

**Strengthening the Czech Republic's preparation
for integration into the EU with regard to the Environment**

(research report)

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For DG Environment

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1. Introduction

The presented study treats conditions and progress in implementation of EU standards in the field of the environment conservation. This field likely ranks among the for the Czech Republic most demanding titles. The presented study has concentrated particularly on study of conditions for the implementation prevailing on local and municipal levels.

This stress on the municipal level is important because the EU principles in the field of the environment conservation base in a large degree on a developed public process of high quality, like public participation, intersectoral co-operation, openness, dialogue etc..... The premise of the processed project is therefore the fact that while the harmonisation process of the Czech and EU legislatures is advanced on the top level, its effects will to a large extent depend on the quality of implementation of the harmonised legislature on the territorial and municipal levels.

The project worked out for DG Environment (formerly DG XI) has therefore concentrated on the analysis of the readiness of the Czech Republic to implement acquis in the field of the environment and to identify potentials to improve and optimise the process of preparing and accepting acquis on the territorial and municipal levels.

Structure of the whole project

To gain as detailed view as possible from different perspectives we employed following research approaches:

1) Comparison of the state and course of the EU environmental standards implementation with some other candidate countries (Poland, Hungary, Slovenia, Estonia, Slovakia) and with two countries - Austria and Saxonia – which joined the EU recently.

2) Analysis of what is the degree of knowledge of the EU standards in the field of the environment on the municipal (self-governing bodies) and district (government administration) levels in the Czech republic, whether the knowledge, if any, has transformed in any preparation steps and what is the quality of mutual co-operation of the key institutions on the municipal/community levels (public administration, business community, NGOs).

3) Secondary analysis of the Czech print and electronic media on frequency and type of presentation of the EU and environment related issues.

4) Analysis of the public attitudes towards the EU and environment issues based on representative sociological survey and results analysis.

As the political and social relations in the territory of the current Czech Republic were completely different from those in most of current EU members during the second half of the 20th century, we find necessary to mention in the next chapter at least few facts necessary both to understand the degree of implementation in the Czech Republic and to do optimising adjustments, if any.

2. The Wider Context of the Project Realisation

The Czech Republic turned its economics to build heavy industries after the communist takeover in 1948. The industries became the main source of environmental problems during the decennaries to come. Some strong and highly professional institutions (like hygienic and veterinary services) represented certain counterbalance to the devastating activities of the industries.

The communist establishment focused on destruction of institutions of the civic society from its beginning¹. The right of assembly was strongly limited, as well as possibilities for civic participation and the degree of communities self administration. The information right and the right to effect the decision making process were de facto zero till 1990. Compensation for inhabitants of the most environmentally affected regions were attractive social benefits (better access to flats, better pay, compensation for life in burdened environment, recruitment benefits etc....). The life in the unhealthy environment therefore „has paid“.

Civic societies concerned in nature conservation appeared (particularly in the seventies) in spite of being affected by the political establishment². Striving to be tolerated from the part of the political establishment they looked for protection under wings of official organisations³. Český svaz ochránců přírody (ČSOP, Czech Union of Nature Conservationists) was founded in the Czechoslovak Socialist Republic (ČSSR) because of pressures „from the top“ in principle (besides other also due to political pressure from abroad) in 1979. This became soon a massive full-scale organisation. Nuclei of future really autonomous environmental NGOs (ENGOS) appeared (particularly within ČSOP) only at the end of the eighties.

The communist establishment has not stopped to discredit and sometimes to harass the ecological problems and some environmental activists and organisations till 1989. The political role played by environmental civic activities at the end of the eighties must be mentioned here. These activities have significantly contributed to mobilisation of civic resistance against communist establishment. In the eighties the nature conservation movement together with the dissent likely became the most important seat of rejecting the communist rule and the centrally planned economy.

Social and political terms changed with the fall of the communist rule in 1989. One after another appeared a range of various ENGOS and problems related to the environment acquired (according to all available polls) unconditional support of the general public.

Many „new“ highly qualified and generally respected people entered policy in 1990-1992. The first task was to „clean“ air and water of the Czechoslovak Federal Republic⁴. The bearing structure of all system of environmental legislature formed in this period. The communication between ENGOS and the Ministry of the Environment was very good.

The situation started to change after elections in 1992. With the advent of Klaus government the range of transformation problems was limited to economic transformation. Environmental NGOs (ENGOS) remained to be the only vehicle for the

¹ We must mention, however, that the political situation in the territory of the current Czech Republic did not allow any civic activities really independent from the state to exist de facto already from 1938 on (with exception of a short period 1945-1948).

² The first such organisation was likely Sbor pro ochranu přírody při Národním muzeu Praha ("Board for Nature Conservation by the National Museum Prague") at the end of the fifties.

³ The most famous example of this behaviour may be „Hnutí Brontosaurus“ (Brontosaurus Movement), established within Youth Socialist Union in 1975, which was highly active in its time.

⁴ This „cleaning“ process can be supposed to have finished by the end of the nineties. The exceptional decrease of the pollution by the main pollutants has been achieved in the Czech Republic since 1990. The reason were above all dramatic changes in the structure of industrial production, bulk investments of industrial enterprises in technology (particularly end of pipe) and similar development in neighbouring countries.

environmental problems. Therefore the environmental issues became the area for sharp confrontation between ENGOs and the state administration. Not only individual ENGOs but also the environmental problems themselves and the civic principle have been discredited. Environmental issues have become political ones. While before 1989 environmentalists were pursued as a class enemy from the right, in this period they were labelled as a left-wing danger. Some top executives interpreted environmental considerations as a disincentive for economic growth.

The installed atmosphere of confrontation resulted, besides other effects, in destruction of fragile mutual reliance and communication among ENGOs, general public and state institutions. A massive effort to scale down areas of natural reserves drastically, to minimise public participation in decision-making etc. appeared in this period. The existence of the Ministry of the Environment of the Czech Republic itself was also in danger in this atmosphere of unlimited faith in faultless function of market mechanisms. Many spoils in the environmental issues from 1990-1992 were lost (like competence of the Ministry of the Environment in the field of territorial planning, forestry and partly water management).

A very slow rehabilitation of the environmental problems occurred only with changes in political power after 1997. However, the capacity to push environmental issues in a broader public discursus remains low both on the local and national levels. A social dialogue on necessity to turn to sustainability has not begun in the Czech Republic yet. Therefore the Czech Republic differs from countries of the West Europe by its marginalising approach to issues of the environment protection and by a lower degree of openness of the public life and of informedness of the public.

The Czech Republic enters the preparation process to join EU under these circumstances. It starts another important period of changes in the environment protection stressing prevention. Also the presented study treats this process.

3. Analysis of Implementation of EU Environmental Legislation in Selected Eastern and Central European Countries

3.1. The project objectives

In the introductory part of the project, a short analysis was made of the situation in selected Eastern and Central European countries. We wanted to find out what the situation was like in the area of the implementation of the environmental legislation in selected countries, and what communication methods these countries used in order to make the public at large aware of problems with EU environmental standards.

3.2. The basic areas of the analysis

Within the framework of the project, we have surveyed how much the individual items in the selected countries participated in the implementation of EU environmental laws. Also, we have learned what methods and media are being used to inform individual groups of interest about the implementation of environmental legislation. We tried to detect problematic points and, above all, interesting programmes being implemented in the individual countries.

3.3. Methods used

Structured interviews were used to obtain the information about the state of preparation for the implementation. We led these interviews during our visits to the monitored countries with pre-selected representatives of the government and the most important social groups.

3.4. Selection of the monitored countries

With the exception of Cyprus, all countries were selected from the so-called "Luxembourg Group". Also, Austria and Saxonia, two countries which recently joined the EU, have been added.

3.5. Selection of the organisations and institutions being monitored

In all of the countries monitored, we tried to interview representatives of the following institutions and organisations:

- The Ministry of Environment and Local Development
- The regional governments
- NGOs
- Universities
- The association of entrepreneurs
- Polling organisations

3.6. Interviewed persons

We have interviewed 63 respondents from 42 institutions. In all cases, the interviews were led on a person-to-person basis. All the respondents assigned at least 30 minutes for the interview, in some cases the interview took up to 90 minutes. In all cases, we encountered a positive and co-operative approach. Our request for an interview was never turned down. In some cases, the officials were even prepared to offer some non-public information.

3.7. The overall situation

3.7.1. The overall political situation

In all the countries monitored, we observed significant support for integration into the EU on the part of the politicians. According to the respondents, this support is not just being proclaimed but most of the politicians are really working towards it.

Political and governmental changes occurred in more countries during the survey (Poland, Slovenia, Estonia). We cannot exclude the fact that these changes would result in some - probably just temporary - retardation of the process of preparation for EU membership.

This is the situation in individual countries, as seen by our respondents:

Poland: The situation in Poland embodies some significant differences from other candidate countries. There are three principal factors - the first factor is the size of the country. The second factor is the much higher percentage of people working in agriculture, with a large amount of small farms (under 5 ha) which are practically self-sufficient. The third factor is the influence of the church.

Hungary: According to the survey, within the framework of the approaching process, it seems that the Hungarian experts have the best-elaborated economic issues in the area of the environment. According to some respondents, the government is trying to postpone some costly environmental protection actions to the period after accession to the EU. It is supposed that it would be easier to solve these problems through contributions by cohesive funds. Compared to other countries, the Hungarian NGOs are expressing the most significant reservations about environmental protection actions being imposed by EU legislation.

Estonia: In Estonia, there is a good political consensus on the necessity of joining the EU. However, the situation is being complicated by a difficult economic situation.

Slovenia: With the exception of Cyprus and Malta, the highest living standard among the countries joining is in Slovenia. Slovenia and Slovenian companies mostly have long-term traditional contacts with EU countries. The Slovenians consider their countryside and environment to be one of the most valuable assets of their country and clean rivers in particular are part of their "national pride".

Austria: The Austrian bureaucratic system is conservative and has a long tradition. During its development, the system never succumbed to dramatic revolutionary changes. Despite this, the conditions of work of the Austrian administration have changed significantly. Much better access to the information by the public at large is being viewed as a great improvement.

Slovakia: Although the starting legislative and political conditions (formed within the former Czechoslovakia before its split) were identical to those in the Czech Republic, due to its later development and worse economy, Slovakia has significantly retarded its preparation for joining EU.

Saxonia: For Saxonia as well as other regions of the former GDR, joining EU has been connected with the reunification of Germany. The implementation of EU legislation eventuated from acceptance the FRG legislation which, basically, occurred gradually from 1990.

3.7.2. The state of law

The state of law in the monitored countries varies, namely regarding obeying the legislation. In all countries, the respondents claimed that the prestige of the law was on the rise. According to the respondents, Estonia is showing a significant improvement.

3.7.3. Who is the driving force of the integration?

In the countries being monitored, it is mostly the governments, parliaments, politicians and white collar workers who are the driving force behind the integration. The EU is mostly being perceived as the only desirable alternative for the future development and international position of the individual countries. This is why the critical voices are resounding, in particular regarding the actual goodwill of the EU to its own enlargement. In Slovenia and Austria, mostly large and mid-size companies are focused on export while, in Estonia and Slovakia, their Russian and Hungarian minorities, respectively, are interested in the integration into EU.

3.7.4. Who is most against integration

The opponents of integration do not consist of any specific group of citizens. It is possible to detect smaller support for integration amongst farmers (namely those in Poland) and the population of smaller communities. Aversion to integration has mostly evolved from a lack of knowledge of the issues and insufficient information about the

requirements and consequences of joining the EU. A very reserved or even negative attitude on the part of intellectuals in Slovenia is very specific to this country. In Slovakia, the nationalistic political parties are the most articulate opposers of integration.

3.7.5. The legislation process

In the countries being monitored, the legislation process is largely proceeding in accordance to the schedule, although some delays occasionally occur. The principal retardants of the transformation schedule are largely the long procedures in the parliaments.

Slovakia: After several years of stagnation, the current government is trying to make up for the delay in the legislative area. In the area of the environment, the preparation of individual laws is being delayed due to the lower numbers of Ministry of the Environment workers and is also due to an effort to implement the SEIA process in some new laws.

Saxonia: The new laws have been accepted practically ever since 1990, when the former GDR still accepted the first laws which were similar to those in FRG. The remaining laws were completed by the Reunification Act, which very specifically articulated all changes in the individual laws. It was very advantageous for the former GDR that most of the EU environmental legislation was accepted or significantly altered after 1990, so the implementation of these laws proceeded in a standard manner, similar to that in other EU countries.

3.7.6. Implementation of the legislation

Although the implementation of EU environmental legislation in the countries being monitored reached a different level, it is possible to detect many common attributes.

Most of the respondents who are active in environmental protection welcome the approximation process as a great tool for improvement of the environment in their countries. In some cases (namely in Hungary), however, they often allude to the fact that the EU environmental priorities do not always correspond to the environmental priorities of their respective countries. The public at large often perceives the environmental legislation implementation costs as, rather, EU integration costs, instead of the costs of improving the environment.

In some countries, it is a problem to force some "players" to comply with environmental legislation. In Poland, for example, it is the big companies, which are fully or partially owned by the government, which are causing the most problems, for they are in very bad economic shape and are threatened with unemployment or even bankruptcy. For economic reasons, some individual citizens in Hungary are refusing to be connected to sewerage while Austria has problems with the Habitat and Birds directives implementation, due to an over-grandiose plan for the area being affected by these directives. Also, the division of competencies between the federal and the regional governments imposes some problems.

Generally, the most serious problem with implementation of environmental legislation is the lack of funds, namely in governmental and community budgets. Many respondents see great hope in financial support on the part of integration into the EU. It is possible to detect a great difference between the large companies which is embodied in international chains or export-oriented and other companies (often fully or partially owned by the government) which are solely oriented towards the domestic market. While the first ones already often work according to EU standards, the latter often work on the verge of bankruptcy and "have no time" for environmental issues. To keep employment, an argument is often used against environmental requirements. On the other hand, many respondents stated that international chains of companies often

lobby successfully in order only to accept the minimum legislation required at the latest times possible. A requirement for transition periods for packaging and packaging waste directives is one such example.

The respondents generally mentioned a lack of information among smaller and small entrepreneurs and their insufficient legal and “bureaucratic” skills, and their lack of funds, too.

As far as communities go, alongside the lack of funds, there is a great difference between small communities (often with unpaid staff) and large communities with well-qualified and trained staff, with not only managerial but also political and lobbying skills. There are some differences between the small communities, too, evolving from the personal qualities, knowledge and initiative of the individuals.

3.7.7. The public opinion

Public opinion about integration differs in individual countries. In some countries (Poland), support is dwindling. However, it is possible to talk about relatively uniform, majority support for EU integration. The largest amount of support (68%) is in Hungary, and the smallest (around 50%) in Slovenia and Estonia. Support in individual countries varies with time, reflecting contemporary political and economical situations.

3.7.8. The position document

The approach toward the position document in the individual countries was rather different.

Hungary: The position document was published on the Internet. In its preamble, it agrees to present any data from the screening to the EU countries. In the paragraph 3, it quotes the EC position regarding the Hungarian application for joining the EU, stating that it does not expect the full implementation of the whole environmental acquis before a long-term horizon. In the air protection part, it states that Hungarian legislation implemented *similar* limit standards to those in EU countries. In paragraph 14 (the waste), it uses its own definition for destructor facilities, different from the EU definition, thus implementing a requirement for a transition period. In the case of the IPPC directive (paragraph 17), Hungary imposes its own definition of the existing facilities (in operation as of the date of joining EU) which does not correspond to the EU definition.

Estonia: A brief excerpt from the position document is published on the Internet (a list of applications for a transition periods). At the beginning of the position document, there is a summary of the Estonian position. The document has a precise structure which includes a description of problems, a list of competent institutions and estimated costs of the implementation. Estonia is applying for a total of 8 transition periods, most of which are similar to those of the Czech Republic.

Slovenia: The position document is published on the Internet on some very good web pages which show the actual situation as regards negotiations with the EU, including all related documents. The document is very extensive and anticipates joining the EU on 31st December 2002. The document is organised in a lucid manner and assigns a relatively large space for a description of the current legislation for individual areas (the “directive specifics”). Each area has its own schedule of the transition and implementation, including assurances by the institutions.

Poland: So far, the position document has not been available on the Internet. A rather large space is assigned to a description of relevant EU legislation, while there is no description of the institutional assurances and economic aspects of the issues. The

transition periods are well highlighted in the text (printed in bold) but they lack a good scientific base. In the IPPC paragraph, there is no definition of the existing facilities.

3.7.9. The ability to work on an EU level

In all the monitored countries, the respondents from the Ministries of the Environment have stated that their experts would be able to work well in the EU bodies. According to the Austrian experience, it will probably take quite a long time before they learn about the real situation and the work system in the EU bodies, especially before the politicians and bureaucrats penetrate the “secrets” of the negotiations behind the scene, etc. Practically, the respondents in all the monitored countries expressed a fear that the experts who would work in the EU bodies would be very much missed back home. Most of the respondents did not believe that the EU would make it possible for experts from these countries even to work in its bodies before joining the EU. On the other hand, all expressed satisfaction with the short time stationing of the workers of the ministries in Brussels. It seems to be very good experience for them.

3.7.10. Education

In all the countries, some sort of education of government workers is in progress. Much of the training is focused on the central government clerks who – over time - possess good qualifications, including a knowledge of foreign languages. A somewhat worse situation exists in the regions while the situation in individual communities is very unconsolidated.

The educational system and – above all - the university level education in the individual countries is aimed at active participation in the integration process through their “expertise” studies. The schools are also participating in the preparation of the individual laws, and – in some cases – in the education of government workers.

3.7.11. International co-operation

All of the respondents expressed an interest in international co-operation. The “twinning”, co-operation between East and West European cities, seems to be the most successful form of this. Co-operation between the candidate countries was welcome in all cases, but there was no specific idea about what this co-operation look like, with the exception of looking for new markets.

The EU experts assume that the candidate countries should co-operate far more in the field of establishing the transition periods and in the implementation of other interests. The former co-operation of the previous candidate countries (Austria, Sweden, Finland, Norway) was much greater.

3.7.12. Communication

In all of the countries being monitored, a communication strategy was accepted, mostly on a governmental level. (The strategy is in preparation in Slovakia.) The respondents review the effectiveness of the strategies as an average. Those in Slovenia and Estonia were reviewed as the relatively best campaigns.. While, in Poland, the text of the communication strategy was published for the public at large, in other countries the texts are considered classified documents. Except for Estonia, we were not able to obtain them.

Austria: Before joining the EU, a well-funded large-scale campaign took place in Austria. Both the government institutions and large companies participated. For each chapter of the integration, a special informative brochure was published. According to

some respondents, one significant problem in this campaign was its one-sidedness. After the “joining” itself, the citizens were disappointed, for they felt that they had not previously been aware of some negative aspects of EU membership.

Germany: The unification information campaign in Germany was controlled at a federal level by both the government and the political parties (namely the CDU/CSU coalition).

Estonia: A governmental information centre was founded in Estonia. It launched operations in 1997. This institution designed the communication strategy draft that was accepted by the senior government commissioners council (CSCS) in summer 1997. At the same time, a decentralised information campaign was launched in co-operation with Denmark. County information centres were established in all 15 counties. These centres do not just play a passive information role but also initiate local educational programmes and co-operate with NGOs.

3.8. The individual actors in the approximation

3.8.1. The central bodies of the governments

The central government institutions in the countries being monitored mostly have experts who are qualified in integration issues. However, in many cases, the respondents complain about the insufficient numbers of those experts. Some of them are actually irreplaceable. Some experts within the governments still do not consider EU integration their priority. They perceive their work which is related to EU as something “additional”, or a hobby. It is not possible to say that most government workers take integration appropriately seriously.

Poland: The environmental inspection has a relatively strong position, but it is being weakened by some factors, such as the two-way control of the inspection on the regional level both by the Ministry of the Environment and the regional government. Along with that, the hygienic inspection has many rights, too. The co-ordination of those subjects does not work always well.

Hungary: According to the respondents, the central institutions in Hungary have well-qualified experts. Most of them went through several training sessions. In some specific fields, there are not enough specialised experts, and the lack of ecological lawyers is critical.

Estonia: The Ministry of Environment has well-trained experts who possess a good knowledge of foreign languages. There is an insufficient number of clerks to manage the growing amount of work relating to EU integration and who are unable to handle this.

Slovenia: The respondents claim that, relatively, the weakest point is the inspection. It is necessary to almost double the number of workers.

Austria: The federal government bodies in Austria were relatively well prepared to join the EU and did not change much after that. The respondents warned, however, that it was necessary to look at the transition in the most serious manner. The sectors whose approach was not sufficiently serious had problems later. During Austria's EU chairing, it was necessary to send many experts to Brussels or they were busy working for the chairing agenda. This led to a lack of workforce supply.

Slovakia: In Slovakia, there are, reportedly, enough qualified experts to manage the agenda related to the implementation of EU environmental legislation. The problem is that a reduction of the government budget in this area is leading to a lower number of experts working within the government.

Saxonia: The Ministry of the Environment has, according to the respondents, educated experts sufficiently to manage the growing agenda related to the implementation of environmental legislation. However, the individual lands only have

limited authority, for most of the legislation is being accepted on a federal level.

3.8.2. The regional institutions

It is not possible to generalise about any knowledge about the regions, for the regional partition of the monitored countries is very different in the individual countries. The theoretically-best regional partition – seen from an approximation and structural funds perspective - exists in Poland. To date, all decision-making on the division of pre-joining financial assistance takes place at a central level in all of the monitored countries. In individual countries, they are preparing regional development plans and a national development plan. The level of democracy of this process varies from country to country and from region to region.

The situation in the individual countries is as follows:

Poland: After its regional reform, Poland has 19 regions with its own government and self-administration. Rights and legislation for these regions was adopted corresponding to NUTS II. The regions are further divided into counties and communities. Knowledge of EU issues at a regional level, however, is very poor.

Hungary: The country's traditional unit is a county with its own government. For the purpose of pre-joining assistance, Hungary has been divided onto 7 NUTS II regions with the Regional councils, without its own self-administration and government. Many respondents in Hungary consider this division to be too artificial, in conflict with Hungarian tradition.

Estonia: This country is currently divided into 15 counties and 250 communities. From an EU point of view, all of Estonia represents one NUTS II region. The government of Estonia has accepted regional policy concept. There are eight regional development programmes in existence.

Slovenia: Slovenia has no regional divisions. There are only 200 counties and then the central government. For political reasons, they are trying to establish a middle level. From an EU point of view, all of Slovenia is just one NUTS II region.

Austria: The regional division into states has a long tradition in Austria. Still, the balance of power between the central and state governments remains a topic for many on-going political discussions. It is possible that, in the near future, a shift of some powers will take place.

Slovakia: Slovakia is preparing an administrative reform that would establish regions with self-administration and government. The precise shape of the changes is not known to date. In the field of environmental protection, several government changes have taken place over the last ten years, such as the establishment of independent county governments and their later abolition. This has rather complicated the whole situation.

Saxonia: The state of Saxonia is further divided into counties (57) and communities. The Ministry of the Environment has put a lot of effort into communication with the counties, since 1990. Every other month, an informative panel discussion is organised at the Ministry. To date, these discussions are organised about twice in a year.

3.8.3. The communities

Participation in the approximation process on the part of the communities in the monitored countries seems to be very low and appears to be one of the weakest points of the approximation process as a whole. Generally, it is possible to say that, the smaller the community, the lower its participation in the process. There are some exceptions in all countries where some small communities have initiative representatives, who are able to prepare interesting projects and bring interesting activities into the communities. The relatively good participation of the communities is

apparent in Estonia, where they also use direct communication via the Internet in order to co-operate with the cities and the Union of the cities and communities.

3.8.4. The industry

There are big differences between individual companies in all the countries being monitored. The big private export-oriented companies usually know well what to do within the framework of the integration process. Often, they are better oriented than the governments themselves. The situation regarding the big companies which are fully- or partially-owned by the government seems to be very serious in Poland.

In the case of smaller companies, most of the respondents stated that there is still much to do. The Chambers of Commerce in Hungary and Poland are trying significantly to assist companies in order to adjust to European environmental legislation. The Chamber in Slovenia only deals with IPPC directives, whereas the Chamber in Estonia does not apparently play any significant role at all.

Generally, the lobbying abilities of the economic subjects in the monitored countries has increased significantly. The respondents stated that it is now much more difficult to adopt any legislation that puts an economic burden on the companies. Strict EU requirements are useful with regard to the implementation of environmental legislation. Very often, it is possible to encounter a position “to take only what the EU wants, not an inch more”.

3.8.5. The public at large

Participation on the part of the public at large is very low; there are no big differences between the individual countries being monitored.

In all of the countries, there are groups of the “interested public”, mostly consisting of white-collar workers who are both really interested in joining EU and are actually interested in the approximation process and the evolving situation. With the exception of Austria, there are no consumers associations there. Most people follow the price of the products rather than their “human health” quality.

3.8.6. NGOs and the interested public

Several non-governmental ecological organisations interested in the integration process exist in the candidate countries being monitored. They run their own information campaigns and try to monitor and comment on the whole process. In many cases, the NGOs_ information campaigns have anticipated the official campaigns. The government workers often use materials prepared by the NGOs.

The largest scope of work by the NGOs, however, takes place at local and regional levels. In all countries, the NGOs are gradually learning how to use the integration process for their own purposes.

3.9. Individual areas of problems in the field of environmental protection.

If not specified in the individual paragraphs, the following does not apply for Austria.

3.9.1. Horizontal legislation

None of the monitored countries expects to have any problems with the horizontal legislation.

3.9.2. Clean air

The situation regarding clean air varies in the countries being monitored. The most significant improvement obviously took place in the Czech Republic; not many problems can be expected in Slovenia and Estonia.

There is a far worse situation in Hungary, Poland and Slovakia, where it is necessary to put in a large investment. Hungary is hoping for the application of relatively-long transition periods which would bring lower costs of air cleaning because it would not be necessary additionally to alter old technologies. Poland and Slovenia expect long transition periods, too.

3.9.3. Waste water treatment

This area seems to be the most problematic in practically all of the countries being monitored. The investment necessary for the construction and reconstruction of waste-water treatment plants will mostly be funded from local and government budgets and will be enormous. The respondents have just a vague idea of where these funds would come from. Generally, all hope of structural assistance is from the EU. The situation in Estonia seems to be somewhat better.

In addition, the citizens in Hungary refuse to become connected to the sewerage systems or to cut themselves off, for they consider waste-water costs to be too high. The NGOs respondents in Hungary state that the EU legislation is forcing the communities to accept costly solutions and does not allow them to use their own solutions, such as "root" treatment plants. Hungarian communities often spread over large areas, thus making sewerage system construction very expensive.

Slovenia: The plans by the Ministry of the Environment do not differentiate between larger (a population of 2,000 and more) and smaller communities. Due to its traditionally good attitude toward clean water, Slovenia has the ambition possibly to clean all waste water. Water pollution is being monitored by the environmental inspection, which is considered to be insufficient.

3.9.4. Communal waste

Together with waste-water treatment, the respondents consider the communal waste issue to be the most serious. There is practically no waste recycling and separation in the countries being monitored. The industry strongly opposes the packaging regulations and is applying for long transition periods. The NGOs' respondents in practically all countries criticise the governments for their lack of action in the field of waste separation and recycling - even low-cost actions such as education.

There are practically no dumping sites that would meet EU standards. The incinerators being considered face strong opposition by both citizens and many experts. Almost all candidate countries expect a transition period, for both the packaging and waste of the waste directives. This transition period is being criticised by the interested public. The respondents often see it as a result of lobbying by some big companies.

3.9.5. Energy

With the exception of Austria and Saxony, there are no real prices for energy in the countries being monitored. The energy industry will have to undergo deep changes over a short period of time before entering the free energy markets. Most of the politicians

are afraid to free the prices of energy for fear of social unrest. Some respondents expect that, within the energy industry, some serious problems may occur during the approximation process. It is a large industry, mostly fully or partially owned by the governments and barely touched by the privatisation efforts. It is possible to say that some EU countries even have problems with the requirements for the opening of the markets. The power plants in Poland, Hungary, Slovenia and Estonia are the biggest air pollutants.

3.9.6. Transportation

Both the road and rail networks are very neglected in the countries being monitored, with the exception of Austria. In all countries, the number of motor vehicles is rising dramatically. This puts pressure on the construction of new highways. Most of the respondents (including those from industrial circles) state that the growth of automobile transport has had a bad impact on the environment. However, their view of the possible rectification of this problem varies. All respondents agree with the construction of some basic portion of the highway network, but there are big differences over how large that portion should be (Slovenia, Poland, Hungary). Also, significant differences exist in the view of the future role of the railways.

During the construction of new highways, serious conflicts are taking place between the investors and the population. In Poland, the respondents admitted that the construction of the highway in the vicinity of Warsaw was practically blocked, while, in Hungary, part of the constructed MO highway circle around Budapest is referred to as being very controversial. The representatives of the interested public in Slovenia are not protesting against the construction of the basic highway system included in the long-term planned corridors, but they disagree with the further expansion of the highway network. In Estonia, the NGOs' representatives and respondents are having serious doubts about whether or not the construction of the Tallin–Tart highway is really necessary.

3.9.7. Agriculture

In the countries being monitored, the position of agriculture varies dramatically. It is very difficult to find any common features. This is why we are dealing with the countries on an individual basis.

Poland: Agriculture is Poland's big problem. Under EU conditions, it is possible to estimate that only 1 of 4-5 farms would survive (while, within the industry, the estimate is for 1 of 3 companies). Most farmers believe that the EU will adapt to them and that they would be able to preserve their traditional ways of farming. The efficiency of agriculture amounts to just 11% of efficiency in EU countries. On top, about 60% of the farms have less than 5 ha of land. Poland will apply for a long transition period. The reason why the changes within agriculture are so slow can be seen in the fact that the transformation is being designed by people from the cities and higher social classes, while the farmers themselves do not participate at all.

Estonia: Agriculture does not have any significant position in Estonia. A study is in existence which deals with the introduction of ecological agriculture. This study results from work by the NGOs.

Hungary: Generally, it seems that Hungarian agriculture is well prepared to join the EU. The farmers have already obtained approval of their organic farming. Also, Hungarian overhead agricultural costs are not very high.

Slovenia: Agriculture in Slovenia is the most significant pollutant because it uses an enormous amount of fertilisers containing heavy metals and other harmful materials that, consequently, pollute the rivers. At the same time, farming land is often wrongly exploited and uses development land. Due to pressure on the part of the interested

public, the Slovenian government has decided to fund an extended study which would compare the agriculture subsidies or the policy of closing-down to the ecological results of such actions. For its characteristic terrain, Slovenia has very costly agriculture which cannot survive without any subsidies after the opening of the markets. To date, the organic agricultural strategy is not clear; there is no labelling or market support in existence.

Austria: Austrian agriculture went through some big changes after joining the EU. Part of the land remained uncultivated; the acreage of recently mowed meadows increased. The farmers oriented themselves towards organic farming. The government succeeded in establishing a good subsidiary policy and also helped to get organic products on the markets. Even big chains such as Billa and Spar joined in the sale of these products. To date, organic farming has about 10% of the market and the number of farmers producing organic products equals the number of organic farmers in all of Germany.

Slovakia: The agricultural situation in Slovakia is unclear. In recent years, agricultural activity dropped. After joining the EU, they expect the situation to improve with some financial assistance.

3.9.8. Environmental information – the Aarhus convention

The government respondents in all the monitored countries stated that they did not have any problem with the implementation of the Aarhus convention regarding environmental information, while the representatives from other sectors had some comments on the information system. In some cases, the information was classified, delayed or even deformed. However, it is possible to say that these were sporadic cases motivated by personal behaviour on the part of government workers. All respondents stated that the situation in this area has improved rapidly over recent years.

The Austrian respondents pointed to the fact that the provision of the information is very costly and rarely very effective. They suppose that, in the near future, more effective ways will be available, namely via the Internet.

Despite claims about full access to environmental information, in many states EU-related information remained unavailable to the public or even classified. For example, the position document was only made public in some countries. In many cases, the respondents admitted getting the government data through unofficial channels. Also, some of them work both in the government and for NGOs.

The Aarhus convention was not fully implemented in most of the countries being monitored. Regarding the “access to the court” section, the respondents expect full implementation of the Aarhus convention over the next two years.

3.9.9. Drinking water

The respondents do not consider drinking water issue to be very serious. If the countries apply for transition periods, the reason for this is mostly because they do not meet EU requirements for the measurements.

It seems, however, that the respondents not always fully understood EU requirement to make the measurements “at the tap”, not in the waterworks. The respondents admit to the very poor state of the pipe systems in some parts of Estonia; some general problems with drinking water quality are expected in Slovakia.

3.9.10. Conservancy

Regarding conservancy and nature protection, all of the countries being monitored are asking for changes and supplements to the protected species list.

The Czech Republic and Estonia are asking for a transition period in the Natura 2000 provision.

Austria: Regarding conservancy, Austria currently has serious problems with the Habitats and Birds directives. It is entirely up to the individual states to comply with these provisions. Some are not able to meet these directives.

3.9.11. Noise

Nobody pays much attention to the noise issue in the countries being monitored (with the exception of Austria). Most respondents stated that EU legislation in this area was still very inconsistent, and that they were waiting for a new global noise directive.

3.9.12. EIA, SEA

The EIA process is gradually being implemented in all of the countries being monitored without great problems, according to the respondents. To date, Poland does not have a public hearings institute. They expect that the EIA directive will be fully implemented in all the countries by 2000. In some cases (in Poland and Hungary), it is a problem because the EIA comments are on file but no further action is being taken. Slovenia probably has the best experience of the EIA procedure, for it has been implemented here from as early as the 1970s. EIA is relatively new for Austria, but its implementation is very successful in this country.

The strategic EIA procedure reached various levels in different countries. At this time, the final form of the EU directive is expected to be published. Various countries are implementing SEA pilot projects and await the official acceptance of the EU directive on SEA.

3.9.13. IPPC

Implementation of the IPPC directive will be a serious problem in the countries being monitored (with the exception of Austria, Germany and, probably, Estonia). It is obvious that the companies which are affected by implementation of the IPPC directive will be in trouble, and are putting pressure on the governments in order to negotiate themselves the longest possible transition periods. It seems that, in several countries, the explanation of this directive is ambiguous. Various respondents differ as regards estimates of the number of companies and subjects to which the directive applies.

4. Analysis of Czech Republic Readiness to Implement EU Legislature in Field of the Environment at the municipal and district level

4.1. Basic Fields of Analysis⁵

Our survey has focused on the following issues in its part addressing nature and progress of the implementation process in the Czech Republic:

- A) Have the subjects responsible for implementation of individual parts of environmental acquis started preparations for this implementation in some actual way (have they integrated these aspects in their work in some actual way - for example, have they involved it in their time or finance schedules?) or has not this problem appeared in the agenda? If not so, why?
- B) To what extent are the subjects responsible for implementation of individual parts of environmental acquis familiar with actual requirements that would result for them from those new standards?
- C) What mechanisms work at the level of the region or the community in the environmental issues? How individual participants of the public process reflect it? How do they intend to overcome possible problems (in finance, communication, etc ...) related to implementation?

4.2. Methodology

The information about situation in preparing for implementation has been realised through structured interviews (see 8.1) with selected managers, experts and representatives. An interview has taken some 45 minutes.

4.2.1. Selection of Investigated Districts⁶

Because of necessary time and funds, the interviews could not be executed throughout the Czech Republic and therefore a sample of investigated territories had to be generated considering local particularities and differences.

Because in time of preparing this survey and executing field investigations no higher territorial-administration units (vyšší územně-správní celky, VÚSC) existed and their future shape and function was not quite clear, the district and institutions on the district level were selected to be the basic analytical unit.

Criteria to select districts:

- 1) cover territory of larger regions (i.e. particularly regions NUTS II)
- 2) involve towns with importance and position for the region (Praha, Plzeň, Brno, Ostrava)
- 3) choose internally heterogeneous districts involving diverse environment (like districts with a Protected Landscape Area or a National Park).

⁵ As detailed in 8.1.

⁶ As detailed in 8.2.

The following districts have been chosen for the analysis:

BOHEMIA	MORAVIA AND SILESIA	CITIES
Příbram	Třebíč	Praha
Klatovy	Uherské Hradiště	Plzeň
Děčín	Přerov	Brno
Teplice	Frýdek – Místek	Ostrava
Pardubice	Bruntál	
Trutnov		
6 districts in total	5 districts in total	4 cities in total
15 areas in total		

4.2.2. Selection of Investigated Organisations and Institutions

Our goal was to execute survey interviews with representatives of the main actors of the public process in the locality, i.e. with representatives of state administration, local self administration, industry, agriculture and non-profit organisations. The target structure of questioned persons in each investigated district⁷ (see 3.1.) was therefore as follows:

A) State administration

District office: - head of Environment Department (Referát životního prostředí, RŽP)
 - head of Regional Development Department (Referát regionálního rozvoje, RRR)

District Hygienic Office (Okresní hygienická stanice⁸, OHS) – director

In some cases also ⁹:

Regional Inspectorate of the Czech Environmental Inspection (Oblastní inspektorát ČIŽP, OI ČIŽP) – chief inspector

Administration of Protected Landscape Area (Chráněná krajinná oblast, CHKO) or

Administration of National Park (Národní park, NP)

Local Self Administration

Towns and communities ¹⁰ – provost, mayor, member of council.

B) Industry

District Economic Chamber (Okresní hospodářská komora, OHK) – manager

⁷ There is no OHK, OAK in some districts (like Teplice), and sometimes even no active local NGO, and therefore different districts can be represented with different numbers of respondents.

⁸ The Hygienic Service in the Czech Republic consists of network of municipal/district and regional Hygienic Offices. It is headed by the Chief Health-Officer of the Czech Republic, appointed and called away by the government based on a proposal of the minister of Health. The Hygienic Service was structured in this shape in the Czech Republic in 1952. The Hygienic Service operated in time of the field survey based on Act 20/1966 Coll. on care and health of people, as amended. A new act will become applicable from January 1, 2000, which should completely fit the acquis requirements.

⁹ Ten regional inspectorates of the Czech Environmental Inspection (Oblastní inspektorát České inspekce životního prostředí, OI ČIŽP) existed in the Czech Republic in time of collecting data. Each OI ČIŽP controls more districts (7-8 in average). This way happened that more than one by-us-monitored district was controlled by the same OI ČIŽP. (The map of territorial jurisdictions of OI ČIŽP see in 8.3.). Similarly CHKO or NP were not in all monitored districts. We have contacted CHKO or NP Administrations only in those districts where the CHKO or NP operates.

¹⁰ As of January 1, 1999, 6 244 towns and municipalities existed in the Czech republic.

Company – company ecologist, quality manager, technical manager etc...

C) Agriculture

District Agrarian Chamber (Okresní agrární komora, OAK) – manager
Agriculture Company – manager

D) Agency for Regional Development (Regionální rozvojová agentura, RRA) – director

F) Non-Governmental Organisation focused on the environment – local member of the Society for Sustainable Living, head of the local branch the Children of the Earth, of the Rainbow Movement ¹¹ etc...

The first to be contacted in each investigated district were experts who were unambiguously identified according to the basic scheme (heads of Environment Departments and heads of Regional Development Departments in District Offices, directors of District Hygienic Offices, managers of District Economic Chambers, managers of District Agrarian Chambers, directors of Agencies for Regional Development). The selection of concrete towns, communities, industrial and agricultural businesses to be contacted and subsequently investigated has been realised just based on evaluation of this way acquired information on a specific situation in the district.

4.2.3. Surveying

Interviews with respondents were executed in 15 districts of the Czech Republic¹² (Děčín, Teplice, Příbram, Praha, Plzeň, Klatovy, Pardubice, Trutnov, Frýdek – Místek, Ostrava, Přerov, Uherské Hradiště, Třebíč, Bruntál, Brno) from October 6, 1999, to March 30, 2000.

135 experts were questioned using face to face interviews in this period. 6 experts did not have time for a face to face interview or considered a personal interview useless and in these cases more extensive phone interviews were realised.

We were received by the respondents mostly friendly, only some degree of wariness and of caution appeared. We met expressively negative approach in just one case (director of RRA).

The characteristic first reaction of most enquired was: „Do not hesitate to come, but I could not tell you much about it.“ Many enquired persons expected that they could acquire some more actual information about EU and results of the Czech Republic entry in EU particularly in the field of their specific activities.

There appears some effect of promoting narrow department interests in institutions that are not directly involved in the environment (like Regional Development Departments by District Offices or Agencies for Regional Development)¹³.

Five settled meetings were cancelled (because of a sudden illness of the respondent or him/her being busy).

¹¹ Society for Sustainable Living (Společnost pro trvale udržitelný život, STUŽ) is a NGO gathering experts from various fields related to problems of sustainability. Its work consists mainly of providing expertise. Children of the Earth (Děti Země) and Rainbow Movement (Hnutí Duha) rank among the representatives of the „green activism“ and environmental supporters in the Czech Republic and as such they are frequently involved in various public processes in ČR.

¹² There are 78 districts in the Czech Republic.

¹³ Many servants consider the environmental problems to be an issue of specialised institutions (Ministry of the Environment of the Czech Republic, Environment Departments by District Offices etc...) with no impact in activities of other institutions. This effect appeared already when asking for the conversation in replies like „We are the Regional Development Department and therefore we have nothing in common with it. Call the Environment Department.“

Structure of realised interviews (figure denotes number of questioned representatives of the institution):

District	RŽP	RRR	OHS	Local self admin	OHK	Indust . comp.	OAK	Agr. comp.	RRA	NGO	CIŽP	CHKO NP
Děčín	1	1	1	1	1	1	0	1	1	2	0	3
Teplíce	1	1	0	1	not exist	1	not exist	0	0	2	0	0
Příbram	1	2	1	1	1	1	1	1	0	0	0	0
Praha	1	1	1	0	1	1	1	1	0	1	2	0
Plzeň	1	1	2	2	1	1	0	0	1	2	5	0
Klatovy	1	1	1	1	Tel.	0	1	1	0	1	0	1
Pardubice	1	1	Tel.	1	1	2	1	1	1	1	0	0
Trutnov	1	1	1	1	not exist	Tel.	1	0	1	1	0	3
Frydek-Místek	1	1	1	1	not exist	1	0	0	1	0	0	0
Ostrava	1	1	0	1	1	1	1	1	1	1	Tel.	1
Přerov	1	1	1	1	1	1	1	0	0	2	0	0
Uherské Hradiště	0	0	1	2	1	0	1	0	0	1	0	0
Třebíč	1	1	0	2	0	0	1	1	0	0	0	0
Bruntál	0	1	1	2	Tel.	0	1	0	1	0	0	0
Brno	2	1	3	1	2	1	1	0	1	1	Tel.	0

4.3. Key Findings¹⁴

4.3.1. Outlook by Sectors

4.3.1.1. State Administration

District Offices (Okresní úřady, OkÚ)

In the time of the survey District Offices formed the backbone of the state administration of the Czech Republic. Each District Office is headed by a chief appointed by the Czech Government based on a proposal by the Minister of the Interior. Politics plays an important role in appointing the chief. A reform of public administration is currently under way in the Czech republic. Its likely result will be cancelling District Offices and transferring their powers to other subjects (regions, towns and communities etc.).

Waiting for the activities of the centre prevails in the state administration. Problems related to integration of the Czech Republic in EU are considered to be an issue of the central authorities only. Though the District Offices form currently the state administration backbone as mentioned above, there is a strong feeling (likely also because of the outlook of being cancelled before joining EU) that OkÚs are completely outside the integration process and that this process does not touch them directly¹⁵.

¹⁴ After the evaluating report of the European Commission was published in October 1999, the effort on the national level increased and the situation experienced rather quick development.

¹⁵ Head of RRR OkÚ: „You should realise that not the District Office enters EU, but the state.“

The officers_ attitude can be frequently characterised as follows: „I am a civil servant, my job is to execute the state administration and I follow the applicable Czech legislature in implementing it. Monitoring what happens in EU might be interesting but it is rather irrelevant for my work and therefore it is more or less useless.“

The most frequently mentioned source of the *acquis* content are Czech laws under preparation with whom the respondents are getting familiar. Respondents cannot assess whether and how much these acts correspond to those of EU, the knowledge of screening is generally pretty low. Three heads of RŽP have said that they acquire some necessary information through NGOs.

The mentioned absence of connected and actual information outlives. The officers are smothered by information materials on EU but these are mostly just general proclamatory materials without direct relations to officers_ work. The enquired officers (and particularly heads of Environment Departments) would like to have information that would be very brief, clear, without unrequired lumber and highly relevant for their work.

Training organised by commercial institutions is too expensive. The experience of officers with training organised by state institutions displays some degree of regional variability¹⁶.

The information level in the state administration institutions is much better in districts that operate within some euroregion¹⁷. Very good experience is also with acquiring information from foreign partners (e.g. partner communities).

Often mentioned example of a systemic fault are bad possibilities to claim imposed charges (the RŽP competence is particularly inadequate in this regard) and bad possibilities to claim rights generally.

There are also opinions that the reasoning of necessity to adjust to EU is misused even in situations when suggested changes do not result directly from EU requirements.

A specific topic is communication of public servants with the public and NGOs. One should realise that participation of the general public in the decision making process was in the Czech republic (contrary to EU member countries) something completely unknown for a long time and that the relation of the state to citizens was a pure paternalistic one. A confrontation attitude has prevailed in relations between public servants and the general public (and NGOs) up to now, on both sides. Both sides have learnt mutual communication and respecting only in the last ten years. And a broad level of consensus is necessary particularly in the environment protection. The experience of the public servants with the public is as follows:

The public has generally a minimum care for taking part in public hearings of environmentally important decisions, with exception of several causes¹⁸ propagated by mass media. A local civic culture and participation lacks.

The public has a minimum care for information on the environment for which it has a legitimate claim. Applicants appear rather among businessmen who want to use this information for commercial purposes.

Public claims (settled for example in OHSs) have rather the nature of neighbourhood conflicts than natural care for the environment in the locality.

¹⁶ The servants in some districts have praised the frequency and quality of training on EU organised by ÚzO (local offices) of the Ministry of the Environment, Ministry of Local Development etc., while servants in other districts say they have not met good-class training (or any training) in practice. Similarly OkÚ servants in some districts have passed course „EU servant“ and they have not met something like this in other districts and they have no idea how ČR entry in EU would impact their work actually.

¹⁷ However, Euroregions bordering with Germany are assessed as bringing much more benefit. Euroregions consisting only of ČR and Polish parts are felt to be less beneficiary.

¹⁸ Two heads of RŽP have even said: „We would need some active environmental NGO!“. In localities where there are environmental NGOs enough, some heads of RŽP complain that NGOs are involved just in several cases propagated through media and do not care about many other cases where the servants would invite them (e.g. some extensive construction works or commenting zoning maps).

Operators and businessmen are said not to know even the valid Czech laws, and even less the EU legislature. Officers in OHS, ČIŽP and RŽP therefore provide them education activities in their controls.

As far as the finance and personal preparations for EU are concerned, the degree of freedom in making decisions is for the enquired officers the minimal one, funds and numbers of employees are set „from above“. Most of enquired officers (but particularly heads of Environment Departments) complain of increasing quantity of tasks inadequate to numbers of workers. Inadequate funding is found to be a bit less painful. They mention overestimation of finance requirements for the fiscal period to come as the only viable strategy.

District Hygienic stations (Okresní hygienické stanice, OHS)

A new act to cover activities of hygienic services in the Czech Republic was under way in the time of data collecting. This act should completely correspond to EU requirements. But the enquired OHS officers cannot judge whether this is real. All the enquired OHS employees, however, were completely familiar with all applicable and prepared Czech legislature concerning the hygienic services, that means including this new act. Most of them have mentioned the new act and papers in specialised medical journals to be the main sources on requirements on OHSs resulting from the ČR entry in EU.

According to enquired OHS officers, the direct impact on OHSs resulting from the field of EU environmental directives will be represented above all in directives on drink water quality and bathing-water quality. According to an instruction of the Czech Chief Hygienist, the quality of drink water in the Czech Republic is monitored in bulk. But some OHSs are said to go beyond their finance and personal sources in implementing this instruction¹⁹.

Most OHSs monitor also the bathing-water quality (often beyond their duties) in their districts. They, however, are confronted with systemic barriers - when a swimming pool has no operator, then it is difficult to find the water level owner who should put there warning about water quality, because of a confused situation in the ownership of land.

Enquired OHS officers do not expect other complications (except a large increase of finance requirements for expanded analyses of drink water). They, according to their experience with hygienic services function in EU countries, find the quality of Czech hygienic services completely comparable.

Protected Areas

A specific²⁰ field of the state administration are administrations of protected areas - of National Parks (Národní park, NP) and Protected Landscape Areas (Chráněná krajinná oblast, CHKO). We have inquired eight managers of two NP and two CHKO administrations within the survey. An overwhelming majority of them have labelled the quality and quantity of information on EU coming along the state-administrative line as completely unsatisfactory. The inquired workers substitute their activities for information through official ways. Many workers have even said that they had been informed about the Natura 2000 network by a NGO, not by the Ministry of the Environment (Ministerstvo životního prostředí, MŽP). All officers have declared their strong interest in

¹⁹ The level of difficulties in fulfilling the task is not the same everywhere. It particularly depends on the actual geographic and water management conditions of the district (by-orders-different quantities of wells in districts, existence of water levels used for „free“ bathing /or not, etc.). The rather unhappy system is reflected even here - OHS methodology is controlled by the chief hygienist, but the funds are provided by the relevant District Office.

²⁰ All enquired workers have intensive personal interests on nature protection. They do many things outside their jobs, in their leisure time and without reimbursement. Their approach can be characterised as less „clerical“. These workers feel themselves to be „a step ahead of the other state administration in ČR“.

implementing this network. The MŽP is said to be very passive in this field and impulses to implement the Natura 2000 network come rather from NP and CHKO officers than from MŽP. The passive attitude of MŽP in this matter has been sometimes interpreted as an intentional boycott of preparations of the Natura 2000 network.

Officers of one of the visited administrations of protected areas who have partnership co-operation of high quality with a similar institution in Germany have said that they had got completely precise information from their German colleagues on the direct methodology how to implement the Natura 2000 network which allows them to start implementation of this directive de facto immediately. The barrier is, however, according to them, the Ministry of the Environment that had not set the implementation of this network as a task, had not realised a revision of taxonomy, etc.

The officers of CHKO and NP administrations warn that the Natura 2000 network would have to be adapted in such a way that it would positively reflect higher variability of ecosystems²¹ and a higher level of biodiversity of the Czech Republic as compared with EU.

Regional Inspectorates of Czech Environmental Inspection (Oblastní inspektoráty České inspekce životního prostředí²², OI ČIŽP)

Inquired employees of OI ČIŽP represent likely the most homogeneous group as far as the information level is concerned. They consider their information level (above all due to systematic training on ČIŽP grounds) to be adequate and do not expect any complications in implementing EU directives with whom they are familiarised continuously. However, there remain unclear areas about the actual shape of institutional provision of implementation of the directive on IPPC.

Officers of one visited OI ČIŽP have mentioned some reservations to the quality of EU directives in the field of forest management. Co-operation with partner environmental inspections abroad is considered to be very fruitful and rich in information.

The level of controlled subjects is said to be rather unsatisfactory.

4.3.1.2. Local Self Administration

Representatives of local self administration, contrary to the state administration, are elected directly by citizens of the relevant towns and communities. The democratically elected local self administration formed in the Czech Republic only in 1990. The experience shows that the bodies of the local self administration are often more flexible and understand the local conditions better than the state administration bodies. The negative side is a higher inclination of local self administrations to various group and particular interests. This is evident also in the four largest Czech cities (Praha, Brno, Ostrava, Plzeň), where the effort of elected representatives to effect the public administration is said to appear²³.

There is no systematic distribution of information about requirements that would result for the communities and citizens in the Czech Republic from ČR joining EU to them. The informedness of the local self administration is therefore very various and depends particularly on a personal interest in this range of problems.

Building sewer systems and sewer plants (čistírna odpadních vod, ČOV) is considered to be the only claim of the environmental acquis related to towns and

²¹ For example, specific fish-pond ecosystems do not appear in EU countries, contrary to ČR.

²² Employees of Regional Inspectorates of ČIŽP have sent us with our application to speak with them to their superior (that means central) bodies saying that they (OI ČIŽP) are not competent in this matter.

²³ One of questioned heads of Environment Departments of a municipality office (i.e. in a town where the state administration and self administration mix) said even that he/she had been sanctioned by the local self administration for communication with a NGO.

communities. Provosts and representatives of towns with built sewer systems and ČOVs think that they have completely achieved the EU environmental standards and no other steps are necessary in foreseeable future.

Provosts in smaller municipalities see their major problem to be acquiring funds to build local technical infrastructure (gas supplies, sewer systems, water treatment plants). But they do not connect these investment activities with EU requirements in any more intensive way. They understand infrastructure development to be in the interest of the municipality development, or they follow an economic balance which gives an impulse to build a ČOV because of increased charges for discharge of waste water in recent years.

There is some effort to attract new inhabitants through developing this infrastructure (particularly in communities near to cities) and to improve municipal income this way²⁴.

There is some degree of variability in strategic thinking of municipalities about their development and its environmental aspects²⁵. But for the most of the visited municipalities such aspects play a quite marginal role.

The top priority for the most of the visited communities is to decrease the unemployment rate. Suggested methods how to address the unemployment problems are often problematic from the environmental point of view. The „hard development“ (building highways, industry etc.)²⁶ is mostly considered to be the only way of possible development of towns and communities. Requirements of NGOs (CHKO or NP), if any, to respect environmental aspects of towns and communities development are supposed to be effort to inhibit communities in their development. We have heard the harshest words about some environmental NGOs from some provosts²⁷.

Officers of local self administrations complain of unwillingness of the state administration to transfer a part of their competence in the environment conservation to communities in future. State officers presented in this connection opinion that by transferring a part of important competence in the environment conservation to communities would result in higher exploitation of the environment because of inclination of the local self administrations to shallow group interests.

4.3.1.3. Industry

OHK officers appreciate information from the headquarters of the Economic Chamber of the Czech Republic. They distribute such information to their member through published bulletins, e-mail etc.

They consider the function of most District Economic Chambers (Okresní hospodářská komora, OHK) to be effected by the fact that the Czech law does not require mandatory membership in OHK (contrary to many EU countries). Most OHKs therefore cannot afford to pay the required number of employees. Current OHK employees are hard-pressed and EU-related problems come just after more urgent ones.

According to OHKs, there are (as far as knowledge ability and readiness to implement are concerned) de facto two groups of companies:

²⁴ This relation works also in the opposite way - to attract new inhabitants (or production companies) at first and build infrastructure from the acquired funds then.

²⁵ While a provost of a visited town draws a Local Agenda 21 of his own and strategic development of the town, a provost of another town addressed knowledge of EU environmental standards with: „That is beyond my term.“

²⁶ A provost of a smaller community in a holiday resort strives to build a concreting plant in the community territory and to build-up a locality appreciated for its nature with heritage protection with high-class houses. A provost of a small district centre considers quite unacceptable if the town is connected with a „mere“ highway (speedway) and insists that for the town is „vital“ to build a highway with trans-european significance.

²⁷ Relations between magistrates and NGOs (in the field of the environment protection) need not ever be confrontation ones - it depends above all on real people on both sides.

Problem-free companies - prosperous, usually big companies, exporting in EU, often with foreign capital participation, mostly with an environmental specialist of their own.

Companies with potential problems - smaller, less capitalised companies, usually without foreign capital – often have problems even with the current Czech legislature, they have no idea how to fund changes in technology.

The common feature of visited companies anticipating the EU environment with their actual activities is either presence of foreign investors or export of a large part of production in EU. Similarly requirements of (mostly foreign) customers require also the production ecologisation (or ISO 14000 certification). Production companies operating in the same competitive environment as global producers have acquainted themselves with conditions prevailing in their industries outside the Czech Republic. The function of economic relations seems to bring the implementation elements in companies activities much quicker than legislature.

The key source of mentioned information on the EU environmental standards are for the questioned workers of the industrial companies relevant trade unions, the Czech Ecological Management Centre (České ekologické manažerské centrum, ČEMC) and specialised literature.

The production companies fear particularly capital intensive requirements on conversion of technologies towards BAT (best available technology). The main problem is found in too large differences between economic performance in the Czech Republic and in EU.

Some of environmental experts in the companies seem to have extraordinary good knowledge of the EU environmental legislature and they warn above all against „folk creativeness“ which accompanies the transposition of the EU environmental acquis. Without this „folk creativeness“ the European standards are said to have a good chance to be easily implemented by the companies.

The situation in the field of implementation of the directive on IPPC develops pretty quickly and the informedness of companies (those big above all) quickly increases. Work groups of individual industries are formed to implement the directive on IPPC.

The basic condition for companies thinking in a longer time horizon is, however, to make the ownership relations in the company clear. Only then a long term strategy of the company can be formed, and a decision what production is to be kept and what is to be cancelled and therefore where to put investments, if any, can be taken.

4.3.1.4. Agriculture

There was realised an extensive training program on the Sappard program²⁸ in the agriculture sector (with a high participation of employees of OAKs) in the last quarter of 1999. Trained informers on Sappard and designers of projects to acquire support have appeared (3-4 people in each district).

In spite of this, the concept on EU environmental requirements in agriculture is again rather knowledge of some partial requirements (like on the size of a cage in fowl cage raising). A comprehensive view of the environmental requirements lacks. Such an idea is rather (almost universally) generated based on a personal visit in some farm in an EU country. Such experience has led, however, most of inquired persons to be optimistic about feasibility of meeting EU environmental standards²⁹.

²⁸ Inquired employees of the monitored agricultural enterprises and farms are sceptical as far the benefit of the Sappard program is concerned. Under lacking funds the project for Sappard is a rather expensive investment with unclear outcome because it is not clear in advance whether the project is accepted and the investment returns. The 25% participation in funding those projects is for many farmers beyond their current financial possibilities.

²⁹ A president of an Agricultural Co-operative of Owners: I do not know the EU directives, but if the farms I have seen in France have met the European ecological requirements, then we are meeting them ten times.“

Besides it, currently the top priority for farmers is the economic survival. Joining EU is rather far (however, it is considered to be salvation for Czech agriculture) and Czech laws under preparation (like that on sale of state land) are rather hotter.

Because of worsened solvency of farms and increase of fertilisers prices a sharp decline in fertilising appeared at the beginning of the nineties. Therefore the so called nitrate directive seems to be met without any problems.

District Agrarian Chambers (Okresní agrární komora, OAK) have similar problems to OHKs (see above), but worsened by the very bad situation of agrarian basic producers³⁰. Many OAK members cannot pay their subscriptions in an OAK in this situation. The difference between big and small companies is not too significant in this situation. The difference is rather in the ability to process agrarian production of their own and to sell products with a higher added value.

Many companies try to cover loss of sale with income from other activities (like gravel quarrying, motor transport, operating a lumber mill, agrotourism, etc.).

This unhappy outlook is not much differentiated according to territories nowadays, but agriculture in mountain and submountain areas experienced loss already around 1993 and loss in fertile lowland areas appeared several years later.

The reasons for the critical situation of farmers are found above all in the system:

- absence of clear Czech agrarian policy (late setting of subsidy titles by the Ministry of Agriculture complicates economic calculations of farmers)
- low attention given by the state to the agricultural sector
- low level of protection (and de facto no protection) of the home market against legal and illegal import
- functioning agricultural units being broken and separated during transformation of Czech agriculture
- weak position against strong customers - market chains in negotiating price³¹.

Farmers in some districts say that they have been completely overlooked in the process of creating regional structures and a tendency to minimise farmers_ representation in the forming regional structures appears (farmers representatives have been excluded from Regional Coordination Groups, RRAs etc.).

The relation of the state to farmers and agriculture is interpreted as similarly harsh. Most inquired people say that a profitable operation in agriculture becomes impossible. The inquired persons say that only people with a very strong concern with land and nature have remained in agriculture.

In the situation when farmers have not adequate funds even for the most basic regeneration of equipment, some required technological changes (like change from stanchion housing to loose) are considered to be a de facto liquidating and not feasible without financial support.

³⁰ Among the seven visited agricultural co-operatives, just one prospered, developed and even expanded (the co-operative bought-out neighbouring bankrupt co-operatives and continued in their activities). Such farms are a very rare exception currently. The president said that the reasons for the success of the co-operative were following:

- the co-operative has not allowed separation of basic production and processing, contrary to most others,
- the co-operative has prevented themselves to be broken in small fields, contrary to most others,
- with bulk production they manage to negotiate better prices with customers,
- the co-operative operates affiliated production which allows to pass a drop in price of some commodity (the co-operative subsidies only short-time-unprofitable production - it leaves permanently unprofitable production).

The president said that the reason why not turning to the profitable affiliated production completely but to operate also in the „risky“ agriculture is his strong social feeling and that agriculture allows him to employ more people in the area with a high unemployment rate.

³¹ A paradox situation is said to appear when for example the price of grain or milk goes down while the price of bread and dairy products goes up.

4.3.1.5. Regional Development Agencies

The mission of the Regional Development Agencies (Regionální rozvojová agentura, RRA) is co-operation with the state administration and local self administration subjects in formulating tasks for regional development, addressing and co-ordinating projects of regional development, implementation of the state regional policy co-operation with foreign and regional partners, support of small and medium enterprises etc. RRAs are frequently intimately connected with OHKs.

There are large differences among RRAs as far as quantity of employees, quantity of funds and a length of RRA existence are concerned. These differences are reflected in a style and quality of work of RRAs. Besides established RRAs with created relations with regional partners there are RRAs that only look for suitable partners and forms of co-operation.

RRAs take part in drawing regional development plans. EU requires these plans to be drawn and in some cases these plans must be drawn to have a possibility to draw from EU pre-accession funds. Information on necessity to draw these plans are said to appear at the last moment. Therefore the plans are prepared under time pressure without any possibility for a broad discussion of high-quality. This results (according to both NGOs and most of Environment Department heads) in some degree of formalism³² in executing required procedures (for example assessing impact on the environment or public participation).

RRA employees are informed about EU well, often the „first hand“ (e.g. from Official Journal). However, this is above all information on the EU regional policy, possibilities to employ pre-accession funds etc. rather than information on environmental acquis. The environmental aspect is therefore rather marginal in RRA activities.

4.3.1.6. NGO

Series of NGOs focused on the environment conservation appeared in the Czech Republic after 1989. In the nineties organisations Děti Země (Children of the Earth) and Hnutí Duha (Rainbow Movement) profiled themselves as the main representatives of the „green activism“ and environmental advocacy in the Czech Republic. Both organisations operate actively in public processes throughout the Czech Republic. Also the Czech Greenpeace branch is active.

NGO workers may be (as far as the informedness on EU is concerned) the most heterogeneous group. There are both people with a high degree of being informed (mostly in top positions of national NGOs³³, their information sources are above all foreign partner NGOs) and people with information not exceeding the standard level of being (un)informed in the population. A better information level is usually in cities. Local NGOs (and local NGO branches in smaller communities) address mostly local problems only, or focus on the classic conservation work (like meadows reaping). They do not focus on systemic issues.

There are huge territorial differences in quality of the civic community and a degree of local civic participation. There are vast territories (like those by towns Pardubice and Hradec Králové) where no active environmental NGO exists, relatively enough active citizens³⁴ live in other places (Plzeň, Brno, etc....). NGOs from „more active“ areas of the

³² Plans are not drawn because of an inherent need to have a strategic concept but to „meet EU requirements and can start drawing EU funds as soon as possible“ (an RRR employee).

³³ A sophisticated discussion on the environment and EU runs e.g. in magazine „Sedmá generace“ („7th Generation) published by the Rainbow Movement.

³⁴ We must mention here that the civic sector (including environmental NGOs) has not developed in the Czech Republic yet and is very weak. The ENGOS cannot in any case counterbalance the players with destructive impacts on the environment.

Czech Republic enter the decision-making processes in case of projects with an extraordinary impact on the environment in areas where no active local NGO exists.

The great mass of questioned NGO representatives complain of officers (above all of the state administration) non-communicating and being biased against NGOs. They complain often that though they have presented a general application to have information sent in an office, the officers do not send them some important information items. On the other hand, complaints of industrial enterprises have been quite rare.

One can state generally that the theme of the Czech Republic joining EU and of related environmental dangers and opportunities is rather a topic for top elements of large NGOs and it does not appear in work of local NGOs and branches.

4.3.2. Territorial View

A better degree of being informed is in districts adjacent to EU countries and to some of the „German“ Euroregions. Information acquired within cross-border partnership (or twinning) have been evaluated as many times better and more useful than that from the inland line.

The inquired experts in districts Bruntál and Ostrava have many times repeated that they feel to be completely shunted by the central Czech bodies³⁵. The economic situation is in these districts (and also in Frýdek-Místek) worse than in other investigated districts. Therefore there are less functional agricultural and industrial enterprises.

4.3.3. General

The most important source of the variability of EU environmental standards knowledge is respondent's personal activity, or his/her attitude and motivation - being interested / disinterested in the topic. Relatively large differences in being informed³⁶ exist even inside the respondent groups (according to their respective institutions).

The analysis shows also that the institutional affiliation plays a more important role than territorial affiliation.

The great mass of respondents (except ČIŽP employees) lacks a systematic distribution of information on EU requirements in their respective ranges of activity. Therefore the information level on the environmental requirements of Czech joining EU is low (except ČIŽP). It is mostly a general idea formed based on fragmentary information from mass media³⁷. Such information level must be incomplete, unconnected and inactual and therefore it cannot result in any actual activity. Therefore the information degree on the level of actual implementation directives cannot be considered. The knowledge of screening results is also low.

A universal³⁸ fact is the absence of any concept of future institutional provision of individual items of acquis and distribution of competence³⁹. Pretty well informed individualities appear of course in all investigated fields. They acquire information through their initiatives (mostly beyond their duties) from sources of their own⁴⁰. They

³⁵ The inquired persons in these districts have frequently expressed their pleasure being visited by the inquirer saying that this is de facto first time when someone from Prague has come to ask their opinion.

³⁶ In the situation when there is no systematic distribution of information on EU and the problems of environmental acquis are not reflected in their work directly, it is an issue of a personal activity and care of anyone whether he/she would follow these problems beyond his/her work duties.

³⁷ It is knowledge of topics frequently appearing in mass media - necessity to invest in waste-water treatment plants, necessity to do „something“ with waste, knowledge of some strengthened limits etc.

³⁸ I.e. the fact applicable to all monitored institutions and territories.

³⁹ Very negative impact of the current unclear situation in jurisdiction and contents of the higher territorial-administration units (vyšší územně-správní celek, VÚSC) appears here. Continuing uncertainty results in drain of qualified workers e.g. from District Offices (Okresní úřad, OkÚ) and/or in disinterest of new workers to be employed in these institutions. The outlook of OkÚs being cancelled weakens also their positions to other subjects. The opinion appears frequently that if OkÚs are cancelled without VÚSCs having functioned perfectly for several years, the state administration in the Czech Republic will break.

⁴⁰ I.e. e.g. via Internet, friends in ministries etc.

are motivated to such extraordinary activities often by their personal experience during stays in partner institutions in EU countries.

The respondents find the ultimate barrier for better and quicker preparations to implement acquis requirements to be the central state level, namely:

- 1) Slow adoption of new good-class laws and/or adoption of laws which are known not to fit EU requirements already when being adopted (like Act on Waste) and that means that a new act is to be adopted soon. This is frustrating for involved subjects. Getting acquainted with a new legal arrangement takes also a lot of time. The work of central bodies makes a general impression of absence of any concept.
- 2) Such legal makeshift measurements and/or existence of series of amendments to poor laws make the situation unclear and orientation in applicable legislature complicated both for state servants and to private subjects.
- 3) Slow, untransparent and poor work of ministries⁴¹.
- 4) Absence of connected and actual information coming along the state administration line. The situation when officers of the ministries are unable to provide adequate information in a workshop for OAK and OHS employees is not an exception.
- 5) The state gives quite marginal attention to the environmental policy⁴².

Respondents consider generally the most serious potential source of problems in the practical implementation of environmental acquis to be unfavourable legal consciousness of the society. They mention traditional effort to outwit the law which is more over considered to be expression of personal courage and ability. Such indiscipline can make special problems in the situation when many parts of acquis rely just on the personal responsibility⁴³. In respondents' opinions the information on EU is close to zero, education and a broader public discussion on EU is lacking.

4.4. Conclusions

The implementation process has begun and continues in the Czech Republic. The process meets the following obstacles:

- The implementation process in the Czech Republic has been strongly differentiated after personal interest in the topic.
- Therefore the implementation process leans above all on activities of
 - a) a sphere of practitioners with strong interest in the relevant topics,
 - b) a sphere of „activists“ from various NGOs,
 - c) subjects who are interested in successful implementation economically.
- The implementation process enters the municipal level as a rather exogenous element which continues to be dependent on some central directive.

⁴¹ Like so called Fund for Small Projects (experienced very well at the local level) had not passed the next round and the inquired persons knew only that the project had been blocked somewhere at the level of the Ministry of Finance and the Ministry of Local Development. Execution of many projects co-financed by EU is complicated by the budget frame of the Czech Republic - by the fact that one project runs under the Czech budget frame and under EU terms at the same time.

A ČIŽP employee: "The Ministry of the Environment can think for a fortnight what is waste and what is not waste but here I have 20 minutes to decide, otherwise trucks could block the border crossing."

⁴² OHK director: „If the state does not consider the environmental policy to be important enough to introduce a tax to protect the environment (which we have had in a paper act only for several years), you cannot ask the enterprises to behave in an environment friendly way.“

⁴³ The OHS directors say that serious problems based on this principle could appear e.g. in the field of communal hygiene and nutrition, where the operators of various facilities are not ready to adopt a higher degree of responsibility themselves.

- Most inquired experts have identified the central state level to be the key soft spot. They have criticised above all a low activity of central institutions and absence of a concept in their activities. However, the situation becomes better and better as the approach of the establishment changes.

- The inquired experts say that the environmental problems are for the most of the society just a marginal topic. The main bearer of interest in these problems are environmental NGOs and individual „old practitioners“ working in industry, agriculture, state administration and local self administration. Lack of interest and passiveness of the general public (also at the community level) is a serious drawback.

- The implementation process lacks the element of local participation and of real ecology involving both in local strategic consideration and conceptual materials and particularly in their actual application. Currently no integrated municipal development and environmental policy exists.

- The environmental problems are considered in many cases to be a barrier in quicker (economic) development of communities. There is some kind of fetishism of economic development, some towns and communities support building prestigious (but for the environment devastating) projects (like many proposals to build international airports).

- There a high degree of satisfaction (particularly in the local self administration and in industry) with decreased pollution of water and air during the nineties. The feeling „we have done too much for the environment“ prevails. Requirements to go on with improving the environment are then considered to be untitled and maximising. Therefore the willingness to invest in the environment conservation is not too high.

- The low level of care of the environmental problems coincides with preferring their own fields in some institutions. Therefore one can expect problems in implementation of directives requiring co-operation of a broader range of partners than the specialised „environmental “ stations are. Integration of the environment conservation in sectoral policies has been a little known idea and when being introduced into practice it has met high resistance.

- Many officers of the state and local self administrations are not willing to communicate (e.g. in preparing zoning maps) with NGOs nor to provide information for the public. Most officers and municipal politicians consider NGOs not as a partner but as an unpleasant complication.

- Inquired experts lack concrete information on impacts and consequence of the Czech Republic joining EU in their respective fields of activity. There is a strong interest in information of this character, but the information must be clear, brief, actual and directly relevant for the field of activity.

- The industry and agriculture are better informed about requirements on the final quality of products than on production and operation standards.

- The economically consolidated spheres with intensive contacts with partner institutions in EU countries (mostly foreign and exporting industrial enterprises) are best prepared for the implementation. Market and international competition are powerful implementation tools in the sphere of industrial enterprises.

- Passive waiting and relying on activities of top bodies prevails above all in the state and local self administrations.

- Problems related to the Czech Republic joining EU are considered to be problems of the central (or government) bodies of the Czech Republic without subsidiarity features.

- Knowledge of screening results is very low. Most inquired have no idea about a general scope and character of changes related to the Czech Republic joining EU. Outlook in future therefore terminates with Czech legislature under preparations.

- Current and prepared Czech legislature is decisive for all players („what has not been transposed we cannot expect to be implemented“).

- The main triggering mechanism for interest in EU is the possibility to draw funds from the EU budget.

4.5. Recommendations

- The Czech establishment is to be „pushed to move“ (either through political pressure from abroad or supporting home pro-implementation players – e.g. environmental NGOs), and its representatives are to be motivated to work more efficiently and to use a more systematic approach.

- In discussions with practitioners and experts in the relevant fields at the communal level, the fact is to be respected that the political dimension of the implementation process loses its significance at the municipal level and on the other hand actual specialised information of a technical character with professional connections are required.

- Practitioners at the communal level must be provided with information on the general scope of changes accompanying the Czech Republic entry in EU in the relevant field, i.e. on changes beyond the horizon of current and prepared Czech laws.

- The general public must be addressed and involved.

- An offer of „smaller“ projects broad enough is to be created so that towns and communities can fund them.

- Because of the low environmental consciousness in the Czech Republic, drawing of investment funds from EU funds must be bound to uncompromising respecting of EU environmental standards and this must be controlled subsequently.

- Direct contacts and stays of experts in partner institutions in EU countries should be supported.

5. Analysis of Czech Media during period from January 1, 2000 to August 31, 2000 regarding Environmental Issues and Czech Preparations to join European Union

5.1. Analysis objectives

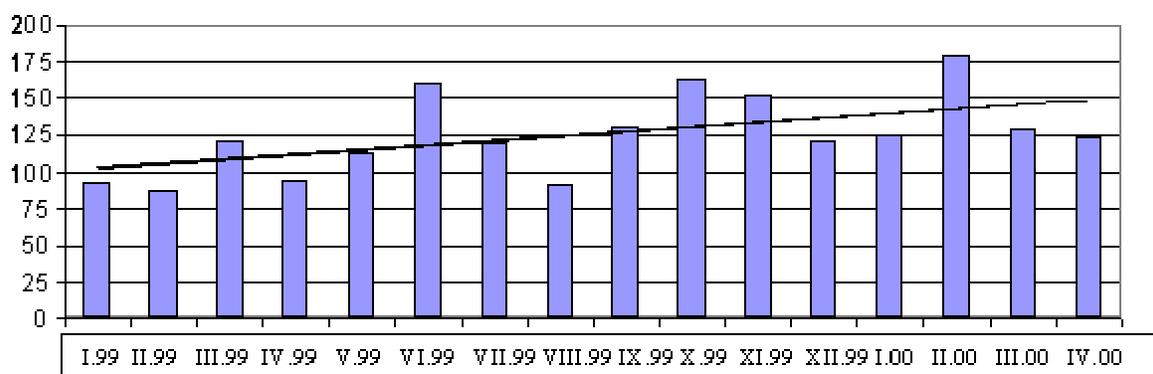
This analysis looks for answers to the following issues:

- How the environmental problems related to the Czech entry in the EU are reflected in Czech media?
- What information is brought to a reader or to an auditor?
- How does he/she feel its demand and how is this demand satisfied?

5.2. Situation

As presented in the following chart, (general) issues related to the Czech entry in the European Union appear in Czech media more and more often (the chart bases on data of Anopress company).

Frequency of information on EU issues in Czech media
(average number of articles per a day in the relevant month)



The public loses interest in environmental issues concurrently – the lowest share of population considers the environment to be an urgent problem currently. The public perceived environmental issues just after the velvet revolution much more intensively than today. The public interest focused on other issues than the environment in 2000, and besides it the environment is not perceived as a part of the transformation.

Time series of problems perceived as urgent, in %⁴⁴

	1992	1993	1994	1995	1996	1997	1998	1999
corruption, economic criminality	-	70	77	73	70	79	82	76
Unemployment	44	40	42	37	26	38	58	74
organised crime	-	68	73	66	68	65	71	64
economic reform	69	53	42	41	33	53	57	64
general criminality	73	83	79	76	72	65	72	62
social issues	-	48	59	60	53	59	61	55
functional legislature	-	45	48	48	39	58	55	50
health matters	-	55	46	56	54	74	60	49
living standard	54	52	54	54	49	50	55	47
agriculture	56	37	45	41	36	39	39	40
housing and rents	-	32	41	43	49	41	44	32
<i>the environment</i>	55	51	48	52	50	37	41	27
school issues	-	36	35	36	28	40	43	24
refugees in CR	-	20	-	15	18	16	26	18
racism	-	-	-	-	-	-	17	17
coexistence with Romany	-	28	24	22	19	14	12	11
relations to Slovakia	-	15	12	10	10	9	9	5
territorial administration ⁴⁵	48	-	8	9	7	4	5	5

The environmental issues have achieved the lowest point of urgency since 1992, and the trend has continued in 2000.

⁴⁴ Question: How urgent do you consider to address the following problems in our community? Optional answers: very urgent, rather urgent, little urgent, not urgent.

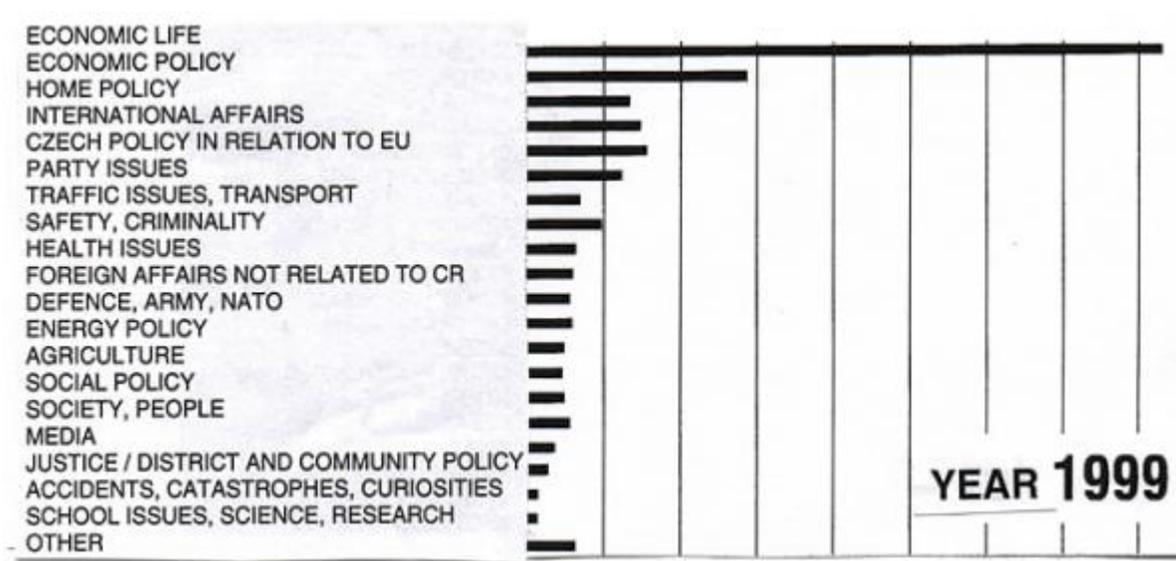
⁴⁵ The Czech-Slovak Federation divided in 1992.

How urgent is to address social spheres and problems – 1999 in % (Source: Institute for Opinion Polls - Institut pro výzkum veřejného mínění).

	very urgent	rather urgent	little urgent	not urgent
corruption, economic criminality	76	21	2	0
unemployment	74	22	3	0
organised crime	64	28	5	1
economic reform	64	31	2	0
general criminality	62	34	4	0
social issues	55	34	8	1
functional legislature	50	34	7	2
health matters	49	38	9	2
agriculture	40	40	10	2
living standard	47	43	8	1
housing and rents	32	43	18	3
<i>the environment</i>	27	50	18	3
school issues	24	43	22	4
refugees in CR	18	41	27	8
racism	17	35	31	12
coexistence with Romany	11	31	38	16
relations to Slovakia	5	23	45	21
territorial administration	5	13	36	35

The decreased public interest in environmental issues has been perceived also by editors and publishers who have subsequently limited the space for environmental issues and have limited or cancelled sections and supplements related to it.

The situation can be illustrated in the chart below which shows topics treated in national newspaper *Hospodářské noviny* (“Economic Issues”) in 1999. It is worth to notice that the environment has not been even registered as a separate issue in the review. This unfortunate fact is characteristic for general media.



5.3. Presentation of environmental issues related to Czech entry in the EU in relation to presentation of environmental issues generally

As evident from the previous chapter, the monitored field of issues of environmental Czech preparation to join the EU is in fact an intersection of two sets:

- a) Set of reports on relations between the EU and CR - expanding in time
- b) Set of reports on the environment - diminishing in time

Therefore it is rather questionable to evaluate whether the media are involved in the relevant issues more or less. The media monitoring contains 4881 reports on the environment during the monitored period January 1 – August 31, 2000:

Month 2000	number of reports
January	559
February	663
March	637
April	578
May	637
June	533
July	728
August	546
Total	4,881

The following topics have been detailed for the needs of this analysis:

Environment and nature generally	1451	29.72 %
Highways construction	661	13.54 %
Information from communities	626	12.82 %
Business	405	8.29 %
Temelín Nucl. Power Plant	389	7.96 %
Raw materials extraction	248	5.08 %
Act on Waters and powers	229	4.69 %
Energy	201	4.11 %
Floods and other catastrophes	198	4.05 %
Environment +EU	165	3.38 %
The bear*	126	2.58 %
Bark beetle**	118	2.41 %
Globalisation ***	25	0.51 %
Act on Geology****	24	0.49 %

* this topic appeared only in months VI-VIII.

** this topic did not appear in January

*** this topic appeared only in months VI-VIII.

**** this topic appeared only in months IV-VIII.

The topic *The Environment and Nature Generally* contains articles on global problems (climatic change, felling rain forests, depletion of natural sources, protection of protected animals and international trade in endangered animal and plant species within CITES Convention), reports on environmental disasters in the world, like oil tankers wreck, earthquakes, industrial breakdowns and other articles. Most of these articles can be characterised as the “global chronicle of accidents”.

The topic *Highways construction* contains articles, discussions and disputes above all on granting an exception from Act 114/92 Coll., on nature and landscape protection, on constructing highway D 8 Prague-Dresden through the České středohoří Protected Landscape Area, or of NGOs’ proposal on alternative routing and legal disputes in this matter, on disputes between Departments of the Ministry of the Environment and the Ministry of Transport and the Ministry of Industry and Trade. There are also articles on routing highway D 3 between Prague, České Budějovice and Linz (Austria), case of a highway by-pass of town Plzeň on highway Prague – Plzeň – Rozvadov – Nürnberg, case of highway D 11 Prague- Hradec Králové-Náchod-Wroclav (Poland) and other cases related to construction of by-passes for urban areas, tunnels and other important traffic constructions. Here listed articles are quite polemic. The cases described here have stretched for many years and positions of ministerial departments, of advocates and enemies of the options are opposite and a reader who is not familiar with the cases history cannot form a view of his own after so many years. *Information from communities* – the category contains articles on community issues – building sewerage plants, establishing gas distribution, building boiler houses using biomass fuel, establishing pedestrian zones, introduction of separated refuse collection, renovation of parks, waste dumps clean-up and the like.

Business - it contains articles on introducing environment friendly technology, introducing schemes for clean production (EMAS) and standards of ISO 9000 and 14000 series, business investments in end-of-pipe technology, production conforming EU requirements on quality of products, production of environmentally friendly products etc.

Temelín Nuclear Power Plant – the issues related to Temelín Power Plant became very frequent particularly because of protests of Austria and partially of Germany against putting this controversial plant in operation. Because of Austrian protests and their effort to involve the European Commission to settle the dispute, there are responses of EU officers, articles on nuclear power engineering in the EU . The quantity of these reports increased during the monitored period which resulted in “consuming the limit” which editors have on the environment in their respective journals.

Raw materials extraction – this field contains above all articles on extraction of limestone in the Český kras Protected Landscape Area – campaign of NGO Children of the Earth, issues concerning excavation of gravel-sand in holiday areas nearby Prague, issues related to clean-up environmental damage after chemical extraction of uranium, raw materials exportation.

Act on Waters and powers – it contains articles related to preparation of new legislature in the field of water protection. They treat particularly disputes on jurisdiction between the Ministry of the Environment and the Ministry of Agriculture – always with reference to EU countries practice which the Ministries interpret completely contrary one to another. A reader must be confused because most of the articles are written by authors favouring one or another quarrelling camp. An independent analysis of EU water policy (adoption of the frame directive on water) and objective comparison with the Act on waters under preparation have been completely rare.

Energy – it contains articles related to power engineering generally (without Temelin NPP) i.e. issues related to energy conservation, renewable sources using, coal extraction in the North Bohemian Basin and employment, prices of energies, energy

market liberalisation and privatisation of the sector, a program of the Ministry of the Environment "Sun for Schools" etc. ...

Floods and other catastrophes – there are articles related to flood accidents of spring 2000, coverage of affected areas, reports on land- and rockslides, on leaks of chemicals in the environment in industrial and traffic accidents in the Czech Republic.

Environment + the EU - there are articles which the analysis focuses on. These are articles related to the negotiating process on Chapter 22 The Environment between the Czech Republic and the EU , on the Commission steps towards member countries that inadequately respect *environmental acquis*, on problems that the Czech Republic will meet in the field of the environment before joining the EU , glosses and reports on a visit of Commissioner Wallström in the Czech Republic, on preparation and adoption of Implementing Schemes and also on efforts of Mr. Kužvart, Minister, to become again a member of the Government Committee for Integration.

For comparison, we have included also the following categories:

The Bear – there are articles referring on damage caused by a single bear during June-August 2000. The bear escaped from captivity and moved in mountains along Czech-Slovak boundaries where it plundered beehives, henhouses and attacked sheep. The bear was caught and put in a zoo where it escaped again and was shot on run. This category has been included because reporting and frequency of articles on the bear case overweighed completely the media interest in issues related to the European Union in connection with environmental issues. In August 2000, in top „slack season“, there were 76 reports on the bear and just 3 reports on the EU + The Environment. In July 2000, therefore after the visit of Commissioner Wallström and after adoption of Implementing Schemes and amendments to the Positional Document, 45 reports on the bear and 31 on the EU + the Environment were found.

Bark Beetle – there are reports and discussions on interventions in I. and II. zones of National Park Šumava where mass outbreak of bark beetle appeared recently. Discussions in media triggered by a campaign of Rainbow Movement focused on the role of national parks and felling trees in the most precious localities of original forest stands.

5.4. Content Analysis of Reports on Issues on the Czech Entry in the EU considering the Environment

The detailed content analysis of 165 records (articles and transcriptions of electronic media programs) shows the following:

a) Most articles have used in headings formulations that raise: negative reactions – like: *Czech Republic must invest 240 milliard in the environment, Environmental race with the EU , Czechia shall not ask for another environmental exception , Czechia shall spend CZK 245 milliard in the environment, Green stake, IPPC guidance will affect 1600 companies, Wallström will criticise Prague for lazy harmonisation of legislature, Higher pace in integration is not all, Communities use EU funds only little, Kužvart taught mayors, Ministry of the Environment likely to ask EU for ten transitional periods, Kužvart will ask for other exceptions from acquis, Czech Republic has troubles in joining EU, Unmet EU requirements may be costly, Republic cannot pay top environmentalists, Kužvart is stricter than EU, says Zahradil, Sewerage plants will be strong meat, Ecology is expensive, says Kužvart, EIA proposal beyond EC rules, Communities will have problems to get milliards on sewerage plants, We have*

twice more white collars than in 1989 and more are requested, Ministries require other hundreds of white collars due to Union.

neutral reactions – like: Ministry has got a plan to introduce environmental standards in time, National program performance, Preparation of Czech Republic to enter EU, Water policy of Czech Republic as compared with EU, Priorities in approaching EU do not change, EU enlarging, Commissioner discussed with minister, Readiness to enter EU, EU Commissioner visited Prague, Activities of government committee for integration, EIA in European Union, Our readiness to enter EU, Kužvart: I become committee member soon, All supports EU acquis, but interpretation differs.

positive reactions – like: EU helps to improve environment by Czech-German border, Noise emissions, The country advanced in environmental care, Transport communications ready to enter EU, Readers advised how to use funds, 200 applicants for EU funds, Rural association wants European money for environmental issues.

b) Most articles stress troubles which the Czech Republic will meet in the field of the environment before joining the EU (finance required from the state, companies and communities, increase in number of white collars, necessary investments, necessary laws adjustments). These contributions form some 56 %. Another group are neutral contributions which bring comparison between the Czech Republic and the EU possibly referring on passed negotiations – approximately 28 %. The last group of contributions are those with a positive outcome of the contribution – assistance of the EU for the Czech Republic – approximately 16%.

c) A detailed analysis of benefits of entry of the Czech Republic in the EU for daily life of citizens (what will improve, how it will effect human health) has not been found. On the other hand, no report reasoned against entry of the Czech Republic in the EU because of worsening the environment.

d) An Internet archive of articles related to the EU and the environment issues (Ekolist – Ekomonitor³ (other archives - like Euroskop - contain only minimum articles with relevant issues) contains for the monitored period 293 records in total. They are articles whose volume exceeds one column.

Number of positively tuned records	56	19 %
Number of neutrally tuned records	107	36 %
Number of negatively tuned records	130	44 %

5.5. Topics that have not appeared in Czech media in monitored period

Environmental issues are one of the priorities for the European Commission and particularly adoption of legislature on the European level has increased sharply in recent years. The real steps of the Commission also stress environmental acquis enforcing. The following paragraphs present overview of topics discussed on the European level but without publicity in Czech media.

_ Issue of adoption of EU LIFE III program by the Czech Republic. In June 2000, a meeting of senior officers in the Ministry of the Environment decided that the Czech Republic shall not adopt the LIFE III program in 2000 and also an amount to cover Czech membership contribution in this program is not proposed in the state budget for

³ This archive contains also records from periodicals which have quite narrow circle of readers (Ekolist and other closely specialised ecological titles) or have been published just in ČTK reporting which is available just via Internet to a very limited circle of readers.

ČTK reporting provides more detailed and balanced reports than those published in the monitored media. Mostly just abridged versions of these reports with some “scandalous” i.e. readable content are published. Therefore the quantity and share of positive-neutral- negative reports differ a bit. However, the negatively tuned reports prevail in both files.

2001. The program could assist in executing projects involved in conservation of the environment, nature and landscape, besides other to building a NATURA 2000 network. The decision taking process (to join it or not) has, however, passed without publicity. The public has got minimum participation in deciding this issue. The surveys on interest of communities, NGOs and other subjects which would ask for support have been conducted under the situation when the subjects had not been informed about the program at all and therefore the projects have not been ready.

_ Global assessment of V. EU Program of Environmental Activities and preparation of VI. EU Program of Activities. Within the monitored period, discussions run in the EU on fulfilling this program and the applicant countries were invited to cooperate in forming the new program whose time horizon covers also the period when the new countries will likely become EU members and therefore these issues will impact them directly. But, also if they would not be EU members at that time, the execution of the program will impact them indirectly. Alike while the Commission continued in deepening the Cardiff Initiative – integration of environmental issues in sector policies – the press in the Czech Republic discussed excessive interference of the Ministry of the Environment in traffic and energy policy.

_ Priorities and objectives of Czech policy generally and environmental policy in particular in the period after Czech entry in the EU. The Czech Government has not formulated its objectives and priorities in the period after entry of the Czech Republic and other applicant countries in the EU yet, neither this has been reported and discussed in Czech media. Only the time horizon of entry has been discussed up to now. So the following issues have been discussed:

- when the entry will materialise, when the Czech Republic and other applicants will be ready to enter
- how much will the preparation cost and who will pay it
- what must be done and changed by the entry

Issues reaching beyond the expected time of entry have not been published commonly and discussed in media.

_ Commission invitation for NGOs participation in the EU decision making process from January 2000

These issues have not been at all reflected in the media, even in the titles published by environmental NGOs.

_ EU White Paper on responsibility for environmental damage, published early in 2000. The first step in the EU legislative process which may have actual impact on many producers, the business sphere and citizens themselves after its adoption has been mentioned in just one article (Bulletin of the Ministry of the Environment with a minimum circle of readers). A subsequent discussion and references on a reaction of the Czech party to this Commission proposal have not been published.

_ Green Paper on EU policy in relation to using PVC which was published early in summer 2000 has been mentioned only in a specialised journal *Environmentální aspekty podnikání* (“Business Environmental Aspects”) with a minimum circle of readers.

- Czech environmental legislature softening in adopting *environmental acquis*
The Czech Act on Waste has been softened in relation to the above item (problems with PVC) (the original Czech legislation has prohibited using PVC in packages from 2001, the current legislature shifts the ban conforming to EU policy to 2008). Ústav pro

ekopolitiku o.p.s. ("Institute for Ecopolicy"), a NGO, has published in this relation a report for press and many polemics with one item of the Opposition Agreement⁴ which stipulates that Czech new legislature shall not be more strict than the applicable EU legislation. However, the Amsterdam Treaty allows such stricter moves of member countries for the benefit of the environment. But this press report and other papers pointing out at this issue have not been published (except web sites of Ekolist and Econect).

_ Framework Directive on Waters – in articles that have been published in relation with discussions on jurisdiction between the Ministry of the Environment and the Ministry of Agriculture in preparing a new Act on Waters, there have ever been references to the European policy on waters and the Framework Directive on Waters adopted in member countries. The both ministries unfortunately interpret this Directive as they intend and each of them contrary to another. A reader must be confused – particularly in the situation when the Czech mutation of this frame directive has not been published, neither is available in Internet⁵.

_ Twinning – there are five experts from EU member countries in the Czech Republic currently who operate in the state environmental administration to assist in preparation of the Czech Republic to enter the EU. No article about their work has been noticed, neither an interview with them, their experience and views have not been published, neither their view on issues related to EU enlargement.

_ AC-IMPEL – the Czech Republic plays an active role in the institutional network involved in enforcing environmental acquis in the EU and in applicant countries. Though there were discussions on possible establishing of secretary of this network in Prague in the monitored period, no report on this initiative has appeared in national media.

5.6. Partly Discussed Topics

Transitional Periods

12 contributions were published in the monitored period which refer on required transitional periods which the Czech Republic will ask in the environmental issues. The contributions have been formulated in such a way that these requirements are necessary because of finance and organisational grounds. No discussion on relevance of requirements for transitional periods, on their duration has been noticed, no public response (of companies, communities, NGOs ...) about relevance and necessity of these requirements has been noticed. Just one contribution (*Republic cannot pay top environmentalists* – in *MF Dnes* by P. Baroch) has more thoroughly treated the reasons that result in requiring a transitional period in the field of the nature conservation or building NATURA 2000 network.

In the field of waters protection, there has been stressed that building of new sewerage plants, particularly in smaller communities, according to EC directives requirements is so financially demanding that the transitional period must be requested. The fact that the sewerage plants must be built also because of current Czech legislature and that their positive effect will benefit above all Czech citizens has been mentioned just marginally.

⁴ transl. comment: Agreement between Czech leading political parties ČSSD and ODS on mutual support and opposition.

⁵ Czech translation of applicable Czech legislature is not freely available to the public, e.g. through Internet. Upon request, they can be acquired in specialised libraries of the ministerial departments. Unfortunately just a small portion of applicable EC regulations has been translated and revised. Drafts of EC regulations, policies, programs and "soft legislature" have not been almost translated and are almost inaccessible.

No report that would reason with the official governmental position on necessary transitional periods or proposals how to avoid requests for transitional periods has been noticed.

Finance demands for the Czech entry in the EU in the field of the environment
Published articles have frequently stressed the big funds necessary for conservation of the environment. The state administration officers have expressed an opinion to increase budget of the Ministry of the Environment which can be understood rather as a message for members of the Budget Committee of the Parliament, than to readers. A positive aspect – that the necessary infrastructure for the technical protection of the environment will be built by Czech companies, that the construction of capacities to recycle and process waste, of sewerage plants and of other objects will present an impulse for employment and welfare of Czech companies – has been stressed only little.

5.7. How National Printed Media Cover the Environmental Issues on entry of the Czech Republic in the EU?

MF Dnes – articles on the environment, also related to preparation to enter the EU, have been regularly published in this daily paper. Editor Pavel Baroch treats the issues. Contributions appear regularly also in supplement “Science and Computers” – editor Josef Tuček. Supplement “Magazín Dnes + TV” has not a rubric on the environment.

Právo – environmental issues have been covered regularly, but no permanent rubric is in tabloids or a supplement. Contributions (glosses) by external authors and contributors have been published. Clear orientation on environmental aspects of EU enlargement does not exist.

Hospodářské noviny – environmental news have focused on business and community spheres, supplement “Science and Technology” has brought detailed reports on the environment and reports on ecology from foreign sources regularly – editor Šárka Speváková.

Zemské noviny and Slovo – articles and glosses focused on the environment have appeared regularly, and also irregularly in relation to preparation to join the EU – editor Josef Kopecký and external contributors.

Lidové noviny – articles on the environment have appeared regularly, Saturday edition has a rubric “*Overview of environmental catastrophes*”, supplement “Friday” has not an environmental rubric – editor Marek Kerles.

Respekt – publishes regularly glosses, irregularly also paid advertisements of NGOs, regularly articles by external contributors – editors Marek Švehla, Martin Kontra.

Týden – articles with environmental topics have been published regularly and they are more thorough and detailed. Further existence of this rubric is doubtful – editors formerly Martin Poláček, Marek Šálek, currently Čestmír Klos only.

Reflex – contributions with environmental topics have been published regularly – editors Tomáš Feřtek, Ivan Brezina. However, focus on the EU and the environment is not a priority, it is a social weekly.

5.8. How National Electronic Media Cover the Environmental Issues on Czech entry in the EU ?

Czech TV

Among the most watched documents in the first program ČT 1 (footage 20 and more minutes, watch rating 10% or more, overview contains 21 programmes), there is no one that would follow issues related to the European Union or the environment.

Among the most watched documents in ČT 2 program (footage 20 and more minutes, watch rating 4% or more, overview contains 33 programmes), there is no one that would follow issues related to the European Union.

No one of the most watched programmes has treated environmental issues in broader context. The following programmes have treated nature conservation: Undersea Explorer, Archipelagoes, Danger in Sea, Birds' World. However, we can rank these programmes in categories Travels or Nature Science or Exotic Countries as well.

A cycle of programmes "On start?" ("Naskočíme?") was presented during the monitored period. It was produced in scope of preaccession communication policy of the ministry of Foreign Affairs. One part treated the environment. The series was not televised in the prime-time and the project itself ended with mutual suits between the Ministry and programme makers because of the way and content of providing information about issues with joining the EU.

Environmentally minded journalistic programme of Czech TV "Hold Your Own!" ("Nedej se!") which also is not televised in the prime-time has touched the monitored issues several times. This programme has rather aggressive style and confrontation presentation of problems, and because of it, it has been criticised from various positions. Representatives of touched institutions, journalists and some representatives of universities and environmental movements have repeatedly expressed their censures. However, the programme is the only of its kind.

Reporting and interviews on issues related to the EU and the environment have been published ad hoc after the actual situation. Relatively good is coverage of Brussels (own correspondent) and a programme of commented reports from abroad "21".

TV Nova

The archive of broadcasted programmes of this private and most watched TV-Nova as published in Internet presents 4 programmes in total (but always within a cycle of Sunday political discussions "7 or Seven Days") under the title "the European Union". When analysing content of transcription of these 7.5 minutes of TV time, one can state, that the central items of these discussions have been:

- _ date of joining the EU
- _ question of timing the referendum on the Czech entry in the EU
- _ advancement and rate of legislature harmonisation.

The environmental issues of the EU entry were mentioned just once (on March 5, 2000). Benefits of EU membership for citizens were mentioned also in connection with better protection of consumers and liberalisation of telecommunications.

The archive of TV-Nova broadcasted programmes as published in Internet presents 3 programmes under the title "the environment". After the content analysing, one can state:

- _ two here mentioned programmes do not fit the category (publicistic programme "On the eyes of your own - Castaways", On the eyes of your own – Accused" ("Na vlastní oči – Trosečníci, Na vlastní oči – Obvinění")

the remaining programme is again a political and discussion programme “7 or Seven Days – Referendum on Temelín”, July 18, 2000, discussing P. Buzková, C. Svoboda, which focused rather on position to adoption the referendum act generally than on issues of the EU and the environment. This programme is the same as that mentioned in the paragraph above because it has been put in both these categories.

The archive of broadcasters of TV-Nova in Internet does not contain names of persons which should be involved in the environmental issues related to Czech entry in the EU because of their constitutional or political positions or because of their positions in the governmental or non-governmental sphere. There is not minister Kužvart, commissioner Moldan, negotiator Telička neither any other person involved in these issues.

TV-Nova reporting treats the environmental issues only when there is an environmental catastrophe or an environmental activist has been arrested. Positive reports do not seem to be “adequately attractive”.

Radio

Statutory Český rozhlas 1 Radiožurnál (“Czech Radio 1 – Radiojournal”) (the main information and at the same time most followed radio channel with considerable reputation) – broadcasts regularly and systematically contributions with environmental topics both in reporting (editor Petr Honzejk) and in discussions (Jana Klusáková). Considering its audience and the coverage method to the issues one can state that this is a very good and powerful source of information.

5.9. How Specialised Environmental Media Cover the Czech entry in the EU ?

The common handicap of the following specialised periodicals are their low media ratings (circulation does not exceed 3000 pcs.) or orientation on those narrow specialised groups of readers.

Another common feature is that they do not have foreign correspondents of their own and the articles are adopted from foreign journeys of redaction contributors because of their professional activities (participation in international conferences and negotiations). Therefore they do not cover the issues in the systematic and professional way and do not cover the topics for long time. Detailed reporting of foreign agencies is published sometimes.

Bulletin of the Ministry of the Environment (“Zpravodaj MŽP”) – contributions on international activities of the Ministry of the Environment written by state administration officers are published regularly once a month. Because of the title profile, discussions and reaction of readers are not published. (editor Jana Plamínková)

Nika – a special issue was published in the monitored period which focused on entry in the EU with financial assistance of the Department for European integration of the Ministry of the Environment and another special issue is under preparation (editor Ivan Makásek).

Ekolist– the monitored topic has been covered regularly and systematically, articles and polemic views have been also presented. The electronic version brings updated reporting and references to EU sources, archive of articles. It can be assessed as one of the best information sources on these topics. It is published with assistance of the ministry of Foreign Affairs and of the Department for European integration of the Ministry

of the Environment. (published by “Brontosauří ekocentrum zelený klub” (“Green Club – Brontosaurus Movement Ecocentre”) – editor Jakub Kašpar)

Environmentální aspekty podnikání (“Business Environmental Aspects”) – the title has followed the topic regularly and systematically – particularly considering impact on business and municipal spheres. Besides it, a special issue focused on preparation to enter the EU is published annually. (published by České ekologické manažerské centrum (“Czech Environmental Management Centre”)- editor Zdena Štěpánová)

Sedmá generace (“Seventh Generation”) – journal of the Rainbow Movement (“Hnutí Duha”) – the EU entry has been treated irregularly, it focuses rather on general problems of globalisation and global environmental problems. One issue concentrated on EU issues. (editor Martin Vaněk)

Veronika – journal of the Czech Union of Nature Conservationists – articles on nature conservation in the EU have been published more or less regularly.

Integrace (“Integration”) – journal focuses on political issues of European integration, systematic coverage of environmental problems cannot be presented. It is published with assistance of Phare – NROS and Tempus programs.

Energie, Odpady, Vodní hospodářství („Power“, „Waste“, „Water Management“) – these occupational titles have treated environmental issues of entry in the EU considering their profiles, e.g. they irregularly publish translated EU documents (Water Management – frame Directive on Waters) or topical supplements (like in the form of paid advertisements – Power – supplement to the Approximation strategy).

Směr Evropská unie (“Direction European Union”)– a title published by the Ministry of Foreign Affairs within its preaccession communication policy. In the issues published up to now which appear either separately or as a supplement to journal Mezinárodní politika (“International Politics”), the environmental problems have not been discussed systematically. The exception is the August issue which focused on this topic.

5.10. Reports on the EU and the environment in ČTK reporting and in Internet

Reports on the EU and the environment have relatively regularly appeared in reports by Karel Barták, Brussels editor of ČTK (Czech Press Agency). Unfortunately they go in print media in quite shortened versions. Full versions can be found in Internet reporting of České noviny: www.ceskenoviny/ekologie/cz.

Ekolist po drátě (“Wired Ekolist”) – the electronic version of Ekolist has also a special rubric about the monitored issues. The project is supported by the Ministry of Foreign Affairs and the Department for European integration of the Ministry of the Environment. Undoubtedly the most updated and complete Czech Internet source.

Neviditelný pes (“Invisible Dog”)– Internet running-on news has a permanent rubric Europe Today with regular discussions and glosses to EU issues – contributions on environmental issues can be found only rarely.

Other Internet portals:

Seznam – the portal has not got rubric Europe, rubric Reports does not contain flags The Environment or Ecology.

Centrum – the portal has not got rubric Europe, rubric Reports does not contain flags The Environment or Ecology.

Atlas – the portal of Czech Information Agency has not got rubrics Europe, Reports, The Environment or Ecology.

5.11. Conclusions

- Frequency of information on EU issues increases in Czech media (generally). Contrary to it, publicity for environmental issues, except disputes, conflicts and accidents, seems to stagnate or decrease.
- Public concern in environmental issues continues to decrease – the lowest historical share of population considers the environment to be an urgent problem. This fact is perceived by editors and publishers who therefore limit or cancel the space focused on environmental issues and limit or cancel rubrics and supplements with such topics. This trend is even more evident in Internet media – the adequate rubrics have not been established in new portals.
- Preaccession communication governmental strategy has not appeared in the environmental issues, the media attention have not been encouraged to process complex issues. Though the environment is one of EU priorities and one of complicated harmonisation and implementation fields, this fact has not been employed for execution of the communication strategy. Preparation for the EU has not been used to increase knowledge and attention to environmental issues and sustainability both considering journalists and the general public.
- The group of journalists who focus on environmental issues continues to be very small, very specialised and expert from the point of media view. A number of journalists focused on ecology does not increase. Considering the fact that EU issues are also considered to be specialised and expert, rather in the field of foreign policy, the journalists focused on „the EU “ and „the environment“ are very rare.
- Content analysis of media as far as the environment and the EU entry are concerned shows unsystematic and above all problematic or negative reflection in media. Information on total costs and required necessary investments prevail in the media while analyses of possible solutions, financing and last but not least information of cost-benefit type do not appear.
- The synonym for the environment conservation in the Czech Republic and of environmental NGOs activities continues to be rather conflicts and problems, than dialogue and concerns harmonisation.
- The media expose the public on one hand to information on significantly improved conditions of the environment in the country and on the other hand to information on pronounced negative assessment of conditions in protection and administration of the environment, investments and equipment as far as EU claims are concerned which is rather anomalous. This inconsistency has not been addressed and results against EU requirements as excessive, artificial and governing.

- The Government has not formulated priorities and objectives for the post-accession period yet and therefore neither NGOs have been involved more pronouncedly (besides exceptions) in these issues. NGOs' role in discussing changes and implementation of EU standards is in media very low.
- Many serious issues have remained without attention of media, among them also the key area of transitional periods which has caused neither attention nor discussions in media or in NGOs.
- The public has been exposed rather to information like for members of the Parliament Budget Committee (required investments and quantity of white collars in connection with joining the EU) or of the Constitution and Law Committee (disputes on jurisdiction between the ministries). Opposite to it, information how the citizens can participate actively is lacking (preparation of projects financed from EU funds, invitation to discussions on environmental issues in EU policy also for the public in applicant countries ...)
- The role of Internet as an information medium has not been adequately appreciated yet. When comparing numbers of visitors of web sites focused on environmental issues and the European Union, the sites of NGO Econect dominate.
- Czech translations of environmental EU legislature, political and program documents, EU legislature under preparation are not easily available which inhibits better quality of information provided for journalists.

6. Public attitudes toward Czech Republic's EU membership and environmental demands of the accession process

6.1. Introduction

The main goal of the research project was to analyse the readiness level of the Czech Republic to accept European standards in the field of the environment protection, particularly at the community level. Such an important task therefore requires also to study the public opinion about the relevant issues. In the final effect, the public opinion is the very factor that both participates in shaping political processes at the community and national levels and has direct impact on the final implementation of any legislature, and therefore also the environmental one.

This chapter present a review of basic and key results.

6.2. Used Methodology

The analysis is based on two separate sociologic surveys executed by Gabal Analysis and Consulting. The locus of the analysis is a representative survey executed in October 2000. The survey has focused on the topics as follows:

Perception of the Czech Republic's entry in the EU in a broader context of the transformation process under way in the Czech Republic, assessment of readiness of the Czech Republic to enter the EU and particularly of readiness to adopt EU environmental standards;

assessment of environmental conditions in the CR and importance of environmental agenda in relation to other areas of CR_s development

presence of environmentally important features of life style and activities pursued by the respondent and household

The survey has been based on face-to-face standardised interviews executed by professional research agency. 1429 respondents older than 18 years have been selected by random sampling with the target sample size of 1000 cases. The final sample size is 1069 respondents (i.e. return rate of almost 78%). Field work run from October 17, 2000, to November 7, 2000.

The final sample can be considered representative according to the basic social and demographic variables (sex, age cohort, attained education, size of settlement, region). The analysis has been executed by Gabal Analysis and Consulting.

Data assembly representative value

Variables	CR population 18-79 years – ČSÚ* 1998 – in %	Research sample in %	Final weighted sample in %
Sex			
Men	48.5	49.5	49.7
Women	51.5	50.0	50.3
Region			
Praha	11.9	7.6	12.0
Central Bohemia Region	10.9	12.2	10.8
South Bohemia Region	6.7	6.7	6.8
West Bohemia Region	8.3	8.1	8.4
North Bohemia Region	11.4	9.3	11.4
East Bohemia Region	11.9	14.2	11.9
South Moravia Region	19.9	20.6	19.8
North Moravia Region	19	21.3	18.9
Size of settlement			
up to 999 inhabitants.	16.8	16.9	15.5
1000-4999	19.2	20.3	19.1
5000-19999	18.1	17.0	16.1
20000-99999	24.8	29.3	29.0
100000 and more	21.1	16.5	20.3
Age cohort			
18-28 years	23.6	22.4	22.6
29-39 years	18.8	22.0	21.9
40-50 years	21.8	20.6	20.6
51-61 years	17.5	18.5	18.5
62-72 years	12.5	11.8	11.7
73-79 years	5.8	4.7	4.7
Education level			
Primary	32.2	30.9	30.8
Vocational	35.9	35.0	35.1
High school	24.7	26.8	26.9
University	7.3	7.3	7.2

*ČSÚ = Czech Statistical Office

Selected results of the survey carried in 1998 by Gabal Analysis and Consulting have been used to analyse changes and trends mainly in the area of environmental attitudes and activities. This project monitored projection of impact of the environment, life style and a series of social and demographic signs on health conditions of population. This survey run on a random sample of adult population (18+) in the Czech Republic from May 27, 1998 to July 20, 1998. The final size of the CR assembly was 916 respondents.

6.3. Selected main conclusions

6.3.1. Preparation to join EU in the context of other transition problems

- The Czech society continues to be in the period of transformation which is considered generally unsuccessful by 63%. The transformation climate determines the structure of problem agenda of the Czech society. The increased and spread feeling of unsuccessful transformation has damped attention to issues related to the entry in the EU.
- The Czech population feels as consistently urgent the need to address complex problems in performance and function of the state (public administration efficiency – very urgent for 35%, laws obeying – 68%, corruption level – 50%, criminality level – 65%, state of morals – 48%). However, the most pressing seems to be the unsuccessful transformation of economy which accelerates the priority to address the economic (very urgent – 62%) and social (70%) conditions in the country. As far as the necessity to optimise law and state administration in a complex way is concerned, the agreement is not absolute. However, the overwhelming majority of 95% feels the necessity to address economic and social problems of the country.
- The CR entry in the European Union (very urgent for 22%) ranks together with the environmental issues (26%), landscape protection (18%) and ecologic modernisation of Czech industries (29%) among problems perceived as far less urgent. Neither the entry in the EU, nor the environment and related issues are perceived as a problem for transformation, but as a qualitative problem of future development. EU and environment do represents topics of increasing quality and modernising life in the country, not removing system drawbacks in the state function, in bad health of the economy and standard of life.
- The support for the EU membership strongly correlates with positive evaluation of the direction of CR_s development (correlation $R=0.551$). Approximation and the prospect of entry in the EU directly determine positive evaluation of country's direction. Positive expectation and assessment of trends in country's development are, however, undercut by assessment of complex transformation of state of affairs in the country ($R=-0.581$). Negative assessment of transformation results causally declines evaluation of country's direction and this way devaluates also a considerable part of positive expectation connected with the entry in the EU. Successful settlement of transformation problems preconditions full aiming of the Czech society on qualitative development including preparations to the EU and related fields, like the environment conservation.
- The EU issues start entering the daily life of an increasing part of the Czech society. It starts appearing here and there in discussions among friends (34%), members of family (30%), and in work (15%). The EU topic has not, however, passed beyond this limit of consciousness and informal discussions. Most respondents (almost three of four) come in touch with EU issues actually in the traditional media only (newspapers, magazines, radio, TV). Just narrow circle of respondents have specific information on the EU. Therefore certain sort of „elitism“ of the issues related to the Czech entry in the EU and its enclosing within the narrow circle of „experts“ are becoming to be a fact. The EU

issues have not crossed the threshold of media for the overwhelming majority of the Czech population. The medial impact has not effected the variance of support to enter the EU too much, but on the other hand the mass media have been the only opportunity for the Czech population to come into contact with the EU and with the perspective CR membership.

6.3.2. Content and grounds for support of CR_s EU membership

- The support for the EU membership has remained relative stable over 60% for long time which shows clear dominance of supporters over opponents. Our results (66%) conform to other surveys of recent years in this sense.
- The internal content of the EU membership support and its relations are worth attention and accentuation. Firstly, there is very strong accentuation of membership preparations, 78% of respondents (35% definitely) are persuaded about preparations decisive importance for the Czech entry. The current level of CR_s readiness has been squared up: only 3% consider the Czech Republic to be ready now, 35% expects readiness in the time of entry (after 3-5 years), other 31% expect that we would not manage to get ready in time and only 18% prefer to delay the entry because of not being prepared. The EU membership support contains also positive expectation of CR being adopted in the next round of enlargement (62%). Only 11% of EU supporters are afraid of not being adopted. The decisive importance attributed to the country readiness is clear also from the support for massive enforcement of financially demanding upgrade of industry (52%) contrary to postponing its application (48%). The support involves also expectation of positive effect of membership on home affairs.
- The Czech society does not, however, show any excessive level of optimism, but rather realistic expectation, rather we expect gradual improvement: 8%, 32%, 34% and 17% within 2 years, within 5 years, within 10 years and after 15 and more years, respectively. Awareness of the long-term character and impact of joining the European integration dominates unambiguously: 61% of respondents do not expect the situation in the Czech Republic to improve sooner than 5 years after our entry.
- The benefits of the EU membership are expected particularly in the labour and economical sphere – improved opportunities to work abroad (expected by 70%, though only 8% seriously consider working abroad), then improved efficiency of the Czech economy (62%) and financial appreciation of well done work (59%) and growth of working efficiency of people (57%). The state of the environment belongs also in the general improvement of standard conditions, expected by 53%.
- Expectation of positive system impact of the EU membership are not so disseminated and explicit on the state function (public administration – 52%, corruption level decreased – 35%), improved function of justice (50%), prosecution of economic crime (53%), improved safety in streets (30%) and improved quality of home political culture (31%). High expectation particularly of the most explicit supporters of the EU membership and more educated strata of the society concentrates in this category. On the other hand, hesitance about the membership is accompanied with hesitations about ability of the EU environment to positively contribute to efficiency of our state. While the economic growth is expected rather generally, qualitative impact of the membership has more differentiated background.
- The support for the Czech entry in the EU has been intimately adversely related to poor economic conditions of respondent's household and particularly to negative outlook of its future development. Almost half of those who do not support the Czech entry in the EU expect their economic conditions rather to get worse, while among supporters it is a scant fifth.

- Within its prevailing support for joining the EU, the Czech society must, however, compete realistic fears of prices increase connected with the entry (88%), of high cost for approximation (83%), of increased level of crime (72%), foreigners overflow (67%). These fears are quite universal and they themselves weaken the support for membership heavily. The risk of weakening own position in the labour market and unemployment (45%), increased competition of foreigners for better jobs (63%), inadequate language outfit (46%), high workload (50%) and limiting of grey economics by strict application of law (43%) are feared rather selectively. The perspective of the EU entry raises unambiguous economic stress and insecurity which the Czech citizens have to cope with. The approach to balance it depends on mutual relation of expected loss and gain, costs and benefits of the entry, on preferring long-term benefits of membership over immediate risks and troubles. The Czech population is rather realistic in this sense and optimistic in the final result.
- There are also rather xenophobic fears of the future fate of the national identity within the EU which form a strong barrier to the entry. In the concrete, it is of the national culture (53%), of country's sovereignty (53%), of selling out property and land to foreigners (72%), of our degradation in a mere source of cheap labour force (71%) and of enormous costs of Czech approximation to the EU in this sense. Besides economic fears, the feeling of menace to the nation is the most explicit source of anti-integration positions. Some third of population has been effected by it in a consistent shape. However, its „dispersed“ or fragmentary form is much more widespread.
- The pure effect of acquired level of education, of information and language knowledge on the support of the Czech entry in the EU is quite marginal which we consider very important. The fears about the entry in the EU, if they appear, are rooted much more deep than in lacking information only. And the fears can result not only from lacking information, but also from the information. Information activities have not acquired a more significant impact up to now under the current low level of EU issues penetration in the professional and work interests. The decisive factors for the support will be the following: (i) pragmatic changes particularly in the field of damping and overcoming effects of mismanaged and pure in results transformation of economy, (ii) improved parameters of state efficiency, of its administration and judicial and legal framework (iii) provable effects and impacts on growth of standard quality of life conditions and (iv) maintaining clear long-term perspective of positive costs and benefit balance of preparations and EU membership.

6.3.3. Environmental issues in relation to preparations on EU membership

- The Czech entry in the EU is directly connected with attention to the environmental and landscape protection and industry modernisation regarding the environment in the stand of the Czech society. The interrelation between the support to joining the EU and the environment has got a common denominator in improving conditions for life quality used to be related to the EU membership. The environment is regarded as a synonym for conditions for life quality and modernity of affairs in the Czech society.
- This is reflected in the opinion comparing various areas and aspects of the environment in the Czech Republic and in the EU. Respondents make difference between the actual conditions of actual components of the environment and system features in behaviour of companies, households and individuals. The comparative assessment shows clear awareness of the CR system being behind that of the EU countries. According to the respondents' opinion, the Czech Republic is in a worse situation exactly in the waste managements (70%), control and prosecution of environment polluters (65%), in recycling (65%), in attention of politicians to the environment (64%), in environmentally friendly behaviour of households and people (58%), in economizing energy in industry (56%), in participation of citizens in

environmental issues (55%), in position of care for the environment in programs of political parties (52%). The only exception where we observe a bit better quality here, is food (34%). However, the important fact is that the Czech population starts distinguishing system phenomena related to sustainability (recycling, waste management, environmentally friendly behaviour) from the actual level of the environment quality and perceives our handicaps in preparedness pragmatically.

- Most respondents have some unclear idea that adoption and implementation of EU environmental standards will be problematic for the Czech Republic (73%), but they are not aware of actual content of the process. Most respondents (77 %) cannot recall any actual requirement of the EU in the field of the environment! This level of ignorance decreases among radical EU supporters to 59% which is a bit encouraging but the actual deficit is shown by 69% among graduates. Therefore we can consider the awareness of significant qualitative and system differences between the Czech Republic and the EU in the field of the environment protection to be positive, but the awareness level about environmental requirements for the entry is pure in the actual shape of applied acquis, legal and administrative implementation mechanisms. Such a state results likely from the level of ecological literacy of the Czech society. However, highly positive expectation of the environment quality improvement because of the Czech Republic entry in the EU prevails.

6.3.4. Environmental issues perceiving

- The public knowledge of the environmental issues remains generally low. The society is de facto divided in two groups – the active and informed minority and the passive majority with an unstructured position. Certain slight growth of environmental susceptibility and even some indication of shift to higher activity and biocentrism can be found in comparison with results from 1998.

- Shifts within 1998–2000 as indicated by comparison of available indicators, can be identified in several fields. Firstly, it is high growth of positive expectation as far as is concerned future development of the environment quality in all basic levels, from the place of residence to the global situation. Positive expectation of development within the Czech Republic is particularly strong. The growth of some sort of eco-optimism is clear also in assessment of the state of the environment in the place of dwelling (69% of positive assessment), as well as in assessment of the development trend during the last four years (63% - positive).

- Another significant field is increased interest for the environment quality in neighbourhood in some groups of the society, increased concern in information (increase from 57 to 73%), growth of inclination to participate in community policy (from 7 to 14%), willingness to public criticism of problems (from 23 to 41%), to support ecological NGO (from 39 to 57%), and increased attention to environmental components of politic parties programs (from 32 to 40%). Decrease of passive approach (“I do not care” from 53 to 43%) is similarly significant. Similar changes can be identified in behaviour of households and in life style: increased number of households that, at least sometimes, sort waste, use recyclable materials, in the field of environmental education of children, and also in a higher portion of people trying to limit car driving.

- The above shift occurred in relatively narrow population stratum of particularly urbane and more educated population that is characterised by active and self-culturing life style (languages, development of qualification, experience from the EU environment better than average), concern in information above average, awareness of value of environmental-friendly behaviour for health and life quality. Currently it is hard to guess whether ecology transforms gradually in an elite component of life-style or whether it is a start of more deep social penetration of ecological awareness and behaviour in the

Czech society. It is, however, beyond controversy that in spite of increased perceiving of global environmental problems the ignorance of the sustainability concept as the only solution for these problems remains high (1998 – 70%, 2000 – 60%).

- The cultural urbane model of increased environmental awareness has its anti-pole in the traditional rural model of subsistence and small-scale husbandry which is, however, unambiguously defined by motivation of economisation, not of environmental lifestyle. Nevertheless even in this model which catches also the older part of urban population, there appear elements of ecologic differentiation, particularly rejection of anti-environmental burning of plastics, use of chemical fertilization etc.

- A positive shift within the Czech society has appeared also in perceiving ecological NGOs. Though 58 % respondents cannot recall any ecological NGO, most respondents (82 %) assess their activities as likely or very beneficial.

- The most known environmental NGOs in the Czech Republic are Hnutí Duha („Rainbow Movement“ - 28% non prompted awareness), Children of the Earth (23%) and Greenpeace (22%). Little active Green Party is known to 11% and Jihočeské matky („South Bohemia Mothers“) to 4%. Existence of three, when we consider notoriety then strong, NGOs is a relatively strong indicator of positive dynamics. The NGOs continue to be notorious in the more educated and environmentally inclined groups but massive inclination towards positive appreciation of NGOs (82%) shows that space for their more influential positioning and role in Czech public life starts forming potentially.

- The increased concern in ecological NGOs is not incidental. It is intimately connected with other stands, in Czech relations radically pro-ecological. Their synonym is active civic participation and independent position in complex and controversial issues. Firstly, it is willingness to participate in public hearing of environmental impact assessment for constructions nearby respondent's dwelling declared by 77 % respondents in total, 30% among them would definitely participate. Another component of positive background for NGO are controversial problems of JETE („Nuclear Power Plant Temelin“) where 54% would prefer energy policy of saving and alternative energy sources promotion over construction of new sources (46%). There are also 54% of those who see in increasing oil prices positive pressure towards saving and restriction for car driving and do not support pressure to high oil prices abatement at any cost. Last but not least there is preferring nature conservation (49%) over construction of highways (33%) in this sphere of interrelated positions.

- Therefore the results show evident direct and indirect indications of accelerating opening of some groups within the Czech society to environmental reception, bio-centric concept of nature and the environment protection and participative approach to environmental care. The EU approximation process could become an important catalyst for expansion of environmental awareness with quite beneficial feedback on support and enforcing environmental acquis in daily life of the Czech Republic and our improved chance to enter the EU with success related to it.

7. Conclusions and recommendations for the domestic context

Based upon both domestic and foreign part of the project (especially, analysis of expert microstandards in the Czech Republic, the Czech Republic's general public attitudes analysis and international comparison), some general conclusions can already now be drawn as regards preparation acceleration possibilities and the monitored norms implementation in the Czech Republic.

At a general level the project results above all indicate the legitimacy of our basic presumption, i.e. the need of viewing the whole process not only from its central, political, administrative and legislative level, but also from the perspective of those whose work and everyday_s experience are crucial for the EU law transposition process and the Czech Republic's legislation harmonization turning into practical activity of authorities and companies as well as everyday life of citizens and communities.

The macrosphere and microsphere different position and their different views and an apparent need to optimize their cooperation in the Czech Republic's real approximating the EU standards evocate the possibility of such preparation acceleration on the environmental field, which would favourably influence the Czech Republic's prospects of entering the EU in the next round of its enlargement.

The actual knowledge implies that the Czech Republic has some good qualifications, when either compared with other candidate countries or considered its internal situation and potential, for substantial dynamization of its preparations and improvement of its candidate and negotiating position, especially with regard to the amount, length and concentration of the transitional periods in the field of the environmental acquis application.

Thus, in this chapter we present selected findings from single parts of the project. We present their analysis and more importantly our condensed interpretation of strategic recommendations, the aim of which is to point out the fields where, in our opinion, exist possibilities of the optimization of the Czech Republic's whole preparation process from the environmental acquis implementation point of view.

7.1. The Czech Republic within the context of other candidate countries

On the basis of the comparison which we carried out in the Czech Republic and some other candidate countries (Estonia, Poland, Hungary, Slovenia and Slovakia), it is possible to draw the conclusion that the environmental acquis and especially its real implementation is a big challenge also for other monitored candidate countries. If we use some information from Austria and Germany's new federal countries, this fact will be mentioned explicitly.

Alongside the single candidate countries differences there, at the same time, exist a number of common characteristics, which influence, in a similar way, the candidate countries' capability to implement the environmental acquis. These characteristics primarily are:

- a low level of the general public environmental awareness (a low level of eco-literacy), population has a strong orientation towards consumption
- low respectability and enforceability of justice and law from the side of citizens and the side of enterprises in particular
- marginality of environmental problems in the crucial political subjects agenda
- perception of environmental respects as a threat to economic development – a conflict of environmental and economic interests
- structural stress on the economy in consequence of a long-term orientation towards power and heavy industry

- relative improving of environment quality in consequence of economic recession and investments into cleaning technologies in industry
- lack of money for environmental programs implementation, including financial assets for manufacturing concerns modernization and „ecologization“
- greater biodiversity and better nature and country conditions in comparison with most EU members
- a rapid growth in number of cars and their usage
- problems with waste recycling
- the need of extensive public administration reforms – institutionally instabilized environment
- poor availability of EC legislation official translations
- on the lower levels there is absence of a conception of necessary changes overall range and their character
- more sensitive understanding for officials' individual activity from the side of the state administration
- neighbourhood of the EU members as a positive factor for implementation

Similarity of the problems candidate countries are meeting with during the environmental acquis implementation is also reflected in the similarity of the transition periods structure (TP) requested by single candidate countries. The length and amount of proposed (negotiating) transitional periods become for candidate countries the basic context of the environmental acquis implementation and a negotiating strategy as well.

The candidate countries mentioned similarities notwithstanding, they also have their differences and specifics. In the case of the Czech Republic they are especially the following ones:

- crucial political subjects do not attach the same importance to the Czech Republic's joining the EU
- environmental problems and NGO discreditation in the years 1992-1996
- a gradual and long-term executive and competency marginalization of the environment protection section (department for environment protection)
- decrease in agricultural production, disintegration of large agricultural cooperatives
- strong centralization of state administration, absence of decentralization, a very poor community dimension of environment protection on the communal level.

7.2. The environmental acquis implementation on the local and regional levels in the Czech Republic

7.2.1. State administration

On the lower levels of state administration and specifically on the District Authorities OkÚ (=DA) level there is a prevailing tendency to wait for the activity from the centre. The matters concerning the integration of the Czech Republic into the EU are only viewed as matters of the Czech Republic's central authorities. In spite of the fact that DA's are currently the backbone of state administration, there exists (probably, because of perspective of DAs cancellation even before the Czech Republic enters the EU, too) a strong feeling that DAs stand aside the whole integration process and that they are not involved in it at all.

The operation of regional authorities is, for the time being, largely unclear, that is due to: the consequence of indistinctness of their competence, financing and actual influence on the real development and quality of life conditions in the region, and,

namely, due to absence of representatives' programs and aims, because the first regional representatives will be elected not before November 2000.

Lower links of state administration, execute first and foremost, the things tasked from „the central level“. State administration officials are in their everyday practice confronted by a lot of tasks. If preparation for the EU is not directly requested and inspected by superior authorities, it logically gets far behind some other tasks.

Exercising of the state administration is governed by the valid legislation. What is not fixed in the valid legislation, does not exist for the state administration, or can exist only as an „individual hobby“. Besides low priorities of preparation for the EU, the decisive part of the valid legislation, there is lacking factual and complete information. The officials really are amply supplied with a large amount of various information, however, in the case of information about the matters concerning the integration into the EU, it is said that such materials are, in most cases, too general, proclamatory and superficial and without direct connection with their work. Those officials that have been interviewed, by contrast, expressed a very strong need for the clear and concrete summary-like information about structure, sequencing, timing and implementation requirements of the single steps of preparation for the EU that fall on their workplace. In the state of high work load the officials (and especially the Head of District Environmental Department) would welcome such information which would be very brief, clear, free of unnecessary ballast and highly relevant to their work.

One of the state administration specific⁴⁶ fields is the administration of protected areas, i.e. National Parks (NP) and The Protected Landscape Areas (PLA). Quality and amount of the information about EU, which comes from the state administration, were found by the majority of questioned officials as unsatisfactory. These men supply the absence of the information coming in the official way by their own initiative. What is more, a number of officials stated that they learned about the Natura 2000 network from the NGO and not from their superior authorities. All the experts expressed a strong interest in implementation of this network. Impulses for the Natura 2000 network implementation come rather from the NP and PLA officials than central (superior) authorities. The central authorities passivity in this matter is sometimes interpreted as deliberate boycott of the Natura 2000 network preparation.

The officials of a visited Administration of protected areas, who have a very good partner cooperation with its German counterpart, stated that their German colleagues provide them with exact information about the direct procedure of this directive implementation.

However, in their opinion, there is a real obstacle because the preparation for the Natura 2000 network implementation was not yet set and inspected as a task, was not properly either financed or supported by adequate personnel, a taxonomy revision was not carried out, etc.

In view of this we can say that increase in EU norms implementation priorities, their practical transposition into the valid legislation and especially providing the completed plan of a „landscape before the battle“ can considerably help in exercising the norms, thanks to competent authorities efficiency. On the communal level, the EU norms stop being parliament or negotiation political matter and therefore get the form of administrative and executive routines and work that influence everyday life of municipalities, regions or enterprises.

An example of the state administration authorities' ability to cope effectively with new tasks connected with preparation for the EU can be District Hygiene Stations (DHS) and Regional Inspectorates of the Czech environmental Inspection (RI CEI). The

⁴⁶ All the workers questioned have an intensive individual interest in nature conservation. They implement a number of things out of their own initiative, in their free time and without any financial claims. Therefore, their attitude can be characterised as „less administrative“. These workers see themselves as being „one step ahead of the rest of the Czech Republic's state administration“.

central management of both mentioned institutions set the preparation for the EU conditions, alternatively the direct implementation of some directives, as one of the priority tasks. For all generally known problems (especially lack of money and experts) which the DHS and RI CEI meet with, there is still the main fact that the implementation process in both the institutions is already now completely functional and that preparation for the EU became their agenda's integral part. Those workers of the DHS, who have been questioned, repeatedly expressed their (particularly expert) ability and preparedness to conform to the drinking water directive requirements (despite the mentioned financial and personnel problems).

However, it is clear that the public administration is not possible to just simply be burdened with further agenda, i.e. preparation for the EU. At the same time it is necessary to look for the ways of „freeing hands“ for the state administration, for example by less important agendas volume reduction.

7.2.2. Local governments

On the communal level there exist considerable shortage of information about what will the Czech Republic's entry into the EU mean for single municipalities. The systematic distribution of such information is missing. Some communes, for example, have been considering whether to invest their money into drainage building or communal gasification. Apparently, in consequence of the absence of information about the EU requirements on wastewater treatment some communes exhausted themselves financially, by the gasification (not a direct EU requirement), for a long period of time in advance. It is particularly alarming in a situation, when a general lack of money and considerable indebtedness of the municipalities has been discussed in the ČR.

Local self-governments liable for their activity to electors naturally pay more attention to local development problems than to the tasks defined by the central administration. The exercising of ecological norms appear in a number of ways, particularly in bigger cities, as inconsistent with other development programs. Namely, when ecological questions present currently neither priority - nor an explicit task; in fact it is rather the opposite. If the Czech communal or regional policies doesn't get sufficiently concrete, factual and real-time information about legislative plans and their implementation requirements they won't have enough time either for integration of such information into their election programs or into their actual work. Harmonisation of the Czech and European legislation must be followed by harmonisation of the central and regional levels in the preparations for the EU. It is a very important condition for successful implementation of the environmental acquis.

7.2.3. Industry

Information obtained either from District Chambers of Commerce (OHK) or directly from the visited companies indicates that the preparedness of industrial companies for the EU environmental standards implementation is influenced by many factors.

A) The inevitable condition for the implementation process start-up is clarifying of ownership relations in the company and existence of the company's long-term strategy. Only then it is possible to decide what kinds of production will be manufactured in the company and subsequently where it is possible to expect conflicts with the EU standards. Only on the basis of this calculation it is effective to invest into technologies adaptation.

B) The common feature of the companies anticipating the EU environment even by their current production is also either presence of foreign investors or orientation of significant part of production on the export into the EU countries. Industrial companies operating in integrated competitive environment together with world producers have even now very good knowledge of the conditions in their branch outside the Czech Republic. It seems that functioning of economical relations brings elements of the implementation into companies much faster than legislation does and that this time the market foreruns the legislation in the good sense of the word.

C) Similarly, the main motive for ecologization of production (alternatively ISO 14000 certification) is (mainly foreign) customers' requirements.

Transition period (TP) for the IPPC directive implementation is, in view of this, required by the Czech Republic rather because of both companies with unclear future or strategy and companies whose operating on foreign markets is not of satisfactory extent. There arises the question on how many of these companies have competitive ability within the context of the EU and how many of them would use the transitional period for real modernisation of their technologies so that they were on European level and, finally, how many of them would use the transitional period only for prolongation of their existence. It is also possible that a fair number of companies, because of which the ČR is requiring the transitional period, will not survive in European competition, without accelerating their modernisation, and they will be dissolved before or shortly after the Czech Republic enters the EU. Such creation of „ecodumping“, a very worrying thing from the EU point of view, can considerably complicate the Czech Republic's integration prospects.

The crucial role of the Czech Republic's valid legislation for all the companies involved (i.e. non-restructuralized too) is also illustrated by considerable investments of industrial companies into technologies (especially the end-of-pipe technology) in the past. These investments (leading to substantial decrease in emitted pollution of atmosphere and water body of the CR) were to a great extent provoked by necessity of satisfying the Czech Republic legislation requirements.

7.2.4. Agriculture

For the most of agricultural primary producers is the perspective of the ČR's entry into the EU far behind the horizon of their existential problems to which they are facing in their majority nowadays. More important problems than those of the EU are now the proposals of some Czech acts (e.g. the Act on Purchase of the State-owned Land) despite the fact that the entry into the EU is considered as the main hope for the further existence of the agriculture in the ČR.

When compared with other sectors, the economic situation in agriculture is probably the worse one. Similar to the sphere of local government administration an unfortunate feature can be found in agriculture, when some agricultural enterprises, due to the lack of precise and clear information on the EU demands, have become financially exhausted (or indebted) by investments into inconvenient (e.g. with regard to the farm animals) technologies.

It should be remarked that the required conversions of the technologies without proper external financial help and without improvement of the general terms of the system might not be financially coped with even in the case of a timely and precise information. Despite this fact a throughout optimism concerning the capability of the fulfilment of the EU environmental standards prevails among the inquired farmers. This optimism results from their experience with observing and working on these standards

in practise after having visited personally some farms in the EU countries. Thus, the resource of optimism is rather the hope on less strict explanation and application of the standards.

As to so called nitrate guideline, in consequence of the lower solvency of the agricultural enterprises and the price increase in fertilizers at the beginning of the nineties a significant decrease in the volume of fertilizing has been noted. Most probably the problems in connection with the inconvenient state of dung-hills can be expected then. Should the doubling of the capacity of the dung-water cesspools be strictly required, practically all the inquired farmers say quite coincidentally this is absolutely beyond their financial possibilities.

It is shown that the agriculture in the ČR (unlike to Poland) will not be problematical regarding the extend and structure, but particularly with regard to the under-investing of the entire sector and to the technological backwardness resulting there from.

7.2.5 Attitudes of the Public

Henceforth the Czech society is living in the period of transformation being considered largely as a unsuccessful one (63%). The integration of the ČR into EU (after the not mastered transformation) is felt as a right direction for the future. However, the climate of transformation jointly determines the distribution of the priorities of the Czech society. The increased feeling of the unsuccessful transformation blocks the attention to the questions of preparations for the entry into EU. This entry (being considered as a very urgent measure for 22%) together with the environmental problems (26%), with the landscape care (18%) and with the ecological modernization of the Czech industry (29%) is ranged to problems felt as considerably less urgent. Neither the entry into EU, nor the state of the environment and other questions in connection therewith are not considered as a problem of transformation, but that of quality. They represent a theme of quality increase and modernization of the country's life, not the elimination of the failures in function of the state, in bad state of the economy and the standard of live.

The problems of the EU begin to enter the everyday life of the growing part of the Czech society. However, the EU theme has not got behind the awareness and informal discussions so far. The majority (nearly three quarters) of respondents come into the contact with some EU problems practically only through the traditional media (newspapers, magazines, radio, TV). Only a limited group of respondents has got specific information about EU. Thus, certain „exclusiveness“ of the problems of the ČR entry into EU and their closing within a narrow group of „experts“ has become a reality.

The internal content of the support for the EU membership and its connections is worth specific attention. First, there is a strong accent laid on the preparation for the EU membership, about the importance of which 78% people are convinced (35% conclusively). Second, the current level of readiness of the ČR which is evaluated in a very realist way (only 3% consider the ČR as already prepared just now, 35 % as prepared at the entry (within 3 – 5 years); further 31% assume we will not be able to cope with preparations in time, but only 18% prefer to postpone our entry due to lack of readiness. Third, the positive expectations on acceptance of the ČR within the next round of expansion form the part of the support (62%). Merely 11% from the EU supporters are afraid of inacceptance. The decisive importance assigned to country's readiness is apparent from the support of the peremptory enforcing of the costly demandful modernization of industry (52%) against postponing their appliance (48%). Expectations of a positive influence of membership on the relations on the domestic condition form also the part of the membership support.

In its expectations shows the Czech society shows a great extent of realism, it expects rather gradual improvement : within 2 years 8%, within 5 years 32%, within 10 years 34%, after 15 years and more 17%. The awareness of a long-term character and effect of the entry into the European integration dominates implicitly: 61% respondents do not expect any improvement of the situation in the ČR before five years after our entry.

The mutual interrelation between the entry into EU and the environment has its common denominator in an expected increase of the quality of terms of the life bound with the EU membership. In the Czech society, the environment is the synonym for the quality of terms of life and modernity of conditions.

Most the respondents have their unclear suggestion that the overtaking of the European environmental standards will be problematical for the ČR (73%), but they do not know more details about the contents of this process. The majority of respondents (77%) cannot call to mind any objective EU requirement in the sphere of environment !

The public acquaintance on the environmental problems has remained generally low. The society is de facto divided into two groups - an active and well-informed minority and a passive majority with an unstructured view of the matter. Despite this fact a modest increase in ecological feeling and even a certain appearance of the shift to a greater activity and biocentrism can be stated when compared with observed results in 1998.

Shifts in the period of 1998 – 2000 can be identified in several spheres. First, it is a significant increase in positive expectations of the future development of the environment in all the basic levels, starting with place of residence and ending with global situation. Positive expectations in the development of the whole ČR are especially strong. The increase of an eco-optimism of a kind is apparent in appraisal of the state of environment at the place of residence as well (69% positive appraisal).

Second, it is an increase of interest in the quality of environment in the own surroundings among certain social groups, an increase of interest in information (increase from 57% up to 73%), an increase of inclination to participation on communal policy (from 7 up to 14%), willingness to public critics of problems (from 23 up to 41%), for support of ecological organisation (from 39 up to 57%) and an increase in attention to ecological components of the political parties programmes (from 32 up to 40%). Similar changes can be identified in the sphere of behaviour of the households and the style of life: an increase in number of households selecting waste at least time by time, using recyclable materials, in the sphere of ecological education of children as well as in higher share of people trying to limit their driving.

Despite the increase in feeling the global ecological problems the unawareness of the concept of the sustainable development as the possible solution of these problem has remained high (1998 – 70%, 2000 – 60%).

A positive shift has been shown regarding the mentioned feeling towards the NGO. 82% appraise their activities as more likely beneficial or very beneficial. The increase in interest in non-governmental ecological organization is connected with further pro-ecological attitudes, the byword of which are the citizens_ participation and a self-reliant approach to controversial questions. For instance, the willingness to take part into public discussions related to the environmental impact assessment (EIA) at a proposed building in the surroundings of the respondent's residence has declared totally 77% respondents, 30% would take part conclusively. Preferring nature protection (49%) against new highways (33%) has ranged to the same sphere.

7.3. Quality information is the presumption of a professional approach

If we do not want to rely upon the historically discredited, state-organized mobilization campaigns which – as we know - the authorities and companies, as a rule, accomplished to dump at long last, the implementation has to be supported not by mobilization, but motivation⁴⁷ resulting from the valid standards, professional activities, and sufficient number of competent and qualified information according to which one can work. What appears on the central level of the Government and the Parliament as the politicum a subject for negotiation or inventive compromises, that impacts on the regional and communal level as a more or less effective instrument which is to be applied and worked with. Thus, our European future is not only in the hands of the politicians, but it will be, at the end or at the actual beginning, in the hands of the officials of the state and regional administration and local government.

If the harmonization, strategy of approach and negotiation are not quite transparent with respect to information, the implementation will not reach the needed support and professional engagement at those who will decide on the fate of *acquis* actually and in long term.

Respondent_s individual activity is the most important source of the knowledge of the EU standards in the sphere of environment, and/or his personal approach and motivation - the interest or the lack of interest in environmental problems. Relatively great differences in acquaintance exist inside the individual groups⁴⁸ (as per their sectoral and institutional responsibilities).

An absolute majority of the persons inquired (except the ČIŽP inspectors) miss the systematic distribution of information on the objective EU requirements in the sphere of their competence. Thus, the acquaintance about the demands of the Czech entry from the ecological point of view is generally (again except the ČIŽP inspectors) very low. Mostly merely a general awareness generated on the base non-systematic mass medial information⁴⁹ is involved. The acquaintance acquired in such a way is inevitably of an ad hoc nature, it is neither full, nor complete or concrete and it cannot be, therefore, changed into a concrete activity. Any active acquaintance reaching the level of objective realization guidelines is concerned. Even the knowledge of principle screening results is low similar to the above fact.

The absence of the suggestion on the future institutional provision of the individual *acquis* items and the distribution of competences⁵⁰ is universal⁵¹. Naturally, even very well-informed individuals exist in all the sphere followed. However, they get information on the base of their *own* activity, mostly beyond the framework of their duties and from special sources⁵². Personal experience acquired by a working stay at a partner_s

⁴⁷ A good knowledge (generated mostly on the base of a personal visit to the partner_s institution in an EU country) was significantly motivating for numerous experts inquired with respect to the function of the concrete sphere in the EU. Clear better, simple and well thought-out arrangements of the „European“ adjustments against the relevant existing Czech ones (namely in the sphere of processes of state administration function have been noted.

⁴⁸ In the situation when most of institutions have no systematic distribution of information on the EU and the EU environmental *acquis* does not project directly into their work, it depends, above all, on personal activity.

⁴⁹ The general knowledge is reduced to the themes frequent in mass media - the need of investments into the building of sewage disposal plants (ČOV), the necessity to do „something“ with the waste, the awareness of some more strict limits, etc., is involved.

⁵⁰ Lasting unclear situation round the powers and work of the future of the higher regional self-administrative units (VÚSC) is reflected here, too. Any prolongation of the uncertainty leads, inter alia, to the outflow of qualified officials e.g. from district authorities (OkÚ), or to the lack of interest among the new officials for these institutions, as the case may be. An opinion appears very often, that is, if the district authorities are abolished unless the VÚSCs could work for several years prior to it, a breakdown of the state administration in the ČR will follow.

⁵¹ This is the fact being valid for all the institutions and territories followed.

⁵² Internet is concerned, further information through friends at the ministries, etc.

institution in the EU countries or a simple interest in the environment and in the European future are the incentives to such a more than a standard activity.

The central level of the state management appears as a main barrier against the more qualified and quicker preparation for the acquis requirements implementation from the regional and communal perspective, specifically as follows :

1) Slow approval of some new and qualified laws, or accepting laws where it has already been clear in the time of their approving that they do not comply with the EU standards (e.g. the Czech Act on Waste) and that a new law shall be approved⁵³. This situation is explicitly demobilizing for those who are responsible for the application of standard. Being familiar with a new legal adjustment for a certain sphere is demanding regarding the time. The global impression from the work of the central bodies – seen through communal and territory administration - is the absence of a well-thought and objective concept of the procedure and work.

2) Naturally, legislative provisory or the existence of numerous low-quality legal novelisations show that the situation is not clearly arranged and they make the orientation in the valid legislation harder either for state officials or for private subjects⁵⁴.

3) Slow, non-transparent and low-quality work of the ministries, namely as the elaboration and command of the elementary executive instruments for applying standards and their implementation procedures⁵⁵ are concerned.

4) Absence of comprehensive and objective information coming through the state-administrative line. The situation when the ministry high officials are not capable to give a satisfactory information to the OAK chamber officials, to OHS hygienists, etc., on seminars, is not an exemption. Desired information are either of the implementary nature or are connected with the legislative and executive intentions, using of which will be complicated and demanding from the point of view of the realization and financial impacts, too. The transitional periods can be considered, in a certain sense, as an effort to gaining time for preparation. However, the practise shows that they have importance rather as an postponement of the validity of the standards, the realization of which is not necessary to be discussed in the foreseeable future and they can be postponed-

5) The state assigns insufficient importance to the environmental policy⁵⁶. An unceasingly running dispute on the political priorities where the questions of economic development and protection of environment are laid into the mutually contradicting positions, makes a rather curious and non-European impression at the start of the entry into the EU, but, practically, it forces the tendency to postponements of ecological respects to later periods. Hence are activities, connected with greater attention to the ecological quality and to the behaviour, involved ; this bears the relation to the understanding of the importance and justification of the EU ecological standards at the end of the public, the state administration and the business subjects (waste recycling , consumer behaviour, etc.).

⁵³ From this point of view, even the fact that the amendments in laws created by the Czech House of Commons are not properly revised (unlike to the governmental drafts) with respect to the compliance with the EU legislation.

⁵⁴ It should be noted in this connection that the electronic versions of the translation of European legislation and translations of the Czech legislation into the official EU languages are met with difficulties and translations of the legal proposals, political conclusions, judgements of the court, economic measures, etc., are nearly inaccessible. For the time being, neither comprehensive edition of the EC legislation in translations to the Czech language do not exist, nor it has not been decided yet whether the EC decisions (being the part of acquis) should be published in the form of a Coll. of Laws or otherwise.

⁵⁵ For instance, the Fund of Small Projects (with good experience on the local level) did not enter further round and the persons inquired know only the fact that the project is blocked somewhere on the MF and MMR levels.. The Czech system of budget or the fact that one project runs at the same time as per the Czech system of budget and, at the same time, as per the EU terms, complicate the realization of numerous projects co-financed by EU. An OI ČIŽP inspector says : “ At the ministry, they can afford to consider, what is and what is not waste, but I have only 20 minutes left for such a decision, otherwise the trucks can totally block the border”.

⁵⁶ An OHK Director: “ If the state does not assign such an importance to the ecological policy and does not impose a tax for protection of the environment (that we have had only as a proposal on a paper for some years), you cannot require companies themselves to keep an ecological behaviour”.

The existing situation can be described as a low grade of interest of the public and the dominance of the conflicting models instead of the dialogical ones in the relationship between the non-governmental organizations and the state administration when solving significant questions, and the feeling of an excessive burdening by bureaucracy and investments at the end of the business subject. EU standard demands on hardness and investment, may they be anyhow discussible or not, suggest at least an understanding if not directly a participation of the public and of other acteurs on the important decisions.

Great range in acquaintance among the protagonists of ecological standards implementation - from an absolute indifference and lack of knowledge up to highly-professional managing, administrative or activist standard - do not prove the quality and sufficient background, the more, if the variance of acquaintance is evoked rather by individual interest or by motivation, not by the systematic or positional factors.

Under these circumstances the implementation capacity and the necessity of the transitional periods can be determined only with difficulties and not by real possibilities of those who will actually carry out the implementation. Many of them cannot anticipate what will be expected from them.

7.4. Some barriers against implementation at the microlevel in the Czech Republic

Attitudes of the Public

- In the public feeling, the problems of the ČR's entry into EU and environmental problems in general are standing in the shadow of "transitional" problems – namely the economic and social situation
- the public is missing a clearer imagination about the contents of the environmental demands resulting from the Czech entry into EU
- acquaintance of the public on the environmental problems (eco-literacy) has remained very low despite certain positive shifts
- ecologically respectful elements of the behaviour are put through into the style of life of the majority of the public only very slowly
- the impact of the environmental NGO towards broader public has remained very small

State administration, industry and agriculture

- problems appear, from the point of view of the function of the newly created Czech regional administrative system, due to the not quite clear limitation of the county (higher territory-administrative units) competences and insufficient financial resources of this stage of the local government at the beginning of their work
- there is a great variance in preparedness for implementation depending on individual activity (we rely upon traditions of the ecological activism rather than upon working of the state administration)
- problems of ČR's entry into EU on the communal level are felt, above all, as a problem of the central (or governmental) bodies of the ČR and they have not the character of subsidiarity
- problems of ČR's entry into EU reflects into the activities on the communal level often not before the approval of the relevant legislation or as a consequence of a direct "task" by superior bodies

- inquired experts on the communal level feel a significant deficit of communication with the supreme bodies
- a feeling of the lack of concept and insufficient transparency (namely the legislative one) in the activities of the supreme bodies
- there is a major satisfaction (namely in local governments and industry) resulting from the decrease in water and air pollution in the course of the nineties. A feeling prevails that “ we have already done enough and to spare for the environment”. Requirements for further improvement in the state of the environment may be felt as improperly maximalist.
- passive temporising prevails namely in the sphere of the state administration and local self-administration while relying upon the initiative of the supreme bodies
- existing and prepared legislation of the ČR is of principle importance (or “where is not transposed, there we couldn’t expect it is implemented)
- the highest readiness for implementation prevails in consolidated spheres regarding economy and in the spheres with intensive contacts with partner institutions in the EU countries (i.e. above all, foreign industrial companies and those oriented on export). further, in organizations oriented as per tradition on control and regulation, like hygienic service and the network of district hygienic stations
- access to the development programs and investment and the possibility of drawing financial means from the EU budget is the main starting mechanism of the interest in the EU environmental acquis
- the level of participation and interest of the public is very low on the local level
- for the time being, one cannot speak about the existence of an integrated communal development and environmental policy and the public process on which the individual interested parties and institutions can participate and can invest into the development of the municipality

7.5. Recommendations and possibilities of the acceleration

- According to our knowledge, the potential (the support from the side of the public) for accelerated and more rasant environmental acquis implementation exists on the communal level of the ČR. At the present time, using and activation of this potential depend on the well thought-out activity of the central executive bodies;
- The present state makes the impression by the sight “from bellow” that the decisive factor influencing the number and length of transitional periods is not such a small ability of the involved subjects (industrial company, towns and municipalities, organization of the OHS kind) to meet the required conditions and standards, but the insufficient co-ordination of the entire process. Forming the policy of transition periods, perhaps too much broad-minded, is obviously an expressed statement of the political difficulties and the low ability of the central level to transpose the EU environmental acquis in a systematic and transparent way. In some respects, strong lobbyists_ pressures of the interest groups cannot be excluded.
- The whole concept of transition periods in the sphere of environmental acquis, comes, perhaps under the financial pressure of the cost calculations, into the situation which is identical with other candidate countries of the “Luxembourg group”; these countries try, according to our knowledge, to win the longest delay in the validity of the standards and at a maximum number of long transition period, hoping that the EU funds, available for the new members, will already share the financing of costs. Thus, they will spare money in the long term and some sectors of the economy will have softer terms. If the Czech republic wants to become considerably different from the other candidate countries, it has to find another way, more active and more aggressive strategy in which delay and

protection is not maximized, but the synergic effect of the collaboration of the central and local administrations in implementation of standards is maximized.

- At the decision-making and planning of the future activities and allocation of investment the quite elementary role at the relevant subjects is played by the existing, outermost the prepared legislation of the ČR. The horizon of the discussed legislation of the ČR is the most extreme prospective horizon. A view behind this horizon is very rare. From this perspective, namely the quicker transposition, i.e. the most accelerated approval of all the needed harmonisation laws or, at least, the most accelerated admission them into the phase of comments, is the basic condition for the implementation. The relevant subjects will begin to prepare themselves only at that time when they see that the given changes are actually real and that the changes have been drawn nearer to them in a sufficient manner and in real, not proclamative, time. Transition periods negotiated from a certain future date (not directly from now) mean a time not effectively used. The “pro-implementation” behaviour of some companies, if any, is motivated mainly by their effort to be successful in competition on the foreign markets (and less by their effort to prepare the ČR entry into EU).

- It is necessary that the subjects affected by the implementation of costly standards should have quite clear and objective information as soon as possible, related to the EU requirements impacting on them, in order to meet these requirements by their investment behaviour.

- The implementation of costly requirements can be assisted, besides the acquaintance, either through the possibility of the financial programs bound with the adjustment, or through such a support of the restructuralisation of the economy and the reform of the state administration which could strengthen the effective utilization and investment of the budget resources to the benefit of the European standard implementation.

- The positive and appreciative approach and optimism regarding the ability to meet the required EU environmental standards which can be noted at the experts, organizations and institutions of the microsphere, may result from the absence of a concrete suggestion on the requirement of the preparation for the ČR entry into EU related to their work. Without this knowledge, these experts and their organization cannot consider realistic their possibilities or plan the implementation of the valid and proposed standards.

- According to our opinion, it would be most effective, if the MŽP ČR ministry overcomes from the too general educational informative campaigns to the aimed work, i.e. if it prophesies individual subjects with the greatest risk (concrete municipalities without sewage disposal plant, concrete companies affected by IPPC, farms, etc.) and if it draws their attention to the changes intended in connection with the EU membership and in which time horizon, or if it assist in elaboration of intentions of investment and development. An immediate contact is important for the reason that there is, according to our respondents opinion, a minimum attention drawn to the materials published and distributed so far. It is possible that these information materials do not bring information to the relevant subjects which would be useful from their point of view.

- The intersectoral communication and collaboration in the framework of the public process on the communal level has not been too intensive and productive so far. Its revitalisation is indisputably the hidden potential of evoking public interest in implementation of qualitative standards on the base of the long-termed care of the development of the municipality, quality and protection of the conditions of life. In the candidate countries with sufficiently strong, active and actually self-administered communal sphere, the implementation of the qualitative standards acquires a character of a natural and spontaneous process of improving the infrastructure, integration of the participation on the development of the municipality by companies, farms and citizens.

Without the support of the communal administration and the policy the implementation of the EU standards may become a conflicting affair.

- Information activity, clearly aimed, addressed a competently managed, granting quite objective information on the concrete requirement for the concrete subjects, together with an accelerated work of the lawyers and the Parliament, are, according to our opinion, the best way how to accelerate at the most the implementation process at the relevant subjects and the state administration and NGO which represent the important acteurs in applying the standards. According to our opinion, the support of the implementation does not consist only in the mobilisation of the lay public, but, to a considerable extent, in the motivation of experts (expert public) working on the communal level. As per our experience, just the knowledge (often more arranged, simple and qualified in the final consequence) of working of the given sphere in the EU was significantly motivating for many experts interviewed.
- At the same time, it is necessary to make efforts for avoiding the problems of the preparation for the ČR entry into EU in order not to become only the affair of a narrow group of experts. It is necessary to “engage” the broadest spectrum of acteurs (from non-governmental organization, communal authorities, up to county self-administrations) into the process of preparation of the ČR for the entry into the EU and to stimulate their direct communication and collaboration with similar EU organizations.
- The entire process should be “opened” for all the acteurs and should be led from “bare” information to participation, It is necessary to transfer the process as a whole from the genuine governmental negotiation on the regional and communal levels, too.
- May we not underestimate the ability of the relevant subjects, experts, institution, organizations and even the broadest public to adjust to the transparently changing conditions.

Let us have the courage to change these conditions !

8. Enclosures

8.1. Interview Outline⁵⁷

Sphere A:

- 1) Have you had the opportunity to get acquainted with the requirements laid upon your organisation because of the Czech entry in EU? Do you think that you have conditions adequate to address the problems related to the Czech entry in EU? (If he/she does not know anything: Does someone else care for it ? Who? Is there an expert here? Why do you not care for this problems more thoroughly? Do you consider it non-actual, unimportant, do you have inadequate capacities for it, do you meet language barriers ?)
- 2) What is your major information source on requirements laid upon your organisation because of the Czech entry in EU? What is your experience with getting information from Internet? Have you attended some training (workshop) in the Czech Republic or abroad? If so, how do you use acquired information?
- 3) Have you adequate overview of Czech translations of EU legislature? Have you problems with the language barrier?
- 4) Have you adequate overview of changes that will occur in Czech legislature in relation to the Czech preparations to enter and entry in EU? (decisions and regulations applicable automatically since entry or precedent decisions of the European Court of Justice and interpretations – they must not be translated for the state money in the Czech Republic !)
- 5) What actual requirements on your organisation and in what time horizon do you expect in relation to the Czech preparations to enter EU?
- 6) Have you taken part in some discussion on requirements on your organisation because of the Czech entry in EU? What discussion was it?
- 7) Have you individual steps of your organisation in preparing to the Czech entry in EU put in your time schedule? What kind of preparatory steps are they? In what time horizon?
- 8) Have you individual financial requirements of your organisation in preparing to the Czech entry in EU put in your finance outlook? (translation costs, construction of water treatment plants, recruiting new employees....)
- 9) Have you ever met an actual EU program (grant) within your job? What is your experience?
- 10) Have you adequate overview of all EU projects in which your organisation could take part? (Phare, Sappard, ISPA, Life 3) Does your organisation take part in some actual EU program?

Sphere B:

- 1) What main barriers in enforcing the environmental EU legislature in practice do you expect?
- 2) What actual requirement upon your organisation because of the Czech entry in EU do you expect in the field of the environment conservation?
- 3) What actual standards of the EU environmental law touch your organisation immediately ?
- 4) What standards of the EU environmental law do you consider to be potentially with problems from the point of view of your organisation, and which completely trouble-free?

⁵⁷ This is, of course, just a basic guideline, the actual shape of the conversation is variable in the institutions.

Sphere C:

- 1) What is your experience with public participation in EIA processes? Has the public satisfactory interest on participation in these processes?
- 2) Who are your main partners at the municipal level? How does your co-operation work? What is the source of dissonances, if any?
- 3) How do you manage to overcome an unsatisfactory degree of co-operation (or of informedness or disinterest) of your partners? Is there, according to your experience, an interest to improve the environment at the level of your community? If so, who is its bearer?
- 4) How works, according to your experience, the preparation process for the Czech entry in EU in your partners?
- 5) Do you actively look for ways how to fund the above costs related to the Czech entry in EU?
- 6) What aspects of the Czech entry in EU may be interesting for you and which turn you off?

8.2. Methodology to Select Districts⁵⁸

A basic reform of the public administration is being prepared in the Czech Republic. In time of preparing this survey and executing field investigations the future shape of the territorial-administrative arrangement was not completely clear. Districts, i.e. administrative spheres of district authorities, were the stable and functioning territorial-administrative units in time of executing field investigations. Therefore the only possibility was to work with the territorial arrangement according to districts pursuant to Act 36/1960 Coll. on territorial arrangement of the state. This Act is still valid⁵⁹. Particularly the territorial arrangement of Czech Police and justice base on it.

In our selection we wanted to have representation not only of the current regional structures, but also (to some degree) to anticipate the reformed structures of the state administration and the decentralisation process. The selection of districts should, if possible, cover eight (or seven) larger regions, i.e. present counties⁶⁰ („kraj“ in Czech) or NUTS 2 regions.

The selection of districts had to take into account the internal variability after economic, social, environmental, residential and similar conditions. We had to consider also geographic positions of districts and their political profiles as set by results of parliamentary and communal elections.

We have also executed an empirical examination of legal, administrative, or in a broader sense of political environment in cities Praha, Brno, Ostrava and Plzeň. Each fifth inhabitant of the Czech Republic lives in these four cities.

The following districts have been chosen:

district Přeborn in the county of Central Bohemia, region Central Bohemia
district Klatovy (together with the City of Plzeň) in the county of West Bohemia, in the region of Plzeň, region South-West
districts Děčín and Teplice in the county of North Bohemia, in the region of Ústí nad Labem, region North-West
district Pardubice in the county of East Bohemia, in the region of Pardubice, region North-East
district Trutnov in the county of East Bohemia, in the region of Hradec

⁵⁸ RNDr. Josef Ježek was the expert consultant in selection of monitored regions.

⁵⁹ This Act force shall terminate to December 31, 2002. The institute of District Assemblies shall terminate to the day of elections in regional assemblies this year. The districts are territorial units NUTS 4.

⁶⁰ translator_s note: the word „county“ is used here to distinguish between current regions and future and NUTS II regions.

Králové, region North-East district Třebíč in the county of South Moravia, in the region of Jihlava, region South-East
 district Uherské Hradiště in the county of South Moravia, in the region of Zlín, region Central Moravia
 district Frýdek-Místek in the county of North Moravia, in the region of Ostrava, region Ostrava
 district Přerov in the county of North Moravia, in the region of Olomouc, region Central Moravia

As we have got time allowance, we have chosen also district Bruntál in the county of North Moravia, in the region of Ostrava, region Ostrava

Basic features of selected districts as of January 1, 1999:

DISTRICT	Area (km ²)	Number of communities	Population (in thousands)	Population density
Příbram	1 628	120	108	66
Klatovy	1 929	98	88	46
Děčín	909	52	134	147
Teplice	469	34	129	276
Pardubice	889	115	162	182
Trutnov	1 147	75	122	106
Třebíč	1 519	173	118	77
Uherské Hradiště	992	78	146	147
Frýdek-Místek	1 273	75	229	180
Přerov	884	103	137	155
Bruntál	1 659	71	106	64

Population density is in six selected districts (i.e. in half of those selected) higher than the average in the Czech Republic (131 people / km²). These districts are Děčín, Teplice, Pardubice, Uherské Hradiště, Frýdek – Místek and Přerov.

Districts Teplice, Pardubice and Frýdek-Místek can be regarded as a part of metropolitan surroundings. This means that these districts lay in the most important urbanised areas - metropolitan areas.

Ranking of the selected districts after share of population in towns, i.e. urbanisation rate, is as follows:

District	%
Teplice	85
Děčín	85
Pardubice	73
Trutnov	70
Přerov	64
Bruntál	63
Klatovy	62
Příbram	58
Frýdek – Místek	57
Třebíč	54
Uherské Hradiště	49

Only districts Třebíč and Uherské Hradiště can be regarded to have urbanisation rate below average. Certain inconsistency between relatively low share of town population in

district Frýdek – Místek and ranking this district as a metropolitan one results from the construction of the used urbanisation rate indicator (town population are inhabitants of communities with the legal status of a town) on one hand and on the other hand by the fact that district Frýdek- Místek belongs to a large metropolitan area of Ostrava.

The mentioned „metropolitan“ districts show also earnings of employees above average - the data in CZK are for the first trimester of 2000:

District	CZK
Teplice	11 329
Frýdek-Místek	11 151
Děčín	10 904
Trutnov	10 724
Přerov	10 544
Příbram	10 359
Uherské Hradiště	10 099
Klatovy	10 046
Bruntál	9 638
Třebíč	9 480

For comparison - City of Praha – CZK 15 210, and district Mladá Boleslav – CZK 15 453.

The characteristics of income levels must be complemented with data on unemployment rates in the selected districts as of September 30, 1999, i.e. to the date when the country average unemployment rate achieved nine per cent.

Unemployment rate in selected districts as of September 30, 1999:

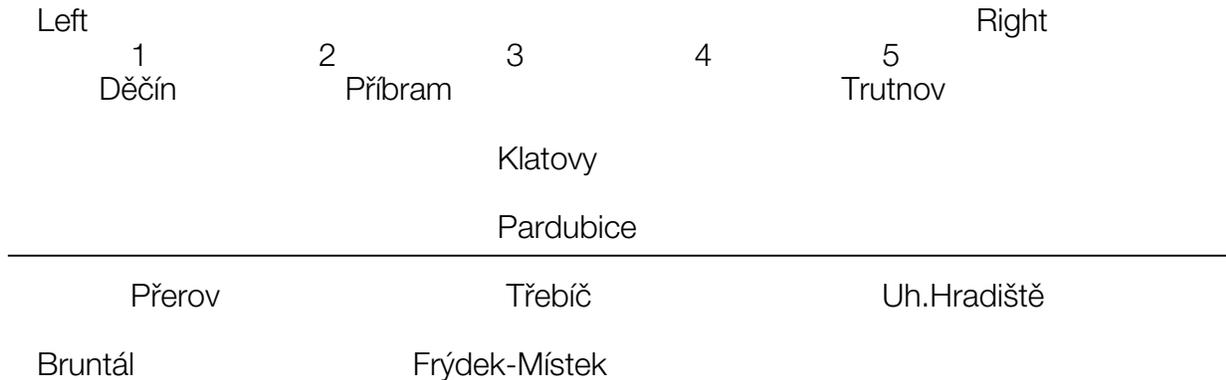
District	%
Klatovy	5.8
Uherské Hradiště	6.7
Pardubice	6.6
Trutnov	7.4
Příbram	8.6
Třebíč	12.5
Bruntál	13.4
Děčín	14.0
Přerov	14.1
Frýdek-Místek	14.1
Teplice	15.2

The following table characterises selected districts according to the degree of environmental disturbance:

Environment				
high quality	satisfactory	disturbed	strongly disturbed	extremely disturbed
	Příbram			Děčín
Klatovy				Teplice
	Trutnov			
Třebíč		Pardubice		
	Uherské Hradiště			
		Přerov		
Bruntál		Frýdek-Místek		

The ranking follows from available cartographic maps of the degree of environmental disturbance⁶¹. We are to comment this ranking that National Parks Šumava, České Švýcarsko and Krkonoše enter the territory of districts Klatovy, Děčín and Trutnov, respectively.

Another aspect were political profiles of districts, based on elections in the Parliament and Senate of the Czech Republic in 1996 and 1998 and municipal elections in 1998.

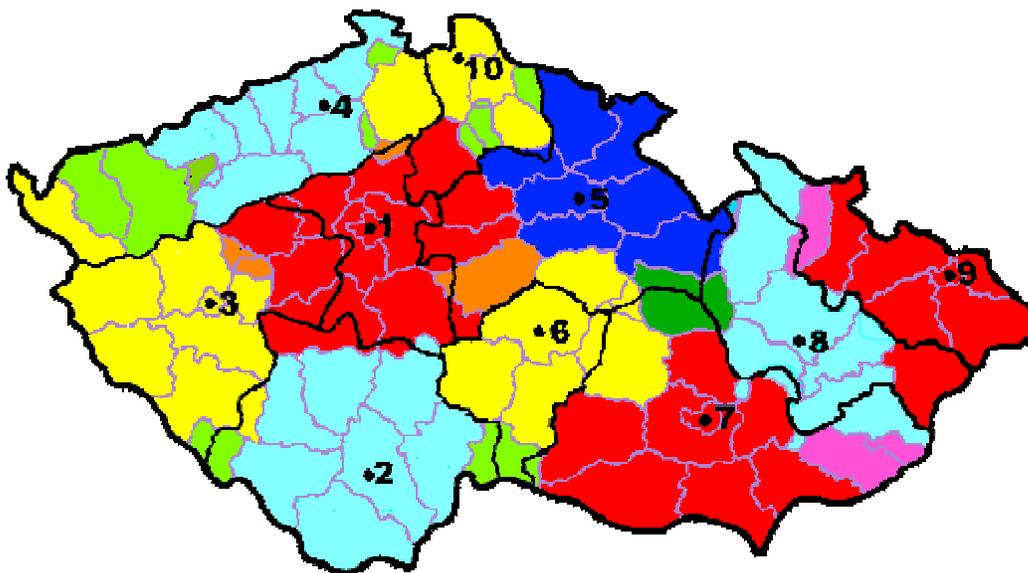


The districts of Moravia and Silesia must be assessed separately, because of another significance of Christian profiled party KDU-ČSL in the system of political parties in Bohemia and in Moravia.

⁶¹ E.g. in Školní atlas České republiky (School Atlas of Czech Republic, Geodezie ČS, Česká Lípa 1999).

8.3. Map of Territorial Jurisdiction of Regional Inspectorates of Czech Environmental Inspection

(source: ČIŽP - <http://www.cizp.cz/insmap.htm>)



Captions:

1. OI ČIŽP Praha
2. OI ČIŽP České Budějovice
3. OI ČIŽP Plzeň
4. OI ČIŽP Ústí nad Labem
5. OI ČIŽP Hradec Králové
6. OI ČIŽP Havlíčkův Brod
7. OI ČIŽP Brno
8. OI ČIŽP Olomouc
9. OI ČIŽP Ostrava
10. OI ČIŽP Liberec

8.4. Information Sources used for analysis of Czech Media

The following three sources have been used to prepare this analysis:

- Monitor of RTA Monitoring

Bulletin Ekologie and Bulletin Politika, issued by RTA Monitoring

Bulletin covers the following titles: Česká televize 1 (“Czech TV 1”), Česká televize 2, TV Prima, TV Nova

Daily news: Lidové noviny, MF Dnes, Slovo, Zemské noviny, Právo, Hospodářské noviny, Špičkl, Blesk, Haló Noviny, Večerkka, Večerník Praha

Journals: Týden, Euro, Ekonom, Respekt, Reflex, Profit

- Monitor of Newton

Monitor of Czech press reporting and journalism from national titles:

Mladá fronta DNES

Právo

České slovo

Haló noviny

Hospodářské noviny

Zemské noviny

Blesk

Lidové noviny

and 43 regional titles, from ČTK (“Czech Press Agency”) reporting, radio and television:

ČRo 1 - Radiožurnál (“Czech Radio 1”) - Ozvěny dne (“Echoes of the Day”), Zprávy (“News”), Ranní, Dopolodní, Odpolední a Večerní blok (“Early, Morning, Afternoon and Evening Blocks”), Noční proud (“Night Stream”), Radioforum, Ekonomické informace (“Economic Information”)

ČRo 6 /RFE - Události, názory (“Affairs, Views”)

ČT1 (“TV1”) - Události (“Affairs”), Události plus (“Affairs Plus”), Fakta (“Facts”), Na hraně (“On the Edge”), Večerníky (“Evening News”), Klekánice, Dobré ráno (“Good Morning”)

TV Nova - Televizní noviny (“TV News”), Právě teď (“Just Now”)

TV Prima - Deník (“Diary”), Minuty regionu (“Minutes of Region”)

TV 3 - Expres-zpravodajství (“Expres-Reports”)

BBC – Czech Edition.

- Monitor of “Ekolist po drátě” – the monitor covers: Mladá fronta DNES, Právo, Lidové noviny, Respekt, Metro, press information of the Ministry of the Environment, Bulletin of the Ministry of the Environment, press information of the Ministry of Transport and Communication, Ekolist, Alternativa (journal of Children of the Earth), Sedmá generace (journal of Rainbow Movement), Biom (quarterly of České sdružení pro biomasu – Czech Association for Biomass), NGOs press information.

8.5. National Dailies and Supplements Rating

National Dailies

	Projection in %
Mladá fronta Dnes	29
Blesk	25
Právo	17
Zemské noviny	8
Sport	6
Lidové noviny	6
Hospodářské noviny	4
Slovo	4

Supplements

	Projection in %
TV Magazín	31
Mag. Dnes+TV	21
Blesk Magazín	19
Magazín Práva	14
Top víkend magazín	4
Pátek LN	4
Hobby magazín	4
Volno sport	3

Most read journals

	Projection in %
Týdeník Květy	6
Týdeník Televize	5
Rytmus života	5
Story	5
Nedělní Blesk	4
Spy	3.5
Reflex	2
Reader_s Digest	2
Ring	2
100+1 ZZ	1
Mladý svět	1
Týden	0.84

Specialised titles

	Projection in %
Ekonom	1.00
Stereo + video	0.74
Satelit Parabola	0.50
Profit	0.48
Stavitel	0.19

Rozhlas

	% of population
(15+)	
ČR 1 Radiožurnál	14.80
ČR 2 Praha	7.28
ČR 3 Vltava	1.08
ČR 6 Free Europe	1.20
ČR Brno	0.95
Frekvence 1	11.30
City	1.08
Country Rádio	3.57

National TV Programs (rating in prime time – target group adults 15+)

Program	market share in %
TV Nova	49.05
ČT 1	22.13
Prima TV	14.83
ČT 2	9.12
Others	4.87

National TV programs – rating of information programmes (after enclosure “Barometr” of journal Strategie and Taylor Nelson Sofres - ATO)

Czech TV 1

Programme	rating in %
Události	13.3
Večerník	9.2
Události plus	5.2

Rating of main information cycles in ČT 1

Programme	rating in %
Receptář pro dům a zahradu	12.5
Klekánice	9.8
Stalo se	8.5
Fakta	8.1
Tady a teď	7.5
Černé ovce	6.9
Přísně veřejné	6.8
Domácí štěstí	6.4
Objektiv	6.2
Na stopě	5.8

Nova

Programme	rating in %
Televizní noviny	25.86

Prima - TV

Programme	rating in %
Deník	4.48

Rating of main information cycles in ČT 2

Programme	rating in %
"21"	2.3
Sněží	1.7
Klub Netopýr	1.1
Za dveřmi je A.G.	1.1
Katovna	1.0
Z očí do očí	1.0
Ještě jsem tady	1.0
Posezení s J. Burianem	1.0

The source does not present rating of other information and publicistic programmes (Svět 2000, K věci!, Nedělní partie, Sauna, Další prosím, Prima jízda, Trní) in detail – only the most watched programmes of TV- Prima among which there is no information or publicistic programme.

8.6. Attendance in Czech Internet Servers

position in attendance	operated by	Number of visitors in 2000	Description
362	<u>Ministry of the Environment</u>	36647	Minister and ministry, Information services, Editorial activities, Environmental politics, Legislature, Environment conservation, Foreign relations, references
419	<u>Econnect</u>	32231	Information services for non-profit organisations (NGO).
503	<u>ekoList po drátě</u>	26857	Internet daily on the environment and its enclosures.
1183	<u>Životní prostředí na Econnectu</u>	9764	Daily updated reporting on the environment, particularly of NGO sector.
1204	<u>Globalizace (Econnect)</u>	9590	Project Globalisation aims to mediate an unbiased view of civic community on IMF and WB institutions, their activities and their Prague conferences.
1347	<u>Informační služby</u>	8120	Rubric Information services of the Ministry of the Environment.
1973	<u>Charles University Environment Centre</u>	4936	Teaching environmental issues in Charles University, sustainability problems, database of conferences and activities, database of experts, the environment in the EU, other interesting issues.
2050	<u>Evropská unie a životní prostředí</u>	4668	How Czech entry in the EU, if any, will impact the environment? Reporting, information, references...
?	<u>České noviny- životní prostředí</u>	?	Electronic run-on news, the environment in ČTK reports, references on articles, sites and activities of NGOs

Server Euroskop which is operated by Etnetera company in scope of government communication campaign for the Ministry of Foreign Affairs of the Czech Republic unfortunately does not provide attendance in its sites.

8.7. Distribution of response in percent

PART A

A01. During last ten years, the Czech Republic passed a transformation process in economy, state administration, public life and other areas. The opinions about its success differ. You personally consider it in general:

– very successful	1
– somewhat successful	36
– somewhat unsuccessful	50
– completely unsuccessful	13

A02. Which transformation area would you consider the most successful and which the least successful The most successful area

democracy, freedom	15
economic transformation, business	29
other	21
nothing	35

The least successful area

industry, companies	11
privatisation	10
banks	9
market system	8
health service	11
state administration, justice	9
crime, safety	7
social situation	9
agriculture	7
other	9
nothing	10

A03. Even currently we must address series of problems. I will read you some of them one after another and you please answer using a CARD to what extent you consider the solution of the problem to be urgent in our country.

CARD „URGENCY“

1=very urgent 3= urgent not too much
2=somewhat urgent 4= urgent not at all

A.	economic situation in our country	63	33	4	0
B.	social situation and unemployment	70	26	4	0
C.	housing and rents	49	39	11	1
D.	care for and financial provision pensioners and seniors	37	40	19	4
E.	coexistence with Romany	15	26	39	20
F.	the environment	26	45	25	4
G.	inflow and settlement of foreigners in our country	27	34	30	9
H.	health care	63	30	7	0
I.	level of crime	66	28	6	0
J.	schooling and education	39	41	18	2
K.	corruption level	50	36	13	1

L.	agriculture	40	40	17	3
M.	landscape protection	18	44	32	6
N.	modernisation of industry considering its impact on the environment	29	53	16	2
O.	adherence to law	68	28	4	0
P.	efficiency of authorities and public officers in the settlement	35	45	18	2
Q.	morale conditions in our society	48	37	14	1
R.	racism and racial attacks of extremists	24	39	29	8
S.	preparation of our country to EU membership	22	46	21	11

A04. When you consider the general development of the Czech Republic during last ten years, you would say that the trend is

– definitely right	8
– somewhat right	50
– somewhat wrong	33
– definitely wrong	9

PART B

B01. Do you think, that our country is already at the level necessary to manage the entry in the EU? I will read you the options at first and you will select among them just one which suits your opinion at best.

– completely ready now	3
– not ready now, but we will be ready in the time of entry (i.e. after 3-5 years)	33
– we have a lot of work to do, we likely will not manage it by the entry in the EU	31
– we should postpone the entry because we are not ready for the EU yet	18
– we should not try to enter	15

B02. We meet the EU entry issues in various occasions daily. I will read you some of them and you will say me to what extent it applies on your situation. Answer please using the CARD!

1=regularly 2=sometimes, occasionally, 3=exceptionally 4= really not

A.	I follow information on entry in the EU in media (newspaper, journals, radio, TV)	17	46	21	16
B.	I follow information on preparation in specialised journals and publications	2	15	23	60
C.	I acquire information on Internet	2	5	9	84
D.	I study foreign information	1	5	10	84

sources				
E. I meet the issue of preparation to EU in my work	1	6	10	83
F. People speak about it in our company talking business	3	12	17	68
G. We mention the Czech entry in the EU sometimes when discussing with friends and acquaintances	4	30	32	34
H. The EU membership is sometimes mentioned also at home (with parents, partner etc..)	4	26	31	39
CH. I have been on business or study in some of EU countries for more than one month	2	3	4	91
I. We have business relations and co-operation with partners, organisations in some of EU countries	5	7	6	82
J. I visit friends, relatives in some EU country and I know from them how it works in the EU	4	8	7	81

B03. During preparations to enter the EU we on one hand negotiate conditions for our entry with the European Union and on the other hand we adjust our home relations to European standards. Where the locus of our preparation should be according to your opinion?

A.	somewhat in negotiating conditions for our entry	32
B.	somewhat in approximation of our relations to European standards	45
C.	Not read: the same in both	23

B04. Do you think that the readiness level of candidate countries will really have the decisive role for the entry in the EU?

- definitely	35
- likely so	44
- likely not	16
- definitely not	5

B05. Do you think that the Czech Republic will be adopted in the EU in the next round? It is expected to happen sometimes after 2003.

- definitely	12
- likely so	50
- likely not	31
- definitely not	7

B06. One of important areas of preparation is the environment conservation. According to your opinion, how do we place in comparison with EU countries in the following areas of environment quality? Answer please by using a CARD.

CARD „COMPARISON“

In comparison with EU countries, we are placed:

1= markedly better 4= a bit worse
2= a bit better 5= markedly worse
3= approximately equal 9= does not know

A	food quality	10	24	51	12	2	1
B	air quality	4	10	45	31	8	2
C	drinking water quality	5	14	46	26	5	4
D	water streams quality	2	10	35	38	12	3

E	conditions of nature and landscape	3	9	35	40	12	3
F	forest and protected landscape areas conservation	2	8	30	36	20	4
G	in recycling of important raw materials (paper, glass, plastics, metals)	2	5	21	34	31	7
H	in waste management	2	5	17	35	35	6
I	saving energy in industry	2	6	26	37	19	10
J	in environmentally friendly behaviour of households and people	2	7	28	35	23	5
K	in attention of companies to environment conservation	1	6	23	37	26	7
L	in control and prosecution of polluters (companies and individuals)	1	5	20	32	33	9
M	in public spirit to influence environmentally important decisions	1	5	29	34	20	11
N	in position of ecology in programs of political parties and in decisions of politicians	1	4	30	32	20	13

B07. As far as is concerned implementation and enforcing of European standards in the environment conservation, do you think that it will be for us in comparison with other areas of preparation:

- one of the most complicated problems in preparing for the EU	12
- one of more complex problems	61
- likely no problem	24
- no problem at all	3

B08. Can you recall some new requirements in the environment conservation that we will have to adopt from the EU and enforce?

- cannot recall	77
- yes	23

B09. Some environmental standards of the European Union are financially demanding. One example is to fit industrial companies with advanced environmentally friendly technology. Do you think that we should strive rather to :

A.	postpone these costly standards here and possibly use it to improve competitiveness of our companies	48
B.	modernise our companies, in spite of high cost, and achieve European standards as soon as possible	52

B10. Some people think already now how they personally will prepare to our entry in the EU to

employ new opportunities. I will read you again several possibilities and you will answer using a CARD whether you consider something like this or not:

CARD „PREPARATION“

- 1= I surely think about it
- 3= I somewhat do not think about it
- 2= I somewhat think about it
- 4= I have not thought on it yet

A	Learning languages	21	25	25	29
B	Increase professional and work qualification	17	27	26	30
C	Go to a strong company which will hold up in competition	13	23	29	35
D	Look for work abroad	8	11	33	48
E	Look for experience abroad	9	16	30	45
F	Invest in things that could be realised in the EU to advantage	2	9	32	57
G	Acquaint myself with possibilities for European subsidies and development assistance from the EU	3	13	30	54

B11. Many people are not sure to enter the EU because they are afraid of some things. I will read you some possibilities and you will say me to what extent you are afraid of them:

CARD „FEARS“

- 1= I am afraid of it
- 2= I am afraid of it to some extent
- 3= I am somewhat not afraid
- 4= I am not afraid at all

A.	Loss of job	21	24	25	30
B.	Prices increasing and growing	54	34	9	3
C.	Inflow of foreigners and immigrants in the Czech Republic	31	35	26	8
D.	Sell out of property and land to foreigners	37	35	22	6
E.	Higher level of crime	36	36	23	5
F.	Higher level of bureaucracy	27	42	27	4
G.	Danger for our national culture	23	30	35	12
H.	My unsatisfactory knowledge of languages	18	28	31	23
I.	Damaging the environment because of inflow of investment, highways construction etc.	11	36	39	14
J.	We will be just source of cheap work force	34	36	23	7
K.	Enforcing too rigid laws and regulations limiting freedom of trade	11	32	40	17
L.	Decreased opportunities to earn some money „aside“	8	19	42	31
M.	High workload and qualification requirements	15	35	32	18
N.	Limited sovereignty of the Czech Republic	22	31	33	14
O.	Occupation of best jobs by				

	foreigners	27	36	28	9
P.	High governmental financial cost to adopt to EU requirements	45	39	14	4
Q.	Other (only if the respondent presented it himself) Say please what danger and classify it.	16	11	9	64

B12. The matters of life are not always black-and-white. Which of the following areas do you expect to improve after the entry in the EU and which get worse? Answer please again using the CARD

CARD „After Czech entry in EU“

- 1= I expect strong improvement
- 2= I somewhat expect improvement
- 3= the same as now
- 4= I somewhat expect worsening
- 5= I expect strong worsening

A.	quality and efficiency of public administration	12	40	43	4	1
B.	efficiency of Czech economy	14	48	28	8	2
C.	labour efficiency of people	12	44	39	4	1
D.	the environment in the Czech Republic in general	8	46	37	8	1
E.	earning for well done work	15	44	31	8	2
F.	efficiency of justice and judicial authorities	14	36	43	6	1
G.	attention to the environment from the part of the state and local administration	12	45	37	6	1
H.	role of regions and communities in public administration	8	34	48	9	1
I.	financing agriculture and landscape conservation	7	36	43	13	3
J.	corruption in public administration	11	24	45	16	4
K.	possibility to work abroad	29	41	24	4	2
L.	prosecution of economic crime	17	35	40	6	2
M.	civic attention to public issues and important decisions	4	27	59	9	1
N.	pensions and social benefits	9	28	41	17	5
O.	political culture of Czech politicians	10	21	56	10	3
P.	possibility to get job	11	38	33	14	4
Q.	safety in streets	7	23	49	17	4
R.	public transportation	5	23	57	13	2
S.	enforcing law and rules	13	33	43	8	3

B13. Some people think that the entry in the EU will represent immediate improvement of our situation. Others think that the improvement will come gradually. According to you, how long

after the Czech joining the EU will the improvement occur?

- immediately after the entry	1
- within 2 years after entry	7
- within 5 years after entry	32
- within 10 years after entry	33
- after 15 and more years	17
- never	10

B14. Would you say that you personally the Czech entry in the EU definitely support, somewhat support, somewhat not support or definitely not support?

- definitely support	20
- somewhat support	46
- somewhat not support	23
- definitely not support	11

PART C

C01. How do you assess the development of the environment in the Czech Republic during last four years? Do you consider it definitely favourable, somewhat favourable, somewhat unfavourable or definitely unfavourable?

definitely favourable	6
somewhat favourable	57
somewhat unfavourable	32
definitely unfavourable	5

C02. How do you assess the environment and air conditions in your place of dwelling? Do you consider it:

very good	11
somewhat good	58
somewhat bad	24
very bad	7

C03. Now I will read you various levels of the environment development, from your place of dwelling to global problems. Do you expect that the situation on these environmental levels will rather improve, remain the same or rather get worse during years to come?

CARD „DEVELOPMENT“

- 1= it will somewhat improve
- 2= it will remain as now
- 3= it will somewhat get worse

A. situation in place of dwelling	24	69	7
B. situation in region	26	65	9
C. situation in CR	37	50	13
D. situation in Central Europe	31	57	12
E. situation v Europe	28	57	15
F. global situation	23	47	31

C04. Where do you find the main reasons for those environmental problems that can unfavourably affect your health and life outlook?

car driving	13
industry	12
transformation policy	7

behaviour of people	13
air quality	8
chemistry in agriculture	2
water quality	4
global problems	7
waste	8
nuclear power plants	3
laws and standards	4
ozone hole, global warming	4
other	1
does not know, does not see a problem	14

C05. Some experts think that the global development of the environment is so unfavourable that even today's young generation can live in future under a quite serious global environmental crisis. Others think that serious problems can be settled or they think that all the matter is too exaggerated. What is your view? Do you think that:

- we are really endangered with the global environmental crisis	51
- the crisis will not come, the problems will be solved	40
- the problem has been exaggerated	9

C06. Let's be now a bit more specific: There seems that weather fluctuations – from destructive floods to unprecedented heat – have increased recently. Some experts think that these are the first effects of changing Earth climate because of damaged environment. I will read you several propositions and you will please tell me which of them suits your view at best.

Weather has its whims, it cannot be an environmental crisis.	17
There are some symptoms of problems and unless we change our behaviour within ten to fifteen years, we fall in serious troubles.	56
Weather fluctuations are a symptom of running serious changes in the global climate.	27

C07. According to most experts in ecology, the main possibility to solve the global environmental problems is conversion of the human society on the so-called sustainable development. Have you ever heard the term sustainable development? Do you know what it means?

I have never heard it	60
I have heard but I do not know really what sustainable development means	27
I know what it means	13

C08. Imagine that you would like to get involved somehow in the poor state or problems of the environment in your neighbourhood. I will read you some possibilities and you will please tell me whether you would realise it or not.

CARD „APPROVAL“

- 1= definitely
- 2= likely so
- 3= likely not
- 4= definitely not

A.	I would move away	5	13	39	43
B.	I would try to compensate the bad conditions with good regimen and healthy life style	26	52	17	5
C.	I would get as much as possible information on situation evolution and act according to it	23	51	19	7
D.	I would publicly point out drawbacks with claims, letters etc.	12	30	37	21
E.	I would enter local policy and try to influence the situation this way	4	10	35	51
F.	I would support environmental organisations, civic associations and non-governmental ecologic activities (financially, by my work, etc.)	12	45	29	14
G.	I somewhat do not care about it and care about my business	13	29	36	22
H.	I go as much possible out of my place of dwelling, in nature	23	32	31	14
I.	I try to behave friendly to the environment	38	51	9	2

C09. Do you try to pursue some activities that save the environment in your household? I will read you various options and you will tell me whether you do them regularly, sometimes or not at all in your household.

CARD „REGULARITY“

1= regularly 3= somewhat
exceptionally
2= sometimes 4= not at all

A.	separation and collection of waste (glass, paper, metals, plastics)	47	32	13	8
B.	economical consumption of energy and natural resources (power, gas, heating oil, water)	64	27	7	2
C.	cut car driving and use other types of transport (if he/she operates a car)	25	34	22	19
D.	cut consumption of chemicals and washing agents	21	38	29	12
E.	preferential buying of environmentally friendly products and packages	22	45	25	8
F.	using recycled and recyclable materials	23	48	21	8
G.	care for things and objects to withstand as long as possible	62	29	7	2
H.	monitoring information on problems and conditions of the environment	18	48	26	8
I.	education of young people and children to environmentally friendly behaviour	34	41	16	9
J.	support for environmental programs and organisations	10	30	40	20

K.	voting political parties that give attention to the environment	11	29	34	26
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C10. In your household, do you pursue also some of the following activities that are related rather to gardening? Answer using a card how frequently do you pursue those activities in your household.

CARD „REGULARITY“

1= regularly 3= somewhat
exceptionally
2= sometimes 4= not at all

A.	composting biological waste (scraps of food, vegetables, fruit, grass etc.)	34	17	9	40
B.	burning leaves, grass, hay	7	18	17	58
C.	burning waste (PET bottles, PVC, foils of plastics)	1	6	9	84
D.	work in allotment	41	20	7	32
E.	work in small home farm (chickens, rabbits, croft etc.)	20	10	9	61
F.	getting some products (fruit, honey etc.) from own allotment or home farm	39	20	7	34

G.	purchase of some types of food (eggs, vegetables, fruit, milk etc.) directly from private farmers	20	37	18	25
H.	burning grass	1	7	9	83
I.	using chemicals in care for garden or field	2	16	20	62
J.	growing flowers	46	24	7	23

C11. Many NGOs and civic associations operate in the Czech Republic in the field of the environment. Can you please recall some environmental NGO? Which of them will you recall at first?

does not know any	58
Rainbow Movement	28
Children of the Earth	23
Greenpeace	22
Green Party	11
South Bohemian Mothers	4
Brontosaurus	3
Other	4

C12. Opinion on activity of NGOs in our country can differ. Please, could you say whether you consider their work

- very beneficial	14
- somewhat beneficial	68
- somewhat harmful	16
- very harmful	2

C13. There were excited discussions about finalising Temelín Nuclear Power Plant in the recent months. But this matter is related also to the long-term energy policy of the country. I will read you two statements and you will say which of them is closer to your view?

- power consumption will grow up and therefore new sources (nuclear and classic power plants) are necessary.	46
- instead of building new sources we should focus on energy saving and	54

alternative sources (wind, solar energy).	
---	--

- likely not	20
- definitely not	5

C14. Another intensively discussed problem which even caused protests are growing prices of fuel. The decisive role of cars in global climatic changes (global warming of the Earth) has been discussed for some time. Do you think, that:

- rising price of fuel is the right trend as it will support restraint of car driving and this way also limit so called greenhouse gases which seriously damage atmosphere	54
- the price of fuel must be decreased at any cost so that we can drive as formerly regardless of global climate changes and risk of ecological crisis	46

C15. Also in our country we can experience disputes between environmental organisations and investors, like on plans to build highways through valuable or protected natural areas. What would you prefer?

- I would definitely prefer construction of highways	11
- I would rather prefer construction of highways	21
- I would rather prefer nature and environment conservation	30
- I would definitely prefer nature and environment conservation	19
not read: - it depends, half and half, according to situation etc.	19

C16. We can imagine various things under the terms „ecology“ and „environment protection“. According to your view, what should be the mission of environment protection? I will read you some possibilities again.

CARD „APPROVAL“

1= definitely
2= likely

3= likely not
4= definitely not

A.	production of safe food	66	27	6	1
B.	neat and clean streets	57	31	9	3
C.	as much greenery in towns as possible	74	23	2	1
D.	clean air to breathe	87	12	1	0
E.	clean streams and rivers	86	13	1	0
F.	proper care for natural landscape without chemicals	61	35	4	0
G.	maintaining undisturbed natural environment enabling wildlife	54	38	7	1
H.	maximum subjection of life style and civilisation to conditions to keep nature in undisturbed state	42	43	13	2

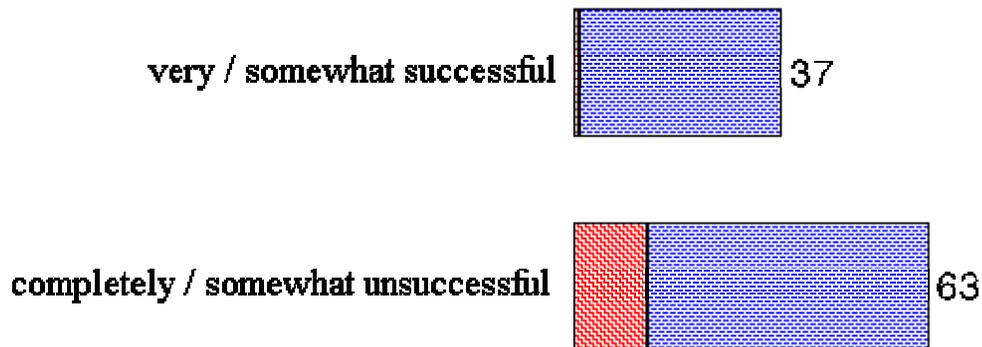
C17. According to European law, citizens can participate in any decision making process on important constructions and their environmental impact. When you imagine that such a construction is prepared in your neighbourhood, would you participate in such public hearing?

- definitely	30
- likely	45

8.8. Selected Charts

DO YOU CONSIDER THE TRANSFORMATION IN THE CR SUCCESSFUL ?

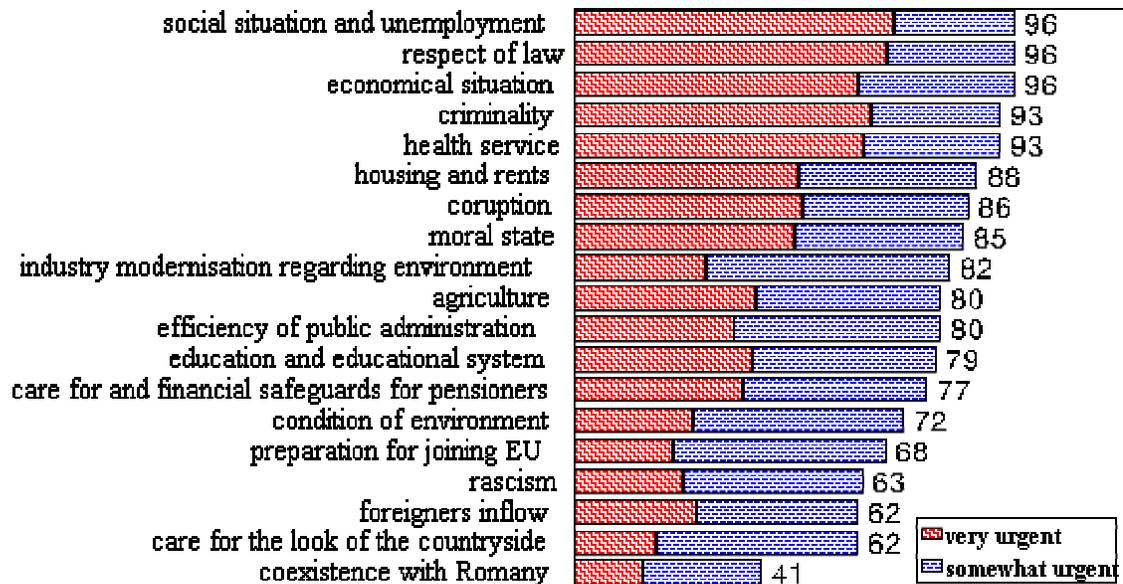
In %



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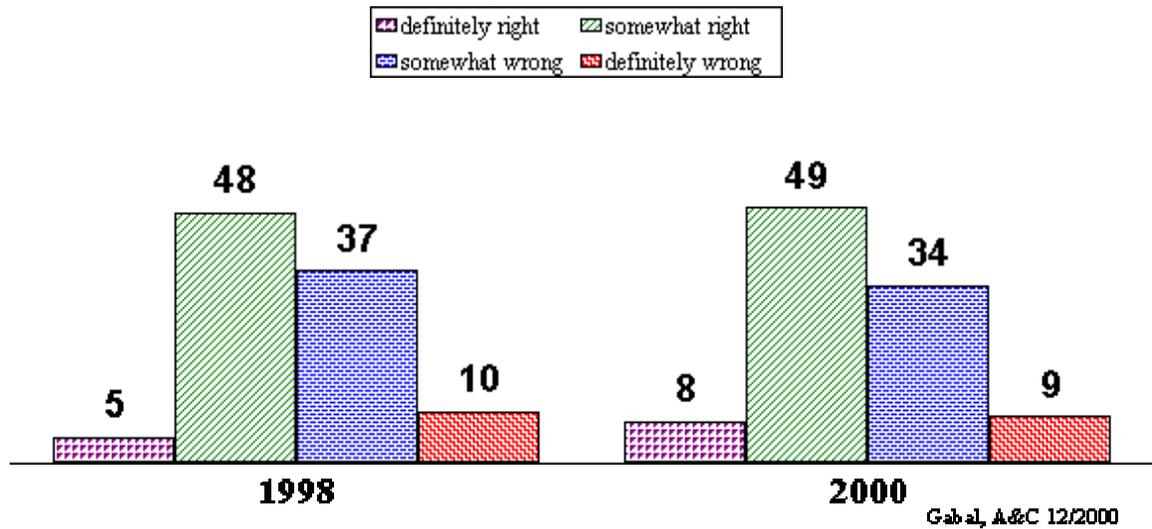
URGENT PROBLEMS TO BE SOLVED

in %

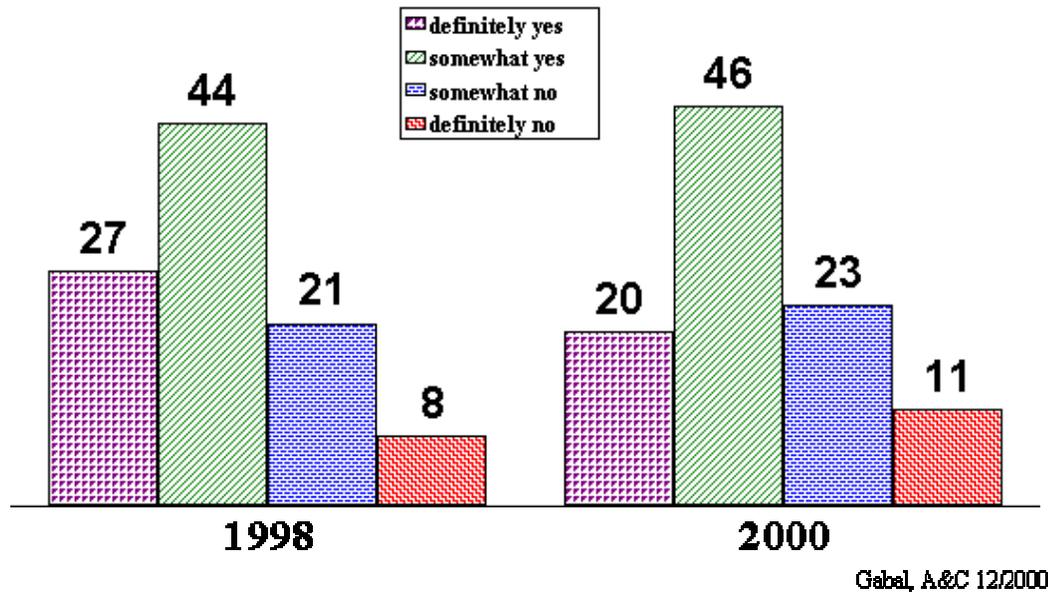


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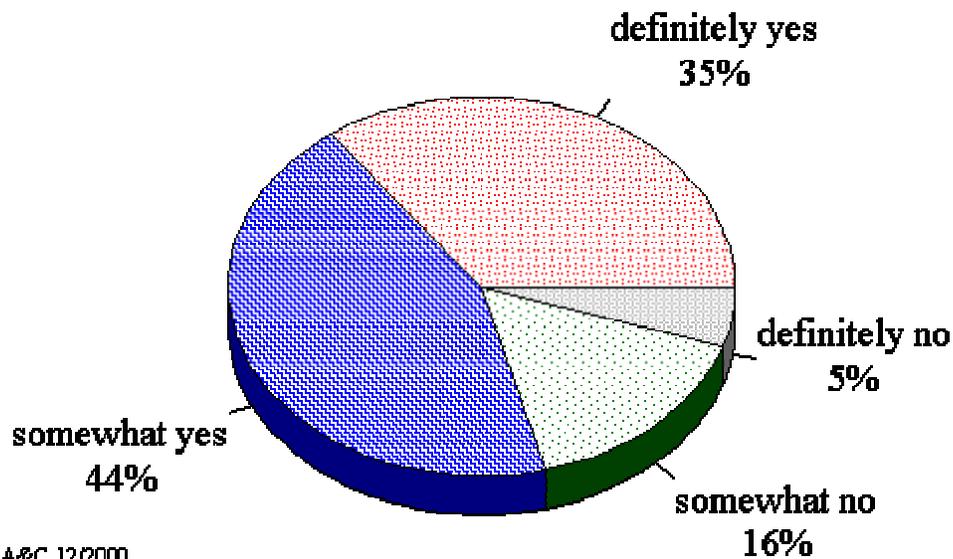
DIRECTION OF DEVELOPMENT OF THE CR in %, comparison 1998 - 2000



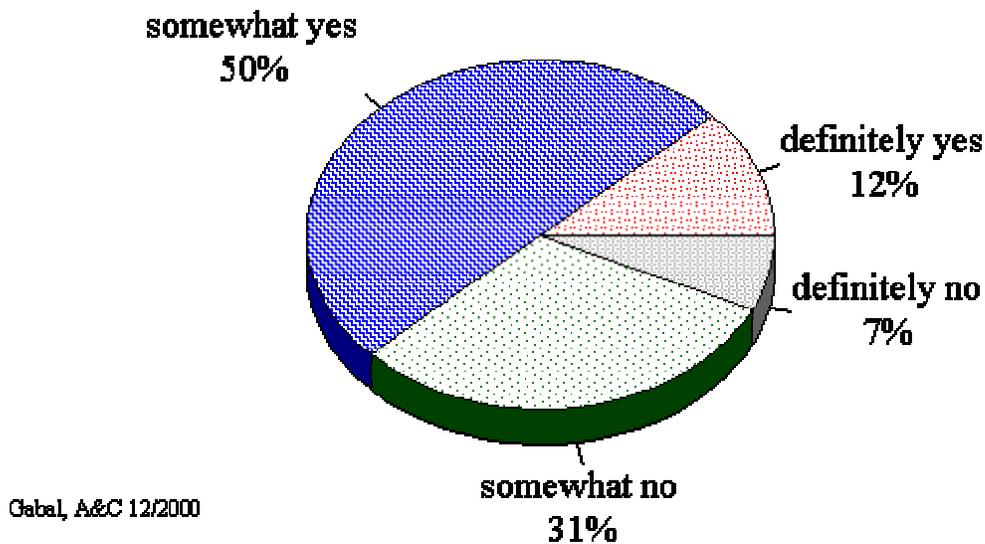
SUPPORT TO THE CR's EU ACCESSION in %, comparison 1998 - 2000



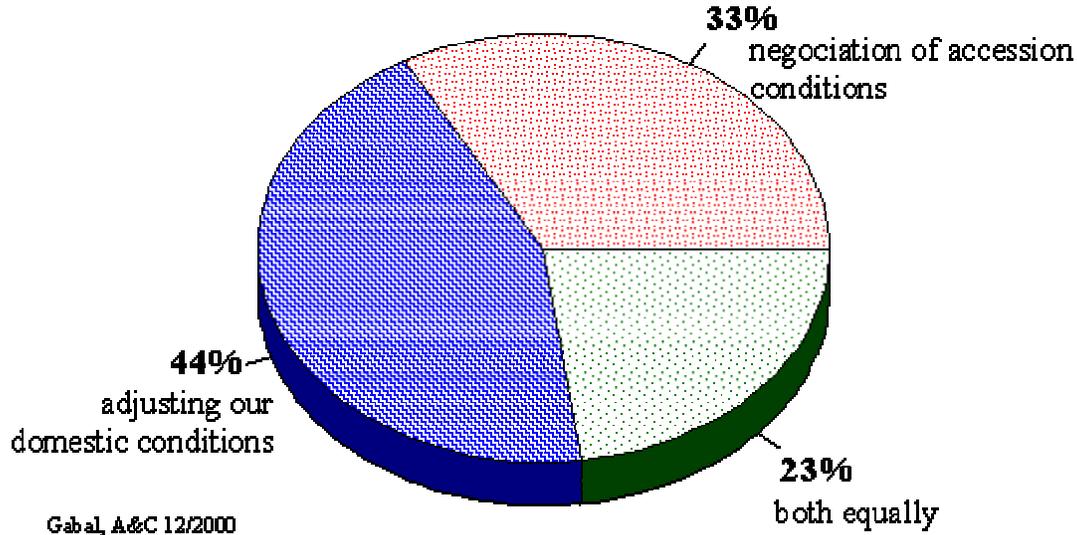
WILL THE CANDIDATE'S READINESS BE DECISIVE FOR JOINING THE EU ?



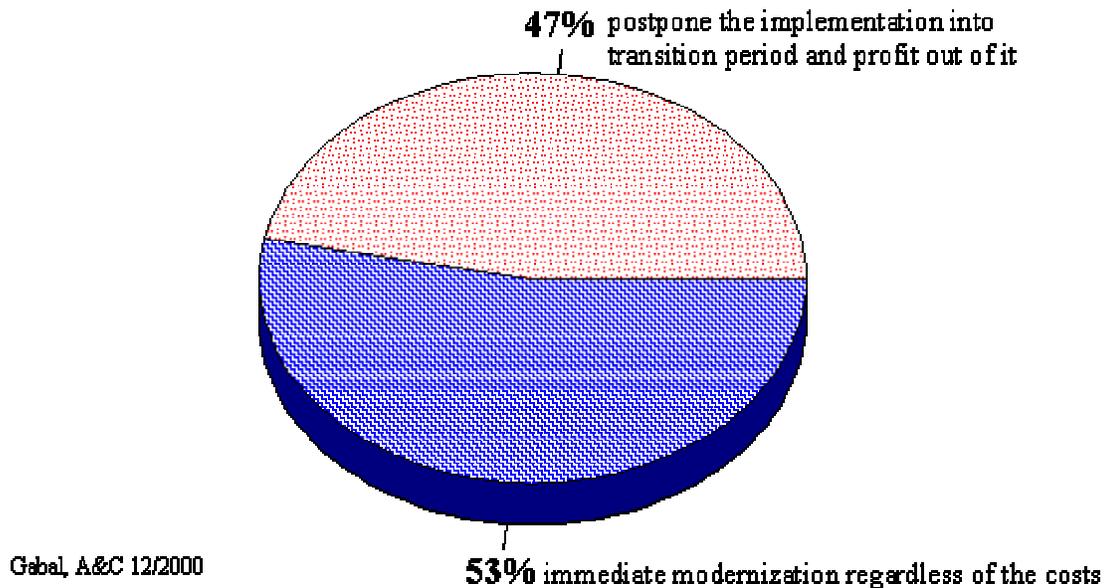
WILL THE CR JOIN THE EU IN THE NEXT ROUND OF ENLARGEMENT (2003) ?



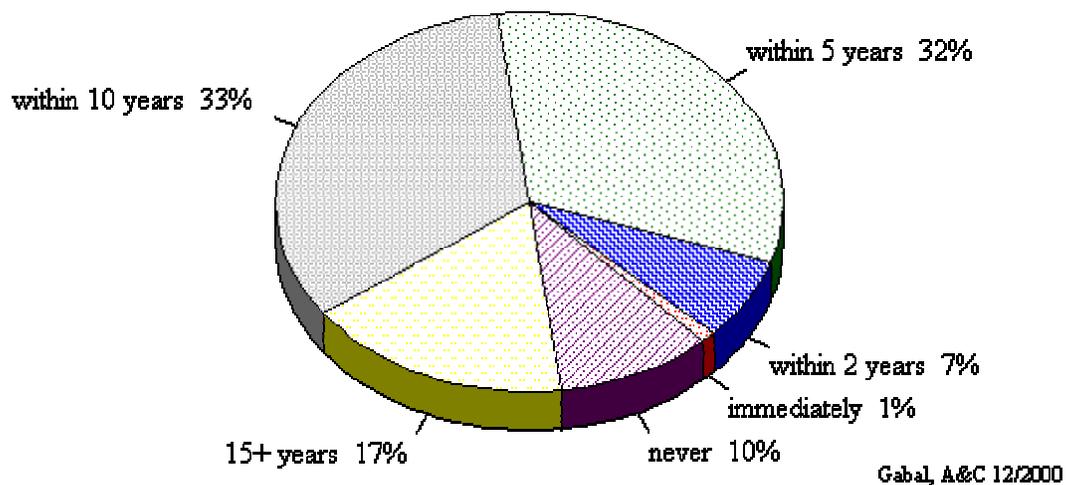
WHAT SHOULD BE THE PRIORITY OF OUR PREPARATION STRATEGY ?



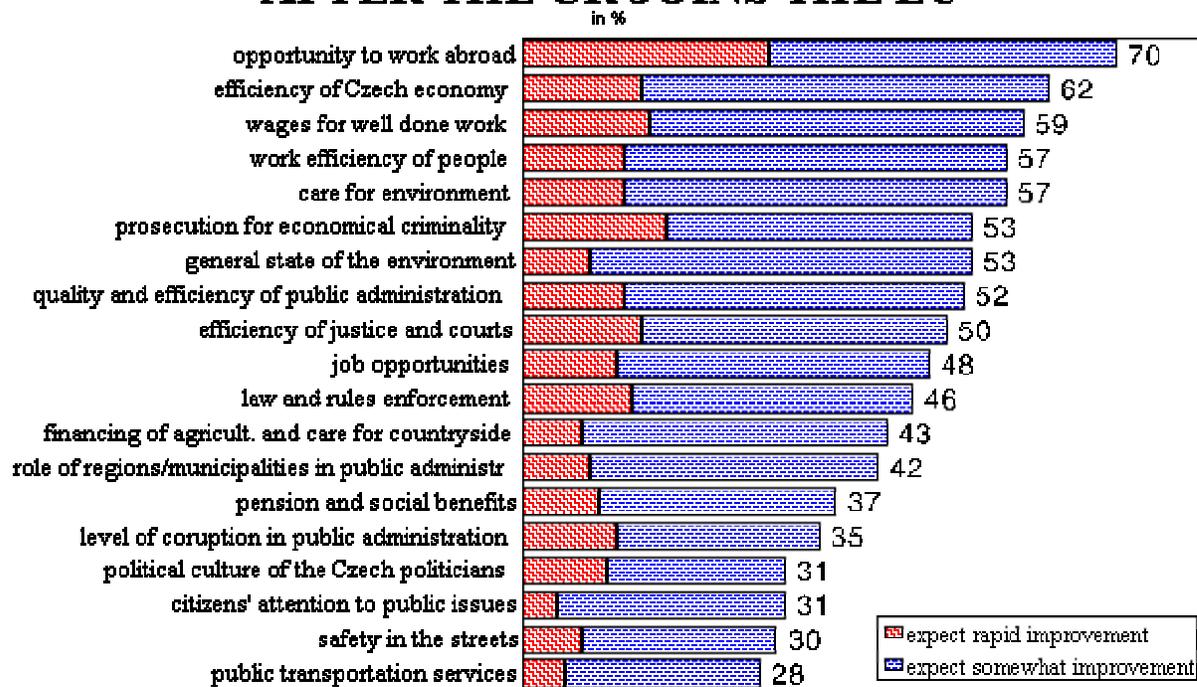
STRATEGY OF IMPLEMENTATION OF COSTLY ENVIRONMENTAL PROTECTION STANDARDS IN OUR INDUSTRY



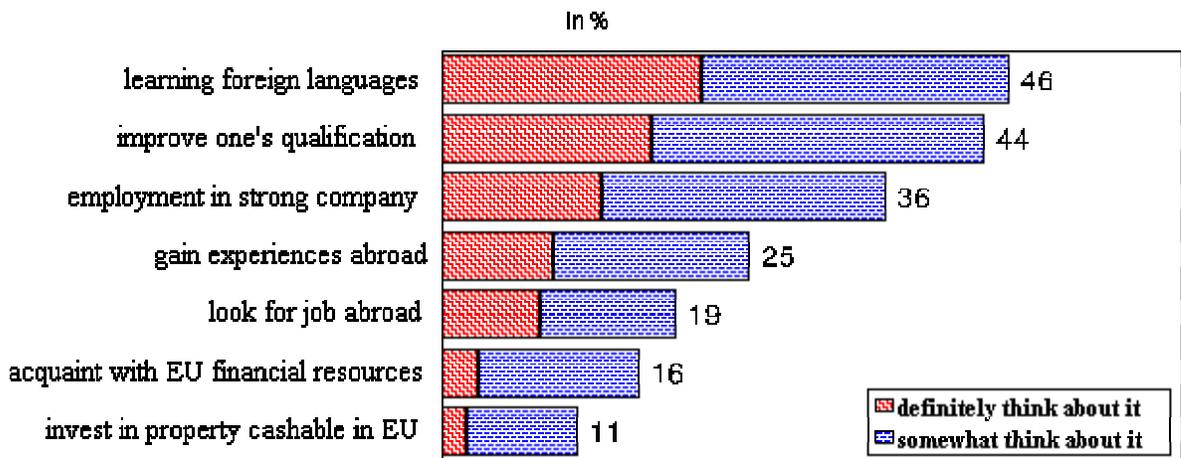
EXPECTED TIMING OF POSITIVE IMPACT OF CR's EU MEMBERSHIP



EXPECTED IMPROVEMENT IN SELECTED AREAS AFTER THE CR JOINS THE EU

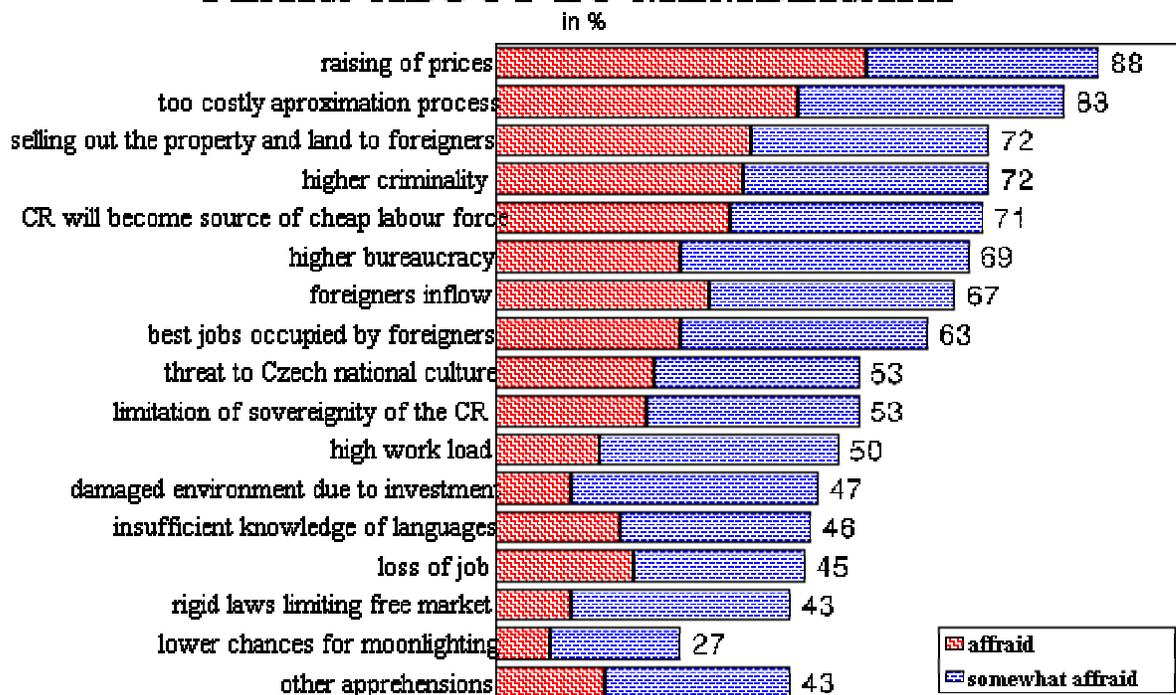


RESPONDENT'S PREPARATION FOR JOINING THE EU



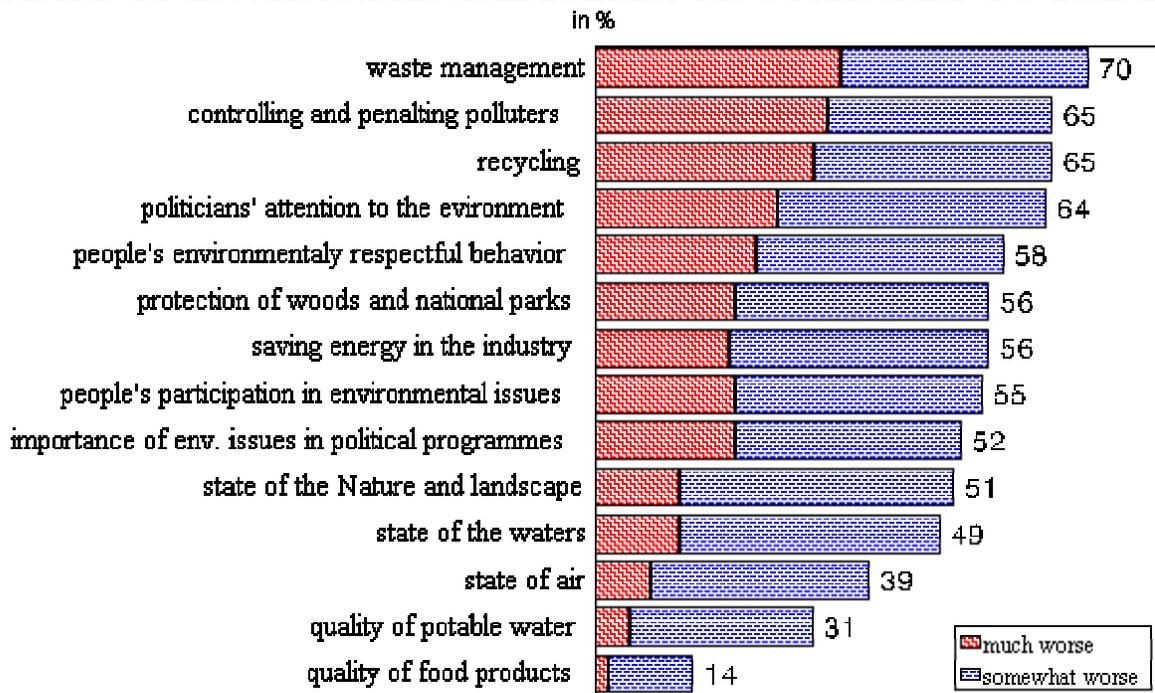
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FEARS ABOUT EU MEMBERSHIP



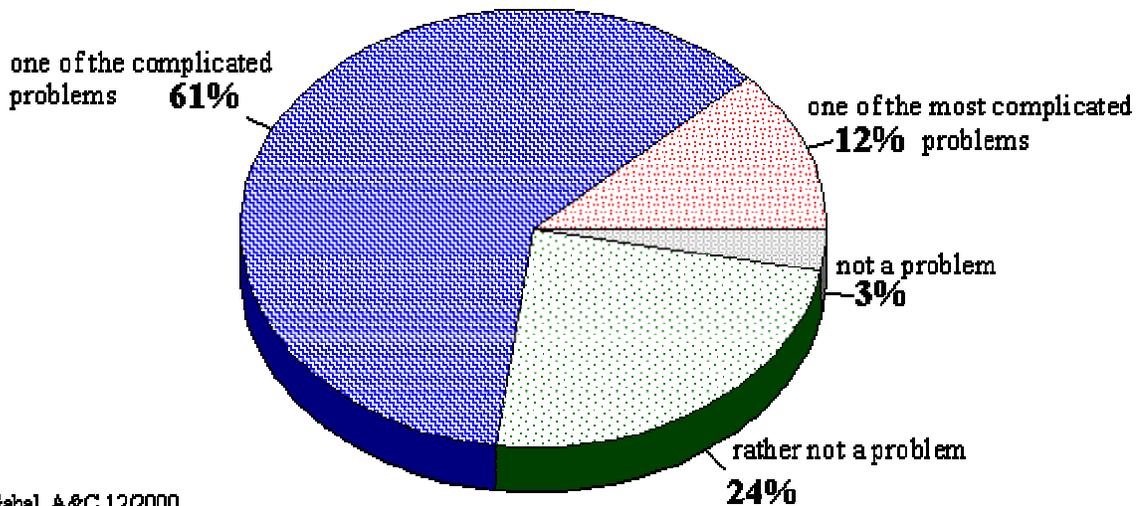
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STATE OF ENVIRONMENTAL ITEMS: CR COMPARED TO THE EU



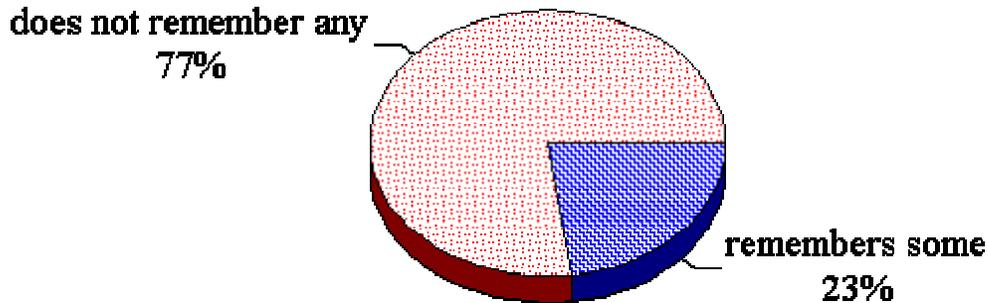
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HOW EXIGENT WILL BE THE ACCEPTING OF THE ENVIRONMENTAL EU NORMS ?



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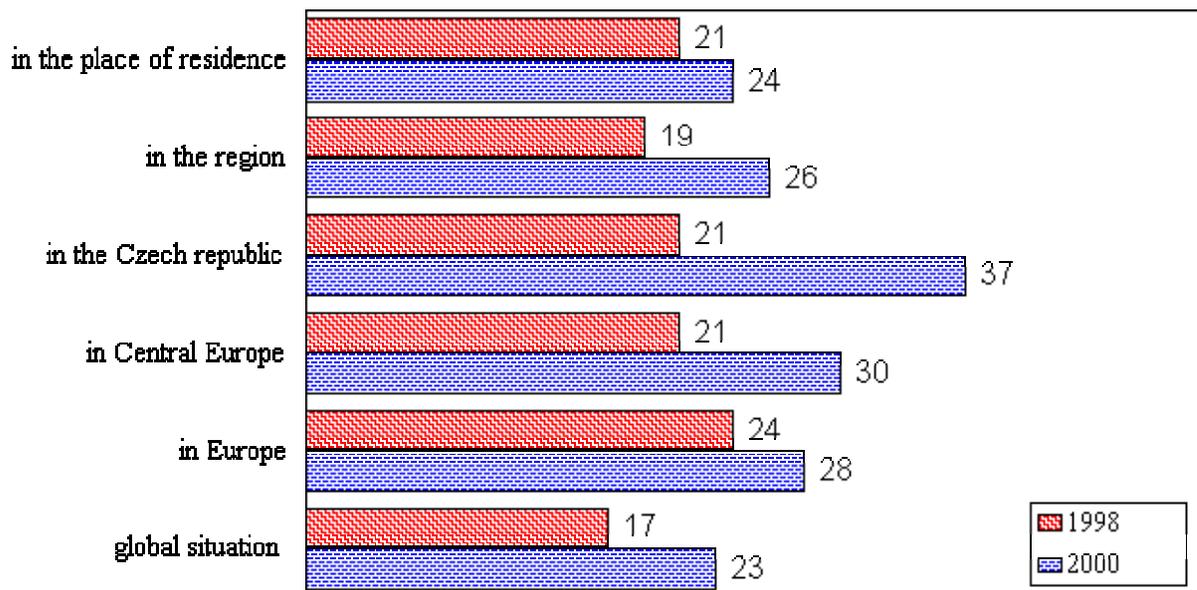
DO YOU REMEMBER ANY ENVIRONMENTAL REQUIREMENT OF THE EU ?



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BELIEF IN THE FUTURE BETTERMENT OF THE STATE OF ENVIRONMENT

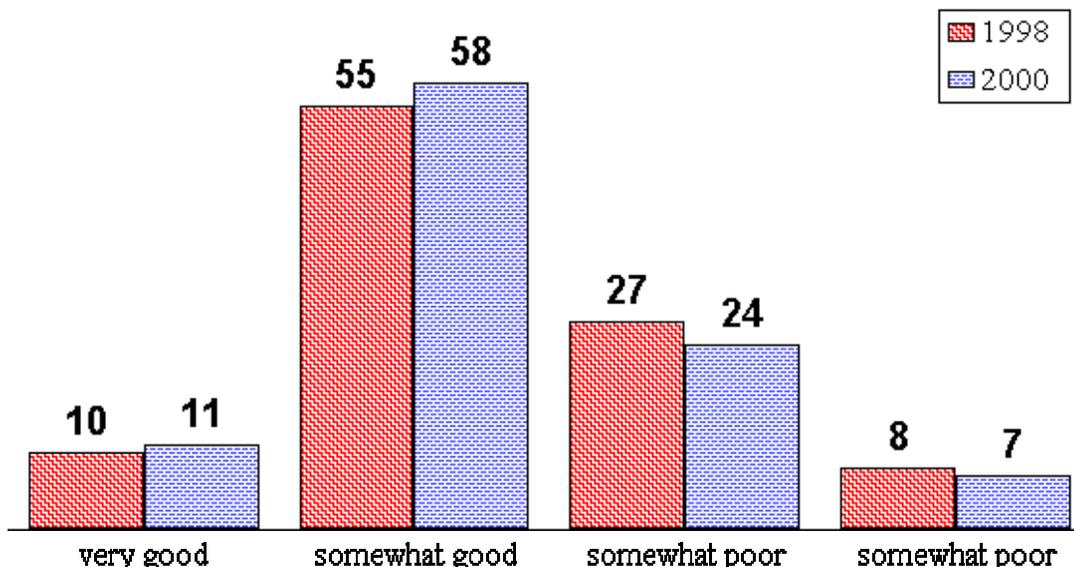
in %, comparison 1998 - 2000



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CONDITION OF THE ENVIRONMENT IN THE PLACE OF RESIDENCE

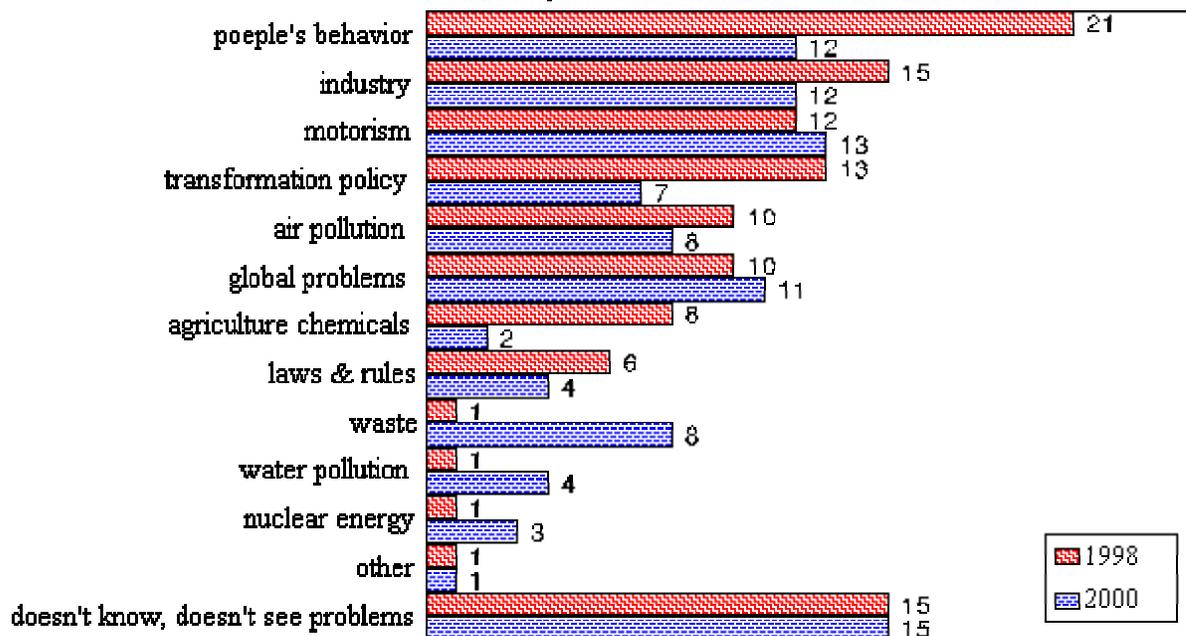
in %, comparison 1998 - 2000



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MOST SIGNIFICANT CAUSE OF ENVIRONMENTAL PROBLEMS WITH RESPECT TO PERSONAL HEALTH IMPACT

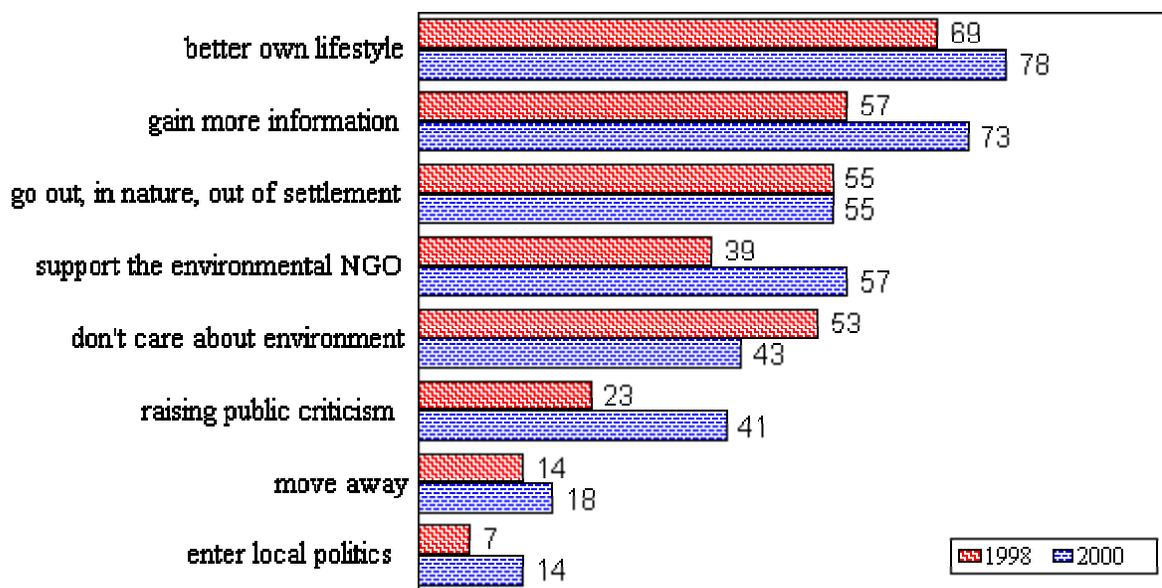
in %, comparison 1998-2000



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PREFERED RESPONSE TO THE ENVIRONMENTAL PROBLEMS

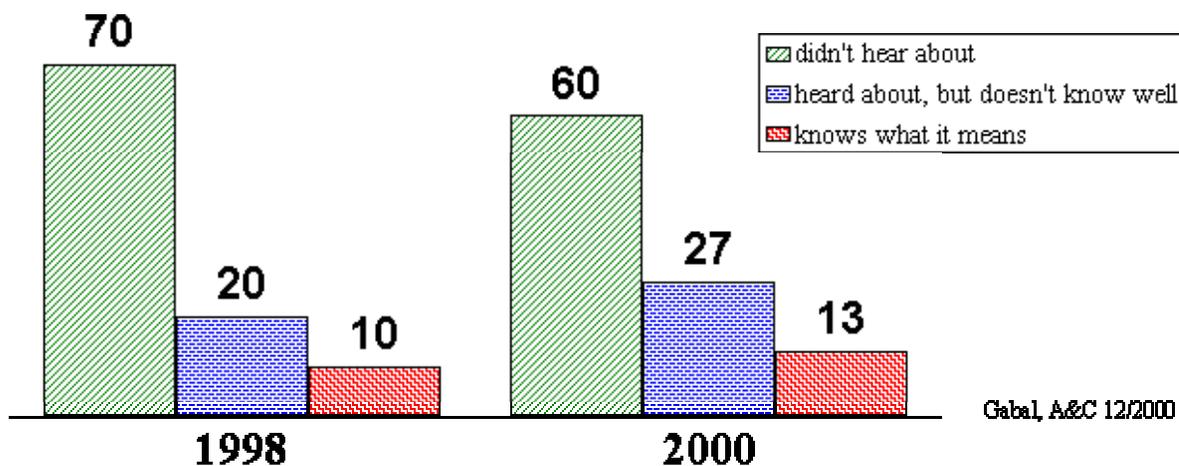
% of agree, comparison 1998 - 2000



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THE "SUSTAINABLE DEVELOPMENT" CONCEPT KNOWLEDGE

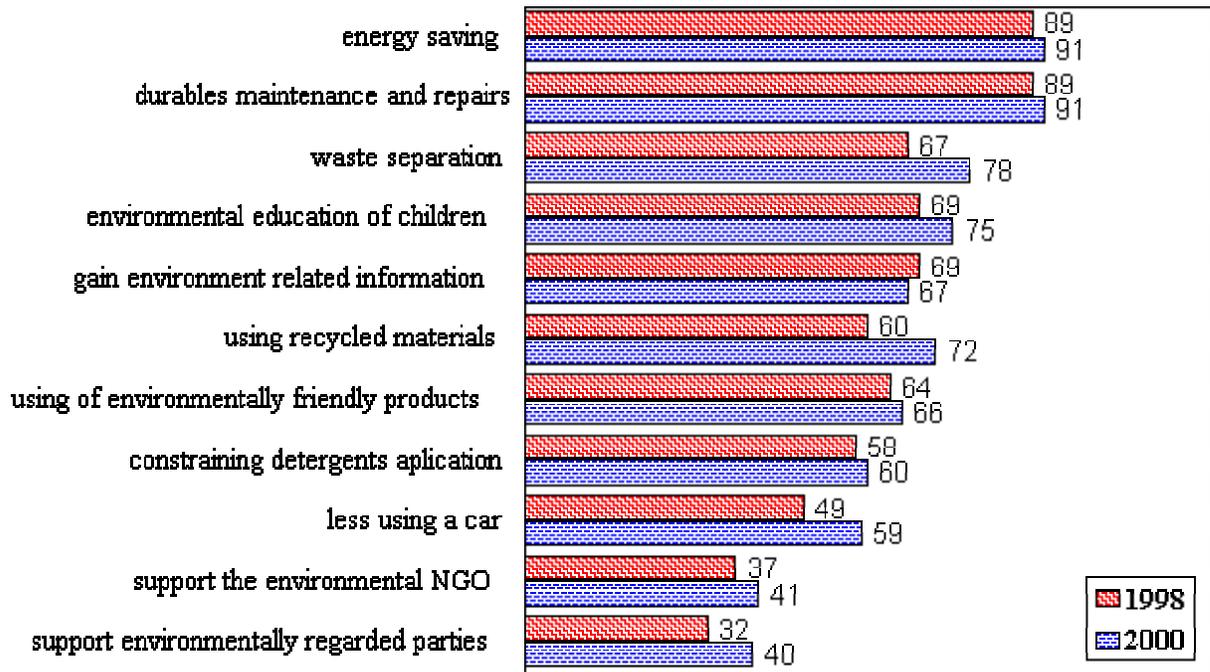
in %, comparison 1998 - 2000



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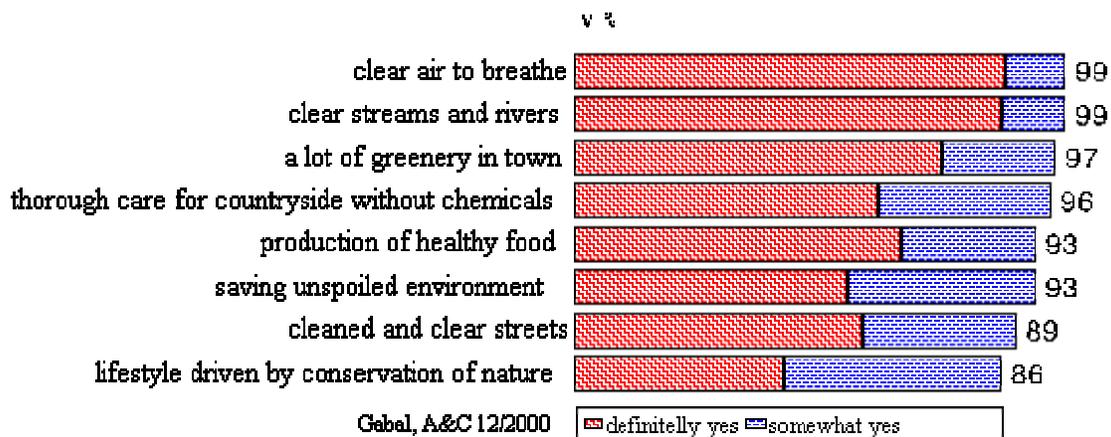
ENVIRONMENTALLY RESPECTFUL ACTIVITIES

"do regularly" + "do sometimes" in %, comparison 1998 - 2000



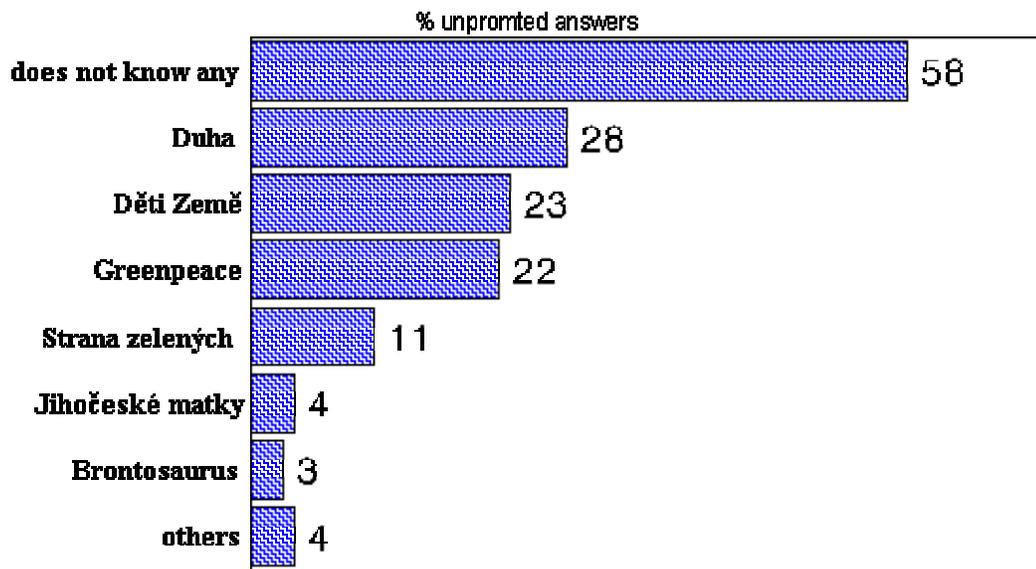
Gabal, A&C 12/2000

WHAT SHOULD BE THE MISSION OF THE ENVIRONMENT PROTECTION?



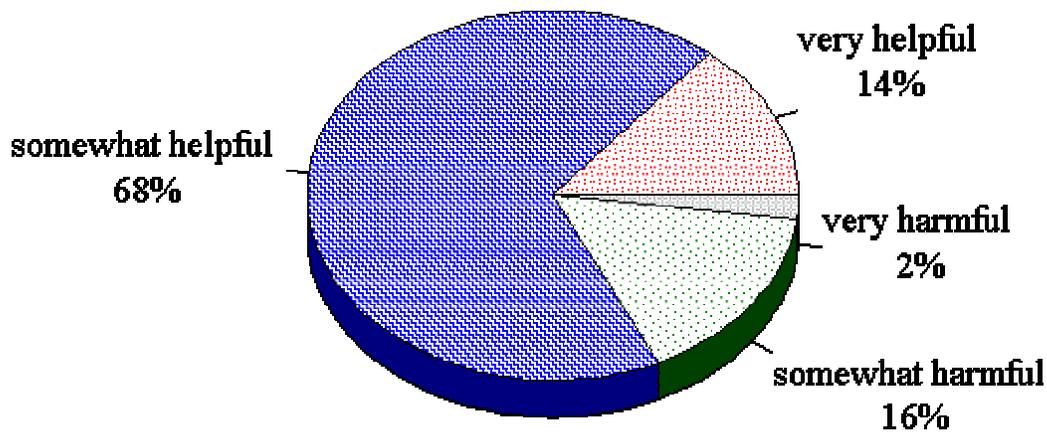
definitely yes somewhat yes

ENVIRONMENTAL NGO KNOWLEDGE



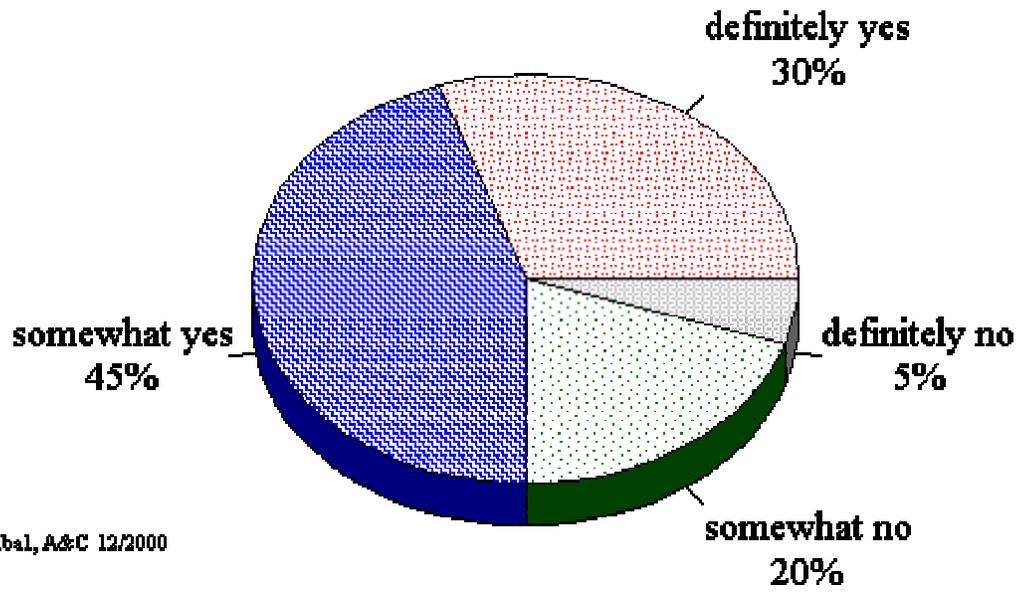
Gabal, A&C 12/2000

EVALUATION OF ENVIRONMENTAL NGOs PERFORMANCE



Gabal, A&C 12/2000

WILLINGNESS TO PARTICIPATE IN LOCAL EIA



Gabal, A&C 12/2000

8.9. Regional Self-Government of Regions, a New Dimension in the Public Policy of the Czech Republic

Regional Self-Government in the Czech Republic and in its Neighbouring Countries

The elections to the regional representations that took place on November 12, 2000 were a next step to the fulfilment of the Constitution of the Czech Republic passed on December 16, 1992 (the Constitution became effective at the beginning of 1993)⁶². These elections were preceded by passing of the inevitable constitutional act establishing thirteen regions. At the same time the Capital City of Prague acquired the position of a region. This regional arrangement is a certain variety of the arrangement of the former Czechoslovak Republic in the period 1949 – 1960.

The current arrangement was created on the basis of the Constitutional Act No. 347/1997 Code, establishing higher self-government territorial units. This is *de facto* the constitutional act on the thirteen selected cities and on subdivision of the State territory among these cities. None of the bills of the mentioned constitutional act contained more detailed reasons for the existence of the particular units within the subdivision of the State into thirteen regions. They did not include reasoning similar to that, which may be found in the Reason Report to the Act on regional arrangement of December 1948. The more troublesome is, however, the fact that those submitting the Government bills of the constitutional act rejected attempts to make a legislative determination of fundamental responsibilities and competence of the self-government of the regions in the appropriate constitutional act. Similarly there is no definition of the existence of regional budget resources appropriate to their responsibilities and competencies as established by the law included in the constitutional act.

The current regionalisation of the Czech Lands cannot be then, unfortunately, described as an optimum one, rather as the opposite situation⁶³. This with respect to the state both in the neighbouring Central European countries (namely in the Federal Republic of Germany, Poland, and Austria), and in all Member States of the EU. The Czech party required the fourteen regions established by the conditional act of 1997 are assigned to the category of the territorial units for statistics level 2 - NUTS 2 at negotiations with responsible institutions of the European Union in 1998. Such proposal was not realistic. From the analysis of conditions in the fifteen Member States of the European Union clearly unambiguous conclusion was made as follows: there may be 9 units NUTS 2 in the Czech Lands as maximum.

Therefore the opinion of the EC was also unambiguous: the mentioned 14 regions (including the Capital City of Prague) cannot be primarily considered to be territorial units for statistics level 2, these are units NUTS 3. And it also concluded from the analysis of conditions in the Member States of the European Union that there could

⁶² So now, out of the institutions explicitly mentioned in the Constitution of the Czech Republic, just the Supreme Administrative Court is not established. At the same time this fact, however, provides an evidence of a very serious trouble, which the non-existence of the administrative courts of full jurisdiction is.

⁶³ This situation is, among others, also a consequence to the non-respecting of recommendations of the statistical office of Eurostat and recommendations of the appropriate General Directorate for Area and Regional Policy and Cohesion: „As optimum it would be to create six or seven regions comparable and first of all competitive within the European Union as well as in the context of Central Europe“. In the Czech Republic similarly there has been any response to neither the Charter of the Regionalisation of the Communities passed by the European Parliament on November 18, 1988 nor to the draft of the European Charter of Regional Self-Government prepared by the Congress of Local and Regional Authorities of the Council of Europe. Recommendation 34/1998, of June 5, 1997.

be 25 to 30 units NUTS 3 formed in the Czech Republic. These are defined as grouped districts⁶⁴.

In Austria, for example, there are 35 units NUTS 3. In the Federal Republic of Germany districts, German called Landkreise, are the territorial units for statistics level 3 (NUTS 3). 117 cities also enjoy the position of this so called land district –called Kreisfreie Städte in the German language. So in the Federal Republic of Germany there were altogether 440 units NUTS 3 having average area 811 km² and of average population almost 187 thousand inhabitants. Communities accounted for 14,197 at the end of 1998.

Regional, or potentially federative, arrangement in five larger and five smaller European states (Germany, Belgium, and Austria are federations) is characterised in Table 1.

⁶⁴ For the case of interest till 1948 there were twenty-four Regional Courts and nineteen Internal Revenue Office Headquarters in the Czech Lands within that time land arrangement. Today there are just eighth such institutions in the Czech Republic.

Table 1

State	Area (km ²)	Popula-tion (million) July 1, 1997	Popula-tion density per km ² July 1, 1997	Number of lands/ regions	Lands, regions		Units NUTS 2 (1)			
					Aver. area (km ²)	Average population (million)	Number of units NUTS 2 (2)	Aver. area (km ²) (1)	Average population (million) (1)	Number of units. NUTS 3 (3)
Italy	301,316	57.52	191	20	15 066	2.87	20			103
France	543,965	58.81	108	22	24 726	2.66	22			96
Germany	356,718	82.67	230	16	22 295	5.12	38	3 387	2.15	445
Spain	504,790	39.32	78	17	29 694	2.18	17			50
Poland	312,683	38.65	124	16	19 543	2.41	16			49
Belgium	30,518	10.19	334	11	2 774	0.92	11			43
Czech Republic	78,864	10.3	131	14	5 633	0.74	8	9 858	1.28	14
Hungary	93,030	10.15	109	20	4 651	0.5	7	13 290	1.45	20
Nether-lands	41,029	15.6	380	12	3 419	1.3	12			40
Austria	83,859	8.07	96	9	9 329	0.89	9			35

(1) Data on average area and average population of the units NUTS 2 are given in such cases only if these units are not always identical with units of regional self-government.

(2) Data on the number of regions and units NUTS 2 in Spain do not include the enclaves of Ceuta and Melilla on the coast of North Africa, having 32 km² and 130 thousand inhabitants.

(3) The number of units NUTS 3 in Poland coincides with the number of shires, which existed in Poland till 1998.

Source : Eurostat, Czech Statistical Office

The Czech Statistical Office determined, on the basis of a prior decision of the Government, that merely the Capital City of Prague, the Central Bohemia Region and the Ostrava Region are also units of NUTS 2 and NUTS 3. Other eleven regions are grouped in pairs, in one case in a triple, forming five further regions of NUTS 2. These eight regions at the level of NUTS 2 are at the same time defined in the Act on the support to regional development as the regions of cohesion. The act shall become effective on January 1, 2001.

Such regional arrangement, both at the level of NUTS 2 and the one of NUTS 3, is important either to regional statistics and regional analysis or as, first of all, the guidelines of policy of reinforcing of economic and social cohesion in terms of Title XVII, Arts. 158-162 of the Treaty establishing the European Communities and the Treaty on European Union.

For purposes of the analysis of regional disparity (namely regional economic and social differences) the system of fourteen regions (units NUTS 3) is, however, absolutely not suitable. There could be units of this level almost as twice as much in the Czech Republic. Therefore it is necessary to use evaluation by 77 districts, ie. NUTS 4. Otherwise many substantial regional differences could remain uncovered. The fourth level within the nomenclature of territorial units for statistics is, however, not the lowest regional level yet only a higher local level.

Typology of regions according to appropriate criteria and the following delineation of sets of territorial units, which are entitled to the concentrated support, are made also by districts in the Czech Republic. The Strategy of Regional Development of the Czech Republic approved by the Government in July 2000 includes specification of

a set of ten districts with the heaviest structural troubles⁶⁵ and another set of ten districts economically weak⁶⁶.

Basic characteristics of regional arrangement at levels of NUTS 2 and NUTS 3 (ie. also regions, which are higher self-government territorial units are given in Tables 2 and 3:

Table 2 (Source : Czech Statistical Office)

Region NUTS 2 Region – region NUTS 3	Area (km ²)	Population (thousands) 31.12.1999	Population density inhab./km ²	Number of communities	Number of administrative districts
Prague	456	1 189	2 393	1	
Central Bohemia	11 014	1 111	101	1 147	53
Prague and Central Bohemia	11 510	2 298	200	1 148	
Southwest	17 616	1 178	67	1 128	70
Budějovice Region	11 056	626	62	623	37
Plzeň Region	7 561	552	73	505	33
Northwest	8 650	1 132	131	485	43
Karlovy Vary Region	3 315	305	92	131	14
Ústí nad Labem Region	5 335	827	155	354	29
Northeast	12 440	1 490	120	1 117	82
Liberec Region	3 163	429	136	216	21
Hradec Králové Region	4 758	552	116	448	35
Pardubice Region	4 519	509	113	453	26
Southeast	13 987	1 659	119	1 375	58
Jihlava Region	6 925	521	76	730	26
Brno Region	7 062	1 137	161	645	32
Central Moravia	9 103	1 240	136	691	42
Olomouc Region	5 139	642	125	392	18
Zlín Region	3 964	598	151	299	24
Ostrava Region	5 554	1 281	231	300	30
Total	78 860	10 278	130	6 244	378

Table 3

Gross Domestic Product (GDP) per capita in the territorial units for statistics of level 2 and level 3 in the Czech Republic in 1996		
Region NUTS 2 Region NUTS 3	EU 15 (PPS) = 100	EU 15 + 10 (PPS) = 100
Prague	123.0	142.2
Central Bohemia	50.3	58.1
Prague and Central Bohemia	70.1	79.6
Southwest	63.2	73.1
Budějovice Region	59.8	69.2
Plzeň Region	67.0	77.4
Northwest	60.8	70.3
Karlovy Vary Region	58.9	68.1
Ústí nad Labem Region	61.5	71.2

⁶⁵ The first category of territorial units with hardest structural problems (marked as regions, which is not correct from the point of the nomenclature of territorial units for statistics) includes districts as follows: Most, Karviná, Teplice, Chomutov, Děčín, Kladno, Ostrava-město, Přerov, Louny, and Frýdek-Místek. These districts have altogether population over 1.7 million inhabitants, ie. 16.7 % of the Czech Republic population and their territory accounts for 7,308 km², ie. 9.3 % of the State area.

⁶⁶ The category of so called economically weak regions includes the districts as follows: Louny, Tachov, Znojmo, Český Krumlov, Bruntál, Jeseník, Třebíč, Prachatice, Břeclav, Svitavy. These districts' population is approx. 860 thousand inhabitants, ie. 8.3 % of the Czech Republic population on the area of 13,525 km², ie. 17.2 % of the State area.

Northeast	56.6	65.4
Liberec Region	55.5	64.2
Hradec Králové Region	57.4	66.4
Pardubice Region	56.5	65.4
Southeast	59.3	68.5
Jihlava Region	52.9	61.2
Brno Region	62.1	71.9
Central Moravia	55.8	64.6
Olomouc Region	56.0	64.7
Zlín Region	55.7	64.4
Ostrava Region	64.0	74.0
Total	66.2	76.5

Source : Czech Statistical Office, Eurostat

Specific nature of the policy of decentralisation and the policy of regional development and regional planning in the Czech Republic is illustrated by the fact that the regional arrangement pursuant to the Act on territorial arrangement of the State of 1960 still remains effective. It serves mostly as the base for the territorial organisation of police and justice.

Table 4

Region	Area (km ²)	Population (thousand) 1996	GNP per capita in PPS 1966	
			EU 15 = 100	EU 15 + 10 = 100
Prague	496	1,207	123.0	142.2
Central Bohemia	11,015	1,106	50.3	58.1
South Bohemia	11,345	701	59.1	68.3
West Bohemia	10,876	860	64.1	74.1
North Bohemia	7,799	1,179	60.0	69.4
East Bohemia	11,240	1,235	56.3	65.1
South Moravia	15,028	2,056	58.7	67.9
North Moravia	11,067	1,972	61.2	70.8
Total	78,867	10,315	66.2	76.5

Source : Czech Statistical Office, Eurostat

Till 1998 these regions were also used as territorial units for statistics at the level NUTS 2. In 1990, 1992, 1996, and 1998 they served as election districts for the elections to the Chamber of Deputies, one of the two chambers of the Parliament of the Czech Republic.

In discussions on bills of the constitutional act establishing higher self-government territorial units in 1997, unfortunately, the requirement for appropriate compatibility of the regionalisation of the Czech Republic namely in the context of states of Central Europe was entirely ignored. The Czech Republic is a neighbour to one of the largest and most developed federative land of the Federal Republic of Germany – to Bavaria. Today's Bavaria has over 12 million inhabitants and territory of 70.5 thousand km² (slightly smaller than the Czech Republic). Today's regions of Budějovice, Plzeň, and Karlovy Vary in the South Bohemia and West Bohemia are neighbours to these Bavarian regions:

Table 5

Region NUTS 2	Area (km ²)	Population (thousand) 1996	GDP per capita in PPS 1996	
			EU 15 =100	EU 15 + 10 = 100
Niederbayern	10311	1149	97	112

Oberfalz	9691	1058	100	115
Oberfranken	7231	1113	107	124
Sachsen	18412	4550	64	74

On the Austrian side of the state borders in the South Bohemia and South Moravia the Czech Republic also neighbours to three federative lands (including the city of Vienna) :

Table 6

Region NUTS 2	Area (km ²)	Population (thousands) 1996	GDP per capita in PPS 1996	
			EU 15 = 100	EU 15 + 10 = 100
Niederösterreich	19173	1528	96	111
Wien	415	1593	167	192
Oberösterreich	11980	1381	102	118

Since 1998 there has been similar inequality in comparison of the fourteen regions of the Czech Republic and the newly established sixteen Polish shires, in both the cases self-government territorial units. Current regions of the Czech Republic had their counterparts in Polish shires that existed till 1998. These administrative territorial units, however, had no directly elected body of representatives of regional self-government. Nowadays, only three shires are neighbours to the Czech Republic as follows: Low-Silesia Shire (centre is the city of Wrocław) Opole Shire (centre is the city of Opole), and Silesia Shire (centre is the city of Katowice).

Table 8

Country	Area (km ²)	Population 1997,1998 (thousand)	Population density per km ² 1997,1998	HDP/capita. in PPS 1997 EU 15 = 100
Shire				
Low-Silesia	19,946	2,987	150	37
Lublin	13,985	1,020	73	34
Opole	9,412	1,092	116	34
Podlesie	20,180	1,224	61	28
Saint Cross	11,672	1,330	114	27
West Coast	23,032	1,729	75	38

All current sixteen Polish shires might be, of course, included into the category of the territorial units for statistics NUTS 2. Further evidence of entirely different approach to decentralisation and regionalisation of the state in the neighbouring Poland is the respect to traditions of historical territories⁶⁷.

Territorial arrangement of public administration, state decentralisation, shape of territorial self-government of the Czech Republic will therefore very probably be substantially different from the conditions in Poland, the Federal Republic of Germany,

⁶⁷ Unfortunately, in the current Czech Republic situation is different – historical Bohemian-Moravian land borders have not been taken much into account. The Jihlava Region, which artificially unifies traditionally Bohemian and Moravian territories, may serve as an example of such little respect to historical arrangements.

and in the neighbouring Austria. Moreover, the current development includes also intensively pushed intention to reduce the self-government of communities.

The comparison of the current trend in the Czech Republic with results of the Polish administrative reform of 1998 leads to a relatively unambiguous conclusion: Obviously not very clear conditions will be established in the Czech Republic.

Functions and Functioning of Regions

The use of the one aspect in regionalisation of the Czech Republic – subdividing of the State territory among thirteen selected cities⁶⁸, not always on the basis of them being actual or so-called natural centres of area, may give very troublesome results⁶⁹.

Not fully clear establishing of regional competence (higher self-government territorial units) also seems to be troublesome from the point of the functioning of newly established regional arrangement of the Czech Republic and insufficient financial resources of this level of territorial self-government at the beginning of its work.

As late as in the course of 2001 so-called some things, rights and duties shall be transferred from the property of the Czech Republic into the property of the regions pursuant to a special act. Regions shall have in their property various organisations that have been under competence of the ministries of transportation, education, youth and sports, culture, labour and social affairs, health, and agriculture⁷⁰. Regions should acquire further property of the State of similar fields along with appropriate rights and duties in 2002 in relation with the transformation of 73 District Authorities⁷¹.

Yet future development in financial resources of regional self-government shall have a very principal importance. Therefore it may be expected that the distribution of tax revenues among communities, regions, and state budget, which shall be established by an act, will become one of the hot political issues in 2001, which will be followed by the elections to the Chamber of Deputies of the Parliament in June 2002.

The property management, establishing and founding of legal entities and facilities, which will not be legal entities and will be devoted to fulfilling tasks of regions, shall belong to basic responsibilities of these self-government territorial units. The intention to transfer as much as possible portion of provisions for public services in the

⁶⁸ The first Article of „Charter of the Regionalisation of the Communities“, adopted by the European parliament in 1988, provides the definition of a region as follows :

(i) in the sense of the Charter the term region shall mean a territory, which from geographical point of view forms an obvious unit or a complex of several territories representing a closed structure. Its population feature certain common elements, which they intend to preserve and further develop characteristics following from them aiming to acceleration of cultural, social, and economic progress.

(ii) So called common elements of a certain population shall mean common characteristics of language, culture, historical traditions, and common interests in the field of economy and transportation. These elements shall not be necessarily always grouped.

(iii) Various marking and legal positions, which these units may have in different states (autonomous communities, lands, national circles, etc.), does not make a basis for them to be excluded from the considerations assumed under the Charter.

⁶⁹ On the contrary, for the regional subdivision of the state at one level lower the taking into account the principle of homogeneity in social, economic, physical geography, and environmental matters, etc. is as minimum of the same importance.

⁷⁰ These are, for example, secondary and professional schools, other facilities for education and child and youth care, cultural institutions – as museums, galleries, libraries, and roads of II. and III. class, etc ...

⁷¹ These authorities established by a special act in 1990 are reporting to the Government. They execute state administration on territories of districts and state and instance supervision over communities. Cities of Brno, Ostrava, and Plzeň have also the status of the district. District authorities are not legal entities. Until this year they have had their own budgets and administered relatively important portion of the state property located in districts.

fields of social care, medical care, transportation, education and culture onto the regions was already formulated in the legislation proposals in 1994.

Generally establishing of the competence of the elected representatives and the authorities are determined by the principle of subsidiarity: in distributing competencies the regions shall administer tasks, which are beyond the capacity of communities, similarly ministries and other authorities of central government shall administer everything, what is beyond capacity of the regions.

The act on regions and following legislation distinguish so-called independent jurisdiction and delegated jurisdiction. This delegated jurisdiction shall mean the execution of the state administration. Such delegated jurisdiction shall mean the fulfilment of the region right for self-government in matters, which are defined by law.

Pursuant to the Constitution the region is self-administered by the representatives. The representatives are, except others, responsible for the co-ordinating of the development of the territory of the region, approving of programmes of territorial development of the region, and the providing for the implementation and controlling of fulfilment of these programmes. The representatives also approve land-use planning documents for the region territory. Furthermore they shall decide on the scope of the basic transport services on the region territory.⁷²

In the execution of the self-government jurisdiction the regions shall collaborate with communities. Regional authorities shall always consult plans for regional development with the appropriate authorities of communities concerned.

While executing their independent jurisdiction the regions may multilaterally co-operate yet only on the basis of an agreement concluded for a concrete task or by the establishing of legal entities pursuant to a special act by two or more regions. The regions may also co-operate with self-government territorial units of other states and join regional groups or associations with foreign partners. The co-operation may include just activities within the framework of their self-government jurisdiction. This co-operation may be performed only on the basis of an agreement.

What remains questionable is if the regions have the instruments and tools necessary to fulfil all these competencies, namely in the field of regional development policy and regional planning as well as financial resources large enough.⁷³

The regions of the Czech Republic themselves are not, as already mentioned above, always very competitive in the context of the fifteen Member States of the European Union and if compared to the ten states of Central and Eastern Europe, which strive for accession to the European Union. In this sense the Act on regions is not fully complying with the appropriate article of the European Charter on Local Self-Government, which the Czech Republic signed in 1998 and subsequently ratified.

The Act on regions also does not unambiguously establish that the regional self-government bears its own portion of responsibility for sustainable development and environmental care.

It seems that similar substantial questions concerning legal framework, in which the regions will become to work in the Czech Republic, are relatively many.

⁷² General definition of the regional responsibilities is included in this provision: „The region in its independent jurisdiction over its territory furthermore cares for complete territorial development, namely the creation of conditions for the development in social care and for satisfying of its citizen needs in compliance with local customs, habits, and circumstances. First of all, the satisfying of needs of health protection and development, conditions of living, transportation and communication, needs for information, education and enlightenment, overall cultural development, and protection of public order“.

⁷³ The regional development programme, for example, has, pursuant to the act on the support to the regional development, the concept of a mid-term document, which determines the focus of the development support. The preparations of the programme and so-called making of land-use planning documents pursuant to the appropriate act do not fall within the competence of the regional self-government yet it is the executive competence of the state administration.

Prospects of the Work of the Regional Self-Government in the CR

The evaluation of the actual status within the next two-year period ending by the elections to the representations of communities in November 2002 will bring enough findings inevitable to answer to all questions, which will emerge in the first two years of the work of the regional self-government along with communities.

So for the time being further development may be only anticipated on the basis of programmes of political parties, which put up their candidates to the first regional elections on November 12, 2000. Pursuant to the appropriate act on elections only political parties were allowed to put up their candidates to the regional elections. Thus potential associations of independent candidates in respective regions had to register as political parties. The first regional elections had a concept similar to that of the elections to the Chamber of Deputies of the Parliament ie. as elections of proportional vote. The electorate might vote for just one list of candidates and also use four preferential votes. Therefore at the elections to the representations of self-government territorial units the principle – first of all, the elector should decide, which candidate acquire the mandate of the representations of a community or region – shall be employed.

Election programmes of political parties for the first regional elections, namely programmes of the national parties having representatives in the Parliament were much affected by the mentioned “parliamentary” and not “community” approach to the regional elections. Except for regional associations, political parties had rather national programmes for regions than regional versions of their national programmes.

Among the election programmes for the regional elections the programme of the Communist Party of Bohemia and Moravia makes a certain exception. The programme writers mostly took the knowledge of the current competencies of regions established by the act as the base and within this framework they found actual needs of respective regions and their needs. Similar approach was employed by majority of regional parties or associations of independent candidates established in respective regions. In all the regions one of the major issues of the election campaign was to complete the building of the highway network of the Czech Republic as soon as possible.

Number of programmes of parties and their often exhausting scope entirely prevent to make an exact analysis in a short retrospective. Low participation in the elections (on average one third of the electorate participated in) brought the evidence that election programmes were very probably the last thing affecting the decision making of the electorate. Moreover, the low participation documented that self-government regions enter the public life with the same lack of attention as they entered to the Czech legislation and politics. The regional self-government has not become a new challenge or impulse for citizen participation of the electorate.

More we will obviously learn from the evaluation of programme declarations, which executive authorities - regional councils – lay before the regional representations once they are voted. These new regional governments will have to comply with the legislation framework given.

EU from the View of Regional Elections

It is interesting to monitor what way the issues of the accession to the European Union appeared in the political parties’ programmes for regional elections. proposals for the establishing of the region representation in the Brussels at the authorities of the European Union were relatively frequent. Especially in regions neighbouring to Germany majority of political entities are aware of beneficial effects of the development of transboundary interregional co-operation. The regions when established shall have play an important role in Euroregions Šumava, Egrensis, Krušnohoří, Labe, Nisa. Due to broadening of the scope of the PHARE programme CBC, for example, the Hradec

Králové Region and Pardubice Region shall not stay behind in the Czech-Polish Euroregion Glacensis, as well as the Zlín Region in the Czech-Slovak Euroregion Bílé Karpaty (White Carpathian Mountains), etc.

In the negative sense the election campaign brought worrying evidence that election parties and their leaders are not ready concerning the role, which regions should play as the new entities affecting the process of accession of the Czech Republic to the European Union. Regions are also novel entities and subjects to „policies of the Communities“. It was demonstrated that hardly any person is informed enough on the Committee of the Regions⁷⁴. The same holds for the legislation framework of the pre-accession assistance from the European Union – ie. programmes of PHARE, ISPA, SAPARD, as well as on rules which the policy of reinforcing of economic and social cohesion and other policies of the Communities are governed.

⁷⁴ Advisory body of the Communities whose members are representatives of regional and local governments.