

Ch 27 Environment– Croatia's experience of Institutional Benchmark

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Content

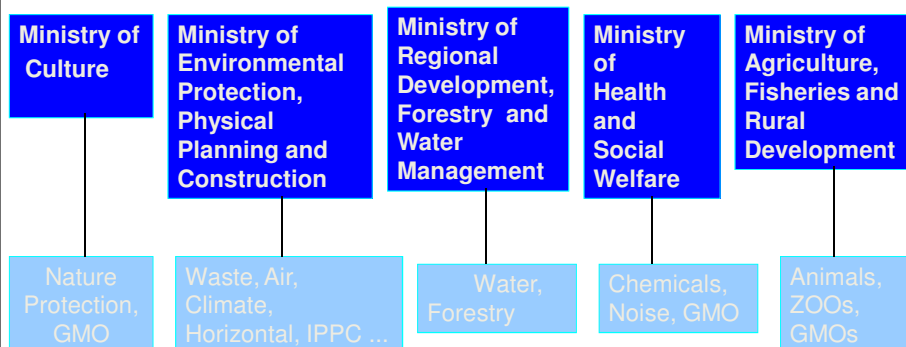
- Short chronology - Croatia's Chapter 27
- Overview of environment sector stakeholders
- Content of the benchmark
- Lessons learnt

HR Chronology for Ch 27 - Environment

- May 2006: Bilateral screening
- Feb 2007: EC Screening Report
- April 2007: Opening benchmark- “AP ...”
- Feb 2008: HR Government adopts the AP and submits it to the EU
- June 2008: the EU approves the AP and invites Croatia to submit its Negotiation Position
- Feb 2010: opening of negotiations on Ch 27
- Dec 2010 (IGC): provisional closure of Ch 27
- June 2011 Croatia formally closes accession negotiations with EU.
- 1 July 2013 Croatia's accession

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Environment sector



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ENVIRONMENT SECTOR

- State Institute for Nature Protection
- Croatian Environment Agency
- Croatian Waters
- Environmental Protection and Energy Efficiency Fund
- Public institutions in charge of the management of protected areas
- National Protection and Rescue Directorate
- Meteorological and Hydrological Service
- Croatian Institute for Toxicology

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Chapter co-ordination

- Ministry of Environment (then MEPPPC) officially designated by the Government as the Chapter Coordinator
- MEPPPC's Department for EU (cca 3 persons)
 - main „coordinating mechanism” for the entire Chapter – necessary from the very start!
 - to give guidance, instructions, compile inputs, analyse/examine, check and correct, harmonise and unify

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Opening benchmark –Action plan

- *“Croatia should present to the Commission a comprehensive plan for putting in place the necessary **administrative capacity** at **national, regional and local level** and required **financial resources** to implement the environment **acquis** with **targets and deadlines**. This plan should be coherent with the process to complete **legislative alignment** and to start implementing the **acquis** in a **well-co-ordinated manner**. ”*

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Opening benchmark – Action Plan

- AP for the period 2007-2009; baseline year 2006
- To show: human, financial, technical resources to implement and enforce the acquis
- increase in the number of staff at all levels, financial resources for the staff, equipment, training
- Info on regional and local authorities
- Detailed info on enforcement/INSPECTION
- Two meetings with the EC held in 2007
- Written comments to draft AP provided by EC

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HR Action Plan (290 pages, incl tables and annexes)

Table of Contents

The Plan consists of three main parts:

- 1. overview of environmental protection system
- 2. Strengthening admin capacity at all levels
- 3. Financial aspects

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1A. Executive summary

- Short and concise description of current environmental system, by sectors/acquis; e.g. horizontal legislation, air quality, waste management... focusing on main legislation and strategic documents; current and planned activities
- In short, admin capacity (%) and funds
- Intersectoral cooperation incl Inspection (Agreement on Cooperation...)

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1.B. Competences of ministries/expert bodies at national level and their structure

For each institution at the national level
and then for expert agencies:

- overview of competences and organisation (description of current /future structure)
- administrative capacity
- organisational charts in Annex 1

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1.C. Local/regional admin capacity

- The role of authorities at the local and regional level and their division of responsibilities, in particular pursuant to the new Environmental Protection Act

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1.D. Coordination of the implementation of the acquis – horizontal and vertical

- Current and future (pending acts)
coordination amongst institutions, in relation
to the acquis

Coordination:

- Horizontal – between ministries and other
bodies at the national level
- Vertical – between national level and
regional/local level

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1. E. Financial aspects

- Activities funded by the State budget, by
sectors
- Financing at local and regional level
- EU funds, IFI funds

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1.F. INSPECTION

- Description of activities (legislation), by ministries
- Organisation, at central and local/regional level
- Cooperation with other state regional/local administration authorities

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2. STRENGTHENING ADMIN CAPACITY

2.1. Short explanation of current and planned (e.g. reorganisation) state, plus detailed tables, **by institutions/expert bodies**, showing:

- 2006, 2007-2009 number of staff,
- Funds for salaries, equipment, education of civil servants
- Regional and local self government,

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DIRECTORATE FOR ENVIRONMENTAL MANAGEMENT (2007)	2007		2008	2009	STAFF INCREASE 2006-2009	
	Sept.	By the end			Number	%
SECTOR FOR ENVIRONMENTAL ASSESSMENT AND INDUSTRIAL POLLUTION + Head of the Sector	13+1	13+1	17+1	21+1	10¹	63
Department for Environmental Assessment + Head of the Department	8*	8*	9+1	11+1		
Section for EIA	5	5	5	7		
Section for SEA	3	3	4	4		
Department for Environmental Permit and Environmental Liability + Head of the Department	5*	5	6+1	8+1		
Section for Environmental Permit	3	3	3	5		
Section for Pollution Prevention and Environmental Liability	2	2	3	3		
SECTOR FOR ATMOSPHERE, SEA AND SOIL + Head of the Sector	14+1	17+1	17+1	19+1	3²	18
Department for Atmosphere Protection + Head of the Department	8+1	10+1	10+1	12+1		
Section for Air Protection	4	5	5	6		
Section for Climate and Ozone Layer Protection	4	5	5	6		
Department for Sea and Soil Protection + Head of the Department	4+1	5+1	5+1	5+1		
WASTE SECTOR + Head of the Sector	14+1	17+1	19+1	23+1	14³	140
Department for Waste Management + Head of the Department	9+1	10+1	11+1	13+1		
Section for Hazardous Waste	4	5	5	7		
Section for Non-hazardous Waste	5	5	6	6		
Department for Plans and Projects + Head of the Department	3+1	5+1	6+1	8+1		
Section for Waste Management Centres	2	2	3	4		
Section for Special Programmes for Waste Disposal	1	3	3	4		
TOTAL	44	60	66	66	27	69
FINANCIAL RESOURCES / HRK						
Salaries	6,360,000		6,720,000	7,440,000		
Equipment	795,000		45,000	75,000		
Education	265,000		280,000	31,000		
TOTAL	7,420,000		7,045,000	7,625,000		

¹ Compared to the Department for Environmental Assessment in 2006

² Compared to the Soil, Atmosphere and Sea and Landscape Departments in 2006

³ Compared to the Department for Waste Management in 2006

2.1.8. Regional and local self-government

ADMINISTRATIVE ENVIRONMENTAL CAPACITIES OF DISTRICT (REGIONAL) SELF-GOVERNMENT AND STATE ADMINISTRATION OFFICES
for 2007 and as planned by the end of 2009

Item No.	County of	CURRENT ORGANISATION			NEW ORGANIZATION (pursuant to the new EPA)
		State Administration Offices (2007)	Physical Planning Institutes (2007)	Existing Administrative Departments for Environmental Protection in counties (2007)	Organizational unit for environmental protection in counties (2008-2009)
01.	Zagreb	1	1	1	5
02.	Krapina-Zagorje	1,5	2	0	5
03.	Sisak-Moslavina	1	1	4	7
04.	Karlovac	1	2	0	5
05.	Varazdin	1	0	3	8
06.	Koprivnica-Krizevci	0,5	2	0	5
07.	Bjelovar-Bilogora	2	0	1	5
08.	Primorje-Gorski kotar	2,5	2	0	8
09.	Lika-Senj	1	2	0	5
10.	Virovitica-Podravina	1	0	1	5
11.	Pozega-Slavonia	1,5	0,5	0	5
12.	Sl. Brod-Posavina	1	0	1	5
13.	Zadar	1	2	1	5
14.	Osijek-Baranja	2	1	0	5
15.	Sibenik-Knin	2	0	1	5
16.	Vukovar-Srijem	1	2	0	5
17.	Split-Dalmatia	4	0	1	7
18.	Istria	2	1	2	9
19.	Dubrovnik-Neretva	2	1	1	5
20.	Međimurje	1	1	0	8
21.	City of Zagreb	0	6	5	18
	TOTAL:	30	26,5	22	133

2. STRENGTHENING ADMIN CAPACITY

- 2.2. Overview of admin capacity **by sectors (acquis)**, e.g. access to information, EIA, SEA, IPPC...
- Short description plus tables
- 2.3. Inspection, by institutions, (detailed) tables

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2.2.1. B) ENVIRONMENTAL LIABILITY

According to the new organization set up in 2007, the MEPPPC has 1 member of the staff dealing with environmental liability issues.

ENVIRONMENTAL LIABILITY	2007		2008	2009
	Sept.	By the end		
MEPPPC				
Department for Environmental Permit and Environmental Liability				
Section for Pollution Prevention and Environmental Liability	1	1	1	1

2.2.1. C) ENVIRONMENTAL IMPACT ASSESSMENT (EIA)

The MEPPPC is the authority competent for environmental impact assessment at the national level and has 5 employees in charge of these tasks. A state administration office or another body as defined by the county organization is competent at the county level and the tasks are carried out by 1 employee. These competent bodies coordinate environmental impact assessment procedures and during their work they recruit other bodies responsible for the protection of specific segments of environment, such as the protection of nature, water, forests, human health etc. In each of those bodies 1 employee is in charge of these tasks.

Currently, there is a sufficient number of staff on the national level (though, an increase is planned for 2009) while on the county level and in the City of Zagreb an appropriate, i.e. sufficient number of employees for performing EIA activities will be re-deployed from state administration offices (as previously mentioned in Chapter 1.C).

EIA	2006	2007		2008	2009
		Sept.	By the end		
MEPPPC					
Department for Environmental Assessment					
Section for Environmental Impact Assessment	5	5	5	5	7

KA 1.

2.2.3. Waste Management

Until 2006 the MEPPPC has a Department for Waste consisting of two sections: a Section for Hazardous Waste and a Section for Non-hazardous Waste. The Department for Waste had a total of 10 members of the staff.

Through reorganization of the MEPPPC a Waste Sector was established within the Directorate for Environmental Management. The Sector consists of the following departments: the Department for Waste Management and Department for Plans and Projects. After the conclusion of vacancy announcements in 2007, the Department for Waste Management has 10 employees and the Department for Plans and Projects 5 employees. Including Head of Sector and heads of departments, Waste sector have 15 employees at the end of 2007. In the next period there will be further employment in those two Departments.

The Environmental Protection and Energy Efficiency Fund have a staff of 27 employees on tasks related to waste management. As part of the operational structure necessary for the implementation of the IPA Operational Environmental Protection Programme, the Fund set up a separate Department for EU Funds, re-deploying two employees who had previously worked on waste management issues to the newly established Department. Additional employment at the Fund will expand its staff by three new waste management operatives in 2008.

WASTE MANAGEMENT	2007		2008	2009
	Sept.	By the end		
MEPPPC				
WASTE SECTOR				
Department for Waste Management				
Section for Hazardous Waste	4	5	5	7
Section for Non-Hazardous Waste	5	5	6	6
Department for Plans and Projects				
Section for Waste Management Centres	2	2	3	4
Section for Special Programmes for Waste Disposal	1	3	3	4
CEA	4	4	4*	4*
EPEEF	27	27	30	30

* Full recruitment of CEA is envisaged for the end of 2009. The projection of staff increase has to be examined and approved by the Management Board of CEA. Data for 2008 and 2009 does not reflect that projection of staff increase. After the approval, the increase in staff number will be reflected in the state budget.

2. STRENGTHENING ADMINISTRATIVE CAPACITY

2.3. Inspection – MEPPPC

2.3. INSPECTION

2.3.1. Ministry of Environmental Protection, Physical Planning and Construction

Directorate for Inspection Affairs

Table 1. Administrative capacities and financial aspects of environmental inspection

Environmental inspection	2006	2007	2008	2009	Staff increase 2006-2009	
					Number	%
ORGANISATION	No. of inspectors					
Chief environmental inspector	1	1	1	1	0	0,0
Department for Environmental Inspection + head	14+1	16+1	19+1	19+1	5	33,3
Section for Environmental Inspection	7	7 ¹	8	8	1	14,3
Section for International Cooperation	4*	5*	6	6	2	50
Section for the Advancement of Environmental Inspection Supervision Operations in Branch Units	3*	4*	5	5	2	66,7
TOTAL	16	18	21	21	5	31,3
Branch units - Departments	46	57	59	63	17	37,0
BU in Zagreb for the area of the City of Zagreb and Zagreb County						
Section for Environmental Inspection	4	7	7	8	4	100,0
BU in Krapina for the area of Krapina-Zagorje County	2	3 ¹	3	3	1	50,0
BU in Sisak for the area of Sisak-Moslavina County	2	3	3	3	1	50,0
BU in Karlovac for the area of Karlovac County	2	2	3	3	1	50,0

2. STRENGTHENING ADMINISTRATIVE CAPACITY
2.3. Inspection – MEPPPC

BU in Varazdin for the area of Varazdin County	2	2	2	3	1	50,0
BU in Koprivnica for the area of Koprivnica-Krizevci County	2	2	2	2	0	0,0
BU in Bjelovar for the area of Bjelovar-Bilogora County	1	2	2	2	1	100,0
BU in Rijeka for the area of Primorje-Gorski kotar						
Section for Environmental Inspection	4	4	4	5	1	25,0
BU in Gospić for the area of Lika-Senj County	2	2	2	2	0	0,0
BU in Virovitica for the area of Virovitica-Podravina County	1	2	2	2	1	100,0
BU in Požega for the area of Požega-Slavonia County	2	2	2	2	0	0,0
BU in Slavonski Brod for the area of Sl. Brod-Posavina County	2	2	2	2	0	0,0
BU in Zadar for the area of Zadar County	2	3	3	3	1	50,0
BU in Osijek for the area of Osijek-Baranja County						
Section for Environmental Inspection	4	4	4	4	0	0,0
BU in Šibenik for the area of Šibenik-Knin County	2	3	3	3	1	50,0
BU in Vukovar for the area of Vukovar-Srijem County	2	3	3	3	1	50,0
BU in Split for the area of Split-Dalmatia County						
Section for Environmental Inspection	4	4	4	5	1	25,0
BU in Pazin for the area of Istria County	2	3	3	3	1	50,0
BU in Dubrovnik for the area of Dubrovnik-Neretva County	2	2	3	3	1	50,0
BU in Čakovec for the area of Međimurje County	2	2	2	2	0	0,0
GRAND TOTAL	62	75	80	84	22	35,5
FINANCIAL RESOURCES/HRK						
Salaries	7,200,000	9,420,000	10,650,000	11,900,000		
Equipment	900,000	210,000	75,000	60,000		
Education	300,000	370,000	395,000	415,000		
TOTAL	8,400,000	10,000,000	11,120,000	12,375,000		

¹ the number includes one environmental inspector for whom recruitment procedure is underway
² the number includes also expert advisers who cooperate closely in inspection supervision affairs.

3. FINANCIAL ASPECTS

- Short info on the status of transposition, by sectors/acquis, and on projects

Tables/data demonstrate:

- breakdown by sectors/acquis
- Link between transposition and funds

3. FINANCIAL ASPECTS – Horizontal Legislation

Relevant acquis ACTIVITIES (LEGISLATIVE AND IMPLEMENTATIONAL) AND COMPETENT BODY	MEASURES / ACTIVITIES IMPLEMENTATION DEADLINE	SOURCE OF FUNDING	PLANNED FUNDS / HRK			
			2006	2007	2008	2009
UNFCCC						
IHIV National Communication under UNFCCC (MEPPPC)		State Budget	150,000	60,000		
Study with emission projections for the post-Kyoto period	2007	State Budget		300,000		
Initial report on allocated emissions with activity selection – Forestry (MEPPPC)	2008	State Budget			400,000	
V National Communication under UNFCCC (MEPPPC)	2010	State Budget			300,000	1,000,000
LIFE project – Capacity building for implementation of UNFCCC and Kyoto Protocol– (MEPPPC)	2007	State Budget	250,000	220,000		
LIFE project – Capacity building for implementation of UNFCCC and Kyoto Protocol– (MEPPPC)	2007	EU (LIFE)		830,000	830,000**	
Kyoto Protocol, Directive 280/2004						
NIR/CRF for 1990-2006, including review (CEA)	2008	State Budget			400,000	
NIR/CRF for 1990-2007, including review (CEA)	2009	State Budget				400,000
Report on implementation of measures and projections (CEA)	2009	State Budget				200,000
Strategy for meeting the obligations under UNFCCC and Kyoto Protocol (MEPPPC)	2007	EU (LIFE)		Funds shown in the 6 th row		
Greenhouse gas emission reduction measures in the energy sector (economic operators)	Continuing	Other (EPEEF)	7,460,948*	77,858,089	153,379,500	162,454,200
HEP ESCO energy efficiency measures (economic operators)	Continuing	Private sector	13,320,000	28,120,000	28,850,000	28,850,000
Incentives and private sector	Continuing	Private sector			100,000,000	200,000,000
TOTAL BY YEARS			21,180,948	107,388,089	284,169,500	392,914,200
TOTAL ESTIMATED COSTS OF ACQUIS IMPLEMENTATION (2006-2009)				805,652,737		

* EPEEF resources for 2006, for greenhouse gas emission reduction projects in the energy sector have been calculated in a manner that the resources for the three-year period 2004-2006 amounting to 22,382,844 HRK (3,025,000 EUR) were divided on three years.

** Project ended in 2007. Funds shown in 2008 refers to the final payment

1. ORGANISATION CHARTS OF COMPETENT AUTHORITIES AND STIPULATED PROCEDURES IN THE ENVIRONMENTAL PROTECTION SECTOR

1.1. Ministry of Environmental Protection, Physical Planning and Construction

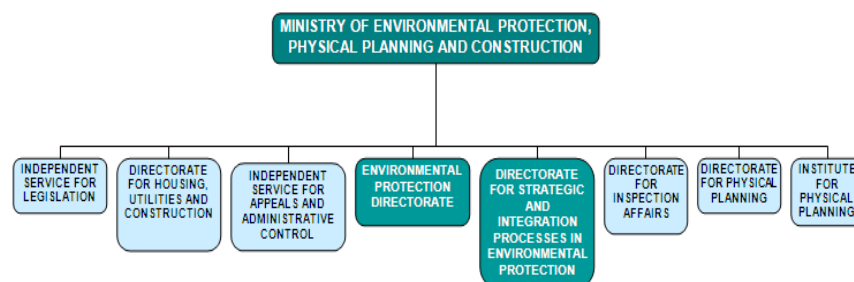
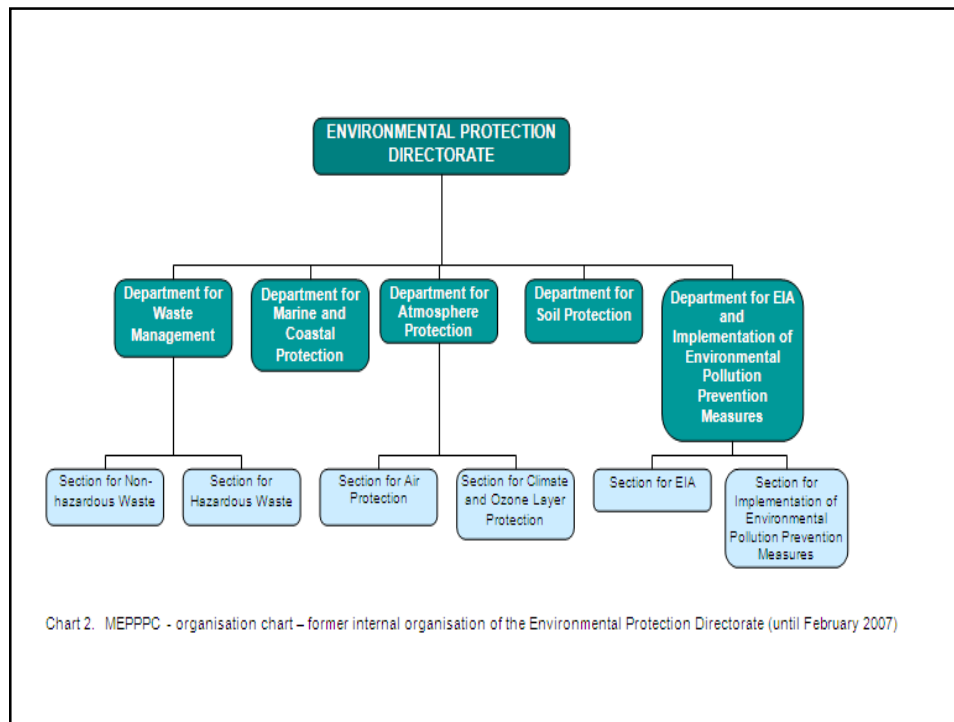


Chart 1. MEPPPC – organisation chart – former internal organisation (until February 2007)



Annex II

- Agreement on co-operation between inspection services
- 6 ministries plus State Inspectorate
- Regulates, inter alia, responsibilities, joint international cooperation, joint work plan and programme, reporting, public information...

Lessons learnt

- Action Plan - an indispensable planning tool for implementation and enforcement of the acquis
- AP extremely useful instrument to ensure state budget funds and employ new staff/ must be adopted by the Government
- EC' s assistance in preparation; later, regular monitoring of its fulfilment
- Strong, leading role of the Ministry's coordinating unit – a must!
- AP – must be clear, logical and well structured / presented

The end

Thank you!