GENERAL INFORMATION

PETUS description of tool in use	
Name of the case	Implementing a procedure of Strategic Environmental Assessment in Copenhagen.
Name of the tool	SEA (Strategic Environmental Assessment)
Country	Copenhagen, Denmark
City / region Total area (km2) Population Density (people/km2)	Copenhagen 89 km2 502, 000 5,640 people/km2
Tool user's profile a. Organisation name (municipality, NGO, national or regional department, company, etc.) b. Field of activity c. Detailed contact/feedback (project website, e-mail, address, tel., fax)	a. Municipality of Copenhagen b. Environmental Protection Agency of Copenhagen c. Address: Miljøkontrollen, Kalvebod Brygge 45, Postboks 259, DK-1502 København V. Tlf. 33 66 58 00. Mail: miljoe@mff.kk.dk. Website: http://www.miljoe.kk.dk/?frames=no English presentation of the Copenhagen EPA (leaflet): http://www.miljoe.kk.dk/840D7BF9-97D5-485E-810E-C6AD80AF4B8C
Reviewer, date: Jesper Ole Jensen, DTU. February, 2005	

Short description of the case

The case describes the implementation of Strategic Environmental Assessment (SEA) in the municipality of Copenhagen. Since 2001, the municipality of Copenhagen has worked to implement the European SEA-directive. In practice this means finding a way of assessing all proposals (laws, policies, plans etc.) from departments in the municipality, so that environmental implications are taken into considerations when the proposals are assessed by the relevant committees and the politicians in the city council.

A first version of the SEA procedure was developed and tested over the period of a year, from 2001 to 2002. In 2002 the procedure was evaluated by external consultants, focusing on different departments' experiences with the SEA-procedure. From this evaluation, the SEA-procedure has been revised, and is now in the process of gaining political approval and implementation. When the new version of the SEA-procedure has been used for about a year, it will be evaluated, this time focusing on the politicians' views on the output of the procedure.

Why was the case chosen? To which PETUS key-problem is this case study related?

The SEA-procedure is holistic, and operates with 9 environmental themes: Resources, waste, air, noise, water (groundwater, sewage, surface-water), soil, green areas, traffic, risk in production, and health. Therefore the case study is - in principal - related to key problems in all sectors.

Sector	Waste	Energy	Water	Transport	Green/blue	Holistic
						X

Scale of project	Component	Building	Neighbourhood	City	Region
				X	

Status of project	Starting up	Ongoing	Finished	Start date	End date (exp.)
		X		2001	2004

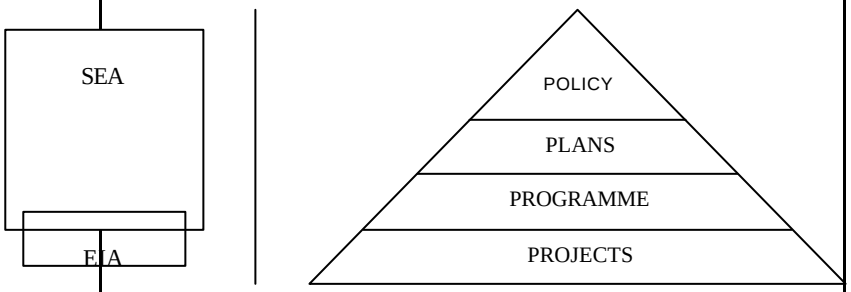
Key words

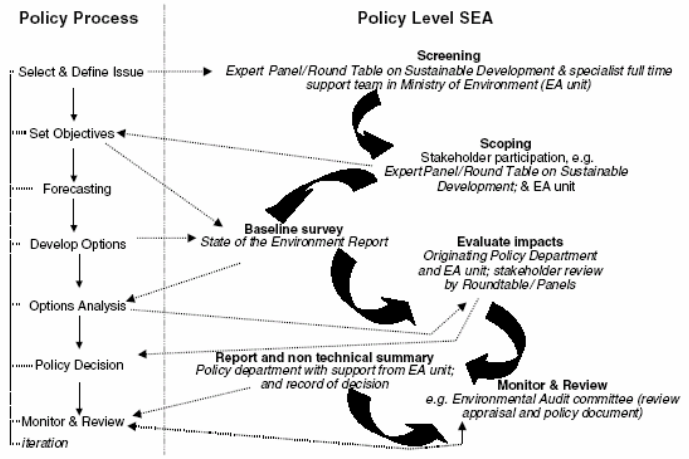
Strategic Environmental Assessment, Plans, programmes, policy and projects, implementation

Project a. Object (building, city park, wind farm, etc.) b. Type of activity (regeneration, renovation, new development, etc.) c. Type of product (plan, scheme, design project, etc.)	a. The case study looks at the procedure for implementing SEA. b. The tool provides an assessment of policies, plans and programmes. c. The project is a scheme.
Tool a. Character (according to WP3final0704.doc) b. Benchmarks (qualitative or quantitative) c. Availability (paid/ free)	a. The tool is an Impact assessment (SEA). b. Qualitative benchmarks were defined by the tool. c. The SEA is available for free.
Decision-making process a. Stage of the tool implementation (preliminary, midterm, etc.) b. Level (political, technical, etc.) c. Public participation	a. The tool is designed to be used in the preliminary stages of a project. b. The decision making process occurs at the political level. c. Public participation has not yet occurred, but the

	intention is to involve the public in the SEA-procedure

DETAILED INFORMATION

A. Detailed description of project and tool	
1. Description of context (existing strategies, laws, policy, action plans, etc.): EU, national, regional, municipal	The case concerns implementation of the SEA-directive (Strategic Environmental Assessment) (Directive 2001/42/EC, in the municipality. The directive must be applied within each member country by 21 July 2004.
2. Description of project a. Background (What caused the initiation of the project?; What was the problem? Who initiated the project?); b. Objectives/aims (sustainability statement – what issues of sustainability were attacked); c. Time interval and stages of project realization; d. Financing – amount, sources, institutions involved, partnerships, levels. e. Other sectors involved in the particular project/problem (conflicts and/or links)	a. Since 2001 the municipality of Copenhagen has worked to implement the SEA-directive. The Copenhagen Environment Protection Agency (a department of the municipal administration) has had the responsibility of implementing SEA in the municipality. In practice this means finding a way of assessing all proposals (laws, policies, plans etc.) from the departments in the municipality, so that the environmental implications are taken into considerations when the committee discuss the proposal. A first version of the SEA procedure was developed by the Forum for Environmental Assessment in the municipality, including representatives from each of the Departments in Copenhagen municipality (Economy, Education and Youth, Health, Family- and Labour, Culture and Leisure, Building and Technique, Environment and Supply). For approximately 1 year (2001 to 2002) this SEA-procedure was used. In 2002 it was evaluated by external consultants, focusing on the different departments experiences with the SEA-procedure. From this evaluation, the SEA-procedure has been revised, and is now in the process of obtaining political approval and implementation. When the new version of the SEA-procedure has been used for about a year, it will be re-evaluated, this time focusing on the politicians' views on the output of the procedure. b. The assessments concern – in principle – all environmental aspects. In practice, 9 environmental themes have been included in the assessment: Resources, waste, air, noise, water (groundwater, sewage, surface-water), soil, green areas, traffic, risk in production, and health c. see above. d. The implementation of SEA has not required any financing e. The policy covers all sectors
3. Description of tool	In contrast to EIA, which is aimed at assessing individual projects, SEA aims to assess the environmental implications of policies, plans and programs. The principle of SEA is shown in figure 1.  Figure 1. Environmental assessment on different levels; the principle of SEA, and the difference between SEA and EIA. Source: Arce and Gullón, 2000. The SEA-procedure consists of the following steps: 1. Screening 2. Scoping 3. Writing environmental report 4. Rewriting report 5. Decision-making on the strategic proposal 6. Monitoring

	These steps should be integrated in the planning procedure, and in public participation (Risse et al, 2003). A possible methodology for this is illustrated in figure 2.  Figure 2: Scheme for integrating examples of existing processes and tools into SEA and a generalized policy process. Source: Sheate et al (2003)
a. Character (according to WP3final0704.doc) - calculation tools, process tools, assessment methods, generic tools, simulation tools, guidelines, framework tools, schemes, indicators and monitoring, checklists, case-specific tools; b. Availability of the tool (web-based / paper, paid / free, etc.) c. Based on existing tool or newly elaborated; d. Adaptation of the tool to the local context (are there local experts involved in tool's development?) e. Other tools implemented to support the project development	a. An SEA is an assessment method b. This is a paper based tool, which is available for free. c. SEA is based on an existing tool. The case study describes the implementation of SEA in the municipality of Copenhagen. d. SEA is designed to be adapted to different policies, plans and programmes. SEA is intended to be used at many different scales from local plans to regional programmes and at the strategic level. e. No other tools were implemented to support the SEA.
B. Tool implementation	
1. Argumentation for choosing the tool a. What were the reasons for the implementation of the tool? (voluntary or requested by what local, national, etc regulation) b. Who took the initiative for choosing /elaboration the tool? c. What were the criteria for choosing the tool? d. Was there knowledge of other tools and were they considered?	a. The implementation is due to the EU-directive on SEA. b The municipality of Copenhagen took the initiative to use the tool. c. The use of the tool is a legal requirement – Directive 2001/42/EC as of July 2004. d. There was no knowledge of any other tools. Experiences on SEA were collected from other municipalities at the beginning of the process (including the municipality of Hillerød and Local Government Denmark (LGDK)) who has experience in implementing SEA in four municipalities. However, the general impression was that these municipalities had not been involved in the process for long enough for their experiences to be useful as input for SEA in Copenhagen. The procedure fits well into the municipality's general environmental policy. For instance, the scoping on SEA is parallel to the mapping in the Dogma-2000 (see case study: DOGME 2000: Sustainable Municipality Network).
2. Barriers for the tool implementation What were the main problems in the tool implementation? (Regulation, information available, public awareness, lack of clear SD definitions and	The main challenge has been to find a way to make a simple assessment method, useable by the departments in the Municipality. The main problems of using the method was identified as:

benchmarks, communication etc.)	• The aim and the target group for the assessments were unclear • Unclear ambition level of the assessment in the guidelines • Ambiguous concept of environment in the guidelines and tools • Lack of attention on environmental assessment • Long process
C. Influence of the tool on the decision-making process	
1. Description of the decision-making process/ procedures	**The first SEA-procedure** A set of guidelines for sustainability assessment was developed by the Municipality's Forum for Environmental Assessment. These guidelines should be used by each department in the Municipality, to assess the potential environmental impacts of the law-proposal and recommendations they put forward. This suggested that an SEA-assessment should follow three steps: 1. An assessment of whether the suggestion will have any environmental impact at all, 2. (if yes) an assessment of the environmental impacts, 3. A summary. The guidelines emphasize that impacts can have different dimensions: Direct, indirect or derived, temporal (temporal, lasting, short-term and long-term), geographical (local, regional and global) or negative consequences. A checklist to support the assessment was made. It operates with 9 environmental themes: Resources, waste, air, noise, water (groundwater, sewage, surface-water), soil, green areas, traffic, risk in production, and health. For each theme a fact sheet on the Municipality's policy has been made, summarizing goals and principles, assessment criteria's, central documents, and contacts for support. To limit the number of assessments to be made, a "negative list" was produced, defining the type of proposals for which an assessment should not be made. There is a wide variety of assessments made, and the extent it has had any influence on the decision-making process. **Evaluation of the first SEA-procedure** The hitherto procedure has been evaluated by COWI consultants in 2002. This included the experiences from using the guidelines, how the environment is incorporated in the proposals, and resources (time) spent on the assessments. The evaluation showed that there is generally a positive attitude from the different departments in the Municipality for working with environmental assessment. In some departments (such as the Department of Building and Technique and the Department of Environment and Supply), environmental aspects play a major role, in others (such as the Department of Culture- and Leisure and the Department of Family and Labour market) a limited role. This also reflects the time spent on the assessments, which varied from 15 minutes to 4 hours (with an average of 30 minutes). The main problems identified were: • The aim and the target group for the assessments were unclear • Unclear ambition level of the assessment in the guidelines • Ambiguous concept of environment in the guidelines and tools • Lack of attention on environmental assessment • Long process This revealed a need to simplify the assessments, and make them more oriented for the politicians, as the primary target group. **The second SEA-procedure** Based on the evaluation, following changes made the version of

a. Stages b. Levels (political, technical, etc.) c. Sources of information used during the dmp; d. Who are the decision-makers? e. Who made the final decision for the project implementation? Was it political or technical decision?	the SEA-procedure: • A screening of environmental impacts for different types of acts will be made using external consultants. This will develop into a "positive list" for each department, that describes the types of acts that must be included in the SEA- assessment instead of operating with the "negative list" for cases that should not be included, • The assessment will refer to relevant existing environmental goals. It must clearly state whether the proposal will have positive, neutral or negative environmental impacts on the politically agreed goals. If the proposal cannot be related to a goal, it will be discussed with the EPA how to assess the proposal. The aim is to make the assessment very simple, so that it presents as clear a message as possible for politicians in committees. a. The tool is implemented in the initial stages (assessment of law proposals and plans). b. The assessment is made by technicians, to support political decisions. c. Information letters, brochures and meetings were the sources of information used during the decision making process. This was distributed to the individual departments in Copenhagen municipality (Economy, Education and Youth, Health, Family- and Labour, Culture and Leisure, Building and Technique, Environment and Supply). d. The municipal politicians are the decision makers. e. The municipal politicians made the final decision on how to implement SEA in the municipality.
2. Tool in decision-making process a. At what stage was the tool implemented? By whom? (experts, politicians, etc.) b. How did the tool output influence the process (added or skipped levels/stages in the existing decision-making process, etc.)? c. Quantitative goals or benchmarks defined? (If YES, which – and what were they compared to?) d. Was the tool used to support argumentations?	a. The tool is implemented in the initial stages (assessment of law proposals and plans). The assessment is made by technicians, to support political decisions. b. It is too early to say how much the SEA-procedure will influence the decision-making processes. In the 4th quarter of 2002, 228 assessments were carried out, corresponding to 62% of the 366 proposals put forward (Copenhagen Municipality's Green Accounts 2002). **Example** One example of a positive influence is the renovation of Brønshøj Torv (square). This served as a test-case for the new environmental policy for the Department of Roads and Parks. This case included use of different tools: The SEA-procedure, the municipality's guidelines for environmental friendly renovation, and the national tool, "Manual on Environmental Management in Project Design" (MEMPD. In Danish: "Miljørigtig Projektering"). The renovation of the square included the following environmental initiatives: • Reusing the existing granite-stones from the "old" square on the new square, • Recycling concrete at the site (crushing it and using it for filling behind stairs), • Cut trees will be reused in the playground, • Rainwater from the square will be fed to the local village pond (traditionally, groundwater would have been used for this purpose, but groundwater resources are limited in the region. Using rainwater locally gives an environmental benefit for groundwater as well as for the sewage treatment). c. Approximately 160 environmental goals in the Municipality are used as benchmarks for assessing the environmental impacts. d. It is too early to identify if the tool can be used to support argumentations.
3. Transparency of decision-making process	

a. How was the information of the dmp disseminated? - directly (decision makers – public) or indirectly (decision makers - NGO, PR company, etc. - public); sources of dissemination used (mass media, internet, brochure, etc.) b. How was the public involved? c. Was there a public discussion over the project and at what stage of the project development?	a. Information letters, brochures and meetings were the sources of information used during the decision making process. This was distributed to the individual departments in Copenhagen municipality (Economy, Education and Youth, Health, Family- and Labour, Culture and Leisure, Building and Technique, Environment and Supply). b. So far, little consideration has been made about involving citizens and stakeholders in the SEA-procedure. c. There was no public discussion over the project.
D. Expert assessment/analysis/comment of the tool effectiveness	
1. Assessment by tool users a. Were there measurable improvements as a result of the tool implementation? If YES, what? If no: why not? b. Were there any spun-off's or unintended consequences? c. General view on the tool? Lessons learned? d. Potentials for further use of the tool? e. Will the actors recommend it or use it in other cases - why / why not?	a. It is too early to identify any improvements as a result of using the SEA tool. b. see a. c. The main problems identified, according to the evaluation of the first procedure, were: • The aim and the target group for the assessments were unclear • Unclear ambition level of the assessment in the guidelines • Ambiguous concept of environment in the guidelines and tools • Lack of attention on environmental assessment • Long process d. It is expected that the procedure will mainly be used in the Department of Building and Technique and the Department of Environment and Supply, where the assessments are most relevant e. Whether the actors recommend this tool (the second version of applying SEA to the Municipality of Copenhagen) or not will depend on the second evaluation.
2. Reviewer's assessment of the tool (usefulness, sustainability relevance, who are the actors excluded? etc.) Suggestions and needs for further development of the tool	So far, the method for applying SEA in the Municipality of Copenhagen has focused on ensuring a consistent method of assessments from the departments. Compared to the intentions of SEA, the following elements are less developed, or absent in the Copenhagen methodology: • Assessing alternatives to the presented proposals • Participation of stakeholders and citizens • Monitoring and review There is still a need to develop the methodology on these points, however, in a form that allows integration in the existing procedures.
E. Additional information on the case study available	
Websites	
References *concerning the case but also the key words or problem* (papers, articles, reports, laws, etc.)	Arce and Gullón (2000). *The application of Strategic Environmental Assessment to sustainability assessment of infrastructure development.* Environmental Impact Assessment Review, Vol.20 Issue.3, 393-402. Copenhagen EPA (2001). *Guidelines for environmental assessment of proposals presented for permanent committees in the Municipality of Copenhagen*. Copenhagen EPA (2003). *Evaluation of the work with environmental assessment of proposals and plans for the further work*. Recommendation from the Copenhagen EPA, Department of Environment and Supply. Risse, N; Crowley, M.; Vincke, P. Waaub, J-P. (2003). *Implementing the European SEA Directive: the Member States' margin of discretion*. Environmental Impact Assessment Review, 23 (2003) 453–470. Sheate, W.R.; Dagg, S.; Richardson, J.; Aschemann, R.; Palerm, J.; Steen (2003): Integrating the environment into strategic decision-making. European Environment, Vol. 13.

Other sources (Interviews, conferences, discussions, etc.)	Interview with Mrs. Susanne Boisen Pedersen, the Copenhagen EPA, d. 25.02.04
Contact details for further information	Mrs. Susanne Boisen Pedersen, Copenhagen EPA