

**P58.10****Climate policy integration as a necessity for an efficient climate policy**

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Objectives: It is becoming evident that if high-consumption societies are to tackle climate change, significant changes in production processes as well as in consumption patterns will be required. Such transformations cannot be achieved unless climate change is taken into account in the general and sector-specific policies which underlie economic activity and general social development. When industry, energy producers or transport companies take action as a result of climate policies, they are also influenced significantly by other policies. The degree to which climate change issues are considered and integrated into existing policy areas is therefore a key issue, along with climate-specific measures such as emissions trading.

The paper is based on the research project “Policy Integration, Coherence and Governance” conducted by the PEER network. It assesses the extent of climate policy integration in different European countries, policy sectors and in some cases regions and municipalities. The assessment is based on five criteria: inclusion, consistency, weighting, reporting and resources. The report also analyses measures and means for enhancing climate policy integration and improving policy coherence.

Methods: This study is based on several case studies at different levels of governance, using a common overall theoretical framework for analysis. Further, all the case studies build on in-depth qualitative interviews and qualitative document analysis. The common framework builds on theories of multilevel governance and of policy integration. The country studies focus on Denmark, Finland, Germany, the Netherlands, Spain and the United Kingdom. In each country, several policies (such as energy production or transport) are examined. In addition, some regions and municipalities are examined in detail. The study demonstrated that analysing and comparing experiences over time and across sectors and countries is beneficial and instructive. However, oversimplified, straightforward comparisons can be seriously misleading. It is essential, therefore, that case-specific characteristics are fully taken into account. By undertaking broad comparative studies with in-depth involvement by researchers with national knowledge and different disciplinary backgrounds, it is possible to maintain a country- and context-specific understanding. At the same time, all of the new perspectives that emerge as a result of comparison using common concepts, frameworks and questions can be introduced.

Results: This study shows that climate change is currently one of the most important political issues in Europe and that political support for climate issues is clearly broader than it used to be. Climate change has a more prominent role in governmental programmes than ever before, and it is no longer delegated to just one minister, one ministry or a few institutions. It has become a matter for prime ministers, whole cabinets and entire administrations. The most recent national climate strategies recognise the need for, and are built on, climate policy integration to a much greater extent than was previously the case. At the local level, many large cities, as well as smaller municipalities, have made climate commitments which are often more ambitious than commitments made at a national level.

This study demonstrates that the inclusion of climate change mitigation in general governmental programmes and strategies has substantially increased in recent years. There are many inconsistencies between climate policy aims and other policy aims in the countries included in the study. In most countries and sectors, the trade-offs between the aims of climate policy and other aims are on the one hand rarely openly assessed. Climate policy aims and other policy aims are usually not explicitly prioritised against each other in governmental programmes and strategies. On the other hand, climate policies open up controversies and policies to address climate change are often contested, such as the option of nuclear energy production or regulating the use of the private car. When climate change becomes a “matter for the boss”, climate policy gains more political weight. The study establishes that most countries still struggle with the issue of how to combine monitoring, policy evaluation and policy learning. In the countries studied, climate policy

issues in recent years have been allocated resources in both national and local budgets. It remains to be seen how permanent those resources will be, however.

Yet, even more important than incorporating climate policy integration more deeply into policy strategies is extending it more fully to specific policy instruments. This means new policy instruments as well as changing the way in which the present instruments are shaped and implemented. Across countries and regions the need to deepen climate policy integration into spatial planning and governmental budgeting is common.

In addition, too frequently, mitigation is seen as concerning just one policy level or, if several levels are concerned, they are viewed as simply a top-down control problem. This study has clearly shown that both mitigation and adaptation concerns all levels from the local to the global and that the interactions between levels are complex and multidirectional. The carbon neutrality aim declared by municipalities such as Skive, Frederikshavn and Samsø in Denmark and Kuhmoinen, Mynämäki, Padasjoki, Parikkala and Uusikaupunki in Finland is far in advance of national ambitions. More importantly than just examining intentions, it is clear that in many mitigation-related decisions the conditions are generally set locally or the decisions are even made by municipalities. Local authorities usually develop land use plans that greatly influence the need for transport system and possible modes of mobility, including the extent and form of public transport. Municipalities also greatly influence the possibilities of different forms of energy production and, through procurement, energy use. The list could be made much longer. It is beyond doubt that mitigation is also an issue for local politicians and administrations, as well as for those making decisions at the national, EU or UN level.

Conclusions: There is a clear political opportunity to address climate change more broadly than ever before. In order to make the most of this opportunity, however, it is absolutely essential that climate change be integrated into decision making on issues such as energy security and taken into account in the responses to the economic recession. Furthermore, since strategies and programmes seldom shape societies and transform economies on their own, successful climate policy integration requires:

- more integration of climate policy aims in specific policy instruments;
- full recognition of the multi-level governance nature of climate policy;
- the ability to handle controversies; and
- more emphasis on policy evaluation and assessments of climate impacts.