integration/research_fund_en.htm

²⁵ http://ec.europa.eu/regional_policy/index_en.htm

4

**Initial assessment evaluation:
directing it towards
the development of the plan**

4 Initial assessment evaluation: directing it towards the development of the plan



4.1 Collecting and communicating baseline information

4.1.1 How to organise and present information. What reporting format to use

Reporting has different aims and functions; however, it is essentially a tool to stimulate and direct a process of continuous improvement and to monitor on-going developments, progress and problems.

To start off with, both the Aalborg Commitments and Environmental Management Systems require

a “**Baseline Review**” or an “**Initial Environmental Review**”. The EMAS regulation Guidance defines these requirements²⁶. In order to be in line with the Aalborg Commitments, the required Baseline Review must address those themes as outlined by the 10 commitments. This can be achieved through a simplified version (for instance, as proposed by ENVIPLANS’ Preaudit) or by drafting a more structured Sustainability Report.

The **Report on Environment and Sustainability** uses structured and clearly legible models (for example: a profile for each indicator, figures and tables featuring sources and methods used, short written

COMMENTS

Modena

Decision on what type of format to use depends on what end-users the report wishes to address: politicians, technicians, citizens, adults, children.

Cesano Maderno, Desio, Meda and Seveso

After producing a technical report (preliminary Report on the State of the Environment), a summary report, addressing the population, was extracted. This Report is also being used for formatting a database that can be continuously up-dated.

Lecco

Reporting should be directed, above all, towards citizens, as they represent the one interest group that needs mostly to

get hold of environmental information (for other groups alternative information channels already exist).

Ferrara

As for the language – unavoidably technical – every effort must be made to render it interdisciplinary.

Ouest Etang de Berre

It is necessary to define global indicators (guide indicators), although they should be limited in number.

Pole Azur Provence

These indicators must be defined on the basis of given targets. For our Charte de l’Environnement (Environment Charter) indicators demonstrating the state of the environment have been developed.

These indicators are global and not quantifiable. Then, for each action and main theme, some sub-indicators have been developed, measuring the effectiveness of the action. These indicators evaluate the significance of a strategy and allow for some improvements in case results appear unsatisfactory.

Garlaban Huveaune Sainte-Baume

It is not useful to have too many indicators. Rather, they should be accessible to everybody. Indicators should determine an administration’s situation at a given point in time, yet allow the measurement of developments. Indicators evaluating the process should also be adopted.

texts to summarise results), as well as more widespread dissemination formats (summary comments, integrated reading, symbols).

The Report may constitute the base for the development of other information products, depending on the end-users one wants to address (for example media, schools, etc.). If the system of indicators is very broad, it can be presented in a more legible way, by “extracting” a limited number of **Key Indicators** (selected from a set of most relevant ones).

 **TOOLS ARCHIVE** Accessible via link
GO TO THE CHECKLIST FOR DEVELOPING A REPORTING METHOD (EEA GUIDE)
<http://www.a21italy.it/a21italy/enviplans/guidelines/tools>

 **DOCUMENTS ARCHIVE** Accessible via link
GO TO THE EXAMPLE ON REPORTING ADOPTED BY BRISTOL (USEFUL FOR FINAL REPORTING, AS WELL AS FOR THE SELECTION OF INDICATORS)
<http://www.a21italy.it/a21italy/enviplans/guidelines/tools>

It is important to guarantee for continuity in the reporting activities. Hence, next to the production of the report, a system of different **databases, that can be continuously up-dated**, must be created. Agreements with the agencies producing the data must also be sought, as well as agreements on updating procedures.

4.1.2 How to select indicators for reporting

Indicators can be selected on the base of internationally consolidated sets, but need to be adapted to the local situation. Furthermore, applying benchmarking (site-specific comparison) as a selection criteria could be helpful.

In its recent Resolution, commenting the Commission's Communication on the Thematic Strategy on the Urban Environment, the European Parliament:

8. demands that the Commission guidance document incorporate core common indicators in line with obligations and targets under relevant existing EU environmental policy (e.g. air, noise, water and waste directives, energy efficiency and climate policy) to allow for comparisons and benchmarking between European cities;

COMMENTS

Trento, Cesano Maderno, Desio, Meda and Seveso

International sets are useful, however, they must be adapted to the specific local context.

Florence

The European Common Indicators are a useful reference.

Modena

Both quantitative (usually, more accessible) and qualitative (often entailing surveys addressing citizens) indicators may be selected.

Urban agglomeration Chieti - Pescara

To begin with, attention should focus on those themes, where data already exists.

Ferrara

Do not limit your choice on the base of existing sets. On the one hand, there is the possibility of achieving new information over already existing data, maybe collected in a non-structured way; on the other hand, the choice of an indicator, not fully applicable at the given point in time, might itself generate the need to access new information.

Pole Azur Provence

The adoption of measurable, quantitative indicators is necessary. Yet, also qualitative indicators need to be developed. These relate to citizen's and tourist's perception and opinions about the local area.

Ouest Etang de Berre

Our Comunità de Agglomeration is already using some indicators: percentage of separated waste, use of public transport rate, water and soil consumption etc.

The selection of Indicators must be **mutually agreed** on, internally and externally to the administration.

 **DOCUMENTS ARCHIVE** Accessible via link
GO TO URBAN ECOSYSTEM EUROPE (USEFUL FOR SELECTING INDICATORS AND AS A BENCHMARKING MODEL)
<http://www.a21italy.it/a21italy/enviplans/guidelines/tools>

COMMENTS

Modena

Mutual agreement may be encouraged by exposing different models and practical experiences to a working group of technicians from various sectors.

Cesano Maderno, Desio, Meda and Seveso

It is important to negotiate the set of indicators through participative approaches such as Local Agenda 21 processes.

Pole Azur Provence

For our Charte de l'Environnement we have created a group hosting elected members and technicians. This allows us to obtain two visions.

Ouest Etang de Berre

Global indicators, which can be shared with the community, must be developed. For example the Ecological Footprint.

4.1.3 Getting hold of the required data

Often, part of the information needed is already available, and to some extent, also structured. Hence, the first step is to identify who retains this data and to expose to them clearly your requirements.

COMMENTS

Modena

Much of the environmental data needed is already structured and organised into a database system or has been published internally by the public administration or by an external authority (ARPA – report on air quality, ATO, public utilities services). Some of these reports are even being updated on an annual base.

Modena

The request of data must be formulated very carefully, as to avoid receiving different information from what was expected. It must be stated clearly and explicitly what kind of reference measures and methodology will be used to describe the data (or else, ask to specify whether a different method has been adopted).

Ouest Etang de Berre

In order to gather information, local authorities should address themselves at observation centres (air quality, economic development, etc.).

The person (or group) responsible for data collection has to be backed-up by a clear **institutional “mandate”** as to acquire institutional power. However, the person or group will also have to engage in maintaining and improving collaborative relations between colleagues. The collection of data must not represent an occasional effort; its ultimate aim is to be able to set up a **joint database**, shared by other offices and to make data accessible for a direct up-date by those who hold the information. This perspective enhances motivation and approval inside the administration.

COMMENTS

Padova, Urban Agglomeration Chieti - Pescara

In order to collect and co-ordinate data, a pertinent structure/working group should be established (for Padova, this group has been created inside the Environment Department).

Ferrara and others

The person responsible for data collection must be empowered with a clear “mandate” from higher institutional ranks (the Mayor, Director General...), in order to gain authority with respect to his/her colleagues.

Modena

Explain for what purpose the data is needed and how it will be used. The person who supplies the data (and his/her supervisor) should be informed about the end-product sought, as this will ultimately contribute to a more careful processing of the information requested. A common database must be created, managed by one person, which will be responsible for inserting and organising the collected data and giving it a standard format that is accessible to everybody (for example the SIT database). Setting-up an Intranet website may also be a fast and simple solution for optimising the management of data, while guaranteeing real-time up-dating of shared information.

Lecco and others

In order to obtain willingness to co-operate, internal awareness-raising and structuring are of fundamental importance. Make top management aware of their responsibilities and inform them in meetings about difficulties encountered during data collection.

COMMENTS

In order to obtain data from external authorities:**Modena, Padova, Ferrara**

Use contracts and agreement protocols when dealing with the service agency.

Cesano Maderno, Desio, Meda and Seveso

Constitute a board, to which the various utility services are called.

In order to obtain information and opinions directly from citizens:**Urban agglomeration****Chieti-Pescara**

Questionnaires and/or on-line surveys on the local authority's web page. Dissemination through decentralised

structures, such as local districts or interest groups.

Modena, Florence

Organise meetings and interviews involving likely interested parties, using simple, schematic questionnaires.

Modena

Set up a database reporting on-going requests expressed by citizens during the various initiatives held in the different sectors (local workshops, participative planning, focus groups...)

Cesano Maderno, Desio, Meda and Seveso

Use the forum to obtain subjective

impressions on the SoE data.

Ferrara

Use existing records from official statistical sources in order to insert issues into the questionnaires that have not ever been discussed before then.

APAT (Italian Regional Environmental Protection Agency)

The involvement and participation of Regional Environmental Protection Agencies in defining indicators, actions and measures needed to tackle those environmental priorities identified by the Urban Environmental Management Plan, is very useful.

Accessibility to information held by third parties must be guaranteed. In case of privatised public utility services (transport, water, energy etc.), for example, contracts stipulated should contain obligations in regard to the supply of data to the public administration as a recipient of the service. When collecting external information, of a more "qualitative" nature, such as for example subjective perceptions – make use of interviews, focus groups and surveys (via questionnaires, internet or phone).

4.1.4 How to communicate information

Communication strategies **must involve various tools and channels, for example:**

- dissemination of a summary report (which will include concise tables and graphic symbols, such

as arrows, faces, traffic lights etc.), to be send to a selected list of addresses.

- large-scale dissemination through press releases, television, radio, brochures
- organisation of conferences in public spaces, schools, universities, enterprises etc.
- organisation of events at local district level (even during happenings such as exhibitions and festivals)
- set-up of focus groups dealing with specific themes and involving representatives from the various interest groups concerned
- advanced communication technologies (for selected end-users, young people, interest groups): Internet web pages, video conferences on very specific topics
- set-up of information centres in order to establish a more direct relationship with the public.

COMMENTS

Trento, Padova, Florence and others

Communication differs depending on the audience it is addressing (politicians, technicians, citizens, schools), as well as on the given situation and the goals it aims to achieve.

Padova

The soundness of a communication strategy depends very much on the available budget.

Modena

good communication is an essential

prerequisite for education and innovation.

Pole Azur Provence

Indicators must be legible. They allow to inform and to communicate with the population.

FURTHER READING

Environmental communication

Lo Sportello Ecoidea della Provincia di Ferrara:
<http://www.provincia.ferrara.it/ecoidea/>

Website of the European Environmental Agency (EEA) on environmental reporting:

http://themes.eea.europa.eu/Actions_for_improvement/reporting/reports

Selected set of indicators and benchmarking

■ ECI – European Common Indicators:

http://ec.europa.eu/environment/urban/common_indicators.htm

■ ACI – Adriatic Common Indicators:

www.aap2020.net

INSPIRE project – (INfrastructure for SPatial InfoRmation in Europe)

This project, started in 2002, aims to develop a

European Spatial Data Infrastructure, concerning environmental problems. This initiative, carried out by the Joint Research Centre in Ispra, Italy, has produced a proposal for a Directive to the European Parliament and to the Council, which introduces an infrastructure on spatial information – COM(2004) 516 final, 23.07.2004. The intent of INSPIRE is not to launch a wide programme on new data collection in Member States. Its objective is to optimise the exploitation of existing data, by enforcing a documentation of existing spatial data, by developing services which render this data more accessible and exchangeable and by overcoming those obstacles that limit their use.

Website: <http://inspire.jrc.it/home.html>

In Italy, implementation of this project is managed by the Soil protection Unit of the Ministry for the Environment: www.pcn.minambiente.it

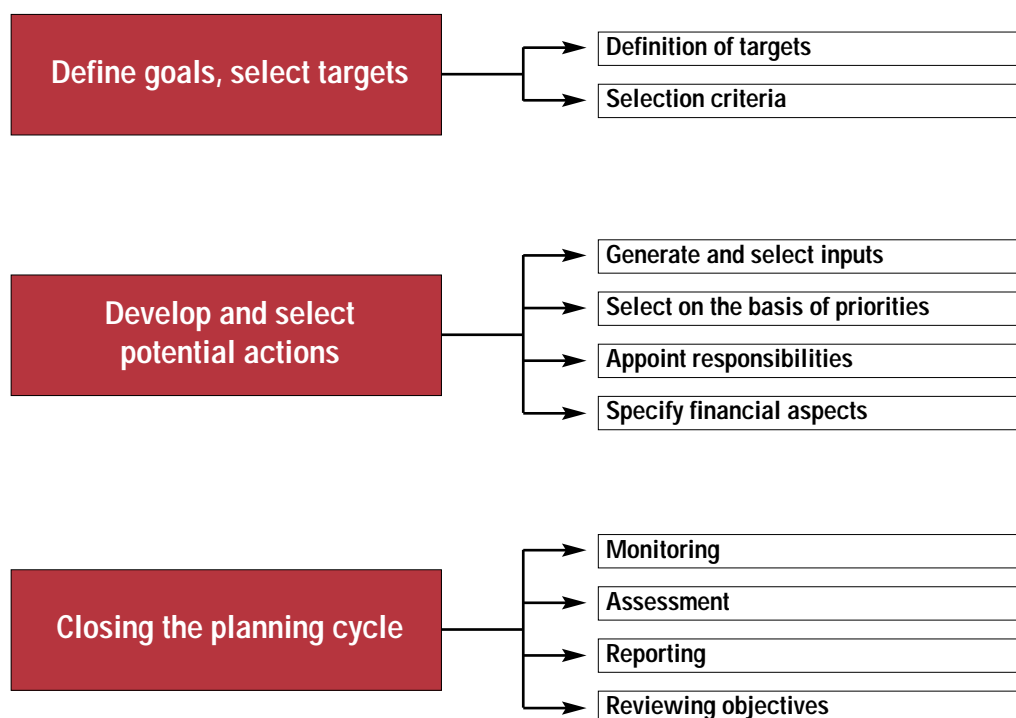
Note

²⁶ http://www.inem.org/new_toolkit/
 Temporary access to the STATUS website

5

**How to develop and detail
plan's contents and direct
them towards action**

5 How to develop and detail plan's contents and direct them towards action



5.1 Defining objectives and setting targets

The observations that follow are a summary of the Guidance drafted for the STATUS project - Sustainability Tools and Targets for the Urban Thematic Strategy. Findings are available on the web²⁷ and advisable for a more in-depth consultation. The project has been financed by DG Research and commissioned by DG Environment, in support of the Thematic Strategy. Contents have also been developed on the base of comments received from a vast number of cities and their networks²⁸.

floor practice. They mark the goals to be achieved and the 'stepping stones' along the way. They provide the day-to-day tasks that the workforce has to achieve (DGENV-EMAS tool kit)".

The adoption of clear objectives and targets has been identified even by the Aalborg Commitments²⁹ as one of the chief responsibilities of signatories "...we agree to set individual local targets within 24 months following the date of our signature, taking into account the Aalborg Commitments Annex as an inspirational resource, and to set time frames related to the targets that are suitable to demonstrate progress on our Commitments".

5.1.1 What is a target and what is it used for

One crucial step in any planning activity is the **definition of objectives to be achieved**. "Without objectives and targets, the environmental policy probably will not make a difference! Objectives and targets turn the theory of the policy into shop-

What now follows are some important definitions of targets:

■ *"objectives are overall goals, and targets are a series of stepping stones toward these goals. In either case, both elements should be measurable wherever possible" (DGENV EMAS web site, EMAS Toolkit for Small organisations).*

- *“the target can be viewed as a point on a graph that shows the more advanced step a local authority intends to reach on the indicator line progression. The indicator shows the current trend, whereas the target represents the new – more advanced – value that the community intends to meet by a specified deadline, through the implementation of dedicated actions” (STATUS Guidance, 2006).*

5.1.2 Definition criteria

The definition of overall objectives and targets should **derive from a coherent first assessment** of main patterns, strengths and weaknesses of the given local context. The assessment's aim is in fact to allocate the right level of importance to each aspect, integrating stakeholders' perceptions with objective data.

However, the definition of targets and objectives is also a cultural and political fact. Exploration of this new ground may be shared with other European realities and **be inspired by the Aalborg Commitments** (consisting of 10 main objectives, subdivided into more specific objectives), as well as by the priorities set out by the Thematic Strategy on the Urban Environment³⁰.

COMMENTS

Italian advisors present at the Workshop in Modena

Italian administrations might not be ready yet for this new type of approach. Much work needs to be done in order to create “a culture for accounting” and “practical knowledge for adopting targets”, currently only used in the economic field.

Padova

A first step towards “putting into practise” and conforming local strategies to these objectives may be reached by cross-checking the Local Agenda 21 Action Plan and the Aalborg Commitments (and by adopting the latter as general objectives). A second step could be to push the PEG (the administration's “Work programme”) in this direction. In fact, it is possible to include general objectives and correlated targets (on management and on outputs) into the PEG. This procedure is becoming popular and is carried out by administrations, which have adopted the CLEAR method.

The STATUS project³¹ offers access to an on-line Toolkit and website containing a selection of objectives and indicators in line with the Aalborg Commitments and the Thematic Strategy. Of course, their methodology does not need to follow the exact structure fixed by these references, but may adapt to the specific context.

5.1.3 What steps to take

The STATUS Guidance has developed some simple and essential **recommendations**, which are here summarised:

- set targets related to issues that you have **the power to influence** (directly, due to your institutional power, or indirectly, involving other partners)
- For each given target remember to identify a **measure of success** (a performance indicator). The indicator should be simple and understandable, verifiable and relevant
- base target setting on an **evaluation of alternative actions** you could adopt to accomplish the objective. Compare alternative actions with reference to their feasibility (in terms of economic, technical, institutional, social aspects), so you are able to determine the best means to achieve targets
- pay special attention to the **definition of time frames**: Is the target time frame sufficient to achieve the desired level of environmental improvement? Is the time frame achievable and realistic? How long will it take you to implement a programme or an action, which includes mobilising citizens, training people, changing old work procedures, acquiring equipment, or establishing new operational controls?
- set some targets that are “easy to achieve” or, more realistically, **“achievable in the short term”**. It is important that target feasibility is demonstrated within a reasonable period of time. Evidence of success in achieving targets is the best way to involve and keep the interest of relevant stakeholders
- remember that targets – generally limited in number – could be just a “key” to realising the broad vision towards sustainability. They cannot represent all the complexity of the local conditions (not all can be quantified). **Targets**

cannot substitute a wider strategy, rather they should be a part of it.

- The selection and development of a set of targets – which is realistically achievable – needs contribution from a wide variety of different actors. Very often, it is not easy to find unanimous agreement over targets. In any case, a target which has been selected under some form of **consultation**, will be perceived by the local community as more eligible.

5.2 Preliminary outline and selection of possible actions

5.2.1 How to generate and select actions

The development of actions needed to achieve the agreed objectives is **a creative process**, entailing the generation of ideas, followed by a selection and supplementary improvements.

The best solution is probably the one supporting the most participative approaches (Forum, Working groups), where internal, more technical procedures (technical – administrative round-tables) are backed by opportunities to exchange ideas (mixed Thematic working groups).

The development of actions must be **mutually agreed** by the stakeholders (integrating or improving existing ones or identifying new ones, if necessary). Thereafter, the public administration must carry out a feasibility analysis and complete the work by seeking a final participative assessment, involving all the stakeholders.

A **framework** might be of help in selecting actions. The frame of reference should be rearranged into a document containing: critical points, preliminary targets, the local authority's budget, existing actions, higher institutional programmes, availability and management of resources. Once the document has been drafted, priority actions are selected according to their suitability for achieving the set targets, their economic feasibility, their level of sustainability, the availability of resources and actors called to participate.

In order to identify and select actions, it is important **to start by looking at the priorities** that have emerged from the initial assessment findings. However, motivation of politicians and local actors is fundamental (if there is no real interest, actions will hardly be of success).

FURTHER READING

INEM: EMAS Toolkit for Small organizations

This toolkit addresses the implementation of environmental management systems in small and medium enterprises and recommends for objectives to be "SMART". SMART stands for Specific, Measurable, Achievable, Realistic, Time-bound:

- **Specific:** Focus on important performance factors; avoid broad expressions like 'being more environmentally friendly'
- **Measurable:** Remember: What hasn't been measured cannot be managed. Consequently, objectives must be quantitative in order to be measured. Choose measurements carefully to gain feedback on progress

- **Achievable:** If your objectives are set too high it is unlikely that they will be realised and this will demotivate those involved. You should also avoid setting too many goals

- **Realistic:** On the other hand, if objectives are set too low, you may not be reaching your full potential for action

- **Time-bound:** Objectives should always include a time limit to enable you to decide if they have been met

Website: http://www.inem.org/new_toolkit/

COMMENTS

Cesano Maderno, Desio, Meda and Seveso

One must start with a technical-administrative planning round table, and involve the Director General and staff members of the Resources and Planning Department.

Trento.

The involvement of too many persons might not be very effective, as it makes it more difficult to identify and include specific responsibilities in existing management tools (for Italy, this would be the PEG).

Padova and Cosenza

One has to start by opening up as much as possible. The preliminary selection of actions should not be directed towards internal, administrative management tools. The involvement of citizens should not be limited to the participation of organised interest groups (stakeholders), but should push further: as actions are of an operational nature, even small groups of citizens, such as district workshops, may be helpful in this phase. The aim is to produce a wide range of ideas, hints which may develop into alternative actions in a second round, if possible in a concerted way.

Florence

First of all, it is necessary to start an internal exchange of ideas between working groups from various sectors, in order to assess and to order systematically actions deriving from existing planning processes. Participation will build on this basis, by calling external figures to correct/integrate the actions elaborated by the public administration: stakeholders will be selected and divided into groups according to their different interests.

5.3 Defining roles and responsibilities, drafting the plan's operational programme

As for the development of the operational aspects of the Plan, inspiration might be sought in the models proposed for the formulation of environmental improvement Plans of Environmental Management Systems (see, for example, the EMAS regulations). Consequently we believe that the adoption of an Urban Environmental Management Plan represents **the most direct step towards achieving an EMAS registration**. Yet, the procedure proposed by EMAS seeks a continuous selection of best practices, once integrated environmental planning approaches have become a common routine inside the public administration. Therefore, it requires additional documents and procedures, as well as a regular check by an external EMAS verifier, belonging to an official EMAS accreditation body³².

The wide range of experiences gathered and developed in recent years in the field of formulating Action Plans, correlated management systems, accounting, reporting and continuous updating activities in Local Agenda 21 processes, are another useful source of reference.

5.3.1 Who should take on responsibilities for the implementation of the Plan

Responsibilities for the implementation of the Plan must be clearly stated and need to be legitimised by a political mandate. Furthermore it demands an appropriate allocation of resources (staff and external services).

COMMENTS

Genova, Trento

The co-ordinator of the Plan should preferably be internal to the administration (a Head of Unit) and be confirmed by a political act. This co-ordinator may then select internal or external staff to develop and implement each action.

Cesano Maderno, Desio, Meda and Seveso

Responsibilities for implementing the Plan must be appointed to a specific person and thus its mandate must derive from a political decision of the administration. The actual implementation of each action, though, may be handed over to external competencies.

Cosenza

Next to the transfer of responsibilities, it is fundamental to allocate a structure and resources.

The person in charge must pursue the implementation of the Plan also by seeking participation and involvement of the other stakeholders.

COMMENTS

Florence

Somehow, the responsibility must be mutually agreed on. As many people as possible must participate, and internal co-ordination groups must interact with external groups.

Padova e Trento

One person must be made responsible for a summary outline and implementation, but relations with the other senior must be maintained.

Cesano Maderno, Desio, Meda and Seveso

It is useful to concentrate responsibilities on one person, but this person should expose his/her evaluation work to a co-ordination table.

Cosenza

There must be one person responsible for the implementation of the Plan and one person responsible for running public relations with external actors.

The person responsible for the implementation of the Plan, must demonstrate some distinctive skills:

- His/her position (leadership) must be recognised by the organisation
- He/she must be particularly motivated and therefore capable of involving, even in an informal way, the highest possible number of people
- He/she must have a good general knowledge over the themes covered by the Plan

Implementation responsibility must be **strengthened through existing management tools** (the administration's "Work programme"). However, the evaluation and communication of findings (rewarding in public those who have achieved results) is another key factor.

COMMENTS

Cesano Maderno, Desio, Meda and Seveso

It is important to motivate staff members. Hence, objectives of the Plan should be included into the administration's management goals (PEG). Objectives should be concrete, feasible. An adequate financial budget should also be available. Responsibilities must be supported by economic incentives and the institutional power played by the person in charge must be recognised inside the organisational structure. Another incentive may derive from training opportunities.

Padova

However, incentives must be managed with care, guaranteeing transparency. Training programmes are, by contract, a right, thus they can't be considered as incentives.

5.3.2 How to structure the operational programme

The implementation of each action must follow a well-defined operational programme, and must be detailed, at least preliminarily, in a concerted way with the person responsible for its implementation.

In regard to the structure of the document, its layout may be **drafted** in different ways:

- on the basis of environmental compartments and human activities (similar to the themes discussed in the Environmental or Sustainability Report),
- on the basis of sectoral competencies of the local authority,
- on the basis of common strategic lines, which bring together interrelated themes,
- on the basis of general objectives, or by taking into account all of the above criteria.

To guarantee the effectiveness of this tool, however, the UEMP must include a cause-effect approach in order to **strengthen existing synergies between actions** aiming at the same objective.

The Plan is centred above all on **findings derived from previous assessments** (as discussed in other paragraphs of this text: mapping of plans and programmes, the State of the Environment and Sustainability Report, a reference framework). Thus it will make reference to these findings, but will only

present them as a brief summary, in order to explain the choice of strategies and actions proposed.

This draft of the Plan therefore makes a **strategic vision** explicit (comparable to the “Environmental Policy” statement applied in the EMAS regulations), and is developed on the basis of consultation of the Forum or through the acceptance of other forms of strategic commitment (for example through the signing of the Aalborg Commitments and the drafting of a political mandate or the development of a Strategic Plan strongly oriented towards sustainability).

At this point, the Plan can be developed into an operational programme and should:

- derive specific intervention actions from the overall Strategy
- indicate, for each specific objective or set target, a time frame and qualitative and quantitative measures
- define the tools necessary for implementing actions
- state who will be directly accountable for, or supporting the implementation of each action
- state possible economic resources or financial aids
- define the indicators to be used for monitoring progress
- define priority interventions and time frames

COMMENTS

Italian advisors

While indications on actions remain general, the organisational programme should state clearly timetables and financial resources.

The Plan may comprise extremely detailed actions, as well as actions deferring operational aspects towards other tools.

Trento

The operational programme must consist of Action Sheets, detailing the various features:

- possible linkage with other actions
- person accountable for the action
- technical competencies
- internal resources and partners from the civil society
- economic resources
- time frame
- targets
- performance indicators/report

COMMENTS

Padova e Cesano Maderno, Desio, Meda and Seveso

Define activities, identify available resources, draft a budget timetable according to priorities.

Genova

The Plan's budget should be detailed into “standing/supply services”, the same way as other EU projects.

Cesano Maderno, Desio, Meda and Seveso and Genova

The financial resources needed to implement the Plan should be partitioned between the various sectors. What is important is to identify in the city council's budget which “supply services” have been allocated to the plan and name them specifically. The Service Unit will then decide how to distribute these resources.

Cosenza

For municipalities of southern Italy, the Plan and its implementation may be financed by European Structural Funds.

The operational programme must be transferred to already existing management tools (in Italy, the PEG), by integrating goals and strategies and, above all, by shaping contents and details of the actions provided.

5.4 Detailing financial aspects

Each action and related operational programme need an adequate **Budget Plan**, which defines financial requirements to implement actions and identifies how to achieve them (time, type of expenses, application procedures etc.).

The budget must comprise all expenditure types: wages of staff members and consultants, travel costs, costs of permanent goods (such as electronic devices) and consumable goods (stationary, etc.) management costs (telephone, insurance etc.). Furthermore, the budget states clearly who provides the necessary resources (it might be European funds, national, local etc.) and how they are obtained and transferred (co-financing, “in kind” contributions, etc.). The Budget Plan needs regular book-keeping and checks.

5.5 Closing the circle: monitoring, accounting, auditing, assessing results, reviewing objectives

The cycle ends with an **evaluation of the progress achieved** in regard to the targets set. If the key factors of success and the barriers that have hindered the achievement of the expected results can be identified, then future decision-making procedures (as well as the up-dating of targets) can be conducted in a more proficient way, thanks to the lessons learnt.

The implementation of the Plan is not accomplished in a short time period and does not necessarily produce, from the start, significant results in terms of overall sustainability. However, some transformation and signs of change may be registered even in the short term. Providing some evidence on changes and small improvements is helpful in motivating actors participating in the Local Agenda 21 process and directly involved in the implementation of these actions.

Assessment of the level of implementation of the Plan is carried out through monitoring procedures, based on expressly **selected indicators** (called Key or Monitoring Indicators) and on the objectives and time frames set to complete the actions. In this way, both actual and expected results can be identified and quantified. Weaknesses will also emerge. Thus, it will be possible to assess the effectiveness of each single action and the overall outcome. In order to

monitor progress, those actors implementing the Plan and internal or external to the public administration, as well as participants to the Forum, must be directly involved.

In order to point out the results reached, **annual monitoring reports**, containing information on indicators, advancement of each single action and of overall strategies should be produced. For the latter case, a “state of advancement” chart may help identify in a very concise way, the level of implementation reached in relation to the steps and time frames planned.

As for the steps to undertake, following points could be of reference:

- find and outline an agreement between the actors that will be responsible and co-promoters of the single strategy or action;
- define the operational programme;
- implement the main steps, possibly according to a time schedule (reporting eventual changes or withdrawal from a strategy or action);
- bring the strategies and actions to an end;
- draw conclusions on the results achieved through the strategy or action.

In Italy, the introduction of the environmental management system LIFE CLEAR has been an important contribution towards spreading a new culture of “giving account” over activities (in form of objectives or targets). The CLEAR methodology expects politicians and administrators to give an explicit account of strategies, priorities and

FURTHER READING

CLEAR: City and Local Environment Accounting and Reporting

CLEAR is the first European project on environmental accounting aimed at local authorities. It expects to develop and to approve “green budgets” in a wide sample of Italian municipalities and provinces. The project, which ended in October 2003, has developed a practical method to be used by public administrations and local decision-makers in order to make environmental policies more effective and efficient.

The CLEAR method builds on the adoption of an environmental accounting system, in order to provide administrators with an operational support, as well as to induce a process of liability and transparency in regards

to the policies adopted.

Criteria for data collection are defined (Counting), as well as their organisation into specific areas (Accounting). They are entered into an unequivocal environmental budget system, approved by the authority. In this way, year after year, the budget plan turns into a new form of Governance, capable of acting in regards to the environment.

The CLEAR method, co-financed as a LIFE Environment project, has been developed thanks to the co-ordination of 18 partners, together with the Regione Emilia Romagna and the international association Les Eco Maires.

Website: <http://www.clear-life.it>

indicators adopted in relation to their policy, and to evaluate environmental impacts. Thus, it obliges administrations to continuously define objectives and targets (consequently, for a local authority this becomes a politically binding commitment) and to ensure a monitoring process and a public communication campaign on the year's financial budget.

Monitoring progress and drafting of a correlated report make an **evaluation** possible. Or rather, they enable an exchange of ideas with the Forum. The latter can adopt actions needed to remove obstacles that hinder implementation, add new actions or make some adjustments. Changes emerging from these evaluations must, however, be communicated as to avoid misunderstandings. Adjustments to an initially mutually agreed programme may suddenly appear arbitrary and unjustified, leading to disaffection and loss of interest in the process by the citizens.

Monitoring and evaluation results serve as a base for undertaking a review of the entire process, and thus allow an **up-date** of the Plan. The Plan should therefore not be seen as a stagnant and definite tool. Rather, it is an open document, which must seize opportunities and be able to adapt to complex dynamics. Reviewing and up-dating the process results in the identification of new targets and even new strategies or single actions.

The entire action process therefore forms a **virtuous circle**, which repeats the same passages, without, however, falling back to the starting point. It proceeds towards local sustainability and allows for the local community to reduce their impact on the local and global environment. Besides, sustainability in itself is a dynamic condition of equilibrium and not of stagnation. The local and global environment will always face new pressures and changes, and will require continuous adjustments.

Note

- ²⁷. Temporary access to the STATUS website, containing a project presentation and the on-line Toolkit: <http://www.sustainable-cities.org.uk/status/index.html>. This, until the activation of the definite website www.localsustainability.eu.
- ²⁸. The project has been co-ordinated by UNN –Northumbria University and developed by the following partners: ABO Academy, ICLEI, Ambiente Italia, UBC, Trinity College Dublin, VTT.

- ²⁹. www.aalborgplus10.dk;
www.europa.eu.int/comm/environment/urban/aalborg.htm
- ³⁰. www.europa.eu.int/comm/environment/urban/thematic_strategy.htm
- ³¹. <http://status-tool.iclei.org/index.php> until the activation of the official site: www.localsustainability.eu
- ³². http://europa.eu.int/comm/environment/emas/about/summary_en.htm

6

Annex

6 Annex

6.1 The 5 Case Studies

The 5 case studies (Cosenza, Florence, Padova, Rijeka and Ovest Provence) assessed during the development of ENVIPLANS, represent a useful resource for everybody. Their differing situations reflect the wide range of urban realities found in southern Europe. Their difficulties, their solutions and results achieved offer inspiration to those who have attempted analogous experiences.

THE 5 CASE STUDIES Accessible via link

GO TO THE PRESENTATION OF THE 5 CASE STUDIES

<http://www.a21italy.it/a21italy/enviplans/guidelines/5case>

6.2 Further reading

What follows is a selection of resources that might be useful for a more in-depth analysis of specific “themes”. The available resources are:

- Existing Guidelines (published by the European Commission or as an outcome of European Projects)
- website or database developed by city networks
- Projects (or work in progress) developed by the city of Bristol, the English partner of ENVIPLANS.

The selection has been subdivided by theme:

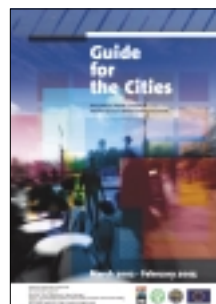
- Air
- Mobility
- Energy and Climate
- Noise
- Waste and procurement
- Urban planning (green spaces and built environment)

FURTHER READING Accessible via link

<http://www.a21italy.it/a21italy/enviplans/guidelines>

A selection of additional resources, well-structured and referring to the 10 Aalborg Commitments will be available starting in September 2007, as a result of the ACTOR project.

6.2.1 Air



**Guide for the cities.
Integrated
Urban Management
and Air Quality Management
in Europe
(EN, IT, FR, ES, FI, PL) – 2005**

The Project INTEGAIRE – Integrated Urban

Governance and Air Quality

Management in Europe – was established and funded under the Fifth Framework Research Programme of the European Union.

Published in February 2005, “Guide for the cities” has been drafted by a network of experts in air pollution working for public administrations of various cities (such as Athens, Seville, Venice) and European research institutes. The guide focuses on positive management policies, the so-called “good practices” and considers the following topics:

Governance

- Geographical integration
- Participation of stakeholders
- Resources for air quality management
- Collaboration between city departments
- Tools for air quality management
- Collaboration between regions and cities

Legislation

- Legislation and interpretation of directives
- Implementation of EC air quality directives

Assessment

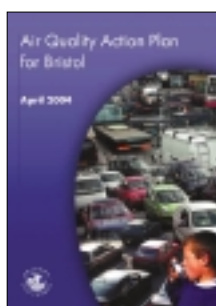
- Air quality monitoring methods
- Air quality assessment tools and methods

Planning and measures

- Air quality strategies and action plan development
- Traffic measures
- Land use measures

All topics can be read and understood on their own. Each topic ends with a recommendation, and many topics have one or more practical examples. Examples can be consulted directly on the website.

Website: <http://www.integaire.org>



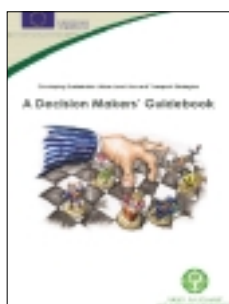
Air Quality Action Plan for Bristol (EN) – 2004

Published in April 2004, this plan focuses primarily on reducing emissions from road traffic. Some measures to tackle industrial and domestic sources of pollution are also

included. The Plan identifies 27 “top up” measures, listed under four main headings: Information and Promotion, Promotion and Provision of Alternatives, Managing the Road Network, and Emissions Management. The Appendix sets out the public consultation that has been undertaken in order to develop the Action Plan.

Website: <http://www.bristol-city.gov.uk/ccm/content/Environment-Planning/Pollution/air-quality-action-plan-for-bristol.en>

6.2.2 Mobility



Developing Sustainable Urban Land Use and Transport Strategies – A Decision Maker's Guidebook (EN 2005; FR, IT, ES, 2003)

This Guidebook was developed as part of the European project

PROSPECTS – Procedures for Recommending Optimal Sustainable Planning of European City Transport Systems – by carrying out a survey on practices used in some 60 cities. The guide reviews the challenges cities face and considers the decision-making context, including the freedom cities have to develop their own policies.

A number of possible approaches to decision-making are outlined, as well as their relative merits. This, in order to encourage cities to choose the one which suits them best. A logical structure for decision-making follows, and the Guide identifies the key steps of that process: objectives, indicators and performance targets cities might set for transport and land use strategies; range of land use and transport policy instruments.

Furthermore it outlines overall strategies that can be

formulated using packages of policy instruments to overcome barriers and reviews the range of analytical techniques available for assessing these strategies.

Four case studies, which have adopted some or all of these approaches, are presented.

The Guide is accompanied by two additional documents:

1) The **Methodological Guidebook**, which is more technical and treats some of the issues in a more in-depth way.

2) The **Policy Guidebook**, which assesses the working of specific policy instruments on the bases of an empirical analysis of case studies.

The guide is interactive and webbased:

<http://www.elseviersocialsciences.com/transport/konsult/index.html>

Website: <http://www.ivv.tuwien.ac.at/?id=2550>



Cycling: the way ahead for towns and cities (EN, IT, FR) – 1999

This guide addresses politicians and administrators of

medium and large-sized cities of the European Union and proposes a series of tools for spreading the use of the bicycle in urban environments. Issues in this guide range from sociological aspects (how to promote the idea and raise awareness) to technical advice (how to institute a pro-cycling policy and its costs). The themes considered are:

- the success factors which characterise best practice examples of “cycle-friendly cities” at European level
- balancing the demand for cycling facilities on the one hand and the requirements of car traffic on the other
- reducing risks for cyclists to a minimum
- costs of a pro-cycling policy
- making the best out of existing synergies with the civil society
- tools needed to start and first interventions to be made.

Website: http://ec.europa.eu/environment/cycling/cycling_en.htm



**The European Greenways
good practice guide –
Practical Tips for the Local
Decision-Makers
(EN, FR, ES) – 2005**

This Guide has been published by DG Environment in 2005 on initiative of the European Greenways Association and

outlines some interesting case studies on the development of urban “green routes” in 20 Italian, French, Belgian, Spanish, English and German cities. Experiences coming from both large cities, such as Rome and Paris, or smaller ones, such as Charleroi, Chambéry or Gijón, are outlined. Some cities such as Bristol embarked on a similar experience some years ago, while others such as Ferrara or Ghent have just started to take the first measures within the framework of a wider mobility plan.

Website: <http://ec.europa.eu/environment/cycling>



**Reclaiming
city streets
for people. Chaos
or quality of life?
(EN) - 2004**

This Guidebook brings together 8

success stories in which European cities have tackled their problem of road congestion by redistributing road space in favour of non-car modes. The experiences concern:

Opportunities for regeneration

- Kajaani (Finland)
- Wolverhampton (England)
- Vauxhall Cross - London (England)

From urban smog to urban life

- Nuremberg (Germany)

Creating space for sustainable transport

- Strasbourg (France)
- Ghent (Belgium)
- Cambridge (England)
- Oxford (England)

Website: http://ec.europa.eu/environment/pubs/pdf/streets_people.pdf



**Greater Bristol Joint Local
Transport Plan
2006/07- 2010/11
(EN)**

The Bristol Local Transport Plan was drafted in March 2006 after a consultation process which lasted approximately 1

year and which has involved a considerable number of local stakeholders.

The document focuses on four Shared Priorities:

- congestion
- accessibility
- road safety
- air quality

Accompanying the Joint Local Transport Plan are **19 supporting documents**, covering a wide range of modes, from walking to cycling and inter-modal systems, from school travel to goods and water transport. Each document outlines what type of strategy to adopt in order to meet the four Shared Priorities set out by the general Plan.

An **Environmental Report** was published together with the Local Transport Plan. It identifies the main environmental impacts of transport in the area, estimates the spread of such effects across the area, and their severity, tests the performance of alternative strategies for their environmental effects.

Website: http://www.greaterbristoltransportplan.org/ltp_home.html

6.2.3 Energy and climate

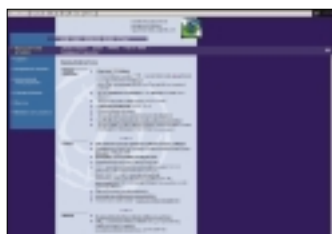


Sustainable energy communities and sustainable development (EN) – 2005

The SUSCOM project, financed by the EU programmes Altener and Save, evaluates the possibility of inserting actions concerning energy sustainability into local planning processes. By assessing 21 different experiences from 7 European countries: Austria, Bulgaria, France, Poland, United Kingdom, Spain and Sweden. The report identifies the key to success (and failure) for:

- making energy become a priority
- integrating energy policies into local planning processes
- taking the necessary steps to achieve a wide-ranging, participative local strategy

Website: <http://suscom.energyprojects.net/>



Municipal Energy Management (EN,IT)

The Climate Alliance has set up this detailed starter package on

municipal energy management containing:

- software (an excel sheet), that enables you to start with your energy book-keeping at once
- a list of contact addresses where you can get information and further advice
- a list of relevant literature
- short guidelines, available at your national Climate Alliance Office

Website: <http://www.klimabuendnis.org/english/municipal/frameset.htm>



Guidelines for Municipalities: Adapting to New Roles in a Liberalised Market (EN) – 2003

Local authorities fulfil their functions in the energy sphere via a number of roles:

- as a consumer of energy, –
- as a producer of energy, –

– as a distributor of energy, – as a trader of energy, – as a regulator, planner and policy maker regarding energy using activities, – as an awareness raiser of the issues relating to energy use and – as a provider of incentives to improve energy performance. There are impacts of liberalisation on each of these roles: local authorities can however improve good practice in all of these fields. In most, liberalisation has not actually changed what they do, only the degree of attention that should be given to it.

Website: <http://www.energie-cites.org/meels/>



European Climate Menu - tool on line (EN)

Since June 2004 it is possible to consult the European Climate Menu (ECM), an on-line

tool elaborated under the EU Altener programme to help local authorities develop policies to reduce CO₂ emissions and achieve the targets fixed by the Kyoto Protocol. For each theme on energy policies and climate protection, the ECM proposes a series of targets and aims, and reports how to shorten the decision-making process and make it compatible with other policy areas, while still addressing the need to achieve consensus. The ECM contains a database of success stories in reducing CO₂ emission. The Dutch Government has launched a particular version of the ECM as part of its national climate programme and has already been used by more than 170 local authorities.

Website: <http://www.climate-menu.com>



Local Energy Action - EU Good Practice 2004 – 2005 (EN)

This brochure contains 12 examples of good practice from energy agencies across Europe. Each has been selected on the basis of their contribution to the promotion

of energy efficiency and/or renewable energy use, and for their strong possibilities of replication. The various agencies involved have chosen to work with very different “target groups”, ranging from individual households, up to working directly with public authorities.

Website: <http://www.managenergy.net/gp.html>



ENERGIE CITES, database of good practices (EN, FR)

Good practice database where more than 500 case studies can be searched by theme (Integrated action,

energy efficiency, renewable energy, urban mobility) or by city, by country or by project.

Website: <http://www.energie-cites.org/page.php?lang=en&dir=5&cat=1&sub=1>



Bristol Climate Protection and Sustainable Energy Strategy Action Plan 2004/6 (EN)

Since 1991, Bristol City Council has a self-funded Energy Management Unit. The local authority has developed its own Climate

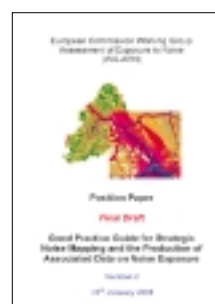
Protection and Sustainable Energy Strategy, aiming to reduce city's greenhouse gas emissions by 60% in 2050.

The drafting of this strategy and its Action plan 2004/6 has seen an extensive consultation process,

involving local stakeholders and many organisations being national leaders in the field of energy saving. The city of Bristol is a member of the “Councils for Climate Protection” association and is one of the 16 local authorities which has been selected by government to take part in the “Carbon Trust's Local Authority Carbon Management Programme”

Website: <http://www.bristol-city.gov.uk/ccm/content/Environment-Planning/sustainability/climate-change.en>

6.2.4 Noise



Good Practice Guide for Strategic Noise Mapping and the Production of Associated Data on Noise Exposure (EN, FR) – 2006

The purpose of this Position Paper is to help Member States and their competent

authorities to undertake noise mapping and to produce the relevant data as required by Directive 2002/49/EC of the European Parliament and of the Council of 25 June 2002 relating to the assessment and management of environmental noise (commonly known as the Environmental Noise Directive and hereinafter referred to as ‘the END’). It provides advice on specific issues that were raised initially by Member States and more recently through consultation.

Website: <http://ec.europa.eu/environment/noise/home.htm#2>



Inventory of noise mitigation methods (EN) – 2002

These Guidelines were published by the Working group on noise pollution abatement. They have been developed in order to help local authorities draft and implement noise abatement plans. The guidelines can be

applied to the entire municipality or to parts of it. They contain an inventory reporting various noise mitigation methods available, such as land use planning, speed limits, car free areas, noise barriers(providing a quiet rear side), porous road

surfaces, tunnels, controlling certain activities during the day, permits, noise monitoring, road pricing, etc.

Website: <http://ec.europa.eu/environment/noise/home.htm#2>



SMILE project: 'Guidelines for road traffic noise abatement' (EN, ES) – 2004

These Guidelines have been published as part of the European SMILE project (Sustainable Mobility Initiatives for Local

Environment) on sustainable mobility. Noise abatement measure focus on urban traffic, an aspect on which local authorities can act on. Aim of these Guidelines is to facilitate planning at operational and technical level (reduction of heavy traffic, use of noise-absorbing asphalt etc.), as well as on a more strategic level (co-operation between stakeholders, harmonisation with other planning tools etc.).

Website: <http://www.smile-europe.org/frame1.html>



Network CALM II (EN)

The European Commission has supported the creation of the project "CALM II – Co-ordination of European Research for Advanced Transport Noise Mitigation" which is based on the activities and results of the completed

thematic network "CALM – Community Noise Research Strategy Plan". CALM II aims at enhanced and cross-sectoral co-ordination of the European transport noise research involving the most relevant stakeholders.

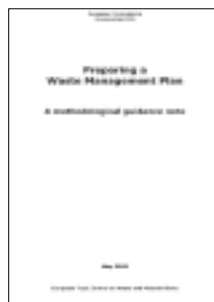
The overall objective is the synchronisation and encouragement of European transport noise research through a holistic system approach involving all related research areas. Based on intensive networking, the main aims of CALM II are:

- optimising research efforts
- identifying synergies between noise research and development in the different transport modes

- identifying new technology requirements and remaining research needs.

Website: <http://www.calm-network.com>

6.2.5 Waste and procurement



Preparing a waste management plan (EN, SL) – 2003

Guidelines published by DG Environment reviewing legislation in force and practical recommendations for drafting a waste management plan. As it has

been developed in order to be used by a wide range of administrations and organisations, many sections indicate the administrative level they are addressing. The Guidelines contain a step-by-step model for the drafting of a waste management plan and examples of existing plans. Furthermore, chapters 3 to 5 contain a checklist on the most relevant aspects to be considered during the planning process.

Website: <http://ec.europa.eu/environment/waste/index.htm>



Buying green! A handbook on environmental public procurement (EN, FR, IT, ES, SL) – 2004

This is a handbook dealing with green public procurement, published by the European Commission.

It considers following topics:

- green purchasing strategies
- organising public procurement
- defining the requirements of the contract
- selecting suppliers, service providers or contractors
- awarding the contract
- contract performance clauses

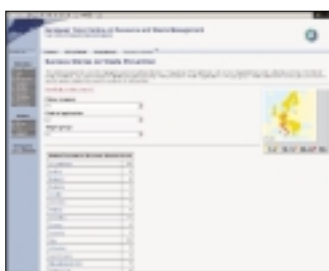
Website: <http://ec.europa.eu/environment/gpp/guidelines.htm>



RESOURCITIES a tool kit for urban decision-makers on waste and resources in cities (EN,FR,ES)

This website has been developed with the aim to provide local administrators with a useful tool for implementing recycling and waste prevention policies. The initiative is part of the European project “Sustainable Consumption in Cities – a European Campaign on Products without Waste and Recycled Products”. This website provides interesting information on urban sustainability to stakeholders, in particular on waste and natural resources management and environmentally friendly products.

Website: <http://www.acrplus.org>



Waste prevention success stories database (EN)

This database of the European Environmental Agency presents a wide range of successful waste prevention initiatives. Initiatives can be searched by following interest areas: “policy measure”, “field of application” or “target group”.

Website: <http://waste.eionet.europa.eu/wastebase/prevention>



Environment, success stories on composting and separate collection (EN,FR,IT,ES) – 2000

This report has been produced as part of a project supported by DG Environment. It identifies a number of successful initiatives in matters of centralised and home composting schemes of biodegradable waste in the following six Member States: Spain, France, Ireland, Italy, Portugal and the United Kingdom.

The report describes a range of initiatives and case studies being carried out in the six Member States. Key elements for success of each case study and waste collection schemes are reported in this guide, in order to supply key parameters for other local authorities involved in biodegradable waste reduction.

Website: <http://ec.europa.eu/environment/waste/publications/index.htm>



Bristol's household waste management strategy 2000 (EN)

A long-term strategy (25 years) aiming at minimising impacts of household waste production.

The document focuses on the 8 priorities set out by the

national strategy:

- an integrated approach to waste management
- a reduction in the quantity and hazardous nature of waste
- increase re-use
- increase recycling and composting
- increase energy recovery
- improve technologies (pyrolysis and gasification, anaerobic digestion)
- increase citizen participation in decision-making processes
- environment and human health protection

Website: <http://www.bristol-city.gov.uk/ccm/content/Environment-Planning/Rubbish-waste-and-recycling/recycling-statistics-and-strategies.en>

6.2.6 Urban planning (green spaces and built environment)



The place of periurban natural spaces for a sustainable city (EN, FR) – 2004

This report on the role played by green areas in urban environmental sustainability, commissioned by DG Environment, has studied 149 green areas present in 19

European cities. The report makes a classification of different types of green spaces present in urban areas and traces their main characteristics by looking at their:

- environmental function: biodiversity, micro-climate stabilisation etc.
- social function: leisure, sport, landscape etc.
- economic function: agriculture, fishing, mining etc.
- “service” function: electricity lines, telecommunications, transport infrastructures...

The Annex reports 25 case studies, mainly containing examples from Italian, Spanish and French cities.

Website: <http://www.fedenatur.org/index.aspx?lng=en>



Biodiversity by design – A guide for sustainable communities (EN) – 2004

Aim of this guide is to provide tools for biodiversity maximisation in urban planning. The guide provides some 20 International case

studies (mainly The Netherlands, United Kingdom and Germany) involving local authorities of different sizes.

In particular, it explores the possibility of connecting green areas and different types of habitat present in urban areas. Furthermore, it looks at how these areas, which are crucial to guaranteeing a certain level of urban biodiversity, may cohabit with artificial ones.

Website: <http://www.bristol-city.gov.uk/ccm/navigation/environment-and-planning/parks-and-open-spaces/wildlife/>



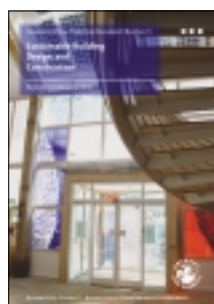
Bristol Parks and Green Space Strategy (will be ready in December 2006)

Bristol's future strategy on Parks and Green Spaces

will be a document subdivided into two parts. The first addresses the Urban planning department and aims at protecting green spaces. The second part aims at improving the quality of services provided by urban parks. For example, areas for children, sport facilities, cultural events.

An important goal, on which the strategy will pay particular attention, is to guarantee citizens equal accessibility to the different types of green areas.

Website: <http://www.bristol-city.gov.uk/ccm/content/Environment-Planning/Parks-and-open-spaces/bristol-parks-and-green-space-strategy.en?#internalSection1>



Sustainable Building Design and Construction (EN) – 2006

This report is one of a series of documents drafted as part of Bristol's local development strategy. It makes reference to 5 key objectives in sustainable construction:

- reduce overall energy consumption and maximise renewable energy use;
- minimise waste production and maximise re-use and recycling during construction, as well as once the building is completed;
- improve water quality and conservation;
- minimise discharges into water, air and soil and minimise noise and light pollution;
- maximise the use of materials deriving from renewable resources.

Website: <http://www.bristol-city.gov.uk/ccm/content/nvironment-Planning/sustainability/sust-build-design-construction.en?page=2#internalSection3>



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