



COUNCIL OF MINISTERS

REPUBLIC OF POLAND

**THE NATIONAL ENVIRONMENTAL POLICY FOR 2009-2012
AND ITS 2016 OUTLOOK**



WARSAW 2008

CONTENTS

INTRODUCTION

CHAPTER 1

The priorities of environmental policy of the Republic of Poland in 2009-2012 and the 2016 outlook

CHAPTER 2

Directions of system activities

- 2.1. Integration of environmental principles in sectoral strategies
- 2.2. Market activation environmental protection
- 2.3. Environmental management
- 2.4. Public participation in environmental activities
- 2.5. Research and development activities and technology progress
- 2.6. Liability for environmental damage
- 2.7. Environmental aspect of physical planning

CHAPTER 3

Protection of natural resources

- 3.1. Nature conservation
- 3.2. Protection and sustainable development of forests
- 3.3. Rational management of water resources
- 3.4. Land protection
- 3.5. Managing geological resources

CHAPTER 4

Improve environmental quality and safety

- 4.1. The environment and human health
- 4.2. Air quality
- 4.3. Water protection
- 4.4. Waste management
- 4.5. Noise and electromagnetic field impacts
- 4.6. Chemicals in the environment

CHAPTER 5

The expenses for implementation of environmental policy

INTRODUCTION

The Act of 27 April 2001 on the Environmental Protection Law (Official Journal z 2008, No. 25, Item 150, further amended) provides that preparation of the National Environmental Policy shall be prepared each 4 years, including the forthcoming 4-year outlook thereof. On 8 May 2003, the Parliament of the Republic of Poland approved document titled „National Environmental Policy for Years 2003-2006 and its 2016 Outlook”.

In 2006 the Council of Ministers submitted to the Parliament the Draft Proposal for the subsequent "National Environmental Policy for Years 2007-2010 and its 2014 Outlook", however given the shortened Parliamentary term the Policy could not be adopted in 2007.

The analysis of that document as performed in 2008 made objection concerning its both too much general nature and a lot of outdated essential components, particularly those relating to the European Union legal framework. Therefore, updating this document was required that however caused unavoidable delay of preparation of the National Environmental Policy and in consequence its new time-horizon had to be expanded. Thus, the present elaborate is the second subsequent strategic document meeting the requirements under the Act on Environmental Protection Law.

Generally, the pattern of this document is retained the same or similar likewise that of the „National Environmental Policy for Years 2003-2006”, while however emphasising in a different way the needs to actions considered the priorities. It is also essential that new Chapter 1 was added thereto that includes both the summary of entire document, and the brief compilation of actions undertaken in 2007-2008; it also indicates the major challenges and the most important priorities in environmental policy of the Republic of Poland for the next 4-8 years.

CHAPTER 1

THE PRIORITIES OF ENVIRONMENTAL POLICY OF THE REPUBLIC OF POLAND IN 2009-2012 AND THE 2016 OUTLOOK

In times of the former People's Republic of Poland, our country was, likewise the Soviet Union and the Democratic Republic of Germany, the country with extremely polluted environment, since the national industrialisation and urban development was carried out there without any respect of the principles of environmental protection and nature conservation. The function of the legal framework was a "façade" one, while the social and economic reasons prevailed over the environmental ones. The inspection services were only poorly furnished with the relevant control and measuring equipment. The national manufacture of equipment for environmental pollution abatement practically not existed, whereas the lack of convertible currency made impossible any abroad purchase thereof. The investment expenses in environmental sector amounted to 0.3-05% of the national income, while the material losses suffered by the general public in result of environmental pollution were estimated at 5-10% of the national income.

The situation radically changed in result of the political and economic transition which was begun in 1989. New, the more restrictive laws were adopted already during the first years of the transformation period. In 1991, the Act of 20 July 1991 on Environmental Protection Inspectorate (Official Journal z 2007, No. 44, Item 287, further amended) entered into force with the aim to introduce an unified control system of environmental legal compliance, and also the first „National Environmental Policy” was approved in that year. The purpose of that strategic document was to establish fundamentals of the national development conforming to the principles of sustainable development. At the same time, given the enormous arrears in the field of environmentally sound investments, a system of (both the National and Provincial) Environmental Funds was established to accumulate the proceeds gained on the charges collected for emissions of environmental pollutants, and to support financing of particularly needed investments. In that time (1992) also an unique at the global scale the environmental financing institution, i.e. the EcoFund, was established that while using a part of the Polish foreign debt owed to six creditor States has converted these resources into environmental investments.

All these efforts being made in administrative and financial sphere were in support of environmentally sound activities of both industries and self-governmental authorities, whereas both the general public and the non-governmental environmental organisations performed the role of vigilant inspectors safeguarding the efficiency of their administrative and financial activities.

Consequently, the Republic of Poland began relatively prompt elimination of the year-lasting arrears, yet an openness to international competition and making the Polish currency convertible caused bankruptcy and closure of many industries which relayed on outdated technology and consumed excessive quantities of raw materials, water and energy. These entities would never be could competitive in terms of the price against those using the state-of-the-art technology. Moreover, under market economy conditions the prices of such goods as water or energy raised quickly, thus reflecting their full costs of production and supply.

In the late Nineties, the rate of the environmental quality improvement in Poland considerably dropped. That was due to considerable depletion of the primary reserves underpinning the general improvement. Thus, the environmental outlays significantly declined, and yet the Parliamentary decision to merge the Provincial Environmental Inspectorates with the Provincial administrative bodies made them dependant upon the regional administration, thus hampering the efficiency of their activities. This status persists somewhat until now, and no significant environmental Act has been adopted since that time.

The close perspective of Poland's accession to the European Union gave new significant impulse on this way. The provisions in the Accession Treaty imposed considerable challenges on our country, in line with a general assumption that after 2015 Republic of Poland have to be a country fully compliant against all environmental standards mandatory in the EU Member States. Implementation of that difficult challenge was supported by financial resources of the Community Funds, initially from the ISPA Programme, an then from the Cohesion Fund, in the framework of the 2004-2006 Strategy for Use the Cohesion Fund, and the European Regional Development Fund in the framework of the Integrated Regional Operational Programme, and the Sectoral Operational Programme "Improvement of the Competitiveness of Enterprises", as well as the European Agricultural Guidance and Guarantee Fund in

the scope of the Rural Development Plan for years 2004-2006, and Sectoral Operational Programme „Restructuring and Modernization of Food Sector and Rural Development 2004-2006“. Since 2004, the donations to environmental projects are being granted also from the Financial Mechanism of the European Economic Area and the Norwegian Financial Mechanism. In new 2007-2013 financial perspective, the environmentally sound investments benefit from support being provided first and foremost by the „Infrastructure and Environment“ Operational Programme, to which the amount of 4.84 billion EURO from the Cohesion Fund and the European Regional Development Fund resources is designated to environmental projects. The resources of the European Regional Development Fund under 16 Regional „Infrastructure and Environment“ Operational Programmes will be an additional Community funding source. Considerable amounts from the resources of the Rural Development Programme for 2007-2013 and the Operational Programme "Sustainable Development of the Fisheries Sector and Coastal Fishing Areas for 2007-2013" have been also designated for environmental projects. However, it has to be emphasised that even those new Community programmes with their total combined donations amounting to 6.3 billion EURO, account for no more than 20% of eligible environmental investment expenses in Poland for 2007-2013 (thus, also for 2009-2012 as the key period in this document). The remaining resources must be secured by the Polish Side.

The activities planned in the field of environmental protection in Poland write well into the European Union priority scale under the 6th Community Environmental Action Programme. Pursuant to the recent review of the Community environmental policy, the most important challenges include the activities for:

- securing implementation of the principle of sustainable development;
- adaptation to climate change;
- protection of biological diversity.

The Climate and Energy Package's decision to reduce greenhouse gas emissions in non-trading sectors (non-ETS) oblige the Member States to contribute to the EU target to reduce the greenhouse gas emissions from sources outside the EU emission trading system. These include agricultural, transport and waste management sectors that are liable for a large proportion of the total greenhouse gas emissions.

Active Poland's contribution is important in terms of discussions being held at the European Union forum on the future shape of the Community environmental law, particularly with regard to climate change. Extremely important will be the results of the activities being carried out on several EU legislative initiatives concerning the Climate and Energy Package (decision of 2008 on the reduction of greenhouse gases in non-trading sectors - non-ETS). That obliges the Member States to contribute to the EU 2020 target for reducing greenhouse gas emissions from sources outside the EU emission trading system, including agriculture, transport and waste management sectors, which account for a large proportion of the total emissions of greenhouse gases. Essential is also the proposal for Directive amending Directive 2003/87/EC so as to improve and extend the greenhouse gas emission allowance trading system of the Community (new ETS Directive), and the Draft Directive on Geological Carbon Capture and Storage (CCS Directive). Challenging is also the implementation of new Directive 2008/50/EC on ambient air quality and cleaner air for Europe. Another such challenge is the Draft Directive on Integrated Pollution Prevention and Control (new IPPC Directive). The activities in this scope will concentrate on

improvements in the prevention and control system for pollutants released by industries with simultaneous assumption that the new requirements will be introduced in a wise manner being possible for implementation, and with respecting the ideas of sustainable development.

Regarding the future Polish Presidency of the European Union in 2011, the indicative strategy could include the following themes:

- the protection of biological diversity,
- the provision of river re-naturalisation and passage capacity.

At the same time, the Republic of Poland, as a Member State of the European Union, is committed to transpose the whole Community legislation into its national legal framework that causes a number of difficult obligations to be complied with. However, consequently Poland's accession to the European Union provides an important incentive to the further progress in the field of environmental protection to be achieved in the forthcoming 8 years. It is just this period this „National Environmental Policy” refers to.

According to the general rules mandatory in the European Union, this 8-year period has to feature by rapid national economic development managed in full respect of the environmental protection and nature conservation principles, since following the basic principle of sustainable development, the environmental and social values are considered equally important as the economic ones. The environmental impact assessment procedures are one of the preventive environmental instruments that provide for integration of environmental aspects already in the preparatory phase of elaboration on strategic documents, and then in possibly early technical design and decision making phases for specific projects. Decision making processes have to be straightforward and transparent and have to provide for full access to information for the representatives of the general public, including in particular the non-governmental environmental organisations. In order to fulfil this task, an in-depth reform of environmental services is necessary in Poland to make them subordinate to the central governmental administrative authorities in the scope of inspection of strategic investments. Moreover, pursuant to the common water policy of the European Union, where the environmental objectives assumed are to be really achievement, management of water resources has to be performed within a system of hydrographical, but not administrative territorial units.

The environmental protection and nature conservation principles have to be integrated in physical management plans. However, the physical planning itself undergoes deep institutional crisis bringing about adverse effects to the national spatial order. Rapid and in-depth reform of this system is required.

Polish industry develops quickly and its environmental impacts undergo reduction thanks to the state-of-the-art technology. However, unfortunately the industries manufacturing environmental protection facilities and equipment have not developed sufficiently enough for the recent 18 years despite existence of the investment market with its annual financial volume of 1.5-2 billion EURO. This industrial branch still has the opportunity to its rapid development, provided however that they are capable to placing technological novelties on the market. Yet, the cooperation between industries and scientific establishment is far insufficient although the latter ones are capable to develop such eco-innovations. Also, the governmental tools are lacking that could have stimulated practical implementation of the most interesting projects.

The adverse effects of the consumptive attitudes are growing in line with increasing social wealth. That features by multiplication of material goods not necessarily indispensable to human needs that are thus being stimulated by advertisement and promotional actions, but their manufacturing requires

consumption of huge amounts of non-renewable raw materials, water and energy. That includes also a lot of foodstuff brands. Each consumer should have the right to make hi/her free choice in terms of the quality of products being purchased, including the properties thereof. However, no product assessment and eco-labelling system is available in Poland that could be pursued by the Consumers' Federation. The household equipment and appliances are the only products labelled with energy-consumption information and this means a promising step forward to an improvement.

This „National Environmental Policy” provides a lot of information on the protection of natural resources being the wealth of our country.

The abundant biological diversity is a characteristic feature of Poland. However, currently, among various legal forms of nature conservation covering the most valuable sites, the total combined areas of both 23 National Parks and 1,400 Nature Reserves occupy only 1.5% of the national territory, whereas that of 120 Landscape Parks account for 8% thereof. This nature conservation system overlaps, in its part, with that of the Natura 2000 European Ecological Network, including the Special Protection Areas for wild birds and the Special Areas of Conservation for habitats. At present, the Natura 2000 sites account for about 18% of the national territory, whereas the objective pursued by Minister of the Environment is that the list of the Natura 2000 sites be complete - in cooperation with non-governmental environmental organisations - by the end of 2009, with parallel efforts to prepare their respective management plans. The inventory of biological diversity resources to be legally protected - as currently managed throughout the national territory - is extremely useful in this effort. Completion of this list is required especially for efficient planning the course of any linear infrastructure investments (highways, sewerage mains, energy transmission lines, etc.).

It has to be mentioned here that on 17 November 2008, new specialised environmental authority, i.e. Directorate General for Environmental Protection, and its respective 16 Regional Directorates for Environmental Protection, began their governmental service at the central and regional levels of the governmental administration. These new authorities link within the substantive scope of their competence the issues connected with environmental impact assessment from projects, the matters of nature conservation management, including the Natura 2000 sites, and the questions of liability for environmental damage. Appointment of this new institutional network is aimed at considerable speeding up the environmental procedures as required during the investment preparatory phase.

Forests are another such tremendous wealth of Poland and these occupy 28.9% of its national territory. Prevailing majority of forests in Poland is subject to governance under the "State Forests" National Holding, which manages 78.1% of the forest land. According to the principles of sustainable forest management, the most important challenge the "State Forests" face currently is to shift from their forest management featuring by prevalence of the economic objectives to the multi-functional ones, since forest provides the supplies of timber, but performs also many other important functions such as protection of biological diversity, enhancement of water retention, soil protection against erosion, and also secures space for tourism and recreation. To this end, since a decade ago, the Director General of the "State Forests" National Holding has established so called Forest Promotional Complexes, where the principles of forest multi-functional management have been tested. in Poland, there are 19 such Complexes covering almost 1/8 area of the State-owned forests. This mode of conduct has to be further developed because it provides a model pattern for future forest management. Expansion of woodiness up-to 30% of the national territory in 2020, as well as afforestation, or tree planting within so called ecological corridors, i.e. the patches of vegetation and land linking the individual forest complexes, is

essential since these corridors are of special importance for preservation and development of wildlife biological diversity. However, afforestation must not be applied to these non-forest ecosystems which are both important for conservation of biological diversity and forming separate national wealth of nature.

Poland is a country where agriculture forms an important sector of the national economy. Agricultural land occupies more than 60% of the national territory including 45% thereof accounting for arable land. Unfortunately, 34% of this land falls in the 5th and 6th (i.e. poor) land quality classes, hence those produce scarce crops. Furthermore, as much as 25% of soil is endangered by wind erosion and 28% by water erosion. Thus, soil protection against erosion by means of both in-field and along-the-river-course shrub-planting and also application of good agricultural practices are the priorities in the scope of land-surface protection. Land reclamation in degraded and naturally devastated areas is a priority, and rehabilitation thereof by means of restoration of its natural and useful values is carried out to this end. Currently, in Poland there are 65,000 ha such areas, but only 1,500 ha had undergone respective land reclamation measures in 2006.

Rational management of water resources is one of the more difficult challenges facing Poland in the decades to come. This sector, although being socially, economically and environmentally important, has been underinvested for decades. Thus, water management sector has to be so reformed in several-year perspective that it reaches financial self-sustainability. Its hitherto reliance on the State budgetary resources makes it chronically underinvested although it fulfils important roles consisting not only in provision of qualitatively and quantitatively needed volumes of water to satisfy demands of the general public, agriculture and industry, but at the same time secures the inhabitants' safety and property thus protecting them against the effects of extreme natural phenomena, to only mention floods. Good step was made in 2006 to establish the National Water Management Authority, however the further tools are still lacking that would have provided for efficient national water management in the aspect of satisfactory quality of water. The latter requirement is imposed by the Directive 200/60/EC of the European Parliament and of the Council of 23 October 2000 establishing a framework for Community action in the field of water policy (Water Framework Directive) and the Directive of the European Parliament and of the Council 2008/56/EC of 17 June 2008 establishing a framework for community action in the field of marine environmental policy (Marine Strategy), the integral part of which is the Baltic Sea Action Plan being a strategic document produced by the Ministerial Conference under the (HELCOM) Convention on the Protection of the Marine Environment of the Baltic Sea Area. Besides, given the Poland's scarce water resources, widespread public awareness raising campaign and actions are required to stimulate water resource savings. Wasting water in Poland is still very big problem.

According to the Community policy in the field of flood risk management it will be necessary to

预览已结束，完整报告链接和二维码如下：

https://www.yunbaogao.cn/report/index/report?reportId=5_10617

