

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

---

## Understanding Environmental Policy Convergence

Over recent decades national environmental policies have become increasingly alike. This book analyses the driving forces of this process of policy convergence, providing an in-depth empirical analysis of the international forces at work. It does so by investigating how four countries – France, Hungary, Mexico and the Netherlands – have shaped their domestic environmental policies in the context of international institutions and relationships, while taking into account various domestic factors and national conditions. Employing a qualitative approach, the authors seek to deepen understanding of the processes and mechanisms through which international forces such as legal harmonisation, institutionalised information flows and global trade dynamics affect domestic environmental policy change. Together with its companion volume *Environmental Policy Convergence in Europe: The Impact of International Institutions and Trade* (2008) this book provides a ‘showcase’ of mixed methodologies, combining quantitative and qualitative approaches in an innovative way.

HELGE JÖRGENS is Senior Lecturer at the Department of Political and Social Sciences of the Freie Universität Berlin and managing director of the Environmental Policy Research Centre (FFU).

ANDREA LENSCHOW is Professor of European Politics in the Department of Social Sciences at Osnabrück University, Germany, where she also holds a Jean Monnet Chair and directs the Jean Monnet Centre of Excellence on European Studies. In addition, she teaches at the College of Europe in Bruges.

DUNCAN LIEFFERINK is Assistant Professor in the Department of Political Sciences of the Environment, Institute for Management Research, at Radboud University Nijmegen, the Netherlands.

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words,  
Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink  
Frontmatter

[More information](#)

---

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words,  
Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink  
Frontmatter

[More information](#)

---

# Understanding Environmental Policy Convergence

*The Power of Words, Rules and Money*

---

*edited by*

Helge Jörgens, Andrea Lenschow  
and Duncan Liefferink



CAMBRIDGE  
UNIVERSITY PRESS

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

**CAMBRIDGE**  
UNIVERSITY PRESS

University Printing House, Cambridge CB2 8BS, United Kingdom

Published in the United States of America by Cambridge University Press, New York

Cambridge University Press is part of the University of Cambridge.

It furthers the University's mission by disseminating knowledge in the pursuit of education, learning and research at the highest international levels of excellence.

[www.cambridge.org](http://www.cambridge.org)

Information on this title: [www.cambridge.org/9781107037823](http://www.cambridge.org/9781107037823)

© Cambridge University Press 2014

This publication is in copyright. Subject to statutory exception and to the provisions of relevant collective licensing agreements, no reproduction of any part may take place without the written permission of Cambridge University Press.

First published 2014

Printed in the United Kingdom by CPI Group Ltd, Croydon CR0 4YY

*A catalogue record for this publication is available from the British Library*

*Library of Congress Cataloguing in Publication data*

Understanding environmental policy convergence : the power of words, rules and money / [edited by] Helge Jörgens, Andrea Lenschow, Duncan Liefferink.  
pages cm.

Includes bibliographical references and index.

ISBN 978-1-107-03782-3 (hardback)

1. Environmental policy – International cooperation – Case studies.

2. Environmental management – International cooperation – Case studies.

3. Global environmental change – International cooperation – Case studies.

I. Jörgens, Helge, 1967– II. Lenschow, Andrea. III. Liefferink, Duncan.

GE170.U535 2013

363.7'0561 – dc23 2013022105

ISBN 978-1-107-03782-3 Hardback

Cambridge University Press has no responsibility for the persistence or accuracy of URLs for external or third-party internet websites referred to in this publication, and does not guarantee that any content on such websites is, or will remain, accurate or appropriate.

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words,  
Rules and MoneyEdited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink  
Frontmatter[More information](#)

## Contents

---

<i>List of figures</i>	<i>page</i> vii
<i>List of tables</i>	viii
<i>List of contributors</i>	x
<i>Preface</i>	xii
<i>List of abbreviations</i>	xiv
1 Introduction: theoretical framework and research design	1
DUNCAN LIEFFERINK, HELGE JÖRGENS AND ANDREA LENSCHOW	
2 Is there convergence of national environmental policies? An analysis of policy outputs in 24 OECD countries	39
KATHARINA HOLZINGER, CHRISTOPH KNILL AND THOMAS SOMMERER	
3 Regulation of industrial discharges into surface water	64
STEPHAN HEICHEL, JESSICA PAPE AND JALE TOSUN	
4 Taming the ‘tiger in the tank’: explaining the convergence of limit values for lead in petrol	104
PER-OLOF BUSCH	
5 Cross-national convergence of traffic noise policies	140
DIETER PESENDORFER	
6 National policies for cleaning up contaminated sites	175
SIETSKE VEENMAN	
7 Converging ideas about risk regulation? The precautionary principle in national legal systems	209
DIETER PESENDORFER	

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words,  
Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink  
Frontmatter

[More information](#)

---

vi	Contents	
8	From the outside in: explaining convergence in the legal recognition of the sustainability principle PER-OLOF BUSCH AND HELGE JÖRGENS	237
9	Complex causation in cross-national environmental policy convergence ANDREA LENSCHOW, DUNCAN LIEFFERINK AND HELGE JÖRGENS	265
	<i>Index</i>	296

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

## Figures

---

2.1 Environmental policies: early adoptions, 1970–2000	<i>page</i> 51
2.2 Environmental policies: linear adoptions, 1970–2000	52
2.3 Environmental policies: late adoptions, 1970–2000	53
3.1 Limit values for lead	66
3.2 Limit values for chromium	66
3.3 Limit values for copper	67
3.4 Limit values for zinc	67
3.5 Limit values for biological oxygen demand	68
4.1 Limit values in France, Hungary, Mexico and the Netherlands, 1970–2000	105
4.2 Convergence of limit values across twenty-four countries, 1970–2000	106
4.3 Net exports of petrol from France, Hungary, Mexico and the Netherlands, 1970–2000	117
4.4 Evolution of limit values for lead in petrol in Hungary, 1969–2000	120
4.5 Evolution of limit values for lead in petrol in the Netherlands, 1978–2000	124
4.6 Evolution of limit values for lead in petrol in Mexico, 1986–2000	128
4.7 Evolution of limit values for lead in petrol in France, 1967–2000	131
5.1 National noise emission standards from lorries, 1970–2000	143
5.2 Motorway noise emissions standards since 1970	144
6.1 Comparison of the phasing of policy on contaminated sites	201
8.1 The incorporation of the sustainability principle into domestic environmental laws, 1985–2000	241

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

## Tables

---

1.1 Mechanisms of policy convergence	<i>page</i> 18
1.2 Case study countries	20
1.3 Selection of policy items according to trade-related expectations	26
1.4 Characteristics of policy items	27
2.1 Environmental policies: adoption rates (%) for forty policies, 1970–2000	48
2.2 Policy adoptions over time by country, 1970–2000	50
2.3 Variation coefficients for twenty-one setting items, 1970–2000	54
2.4 Changes in regulatory mean for twenty-one settings, 1970–2000	57
2.5 Beta-convergence, twenty-one settings, 1970–2000	58
2.6 Gamma-convergence, twenty-one settings, 1970–2000	60
3.1 Selected international efforts indirectly affecting standard setting for the discharge of chromium, copper, lead, zinc and BOD into surface water	70
3.2 Phases and mechanisms of policy convergence in France	79
3.3 Phases and mechanisms of policy convergence in the Netherlands	85
3.4 Phases and mechanisms of policy convergence in Hungary	91
3.5 Phases and mechanisms of policy convergence in Mexico	97
4.1 Selected international efforts aiming at the reduction of lead in petrol	113
4.2 Summary of relevant mechanisms in the Hungarian case	123
4.3 Summary of relevant mechanisms in the Dutch case	127
4.4 Summary of relevant mechanisms in the Mexican case	130
4.5 Summary of relevant mechanisms in the French case	134
5.1 National noise emission standards for lorries in dB(A) in twenty-four countries	143
5.2 Legally binding international regulations and international policy recommendations	151



Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

List of tables	ix
5.3 The main impacts and causal mechanisms affecting policy change in Hungary	156
5.4 The main impacts and causal mechanisms affecting policy change in France	160
5.5 The main impacts and causal mechanisms affecting policy change in the Netherlands	165
5.6 The main impacts and causal mechanisms affecting policy change in Mexico	169
6.1 Review of the first governmental plan or legislation specifically on contaminated sites up to 2000 in twenty-four countries	178
6.2 Core dimensions in designing policy to clean up contaminated sites	179
6.3 Overview of main plans and legislation on contaminated sites in the Netherlands	182
6.4 Driving forces for policy developments in the Netherlands	188
6.5 Overview of legislation and policy plans on contaminated sites in France	189
6.6 Driving forces for policy developments in France	193
6.7 Overview of legislation and policy plans on contaminated sites in Hungary	194
6.8 Driving forces for policy developments in Hungary	197
6.9 Overview of the regulation on contaminated sites in Mexico	198
6.10 Driving forces for policy developments in Mexico	200
7.1 The precautionary principle in national and EU environmental laws	211
7.2 The most important legally binding obligations and policy recommendations on the precautionary principle	214
7.3 The main mechanisms causing convergence/divergence in the case study countries	232
8.1 Summary of relevant mechanisms	260
9.1 Submechanisms of transnational communication (excerpted from Table 1.1)	270

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink  
Frontmatter

[More information](#)

---

## Contributors

---

DR PER-OLOF BUSCH is a postdoctoral researcher in the Department of Economics and Social Sciences, University of Potsdam.

DR STEPHAN HEICHEL is a Research Fellow at the Chair of Comparative Public Policy and Administration, University of Konstanz.

PROF. DR KATHARINA HOLZINGER is Chair of International Relations and Conflict Management, University of Konstanz.

DR HELGE JÖRGENS is Senior Lecturer at the Department of Political and Social Sciences of the Freie Universität Berlin and managing director of the Environmental Policy Research Centre (FFU).

PROF. DR CHRISTOPH KNILL is Chair of Comparative Public Policy and Administration, University of Konstanz.

PROF. DR ANDREA LENSCHOW is Professor of European Politics in the Department of Social Sciences at Osnabrück University, Germany, where she also holds a Jean Monnet Chair and directs the Jean Monnet Centre of Excellence on European Studies. In addition, she teaches at the College of Europe in Bruges.

DR DUNCAN LIEFFERINK is Assistant Professor in the Department of Political Sciences of the Environment, Institute for Management Research, at Radboud University Nijmegen.

DR JESSICA PAPE is a Research Fellow on the ConsEnSus Project, Geography Department, Trinity College Dublin.

DR DIETER PESENDORFER is a Senior Lecturer in Regulation in the School of Law, Queen's University Belfast.

DR THOMAS SOMMERER is a Research Fellow in the Department of Political Science, Stockholm University.

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words,  
Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink  
Frontmatter

[More information](#)

---

List of contributors

xi

DR JALE TOSUN is a Research Fellow at the Mannheim Centre for European Social Research (MZES), University of Mannheim.

DR SIETSKE VEENMAN is Assistant Professor in the Department of Political Sciences of the Environment, Radboud University Nijmegen.

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

---

## Preface

---

Over the past decades, national environmental policies have become increasingly alike. This book analyses the causal mechanisms that drive this process of policy convergence. The book is the result of a collaborative European research project conducted by Christoph Knill (coordinator, University of Konstanz), Bas Arts (University of Wageningen), Katharina Holzinger (University of Konstanz), Helge Jörgens (Free University Berlin), Andrea Lenschow (University of Osnabrück) and Duncan Liefferink (University of Nijmegen). Research for this project was funded under the Fifth Framework Programme of the European Commission within the RTD programme ‘Improving the human research potential and the socio-economic knowledge base’, contract no. HPSE-CT-2002–00103. This financial support allowed us to build an excellent team of senior and junior researchers who either joined us for the entire research project or stayed only for part of the project: Johan Albrecht, Per-Olof Busch, Stephan Heichel, Jelmer Kamstra, Tobias Meier, Jeroen Ooijevaar, Jessica Pape, Dieter Pesendorfer, Maren Riepe, Thomas Sommerer, Jale Tosun, Sietske Veenman and Natascha Warta.

This book is the second of two volumes presenting the findings of the ENVIPOLCON project. The first book presenting a quantitative analysis of environmental policy convergence in twenty-four countries was published in 2008 with Cambridge University Press.<sup>1</sup> It provided answers to the questions of how much, in which direction and for what reasons environmental policies in the developed world had converged over the past thirty years. In this second volume we build on, but also move beyond, the initial quantitative analysis. Through a set of in-depth qualitative case studies, we shed light on the precise mechanisms through which countries adapt their domestic policies to those already in place in other countries. In particular, the book sheds light on the complex ways in which words (transnational communication), rules (international

<sup>1</sup> K. Holzinger, C. Knill and B. Arts (eds.) 2008. *Environmental Policy Convergence in Europe: The Impact of International Institutions and Trade*. Cambridge University Press.

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

---

Preface

xiii

harmonisation) and money (economic regulatory competition) interact in the adoption and development of domestic environmental policies. It does so by way of a highly systematic set of case studies, covering the convergence of seven environmental policy issues in four countries: France, Hungary, Mexico and the Netherlands.

We thank the European Commission for its financial support. We also thank our universities and all other organisations that supported the project directly or indirectly. We are indebted to all members of the project team who made this research project a success. It was a great pleasure working with you! Two anonymous reviewers at Cambridge University Press provided thorough and very helpful criticism of an earlier version of this book. Finally, we would like to thank Lena Keller for her excellent assistance in editing the final book manuscript, Pat Harper for her skilled and constructive copy-editing, as well as John Haslam, Carrie Parkinson and Mary O'Hara at Cambridge University Press for guiding us through the publication process.

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

## Abbreviations

---

ADEME	Agence de l'Environnement et de la Maîtrise de l'Energie
AFSSE	Agence Française de Sécurité Sanitaire Environnementale
APEC	Asia-Pacific Economic Cooperation
BAT	best available technology
BEVER	Beleidsvernieuwing Bodemsanering
BOD	biological oxygen demand
BREF	best available technique reference document
BRGM	Bureau de Recherches Géologiques et Minières
BSB	Bodem Sanering Bedrijventerreinen
CAAG	Clean Air Action Group
CALM Network	EU-funded network established to develop a Community Noise Research Strategy Plan
CARACAS	Concerted Action on Risk Assessment for Contaminated Sites in Europe
CBD	Convention on Biological Diversity
CCMS	Committee on the Challenges to Modern Society
CEC	Commission for Environmental Cooperation
CEE	Central and Eastern Europe
CFDD	Commission Française du Développement Durable
CGPC	Conseil Général des Ponts et Chaussées
CITES	Convention on International Trade in Endangered Species
CIW	Commissie Integraal Waterbeheer
CLARINET	Contaminated Land Rehabilitation Network for Environmental Technologies
CMEA	Council for Mutual Economic Assistance
CNA	National Water Commission (Mexico)
CNB	National Noise Council
CO	carbon monoxide

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

## List of abbreviations

xv

Comecon	see CMEA
CPP	Comité de la Prévention et de la Précaution
CRECEP	Centre de Recherche, d'Expertise et de Contrôle des Eaux de Paris
$C_xH_y$	hydrocarbons
DC	DaimlerChrysler de México SA de CV
DDT	dichlorodiphenyltrichloroethane
DEG	Deutsche Investitions- und Entwicklungsgesellschaft
DG	Directorate-General
DG TREN	Directorate-General for Transport and Energy
DIREN	Direction Régionale de l'Environnement
DRA	Detailed Risk Assessment
DRIRE	Direction Régionale de l'Industrie, de la Recherche et de l'Environnement
EBRD	European Bank for Reconstruction and Development
EC	European Community/European Commission
ECJ	European Court of Justice
ECMT	European Conference of Ministers of Transport
EEC	European Economic Community
EIA	environmental impact assessment
EMA	Environmental Management Act
EMCC	European Monitoring Centre on Change
END	Environmental Noise Directive
EU	European Union
FIV	Fixed Impact Value
FJOKK	Fodor Jozsef National Centre of Public Health
FNE	France Nature Environnement
GATT	General Agreement on Tariffs and Trade
GDP	gross domestic product
GMO	genetically modified organism
GNP	gross national product
HAN	Heidelberg Appeal Netherland Foundation
IAWPR	International Association of Water Pollution Research
ICPE	Installations Classées pour la Protection de l'Environnement
I-INCE	International Institute of Noise Control Engineering
IMTA	Mexican Institute of Water Technology
INE	National Institute of Ecology

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

## xvi List of abbreviations

INERIS	Institute National de l'Environnement Industriel et des Risques
INRETS	French National Institute for Transport and Safety Research
IPPC	Integrated Pollution Prevention and Control
ISO	International Organization for Standardization
KTI	Institute for Transport Services (Hungary)
KVVM	Környezetvédelmi és Vízügyi Minisztérium (Ministry of Rural Development)
LBOGM	Ley de Bioseguridad y Organismos Genéticamente Modificados
LBOW	Landelijk Bestuurlijk Overleg Water
LGEEPA	General Law on Ecological Equilibrium and Protection of the Environment
MEDD	Ministère de l'Écologie du Développement Durable
MEDEF	Mouvement des Entreprises de France
MNC	multinational company
MOEW	Ministry of Environment and Water
NAAEC	North American Agreement on Environmental Cooperation
NAFTA	North American Free Trade Agreement
NATO	North Atlantic Treaty Organization
NCA	Nature Conservation Act
NEPP	National Environmental Policy Plan
NGO	non-governmental organisation
NMP 4	Dutch Environmental Policy Plan 4
NOM	Official Mexican Standard
NO <sub>x</sub>	nitrogen oxides
NRP	National Remediation Programme (Hungary)
NTE	Technical Standard (Mexico)
NWA	National Water Authority (Hungary)
NW4	Fourth Memorandum on Water Management
OECD	Organisation for Economic Co-operation and Development
OKTVF	National Inspectorate for Environment, Nature and Water
PCB	polychlorinated biphenyl
PEMEX	Petróleos Mexicanos
PP	precautionary principle
PPP	polluter pays principle
PROFEPA	Federal Attorney for Environmental Protection



Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words, Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink

Frontmatter

[More information](#)

## List of abbreviations

xvii

RBLM	Risk Based Land Management
RIVM	Rijksinstituut voor Volksgezondheid en Milieu
RIZA	Institute for Inland Water Management and Waste Water Treatment
SD	sustainable development
SEDUE	Secretariat of Ecology and Urban Development
SEMARNAP	Secretariat of Environment, Natural Resources and Fisheries
SEMARNAT	Secretariat of Environment and Natural Resources
Sétra	Service d'Études Techniques des Routes et Autoroutes
SME	small and medium enterprises
SPA	Act on Soil Protection
SRA	Simplified Risk Assessment
SWPA	Surface Water Pollution Control Act
TBT	Technical Barriers to Trade
TCB	Dutch Soil Protection Committee
TI	Tecnología Intercontinental SA de CV
TNO	Netherlands Organisation for Applied Scientific Research
UNAM	Universidad Nacional Autónoma de México
UNCED	UN Conference on Environment and Development
UNCSD	UN Commission on Sustainable Development
UNDP	UN Development Programme
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UVW	Association of Regional Water Authorities
VEMW	Vereniging voor Energie, Milieu en Water
VITUKI	Water Resources Research Centre
VNG	Association of Netherlands Municipalities
VNO-NCW	Confederation of Netherlands Industry and Employers
VoMil	Volksgezondheid en Milieuhygiëne
VRO	Ministry for Housing and Physical Planning
VROM	Ministerie van Volkshuisvesting, Ruimtelijke Ordening en Milieubeheer
WCED	World Commission on Environment and Development
WFD	Water Framework Directive
WHO	World Health Organization

Cambridge University Press

978-1-107-03782-3 - Understanding Environmental Policy Convergence: The Power of Words,  
Rules and Money

Edited by Helge Jörgens, Andrea Lenschow and Duncan Liefferink  
Frontmatter

[More information](#)

---

xviii List of abbreviations

WP	Working Party
WTO	World Trade Organization
WWF	World Wide Fund for Nature
ZBC	<i>zones de bruit critique</i>