

2 August 2004, in Taipei

Workshop on "Taiwan National Environmental Protection Master Plan (2004 Amendment)"

Japanese Experience on Monitoring and Reviewing Of the National Basic Environment Plan

Teiichi AOYAMA, Prof. Musashi Institute of Technology

Komichi IKEDA, Deputy Director of Environmental Research Institute, Tokyo

1. Historical Progress of the Japanese Basic Environment Plan (Establishment, Monitoring and Reviewing)

16 Dec. 1994: Cabinet Decision of **First Edition of National Basic Environment Plan**

Jun. 1996: Publication of the Report on 1st Monitoring of Plan's Progress

Jun. 1997: Publication of the Report on 2nd Monitoring of Plan's Progress

Aug. 1998: Publication of the Report on 3rd Monitoring of the Plan's Progress

1999: Start preparing the review and revise of the current Basic Environment Plan

22 Dec. 2000: Cabinet Decision of **Second Edition of National Basic Environment Plan** as

<A Guidepost for the Environmental Century>

11 Jul. 2002: Publication of the Report on 1st Monitoring of the Plan's Progress

26 Nov. 2003: Publication of the Report on 2nd Monitoring of the Plan's Progress

Autumn 2004: Publication of the Report on 3rd Monitoring of the Plan's Progress

Ministry of Environment will be start working on the preparation for the reviewing of the Second Edition of the Basic Environment Plan based on the 3 years monitoring.

2005: Review of the Second Edition of the National Basic Environment Plan

2006: Revised National Basic Environment Plan will be decided at the Cabinet

2. Performance Monitoring and the Review of the First Edition of the Basic Environment Plan

The Central Environment Council monitors the progress of the Basic Environment Plan **annually** to ensure that the plan is implemented steadily. It holds public hearings at various locations in Japan in order to reflect the views and opinions of citizens in its reports to the national government. The Central Environment Council presented its report on the third performance review of the Basic Environment Plan in August 1998. In the report, three key tasks were identified: conservation of the atmospheric environment, conservation of the water environment, and voluntary and active initiatives by each sector of the society. Other main recommendations of the report included: (1) the Basic Environment Plan should play a leading role in showing a clear picture of a sustainable socioeconomic system and the way to realize it; and (2)

measures for promoting environmental conservation should be implemented in a comprehensive and systematic manner.

The Basic Environment Plan specified that the plan should be reviewed in about five years after the Cabinet decision on the plan. Since the First edition of the Basic Environment Plan was supposed to be reviewed in 1998, the Prime Minister requested the Central Environment Council to start deliberation on the review of the plan in June 1998.

3. Monitoring of the Second Edition of Basic Environment Plan

3.1 Target of the Monitoring

The main targets of the monitoring the Plan's Progress are the selected issues of the following 11 Strategic Programs of the Basic Environment Plan;

- 1) Promotion of Measures to Prevent Global Warming [1] [2]
- 2) Efforts to Secure a Sound Material Cycle and to Establish a Recycling-Based Society [1]
- 3) Efforts Toward Reducing Traffic-Related Environmental Loads [2]
- 4) Environmental Conservation Efforts to Secure a Sound Water Cycle [2]
- 5) Promotion of Countermeasures for Chemical Substances [1]
- 6) Efforts for Conservation of Biodiversity [1] [2]
- 7) Providing Environmental Education and Learning [1]
- 8) Efforts to Create Greening Mechanism for the Social Economy [2]
- 9) Promoting Environmental Investment
- 10) Promoting Efforts for Community Improvement
- 11) Promoting International Contribution and Participation

How these 11 strategies are implemented in each different field in each year? Among these 11 strategic programs, 4-5 programs are selected each year as this year's monitoring targets.

[1]: targets for the 1st monitoring, [2]: targets for the 2nd monitoring

3.2 Working Body of the Monitoring and Reviewing of the Plan

The secretariat office for taking charge of this monitoring and reviewing is the Ministry of Environment, Environmental Strategy Division, and Environmental Policy Bureau. For the moment, there are only 6 staffs for this Planning Section. However, the actual examination work for monitoring and reviewing is done by the Central Environment Council under the official request from the Minister of Environment and submit the Report after various consultation, examination and discussion among the Council. A private consultant company does some of the surveys as contract research projects. The members of the Central Environment Council are 43 personnel from academic sector, private sector, NGOs and journalists. The Government secretariat office selects these members. (See attached member list)

The 43 members of the Council are divided into 11 small Working Teams of the above strategic programs for reviewing the current Plan. Some extra ad hoc members of expertise are invited to these

Working Teams. The private consultant company does the actual research and survey of these specific programs, as a contract of around 28 Mil. Yen totally from the Ministry of Environment.

3.3 Method of the Monitoring of the Plan's Progress

3.3.1 Questionnaire Survey

As for the policy and program implementation of the local government level, all the Prefectural Government (47) and Municipal Government (about 3,000) are surveyed. In addition to that, the questionnaire survey for citizens (adults and children) and private sectors were done to check the progress of the Basic National Environment Plan as how they cooperate for the proposed strategies of the programs during the year. The cost for these questionnaire surveys was around 8 mil. Yen contracted to the private consultant company.

3.3.2 Public Hearing

Each year, 3 to 5 times of public hearing were arranged in different local areas. In each public hearing, about 10 people are selected to present their opinions concerning the target issues of the monitoring. They are some NGO representatives, some representatives from industrial sectors, from local municipalities and a general public who has some propositions concerning environment policies.

Each time, around 6 members of the Central Environment Council were attended to this public hearing. The audience was 50 – 60 people as a whole each time. The presentation of each is only 10 minutes.

3.3.3 Public Comment

Public comments for the Monitoring of the Plan's progress are accepted via post mail, e-mail and fax during the 2 weeks announced by the Ministry of Environment each year. In the year 2002, totally 50 comments were sent to the Government as the 1st monitoring of the Second Edition of the Basic Environment Plan. However, in the year 2003, the comments were very few, less than 10 for the 2nd monitoring of the Plan.

3.3.4 Inter-Governmental examination

Every year, the Ministry of Environment, Environmental Policy Bureau, sends a document to those related other Government Department, such as Ministry of Land and Transportation, Ministry of Agriculture, Ministry of Trade and Industry, etc. asking them to answer back by filling the contents of the policies they have implemented during the year based on the Basic Environment Plan. These documents are collected and filed at the Environment Policy Bureau of Ministry of Environment and submitted to the Central Environment Council as one of the data that will be helpful to evaluate the progress of the Basic Environment Plan.

3.4 Information dissemination during the Monitoring Process

Whole process of this monitoring is open to the public through web site of the Ministry of Environment and also through daily press release. Those survey reports of questionnaire are also publicized. The final

Monitoring Report is publicized in web site as well

3.5 Results of the Monitoring

After finishing the whole survey and processes of monitoring, the Central Environment Council publicizes the Report on Monitoring Results to the public. This will include some evaluation comments on the current Environment Plan, as well as some recommendation or proposal to the public (NGOs, Industrial Sectors and general public) from the Council members. Of course, the whole process of the monitoring is also publicized to the public along with most the data they have checked during the processes.

4. Reviewing (Revising) the 1st Edition of the Basic Environment Plan (FY 1999-2000)

4.1 Process of reviewing the current plan

Step 1(Jun.1999): Prime Minister requires the Central Environment Council (CEC) to review and revise the current Basic Environment Plan.

Step 2(Jul. to Sep.1999): CEC starts discussing about how to review and revise the current plan. (It took 3 months, 4 meetings to decide the procedure of the review and revise the current plan.)

Step 3(Oct. to Jan.1999-2000): Opinion Exchange and discussion with different sectors including other Ministries, Local Governments, Industrial and Commercial Sectors, NGOs. Totally, 62 groups were selected to interview and discuss about the current Plan during 3 months in 1999 - 2000.

<Major Interviewed Groups>

NGOs: Pollution Control Association, Foreign Environment Cooperation Center, Climate Change Network, WWF Japan, Japan Nature Conservation Association, Foundation of Japan Eco-System Association, Japan Bird Association, Consumers Coop Association, Green Purchasing Network, Certified Accountants Association, ...etc.

ICIs: Construction Industries Association, Industrial Waste Management Association, Municipal Solid Waste Management Association, Japan Track Association. Electric Power Supply Association, Japan Fishery Union Federation, Japan Forestry Union Federation, Paper Industry Association, Gas Supply Industry Association, Oil and fuel industry Association, Bank Association, Japan Iron Industry Association, ...etc.

Step 4(Nov. to Apr.1999-2000): Preparation of Interim Report–Part 1; Comprehensive discussion

CEC spent almost 6 months to discuss about the comprehensive matters of the current Plan, such as framework, goals and target, major policies and programs, and implementation measures of the plan.

Step 5(Jan. to Aug.2000): Preparation of Interim Report-Part 2; Working Team Discussion of each different target programs

The CEC member was divided into 11 groups to discuss about the reviewing points of the current Plan. Each Team Leader reports the results of their discussion to the CEC main conference and exchange opinions with each other.

Step 6(Jul.2000): Preparation of Interim Report-Part 3; Subcommittee of CEC draft the Interim Report (Revised Plan)

The Subcommittee of CEC draft the Interim Report of Revised Plan based on the results of Working Team discussion and the results of Monitoring of each year.

Step 7(Aug. to Sept.2000): General Discussion on Proposed Interim Report of Revised Plan

Totally 3 meetings were held to discuss this Interim Report.

Step 8(Sep. to Oct. 2000): Public Comment and Public Hearing for the Interim Report;

Public Comment via e-mail, fax and mail were accepted whole month.

Public Hearing were held at 4 cities (whole Japan was divided into 4 blocks from North to South.)

Step 9(Oct. to Nov. 2000): Reflection of Public Opinions

CEC discussed how to reflect the public opinions to the Interim Report of Revised Plan.

Step 10(Dec.2000): Discussion on the Final Report of Revised Plan

On 22nd December 2000. the CEC finally submitted to the Cabinet the Final Revised Version of the Basic Environment Plan.

5. Challenges for the Future

5.1 The Basic Environment Plan Itself (Status, Structure and Contents)

Since Japanese Basic Environment Plan has no quantitative or numerical goals, it is quite difficult to monitor the progress of its implementation of policies and strategic programs. The directions for environmental policies are all written in conceptual objectives like “Sustainable Society” based on the four long-term objectives; 1) Environmentally Sound Material Cycle, 2) Harmonious Coexistence, 3) Participation and 4) International Activities. Further, there are no concrete indices developed so far for measuring the progress of these abstract and conceptual goals and policies.

In addition to that, there is no specific time limit to achieve such goals in this Basic Plan. These characteristics make it more difficult to evaluate the Plan’s progress or implementation levels as well. Basically, the evaluation of the major environmental policies should be measured scientifically by monitored quality of environment such as air and water, or calculated volume or amount of pollutants emitted to the environment. Therefore, it is essential to establish those measure arable goals in the plan itself.

Another important point is the status or position of the Basic Environment Plan itself among various sectors in Japan; among other Ministries of national Government, Local Governments, Industrial Sectors, and general public. Frankly speaking, the current Basic Environment Plan is not recognized as an important guidepost for the 21st Century environmental policies to be respected after 10 years of its establishment. For the moment, other Ministries also established their own environmental policies and guidelines to follow. Therefore, they do not pay much attention to the implementation of the Basic Environment Plan itself.

5.2 Process of Monitoring and Reviewing

As for the monitoring of the Plan's progress, regular base annual monitoring has been done by the Central Environment Council under Cabinet request since the very beginning of the first edition of the Basic Environment Plan. It took quite a bit of time and money to monitor the Plan's progress. The workloads of the Environmental Policy Bureau, Ministry of Environment is also very heavy but not cost effective as a whole.

Following steps have to be taken for more effective Monitoring and reviewing of the Basic Plan.

- 1) Discuss more about the target of monitoring. What should be monitored and how they should be monitored?
- 2) Long-term goals have to be monitored partly by scientifically monitored or measured environmental data. In this aspect, it is essential to develop the effective index or representative marker that can reflect the status of the environment.
- 3) Implementation levels should be monitored by 3 or 5 stages of policies and programs;
A : Completed
B : On going steadily and smoothly
C : On going slowly
D : Planned only (not started)
E : Not designed
- 4) The implementation level of the target strategies or programs should also be evaluated by the budget of each Ministry and Local Government.
- 4) The role of the Central Environment Council should be rearranged and to be reduced.
- 5) It is important to establish much more effective environmental information system that can monitor the environmental quality in regular basis that can be reflect able to review the policies and programs.
- 6) It is also very important to promote public awareness and public participation to daily environmental administration both national and local levels of Governments.
- 7) Information publication and dissemination should be much more activated. For example, the discussion of the Working Teams of the Environment Council is not transparent thoroughly. Only the brief outlines of the discussion are released to the public through Internet web site. The thick report prepared by the consultant company for each different Working Team on different target issues, are not released fully either. All the discussions and survey results should be open to the public in appropriate timing.
- 8) It is essential to establish the effective link to the "Basic Policy Evaluation Program" started from 2002. (See attached document on Administrative Evaluation and Administrative Counseling)
- 9) The Ministry of Environment should make efforts to raise the status of the Basic Environment Plan both in domestically and internationally and to make clear the "Raison d'etre" of the Plan.
- 10) International workshop for Evaluation of National Environment Plan should be organized soon as possible.