

EUROPEAN PARLIAMENT

Working Documents

1982-1983

28 May 1982

DOCUMENT 1-219/82

REPORT

drawn up on behalf of the Committee on the Environment,
Public Health and Consumer Protection.

on the proposal from the Commission of the European
Communities to the Council (Doc. 1-793/81 - COM(81) 626 final)
for an ~~an~~ action programme of the European Communities on
the environment (1982-1986)

Rapporteur: Mr S. ALBER

By letter of 20 November 1981 the Council of the European Communities asked the European Parliament to deliver its opinion on the Communication from the Commission of the European Communities to the Council on an action programme of the European Communities on the environment (1982-1986).

On 14 December 1981 the President of the European Parliament referred this proposal to the Committee on the Environment, Public Health and Consumer Protection as the committee responsible and to the Committee on Budgets for its opinion.

On 27 January 1982 the Committee on the Environment, Public Health and Consumer Protection appointed Mr Siegbert ALBER rapporteur.

The committee considered the draft action programme at its meetings of 17/18 March 1982 and 27/28 April 1982 and unanimously adopted the draft action programme and the motion for a resolution at the latter meeting.

The following took part in the vote: Mr Collins, chairman; Mr McCartin, vice-chairman; Mr Johnson, vice-chairman; Mr Alber, rapporteur; Mr Bombard, Mr Dury (deputizing for Mr Muntingh), Mr Forth, Mr Geurtsen (deputizing for Mr Berkhouwer), Mrs Krouwel-Vlam, Mrs Lentz-Cornette, Mr Michel (deputizing for Mr Del Duca), Mrs Pantazi, Mr Protopapadakis (deputizing for Mr Ghergo), Mrs Pruvot (deputizing for Mrs Scrivener), Mrs Schleicher, Mrs Seibel-Emmerling, Mr Sherlock and Mrs Spaak.

The opinion of the Committee on Budgets is attached.

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The Committee on the Environment, Public Health and Consumer Protection hereby submits to the European Parliament the following amendments and motion for a resolution, together with explanatory statement:

Amendments tabled by the Committee on the Environment, Public Health and Consumer Protection

Text proposed by the Commission of the European Communities

PROPOSAL FOR AN ACTION PROGRAMME
ON THE ENVIRONMENT (1982-1986) (Doc. 1-793/81)

AMENDMENT No. 1

Council resolution

approves for this purpose the guidelines laid down in the Annex;

takes note that the Commission will submit appropriate proposals for the implementation of this programme;

undertakes to act on these proposals within nine months of the date on which they were presented by the Commission or, as the case may be, of the date on which the opinions of the European Parliament and of the Economic and Social Committee were presented;

undertakes further to make available to the Commission the personnel and material resources necessary for the implementation of the third action programme, in particular through the Environment Fund called for in the resolution adopted by the European Parliament on 20 November 1981 on the basis of the ALBER report

AMENDMENT No. 2

Action programme, point 3

3. Now, however the common environmental policy is motivated equally by the observation that the resources of the environment are the basis of - but also constitute the limits to - further economic and social development and the improvement of living conditions. It aims therefore not only to protect human health, nature and the environment but also to ensure that natural resources are well managed, in particular by introducing qualitative considerations into the planning and organization of economic and social development. It cannot be dissociated, therefore, from measures designed to achieve the fundamental objectives of the Community.

Council resolution

approves for this purpose the guidelines laid down in the Annex;

takes note that the Commission will submit appropriate proposals for the implementation of this programme;

undertakes to act on these proposals within nine months of the date on which they were presented by the Commission or, as the case may be, of the date on which the opinions of the European Parliament and of the Economic and Social Committee were presented.

Action programme, point 3

3. Now, however, the common environmental policy is motivated equally by the observation that the resources of the environment are the basis of - but also constitute the limits to - further economic and social development and the improvement of living conditions. It aims therefore not only to protect human health and the environment but also to ensure that natural resources are well managed, in particular by introducing qualitative considerations into the planning and organization of economic and social development. It cannot be dissociated, therefore, from measures designed to achieve the fundamental objectives of the Community

¹ OJ No. 305 of 25.11.81, page 2 et seq.

AMENDMENT No. 3

Action programme, point 4
first paragraph

4. The Community's environment policy, as indeed is true of the national policies as a whole, has brought important results in a relatively short period, even if they are not uniform and satisfactory. In certain cases it has been noted that the economic crisis has, paradoxically, contributed indirectly to environmental improvement by decreasing the amount of pollution caused by some sectors of production.

AMENDMENT No. 4

Action programme, point 6,
first paragraph

6. However, consolidation and the continuation of the measures laid down in the 1973 and 1977 programmes must take into account the socio-economic context of the 1980s and the new political and geographical dimensions of the Community of Ten; nor must pre-accession negotiations in progress with two other states be forgotten. Economic recovery based on the full and extensive use of every resource (both human and natural) is an aim of vital importance to the economy of the whole Community. Accordingly, the environment policy will fix the limits and the actions required to attain more balanced development without wastage.

Action programme, point 4,
first paragraph

4. The Community's environment policy, as indeed is true of the national policies as a whole, has brought substantial results in a relatively short period, and despite growing economic problems.

Action programme, point 6,
first paragraph

6. However, consolidation and the continuation of the measures laid down in the 1973 and 1977 programmes must take into account the socio-economic context of the 1980s and the new political and geographical dimensions of the Community of Ten; nor must pre-accession negotiations in progress with two other states be forgotten. Accordingly, the environment policy tries to link up with, and support, several major objectives for the whole Community economy over the next few years, especially that of economic recovery.

AMENDMENT No. 5

Action programme, point 6,
second paragraph

The socio-economic context of the 1980s will mean that environmental action must not only take account of the major problems confronting the Community (employment, inflation, energy, balance of payments and growing regional disparities) but must also contribute to the efforts made in other ways to find solutions.

This will be conditional on the deteriorating economic situation not being used as an excuse for weakening the environmental policy that is now under way.

AMENDMENT No. 6

Action programme, point 7

7. The enlargement of the Community and its new Mediterranean dimension make it necessary for environmental protection measures to contribute more effectively and specifically to protecting the Mediterranean Sea within the limits of overall policy for that area. Active Community participation in the Convention for the Protection of the Mediterranean Sea against Pollution, and the protocols thereto, will provide the best protection for the economic, social and cultural values of the Mediterranean basin, preserve its common heritage and help the improvement of the political climate and the search for lasting peace in this region.

In the case of the North Sea, the Community's second international waterway, a more coordinated policy should be pursued. In particular, attention must be paid to the adverse ecological impact on the North Sea of (often mutually incompatible) human activities such as oil and gas recovery, fisheries, sand and gravel removal, shipping, and pollution by land, sea and air. One of the top priorities must be to reach some form of coordinated administrative and legal policy that will safeguard to the fullest extent the continued existence of the North Sea as an important and immensely valuable ecological unit.

Action programme, point 6,
second paragraph

The socio-economic context of the 1980s will mean that environmental action must not only take account of the major problems confronting the Community (employment, inflation, energy, balance of payments and growing regional disparities) but must also contribute to the efforts made in other ways to find solutions.

Action programme, point 7

7. The enlargement of the Community and its new Mediterranean dimension make it necessary for environmental protection measures to contribute more effectively and specifically to protecting the Mediterranean Sea within the limits of overall policy for that area. Active Community participation in the Convention for the Protection of the Mediterranean Sea against Pollution, and the protocols thereto, will provide the best protection for the economic, social and cultural values of the Mediterranean basin, preserve its common heritage and help the improvement of the political climate and the search for lasting peace in this region.

AMENDMENT No. 7

Action programme, point 8, second paragraph (in the English version, the second sentence of the first paragraph)

This should henceforth result in a greater awareness of the environmental dimension, notably in the development of agricultural (including forestry and fisheries), energy, industrial, transport and tourism activities.

AMENDMENT No. 8

Action programme, point 9 first paragraph

9. General measures

The ultimate objectives of environment policy are (a) the protection of human health (b) the long-term availability of all the resources which determine the quality of life, of adequate quality and in sufficient quantity, namely, water, air, space - from both the land-use and landscape points of view - climate (five words deleted), raw materials, the built environment, and the natural and cultural heritage and (c) the maintenance and (where possible) the restoration of the natural environment with corresponding habitats for flora and fauna.

AMENDMENT No. 9

Action programme, point 9, third paragraph

Three principles are crucial, if that goal is to be achieved, and need to be restated; namely that each type of action must be applied at the most appropriate level, that prevention rather than cure should be the rule and that wherever possible, attempts at restoration must be made.

(Remainder unchanged)

AMENDMENT No. 10

Action programme, point 9 final paragraph

The Commission will elaborate ways and means of restoring the environment and submit proposals for their implementation on completion of its survey.

Action programme, point 8, second paragraph (in the English version, the second sentence of the first paragraph)

This should henceforth result in a greater awareness of the environmental dimension, notably in the development of agricultural, energy, industrial, transport and tourism activities.

Action programme, point 9, first paragraph

9. General measures

The ultimate objectives of environment policy are the protection of human health and the long-term availability of all the resources which determine the quality of life, of adequate quality and in sufficient quantity, namely, water, air, space - from both the land-use and landscape points of view - climate, species of flora and fauna, raw materials, the built environment, and the natural and cultural heritage.

Action programme, point 9, third paragraph

Two principles are crucial, if that goal is to be achieved, and need to be restated; namely that each type of action must be applied at the most appropriate level and that prevention rather than cure should be the rule. It is necessary to seek the level of action - local, regional, national, Community or international - best suited to the problems in question; consequently, the Community level should be reserved for those measures which can be most effective there. This is particularly important, for instance, in spatial planning, where responsibilities are often very widely dispersed within the Community.

AMENDMENT No. 11

Action programme, point 10,
second paragraph

The Commission will continue its activities concerning the dissemination of scientific and technical data on the protection and improvement of the environment taking place simultaneously in the framework of the third IDST action plan and in the development of a market for and European production of information technology. Special efforts have been made to inform the appropriate authorities about the information sources developed and train them in their use.

AMENDMENT No. 12

Action programme, point 12,
first paragraph (seven words deleted)

12. Care must always be taken to ensure optimum use of resources. In the circumstances, the reasons for any new measures need to be examined carefully and their optimum cost-effectiveness and benefits analysed before the measures are actually taken. The Commission will do everything necessary to strengthen this practice, which it has been applying in principle since it began its action.

AMENDMENT No. 13

Action programme, point 12,
second paragraph

The application of the polluter-pays principle¹, together with the stand-still principle and the best-technical-means principle, will be of decisive importance in a strategy which is designed to make the best use of resources. Apportioning the costs of protecting the environment to polluters, as provided by this principle, constitutes an incentive to them to reduce pollution caused by their activities and to discover less polluting products or technologies. This principle is therefore the chief way of bringing market forces to bear so as to achieve optimum structuring within a market economy. Furthermore, a principle based on this system is essential if distortion of competition is to be avoided. At the same time we must ensure that competition is not distorted by imports from non-member countries, i.e. by products which can be manufactured more cheaply in those countries than in the Community because no environmental protection costs are involved. We must therefore consider the possibility of imposing duties similar to the agricultural levies.

¹ footnote unchanged

Action programme, point 10,
second paragraph

The Commission will continue its activities concerning the dissemination of scientific and technical data on the protection and improvement of the environment taking place simultaneously in the framework of the third IDST action plan and in the development of a European market for information technology. Special efforts have been made to inform the appropriate authorities about the information sources developed and train them in their use.

Action programme, point 12,
first paragraph

12. Care must be taken to ensure optimum use of resources in a period of general economic difficulty. In the circumstances, the reasons for any new measures need to be examined carefully and their cost-effectiveness analysed before the measures are actually taken. The Commission will do everything necessary to strengthen this practice, which it has been applying in principle since it began its action.

Action programme, point 12,
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The application of the polluter-pays principle¹ is of decisive importance in a strategy which is designed to make the best use of resources. Apportioning the costs of protecting the environment to polluters, as provided by this principle, constitutes an incentive to them to reduce pollution caused by their activities and to discover less polluting products or technologies. This principle is therefore the chief way of bringing market forces to bear so as to achieve optimum structuring within a market economy. Furthermore, a principle based on this system is essential if distortion of competition is to be avoided.

¹ footnote unchanged

AMENDMENT No. 14

Action programme, point 12,
fifth paragraph

Charges constitute one of the instruments for the application of the polluter-pays principle and they can provide an incentive to the introduction of anti-pollution measures to reinforce the application of standards and stimulate innovation, especially if residual pollution is also covered by the charge. It is necessary therefore to study carefully the fields where charging systems would allow the achievement of the objectives of environment policy more efficiently. However, care must be taken to ensure that any such charges do not, in their practical application, amount to a licence to pollute.

AMENDMENT No. 15

Action programme, point 12,
seventh paragraph

Finally, the Commission is drawing attention to the need to deploy greater efforts on integrating environmental data more fully into national accounts. National accounts in their traditional form do not take account of most environmental costs nor the benefits of improving the environment because they are difficult to measure. Consequently it is important to improve indicators of environmental quality to supplement traditional national accounts that take inadequate account of the costs and benefits of improving the environment. Improvements should be achieved by promoting and harmonizing environmental statistics and introducing a common nomenclature of environmental parameters. Moreover, the inclusion of environment costs in GNP would be facilitated by the application of the 'polluter-pays' principle and the use of charges to internalise external costs.

AMENDMENT No. 16

Action programme, point 13, first
paragraph

The Commission will continue to examine very closely the incorporation of Community texts into national law, in particular:

- the forms of national legislation used to incorporate the Community texts and,
- the complete incorporation thereof in all regions of each Member State, especially those where environmental protection is not the sole responsibility of the central government.

Action programme, point 12,
fifth paragraph

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Action programme, point 12,
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Action programme, point 13, first
paragraph

The Commission will continue to examine very closely the incorporation of Community texts into national law, in particular:

- the forms of national legislation used to incorporate the Community texts, and
- the complete incorporation thereof in all regions of each Member State, especially those where environmental protection is not the sole responsibility of the central government.

- the publication of legal and administrative provisions intended to give effect to Community texts.

The Commission will also continue to examine very closely the actual implementation at national level of Community regulations, directives and recommendations and will ensure that appropriate action is taken. This examination should also include a study of the sanctions available in the Member States in case of infractions.

AMENDMENT No. 17

Action programme, point 14,
second paragraph

Beyond the individual level, it is of first importance that public opinion, informed mainly by socio-economic undertakings, should support the efforts made at national and Community levels in favour of the adoption and application of laws required to protect the environment. For this reason the Commission will continue its action to spread information and to promote awareness in this field. It will continue its support of non-governmental organizations working in the environmental field, both at European level, and where appropriate, at national level.

AMENDMENT No. 18

Action programme, point 15
(at the end of this point, add the following new paragraphs)

As to trans-frontier pollution, the Commission will draw up a directive requiring the Member States to ensure that no activities are carried out on their territory that result in the environment being more adversely affected in another country than its own environment in comparable circumstances.

This directive will, insofar as certain activities can have trans-frontier environmental effects, include procedures concerning information and consultation between Member States, local authorities and residents at local and regional level in the areas affected.

Action programme, point 14,
second paragraph

Beyond the individual level, it is of first importance that public opinion, informed mainly by socio-economic undertakings, should support the efforts made at national and Community levels in favour of the adoption and application of laws required to protect the environment. For this reason the Commission will continue its action to spread information and to promote awareness in this field.

The Commission will keep itself informed on developments having trans-frontier environmental impact (by analogy with the procedure pursuant to Article 37 of the Euratom Treaty) and engage in consultation when one of the parties concerned so requests. At all events, the Commission will deliver an independent judgement.

AMENDMENT No. 19

Action programme, point 20.

20. Finally, the Commission will continue to take part in the international conventions on the protection of fresh and sea water to which the Community is a Contracting Party and will negotiate the Community's accession, as and when the Council decides, to the other conventions which have the same objective. A particular effort will be made to clean up the Rhine under the aegis of the International Commission for the Protection of the Rhine against Pollution. The Community itself shall be prepared to make an appropriate contribution to the solution of the pollution of the Rhine, especially by salt, as called for in the European Parliament's resolution of 20 November 1981. The problem of pollution of the river Meuse, which flows through three Member States, will also be carefully considered by the Commission in the coming period. The Commission will also extend its measures aimed at the protection of the North Sea.

Efforts to protect the Mediterranean will likewise be stepped up. The Commission has already entered in its draft budget for 1982 appropriations which will help to give the Community a more vigorous and effective presence in this region. As regards fresh water, studies should be carried out and regulations implemented to prevent the dumping of organic and certain inorganic substances that accelerate the processes of deterioration and eutrophication. Steps must be taken to reduce thermal pollution which is caused by practically all production processes and which, in addition to interacting with other forms of pollution, represents a senseless waste of energy.

Action programme, point 20.

20. Finally, the Commission will continue to take part in the international conventions on the protection of fresh and sea water to which the Community is a Contracting Party and will negotiate the Community's accession, as and when the Council decides, to the other conventions which have the same objective. A particular effort will be made to clean up the Rhine under the aegis of the International Commission for the Protection of the Rhine against Pollution. The Commission will also extend its measures aimed at the protection of the North Sea.

Efforts to protect the Mediterranean will likewise be stepped up. The Commission has already entered in its draft budget for 1982 appropriations which will help to give the Community a more vigorous and effective presence in this region.

AMENDMENT No. 20

Action programme, point 21,
fourth paragraph

The Commission will study how to strengthen the measures to control pollution from motor vehicles. It will in particular study, together with interested parties, the possibility that all new cars put on the market after a certain date (e.g. 1 January, 1985) be required to use anti-pollution devices or fuels which considerably reduce the present level of exhaust pollution, and make appropriate proposals. It will draw up long-term guidelines for the motor vehicle sector in general, and in so doing take account, inter alia, of the need for the European motor vehicle industry to meet the strict environment protection norms laid down by its major competitors such as the USA and Japan.

AMENDMENT No. 21

Action programme, point 21,
add the following new paragraph
after the fourth paragraph

The Commission will also tackle the problems connected with the environmental impact of municipal incinerating plants and of sludge from municipal sewage treatment plants.

AMENDMENT No. 22

Action programme, point 21,
add the following new final paragraph:

It will in particular examine whether differences in legislation on chemical wastes (or in the application of legislation) is creating an extra-Community traffic in dangerous wastes with implications not only for competition but also pollution.

Action programme, point 21
fourth paragraph

The Commission will study how to strengthen the measures to control pollution from motor vehicles. It will draw up long-term guidelines in a comprehensive approach to this sector's problems.

AMENDMENT No. 23

Action programme, point 27,
first and second paragraphs

Genetic variety is part of the common heritage, constitutes an important economic resource and is an essential factor in providing ecological balance.

As a general rule, the measures taken to protect the environment have also had a beneficial effect on the fauna and flora. The protection of the latter, however, also requires specific measures and, to make these effective, the Community provides an important stage between the national level (often too narrow a base) and the world level (where the institutional framework for binding action is entirely lacking). The specific measures needed are:

- the conservation of habitats,
- monitoring the collection of wild fauna and flora,
- monitoring or banning of trade in endangered species and in goods or products derived from these species.

AMENDMENT No. 24

Action programme, point 27
fourth paragraph

As to the collection of wild fauna and flora, national rules would have to be harmonized to an adequate extent, while respecting the variety of regional situations. One important contribution to the preservation of genetic diversity is the revision of the 'Common Catalogue' of seeds under the common agricultural policy.

AMENDMENT No. 25.

Action programme, point 27
fifth paragraph

The main problem is the conservation of habitats where their gradual, irreversible disappearance in many cases constitutes the chief threat to the survival of species. While it is recognized that local, regional and national responsibilities are decisive in this case, a Community framework is becoming essential if greater cohesion is to be given to such efforts. Such a framework would ensure that a network of properly protected biotopes,

Action programme, point 27,
first and second paragraphs

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- the conservation of habitats,
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- monitoring of trade in endangered species.

Action programme, point 27,
fourth paragraph

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Action programme, point 27
fifth paragraph

The main problem is the conservation of habitats where their gradual, irreversible disappearance in many cases constitutes the chief threat to the survival of species. While it is recognized that local, regional and national responsibilities are decisive in this case, a Community framework is becoming essential if greater cohesion is to be given to such efforts. Such a framework would ensure that a network of properly

sufficient in both extent and number, and interlinked in a rational fashion, was set up and maintained. The network should be designed in such a way as to guarantee - as far as the habitat is concerned - the survival of all species native to the Community. This would be made much easier if it were possible to use Community financial resources, in particular the Environment Fund already mentioned. One cost-effective use of these resources may be to grant support to voluntary organizations, within a framework of appropriate rules, to manage nature reserves.

AMENDMENT No. 26

Action programme, point 27
sixth paragraph

The Commission will also see to it that the policies pursued at Community level do not have an unacceptable effect on important existing biotopes. In particular the environmental impact of grants made or proposed under the CAP should be scrutinized and appropriate action taken. The operation of the EEC directive relating to less-favoured areas should also be reviewed in order to see whether the Community by means of that directive (if necessary amended) can make a greater contribution to the achievement of conservation goals.

AMENDMENT No. 27

Action programme, point 27,
seventh paragraph

Finally, the Community will be called upon to play an important role in the international conventions (Washington, Berne and Bonn) on the conservation of species. The Commission should make proposals for the Community to become a member of the International Whaling Commission. In addition to acceding to the Convention on the Protection of Marine Living Resources in the Antarctic, the Community should seek to accede to the Antarctic Treaty as such with a view to using its best efforts to protect the marine ecosystem from the effects of uncontrolled exploitation in Antarctica, e.g. for oil and minerals.

protected biotopes, sufficient in both extent and number, and interlinked in a rational fashion, was set up and maintained. The network should be designed in such a way as to guarantee - as far as the habitat is concerned - the survival of all species native to the Community. This would be made much easier if it were possible to use Community financial resources.

Action programme, point 27
sixth paragraph

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Action programme, point 27
seventh paragraph

Finally, the Community will be called upon to play an important role in the international conventions (Washington, Berne and Bonn) on the conservation of species.

AMENDMENT No. 28

Action programme, point 28,
fifth paragraph

Finally, particular attention will be paid to supply problems in regions of shortage and areas where over-exploitation of resources is endangering the quality of the environment. Here the Commission will conduct a survey of areas where the diversion of fresh water is having detrimental effects on the natural environment. It will submit proposals aimed at restoring the status quo, in particular proposals allowing restrictions to be placed on the consumption of fresh water for industrial purposes. Special attention will be paid to the impact of ground water diversion on vulnerable environments like heathland, woodland and dunes.

AMENDMENT No. 29

Action programme, point 29,
add the following new paragraph at the end:

In order to promote the abovementioned objectives, the Commission will:

- publish regularly the balance sheet of available raw materials and available secondary raw materials;
- start an incentive scheme for the recovery of secondary raw materials;
- start an incentive scheme for the extended use of products.

AMENDMENT No. 30

Action programme, point 30,
final paragraph

The Commission will suggest suitable measures on the basis of the results obtained. The creation of suitable financial instruments, e.g. an Environment Fund, would make it possible to promote the development of clean technologies

Action programme, point 28,
fifth paragraph

Finally, particular attention will be paid to supply problems in regions of shortage and areas where over-exploitation of resources is endangerin the quality of the environment.

Action programme, point 30,
final paragraph

The Commission will suggest suitable measures on the basis of the results obtained. The creation of suitable financial instruments would make it possible to promote the development of clean technologies.

AMENDMENT No. 31

Action programme, point 31
fourth paragraph

More specifically, it will use this influence to ensure that plans drawn up at international level - such as those of the United Nations Environment Programme and the World Conservation Strategy of the IUCN - are actually implemented and that the Community plays its part in this process. In particular the Commission will initiate meetings of experts from the Member States to go through the WCS on a chapter by chapter basis so as to identify areas, e.g. the protection of the tropical rainforest, Antarctica, endangered species etc., where further international action by the Community is possible and desirable. In addition, it will promote the development of international legislation on the environment. As far as the Law of the Sea is concerned, the Commission will continue to press for environmental considerations to be taken fully into account. The Commission will examine the legislation already introduced by several Member States regarding deep-seabed mining in anticipation of the final outcome of UNCLOS and will if necessary make proposals for a Community deep-seabed mining regime which gives proper weight to environmental considerations and to the need to maintain and safeguard this concept of marine wildernesses.

AMENDMENT No. 32

Action programme, point 31,
sixth paragraph

Furthermore, for geopolitical, economic and cultural reasons, the Community is directly affected by pollution and development problems in the Mediterranean region. It is imperative, therefore, that it should make a more effective and specific contribution to the sound management of resources in that region and, to solving such problems by introducing any steps which it feels are appropriate under the Action Plan for the Mediterranean to which it is a signatory. It will also take steps to improve coordination on problems of the North Sea.

Action programme, point 31
fourth paragraph

More specifically, it will use this influence to ensure that plans drawn up at international level - such as those of the United Nations Environment Programme and the World Conservation Strategy of the IUCN - are actually implemented.

In addition, it will promote the development of international legislation on the environment.

Action programme, point 31,
sixth paragraph

Furthermore, for geopolitical, economic and cultural reasons, the Community is directly affected by pollution and development problems in the Mediterranean region. It is imperative, therefore, that it should make a more effective and specific contribution to the sound management of resources in that region and, to solving such problems by introducing any steps which it feels are appropriate under the Action Plan for the Mediterranean to which it is a signatory.

AMFNDMENT No. 33

Action programme, point 32,
sixth paragraph

The priority aims will be conservation of tropical forests, the fight against the spread of deserts, water management, introduction of agricultural systems and forms of energy-use which are compatible with the environment. In order to identify as accurately as possible these problems in the areas particularly affected, thereby helping to realize the objectives of the World Conservation Strategy, the Commission will actively support the development of national conservation strategies in the developing countries. It will pay constant attention to this aspect in its activities under the Convention of Lomé, and provide appropriate financial and technical support to this end. Particular attention will be given to education and information activities so that the developing countries will become able to undertake these tasks by themselves in future.

Action programme, point 32,
sixth paragraph

The priority aims will be conservation of tropical forests, the fight against the spread of deserts, water management, introduction of agricultural systems and forms of energy-use which are compatible with the environment.

Particular attention will be given to education and information activities so that the developing countries will become able to undertake these tasks by themselves in future.

MOTION FOR A RESOLUTION

embodying the opinion of the European Parliament on the proposal from the Commission of the European Communities to the Council on an action programme of the European Communities on the environment (1982-1986)

The European Parliament,

- A. having regard to the proposal from the Commission to the Council (COM(81) 626 final)¹,
- B. having been consulted by the Council (Doc. 1-793/81),
- C. acknowledging the work done to date by the European Community in the field of environmental protection which are reviewed in the communication from the Commission to the Council of 7 May 1982²,
- D. having regard to its resolution of 20 November 1981³ on the state of the Community environment,
- E. having regard to the report of the Committee on the Environment, Public Health and Consumer Protection and the opinion of the Committee on Budgets (Doc. 1-219/81):
 - 1. Emphasizes once again the need to follow up the previous action programmes with a third action programme on the environment;
 - 2. Welcomes, therefore, the fact that the Commission has drawn up promptly and submitted to the Council the draft third action programme for the period 1982-1986;
 - 3. Finds it particularly welcome that in this draft programme the Commission has ensured the logical development of environmental policy away from the earlier defensive concept of repairing damage after the event towards a preventive policy of precautionary measures;

¹ OJ No. C 305, 25.11.1981, p.2 et seq.

² COM(80) 222 final

³ OJ No. C 327, 14.12.1981, p.83

see also the ALBER report, drawn up on behalf of the Committee on the Environment, Public Health and Consumer Protection (Doc. 1-276/81)

4. Welcomes also the Commission's readiness to evolve an environmental strategy so that environmental policy is gradually incorporated into other policy areas;
5. Regrets, however, that the Commission lacks the political resolve to supplement this environmental strategy, which has been recognized as correct, with a programme of practical measures;
6. Does not share the Commission's view in particular that given the difficult economic situation in the Community it is not advisable to adopt a programme analogous to the first two action programmes;
7. Is convinced, on the contrary, that a judiciously applied environmental policy aimed at continuity is necessary and economically advisable even in times of economic recession;
8. Calls upon the Commission therefore:
 - (a) to make the draft programme more specific and supplement it by proposing practical measures, laying less emphasis on what should be done than on setting out in detail what will be done, when and how,
 - (b) when drawing up this list of measures, to take account of the priorities recommended by the European Parliament in its resolution of 20 November 1981,
 - (c) when drawing up this list of measures, to devote greater attention to the following aspects of environmental protection:
 - trans-frontier pollution,
 - protection of the urban environment,
 - the ecological effects of modern agriculture and forestry,
 - the ecological effects of the Community's development policy,
 - (d) to abstain from expensive and lengthy research programmes in areas where practical Community measures are in any case planned and necessary, such as noise prevention and reducing the exhaust gases from motor vehicles,
 - (e) when drawing up its proposals, to improve the process of consultation with national authorities and all bodies having a legitimate interest and, where appropriate, to publish 'green papers', so that problems and objections can be tackled at an early stage in the process of formulating legislation, thus making better use of the Commission's own limited resources,

9. Recommends the Commission to draw up a third report on the state of the environment in the Community which illustrates in particular the results of the first and second action programmes and to publish this report in October 1983 on the tenth anniversary of the adoption of the first action programme;
10. Calls upon the Council:
 - (a) to adopt the Commission's proposals for decisions and directives implementing the first and second action programmes, some of which have been before the Council for years,
 - (b) to inform the European Parliament in which cases and on what grounds it does not intend to adopt specific proposals,
 - (c) to make available to the Commission the personnel and material resources necessary for the implementation of the third action programme,
 - (d) to refrain from taking environmental decisions purely on the basis of national criteria and interests - as has happened all too frequently in the past - and instead to take greater account of the European, trans-frontier dimension of environmental pollution so that solutions can be found on the basis of a larger common denominator,
 - (e) to publish entries of a Member State, the Commission or the Council which are recorded in the minutes of a Council meeting and which have a bearing on adopted Community texts, this provision to apply both retrospectively and prospectively;
11. Calls on the Commission finally, to incorporate the adopted amendments, pursuant to the second paragraph of Article 149 of the EEC Treaty, given that these amendments merely supplement the existing draft programme and are in no way designed to replace the list of practical measures.

EXPLANATORY STATEMENT

1. As was the case with the committee report on the state of the Community environment (Doc. 1-276/81), the Committee on the Environment unanimously took the view that the European Communities' environmental protection policy must be consolidated and continued. In particular, it felt that a third action programme is necessary for the period from 1982-1986 as a continuation of previous programmes.

2. Once again - in agreement with the Commission - the committee supported the 'polluter-pays' principle and the principle that prevention is better than cure. It also endorses the principle of restoring values and systems that have been destroyed. In so doing, the committee is aware that this principle cannot be generally implemented because of technical difficulties and financial problems. Such restoration can therefore only be demanded within the limits of what is technically feasible and financially acceptable.

3. The committee welcomes the analysis and intended strategy set out in the programme; it regrets, however, that in certain areas the Commission's proposed action programme remains too general and theoretical and that it does not contain a practical action plan.

The Commission justifies this lack by claiming that in the current economic situation it is impossible to propose a practical action plan of this nature along the lines of the previous action programmes. The committee does not share this view. Instead, it feels that a good environmental protection policy requires continuity and is equally necessary in a period of recession, particularly since it creates jobs, encourages thrift in the management of resources and can boost the economy in the medium and long term.

4. Working from this principle, the committee has adopted a series of recommendations to the Commission and Council which are clearly set out in individual paragraphs of the resolution and therefore require no further explanation. The same applies to the amendments to the programme itself.