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**INTERIM REVIEW OF IMPLEMENTATION
OF
THE EUROPEAN COMMUNITY PROGRAMME
OF
POLICY AND ACTION
IN RELATION TO THE ENVIRONMENT
AND
SUSTAINABLE DEVELOPMENT
"TOWARDS SUSTAINABILITY"**

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TABLE OF CONTENTS

1

I.	<u>INTRODUCTION</u>	1c
II.	<u>BROAD INDICATIONS OF PROGRESS ACHIEVED</u>	2
	Integration of environmental considerations into other policy areas	2
	Broadening the Range of Instruments	3
	Partnership and Shared Responsibility	4
	Changing attitudes and patterns of consumption and production	4
	Implementation of Legislation and Enforcement	4
	The International Dimension	5
III.	<u>MANUFACTURING INDUSTRY</u>	5
	Introduction	5
	Integration	5
	Small and Medium Sized Enterprises (SME's) (6)	
	Partnership and Shared responsibility	6
	Broadening the range of instruments	7
	Changing Attitudes and Patterns of Consumption and Production	8
	<u>Application and enforcement</u>	9
	International dimension	9
	Conclusion	10
IV.	<u>ENERGY</u>	10
	Introduction	10
	The Integration of Environmental Considerations into the Energy Sector	11
	SAVE (11)	
	ALTENER (11)	
	THERMIE and JOULE (11)	
	Energy Planning (12)	
	Climate Change (12)	
	Broadening the Range of Instruments	12
	Scientific Research and Technological Development (12)	
	Economic Instruments (13)	
	Public Information and Education (14)	
	Shared Responsibility and Partnership	14
	Changing attitudes and patterns of consumption	15
	The application of legislation and enforcement	15
	The international dimension of the Fifth Environment Action Programme	15
	The European Energy Charter (15)	
	Improving Energy Efficiency and the Use of Renewable Energy (16)	
	Conclusions	16
V.	<u>TRANSPORT</u>	17
	Introduction	17
	The Integration of Environmental Considerations into the Transport Sector	17
	Infrastructures (17)	
	Fuels and Vehicles (18)	
	Broadening the Range of Instruments	19
	Financial Support Mechanisms (19)	
	The Economic Approach (19)	
	Scientific Research and Technological Development (20)	
	Shared Responsibility and Partnership	21
	Changing Attitudes	21
	Conclusion	22
VI.	<u>AGRICULTURE</u>	23
	Introduction	23
	The integration of environmental consideration into agricultural policy	23
	Common market organisations (CMO) (23)	
	Rural Development (24)	

	Change in consumption and production patterns	24
	Implementation of environmental Community legislation (26)	
	Broadening the range of instruments	26
	Partnership and shared responsibility	27
	Conclusion	27
VII.	<u>TOURISM</u>	28
	Introduction	28
	Integration of environment considerations	28
	Changing attitudes and patterns of consumption	29
	Broadening the range of instruments	29
	Conclusions	30
VIII.	<u>THE INTERNATIONAL DIMENSION</u>	30
	The Community's role in the wider international arena	30
	Follow-up of international commitments	31
	Agenda 21 and UNCED follow-up initiatives (31)	
	Climate change (31)	
	Biodiversity loss (31)	
	Forests (32)	
	Ozone layer (32)	
	Transboundary movement of waste (32)	
	Trade and environment (32)	
	Integration of environmental requirements into development cooperation policy	33
	Lomé (34)	
	The Asian and Latin American countries (ALA) / The Mediterranean (34)	
	Central and Eastern European countries (CEECs) and the Republics of the former Soviet Union (35)	
	Conclusion	36
IX.	<u>BROADENING THE RANGE OF INSTRUMENTS</u>	36
	Introduction	36
	Improvement of environmental data and adaptation of statistics	37
	Scientific research and technological development	37
	Sectoral and spatial planning	39
	Environmental Impact Assessment	40
	Development of Physical Indicators and redefinition of national accounting concepts	41
	Development of Cost Benefit Analysis methodologies	41
	Economic and fiscal instruments	41
	Charges and levies (41)	
	Success of Unleaded petrol (42)	
	Energy/CO ₂ tax (42)	
	State aids (42)	
	Eco-auditing (42)	
	Eco-label (43)	
	Liability (43)	
	Public Information and Education	44
	Information (44)	
	Education (44)	
	Professional education and training	45
	Financial support mechanisms	45
	LIFE (45)	
	The Structural Policies	46
	Revision of policy (46)	
	Technical assistance (46)	
	Environmental indicators (46)	
	Quality of new plans (47)	
	Cohesion Fund (47)	
X.	<u>STRUCTURES FOR SHARED RESPONSIBILITY</u>	47
	At Community level	47

18

Dialogue Groups (47)	
Integration of policies (48)	
At Member State level	49
Consultative bodies (49)	
Formal mechanisms for integration (49)	
Environmental units in other ministries (49)	
At regional/local level	50
Relations with NGOs	51
XI. <u>APPLICATION OF COMMUNITY ENVIRONMENTAL LEGISLATION</u>	51
XII. <u>FINAL CONCLUSION</u>	53
ANNEX I	54
LEGISLATION IN THE ENVIRONMENT SECTOR	54

I. INTRODUCTION

The adoption of the Council Resolution on a Community programme of policy and action in relation to the environment and sustainable development, the Fifth Action Programme, on 1 February 1993 was a reflection of the growing awareness of the importance of sustainable development. The Programme had been developed as part of the Community's preparation for the Earth Summit of Rio de Janeiro in the summer of 1992 and the Resolution also reflects the decisions made at Rio. It makes clear that the "1992-1995 phase should be viewed as a priming period changing the sense of direction and commitment," a period to initiate the journey and stimulate progress.

In the Resolution, the Environment Policy Review Group, set up under the Programme, was invited to keep the implementation of the Programme under review on the basis of regular reports from the Commission summarising progress. This is the first of those reports.

This Report on the situation up to 30 June 1994 comes midway between the formal approval of the general strategy and approach of the Programme, and the review that is due to take place before the end of 1995, and attempts to measure progress towards sustainable development as defined and set out in the Programme. The emphasis is on quality, causes and degrees of shift in direction, above all at Community level (focusing on where the Commission has a role in initiating action), but also considering developments among the other actors of the Programme. The Report gives some examples of developments in Member States. These are highlighted in boxes. Other information received from Member States will serve as a valuable source of reference for the review process that will soon be starting.

At such an early stage in the Programme, the report focuses on the qualitative rather than the quantitative aspects of development and does not attempt to analyse progress on the various indicative measures set out in the various tables of the Programme. These will be analysed as part of the review process. It is unfortunate that the European Environment Agency was not in place in time to contribute information on progress.

The Report is being presented at a time when a wider process is moving environmental and sustainable development issues towards the centre of policy making. The new Treaty on European Union (EU) marks an important step in this process, setting out in Article 2, as one of the basic aims of the Community, the promotion of "*a harmonious and balanced development of economic activities, sustainable and non inflationary growth respecting the environment.*" Article 130r(2) of the Treaty identifies integration of environmental protection requirements into the definition and implementation of the Community's other policies as another important requirement.

The Commission's White Paper on Growth, Competitiveness and Employment of December 1993 builds on these principles. Chapter 10 develops some thoughts on a new model of economic development that places the environment and sustainable development in the limelight. In it are tackled the issues of integrating environmental and sustainable development issues into mainstream economic policies on the one hand, and the generation of more employment, on the other. The two key elements for reconciling environmental protection imperatives and the logic of economic growth into economic sustainable growth are, a major reform of the present fiscal system (internalising environmental costs), and the introduction of environmental concerns as elements of competition..

Thus, the EU's environment policy finds itself at a major turning point. In the Programme it has a strategy for facing the environmental challenges for the next ten years and on how to move towards sustainable development.

Later this year, the Commission will be publishing the results of an important study it has had carried out to provide an analysis that shows how integrating the environment can be done in a cost-effective way while supporting economic development and employment.

The approach chosen to appraise progress at this stage focuses on processes, especially the putting into place of mechanisms which are vital to change attitudes towards environmental and sustainable development issues. The choice was determined by the fact that the Programme is still young and radically different in nature from the four programmes that preceded it, and because not all targets are the responsibility of the EC.

The six elements that make up this new approach to environmental and sustainable development issues, and that lie at the heart of the Programme, are:

- the integration of environmental considerations into other EC policy-areas;
- the broadening of the range of instruments, including economic instruments;
- partnership (involving the European Union, the general public, the business world and national administrations) and shared responsibility;
- changing attitudes and patterns of consumption and production;
- the application of legislation and enforcement;
- the international dimension of the Fifth Environment Action Programme.

The Report examines progress on these six elements within each of the five main selected target sectors identified by the Programme: agriculture, energy, manufacturing industry, transport, and tourism. Because the process of changing attitudes is fundamental to sustainable development, and in line with the structure of the Fifth Programme, separate chapters have also been included on the international dimension, widening the range of instruments, development of structures for shared responsibility, and application of environmental legislation that examine in greater depth progress in this direction.

II. BROAD INDICATIONS OF PROGRESS ACHIEVED

It is too early to be able to make a full review of progress on the individual elements of the Programme. All that can be done, after eighteen months experience, is to try to assess if and where changes in attitudes and in approach are beginning to occur and whether there are indications that the EC is rising to the challenge set out in the Fifth Programme to put sustainable development at the heart of its policies.

Set out below are some broad indications of progress in relation to the six elements that lie at the heart of the Fifth Programme. The main text of the Report elaborates and illustrates these statements.

Integration of environmental considerations into other policy areas

In the five key target sectors some progress has been made. However there is insufficient awareness of the need and a lack of willingness to adequately integrate environmental and sustainable development considerations into the development of other policy actions to the benefit of the policy itself and of the environment and sustainable development.

While there has been some progress on integration of environmental approaches within Community policies and in certain Member States, sustainable development essentially continues to be seen as the business of those who deal with the environment. The evidence suggests that integrating environmental considerations into other policy areas requires both unified environment administrations able to influence other parts of the administration as well as the strengthening of environmental awareness in other parts of the administration for example by creating environment units.

Progress has taken place within the Community and individual Member States in areas such as the revision of the Structural Funds, the incorporation of environmental considerations into state aid, and the adoption of some measures in agriculture and the integration of environmental dimension in almost all Community RDT specific programmes (1994-1998). In trade policies important political targets have been set. Furthermore, there has been some encouraging progress in integrating the environment into policies dealing with manufacturing industry, most notably in relation to large companies.

Strategic assessments of the impact of policy initiatives on the environment have yet to take root, in most of the Member States. The Commission has undertaken to carry out such an approach in making its own proposals.

Initiatives on the introduction and implementation of appropriate mechanisms to ensure that environmental and sustainable development concerns are considered in new policy actions need to be speeded up.

Broadening the Range of Instruments

Despite the commitment to diversify the range of instruments set out in the Programme, progress has been slow at Community or Member State level. Legislation remains the main approach, although the number of new proposals from the Commission has diminished and the type of legislation it is proposing is moving away from the pure legislative approach to more framework enabling legislation and to the simplification and clarification of existing legislation.

In the area of economic instruments, there has been only slow progress in discussion of the single Community instrument under consideration, the CO₂/energy tax. In other areas in Member States, despite a number of important initiatives, developments are still at the stage of experimentation. The Commission's White Paper in its Chapters 9 and 10 points to directions to be considered for the future in terms of changes in fiscal instruments.

In the area of financial support mechanisms important progress has been made at Commission and Member State levels in integrating environmental considerations into Structural Funds and the Cohesion Fund. Integration of environmental concerns needs to be better reflected in the regional development plans and proposals for funding being developed by Member States.

Whilst there has been some progress in developing environmental and sustainable development indicators there is a need for more intensive work to ensure environmental costs are internalised.

There have been some improvements in the availability of data. The European Environment Agency will have a vital role to play to speed up improvement. For this to happen, it is important to establish the Agency's work programme as soon as possible as well as to ensure good working relations between the Agency, the Commission and Member States.

Closer linkages between Research and Development policies and environment and sustainable development policies are developing but need to be intensified particularly in the context of the 4th Framework Programme's implementation and its linkages with the Fifth Environment Action Programme.

Increased efforts need to be put in place to ensure better information on sustainable development issues at EC and Member State levels to increase public awareness and to help change attitudes.

Partnership and Shared Responsibility

The setting up of sustainable development strategies or plans to parallel at Member State level Agenda 21 and the Fifth Programme has taken place or is taking place in only seven Member States and needs to be considered urgently by others. Consideration needs to be given as to whether regional and/or local plans need to be further developed where appropriate.

There has been progress in increasing levels of dialogue and of transparency on environment and sustainable development issues at both EC and Member State level. The creation of consultative fora by the Commission and by certain Member States provides an opportunity for increased dialogue but further efforts are required to involve the whole range of actors in society.

Changing attitudes and patterns of consumption and production

The recession has reinforced industry's (large companies and small and medium-sized enterprises) perception that environment and sustainable development issues are stumbling blocks. There have been only a few cases where sustainable development is recognized as an approach that can create jobs and is not inherently anti competitive.

Chapter 10 of the White Paper on Growth, Competitiveness and Employment provides a new perspective on how to achieve progress towards sustainable development and needs further consideration particularly in relation to its ideas on switching the fiscal burden from labour and social costs to natural resources.

Developments on environmental management and audit schemes, environmental labelling and the inclusion of environmental details in company reports are contributing to progress towards changing attitudes. Attention needs to be paid to the management of production methods and to ensuring that the transmission of the experience in this field from large to small companies takes place.

Close attention needs to be given to sustainable development in the implementation of the strategic programme for the EC's internal market in particular.

Implementation of Legislation and Enforcement

There has been progress in ensuring that Community legislation is being implemented more effectively and that it is seen as a shared responsibility. Nevertheless greater effort is necessary to ensure that legislation is implemented and enforced more efficiently. This can be facilitated by the clarification and simplification of existing legislation that will, at the same time, maintain high quality standards. The Fifth Programme's Implementation Network can make an important contribution to progress in this area by assuring closer contacts between regulators and policy-makers, and those concerned with a day to day implementation.

The International Dimension

UNCED has given a new impetus to international dialogue and cooperation on environment and development and, as anticipated in the Fifth Action Programme, its outcome is deeply influencing Community action and policies. Even if new problems have emerged in the past two years (eg. economic recession, security issues in many regions of the world) it is essential to maintain the momentum generated by the Rio Conference.

III. MANUFACTURING INDUSTRY

Introduction

A primary goal of the Community is to create the conditions for a strong and competitive industry. This was emphasised in the White Paper on Growth, Competitiveness and Employment. It is however recognized, that the current development model leads to less labour and more capital-intensive production methods. This is accompanied by a continued over-exploitation of environmental resources. The consequences of this type of industrial activity may go beyond the tolerance level of the natural resource base and limit further industrial development.

Integration

The thrust of the Fifth Programme is to develop sustainable policies and instruments good for the environment and for business. Larger companies are gradually realizing that a sound natural resource basis is prerequisite to their continued development and that, in view of competitiveness in Europe and world wide, investments in environment are becoming productive investments to stay in business or even to open or expand markets.

In its Communication on "Industrial Competitiveness and Protection of the Environment" of November 1992, the Commission stressed that *"integration of competitiveness and the environment requires a strategy that should be built around solutions based on the competitive functioning of markets. This implies in particular emphasis on market-related instruments of environment policy."* The Council confirmed and reinforced these conclusions in its Resolutions of 3 December 1992 and its Conclusions of 4 May 1993. Some of these arguments have been taken further in the White Paper.

Article 2 of the Treaty stresses that the completion of the Internal Market will be an important means to reach sustainable and non-inflationary growth respecting the environment. In return, a move towards sustainable growth is vital for the long-term success of the Internal Market. The Strategic Programme for the Internal Market, which the Commission adopted at the end of 1993, stresses the need for enhancing the coherence between the Internal Market and environmental protection.

The Commission is investing considerable resources in investigating the interface between industry and sustainable development.

Within the framework of the 1996 study on the impact and effectiveness of the Internal Market programme, the nature and extent of the impact of the measures adopted for the Internal Market on the environment and on sustainable development will be studied.

In addition, in 1993, studies were started directly or indirectly aiming at integration (such as a feasibility study on statistics on eco-industries and eco-products, on new clean and low waste products and on economic evaluation of environmental protection measures. Results of these studies are expected in mid 1994. Other studies on the development by industry of product life cycle analysis, and on sustainable use of raw materials are due to be launched in 1994, together with a round of interviews with industry on the impact and integration of environmental measures on enterprise strategies.

Small and Medium Sized Enterprises (SME's)

In relation to small and medium enterprises (SME's) developments in policy reorientation have been very modest and need to be enhanced. The message of the potentially positive role of environmental protection has just started filtering through in recent policy documents aimed at supporting SME's.

It is necessary to provide direct practical assistance eg. in respect of the provision of expert consultancy services, training programmes, and financial incentives or assistance etc. This should be directed to help SMEs realize their potential within highly competitive markets so they can exploit their high level of flexibility, innovation, and adaptability, which could lead to the opening up of entirely new markets or to new methods in existing markets.

Within the context of an Integrated Programme in favour of SMEs and the Craft Sector of May 1991, the Commission is currently working on ideas for creating new jobs particularly in areas not so far exploited such as services for the protection of the environment.

Under the Community Structural Funds Programme for 1994 to 1999, provision has been made for a special Community Initiative for SMEs of 1 billion ECU. It is up to Member States to submit operational programmes or applications for global grants. Within the seven priority areas for increasing the competitiveness of SMEs and their international involvement with the aim to support environment related activities, including the development of clean technologies and clean production.

The British, Danish, German and Dutch governments have developed initiatives to assist SME's with consultancy services and financial incentives to upgrade environmental performance and to install clean technologies. In the industry has set up a Committee to help cleaner technology developed for large companies and to be scaled for SME's.

Partnership and Shared responsibility

In recent years, there has been an increasing and systematic involvement of, and dialogue with, industry organisations and other interest groups in the development of the Commission's legislative proposals in the environment sector. A regular dialogue has been instituted between the European industry federation UNICE and the Commission. In November 1992, the British Presidency organised with the Commission, a major conference on European Business and the Environment, the Future. This conference highlighted experiences in opportunities, financial challenges and other issues related to business and environment. With the support of the Commission, the European Partners for the Environment was created in 1994 to provide a platform for industry and NGO's to meet and discuss possible ways to move towards sustainable development, in particular through training and information initiatives.

Research is being conducted for the Commission on how to include environmental information in company accounts. European accounting organisations are closely involved. The Commission plans to put forward a proposal on the disclosure of environmental issues in company accounts in 1995, based on consultations with Member States, industry and professional organisations.

The potential role of financial services in achieving sustainable growth is also being explored.

Decisions regarding measures to reduce risks associated with industrial installations, chemicals and biotechnology, should be made on a sound and scientific basis. Industrial organisations have taken a leading role in promoting data collection on existing chemicals. Significant progress has also been recently made in the development of a consensus on the methodologies for risk assessment, in particular on chemicals. To develop and maintain such a consensus, a close cooperation between all interest groups is necessary.

Another interesting example of shared responsibility and partnership with industry, is the "Auto-Oil" research programme, a joint collaboration between the European automobile and petroleum industries and the Commission (see also the Chapter on Transport).

In the UK an Advisory Committee on Business and Environment was set up bringing together 25 business leaders willing to look beyond narrow interests and be confronted with difficult choices, necessary to meet environmental goals. The Committee provides a successful forum for effective dialogue between business and government. Another example is the operation of the Responsible Care Programme by CEFIC, the European Chemical Industry Federation.

Broadening the range of instruments

Both the Fifth Programme and the Strategic Programme for the Internal Market acknowledge that many environmental issues can best be tackled by an interplay between the main economic actors, not only through legislation but also by using an extended and integrated mix of other instruments (such as standards and/or certification systems, voluntary schemes or economic instruments).

The Commission has issued several Communications on standardization over the last 3 years, and a formal consultation paper on environmental standardization in 1993. In June 1993, a major conference on environmental standardization was organized, bringing together all interested parties to discuss a common strategy. Working groups within the European Committee for Standardization (CEN) and the European Committee for Electro-technical Standardization (CENELEC) are studying the possible integration of standardization addressing environmental parameters (such as noise, mechanical vibration, characterisation of waste, water analysis, air quality, etc.), in an approach considering the environment as a whole rather than as a number of isolated phenomena.

An environmental Programming Committee has been set up in CEN/CENELEC and has been operational since the summer of 1993. Examples of ongoing work in this field include the establishment of a set of standards in the area of packaging and packaging waste, environmental management systems, the integration of environmental aspects in product standards and the preparation of reference measurement methods for a number of pollutants including dioxins, SO₂, mercury and 23 dangerous substances discharged into water.

The Commission is examining the possible role of voluntary agreements at EC level in the environment field. The establishment of a Community framework for those agreements is currently under discussion. The Commission will continue and support dialogue with industry on this matter as it did on alkaline batteries, detergents and the phasing out of the use of CFC's by certain industrial sectors. In the course of 1994, the Commission will consider making specific proposals for voluntary agreements related to specific products or industrial sectors.

Environment has become one major concern of enterprise quality policy. Within the framework of the European Quality Policy under development by the Commission, the protection of the environment is playing an important role during all of the phases of the product life cycle and in terms of integrating the different elements relating to environmental management systems into enterprise quality management.

Over the past decade, voluntary agreements or covenants have become policy instruments in the Netherlands (over 30), Belgium, Portugal and Germany (more than 40), some at local level, others with industry associations, associations of individual companies or interest groups (eg. NGO's). Voluntary agreements have become more popular in these countries because of a change of view on the role of government in environment policy, and the trend towards deregulation. Issues addressed in voluntary agreements vary widely from packaging, use of chemicals to the disclosure of environmental information.

Changing Attitudes and Patterns of Consumption and Production

At EC level, a number of initiatives have been launched to stimulate changes in consumption and production. The Commission proposed a Directive on Integrated Pollution Prevention and Control (IPPC) which constitutes a qualitative step towards a more rational control of industrial pollution through the application of Best Available Technologies (BAT). IPPC will enhance the active participation of all parties and improve the coordination between competent licensing authorities. Fifteen notes containing the descriptions of existing BAT, the performances achieved in terms of emission abatement and the cost associated, have already been produced. The notes are not legally binding and serve only as information for Member States and industry. The Proposal for a Directive on Packaging and Packaging Waste aims at a considerable reduction in the use of packaging material and setting targets for its recycling and re-use.

In collaboration with industry and OECD, preparatory work is under way with a view to establishing an EC pollution emissions register which could cover the most important pollutants emitted to air and water, from major sources and source categories, and could be complemented by voluntary agreements with selected industrial partners, aiming at emission reductions.

In the area of waste, cooperation with industry and other partners is continuing on the Priority Waste Stream Programme which includes projects aiming at finding ways, on a voluntary basis, to prevent waste, to optimize its re-use and recycling through better design of the product, and to minimize and optimize final disposal.

Companies need to integrate environmental protection in their management, in order to raise the quality of their products and production. In this context companies, in particular SMEs, are being encouraged to make use of the eco-audit and eco-label schemes. In 1994, an analysis will be made on the environmental impact of eco-label and the competitiveness of eco-labelled products outside the Community.

In Belgium, Germany, the Netherlands and Denmark, deposit refund systems in the beverages sector were introduced to stimulate the re-use/recycling of glass and other materials. In Germany, on average, 72% of all beverages sold in bottles are covered by such a scheme.

Application and enforcement

The maintenance of safety and environment standards in Member States needs to be reinforced. In this context, and in the post-1992 phase of the Internal Market, much attention is being given to the improvement of administrative cooperation between national enforcement authorities, and between them and the Commission, by the means of an adequate communication and data exchange infrastructure. Such a system will provide a pragmatic, non bureaucratic approach, and thus offers the best chance for products and services in circulation in the Community to respect the rules in force, whether these are harmonized at Community level or governed by mutual recognition of national rules. Any deviations from these rules will be quickly followed up by cooperation between administrations. On 16 June 1994 the Council gave its support to this approach by adopting a Resolution on administrative cooperation.

In the area of chemical control, the Commission is encouraging a strengthening of the links between the customs and the control authorities responsible for chemicals' legislation. Furthermore, annual programmes for coordinated control actions across the EC, have been planned and executed. A common guidance document for inspectors conducting control actions has also been developed and approved by the Commission, in collaboration with the competent national authorities.

International dimension

In its Communication on Industrial Competitiveness and Protection of the Environment in November 1992, the Commission stressed that Community international action should be based on a qualitative improvement of environmental and industrial policies, a constructive exchange with industry (partnership) to improve the effectiveness of environment policy, and the preservation of the integrity of the Internal Market while promoting the protection of the environment at high level.

The ability of Community industry in open and competitive markets, and the achievement of a high, balanced, and in the longer term, environmentally sustainable degree of development, depend on the successful integration of industrial competitiveness and protection of the environment. Germany and Japan have gained competitive advantage from the early adoption of severe regulatory requirements, and the early recognition by their industries of the potential in first mover advantage. This has also been carried further in the White Paper.

In 1993, the Commission conducted a study on the competitiveness of the European industry and of sustainability.

Conclusion

In spite of the recession, some encouraging progress has been made towards achieving the aims of the Fifth Programme, in particular in relation to the larger companies competing in international markets.

In more domestically oriented firms and in SME's, progress is very slow. Companies still seem to be in a reactive mode. As the White Paper indicates, SME's seem to have created the most jobs over the last decade, and will have the best potential in the future. The White Paper mentions the employment potential of the environment sector, and the competitive aspects of applying highly cost-effective and cleaner technology.

In aggregate, SMEs also cause their share of pollution and waste. Consequently, SME's need to apply the same environmental standards and requirements as other parts of industry but disproportionate and burdensome administrative financial or legal constraints, need to be avoided.

As many SME's depend on demand created either by changing preferences of consumers, or by large firms, which will be obliged to tighten up their processes or will voluntarily want to meet certain standards (such as eco-label and eco-audit), they will have to follow their larger partners if they want to stay in business.

The use of voluntary agreements and other forms of self regulation has not yet become widespread. This is particularly true of the more legislative oriented Southern European countries.

IV. ENERGY

Introduction

Both at European Community and Member State levels, energy was among the first economic sectors to integrate environmental considerations. This was partly due to the energy crises which made policy-makers aware that solutions to energy and environment problems lay in energy efficiency measures.

The Commission had already taken some important steps in integrating the environment into energy policy before the Fifth Programme (eg. the 1988 Large Combustion Installation Directive). In 1990, a defining landmark decision was agreed by the joint Energy and Environment Council, aiming to achieve stabilization of EC CO₂ emissions by the year 2000 at 1990 levels.

In view of the achievements so far, the question is what progress has been made in the last eighteen months and to what extent policy-makers have ensured that economic growth, efficient and secure energy supplies, and a clean environment have gone hand-in-hand.

The Integration of Environmental Considerations into the Energy Sector

SAVE

The SAVE programme, launched in 1991, has two aims. The first is to contribute to stabilizing CO₂ emissions; the second to attain the 1986 energy policy objective of 20% energy efficiency improvement up until 1995. Progress in achieving both aims has been modest.

Initially 12 directives were foreseen. So far only three have been adopted (energy efficiency requirements for new hot water boilers, labelling of major household appliances which are relevant to the internal market; moreover, an omnibus Directive grouping various other CO₂ reducing energy efficiency measures was adopted in 1993). Directives on efficiency for freezers and refrigerators, on cars to limit CO₂ are under preparation as well as a Directive concerning the introduction of rational planning techniques (integrated resource planning) in the utility sector. A further Directive on co-generation is under consideration.

The omnibus Directive mentioned above has given Member States a high degree of flexibility in choosing CO₂ abatement actions in the fields of:

- energy certification of buildings,
- the billing of heating, air conditioning and hot water costs based on actual consumption,
- third party financing for energy efficiency in the public sector,
- thermal insulation of new buildings,
- regular inspection of new boilers,
- and energy audits of undertakings with high energy consumption.

Such flexibility, however, renders the estimation of the CO₂ abatement effects highly uncertain. Only 50% of SAVE's aim of improving energy efficiency by 20% between 1986 and 1995 is expected to be achieved. Moreover, a substantial part of the improvement of some 10% had already been achieved before 1990. The objective of improving energy efficiency becomes more challenging in a climate of persistently low energy prices. This makes the need for continuing vigorous action by SAVE, including support to pilot projects and information networks, clear.

ALTENER

This programme was formally adopted in September 1993. Its goal is to encourage the market penetration of renewable energy sources and to considerably reduce CO₂ emissions. It has already prepared standards for biodiesel and given support to projects. However, its medium-term impact is expected to be modest, given its limited resources: a budget of 40 million ECU over a five year period. Moreover, because of the long lead time involved in the market penetration of new energy sources, most of ALTENER's effects are expected to materialize only after the year 2000.

THERMIE and JOULE

The THERMIE programme is the current EC project for demonstrating and disseminating cleaner and more efficient technologies in order to facilitate their widespread market penetration. The aim is that energy and environmental benefits of new technology can be reaped to the largest possible extent and as soon as possible.

The investment in cleaner and more efficient energy technology, triggered by THERMIE for example or by similar national programmes, is a prerequisite for meeting ongoing energy services demand (light, heat, motion, communication) with less primary energy requirements and environmental impact.

The duplication of successfully demonstrated projects and measures to encourage their market penetration require several years. This is particularly true of measures geared at technology improvements that include the R&D activities of the JOULE programme. However because of the long lifetime of energy equipment, these effects persist for many years.

Energy Planning

Under the scheme setting up the Energy Planning projects (1993), environmental issues heavily influence the process of selecting and accepting projects. A fundamental goal of local and regional projects undertaken in the context of Energy Planning is to protect the environment by developing energy management, improving energy efficiency, and by providing alternate energy production options. It is thus making a substantial contribution towards reducing the environmental impact of the various pollutants related to energy use.

Climate Change

The negotiation and ratification process of the Climate Change Convention has triggered several processes of integration of environment, energy, industry and economic policies, shared responsibility and partnership, at all decision-making levels in the Community, the broadening of the range of instruments (carbon/energy tax) and intense rounds of international negotiations.

The climate change issue - at the heart of the energy and environment interface - is an important illustration of how a complex set of international problems can nurture the integration of the environment into several other sectors at once, an exceptional level of coordination between those sectors at regional, national and EC levels, unprecedented public and international awareness and a debate on global environmental issue.

Inter-ministerial coordination mechanisms on climate change have been set up in five Member States: France, Germany, Portugal, Spain and the UK.

Broadening the Range of Instruments

Scientific Research and Technological Development

Substantial efforts are being made in the field of energy technologies, ranging from relevant research and technological development in the EC's 3rd Framework Programme (JOULE II Specific programme on Non-Nuclear Energies) and the 4th Framework Programme (FP4) (more than 2300 million ECU for energy related issues, including R&D and Demonstration for Clean and Efficient Energy Technologies) to the THERMIE Programme. Its objective is to move energy technology from the research and development stage to commercial application. This involves the distribution of results and the promotion of clean and efficient technology.

Recently the programme has been oriented towards projects with a direct impact on CO₂ emissions; more generally, environmental concern, in particular CO₂ emissions, has been identified as the main driving force of the next RDT energy activity in the 4th Framework Programme.

As part of FP4's "Telematics for Improving Employment and Quality of Life" Research Programme, the Prolink Project gets engineers from across Europe to use Western expertise in remote monitoring using telematic systems to survey a nuclear power station in Bulgaria. The aim of the project is to strengthen the existing relationship between electrical energy producers in Eastern and Western Europe and demonstrate how information technology can enhance safe nuclear power and how such a distributed information system can be important to the management, security and optimization of energy production and distribution networks.

Economic Instruments

A most important element in any integration strategy is the internalization of external costs. Amongst others, taxes are instrumental to this. To create market-based incentives for environmentally friendly economic behaviour, the Commission foresees to increase recourse to economic and fiscal instruments. Ideally, energy consumption, in both the commercial and private sectors, should be based on full cost energy prices without subsidies.

The energy/CO₂ tax proposed by the Commission in May 1992 represents a first step in this direction. The objective of the tax is to stimulate a more efficient use of energy and to contribute in switching to fuels containing less or no Carbon. Such an instrument would have several additional "no-regrets" benefits such as the reduction of other pollutants, the improvement of energy security due to the conservation of energy and the achievement of overall technical progress. Only limited progress has been made towards an agreement on the proposal.

Some Member States use subsidies, in one form or another, and environment audits as part of their economic instruments. The Netherlands, Spain, France and the UK use subsidies for energy efficiency measures or for promoting the development of renewable energy sources. In the Netherlands, subsidies are provided for energy conservation initiatives, combined heat and power projects, renewable energy sources, low emission vehicles, low emission heating systems and manure processing and storage. In Spain, the National Energy Plan (1991-2000) includes a plan for energy saving and efficiency. Both Luxembourg and the UK have implemented energy audit schemes. In Luxembourg, the law of 5 August 1993 establishes "energy audits" by which industries and companies using 35W/h of energy per annum and over, are obliged to draw up energy audits and evaluate the possibility for energy savings.

Given the existence of market imperfections, which in the case of energy includes the lack of relevant information for the consumer and institutional obstacles to financing cost effective energy and efficiency measures, the Community has implemented several non-fiscal measures that neutralise these imperfections and thereby reinforce the effectiveness of fiscal measures. For example, even if the carbon/energy tax were fully in place, its impact would be reduced by the failure of price signals to reach the consumer. Non-fiscal measures in the SAVE Directive - such as energy efficiency labelling for domestic appliances allowing the consumer to identify energy efficient products - can remedy this.

Integrated resource planning in the electricity and gas distribution sectors, particularly demand side management, constitutes another important means for improving energy efficiency, because it ensures distribution utilities gain a return from their energy efficiency activities and encourages them to further embrace their role as energy service suppliers rather than being simply "commodity" traders. The current draft Commission proposal for a Council Directive to introduce rational planning techniques in the electricity and gas distribution sectors is designed to bring about such a development.

Public Information and Education

SAVE has set up an information exchange network on energy efficiency aimed at all the levels of the EC, the goal being that all EC citizens will ultimately be aware that energy efficiency not only saves money but brings benefits to the environment.

ALTENER is also establishing an information exchange this year and will launch a major information programme stressing the benefits of greater levels of renewable energy in the EC's energy mix and the resulting environmental benefits, especially in terms of CO₂ emission-levels.

THERMIE also disseminates information through documentation, the organisation of forums, seminars, workshops and training programmes. The majority of these activities are carried out through the Community's network of Organisations for the Promotion of Energy Technology (OPET).

Shared Responsibility and Partnership

The revised SAVE programme, adopted in the context of the CO₂ Strategy leaves a significant number of important energy efficiency actions to the Member States under the principle of subsidiarity. It is expected that Member States will act according to the joint objectives of CO₂ emission stabilisation and energy efficiency. The programme also promotes a series of pilot actions to help Member States establish better energy efficiency infrastructures. Five areas of possible action are: education and training, integrated resource planning, third-party financing, combined heat and power, and monitoring and targeting.

The ALTENER programme aims to support Member States' policies in the field of renewable energy sources. It supports their initiatives for creating or extending infrastructures for renewable energy sources by providing possibilities for EC contribution in various related areas (such as equipment of new or existing buildings with photovoltaic modules, "guarantee of solar energy results," biofuels, third-party financing, local development plans, feasibility studies, etc.).

In Energy Planning projects, shared responsibility and partnership involve the Commission, Member States, local authorities, utilities and other interested groups in financing (where the EC can contribute up to 40% of total costs), and in technical assistance, distribution of information and in setting up information exchange networks. Steering Committees, set up to provide a forum for ideas and interests, do make notable contributions to environmental protection issues.

The Commission is involved in developing voluntary agreements with manufacturers on appliances and a voluntary labelling programme on energy efficiency in computer equipment. It is currently cooperating with Eurelectric (from the private sector) to find cost-effective ways to limit electricity-related greenhouse gas emissions through the evaluation of supply and demand side options.

Simultaneously, the Commission is fostering a dialogue with other energy industries on energy and environmental matters in general and more specifically on finding practical and cost-effective ways of achieving objectives at the energy/environment interface.

Another example of partnership is the monitoring mechanism of CO₂ and other greenhouse gas emissions set up by Council Decision 93/389/EEC in June 1993. The mechanism is designed to monitor the implementation plans and programmes of Member States and involves an annual assessment of measures taken, and of their likely impact on CO₂ emission levels in the year 2000. A monitoring committee was set up with the aim of further enhancing partnership.

Changing attitudes and patterns of consumption

An implicit aim in many of SAVE's activities in information, education and training on efficient energy use, is to change user behaviour.

Specific examples that SAVE supports are:

- professional training to improve rational energy use in industry, construction and transport;
- information on potential in energy saving and viability of the corresponding investment;
- proposals for energy certification of buildings;
- individual heat billing system in multi-residential buildings, based on heat metering;
- and the use of a standardised Community equipment label allowing comparative information on energy consumption (with the labelling of domestic appliances as a first step).

Actions at Member States level can have an important impact on attitudes and patterns of consumption and production. In the UK, the "Making a Corporate Commitment" Campaign seeks top management commitment to good energy management. Organizations that join are invited to develop or reassess their energy efficiency strategy, to set performance improvement targets and to ensure that plans are considered regularly at Board level. In France, financial aid is provided by the Environment Agency and Energy Management (ADEME) for undertaking energy efficiency surveys in homes. Property owners get tax relief for starting energy savings on their homes.

The application of legislation and enforcement

One goal of the SAVE programme is to promote energy efficiency legislation that will remove institutional and administrative barriers to investment in energy efficiency and create standards for energy equipment. However, in view of the 1993 SAVE Directive (see above, "Integration" section) progress in this field has been slow, and is likely to remain so.

The international dimension of the Fifth Environment Action Programme

The European Energy Charter

The European Energy Charter is a political declaration committing its signatories to cooperate in trade, investment and other policies in all energy sectors. These efforts should lead to the creation of a true energy market throughout Europe. Since its signature in December 1991, negotiations on the draft Energy Charter Treaty and Protocols (including the Energy Efficiency and Environment Protocol) are nearing completion.

Improving Energy Efficiency and the Use of Renewable Energy

Two driving forces are shaping EC action to improve energy efficiency and promote renewable energy use worldwide: the potential offered by improving energy efficiency to reduce energy consumption growth (from 1990's 9 billion toe to 13, instead of 20 billion toe by 2050, according to recent UN estimates), and the fact that countries outside the EC will account for most of this growth. In this respect, important initiatives have been taken in Central and Eastern European countries (CEECs) and in the former Soviet Union.

Since 1992, the THERMIE programme is using its OPETs (Organizations for the Promotion of Energy Technology) to set up EC Energy Centres in the CEECs with the aims of stimulating the market penetration of energy efficient technologies, of providing a permanent presence of European energy technology experts and of helping in the creation of effective national energy infrastructures.

The TACIS programme has extended these Centres to the Republics of the former Soviet Union. Recent actions include energy audits in various industrial branches (aluminium, steel, cement, paper), energy metering workshops in St. Petersburg, Moscow and Minsk and an extensive energy saving campaign in Hungary.

The Community's ongoing SYNERGY Programme provides assistance to developing countries' organisations, planning and implementation actions in the field of energy policy. Not only does this form of cooperation provide for effective decision making which can improve the generally low efficiency rates in energy systems, but by doing so negative impacts on the environment will be decreased.

Conclusions

The integration of environmental protection requirements into energy policy is being pursued in various fields. Important synergies between energy and environmental goals can be exploited in areas such as maximising the potential cost effective improvements in energy efficiency, which helps both the environment and European competitiveness. Moreover, diversification towards new energy sources with low environmental impact such as renewables can improve both energy security and the environment. And the development, demonstration and promotion of clean and efficient technology brings at the same time energy and environmental benefits.

The Community's Climate Change policy relies to a large extent on adequate response strategies in the energy sector. In this respect, the Decision of 1990 to stabilise CO₂ emissions marks a high point as well as a very significant step towards integrating environmental considerations into energy policy. Subsequent action is focused on the energy sector and a great deal of CO₂ abatement action is to be implemented through energy policies. Higher consumer prices for fuels might support the various specific actions and could, by themselves, contribute towards a reduction of energy consumption thereby lowering CO₂ emissions.

The achievement of sustainable energy development that reconciles economic growth, efficient and secure supplies and a clean environment is challenging especially in a situation with abundant fossil fuels supplies at low costs. As President Delors said in 1993, in his speech at the November Conference Towards a European Model of Sustainable Development, "we are living in a reverse *petrol shock* situation". The real cost of petrol today is much lower than in 1980.

This explains why efforts to improve energy efficiency across Europe have decreased. It requires a strong political will to move towards sustainability by searching for cost effective and balanced solutions for integrating the environment at the Community, Member States and regional/local levels.

V. TRANSPORT

Introduction

The integration of environmental considerations into transport policy has proved difficult. In 1992, two Commission documents drew attention to the growing recognition that the environment needed to be an integral part of transport policies. The Green Paper on the Impact of Transport on the Environment, proposed a strategy for sustainable mobility, and later in the year, the White Paper on the Future Development of the Common Transport Policy defined environmental sustainability as one of the fundamental objectives of the Community's transport policy.

The Integration of Environmental Considerations into the Transport Sector

The Fifth Programme sets out the areas where progress is needed to make transport sustainable: infrastructures, fuels and vehicles, and user behaviour. User behaviour will be dealt with in the section "Changing Attitudes and Patterns of Consumption and Production" below.

Infrastructures

A priority of the Common Transport Policy is the creation of a Trans-European Network for Transport (high-speed and conventional rail, roads, combined transport, inland waterways, ports and airports). The TEN will shape the European transport system far into the next century. It is crucial that its development follows sustainable mobility conditions. Unfortunately, progress in this direction has been piecemeal and slow.

The Commission's proposal of March 1994, on Community guidelines for a multi-modal TEN, provides for the gradual integration of the different modal and national transport networks into one multi modal TEN by the year 2010. The implementation of the guidelines will be assessed by the Commission, at the latest after five years, in the light of the objectives set out in the proposal. These include the contribution to the Community's environmental objectives. Already, the reduction of environmental impacts for TEN airports is seen as a priority.

Environmental concerns must play an essential role in work on the TEN. The Commission's proposal on Community guidelines for a multi-modal TEN contains a commitment to undertake a strategic environmental assessment. Although a study of the environmental effects of the High Speed Train network has already been carried out, a satisfactory methodology for a meaningful environmental impact assessment of a strategic programme like the multi-modal TEN programme has yet to be found. Work is being carried out with the aim of finding a practical and satisfactory approach. The results of such assessment, together with a socio-economic assessment will be part of the basis of revising the current proposals.

Fuels and Vehicles

For over 20 years, the Community has regulated emissions from road vehicles. Standards have been gradually strengthened and will considerably reduce air pollution from cars and lorries over the next few years. The most recent step was taken by Directive 94/12/EEC, adopted in 1994, containing new emission limit values for passenger cars, applicable in 1996/1997. Directive 93/59/EEC has already tightened the emission regulations for light commercial vehicles with effect from 1993/1994.

With a view to further emission reductions for and beyond the year 2000, Directive 94/12/EEC marks a new "multi-faceted approach" and is based on the following elements and measures:

- measures shall be designed to produce effects to meet the requirements of EC air quality criteria and related objectives;
- an assessment of the cost effectiveness of taking each measure shall be undertaken, taking into full account of the contributions made, inter alia, by traffic management, enhanced public transport, new propulsion technologies, and the use of alternative fuels- measures will include further improvement in the requirements of the car emission directive and complementary technical measures in the framework of specific Directives for the fuel quality and in-use vehicle inspection and maintenance.

The Commission has initiated a number of actions aimed at preparing a proposal according to this multi-faceted approach. The tripartite European Auto/Oil Programme, involving the automobile and petroleum industries, is undertaking a test programme aiming at determining the most cost/effective combination of improved fuel and vehicle technologies to reach air quality objectives.

Air quality modelling is being carried out to give an indication of the effect of various technical and non-technical measures - including traffic management and pricing instruments, public transport, new fuels and propulsion systems - on future air quality. A cost-effectiveness analysis of all these measures will help identify the main elements of future legislative proposals.

Progress has been absent concerning CO₂ emissions from motor vehicles. The Council committed itself, in Directive 91/441/EEC, to decide on measures before the end of 1992 and there has been preparatory work for over two years (such as Commission Directive 93/116/EEC on CO₂ emissions and fuel consumption of motor vehicles). One of the main problems here is that many sectors are directly involved - taxation and fiscal policy, transport, industry and environment - each with its own interests, divergent from, and sometimes difficult to reconcile with, that of others. Despite this there is broad agreement that a fiscal approach is the preferred route. The Commission's working programme for 1994 includes a proposal on the harmonisation of the structure of car circulation taxes and this will incorporate elements relating to CO₂ emissions.

Directive 92/6/EEC requires lorries (85 km/h), buses and coaches (100 km/h) to be fitted with speed limiters, in part retroactively. It is estimated that this directive will not only improve safety, but will also reduce energy consumption (by at least 5%), noise and vibration.

In the framework of Community legislation on roadworthiness tests, Directive 93/55/EEC sets minimum standards and criteria for emission tests on all vehicles. Given that a large share of emissions is caused by a small number of badly maintained vehicles, this directive is likely to have a significant impact. The Commission is financing a major research contract to look into possibilities to further reduce emissions from cars by ways of inspection and maintenance.

Broadening the Range of Instruments

Financial Support Mechanisms

It is estimated that, up to the end of this decade, some 300.000 million ECU will be invested in transport infrastructure projects by the EC and the Member States. This faces policy-makers with an important challenge: how to take advantage of this major source of funding to decrease the detrimental environmental impacts of planned transport infrastructures and to invest in sustainable mobility.

Simultaneously, the Transport White Paper points out the enormous amount of investment required, in rail and combined transport, to achieve an appreciable modal shift that will improve the efficiency of the transport system and will lessen negative environmental impacts. More needs to be done, both at EC and Member State levels, to ensure that investments encourage these goals.

The revision of the Structural Funds Regulations will ensure the integration, indirectly but nonetheless significantly, of the environment into transport policy, especially for the less-developed EC regions. Equally in the new Cohesion Fund Regulation (EC N° 1164/94, adopted in May 1994), transport infrastructure projects have to include environmental costs and be compatible with EC Environmental policy.

The Greek authorities are undertaking important transport infrastructure works, especially in the construction of the Athens metro, whose costs are partly covered by EC Cohesion Funds. New tram lines are being built while priority access lanes for High Occupancy Vehicles (buses) is gaining ground. Furthermore 500 new buses have replaced some of the old fleet. These measures have reduced emissions and at the same time are making public transport a more efficient and attractive alternative to the private car for urban passengers.

The Economic Approach

The absence of an adequate level of internalization of external costs (including environmental costs) in transport gives wrong price indications. This creates distortions in transport markets that especially favour road and air transport. Inevitably, growth in transport demand will exacerbate these problems. Although some progress has been reached in redressing these distortions, there has been no breakthrough in the CO₂/energy tax proposal.

The Transport White Paper emphasizes the need to internalize increasingly and more appropriately external costs (including environmental costs). Council Directive 93/89/EEC, on the annual tax and the charging of transport infrastructure costs to lorries, marks a first step in this direction. The review of Community legislation on excise duties for mineral oil (Council Directive 92/82/EEC), due in 1994, will take environmental considerations into account and will be another occasion to internalize external costs.

An economic approach is particularly important in tackling CO₂ emissions from transport. Transport is the second-most important CO₂ contributor, and is expected to see most CO₂ emission increase - under a "business-as-usual" scenario - over the next 10 to 20 years. Little has been achieved so far in the way of limiting CO₂ emissions from transport. The proposed CO₂/energy tax would only have a marginal impact on the price of motor vehicle fuel and thus on the general use of vehicles.

The potential of fiscal incentives to promote environmental objectives has been demonstrated by the experience on car emissions. Various Member States have used fiscal incentives to promote the introduction of cars that meet new Community standards before their mandatory application, and a Community Framework Directive (89/458/EEC) was introduced for such fiscal incentive purposes. Similarly, the introduction of unleaded petrol has been greatly helped by fiscal incentives, and Directive 92/82/EEC sets lower minimum rates for excise duties on unleaded rather than leaded petrol.

In France, the taxes on fuels and petrol products in effect charge consumers in proportion to fuel consumption and are thus closely linked to kilometres travelled as well as to pollution emitted. In the summer of 1993, a 30 centimes increase in the fuels tax has made the French real rate of revenue from fuels the highest among the twelve EC Member States. Another example of fiscal instrument, again in France, is the variation in highway toll rates to reduce congestion and thus traffic pollution emission levels. The system, now in use in the North-of-France highway, will eventually be applied to the whole French highway network.

Scientific Research and Technological Development

A range of initiatives to be promoted under the 4th EC Framework Programme for research and technological development (1994-1998) is designed to contribute to achieve sustainability in the transport sector. In particular, the specific programme on transport will cover both strategic research to provide the basis for decisions for further development of the transport system, and research on transport technology. Environmental sustainability is a key of the programme.

In addition, there are several other RDT transport-related activities undertaken in other specific programmes which also have a strong environmental dimension:

- the Industrial and Material technology programme will support technological development for transport means;
- the programme on Clean and Efficient technologies will investigate energy applications for transport, in particular urban transport;
- the programme on Telematics will explore telematic applications for transport means and systems.

Information technology, above all through tele-commuting and tele-working, is set to reduce the environmental impact of transport. Thanks to information networks and telematics, people will be able to work from their central office, reducing traffic into the big cities and towns. One of the projects is a pilot action for simulation for transborder tele-work and research cooperation in the field of tele-work, entitled "Teleurba", which sets out to evaluate the efficiency of tele-work in urban and industrial environments. Two other projects, "Clean" and "Environ", are designed to identify the environmental benefits that could be produced by the introduction of advanced telematic systems in industrial, commercial and business activities, as well as looking at the environmental impact of advanced communications.

Shared Responsibility and Partnership

In the field of urban transport, the Commission promotes shared responsibility and partnership through networks of European cities and regions. These networks include the OPET network on energy efficiency (THERMIE Programme), the CITELEC network on electric vehicles and the POLIS network on telematics and transport management (see above on "Scientific Research and Technological Development" section). These networks help in the diffusion of new concepts and technologies that could help in reducing the environmental impact of transport.

At Community level, the Sustainable Cities Project is an important element in the framework for the cooperation between the Commission and local actors on urban environment problems, including transport. A Conference on Sustainable Cities, co-organized by the Commission, in Aalborg in May 1994, resulted in the signature of a Charter of European Cities and Towns "Towards Sustainability" by 80 cities from the whole of Europe.

In March 1994, the Commission sponsored the Car-Free Cities Conference in Amsterdam where the car-Free Cities Club was launched. This club is composed of some 40 cities across Europe, committed to reduce car use. By working on common projects and exchanging experiences, local authorities can learn together and from each other on how to achieve sustainable urban mobility.

The "Auto-Oil" Programme mentioned above is another example of partnership.

Some important measures have been taken in maritime transport to implement and enforce legislation. On the basis of the Communication "A Common Policy on Safe Seas", an action Commission-Member States was adopted to enhance maritime safety and the protection of the marine environment. It is being implemented through various measures (eg. minimum requirements for vessels bound for or leaving Community ports and carrying dangerous or polluting substances, Commission proposals for Council Directives on common rules and standards for ship inspections and survey organizations and on the minimum level of training for maritime occupations, etc.)

Changing Attitudes

Reducing car use crucially depends on changing the attitudes of transport users. Both economic measures and the Commission's actions promoting shared responsibility, especially in the urban transport field, are important in this context. Progress in this field is slow and more action is needed. The Community has to rely strongly on Member States and regional and local authorities to raise awareness and implement solutions.

The Commission has looked at the special transport problems faced by the Irish capital city Dublin. Measures were taken to reduce private transport and increase the attractiveness of public transport including 3 light railway lines, small buses and other initiatives. In the UK, as part of the Transport Supplementary Grants Scheme, local authorities are encouraged to develop local authority transport packages that aim to improve public transport services.

In Italy, as well as maintaining the pedestrian only access zones in the historical centre, the city of Bologna will, in the course of 1994, restrict access by reducing the number of centre zone access permits from 100.000 to 40.000. As of 1 March 1994, only residents, public service vehicles and good deliveries and pick-ups can gain access through entrances that are electronically controlled. There is also a system of controlled parking for residents.

Conclusion

Progress towards sustainable transport has occurred in the mind of some policy-makers as they begin to perceive more clearly the need for integrating environment into the transport sector. Given growth trends in this sector, now is the time for this change of attitude to quickly move towards the operational stage, in terms of actual integration measures. Despite some progress in integrating environment in the decision-making process on infrastructures, much more needs to be done. Otherwise unsustainable growth in the transport sector, already a significant problem and concern today, will become the key environmental issue tomorrow.

Transport growth has to be recognized as an obstacle to further economic development and a source of environmental problems. This is especially true for CO₂ emissions where growth trends are particularly difficult to tackle. Solutions need to be based on cost-effective measures and on reorientation of infrastructure planning.

While initial steps have been taken, much more needs to be done in terms of internalising the social costs of transport, reorienting infrastructure policy towards the more environmentally friendly transport modes and promoting changes in transport behaviour. The considerable potential for further improvements in vehicles technologies and fuels should be fully exploited. At the same time, many of the changes required to achieve sustainable mobility will mean progress towards a more efficient transport system.

At Member State level, there is a growing awareness of the costs of further traffic growth in terms of congestion and environmental damages and of the impossibility to extend infrastructure to adapt to transport demand.

Some countries have set concrete targets to limit or reduce the impact of transport on the environment. Others see the expansion of their transport infrastructure and mobility as a crucial condition for their economic development and a necessary link between their markets and those of the rest of the Community. All, however, are confronted with the challenge to review their transport policies and put in place plans for making transport more environmentally sustainable.

This orientation now needs urgent materialisation, as predictions show that growth in the transport sector is likely to be rapid and to outstrip growth in the other five sectors of the Fifth Programme. There is therefore a clear need to break the link between growth in transport and economic growth just as happened in the energy sector sometime ago. Only a change in attitude of both the transport policy-makers and the users can bring this about. If trends are allowed to be pursued unchecked, transport itself will become unsustainable.

VI. AGRICULTURE

Introduction

As the Fifth Programme made clear, the development of agricultural policy, based on reducing agricultural price support mechanisms and on accompanying measures, could prove beneficial if the interdependence between the role of the farmer, his land and the environment were to be taken fully into account.

The present situation in agriculture has been determined by the 1992 reform of the Common Agricultural Policy (CAP). The reform came before the Fifth Programme. Nevertheless, the concept of integrating the environment into agricultural practices, already reflected in the 1988 Commission Communication that paved the way for the reform, has been incorporated in the new CAP's agri-environment measures. However the core of CAP, i.e. the Common Market Organisations remains to a large extent unchanged as regard environmental provisions. This means that in any future CAP reform, integration of the environment must start at the earliest planning stages, and affect the heart of Community agricultural policy.

The integration of environmental consideration into agricultural policy

Common market organisations (CMO)

Some progress has been made in this key area of CAP that represents the greatest volume of the European Agricultural Guidance and Guarantee Fund (EAGGF) expenditure (97%). Ways of developing a more eco-conditional approach are currently being studied within the Commission, i.e. for environmental conditionality to be applied to payments by hectare within CMOs. However, after the CAP reform, modifications in some CMO regulations have marked progress in this direction.

As far as cattle and sheep premiums are concerned, the way has been opened for Member States to take steps to protect the environment "if they consider it necessary". This phrasing could imply that different levels of protection are applied for comparable zones and would result in distortion of competition. Extensification of beef production may result now premium payments have been reduced from 3 Livestock Units (L.U.) per hectare of forage area to 2 L.U. per ha for the following years (however these are limits on premia, and cannot prevent farmers from exceeding actual stocking densities as originally proposed by the Commission). Member States are also authorized to restrict provision of the beef premium for farmers who do not comply with certain environmental rules (Regulation EEC N° 3611/93/).

An important aspect of the CAP in relation to the market in arable crops, is the obligation to set aside land in the short term to benefit from cereal and oil seed hectareage premiums. In this context, positive environmental effects are also expected (as long as operations are monitored by the competent authorities in Member States) from the possibility to transfer set-aside obligations to environmentally sensitive areas (Regulation EEC N° 213/94/).

To protect birds that have settled on set-aside land, the Commission has extended the period during which harvesting of set-aside land is prohibited from 1994/5 onwards.

The Agriculture Council of December 1993 asked the Commission "to examine the relationship between compliance with the set aside obligation and the areas withdrawn from production with a view to afforestation and/or for environmental purposes".

In this respect, in July 1994 the Council took note "of the Commission's intention to allow Member States to compensate farmers, from national budgets, for the cost of additional environmental measures which exceed existing provisions under Regulation N° 1765/92 relating to price support mechanisms for arable crops. Such measures, currently under examination within the Commission, could give farmers greater incentives to take steps to protect the environment while reducing production.

With respect to markets that are to be reformed - wine, fruit, sugar and vegetables - thorough investigations are being carried out into the possibility of introducing environmental considerations. Moreover, the reform of prices support mechanisms already includes accompanying measures which closely integrate the environment (Regulation N° 2078/92, see below).

As indicated above, the Commission has put forward a number of proposals which test the merits of cross compliance and of environmental incentives schemes. Member States have taken up these ideas to a very varying extent, but experience is nevertheless accumulating which will help in the development of these ideas and others as offer-and-bid systems for the provision of environmental services on farmland.

Rural Development

In the context of objective 5a (all areas of the Community) as defined in the Structural Funds revision, measures include aids for improving the viability of agricultural holdings, and premiums to maintain agriculture in mountainous and less favoured areas which, in some cases, are linked to compliance with the requirements of the environment (Regulation EEC N° 2085/93).

Many measures concerning the environment have been established in the continuation of aid schemes, financed by the EAGGF. For example, farmers can benefit from investment aids towards measures that help protect the environment such as manure storage.

In objectives 1 and 5b, programmes refer to investments in environmentally sound production techniques, maintenance of landscape and natural heritage, and the marketing of organic products.

The 1993 Structural Funds Regulation requires an assessment of the environmental impact of each measure financed from the EAGGF, to respect the objectives of Community environmental legislation, and to associate national and local environmental authorities (see also the paragraph on Structural Funds). This is particularly relevant for the protection of wetlands.

The Commission has proposed a regulation to set up a programme to preserve agricultural biological diversity through the conservation, characterisation and utilisation of genetic resources in agriculture. The Commission would provide 20 million ECU over 5 years for this programme.

Change in consumption and production patterns

At this stage, it is not possible to accurately assess whether the CAP reform is changing farmers' behaviour or whether lower guaranteed prices for large-scale cultivation encourage extensification of production. Lower crop prices and hectare premiums providing guaranteed incomes have in any case reduced the incentive for intensive use of fertilizers and plant protection products.

Under a new regulation on agri-environmental measures (Regulation EEC N° 2078/92), 3670 million ECU are available for the period 1993-97 for the promotion of environmentally sound production methods and the provision of environmental services on a contractual basis. These are established by zonal programmes set up at Member State level. In addition, 1340 million ECU have been provided for improving the environmental balance in agricultural areas by promoting afforestation and improvement of forests (Regulation EEC N° 2080/92).

If Member States comply with the Regulation's zoning obligation and follow suggested practice, they can contribute to an improved environmental balance by afforestation in agricultural areas and by enlarging CO₂ absorption capacity.

The development of organic agriculture is also encouraged in Member States but until now the limited financial aid offered is marginal in terms of its effect in relation to total farmland.

It is also important to link agri-environment measures to the implementation of environmental directives, especially to those relating to water, nitrates, birds and habitats. They cover sensitive and vulnerable areas, designated by Member States. When applied to particular areas, they encourage agricultural practices which help protect water, flora and fauna. These directives can only be effectively implemented if supporting measures are perceived as sufficiently attractive.

Under the new Rural Environment Protection Scheme, farmers have to present integrated plans and undergo compulsory environmental education. It is hoped that one third of all farmers will join the scheme. Several Länder in Germany have taken measures to encourage farmers to use fewer chemicals on their land.

Directive 91/414/EEC which entered into force in July 1993 defines the conditions under which plant-protection products for use in agriculture (PPP) may be authorised by Member States for placing on the market. Detailed criteria for the authorization of products are laid down in its annex VI (the so-called Uniform Principles for Evaluating PPPs). Although this Directive will ensure that *only those products meeting with health and environmental quality criteria will be on the market and used*, additional measures are still necessary to ensure full protection and a sustainable use of PPPs. The Directive also provides for an evaluation procedure of active substances at Community level. A review programme for the progressive reevaluation of active ingredients already on the market has started under Regulation EEC N° 3600/92 and will last for ten years. This Directive is a good example of integration because it links authorization on plant protection products to environmental objectives, in particular water quality standards.

The Commission has taken agriculture to the point where it is now possible to start a study, in collaboration with the Dutch Ministry of Agriculture, on the environmental impact of pesticides. The study is designed to complete a detailed review of the environmental impact of pesticides and to propose a combination of policy options to ensure an improved environmental situation. Results are expected at the end of 1995.

Partnership and shared responsibility

Recognition is growing of the farmer's role as manager of rural areas. Agri-environmental measures provide an opportunity for partnership between the agricultural sector and society. They also allow environmental and agricultural departments to work closely, in order to deal with particular issues, as is the case in the Commission and in certain Member States.

In some Member States, agricultural organisations together with governmental representatives and environmental organisations have developed codes of good agricultural practice, and other initiatives aimed at guiding farmers towards the use of more environmentally-friendly substances and irrigation methods.

In the Netherlands, Environment and Agriculture Ministries have set up a joint team on nitrate management. In France, programmes such as FERTIMBU and FERMOP involve farmers in the elaboration of best agricultural practices.

The Nitrates and Habitats Directives can be effectively implemented only if real communication takes place ensuring active participation of all actors. The Natura 2000 Network provides a means of dialogue for the social actors, particularly from the agricultural sector, which play a major role in nature conservation in Europe.

Conclusion

The integration of environmental considerations into agriculture should be relatively easy, compared to the other four sectors of the Fifth Programme, because the necessity to reduce over production corresponds to the environmental objective of reduced intensity of land use. This explains why the CAP has already introduced new environmental measures. Although the extent of their environmental impact remains to be assessed, these agri-environmental measures constitute a first and very positive step towards full integration.

Mr. Steichen, Commissioner for Agriculture and Rural Development highlighted these issues by stating that: "*Production had to be adapted to demand, not only in terms of volume but also in terms of quality and price. Competitiveness was to be improved to stop, or better still, to reverse the continuous loss in consumption. Secondly, future production should take place in an environmentally friendly manner while budget resources should be distributed in a more equitable fashion to keep sufficient people in agriculture especially in sensitive areas that still very much depend on agriculture for their regional economy.*"

However, the pace and extent of integration must be strengthened in future adjustments of the CAP. Indeed, with the experience gained under the current CAP reform, such efforts may become a test for integration of the environment into the agriculture sector. Thus it is crucial that the integration process begins as soon as possible. In the final analysis, however, the success of this process depends not so much on specific Commission proposals as on how Member States react to them. What is urgently needed is to increase the share of EAGGF devoted to measures complying with the requirements of the environment.

THE TOURISM

Introduction

Neither the Treaty of Rome nor the Treaty on European Union expressly confers specific Community competence in tourism (a report will be presented in 1996 to Member States on whether the Treaty on European Union should cover tourism). Tourism as an economic activity does however cut across many different Community policies, on which it has an influence and by which, in turn, it is influenced. Activities to implement the Fifth Programme in the tourism sector involve not just one Community policy area, therefore, but several including environment, agriculture, industry, energy, transport and regional policy.

Integration of environment considerations

Environmental considerations are most notably linked to tourist activities in regional development policies. The recent reform of the Structural Funds included specific measures to ensure that environmental considerations are included in the elaboration of programmes and projects. In addition, existing or revised legislation in relation to environmental impact assessments, bathing water, urban waste water and habitats has an important integration effect.

The Commission is taking steps to help and increase coordination and cooperation in the tourism sector through the Action Plan to assist Tourism 1993-1995. The Plan aims to develop tourism by promoting information and mutual exchanges between the different parts of the industry and to coordinate tourism activities within the Commission and with the Member States. The Plan, with a total budget of 18 million ECU, sets out a number of measures relating to the environment and seeks to support a range of initiatives concerning the environmental aspects of tourism.

The first Report on the implementation of the Plan notes that more than half the amount committed for 1992 and intended as an initial response to the Plan, was devoted to the promotion of sustainable tourism (23 innovative and transnational projects). The Report also notes that certain policy areas have already taken environmental considerations into account: regional policies, agriculture, research and development.

Under the Plan, initiatives include support to projects which:

- **inform and increase the awareness of tourists and suppliers of services about the interaction between tourism and the environment, in particular through the creation of a European Tourism and Environment Prize, due to be awarded for the first time in 1995;**

- **aim to reconcile tourism and nature protection at local or regional level, in particular coastal and mountain areas, nature parks and reserves, eg. by measures for the guidance of visitors;**

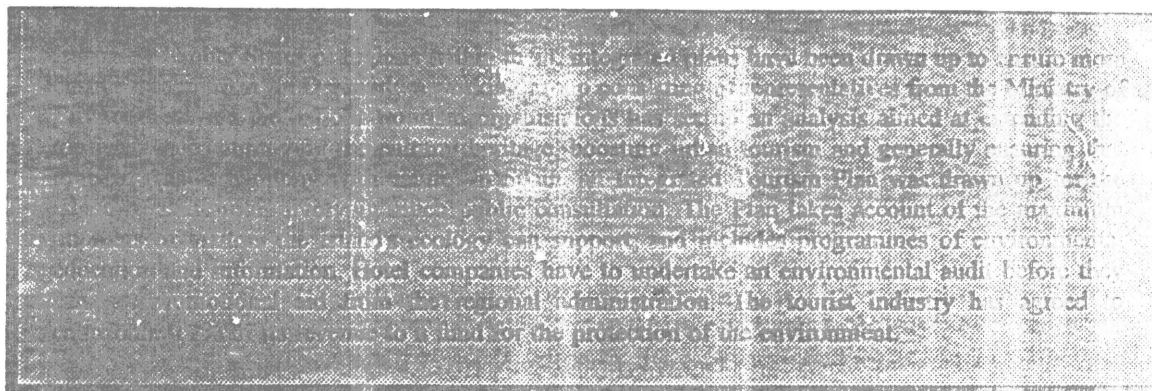
- **encourage the development of networks involving transnational exchanges of experience, including experience of environmental problems and their possible solution through visitor management at sites;**

- **encourage other environmentally friendly tourism in relation to transport and related areas.**

These measures are also strengthened by a commitment to protection of the environment throughout the Action Plan.

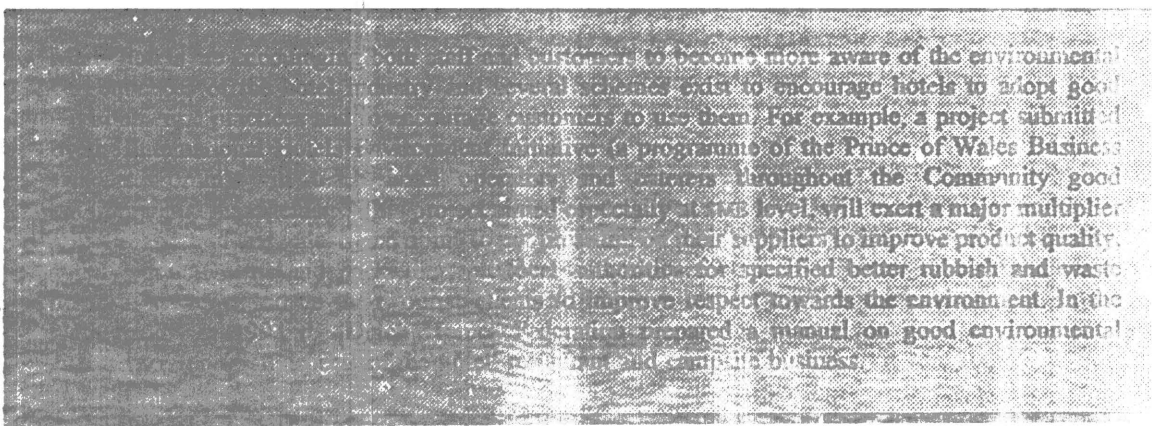
The strong emphasis on environmental considerations and sustainability reflects growing concern about the management and development of tourism in the light of increasing numbers and therefore greater pressures on both built and natural resources.

As a next step, the Commission is due to prepare by the end of 1994, a Green Paper on Tourism in which environmental considerations and the concept of sustainable tourism will be explored.



Changing attitudes and patterns of consumption

With growing consumer consciousness of environmental issues, there is evidence to suggest that tourists are increasingly aware of issues of environmental quality in tourist areas and of the impact tourism has on holiday areas. Under the Action Plan to assist tourism, a Tourism and Environment Prize is being created aimed at identifying and publicising destinations which show outstanding practice in the planning and management of sustainable tourism development.



Broadening the range of instruments

The Cohesion Fund, introduced by the Council on 31 March 1993, finances investment relating to the environment and to transport, both of which have a direct relationship with tourism, in four countries whose economy is dependent on tourism - Spain, Portugal, Greece and Ireland (see section covering Structural Funds).

To encourage an integrated approach towards coastal zones, the Commission is currently preparing a Communication on a Community Strategy for the Management and Protection of Coastal Zones that is likely to focus on the need for strategic integrated management plans, including the development of databases, exchange of knowledge, the education and mobilisation of the public.

At the Informal Environment Council in Santorini in May 1994, Ministers identified coastal zones as a priority area and underlined the importance of carrying out integrated management plans. They also underlined the need to explore further the usefulness of economic and fiscal instruments, and for further action to raise awareness and change the behaviour of tourists.

As far as urban areas with strong historical interest are concerned, Ministers emphasised the importance of visitor flow management and control of noise. Such actions are foreseen in the framework of the Commission's sustainable cities project (see chapter on Transport).

The French Environment Ministry and the French Federation of regional parks are to sign an agreement to support a training programme for those involved in the tourism industry which highlights the value of the natural heritage in regional parks. This programme is intended to encourage sustainable tourism and employment over a three year period.

Conclusions

Work specifically related to the environment under the Action Plan to help Tourism will contribute to increasing awareness and offer solutions to particular planning and management issues. Within the general framework of the Action Plan, environmental protection remains an important objective and needs further development in the context of the Green Paper. Nevertheless, initiatives on tourism at Community level will by nature remain limited given that the sustainable management of tourism implies the integrated management at the national or local level and requires the involvement of all actors working together in a spirit of partnership and shared responsibility.

IV. THE INTERNATIONAL DIMENSION

The Community's role in the wider international arena

The Treaty on European Union recognizes the increasing importance of the international dimension, stating that Community policy on the environment shall contribute to "*promoting measures at international level to deal with regional or worldwide environmental problems*". It also lays down the basis for cooperation with third countries and with international organizations.

With the Fifth Programme acting as a key factor in the move towards sustainability and with the integration of environmental requirements in its cooperation with third countries, the Community is playing a major role in the establishment of sustainable development policies. It took part as a full participant in the United Nations Conference on Environment and Development (UNCED) and participates actively in the Commission on Sustainable Development (CSD). In June 1994 it presented its activities to its second session. The Community is a party to all major international conventions including those dealing with global issues and has significantly reinforced its cooperation on environment and development issues with developing countries.

Cooperation continues through bilateral ties with other industrialized countries such as the USA, Canada and Japan, including bilateral consultations on environmental issues on an annual basis. These consultations cover not only coordination of positions for multilateral fora such as CSD and the global conventions, they also considerably advance work on mutually acceptable data and processes for chemical substances, vehicles and biotechnology. In addition, contacts with China and Korea in the field of environment have been recently greatly intensified with a view to specific cooperation.

The agreement on the European Economic Area with Austria, Finland, Iceland, Norway and Sweden is an important tool for harmonisation of environmental legislation and for cooperation on environmental issues of common interest. Similarly, the implementation of existing EC environmental legislation, as part of the Community's "acquis", by Austria, Finland, Norway and Sweden has been addressed in the accession negotiations which were successfully concluded in March 1994. Acute environmental degradation and a clear recognition of the transborder effects of pollution have boosted cooperation with Central and Eastern European countries and the Republics of the former Soviet Union.

Follow-up of international commitments

Agenda 21 and UNCED follow-up initiatives

The Fifth Programme is the Community's main strategy for implementing the objectives of Agenda 21. Although the Programme was drawn up before June 1992, it was prepared in the light of the preparatory work that led to Agenda 21. Both documents are based on the same principles. Moreover, as explained in the report from the Community presented to the CSD in May 1994, Agenda 21 commitments in relation to third countries are carried out through the various elements of the regional and bilateral cooperation policies of the Community. The 3rd and 4th Community Framework Programmes on Research and Technological Development also address many issues included in Agenda 21.

Climate change

On 21 December 1993, the Community ratified the UN Framework Convention on Climate Change (FCCC) adopted at UNCED in June 1992. It now must submit its initial communication as foreseen by the Convention by 21 September 1994. The Commission has already prepared a plan of action at European and national levels to demonstrate how the EC and its Member States will collectively reach the objective of stabilization of CO₂ and other greenhouse gas emissions.

However, even if all commitments were fulfilled on time (both under the FCCC and the European strategy), it is clear that further action will be needed to achieve the stabilization, and then reduction, of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interferences with the climate system.

Biodiversity loss

Implementation of the Biodiversity Convention by the Community (ratified in December 1993), will be based on the Habitats Directive (Nature 2000 network, inventories etc.), the implementation of other Community legislation relating to nature protection, (the "birds" directive, the CITES Regulation etc.), and the translation into practical terms of the links that exist between measures to protect biodiversity and measures in other sectors, in particular the CAP.

Presently, it is vital for decision-makers to become more acutely aware of the stakes involved in the preservation of biodiversity, which still figure low on their lists of priorities.

Forests

The Community remains committed to a legally binding convention on the management, conservation and sustainable development of all types of forests, it participates in regional activities such as the Ministerial Conference on the Protection of Forests in Europe (Strasbourg 1990, Helsinki 1993). Consideration is being given to demonstrate how to move towards a system of harmonized certification of timber, dealing with all types of woods, on a *voluntary basis*, with a gradual introduction and temporary aid to committed producer countries.

The Commission has recently proposed a regulation on actions in the field of tropical forests. An ambitious pilot project on tropical forests is already under way in Brazil (Amazon). It intends to prepare, in the near future, a Communication on forests.

Ozone layer

The Community has implemented most of the measures adopted under the Montreal Protocol. A proposal for a regulation dealing among others with controls on HCFCs and methyl bromide is currently under discussion and is expected to be adopted before the end of 1994 to fulfil the most recent amendments to the Protocol. This will introduce stricter measures than those adopted at Copenhagen, to ensure better safeguards of the ozone layer, and to give clearer technical and legal signals to industry, to boost investment in environmentally friendly technologies.

By 1995, there will be a total ban in the Community on CFCs production except for certain essential uses. A list of these uses (and of the acceptable quantities of newly produced CFCs) is to be published this year, one year earlier than required under the Protocol.

Transboundary movement of waste

The Basel Convention was ratified by the EC and its Member States (except Germany and Greece) during 1994. A Regulation on the supervision and control of shipments of waste within, into and out of the Community (Council Regulation 259/93/EEC), was adopted as the instrument to implement the Convention at Community level and is applied from 6 May 1994. It bans the export of hazardous wastes to developing countries and allows exports for recycling only to those countries that are signatories to the Basel Convention and/or have a bilateral agreement with the Community.

Under the new cooperation arrangements under the Maastricht Treaty, the Community and Member States are examining cooperation between justice authorities in tracking illicit movements of waste.

Trade and environment

Since the preparation of the Fifth Programme trade and environment has become an important international issue. The Community is now actively participating in the work of international fora such as UNCTAD, GATT and OECD to make trade and environmental policy mutually supportive.

In the GATT Group on Environmental Measures and International Trade, the EC put forwards specific proposals to clarify the relationship between GATT principles and concepts and trade provisions in multilateral environmental agreements.

The Council adopted in May 1993 a resolution on environmental protection and international trade listing the basic objectives to be achieved in the last phase of the Uruguay Round negotiations in order to improve the interaction between international trade and environmental policies in favour of sustainable development. These objectives were effectively achieved at the recent Marrakech Ministerial Conference, in particular with the decision to establish a Committee on Trade and the Environment within the World Trade Organisation. Other Uruguay Round agreements, including the agreement establishing the WTO, address environmental protection and sustainable development requirements.

The Commission adopted a Communication to the Council of 1 June 1994 on the role of the Generalised System of Preferences (GSP) for the period 1995-2004 which includes an environmental clause. This incentive clause would be used to promote products or production methods internationally approved as consistent with the objectives set out in international Conventions, eg. Ozone, Climate and Biodiversity, as well as Agenda 21. This clause would initially be confined to tropical timber products, a sector in which some international criteria have already been developed by the International Tropical Timber Organisation (ITTO).

Integration of environmental requirements into development cooperation policy

Noticeable progress has been made in integrating environmental requirements into cooperation policies with third countries. The Community finances environment oriented projects on a more regular basis. Environmental concerns are now reflected in most of the bilateral cooperation contracts established between the Community and its partners all over the world.

Through exchanges of experience and analytical studies, cooperation agencies, including the Commission, are gradually developing methodologies to integrate environmental conditions in their selection of projects. In particular, guidelines and procedures have been established to assess the environmental impact of programmes and projects, funded by the Community.

In a resolution adopted at the end of 1992, the Council established the guidelines of the EC's development cooperation policy in the run-up to 2000. A main objective guiding the cooperation includes "the sustainable economic and social development" of developing countries. The Council emphasized the need to contribute to the measures agreed at Rio, in particular Agenda 21. The sustainable economic and social development of the developing countries is also listed in the Treaty, among the basic objectives of Community policy in the sphere of development cooperation.

It was unfortunately not possible to reach an agreement on a common and coordinated framework for the implementation of the financial commitment (3 billion ECU) made in Rio (such as burden sharing, period covered, portion of new and additional resources). It was decided that Member States and the Commission would report directly each year on an ex-post basis to the Commission on Sustainable Development. Although the Commission regrets that, due inter alia to budgetary constraints, insufficient progress has been made in this respect, it remains ready to participate in the implementation of this initiative.

As reported in the annual report to the CSD, the Commission committed 770 million ECU in 1993, following initial assessments, in the following areas:

- Energy	69.0
- Biodiversity	36.0
- Forests	96.7

- Rural Environment and Desertification	251.0
- Water	154.0
- Urban Environment	30.0
- Human Development	68.6
- Other	35.0

This data relates to EC financing under Lomé Conventions, the Asia/Latin American Programme, Mediterranean Programmes and other items covered by the EC budget.

Lomé

The revised Lomé Convention in 1989 introduced environmental protection and sustainable development as part of its objectives. Four priority areas were identified by the Council in May 1993 for enhanced cooperation towards sustainable development: poverty alleviation, health, education and training, and food security. In the area of "population," 20 ACP countries have introduced demography programmes within National Indicative Programmes under LOME IV. A common EC position on the issue was presented at the International Conference of Cairo of September 1994.

In June 1993, an "Environmental Manual" establishing specific procedures for the incorporation of environmental considerations in all development projects and programmes was introduced, and works as a "User's guide" for ACP countries and Commission services. Seminars have been organized within the Commission to heighten staff awareness of the links between environment and development.

The Asian and Latin American countries (ALA) / The Mediterranean

In the case of the Asian and Latin American countries and the non-Community Mediterranean countries, there has been progress towards implementing environmental considerations into both policy and operations.

Environmental impact assessments (EIA) have now been introduced in cooperation programmes for Asia, Latin America and Mediterranean countries. Based on OECD best practice, procedures have been designed for Commission staff to ensure EIA is carried out in a systematic way. Projects are classified under four categories according to their potential impact and to the type of EIA needed. However, such a project by project approach is of limited use for it does not offer a complete view of what major environmental problems and government policies are in a particular country. Project by project approach will be supplemented in the near future by a general approach.

Regarding projects in Asia and Latin America, many projects dealing with environment have already been launched: eg. study on air pollution in Monterey (Mexico), master plan for treatment of solid toxic waste in Manila (Philippines). At least 10% of technical and financial assistance resources are to be devoted, during the 1992-1996 period, to projects and programmes with a primary environmental objective. Criteria to determine which projects are "environmental" are being currently developed. Progress has been made on a methodology to make monitoring more systematic. As far as financial resources are concerned, the budget in 1994 will be roughly 12 million ECU.

Projects for the Mediterranean region deal mostly with water management. 115 to 120 million ECU have been earmarked for environmental programmes in the 1992-1996 period, either for direct actions (pilot projects and training) or for reduced interest loans by the European Investment Bank provided to Mediterranean third countries. In addition, these countries benefit from the bilateral financial protocols that, in most cases, include a considerable environment component.

Central and Eastern European countries (CEECs) and the Republics of the former Soviet Union

Cooperation between the EC and the CEECs is important given the existence of severe environmental degradation in many regions of CEECs, which have an important impact on the EC itself, and because their new democratic governments have highlighted sustainable development issues as a priority during economic reform and liberalization.

From its inception, the environment has played an important role in the EC's PHARE programme. Lately environmental concerns have been further integrated in the cooperation between the EC, the CEEC and the New Independent States through the TEMPUS programme which is PHARE's instrument for developing and restructuring higher education in CEECs and in the former Soviet Union. A significant number of exchanges (teachers, education planners, training experts, etc.) have taken place within the environment/sustainable development sector.

The New TACIS Regulation of July 1993 indicates that "due regard shall be given to environmental considerations when designing and implementing programmes". This strengthens its horizontal approach to the environment, integrating it into all TACIS sectors and has led to a strong energy saving and energy efficiency programme, a very large nuclear safety programme and the integration of effective waste management systems into farming techniques. The Black Sea Environment Management Programme, financed by both TACIS and PHARE, allocates 1 million ECU to a project aimed at providing the riparian states of Georgia, Ukraine and Russia as well as Bulgaria and Romania with policy, legal, institutional, technical and financial support for the establishment of an operational framework to reverse the process of environmental degradation, protect the environment, and contribute to the sustainable use of natural resources.

The second pan-European Conference of environment Ministers held in Lucerne in April 1993 consolidated the wider "Environment for Europe" process instituted by the Dobris Conference in 1991. The Environment Action Plan approved in Lucerne aims at developing cooperation between Eastern and Western countries in the field of policy reform, institutional strengthening and investment related activities.

The requirement set out in the Fifth Programme which calls for increased technical assistance for the formulation and implementation of national and regional programmes for sustainable development through institutional training, and for increased public health and environment awareness in government, local and regional authorities is fully matched in the EAP.

In Lucerne, the decision was taken to organise:

- a task force to promote institutional capacity building, including management capacity, training and education, and
- the Project Preparation Committee (PPC) to improve the rate of environmental investments in CEECs.

Conclusion

In the light of an already well established legal and strategic framework for promoting sustainable development and for implementing its UNCED commitments (Treaty on European Union and the Fifth Action Programme), the European Union must continue to play a leading role in the UNCED follow-up process.

The Community's agenda includes the following priorities:

- Effective implementation of all relevant international environmental conventions, including the Convention on Desertification to be adopted in June 1994.
- Active involvement in the work of the CSD to ensure the successful conclusion of the overall review of the implementation of Agenda 21, in time for the 1997 special session of the UN General Assembly, and to reinforce some elements of the UNCED outcome (eg. Statement of Forest Principles whose implementation will be reviewed at the 3rd session of the CSD).
- Participation in the work to be undertaken in various international fora (WTO Trade and Environment Committee, UNEP, UNCTAD) to develop a positive interaction between international trade and environmental protection.

At the same time the Community, through its development cooperation policy, should continue and intensify its assistance to developing countries in the field of environmental protection, with a view to contributing to the implementation of the UNCED outcome and to the emergence of an effective worldwide partnership for sustainable development.

In relation to the CEEC countries, increased emphasis on cooperation needs to be developed recognising the importance of finding solutions to some of their most pressing environmental problems and the role this can play in alleviating the Community's own environmental problems.

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IX. BROADENING THE RANGE OF INSTRUMENTS

Introduction

The Fifth Programme lays particular emphasis on the fact that in order to bring about substantial changes in current trends, practices and attitudes and to involve all sectors of society in line with the principle of shared responsibility, a broad mix of instruments needs to be developed and applied. There will be a continuing need for legislation and as Annex I to this Report indicates, legislative measures in the field of environment have continued to be proposed by the Commission and adopted by Council over the past two years. In line, however, with the Fifth Programme and with the conclusions of the European Council of Edinburgh, the number of proposals on the environment has decreased. Moreover, many legislative proposals at EC level now deal with updating existing legislation or with framework directives that, in due course, will replace existing detailed legislation.

Improvement of environmental data and adaptation of statistics

Eurostat, National Statistical Offices, Environment Ministries and other Agencies are trying to keep up with the pace of environment policy. Their efforts have now resulted in detailed publications covering the Community in its entirety.

In Luxembourg SIG-ENV (Système d'information géographique sur l'environnement) was set up to establish environmental information and data and to integrate this data in other policy-areas. A computer system integrates geographic information system on the environment with all other information systems on administrative procedures for environmental protection. SIG-ENV aims at optimizing management, monitoring, implementation and following-up environmental policy-making. Several priorities such as environmental services and structures, and modernization of monitoring networks correspond to those under the LIFE programme. The system will eventually become the basis for all of Luxembourg environment policy both at EC and at national level. It will also provide the link with the European Environment Agency Network.

Better information on the environment contributes to the implementation of the Fifth Programme. It will be important to introduce the economic dimension into environment information systems on which basis the costs and the benefits for society of policy options can be estimated.

The 4-year development programme (1994-1997) relating to the environmental component of Community statistics is about to be adopted. Within this programme, the SERIEE system (European System for the Collection of Economic Information on the Environment), developed by Eurostat, is now entering the stage of application in specific areas. Concrete proposals on waste and environmental expenditures statistics are to be presented in the second half of 1994.

The European Environment Agency will have an important role to play in this field. The decisions on the seat of the EEA (Copenhagen), on its first Director, and on its budgetary and first multi annual work programme, are all very important steps in the creation of an institution able to handle, compare and render compatible, the large and necessary amount of data in order to exploit the vast knowledge acquired by natural science in the last decades and to make it accessible to decision makers at EC level and elsewhere.

In the spring of 1994, the pan-European report on the State of Environment for Europe, a joint effort of the Task-Force on the European Environment Agency (EEA), of national institutions and various international organisations, was finalized.

Scientific research and technological development

Over time, the EC's main research funding and policy instrument - the four year framework programme - has given emphasis to the integration of environmental concerns into its activities. Protection of the environment and improvement in the quality of life are already important objectives of current EC R&D, within the third Framework Programme (FP3), which runs until the end of 1994. These objectives are considerably reinforced in the fourth Framework Programme (FP4), both through its overall commitment to promote sustainable development, and through the substantial increase in financial resources allocated to environment.

FP4 will considerably strengthen the integration of environmental concerns into EC R&D across the board, as well as provide scientific support for the integration of environmental considerations into sectoral policies. One of the three guiding principles is *"meeting the needs of society and promoting sustainable development."*

EC Environment R&D provides a major contribution to broadening the range of environmental instruments by improving assessments of the quality of the environment, increased understanding of environmental processes and the impact of human activities; the development of sustainable, new technologies and products, and environmental improvement of existing production processes; and an improved scientific basis for regulatory actions.

EC environment-related research is particularly strongly based on partnership and on shared responsibility. For example, the main emphasis is on the European contribution to global change research, in partnership with national efforts. In this regard, the European Network on Global Change Research (ENRICH) is intended to support research coordination and networking in this field throughout Europe and beyond.

Within the Environment R&D Programme, the links between societal attitudes and the driving forces for new patterns of production and consumption, are being clarified, and work is to be undertaken on indicators of sustainable consumption. There is also a considerable emphasis within FP4 to address the R&D issues arising from the White Paper on Growth, Competitiveness and Employment, and in particular its Chapter 10.

EC Environment R&D provides significant support for the application of environmental legislation and its enforcement in three distinct ways, by improving the scientific basis for environmental regulation, by developing improved instrumentation and monitoring techniques and by developing new production processes and products, as well as environmental abatement technologies.

There is a strong international dimension in environment related EC R&D. First, the most significant component of EC environment R&D is to address global/regional environment issues, that extend well beyond the boundaries of the Community. Secondly, the EC Environment R&D Programme is open to participation by all European countries, on a project-by-project basis. Finally, research on environment and on sustainable development issues are a vital part of EC research cooperation with "third" countries. It should be noted that the developing ENRICH Network includes all European countries as well as several African nations.

Environment concerns are also covered to a large extent in other RTD specific programmes of the 4th EC Framework Programme which are designed also to contribute to the application of the principle of Best Available Technologies (BAT):

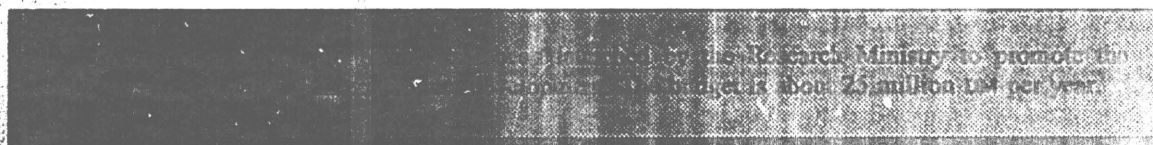
- one of the key objectives of the programme on Industrial and Material technologies is to increasingly integrate environmental requirements and the human dimension into industrial processes and products, taking their entire life cycle into account;
- one of the major focuses of the programme on Clean and Efficient Energy technologies will be on renewable energies;

- the exploratory activities of telematic application for the environment will devote its effort to support the instruments needed for environmental monitoring. Research work will concentrate on automatic warning and monitoring systems concerning pollution levels in the atmosphere, rivers or seas;
- pre-normative environment related research (for trade as well as for legislation) will be supported by the programme on Normalisation, Measurements and Testing;
- finally the LIFE Science and Technology specific programmes will also cover relevant environmental related issues such as: environmental health, environmental acceptability of biotechnologies, etc.

Environment-related R&D, at Member State level, stands to benefit from a stronger EC R&D Framework Programme. Although there are many national research programmes in this field, better coordination between them and more funding would increase their effectiveness both for research and environment policy purposes. Examples of such programmes range from research in coastal zone management through the assessment of air pollution effects and chemical safety testing.

Although there is a wide variety of coastal types in Europe, sufficient commonality exists to permit the results of national coastal zone research programmes such as the UK LOIS (Land-Ocean Interactions Study) and French PNOC (Programme National d'Océanographie Côtière) to be used elsewhere. The ELOISE (European Land-Ocean Interactions Studies), initiative of the Commission serves not only in integrating programmes such as LOIS and PNOC into a larger framework but also as a model which other Member States can use when planning coastal zone research programmes.

In the assessment of air pollution effects, the publication of a series of methodological manuals over the years by the Commission on exposure assessments, effects assessment, study designs, etc. has been instrumental in harmonizing studies in the Member States and thus improving the inter-comparability of data throughout the Community. This has resulted in increasing the statistical power and scientific value of individual studies and identifying more clearly the causes and consequences of air pollution at regional scales.



Sectoral and spatial planning

A key issue today is the integration of environmental considerations into town and country planning, particularly with respect to mobility, land use, regional diversity, urban growth and desertification.

Environmental authorities are rarely accepted as an integral part of long-term strategic planning processes. Several Member States have specific framework regulations to protect environmentally sensitive areas, such as coastal and mountain zones. However, in practice, due to frequent derogations, these regulations are not always complied with. Furthermore, the move towards decentralised responsibility for land use authorizations is not always beneficial from an environmental perspective as local authorities often find it hard to withstand pressure from economic actors, particularly in times of recession and unemployment.

This underlines the need for wider, framework measures that ensure a more consistent environmental policy, compatible with the Internal Market. Such measures are needed at the national, but also at the Community level, respecting the principle of subsidiarity. Examples can be found in regional development policy (see relevant section in this Report), in legislation such as the Habitats Directive and in the Directive concerning environment impact assessment which affects town and country planning and management policies.

Under the UK Planning and Compensation Act of 1991, each District and Borough must produce a local plan for the whole of its area. When preparing their plans, local planning authorities are required to take environmental considerations into account. In November 1993, the UK Government published Environmental Appraisal of Development Plans: A Good Practice Guide to provide advice to local authorities to meet this requirement. In Portugal, a 1993 Decree stipulates that integrated management plans have to be drawn up and approved for all coastal areas. These plans are intended to cover all aspects of activity in coastal areas.

Environmental Impact Assessment

Following a report published in 1993, on five years' experience of the directive on impact assessments (85/337/EEC), showing that Member States found it difficult to apply and that many practical problems had been encountered, the Commission proposed the revision of existing legislation. The proposed revision clarifies the criteria to be applied in projects submitted for impact study and the content of these studies, and integrates the principles of the Espoo Convention concerning the communication of information about projects with a cross-border impact.

Logically, the next step in the process could be to extend the directive to cover plans and programmes, a move that would be welcomed by environmental managers at all levels, as it would enable environmental considerations to be taken into account at the earliest stage of their development.

The Netherlands is, so far, the only country to have applied strategic environment assessment (SEA) on new policy plans that are crucial to the decision making, planning and implementation process of a desired activity. Plans which are covered by an EIA are indicated in national legislation. An obligation to include a paragraph in these plans where environmental impacts of new policies are assessed is now in preparation. The Dutch also started a screening process on existing instruments to assess their compatibility with sustainable development. The UK government has issued a document "Policy, Planning and the Environment" to encourage departments to undertake cost benefit analysis as a central part of policy decision at national level. There is however no indication that such an analysis has been used in any policy decisions. France is currently examining the

Early environmental impact assessment is the key to integrate the environment into other policy areas, and a central feature of the move towards sustainable growth referred to in the Treaty. The Commission itself adopted a number of mechanisms in June 1993 aimed at ensuring that the environment was more closely integrated into other policy areas by examining all measures for their environmental impact (see also the next Chapter).

Development of Physical Indicators and redefinition of national accounting concepts

In preparation for the November 1993 Conference "Towards a European Model of Sustainable Development" and for the White Paper, the Commission explored policy options to help overcome conflicts between environment, employment and competitiveness and the tools needed to achieve this.

There is an recognised need to produce a "Green GDP". After an evaluation of existing approaches, it was acknowledged that for reasons of methodological problems, at least in the short run, a single "Green GDP" instrument would not be feasible to describe environmental benefits and the economics and social costs of sustainable development. It is however felt that a more feasible (but not optimal) way forward would be a dual approach, based on the development of a system of environmental indicators and environmental pressure indices, and of environmental satellite accounts to the National Accounting Systems. As a result Eurostat is developing proposals for a Pressure-Index-Project in close cooperation with Member States, OECD and the EEA. To analyse costs Eurostat and national agencies are developing a satellite account approach of which SERIEE would be an element.

...the Commission has been active in the development of environmental policy instruments and has been working to quantify, simplify and communicate progress in environmental policy and to assess the policy measures on environmental themes addressed to the Commission. A national Environmental Indicator System is under preparation in Germany.

Development of Cost Benefit Analysis methodologies

Article 130r(3) of the Union Treaty requires that the potential benefits and costs of action or lack of action are considered in the preparation of Community policy on the environment. In the context of the Internal Market and SME policies, similar studies are under way. The Commission aims to develop, in due course, a common cost-benefit methodology that can be applied to proposals and projects with an environmental dimension. At the current stage of science, it is difficult to quantify non monetary items, in particular environmental resources. As a result, emphasis is rather on cost-effectiveness analysis that could provide more practical results than cost-benefit analysis.

Economic and fiscal instruments

Charges and levies

In several countries, charges and levies have been introduced: on deliveries of waste to landfill (Denmark and the Netherlands), on domestic fuel (UK), on extraction of ground and surface water (Denmark and the Netherlands), on effluents to water (France, Germany, the Netherlands).

In the Netherlands, product charges on fertilizers and pesticides have been introduced. In France, a special charge has been introduced on atmospheric pollution, the revenue of which is redistributed in the form of financial aid for equipment and operation to develop industrial technology in the field of air pollution.

Success of Unleaded petrol

Thanks to a differentiation in excises and in line with EC legislation on the availability of unleaded petrol and on standards on vehicle emissions, the consumption of unleaded petrol is, according to Eurostat, for the first time larger than that of the leaded version. Since its introduction in 1986, the market share rose from 1% in 1986, 40.7% in 1991 to 53,3% in 1993. Its highest share is in Germany with 88.7%, followed by Denmark 75.6%, the Netherlands 75.1%. Portugal has the lowest consumption 20.9% of unleaded petrol.

Energy/CO₂ tax

The Commission has put a lot of emphasis on the importance of the carbon/energy tax in the overall package of measures aimed at stabilizing CO₂ emissions in the EC in the year 2000 at 1990 levels (see Chapter on Energy). The White Paper highlights the significance of the tax proposal by linking the contributions it can make, not only to the quality of the environment, but also to lowering indirect labour costs, offering the possibility of a double dividend through environmental improvements coupled with employment creation.

If the revenues of the tax, estimated to be around 1% of GNP were used to lower existing taxes and charges such as employers social security contributions for the low-skilled, this could have considerable effect on the creation of employment.

In May 1992, Denmark introduced a carbon tax on energy (fuel oils, gas except natural gas, coal and electricity) which corresponds to 100 DKK per ton of CO₂ emitted. For already chargeable products, the duty is not intended to raise prices as the basic excise duty was lowered simultaneously. VAT-registered companies are subject to half the regular CO₂ charge rate. Alternate energy sources are not subject to duties. In July 1992, the Netherlands introduced a tax on fuels based on energy and carbon corresponding to a level of about 10 Dfl per ton CO₂. The tax has not been compensated by a lowering of excise duties.

State aids

One fundamental principle of Community environmental policy is the "polluter pays" principle. When applied, the price mechanism will push companies to convert environmental costs into financial terms. In December 1993, the Commission adopted a set of new environmental aid guidelines on which basis the Commission will judge state aid for environment protection. The new guidelines will cut back on aid for adapting existing plant, but in recognition of the "second best" solution that subsidies may represent, allow for a higher rate of aid (up to 30%) for investment that goes significantly beyond current environmental requirements.

Eco-auditing

Since the adoption of the Regulation on Eco-Management and Audit by Council in 1993, the Commission has come up with several initiatives to ensure the smooth entry into force and functioning of the scheme. For example, CEN has been given a mandate to establish standards for environmental management systems and audit. Work is in progress to establish guidance on verification procedures and for the accreditation of verifiers.

The European organization for Testing (EOTC) and certification will also contribute to and may provide an appropriate framework for coordinating national bodies in charge of the accreditation of verifiers.

During 1994, the Commission will issue guidelines concerning criteria conditions and procedures for the accreditation of verifiers and guidelines on professional codes and codes of practice for verifiers. In 1993, 13 financial contributions to SME's were made to pilot exercises on eco-audit as part of an ongoing pilot exercise in which nearly 450 projects have been presented to the Commission.

In the Netherlands a requirement has been introduced in Government Departments for an "environmental care system" (good housekeeping). Firms are encouraged financially to introduce Eco-audit. In the UK and in France, several firms as well as local authorities have conducted environmental audits on a voluntary basis.

Eco-label

In 1992 a Community eco-label award scheme was agreed for products that do not seriously damage the environment during their entire life cycle from the raw material to waste elimination stages. In principle, the scheme is open to all products, including those imported into the Community. The Regulation provides for a consultation process for establishing criteria. It consists, inter alia, of national Eco-labelling boards, a Brussels based Consultative Forum involving industry, commerce, consumer organisations and environmental organisations and a Regulatory Committee of representatives from Member States. This process allows the competent bodies at national level to examine products, and leads to the establishment and application of appropriate ecological criteria. These criteria are prepared at technical level by a leading competent national body and then decided on by the Regulatory Committee.

During 1993 eco-labels have been awarded to dishwashers and laundry washers. In 1994 decisions are expected on toilet paper, kitchen rolls and soil improvers. Further work is ongoing on more than 20 other types of products.

Liability

The Fifth Programme identifies liability as an essential tool of last resort. In 1993 the Commission published a Green Paper which looks at the issues surrounding repairing damage to the Environment. The Paper considers a number of issues relating to the various types of liability and their limits, the definition of environmental damage, the options of repairing the damage and the appropriate financial solutions (cleanup costs to be borne by polluters, insurers or compensation funds). It is based on the polluter pays principle and examines how to implement this principle in a more concrete form.

The Commission received many comments (more than 2000 pages) from interested parties, institutions and Member States and two public hearings were organized by the Economic and Social Committee and by the Commission jointly with the European Parliament. These comments and the outcome of the hearings are being analyzed to allow the Commission to decide its future action in this area.

Public Information and Education

The Fifth Programme hinges much of the success of the drive towards sustainability on the decisions, actions and influence of the general public. The public today, though aware of the importance of the environment, is considerably lacking in essential information. The Commission's actions have focused on the following areas:

Information

The Commission is due to consider a proposal to improve public access to information by extending the Directive on Freedom of Access to Information on the Environment (90/313/EEC) to cover the EC institutions. The value of this Directive lies not only in making available environment-related information but also in demonstrating the transparency of EC decision-making processes. Member States were expected to fully transpose this Directive by 1 January 1993. The Commission contributes to environmental information and communication through a variety of brochures and campaigns, and through the co-financing of environment related projects. In 1993, 80 such projects were co-financed to the value of 5.5 million ECU.

A wide variety of information booklets on the environment ranging from biodiversity to wetland conservation were published together with a brochure on the impact of EC policies - including the environment - on all European regions. Over 50,000 copies of the Fifth Environment Programme were distributed. Two information campaigns continue to attract widespread attention: the Better Environment Awards for Industry, which in 1994 selected 15 businesses for awards from hundreds of applications, and the Blue Flag Campaign. In 1994, 1449 beaches were awarded the Blue Flag, proving their compliance with the bathing water Directive.

The Irish Environment Ministry has set up an Environment Information Service (Enfo) to provide convenient public access to wide-ranging and reliable information on the environment. One of Enfo's objectives is "to promote the concept of individual responsibility for protection of the environment." 1,000 visitors come every week and can use a variety of facilities, free-of-charge, including video-lending library, a database, environment computer games, and on-line access to public libraries throughout the country. The Ministry edits a Bulletin on what is going on in the environment that is widely distributed. In the Netherlands television advertisements feature celebrities who describe why they are concerned about the environment and sustainable development.

Education

Conclusions of the Ministers of Education in 1992 called for the further pursuit and intensification of the lines of actions set out in the 1988 Council resolution on environmental education. It also requested that special attention be given to the intensification of initial and in-service training of teachers in this area, and that an implementation report on the activities of the 1988 resolution be prepared by the end of 1994.

Other actions at EC level include managing 21 projects and pilot projects for teachers' training amounting to 1 million ECU (1994), preparing the European Summer University on Environment Education (with the Commission as co-sponsor), and the publication of an EC Guide on university environment courses.

In the UK, the "Green Brigade" Programme was launched in 1993 to encourage young people to put their concerns for the environment into practice. Nine projects, sharing between them £ 100,000, have been selected from a national competition. They include a scheme in Birmingham to produce an educational pack on recycling for schools and youth groups across the country and a project in Sussex to turn a disused signal box into an environmental resource centre for children.

Professional education and training

The European Commission is increasingly integrating the environment into ESF measures and its various professional education and training programmes to meet present and future demand in environment-related skills. This is true of the COMETT, ERASMUS, PETRA, EUROTECNET, FORCE and TEMPUS programmes.

For example, the EUROTECNET (European Technical Network) programme's network now includes projects whose aim is to integrate the environment and technologies in one particular sector of the economy. As a result, experimental training projects exist in areas of new technologies of waste disposal, control techniques for pest and disease, environment impact assessment, etc.

In May 1993 the French Environment Minister announced that, instead of being conscripted to do military service, young French men would be permitted to do community service as "environmental volunteers". In January 1994, the French Prime Minister Edouard Balladur announced a series of measures to stimulate employment and public spending, including "green jobs." The government will encourage the creation of 35 000 jobs for the environment by the end of 1995. 100 million FF have been set aside for 1994 to help initial investment and training. DIREN - the Regional Directorates for the Environment - will administer the fund. In Portugal, the Training Institute has recently begun integrating environmental issues into all its training programmes.

Financial support mechanisms

LIFE

After two years of experience, LIFE - which is a unique environmental financial instrument covering the whole territory of the Community - has identified three problems:

- disequilibrium between budgetary resources and funding requests;
- disproportionate administrative burden compared to expected results;
- conflicts between the two managing committees on the share of budgetary resources.

A report on the implementation of the instrument will be presented to the Council before the end of 1994. This report will be accompanied by a proposal to modify the LIFE regulation to clarify its scope and improve the procedures relating to the selection of priorities, the collection of projects as well as the distribution of results.

The Structural Policies

Revision of policy

The revision of the structural policies and Funds in 1992 provided an opportunity to introduce a series of key amendments to the Structural Funds Regulations which were agreed in 1993 (Regulations 2081/93/EEC and 2082/93). These changes and key amendments to the Structural Funds programming process address the integration of environment within the Structural Funds in a more systematic and pragmatic way taking into account operational as well as subsidiarity issues. Apart from this, an assessment of the environmental impact is required for each measure financed from the EAGGF, the ERDF and the ESF in Objectives 1,2 and 5b, to respect the objectives of Community environmental legislation, and to associate national and local environmental authorities.

These changes should also lead to the more effective integration of environmental considerations, from the definition and agreement of economic development strategies within the plans submitted by Member States through to implementation, monitoring and evaluation. Finally, they highlight the importance of taking a strategic perspective with respect to economic growth and the environment, reflecting the importance of environment for a sustainable economy.

Technical assistance

To help the Member States in complying with requirements outlined for their plans, a guidance note on the preparation of an "environmental profile" was prepared by the Commission and sent to the Member States. To complement the development of environmental infrastructure (i.e. the "hardware"), it is considered critical that technical assistance continues to be made available to authorities that are implementing the projects and programmes.

This assistance can help select good projects, covering best strategy, best technical measures, and good practice with respect to organization and operations, including staffing and training (i.e. all "software" matters related to hardware). The development of knowledge and good practice related to environmental projects is being further encouraged by the Commission through exchange of experience networks and actions.

Environmental indicators

Evaluation of the "environment profile" element of regional development plans has been improved as a result of a "quantification exercise." Carried out by the Commission and Member States, it has generated a set of indicators designed to measure the state and performance of environmental infrastructures: for example of connections to sewage systems, waste water treatment rates, solid waste treatment rates and drinking water quality. These indicators are being used both to describe the environmental situation in Member States, and to measure the environmental impact of the Community Support Frameworks (CSFs), that is, anticipated progress within the Structural Fund programming period.

Quality of new plans

Since October 1993, the Commission and the Member States have begun a new round of Structural Funds programming for the period 1994-1999. From an environmental and sustainable development perspective, there has been a significant improvement in the quality of the plans received due in large part to the regulatory changes but also to a growing awareness that integration makes economic sense.

The Commission's approach to the environmental dimension within the CDF process is clear. It is to ensure that the environmental dimension is taken into account in the preparation and implementation of the CDF. This is done through the Monitoring Committee at both the regional and operations level. This committee is responsible for ensuring that the environmental dimension is taken into account in the CDF process during the lifetime of the CDF.

Cohesion Fund

As far as the Cohesion Fund is concerned, the integration of the environmental dimension in the transport infrastructures sector, is principally at the project level through existing environmental impact assessment procedures under Council Directive 85/337/EEC.

The Cohesion Fund Regulation (Regulation 1164/94) of 16 May 1994 refers to the Fifth Programme, but only for the environment projects and to the fact that the transport infrastructure projects should include their environmental costs and should be compatible with Community Environmental Policy. This further strengthens both the degree of integration of environment within project definition and the need for projects to have a clear context. At Member State level, such an approach is already beginning to evolve.

The Commission is currently setting up a national environmental strategy to target priorities to be financed by the Cohesion Fund. This strategy will be implemented through both the Cohesion and Structural Funds and to ensure that the environmental dimension is taken into account in the CDF process during the lifetime of the CDF.

X. STRUCTURES FOR SHARED RESPONSIBILITY

At Community level

Dialogue Groups

The Fifth Programme proposed a number of reforms to ensure that the policy, strategy and measures set out in the Programme could be implemented and enforced at all levels of society, by improved consultation arrangements, better practical follow-up to legislative measures and stricter compliance checking and enforcement.

In line with this, three dialogue groups have been established to take this process forward:

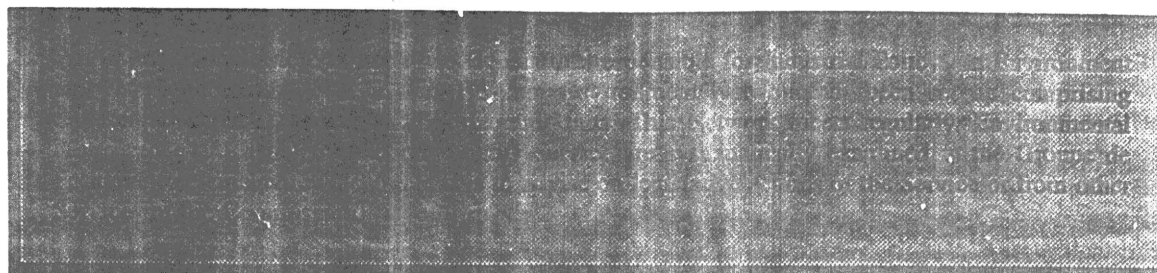
- **The Commission's General Consultative Forum on the Environment** comprising 32 eminent personalities has already held three meetings in 1994. A further three meetings are planned for 1995. These first three meetings have provided the Commission with an opportunity to consult the Forum on the environmental aspects of the White Paper on Growth, Competitiveness and Employment.
- Regular meetings of an Environment Policy Review Group (EPRG) have been instituted, comprising Environment Directors General of the Member States and the Commission, and meetings have also been held with Environment Directors General from EEA countries. Directors General have focused their discussions on the target sectors of the Fifth Programme and EPRG meetings have played an important role in improving dialogue between the Commission and the Member States on strategic issues affecting the environment and sustainable development.
- In December 1993, the Chester Network of Enforcement Authorities was transformed into an informal Network, foreseen in the Fifth Programme, for the Implementation and Enforcement of Environmental Law. This network is aimed at the exchange of information and experience on practical issues arising from the implementation and enforcement of environmental legislation.

Integration of policies

The coming into force of the Treaty on European Union (Article 130r) has significantly reinforced the principle set out in the Fifth Programme of the need to integrate environmental considerations into all relevant policies.

To improve this process in its own work, in June 1993 the Commission approved a series of internal measures intended to ensure the integration of environmental considerations in its proposals on other areas of Community policy-making.

- **Environment integration correspondents** have been appointed in all Directorates General at senior level. DG XI ensures that these correspondents are regularly informed of developments in the environment and provides support to them in their tasks of ensuring the integration into policy-making in their services. The Commission's Manual of Procedures has been updated in the light of the new requirements, and training actions will be organised (eg. on impact assessment procedures).
- **The Commission's 1994 Legislative Programme** identified proposals likely to have a significant impact on the environment with a "green star" system. The Directorates General leading work on these items are responsible for ensuring that an environmental impact analysis is carried out.
- **Directorates General must prepare an annual evaluation** of their environmental performance, which will be included in the Commission's Annual Report.



At Member State level

Although some Member States drew up national Green Plans or Sustainable Development Strategies before 1992, the UNCED Conference in 1992 and the publication of the Fifth Programme provided the impetus for most to prepare or develop new national strategies. The Netherlands, Luxembourg, the UK, Italy, Ireland and Denmark already have such plans, and Spain, France and Portugal are currently drawing up their national strategies. In Belgium, under the new federal system, Brussels, Flanders and Wallonia have each developed sustainable development plans. Flanders has its MiNa plan on Environment and Nature. Public consultation is currently under way on the Walloon plan.

Consultative bodies

Since 1992, in line with the commitments made at Rio, the majority of Member States have either set up some form of national consultative forum on the environment or redefined the role and objectives of existing bodies with the intention of providing a forum for dialogue and consultation between the actors and sectors involved in sustainable development. These include Belgium, Denmark, France, Germany, Italy, the Netherlands and the UK. In Belgium, the Walloon region also has its own regional council. Spain has established an Environmental Policy Advisory Council.

Formal mechanisms for integration

Mechanisms for ensuring integration of environmental considerations into other policy areas exist in some form in all Member States and have been strengthened and expanded since 1992. In some Member States, standing inter ministerial committees meet regularly to discuss policy issues that have environmental implications (eg. Belgium, Denmark, France, Greece, the Netherlands, the United Kingdom) and one is due to be set up in Italy shortly. In Spain representatives from the Environment ministry attend "sectoral conferences" comprising representatives of the ministries concerned and autonomous regions and an environmental policy coordination commission is planned. In other Member States, inter ministerial committees are set up to identify joint approaches on issues of mutual interest (eg. environment/health and environment/agriculture in Germany, at the federal and, in some cases at the Länder level, and in most countries climate change).

Environmental units in other ministries

In a few Member States, environment units have been set up in other ministries such as energy, transport and agriculture (the United Kingdom, Ireland, Portugal, Greece, the Netherlands and Germany, at the federal and, in some case the Länder level). Their role is to ensure environmental considerations are integrated into the Ministry's policy area and to liaise with officials in the environment ministry. In certain cases, inter ministerial units have been set up to work on specific issues (eg. on manure in the Netherlands).

Although environment units in energy ministries are generally successful, their effectiveness in many other sectors is limited and they have not succeeded in making an impact on policy and decision-making.

At regional/local level

The Maastricht Treaty reinforced the Fifth Programme's emphasis on the importance of the regional level by declaring that "Community policy on the environment shall aim at a high level of protection taking into account the diversity of situations in the various regions of the Community." The Treaty also set up a Committee of the Regions that decided in April 1994 to establish a committee on land use planning, environment and energy matters.

A major Conference of Environment Ministers and Political Leaders of the Regions, co-funded by the Commission and held in December 1993 underlined the regions' intention to implement sustainable development policies and to integrate environmental considerations into other policy areas and called for annual meetings between regional environmental authorities and the Commission.

As proposed at the Rio Conference, there have been strong initiatives from local and regional authorities on sustainable development and integration in a number of countries since 1992. Some regions have drawn up their own sustainable development plans. For example, the Madrid Community has published the "Madrid 21" plan that closely follows the format of the Fifth Programme. In the Walloon area of Belgium public consultation began in May 1994 on the region's own sustainable development plan. In the United Kingdom, a new organisation has been set up to help local authorities draw up their own Agenda 21 and a number have already done so.

Integration of environmental considerations into other policy areas may take place at both the regional and national levels. In Spain, for example, national and regional authorities meet periodically at sectoral conferences and in the United Kingdom Environment Ministers and the leaders of local authority associations meet in the Central and Local Government Environment Forum. In Germany, meetings are held between the Federal Government and Lander Governments at ministerial and senior official level and there are also several working groups and committees that deal with the adoption and implementation of legislation relating to air and water quality, chemicals and waste management. Discussion also takes place at the regional/Community level with regular information meetings between the Brussels offices of Member State regions and the Commission, involving not just the Environment Service, but also the services responsible for structural funds, transport etc.

Local and regional authorities are encouraged to draw up "Environment Action Plans" as a result of the environmental impact assessment process and clearly defined objectives. Some regions are obliged to draw up long-term plans and will receive additional central

Relations with NGOs

The Commission actively supports environment-orientated NGOs by providing financial aid to help with running costs and to assist with specific information and awareness campaigns on environmental issues. Financial support is mainly granted to European-wide NGOs that focus on the priorities of the Fifth Programme. In 1992-3, for example, the European Environment Bureau (EEB) organized a round table on the Fifth Programme in each Member State with financial support from the Commission to reflect on how to implement the principle of shared responsibility.

Contacts between NGOs and the Commission take place on a regular basis and at various levels. High level meetings were held in both 1992 and 1993 between the Commission, represented by its President and the Commissioner for the Environment, and the main European environmental NGOs to discuss a wide range of environmental issues. Commission officials from different Directorates General meet annually with the EEB's General Assembly. Since 1992, regular information meetings have been held between the Commission and representatives of 8 major NGOs to brief them on the Commission's environmental policy. In addition, thematic meetings (eg. on the Rio Conference, trade and environment, the structural funds and environment) have been held in which other Commission Directorates General have taken part.

NGOs also played a key role in the Seminar on sustainable development, organised jointly by the European Commission and the Belgian Presidency in November 1993 and are involved with the European Partners for the Environment initiative (see Chapter on Manufacturing Industry).

The Commission is assisting Friends of the Earth with its Sustainable Europe project, whose aim is to calculate the environmental space of the Community and to address the question of how to reduce over-consumption of resources.

XI APPLICATION OF COMMUNITY ENVIRONMENTAL LEGISLATION

The Fifth Programme underlines the importance of implementing environmental legislation more effectively. Each year, the Commission publishes an annual report on the monitoring of the application of Community law in Member States. The reports covering 1992 and 1993 both note that enacting national measures to implement directives has taken too long, mainly due to problems of administrative coordination, and that Member States often transpose and apply directives incorrectly.

As far as transposition is concerned, the Commission and individual Member States (often involving regional and local authorities) hold periodic "package meetings" to examine progress made in transposing Community legislation and to help Member States with any difficulties that arise (in 1992, for example, package meetings were held with Belgium, Denmark, France, Luxembourg and Spain, and in 1993 with Belgium, Denmark, France, Italy, Ireland, Luxembourg, the Netherlands, Portugal and the United Kingdom).

Incorrect application of environmental law is most commonly detected through a high number of complaints from Community citizens and through questions put by Members of the European Parliament. Although the number of complaints registered in 1993 (306) was less than in 1992 (482), this is because the Commission is now merging similar cases.

The greatest number of infringements continue to relate to the environmental impact assessment directive (85/337/EEC) which shows that it is still not performing as an effective environmental safeguard nor attaining its objective of securing a proper role for the general public in planning decisions that directly affect their lives. As the general public will have greater access to information on the environment with the entry into force of Directive 90/313/EEC, it is likely that public awareness of the damage being done to the environment will rise and that there may be a further increase in the frequency of complaints filed with the Commission.

Furthermore the entry into force in 1993 of Directive 91/692/EEC on the harmonisation of national reports on the application of certain legislation gives the Community access to comparable data, enabling the Commission to proceed from information supplied from official sources instead of relying on steadily raising numbers of complaints from individuals and on questions from MEPs.

The decision taken in 1993 concerning the setting up of the European Environment Agency is also significant since Article 20 of Regulation 1210/90/EEC on the establishment of the Agency and the European Environment Information and Observation Network provides that two years after the Regulation's entry into force the possibility of involving the Agency in the monitoring of Community legislation may be examined.

The first meeting of the Network for the Implementation and Enforcement of Environmental Law, set up in the framework of the Fifth Programme, was held at Steenokerzeel, Belgium, in December 1993. Two further meetings were organised in Athens and München in 1994. This informal Network follows in the footsteps of the "Chester" working groups and will focus on the practical implementation and enforcement of environmental law, to provide a forum for policy makers/legislators and environmental inspectors/enforcement officers to exchange ideas both jointly and separately and to encourage the development of enforcement structures. It will cover existing legislation, but will also advise on the best way forward for new Community legislation and its implementation, application and enforcement.

The Network will also help to develop greater Community consistency in the implementation of Community legislation through strategic discussion on enforcement problems. It is hoped that the Network will be an important element in confidence-building and sharing responsibility as foreseen in the Fifth Programme and that the exchange of experience and diffusion of information will allow best practices to be identified.

XII. FINAL CONCLUSION

The overall message of this Report is one of cautious optimism. Seeds have been planted. Now they need water and warmth to blossom.

The combination of the Fifth Programme and the Rio Earth Summit underpinned by the legal and procedural changes incorporated in the Treaty on European Union has marked a turning point in the way sustainable development is being approached both in the Commission and in Member States. A major rethinking process on the sides of both the Commission and Member States has had to be initiated on the new rationale of environment policy.

The Report shows that some progress has been achieved and considerable efforts are being made in several areas. Despite the recession that has been at its most severe during the period under review, sustainable development remains an issue on the political agenda and is increasingly seen as an important part of the economic debate. However, there still remains a failure to get to the real heart of some of the key issues.

For the present, despite the Fifth Programme, Agenda 21 and other initiatives at Member State level, sustainable development continues to be the business of those who deal with the environment.

In general, there are few criticisms of the approach set out in the Fifth Programme. There is now a need to look at how to move towards a new model of development. To achieve this, the following, inter alia, are necessary:

- important breakthroughs in the development of viable economic and fiscal instruments, at EC and Member State level, to ensure the integration of environmental costs into the prices of goods and services;
- the reorientation of technology from the current labour-saving fixation to an emphasis on resource saving in general;
- evaluation of the implications of current technological developments on models of physical planning in particular the structure of urban regions;
- the Commission and Member States need to recommit themselves, at the highest political levels, to move in the right direction, recognising that a considerable part of the Fifth Programme falls to be carried out at levels other than the Community level;
- the 1995 review of the Programme will need to decide whether to make the approach adopted more focused, to update and strengthen quantitative targets, to make priorities for action clearer, and whether there are additional areas where action is needed;
- means of measuring progress towards sustainable development at Community and at Member State level.

ANNEX I

LEGISLATION IN THE ENVIRONMENT SECTOR

1992

Legislation adopted by the Council

- OJ L 99, 11.4.1992 - Council Regulation (EEC)N°880/92 on a Community eco-label award scheme.
- OJ L 206, 21.5.1992 - Council Directive 92/43/EEC on the conservation of natural and semi-natural habitats and of wild fauna and flora.
- OJ L 154, 5.6.1992 - Directive 92/32/EEC amending for the seventh time Directive 67/548/EEC (classification, packaging and labelling of dangerous substances).
- OJ L 206, 22.7.1992 - Council Regulation N°1973/92 establishing a financial instrument for the environment (LIFE).
- OJ L 251, 29.8.1992 - Council Regulation (EEC) N°2455/92 concerning the export and import of certain dangerous chemicals.
- OJ L 297, 13.10.1992 - Council Directive N° 92/72/EEC on air pollution by ozone.
- OJ L 371, 19.12.1992 - Council Directive N° 92/97/EEC on the approximation of the law of the Member States relating to the permissible sound level and the exhaust system of motor vehicles.
- OJ L 405, 31.12.1992 - Council Regulation (EEC) N°3952/92 amending Regulation (EEC) N°594/91 in order to speed up the phasing-out of substances that deplete the ozone layer.
- OJ L 409, 31.12.1992 - Council Directive 92/112/EEC on procedures for harmonizing the programmes for the reduction and eventual elimination of pollution caused by waste from the titanium dioxide industry.

Resolutions adopted by the Council

- OJ C 158, 25.6.1992 - Council resolution on the renewal of the Community plan of action in the field of radioactive waste.
- OJ C 72, 8.7.1992 - Council resolution on the technological problems of nuclear safety.

Legislation adopted by the Commission

- OJ L 201, 20.7.1992 - Commission Regulation (EEC) N° 1970/92 amending Council Regulation (EEC) N° 3626/82 on the implementation in the Community of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (Cites).

Legislative proposals made by the Commission

- COM(92)9, OJ C 130, 21.5.1992 - Proposal for a Directive on the incineration of hazardous waste.
- COM(92)226, OJ C 196, 3.8.1992 - Proposal for a Council Directive introducing a tax on carbon-dioxide emissions and energy.
- Bull. EC 7/8-1992, 6.7.1992 - Proposal for a Directive laying down the basic standards for the protection of the health of workers and the general public against the danger arising from ionizing radiation.
- COM(92)277, OJ C 227, 3.9.1992 - Proposal for a Council Directive on the control of volatile organic compound (VOC) emissions resulting from the storage of petrol and its distribution from terminals to service stations.
- COM(92)278, OJ C 263, 12.10.1992 - Proposal for a Council Directive on packaging and packaging waste.
- COM(92)398, OJ C 260, 9.10.1992 - Proposal for a Council Directive amending Annex II to Directive 79/409/EEC on the conservation of wild birds.

1993

Legislation adopted by the Council

- OJ L 30, 6.2.1993 - Regulation (EEC) N° 259/93 on the supervision and control of shipment of waste within, into and out of the Community.
- OJ L 74, 27.3.1993 - Directive 93/12/EEC on the sulphur content of gasoil.
- OJ L 84, 5.4.1993 - Council Regulation (EEC) N° 793/93 on the evaluation and control of the environmental risks of existing substances.
- OJ L 148, 19.6.1993 - Regulation (Euratom) N° 1493/93 on the shipments of radioactive substances between Member States.
- OJ L 167, 9.7.1993 - Decision 93/389/EEC on a monitoring mechanism for CO₂ and other greenhouse gas emissions
- OJ L 168, 10.7.1993 - Council Regulation (EEC) N° 1836/93 allowing voluntary participation by companies in the industrial sector in a Community eco-management and audit scheme.
- OJ L 186, 28.7.1993 - Directive 93/59/EEC amending Directive 70/220/EEC on the air pollution by emissions from motor vehicles.
- OJ L 329, 30.12.1993 - Commission Directive 93/116/EC adapting to technical progress Council Directive 80/1268/EEC relating to the fuel consumption of motor vehicles.

Legislation adopted by the Commission

- OJ L 227, 8.9.1993 - Commission Directive 93/57/EEC on the General Principles for the Risk Assessment of Risks to Man and the Environment of Substances notified in accordance with Council Directive 67/548/EEC.
- OJ L 110, 4.5.1993/ OJ L 258, 16.10.1993/ OJ L 13, 15/1/1994 - Commission Directives 93/21/EEC, 93/72/EEC and 93/101/EEC Adapting to Technical Progress for the 18th, 19th and 20th time Council Directive 67/548/EEC
- OJ L 279, 12.11.1993 - Commission Decision 93/584/EEC of 22 October 1993 establishing the criteria for Simplified Procedures concerning the deliberate release into the environment of genetically modified plants pursuant to Article 6(5) of Council Directive 90/220/EEC.

Legislative proposals made by the Commission

- COM(92)563, OJ C 17, 22.1.1993 - Proposal for a Council Directive amending Directive 88/609/EEC on the limitation of emissions of certain pollutants into the air from large combustion plants.
- COM(93)53, OJ C 78, 19.3.1993 - Proposal for a Council Regulation on operations to promote tropical forests.
- COM(93)120, OJ C 112, 22.4.1993 - Proposal for a Regulation amending Regulation (EEC)N°2455/92 on the import of certain dangerous chemicals.
- COM(93)154, OJ C 157, 9.6.1993 - Proposal for a Directive amending Directive 86/662/EEC on the limitation of noise emitted by earthmoving machinery.
- COM(93)202, OJ C 232, 28.8.1993 - Proposal for a Council Regulation on substances that deplete the ozone layer.
- COM(93)351, OJ C 239, 3.9.1993 - proposal for a Council Directive concerning the placing of biocidal (non-agricultural pesticide) products on the market.
- COM(93)423, Bull.EC 9-1993, 14.9.1993 - Proposal for a directive on Integrated Pollution Prevention and Control.
- COM(93)425, OJ C 271, 7.10.1993 - Proposal for a Council Directive amending Directive 91/689/EEC on hazardous waste.
- COM(93)638, Bull.EC 12-1993, 21.12.1993 - Proposal for a Council Directive relating to the classification, packaging and labeling of dangerous substances.

Other proposals

- COM(93)47, Bull.EC 5-1993, 17.3.1993 - Green paper on remedying environmental damage

1994

Legislation adopted by the Council

- OJ L 100, 19.4.1994 - European Parliament and Council Directive 94/12/EEC amending Directive 70/220/EEC on the approximation of the laws of the Member States relating to measures to be taken against air pollution by emissions from motor vehicles.

Resolutions adopted by the Council

- Bull.EU 3-1994, 25.3.1994 - Council Resolution on the integrated management of coastal zones.

Legislation adopted by the Commission

- JO L 103, 22.4.1994 - Commission Directive 94/15/EEC Adapting to Technical Progress for the 1st time Council Directive 90/220/EEC on the Deliberate Release into the Environment of Genetically Modified Organisms.
- JO L 105, 26.4.1994 - Commission Decision 94/211/EC Amending Council Decision 91/596/EEC Concerning the Summary Notification Information Format referred to in Article 9 of Council Directive 90/220/EEC.
- JO L 5, 7.1.1994 - Commission Decision 94/3/EC of 20 December 1993 establishing a list of wastes pursuant to Article 1(a) of Council Directive 75/442/EEC on waste

Legislative proposals made by the Commission

- COM(S4)4, Bull.EU 1/2-1994, 26.1.1994 - Proposal for a Council on Directive amending Directive 82/501/EEC on the control of major-accident hazards involving dangerous substances.
- COM(94)36, Bull.EU 1/2-1994, 16.2.1994 - Proposal for a Council Directive on bathing water quality amending Council Directive 76/160/EEC.
- COM(94)39, Bull.EU 1-2/1994, 23.2.1994 - Proposal for a Council Directive amending Directive 79/409 on the conservation of wild birds.
- COM(93)575, Bull.3-1994, 16.3.1994 - Proposal for a Council Directive amending Directive 85/337/EEC on the assessment of the effects of certain public and private projects on the environment.
- COM(93)680 final, OJ C222 10.8.1994 - Proposal for a Council Directive on the ecological quality of water.
- COM(94)109 final, OJ C216 6.8.1994 - Proposal for a Directive on the ambient air quality assessment and management.

58

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14

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