



Sectoral and Cross-Sectoral Integration of Biodiversity in Estonia

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1. Introduction

Estonia reported¹ that the following summarizes analysis of 75 documents prepared and published by different ministries and offices. These documents reflect about fifty different policies. Remarkable part of the development plans have been also reviewed in brief by Enterprise Estonia (<http://mak.eas.ee/26678y/z0zARTICLEy95zNLM.html>).

Key words directly referring to biodiversity (also biological, natural diversity) were found in 11 documents – the Environmental Strategy and the NEAP, the draft for Nature Conservation Development Plan, State Budget Strategy, the Sustainable Estonia 21, the Rural Development Plan, the Forestry Development Plan, the Fisheries Development Plan, the draft for National Strategy on Environmental Education, Hunting Activities Development Plan, final report of the monitoring system for the ecological tax reform and two programmes of the government – actual and that of the previous one. Nature conservation that can be considered an indirect reflection of biodiversity is in addition mentioned in National Master Plan Estonia 2010, Long-term Public Fuel and Energy Sector Development Plan until 2015, changes to the Rural Development Plan and Tourism Development Plan.

The documents expressing the sectoral policies cover the need for protection of biodiversity weakly, of secondary importance and often formally. Biodiversity is not an important issue in the documents outside the nature conservation and environment.

Further the main national development plans as the cross-sectoral documents and selected sectoral development plans (many of which do have strong cross-sectoral features) are reviewed.

The documents are grouped by sectors, always first the documents mentioning biodiversity and then the documents that do not mention biodiversity.

2. National development plans

National Master Plan Estonia 2010

The Plan presents the vision of the spatial structure and the strategic goals for built and natural environment. It forms the basis for development of settlement system (living environment, economic activities, and major services) and protection of natural and cultural environment. The plan therefore forms a ground for important placement decisions and protection of certain areas and is a major factor that determines the spatial possibility for preservation of biodiversity.

Several main goals of the National Master Plan are related to biodiversity:

- Preservation and development of the values of Estonia's settlement and landscape structure;

¹ Estonia (2008). IV National Report to the Convention on Biological Diversity, Estonian Ministry of the Environment, Tallinn 2008, 75 pp.

- Protection and improvement good state of natural environment.

The Master Plan was created based on the understanding that the landscape structure is one of the major expressions of Estonia's culture and historical consistency, and an important factor supporting national identity and grade of environment. About three quarters of Estonia is covered with forests and peatlands and, rich and diverse natural environment is one of our most valuable dowries into the new century. Protection and development of the good state of natural environment is an important basic presumption for spatial management, settlement, land use, transportation, energy production and economic development.

State Budget Strategy 2007-2010

The document provides the principles of the government for composing the state budget within four years, main goals of activities, analysis of the economic situation, prediction of the economic development and other relevant financial information. The State Budget Strategy also plans the priorities and goals for use of the EU funding within the 2007 – 2013 period.

The foreword to the document mentions among other preservation of the unique natural environment, as a detail of a more flexible and sustainable model of the welfare society nature capital is mentioned including biodiversity. The valuation of natural resources is expected to be achieved by taxation system. As a part of Priority 4: Lower environmental load, preservation of biodiversity as a basis for assuring generally favourable environment is seen, mostly by means of Natura 2000 areas and other protected areas and general nature protection management. The applied action plan of the document for environment includes measure 2.3 Preservation of biodiversity and securing sustainable use of natural resources as and investment from European Regional Fund.

Sustainable Estonia 21 (SE21)

Sustainable Estonia 21 determines the goals for development of Estonian state and society until 2030 and relates the developments in economic, social and environmental sectors to global (Agenda 21) and EU documents for long-term development. The document names goals and courses of action. As a general course development of the state towards knowledge-based society is named, four goals for development are brought out: preservation of Estonian cultural space, growth of welfare, increase of the coherence of the society and preservation of the ecological balance.

Goal 4 of the document Ecological balance includes preservation of biodiversity and natural areas where a danger is seen in the increase of the share of energy production based on renewable resources, a support worthy activity itself, increasing at the same time the pressure on natural environment and biodiversity. The document brings out a strong relationship between the Estonian cultural space and natural biodiversity with a clear positive effect to biodiversity.

Coalition agreements of the government

The coalition agreement of the previous government of the Estonian Reform Party, the Centre Party of Estonia and the People's Union of Estonia included one very clear activity to create the Natura 2000 network. This activity being lost from the new agreement can be related to the activity being fulfilled (further development of the Natura network has moved into the daily activities) does not necessarily demonstrate change in attitude.

The coalition agreement of today's government of the Estonian Reform Party, Union of Pro Patria and Res Publica and Social Democratic Party for 2007 – 2011 is much more declaratory but potentially includes more attention to biodiversity.

The chapter Environmental Policy mentions, that the aim of the environmental policy of the government is to ensure pure and naturally diverse environment supporting continuance of Estonian people and preservation of that for generations. The government coalition assumes that people are part of natural environment and seeks for reasonable balance between the environmental protection and other goals of society. In case of conflicts between the economic interests and reasoned clearly and in public environmental interests the preference has to be given to environment.

To achieve this goal the government coalition among other aspects emphasizes on active measures to protect and restore biodiversity.

Certain measures mentioned are:

4) further development of ecological tax reform, turning the monitoring system of following the „polluter pays” principle and the requirements for re-use/recycling of waste into effective. Increases the payments for generating waste and resource use, including the oil-shale;

17) improves the functioning of the network of protected areas and makes stronger the monitoring of the natural values to make better the protection of forests, wetlands and coastal areas, inland water bodies and sea;

18) completes the reform of the nature protection management by giving the State Nature Conservation Centre the obligation of management and rights for supervisory of protected areas;

20) supports traditional management of heritage landscapes and communities.

Plan for the ecological tax reform

The tax reform plan could be brought out as an example of positive surprise. The reform plan supports the concept of nature's capital including the biodiversity, stresses that natural resources and ecosystems cannot be fully replaced by produced goods and the critical issue is following the precaution principle while formulating the policies, and ensuring the sustainability of ecosystems by protecting the biodiversity. Major development strategies to be considered are brought out, including several directed towards preservation of biodiversity.

Rural architecture and landscape. Research and preservation. Sectoral development plan 2007 –2010.

The development plan underlines in descriptive part the relations to biota, landscape and cultural diversity and relying on the same values.

Estonia's historical natural holy places. Research and preservation. Sectoral development plan 2008 – 2012.

The development plan underlines in descriptive part the relations to biota, landscape and cultural diversity, relying on the same values and importance of natural holy places in preservation of cultural and biodiversity.

National development plans and other similar level documents not referring to biodiversity:

Success Estonia 2014

The document brings out critically important factors for success that provide via competitive economy and knowledge based society a long term sustainable and human centred socio-economic development. The major high priority success factors listed are science, education, technology and innovation and highly qualified and mobile workers (or human capital).

The goals, priorities and common understanding of future determine by the Development Strategy Success Estonia 2014 are assumedly basis for all other strategic development plans and other documents, in particular in the sector of economy. All the development strategies of lower level „have an obligation” to refer to the goals of Success Estonia 2014.

As biodiversity and nature conservation are not mentioned in this document we must conclude that these are not important domains for Estonia's success (at least as understood by the authors of this document).

Strategy for accomplishment of basis for population policy 2005-2008

The population policy covers policies for natality, family, geriatrics, healthcare, regional issues and migration.

The Estonian Civil Society Development Concept

The Estonian Civil Society Development Concept is a document which describes the different roles of the public sector and the non-profit sector which supplement each other, and the co-operation principles in developing and implementing public policies and building up the civic society.

Development Plan for Support to Civic Initiative 2010

The aim of the development plan is to establish favourable conditions for civic initiative.

3. Environment:

Environmental Strategy 2030 and the implementation document National Environmental Action Plan 2007-2013

The draft for Nature Conservation Development Plan 2035

Both have been thoroughly covered in Chapter II. Essentially both address biodiversity and its relations to other sectors a lot.

There are no development strategies not referring to biodiversity in sector of environment.

4. Economy

Long-term Public Fuel and Energy Sector Development Plan until 2015

Nature conservation restrictions for development of fuel and energy management and while using certain energy resources are mentioned.

National development plans and other similar level documents not referring to biodiversity in economy sector:

The Estonian Action Plan for Growth and Jobs 2005–2007 for implementation of the Lisbon Strategy

The Estonian Action Plan for Growth and Jobs was a programme document of the government that assembled all major goals for increasing the economic competitiveness of Estonia within 2005– 2007. The Plan made use of the general guidelines of the EU that split between three sectors – macro economy, micro economy and employment, and the specific guidelines by the European Commission for Estonia about the actions needed to increase the competitiveness.

Estonian Enterprise Policy 2007 – 2013

A strategic document that assembles main goals and activities to develop the entrepreneurship activity of Estonia's people, the entrepreneurship environment and competitiveness of local enterprises for the period 2007 – 2013.

5. Communication, transportation

Biodiversity and nature conservation are not reflected in development plans dealing with communication and transportation.

National development plans and other similar level documents not referring to biodiversity in communication and transport:

The Estonian Information Society Strategy 2013

The strategy is a sectoral development plan, setting out the. General framework, objectives and respective action fields for wide implementation of ICT in development of knowledge based economy and society in Estonia in 2007 – 2013.

The Transport Development Plan 2006-2013

Description of the situation in the transportation, problems of transport branches, priorities, principles and goals for state subsidies to transportation in Estonia.

The Public Transport Development Programme 2006-2010

The vision, principles and main courses of action for development of public transport in 2006 – 2010.

6. Housing and communal services

Biodiversity and nature conservation are not reflected in development plans dealing with housing and communal services.

National development plans and other similar level documents not referring to biodiversity in housing and communal services:

The Strategy of Estonian Housing Policy 2007 – 2013

This document states the three most important priorities in Estonian housing policy, namely: providing affordable housing for the tenants from restituted buildings; supporting reconstruction of apartment buildings; and supporting development of living environment, roads and yards between block-houses.

7. Agriculture and primary sector (fisheries, forestry):

The Estonian Rural Development Plan 2007-2013

The general goal of compiling the rural development plan was to support the sustainable development in rural areas using the measures for rural development accompanying the EU CAP.

The Estonian Rural Development Plan 2007-2013 is aimed at raising the competitiveness of agriculture and forestry in Estonia, improvement of environment and localities, improvement of life quality and diversification of rural economy considering the distinctive character of rural life in Estonia.

The situation analysis of the rural development plan mentions Estonia's landscape and biodiversity as well as genetic and species diversity an important valuable component of environment. Also, the Natura 2000 sites and state of forests are mentioned. The diversity is seen as an important strength and decrease of diversity as a threat, the activities preserving the diversity need to be supported. There is a list of activities directed towards protection of biodiversity.

Estonian Fisheries Development Plan 2007 – 2013

The strategy aims at development of native fisheries as an economic activity and increase of competitiveness of fish production in internal and external markets supporting development of favourable and balanced economic environment in Estonia.

The basis of strategy outlines considerations that the ability of fisheries sector has to meet the sustainable development of natural resource preserving the biodiversity.

Estonian Forestry Development Plan until the year 2010

The development plan determines the priorities for development of forestry until year 2010 and lists the activities needed to achieve the goals.

The development plan stresses biodiversity of forests as a benefit from the forest while discussing the importance of forestry for Estonia, also, the importance of forests for biodiversity preservation is highlighted with a reference to the Convention. The need for biodiversity conservation is highlighted as a general principle or forest policy. The diversity is related to the vitality and sustainable productivity of the forests, protection of ecosystems. A series of measures for biodiversity conservation are planned.

Estonian Hunting Activities Development Plan 2008 – 2013.

The Development Plan states being based on the Convention and stresses the need for conservation of the game and habitat diversity.

No major development plan or strategy in the primary sector passes the biodiversity without mentioning it.

8. Tourism

The National Tourism Development Plan 2007-2013

The national tourism development plan presents the balanced strategy for development of tourism as economy sector during 2007 – 2013, aimed at support to economic growth of Estonia by increasing international competitiveness of tourism sector. The development plan considers the achievement of the goals of the previous period and focuses on strengths of Estonia and resolving the bottlenecks supporting the development of tourism economy in Estonia via efficiency, flexibility and quality.

Among the development plans of other sectors several are named supporting biodiversity. Nature values are listed as tourism objects and their need to be preserved is mentioned.

9. Education and science:

Biodiversity and nature conservation are not directly reflected in development plans dealing with education and science.

The National Strategy on Environmental Education is in completion that reflects the need to know and teach the relations of nature to other human activities. The development plan does not mention

biodiversity directly but comprehensive understanding of nature may be assumed to include also biodiversity explained.

National development plans and other similar level documents not referring to biodiversity in education and science:

Estonian Research and Development and Innovation Strategy Knowledge-based Estonia 2007-2013

The strategy is a sectoral development plan of the government that provides the goals and action courses to achieve them to ensure quality and growth of the research and development activities, increase the innovativeness of enterprises and the added value they produce, and turn Estonia into an innovation friendly state in 2007 – 2013. The strategy and the implementation plan provide the framework and volume for support measures in public sector until year 2013, giving the R&D institutions guidelines and motivation for long-term planning and management of their activities.

The Development Plan for the Estonian Vocational Education and Training System 2005 - 2008

The task of the Development Plan is to set the aims for the development of vocational education and training in Estonia up till year 2008, and to plan the required measures, activities and resources.

The Reorganisation Plan for State VET Institutions in 2005–2008

The development plan focuses only on the development of the network of institutions and leaves out all other aspects that do not directly refer to it.

The Development Plan for e-learning 2006 - 2009

The development plan determines the main development courses of e-learning for the period. The aim of the plan is to raise the efficiency and quality of learning by use of ICT, turning e-learning a part of regular studies and providing the needed prerequisites for it.

The Estonian Higher Education Strategy 2006 - 2015

The document determines the strategic development courses in Estonian Higher Education for the 10 year period. The guidelines adopted by the Parliament will guide the government, ministries and institutions of higher education.

Strategy for the internationalisation of Estonian higher education over the years 2006–2015.

The strategy outlines the main activities to improve the position of Estonian higher education in international space of education, to turn our educational system into more open and visible. The agreements in the strategy guide the Ministry of Education and Science, related institutions, universities and student organisations.

The Estonian Lifelong Learning Strategy

The general aim of the strategy is to provide the prerequisites for establishment of a system supporting lifelong self-education, for rational, efficient and intensive behaviour of the system on all levels of social regulation and management in Estonia.

10. Health, social care and youth

Biodiversity and nature conservation are not reflected in development plans dealing with health, social care and youth.

National development plans and other similar level documents not referring to biodiversity in health, social care and youth:

The Strategic Development Plan for Sport for All for 2006-2010

Estonian Youth Policy and Youth Work Strategy 2006-2013

National Report on Strategies for Social Protection and Social Inclusion 2006-2008

Developmental Plan for Reduction of Juvenile Delinquency 2007-2009

11. Regional development and regional policies

Biodiversity and nature conservation are not reflected in development plans dealing with regional development and policy.

Regional development strategy of Estonia 2005-2015

The strategy determines the future of Estonian regional development, strategic goals for guidance of regional development, and principles to be followed while implementing the regional policy. The strategy has an implementation plan attached. The strategy serves as a basis for development of legislation needed for regulation of regional development.

Biodiversity and nature conservation are not mentioned.

12. Defence and security, foreign policy

Biodiversity and nature conservation are not reflected in development plans dealing with defence, security and foreign affairs. National development plans and other similar level documents not referring to biodiversity:

The Basic Guidelines of Estonian State Defence Policy

Main guidelines of Estonia's security policy until 2015

The National Security Concept of the Republic of Estonia (2004)

Estonian Cyber Security Strategy for the year 2008-2013

The Goals of Estonian Foreign Policy