



Sustainable Development: Making It Happen

A Crucial Role For the European Union

EEB position paper

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The European Environmental Bureau (EEB)

The EEB is a federation of 133 environmental citizens' organisations based in all EU Member States and most Accession Countries, as well as in a few neighbouring countries. These organisations range from local and national, to European and international. The aim of the EEB is to protect and improve the environment of Europe and to enable the citizens of Europe to play their part in achieving that goal.

The EEB office in Brussels was established in 1974 to provide a focal point for its Members to monitor and respond to the emerging EU environmental policy. It has an information service, runs nine working groups of EEB Members, produces position papers on topics that are, or should be, on the EU agenda, and it represents the Membership in discussions with the Commission, the European Parliament and the Council. It closely co-ordinates EU-oriented activities with its Members at the national levels, and also closely follows the EU enlargement process and some pan-European issues.

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Sustainable Development: Making It Happen

A Crucial Role For the European Union

Eleven Recommendations for the Barcelona Summit

The EEB is not at all satisfied with the Commission's preparations for the Barcelona Summit. The positive outcome from the Göteborg Summit in June 2001, which meant full integration of environmental concerns into social and economic policies to be evaluated at the annual Spring Summits, seems to be almost completely neglected.

The EEB calls on the heads of states and governments to give a strong signal that they do not appreciate the poor performance of the Commission in this respect.

We summarise below a number of comments and recommendations which the EEB is presenting to the Council, in this paper "Sustainable Development: Making It Happen":

1. Full integration of the environmental and social dimension into the economic dimension. Economic development is not a goal in itself, but a tool for sustainable development. The "knowledge society" should be steered to that end. The Cardiff process on environmental policy integration should continue, and be made stronger.
2. All objectives set in the Sustainable Development Strategy as adopted in Göteborg should be addressed in the next Synthesis Reports, applying appropriate indicators on chemicals, biodiversity, fisheries, materials use and sustainable agriculture.
3. Involve independent experts and NGOs in an open and transparent annual process, while giving a greater role to the European Parliament.
4. Develop and apply Sustainability Impact Assessment without further delay, also with the purpose of the revision of existing policies and subsidies, including impacts abroad of internal EU policies, such as those on agriculture and fishing.
5. Proceed on pricing instruments in energy and transport, with rapid adoption of the Monti proposal and CO2 emission trading, followed by further environmental fiscal reform.
6. Ratify the Kyoto Protocol before the World Summit in Johannesburg.
7. Demand a Commission proposal on chemicals legislation that can be dealt with under the Danish Presidency.
8. Make the sustainability of the Common Agricultural policy a priority, phasing out current direct income payments but spending similar funds on the sustainable rural and agricultural development in the EU and Accession Countries.
9. All member states should reach the UN target for development aid of 0.7% of GDP by 2007 and the Global Environmental Facility shall be replenished by 50% by April 2002.
10. The existing so-called "GMO-moratorium" should be supported until strict rules on traceability, labelling and liability for both GMOs and derived products are agreed upon.
11. Send a clear message that the Spanish National Hydrological Plan should not receive EU money as it is in conflict with basic principles of sustainable development.

1. From Göteborg to Barcelona

Sustainable development has been on the European agenda since the preparations for the World Summit in Rio in 1992, and has even been laid down as a commitment in the Treaty of the European Union. However, it was not until the Göteborg Summit in June 2001 that the EU leaders committed to a specific strategy for sustainable development. In endorsing this strategy, the European Council invited the Commission to consider the Union's contribution to global sustainable development and to identify strategic components for a "Global Deal" at the Johannesburg World Summit on Sustainable Development in 2002.

In this position paper, the EEB evaluates the progress made since the Göteborg Summit and state our expectations for the decisions to be taken by the heads of state at the Barcelona Summit. The paper is based on a critical analysis of the two central reports presented to the Barcelona Summit by the Commission: "The Lisbon Strategy - Making Change Happen" (COM (2002) 14) and "Towards a Global Partnership for Sustainable Development" (COM (2002) 82).

In May 2001, the Commission presented a Communication on the Internal Strategy For Sustainable Development, which contained an encouraging list of rather concrete objectives for a sustainable development policy in the EU. A limited number of these objectives were concretely underlined by the conclusions from the Göteborg Summit, whereas the Commission proposals for headline objectives and measures were generally recommended to the Council for further examination.

A positive outcome from Göteborg – and from the Stockholm Summit a few months before - was the combination of the follow-up of the Sustainable Development Strategy with the Spring Summits. These were devoted to the so-called "Lisbon Strategy". The Lisbon strategy is aimed at economic and social renewal and includes a large number of rather specific targets, timetables and indicators – mostly within a timeframe of 10 years.

The Sustainable Development Strategy was presented as the third pillar – consisting of environmental aspects – that were added to the economic and social pillars. The problem, however, remains that the Lisbon Strategy does not fully reflect the social and economic pillars of sustainable development because of its limited scope and time frame. When, for example, the UN Millennium Development Goals and indicators for sustainable development are being compared with the indicators from the Lisbon Strategy, we can see many issues lacking. The EU, for example, completely left out the area of public health¹.

But, despite these limitations, for the time being it can be considered a big step that environmental aspects are at least formally put at the same level as the social and economic goals of the Union in their yearly evaluation.

¹ In 2000, the UN General Assembly adopted the Millennium Declaration, which embodies eight development goals: 1) Eradicate extreme poverty and hunger, 2) Achieve universal primary education, 3) Promote gender equality and empower women, 4) Reduce child mortality, 5) Improve maternal health, 6) Combat HIV/AIDS, malaria and other diseases, 7) Ensure environmental sustainability, and 8) Develop a global partnership for development.

Recommendations from Göteborg

The main principle on which the Sustainable Development Strategy – the Göteborg Conclusions - is based is, “that the economic, social and environmental effects of all policies should be examined in a coordinated way and taken into account in decision-making.” Directly hereafter, the principle of “getting the prices right” is mentioned, “so that they better reflect the true costs to society of different activities“. This “would provide a better incentive for consumers and producers in everyday decisions about which goods and services to make or buy”.

In the Göteborg conclusions, several specific tasks for the Commission and the Council were foreseen. The whole text is worth reading again, therefore we have added it as an annex to this report. We highlight a few important elements:

- a sustainability impact assessment for all major policy proposals
- climate change: ratification of Kyoto Protocol; 22% renewable electricity by 2010
- transport: decoupling growth from GDP; by 2004 prices to reflect better costs to society.
- public health: chemicals policy in place by 2004
- natural resources: CAP to contribute to sustainable development; EU fishing to level of available resources; IPP to reduce resource use and impact of waste; biodiversity decline to be halted by 2010.
- emphasis on the importance of decoupling economic growth from resource use.
- commitment to reach the UN target for development aid of 0,7% of GDP "as soon as possible" and "to achieve concrete progress towards reaching this target before the World Summit on Sustainable Development".
- Council sector strategies to take into account 6th EAP objectives and Sustainable Development Strategy – and to present the results before the Barcelona Council.

In its yearly synthesis report to the Spring European Council, the Commission has to present an evaluation of the progress made – with respect to the Lisbon goals, as well as the Göteborg goals. As discussed below, the Commission’s report does not adequately integrate the environmental dimension, and thus, the report in no way deserves the title ‘synthesis report’.

A new approach to policymaking: are we making progress?

The Göteborg conclusions raised quite a few expectations: Economic, social and environmental effects of all policies had to be examined in a coordinated way. Getting prices right was an important objective. Union institutions were invited to improve internal policy co-ordination. The Commission would design a sustainability impact assessment for major policy proposals. The Council would proceed with sectoral strategies for environmental policy integration, based on the objectives of the 6th EAP and the SDS. The global dimension was going to be taken very seriously, the EU acting as a front-runner to include sustainable development objectives in the international arena.

First we want to stress that the EU would have made a major step forward if the Commission and Council would have taken the conclusions of Göteborg seriously and had started to work hard on their implementation. This has not happened yet, but we hope that the European Council will put more pressure on these institutions.

So far, the Commission has failed to consult with all relevant stakeholders in its work on sustainable development. The Synthesis Report to the Barcelona Summit, as well as the Communication on the Global Dimension On Sustainable Development, were developed behind closed doors. The global communication was presented in February, just one month before the Barcelona Summit, giving civil society stakeholders little possibility for contributing to the process. We believe that the European Council can find a useful ally in civil society, if it opens up the process to citizens' organisations and independent experts.

2. The Commission's so-called "Synthesis Report 2002"

This report was published in January 2002. The content of this report is very disappointing. The main focus is on the Lisbon Strategy. Environmental aspects seem to have been added in at the last moment, merely as lip service. The 'new approach to policy making' and almost all concrete objectives from Göteborg seem to have been ignored by the Commission when drafting this report. The only concrete issues that can be found in the report are climate and transport – in relevant, but rather brief texts.

We expected a systematic analysis of the Göteborg objectives, using relevant indicators. There is not one environmental indicator in the main report, but there are 9 social and economic indicators, including 19 sub-indicators.

The footnote from the Commission that current environmental indicators are not available is incorrect and is an unjustified insult to Eurostat and EEA, who have both done valuable work on relevant indicators. The EEA has, in the meantime, strongly criticised and refuted this position of the Commission.

We could make a long list of what was left out of the synthesis report. The Commission has access to many sources of information within its services, within European Agencies, and in the circles of governments, universities, research institutes and non-governmental organisations. We have seen better reports coming from the Commission; for example, the Communication on Sustainable Development. Lack of information is a poor excuse.

The conclusion is that the Commission has lacked the political will to take the Göteborg conclusions on sustainable development seriously. They have not given attention to sustainable development in proportion and in relation to the social and economic issues in the synthesis report. This is a serious problem, which needs intervention and steering from the European Council in Barcelona. In our recommendations for the Barcelona Summit we touch upon some of the most serious shortcomings in the Commission's Synthesis Report.

3. Communication on the Global Dimension

At the Göteborg Summit, the heads of state endorsed the concept of a "Global Deal" as the framework for the negotiations at the Johannesburg World Summit on Sustainable Development. The Commission was invited to identify strategic components for a "Global Deal" and to consider the European Union's contribution to Global Sustainable Development. In February, the Commission adopted the Communication, "Towards a Global Partnership for Sustainable Development." The very late arrival of the Communication means that the EEB

can only provide general comments at this stage. In the coming weeks we will develop our position further.

The Communication sets out the European Union's contribution to global sustainable development in six main areas: 1) Trade, 2) Poverty and social development, 3) Sustainable management of natural and environmental resources, 4) The coherence of EU-policies, 5) Better governance at all levels and 6) Financing sustainable development.

All the issues identified by the Commission are important elements of a Global Deal, but the Communication is unfortunately only addressing a limited number of environmentally related issues. On the other hand, the Commission strongly emphasises the idea that the free market will make globalisation work for sustainable development by removing trade distortions and encouraging investments in the least developed countries. The proposed objectives and actions of the Communication indicate that the Commission is aiming at a trade-dominated agenda in Johannesburg. In the EEB's view, the economic dimension of sustainable development is an important tool to attain human needs within the earth's carrying capacity. However, in the Communication Economic Growth and Free Trade - the "Doha agenda" - is presented as the main instrument for sustainable development. A more balanced view is needed for Johannesburg to succeed.

The environmental dimension seems to be merely added on to the economic and social agenda. Sustainable development, however, is an integrated approach and is not achieved by adding environmental and social considerations to economic processes.

Out of the forty actions identified in the Commission's paper, thirty do not have any deadline, and another thirty are not measurable. Only seven out of the forty actions are both measurable and have a deadline. Moreover, the actions proposed contain almost nothing new; they are little more than a summary of the existing EU programmes and policies. Important actions such as the development of a system for Sustainability Impact Assessment are just a repetition of previous commitments. The Commission should have already come up with concrete proposals.

We are missing a serious analysis of how the EU's internal policies, such as those on fisheries and agriculture, are having an impact on the social, economic and ecological conditions in other countries. A Sustainability Impact Assessment, using appropriate indicators, should also be applied to this end. One suggestion here came last year from the European Parliament (Hulthen Report, resolution nr. 10). The EP here takes the view that the ecological footprint should become a useful indicator for the Sustainable Development Strategy'.

The EEB welcomes the Commission's focus on the "global governance gap" as a serious threat to global sustainability, and the emphasis on the need to enhance good governance throughout the developing and developed world. We fully support the Commission's call for participation, inclusiveness, and transparent decision making processes as essential components of good governance. Paradoxically, the Commission is far from realising these principles in its own work on a global sustainable development. We also welcome the recognition that industrialised countries have an important responsibility in promoting sustainability initiatives. First and foremost by putting their own house in order, and by supporting a move to sustainable production and consumption patterns, and de-coupling resource consumption and pollution from economic growth.

In the view of the EEB, a "Global Deal" will ensure a new balance between global economic, social and environmental development. The deal must ensure, on the one hand, market access and transfer of technology for the developing countries, and on the other, an agreement between the developed countries to make real progress towards sustainable production and consumption patterns, as well as a de-coupling of economic growth and environmental degradation. These should be the core elements of the European Union's contribution to the World Summit in Johannesburg. The Summit should call upon the Council to define the Global Deal for Johannesburg in partnership with developing countries. This would lead the preparatory process to achieve international support for such a deal and put it on the Agenda for Johannesburg.

4. Recommendations for the Barcelona Summit

General Goal for Sustainable Development

As the Sustainable Development Strategy is presented as a supplement to the Lisbon Strategy, it is necessary to supplement the goals of Lisbon with the environmental dimension of sustainable development. The Göteborg conclusions state: "Sustainable Development – to meet the needs of the present generation without compromising those of future generations - is a fundamental objective under the Treaties". However, we need a more precisely defined goal that matches the Lisbon goals.

The EEB, FOEE and FNI have suggested the following goal: "to become the most resource efficient economy in the world, combining high standards of living, good public health, strong social inclusions and cohesion and a high quality environment with the long term objective of reaching levels of resource use and environmental impact that are in line with the carrying capacity of the European and global environment – taking into account the need to share environmental resources equitably to allow sustainable development for all the world's people". (EU SDS – stakeholders' views, April 2001).

In this respect, we wish to highlight the different nature of the three dimensions on which Sustainable Development is built:

1. The environmental dimension represents the carrying capacity of nature on which society is built.
2. The social dimension represents the aims of human activities.
3. The economic dimension represents the tool to realise these.

The way the Lisbon Strategy has been formulated, and again how it has been developed in the synthesis report, gives the impression that economic progress is a goal in itself. The European Council should correct that impression and show a more balanced vision, which relates to broader human aspirations and concerns, including intergenerational responsibilities.

The Knowledge Society

As the Union is developing more into a "e-knowledge society," major opportunities are being offered for dematerialisation (reducing the use of natural resources and environmental impacts). But these opportunities need to be seized and steered by introducing relevant research and technological development programmes and action plans for stimulating

environmental technology, while avoiding shifting the environmental burden to less developed countries.

Synthesis Report: More Efficient Environmental Integration Needed

The Göteborg Conclusions, as well as the 6th EAP, address a number of very important issues. The synthesis report only covered a tiny part of these issues. The European Council will have to make it clear to the Commission that its Synthesis report was below standard in terms of coverage and analysis of the separate environmental issues, as well as in terms of policy coherence between the three 'pillars'. The EEB urges the Council to demand that all objectives set in the SDS be addressed in the next Synthesis report. The Environment Council should be invited to participate more actively in the preparation of the annual assessment.

Indicators

In an earlier paper, the EEB and other organisations have suggested a list of main indicators with objectives that would reflect the main issues in a relevant way. A similar list should become part of the list of indicators to be used in the yearly synthesis report (see Annex I).

The six to seven indicators proposed by the Commission and agreed on by the Council in December 2001, do not yet reflect all important issues. Partly they are sectoral, economic indicators – useful to analyse relevant trends, but not all are relevant for answering the main question- whether the environmental situation or pressure as such has improved. To illustrate this with an example: trends in transport volume and share of renewables in electricity consumption *could* partly explain trends in greenhouse gas emissions, but are not necessarily decisive for the overall trend in greenhouse gas emissions.

The seven indicators are:

- Greenhouse gas emissions
- Share of renewables in electricity consumption
- Volume of transport vs. GDP
- Modal split of transport
- Urban air pollution
- Municipal waste
- Energy intensity of the economy (was already in the first structural indicator set)

The Council should demand that chemicals, biodiversity, fisheries, material use, and agriculture indicators are being applied in the next synthesis report.

For detailed proposals we refer to the Annex on indicators. DG Environment should receive adequate resources to make use of existing data, as well as to be able to generate new, relevant data. Better involving the relevant agencies, institutes and NGOs.

Transparency, Democracy and PublicParticipation

The Göteborg Conclusions called for a wide consultation of relevant actors as well as open,citizen-oriented political institutions. In the Laeken-Declaration, the European Heads of State put further emphasis on the importance of bringing the European Union closer to its citizens. So far we have missed the transparency focus in the Union's policy towardsustainable development. By making the work of the Commission, the Council, and

other institutions more transparent and open for citizens' organisations, the European Council would guarantee itself an ally in pushing for the changes and improvements that have been outlined in the SDS. Demanding that the Council and the Commission involve NGO's and independent experts when developing, reviewing and implementing policies, would help the process.

Democracy and transparency would also be beneficial if the Council gave a greater role to the European Parliament, which has so far taken some interesting initiatives on sustainable development.

The citizens of Europe cannot wait another 2-3 years for openness in this field - We need increased transparency and participation now!

Sustainability Impact Assessment

The Göteborg Summit invited the Commission to present a method for the Sustainability Impact Assessment (SIA) at the Laeken Summit. This did not happen. Instead, the Commission is going to present a method by the end of 2002. To avoid further delay, SIA should be developed independently from the better regulation exercise, which after all has a different objective.

It is crucial to invite NGOs and independent experts to help develop this tool and make it effective and respected. SIAs should have mechanisms to ensure that all policy proposals include an assessment of the potential long-term economic, social and environmental benefits and costs of action or lack of action, both inside and outside the EU. The precautionary principle should be fully taken into account. Concrete objectives, targets and appropriate indicators should be used. The Commission needs to proceed on the SIA without any further delay.

For the moment this tool is aimed at scrutinising new policy proposals, but it should also be applied to existing policies, especially when they are due for review, which is for example, the case with the CAP.

Major money transfers (European subsidies) should also become subject to this assessment as soon as the method is available. The EU needs to put its money where its mouth is when it comes to sustainable development.

Proposals to further restrict the application of a SIA, even before the tool has been developed, should certainly be rejected by the Council.

Making Prices Work For The Environment

The Göteborg conclusions noted that, "the Commission will propose a framework to ensure that by 2004 the price of using different modes of transport better reflects costs to society." The Commission announced in the synthesis report that it will bring forward proposals on transport infrastructure pricing in 2002. The Commission urges the EP and the Council to adopt the Energy Tax Directive by December 2002. It should have added the adoption of the Commission proposal for CO2 emission trading.

We underline the importance of pricing as part of an effective mix of instruments for promoting sustainable development in the field of energy and transport and ask the European Council to encourage political agreement on concrete legislation. The Monti proposal is an immediate step, followed by further environmental fiscal reform.

Heads of state and government should guarantee adequate national coordination to avoid stagnation of decision making in the Council formations.

Ratify and Implement the Kyoto Protocol

It is important that the Barcelona Summit confirm the rapid ratification of the Kyoto Protocol by the EU and all its Member States before the World Summit on Sustainable Development in Johannesburg and the commitments to implement it.

Chemicals Policy

The Göteborg Council invited the Council and the European Parliament to make sure that the new chemicals legislation is in place by 2004, 'thereby ensuring that within one generation chemicals are only produced and used in ways which do not lead to a significant impact on health and environment'. We stress the urgency of this point. The European Council should ask the Commission to speed up its work in order to present a proposal that can be dealt with under the Danish Presidency (first reading in EP and common position in Council).

Review of the CAP

At the Göteborg Summit the heads of state committed themselves to "a sustainable agricultural policy with an emphasis on encouraging healthy, high-quality products, environmentally sustainable production methods, including organic production, and the protection of biodiversity".

The EEB urges the political leaders of Europe to take the commitment from Göteborg seriously by making the global sustainability of the CAP a matter of priority at the upcoming World Summit in Johannesburg. Furthermore, a sustainable CAP should be a matter of priority in this year's enlargement negotiations as well as the mid-term review of the CAP.

The chances for a major reform might be lost for years if the current review is not directed towards sustainable development. Therefore the enlargement negotiations and the mid-term-review should pave the way for a CAP with a much stronger focus on Cross Compliance. It should phase out the current system of direct payments with a redirection of funds towards sustainable agricultural and rural development in *all* countries.

Strong support for rural development in Accession Countries is needed to prevent depopulation of rural areas and large unemployment problems in the course of restructuring agriculture.

The External Dimension of the SD Strategy

Despite reservations about the strong emphasis on the role of the WTO, the EEB endorses the issues laid out in the Commission's Communication on a Global Partnership For Sustainable Development. However, we strongly urge the European Council to call for a significant strengthening of the objectives and actions related to the environment and social dimension of sustainable development in the Union's preparations for the Johannesburg Summit. Amongst other things, the European Council in Barcelona should endorse the following proposals:

- All EU-member states shall reach the UN-target for development aid of 0,7% of GDP by 2007.
- The European Union shall recommend the Aarhus Convention be implemented at the regional level worldwide.
- The Global Environmental Facility shall be replenished by 50% by April 2002.

- The EU will implement a method for sustainability impact assessment in 2002, which includes appropriate criteria and indicators to analyse the impact of EU policies - such as on agriculture and fisheries - on the social, economic and ecological conditions in other countries.

Biotechnology

In its Synthesis Report, the Commission invites the European Council to endorse the importance of the biotechnology sector. The Commission is making a painful mistake when it considers biotechnology in general to be beneficial for sustainable development.

Especially when it comes to the release of GMO's in nature; for instance in agricultural crops, the EEB urges the European Council to stress the importance of strict and complete safety regulations in the EU, as well as full information to the consumers.

The European Council should hence support the existing so-called "GMO-moratorium" until clear and strict rules on traceability, labelling and liability, both for GMOs and products derived from GMOs, are finally agreed upon by the Council and the European Parliament. Furthermore, the European Council should call upon the Council and the European Parliament to work towards an environmental liability system that covers pollution with GMO's outside the Natura 2000-Network, including damages to farmers (such as pollution of organic agriculture), property owners and health damage to citizens.

Implementing Article 6 of the EC Treaty: Improving the Cardiff-Process

Integration of environmental protection requirements, as called for by Article 6 of the Amsterdam Treaty, is a prerequisite for sustainable development. Given the slow progress and insufficient quality of many of the Council reports on environmental integration, the European Council needs to keep the Council beholden to its obligations. This was mentioned in Göteborg, the 6th EAP and SDS objectives, as well as in the sectoral strategies. But it is necessary to give even more guidance to the content of the process: the European Council should indicate that it wants each sectoral strategy to clearly describe concrete and measurable policy objectives, specific action plans, specific instruments, indicators and monitoring systems, ensuring public involvement and transparency. Finally, the European Council should demand an increased effort from the Commission and the European Parliament to ensure a real implementation of Article 6.

Sustainable Water Policy

The Spanish Hydrological Plan is in conflict with all notions of sustainable development as defined by the EU. Although this is a specific case, because of its major adverse effects and high symbolic value, we ask the Barcelona Council to send a clear message that EU funding for such a project is in conflict with basic EU principles on sustainable development

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ANNEX I: Göteborg European Council conclusions, 15 and 16 June 2001

Chapter II of the Göteborg Conclusions, concerning the Sustainable Development Strategy:

II. A STRATEGY FOR SUSTAINABLE DEVELOPMENT

19. Sustainable development – to meet the needs of the present generation without compromising those of future generations is a fundamental objective under the Treaties. That requires dealing with economic, social and environmental policies in a mutually reinforcing way. Failure to reverse trends that threaten future quality of life will steeply increase the costs to society or make those trends irreversible. The European Council welcomes the submission of the Commission's communication on sustainable development which includes important proposals for curbing such trends.

20. The European Council agrees on a strategy for sustainable development which completes the Union's political commitment to economic and social renewal, adds a third environmental dimension to the Lisbon strategy and establishes a new approach to policy making. The arrangements for implementing this strategy will be developed by the Council.

21. Clear and stable objectives for sustainable development will present significant economic opportunities. This has the potential to unleash a new wave of technological innovation and investment, generating growth and employment. The European Council invites industry to take part in the development and wider use of new environmentally friendly technologies in sectors such as energy and transport. In this context the European Council stresses the importance of decoupling economic growth from resource use.

A new approach to policy making

22. The Union's Sustainable Development Strategy is based on the principle that the economic, social and environmental effects of all policies should be examined in a coordinated way and taken into account in decision-making. "Getting prices right" so that they better reflect the true costs to society of different activities would provide a better incentive for consumers and producers in everyday decisions about which goods and services to make or buy.

23. To improve policy coordination at the level of the Member States, the European Council:

- invites Member States to draw up their own national sustainable development strategies;
- underscores the importance of consulting widely with all relevant stakeholders and
- invites Member States to establish appropriate national consultative processes.

24. To achieve better policy coordination in the Union, the European Council:

- will at its annual Spring meetings give policy guidance, as necessary, to promote sustainable development in the Union;
- invites the Union institutions to improve internal policy coordination between different sectors. The horizontal preparation of the Sustainable Development Strategy will be coordinated by the General Affairs Council;
- notes that the Commission will include in its action plan for better regulation to be presented to the Laeken European Council mechanisms to ensure that all major policy proposals include a sustainability impact assessment covering their potential economic, social and environmental consequences.

25. To build an effective review of the Sustainable Development Strategy, the European Council:

- invites* the Council to examine, for the purposes of implementing the strategy, the proposals in the Commission communication, in particular its proposals for headline objectives and measures, as well as the 6th Environmental Action Programme and the sector strategies for environmental integration;
- will* review progress in developing and implementing the strategy at its annual Spring meetings, in line with the conclusions of the Stockholm European Council;
- notes* that the Commission will evaluate implementation of the Sustainable Development Strategy in its annual synthesis report, on the basis of a number of headline indicators, to be agreed by the Council in time for the Spring European Council 2002; at the same time, the Commission will present a report assessing how environment technology can promote growth and employment;
- supports* the Commission's work on a draft on the labelling and traceability of GMOs;
- asks* the Council to take due account of energy, transport and environment in the 6th Framework Programme for Research and Development.

The global dimension

26. Sustainable development requires global solutions. The Union will seek to make sustainable development an objective in bilateral development cooperation and in all international organisations and specialised agencies. In particular, the EU should promote issues of global environmental governance and ensure that trade and environment policies are mutually supportive. The Union's Sustainable Development Strategy forms part of the Union's preparations for the 2002 World Summit on Sustainable Development. The Union will seek to achieve a "global deal" on sustainable development at the Summit. The Commission undertakes to present a communication no later than January 2002 on how the Union is contributing and should further contribute to global sustainable development. In this context, the Union has reaffirmed its commitment to reach the UN target for official development assistance of 0.7% of GDP as soon as possible and to achieve concrete progress towards reaching this target before the World Summit on Sustainable Development in Johannesburg in 2002.

Targeting environmental priorities for sustainability

27. Building on the Commission communication on sustainable development, the 6th Environmental Action Programme and the sector strategies for environmental integration, the European Council has, as a first step, singled out a number of objectives and measures as general guidance for future policy development in four priority areas: *climate change, transport, public health and natural resources*, thus complementing decisions on social and economic issues taken by the European Council in Stockholm.

Combating climate change

28. Emissions of greenhouse gases from human activity are contributing to global warming with repercussions on the world's climate. Therefore, the Conference of the parties in mid-July in Bonn must be a success. The Community and the Member States are determined to meet their own commitments under the Kyoto Protocol. The Commission will prepare a proposal for ratification before the end of 2001 making it possible for the Community and the Member States to fulfil their commitment to rapidly ratify the Kyoto Protocol. The European Union will work to ensure the widest possible participation of industrialised countries in an effort to ensure the entry into force of the Protocol by 2002. To enhance the Union's efforts in this area, the European Council:

- reaffirms* its commitment to delivering on Kyoto targets and the realisation by 2005 of demonstrable progress in achieving these commitments. Recognising that the Kyoto Protocol is only a first step, it endorses the objectives set out in the 6th Environmental Action Programme;

-furthermore reaffirms its determination to meet the indicative target for the contribution of electricity produced from renewable energy sources to gross electricity consumption by 2010 of 22 percent at Community level as set out in the Directive on Renewable Energy;
-invites the European Investment Bank to promote the Sustainable Development Strategy and to cooperate with the Commission in implementing the EU policy on climate change.

Ensuring sustainable transport

29. A sustainable transport policy should tackle rising volumes of traffic and levels of congestion, noise and pollution, and encourage the use of environment-friendly modes of transport as well as the full internalisation of social and environmental costs. Action is needed to bring about a significant decoupling of transport growth and GDP growth, in particular by a shift from road to rail, water and public passenger transport. To achieve this, the European Council:

-invites the European Parliament and the Council to adopt by 2003 revised guidelines for trans-European transport networks on the basis of a forthcoming Commission proposal, with a view to giving priority, where appropriate, to infrastructure investment for public transport and for railways, inland waterways, short sea shipping, intermodal operations and effective interconnection;
-notes that the Commission will propose a framework to ensure that by 2004 the price of using different modes of transport better reflects costs to society.

Addressing threats to public health

30. The European Union must respond to citizens' concerns about the safety and quality of food, use of chemicals and issues related to outbreaks of infectious diseases and resistance to antibiotics. To this end, the European Council:

-notes the Commission's intention to present formal proposals, and invites the Council and the European Parliament to adopt them, so that the chemicals policy is in place by 2004, thereby ensuring that within a generation chemicals are only produced and used in ways which do not lead to a significant impact on health and the environment;
-notes the Commission's intention to present by the end of 2001 Action Plans for tackling issues related to outbreaks of infectious diseases and resistance to antibiotics;
-urges the European Parliament and the Council to profit from the substantial progress achieved and rapidly agree on the final adoption of the European Food Authority and Food Law Regulation in order to comply with the time frame agreed at the Nice and Stockholm European Councils;
-asks that the possibility of the creation of a European surveillance and early warning network on health issues be examined.

Managing natural resources more responsibly

31. The relationship between economic growth, consumption of natural resources and the generation of waste must change. Strong economic performance must go hand in hand with sustainable use of natural resources and levels of waste, maintaining biodiversity, preserving ecosystems and avoiding desertification. To meet these challenges, the European Council agrees:

-that the Common Agricultural Policy and its future development should, among its objectives, contribute to achieving sustainable development by increasing its emphasis on encouraging healthy, high-quality products, environmentally sustainable production methods, including organic production, renewable raw materials and the protection of biodiversity;
-that the review of the Common Fisheries Policy in 2002 should, on the basis of a broad political debate, address the overall fishing pressure by adapting the EU fishing effort to the level of available resources, taking into account the social impact and the need to avoid over-fishing;
-that the EU Integrated Product Policy aimed at reducing resource use and the environmental impact of waste should be implemented in cooperation with business;

-that biodiversity decline should be halted with the aim of reaching this objective by 2010 as set out in the 6th Environmental Action Programme.

Integrating the environment into Community policies

32. The Council is invited to finalise and further develop sector strategies for integrating environment into all relevant Community policy areas with a view to implementing them as soon as possible and to present the results of this work before the Spring European Council in 2002. Relevant objectives set out in the forthcoming 6th Environmental Action Programme and the Sustainable Development Strategy should be taken into account.

ANNEX II

EEB, FNI, FOE's 10 headline indicators for sustainable development:

INDICATOR	TIMETABLE	FINAL TARGET
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CLIMATE

Climate change

<p>Total CO₂ and five other greenhouse gas emissions (CH₄, N₂O, HFCs, PFCs, SF₆)</p> <p><i>Interim indicator: CO₂ and two other greenhouse gas emissions (CH₄, N₂O).</i></p>	<p>Short term: full implementation of 'Kyoto'^{*)}</p> <p>Medium term: 30% to 40 % reduction should be reached by 2020, compared to 1990 levels.</p>	<p>By 2030 more than 70% reduction of current greenhouse gas emissions. (As indicated in 6th EAP)</p>
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Energy sector

<p>% of green energy in total energy consumption</p>	<p>12% by 2010 (agreed EU target)</p>	<p>75% or more depending on remaining greenhouse gas emissions by 2030</p>
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TRANSPORT

Transport sector

<p>Total passenger- and ton-kilometres travelled, related to:</p> <ul style="list-style-type: none"> - GDP - Total energy use by transport sector 	<p>Short term: the necessary pre-conditions to reverse the current trends need to be in place by 2004, decoupling transport growth from GDP growth.</p>	<p>Within 30 years- stabilisation of total distances (pkm/tkm) travelled and halving of total energy consumption (level 2000)</p>
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PUBLIC HEALTH

Chemicals

<p>An index of used hazardous substances weighted according to human and eco toxicity (has yet to be developed)</p> <p><i>Interim indicator: % of the OSPAR chemicals still on the European market for unknown or open system application.</i></p>	<p>Medium term: halve consumption by 2010 compared to 1995.</p>	<p>By 2020 no human made releases (existing obligation under OSPAR and HELCOM)</p>
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Air quality

<p>Emissions of 5 pollutants (SO_x, NO_x, NH₃, VOCs, PM)</p> <p><i>Interim indicator: emissions of 4 pollutants (as long as data for PM are incomplete)</i></p>	<p>Medium term: reductions of 84% for SO₂, 55% for NO_x, 29% for NH₃ and 60% for VOC compared to 1990 levels by 2010. PM: more research needed; current knowledge indicates a 80% reduction of PM 2.5 by 2010.</p>	<p>Good air quality within 30 years. The critical loads for pollutants and the WHO standards for air pollutants with respect to human health should not be exceeded any more.</p>
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NATURAL RESOURCES

Biodiversity

<p>Biodiversity index based on genetic and habitat variety (has yet to be developed)</p> <p><i>Interim indicator: % of original indigenous species extinct or under threat</i></p>	<p>Immediate Effective implementation of the EU Biodiversity Strategy</p>	<p>A halt to habitat decline and the extinction of species in the EU by 2010 (agreed by Göteborg summit)</p>
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Agricultural sector

<p>Pesticides usage (active ingredients)</p>	<p>Short term: 40 % reduction in the treatment frequency</p>	<p>No use of pesticides that are not allowed for organic farming by</p>
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<p>weighted according to human and eco toxicity)</p> <p><i>Interim indicator: treatment frequency excluding those pesticides agreed for organic farming methods</i></p>	of pesticides within 10 years	2020
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Land use

Amount of built-up areas compared to total area. (Including total area used by the EU outside EU)	See final target	Net stabilisation of non built-up areas by 2005, allowing for some mitigation and exchange between different areas
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Material use

<p>Total material use (Total Material Requirement) and waste production incl. percentage of reused or recycled material.</p> <p><i>Interim indicator: waste production with recycling percentages.</i></p>	Short term: stabilisation of waste generation at 1985 levels (an actual reduction) (existing 5 th EAP objective)	Within 30 years a Factor 10 lower primary non-renewable material use, with material recycling and re-use above 95%, resulting in untreated waste going to landfill towards 0.
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Water quality

Percentage of all water bodies reaching the good/high status or in the case of heavily modified or artificial water bodies good/maximum ecological potential and good chemical status as defined in the Water Framework Directive	Immediate compliance with and enforcement of the Water Framework Directive, including immediate enforcement of the non-deterioration principle.	All water bodies reaching the good/high status or in the case of heavily modified water bodies good/maximum ecological potential and good chemicals status as defined in the Water Framework Directive by 2015
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