



# Environmental Framework Programme of The Basque Country (2002-2006)


The Basque Environmental  
Estrategy for Sustainable  
Development (2002-2020)

**a country** *on the move*

EUSKO JAURLARITZA



GOBIERNO VASCO



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# ■ Presentation by the Basque Premier

The Basque Environmental Strategy for Sustainable Development 2002-2020, which I have the pleasure of presenting here, was approved by the Cabinet of the Basque Government on 4th June 2002. Its mission is to establish the environmental goals to be attained by Basque society in order to ensure optimum quality of life for the present generation without endangering the well-being of the generations to come. It therefore lays down guidelines for action by the authorities, producers and the general public.

The five environmental goals we have set for our country are:

1. To ensure clean, healthy air, water and soil
2. Responsible management of natural resources and waste
3. Protection of nature and biodiversity
4. Balance between territories and mobility: a common approach
5. Limiting the effects of climate change

This Strategy seeks above all to integrate the different desires of all the players involved. It contains over one hundred undertakings, and it will not be easy to meet them all. But we need to join forces and strive together to integrate environmental concerns into sectoral policies.

With the approval of this Strategy, a framework for reference has been set in place. The challenge now is to reach the destination we have set ourselves. In environmental matters we can wait no longer to act, and we must act rightly. The heritage of our children is at stake. Sustainable development means ensuring better quality of life for everyone, now and in the future, and we must build our quality of life on the foundation of sustainability.

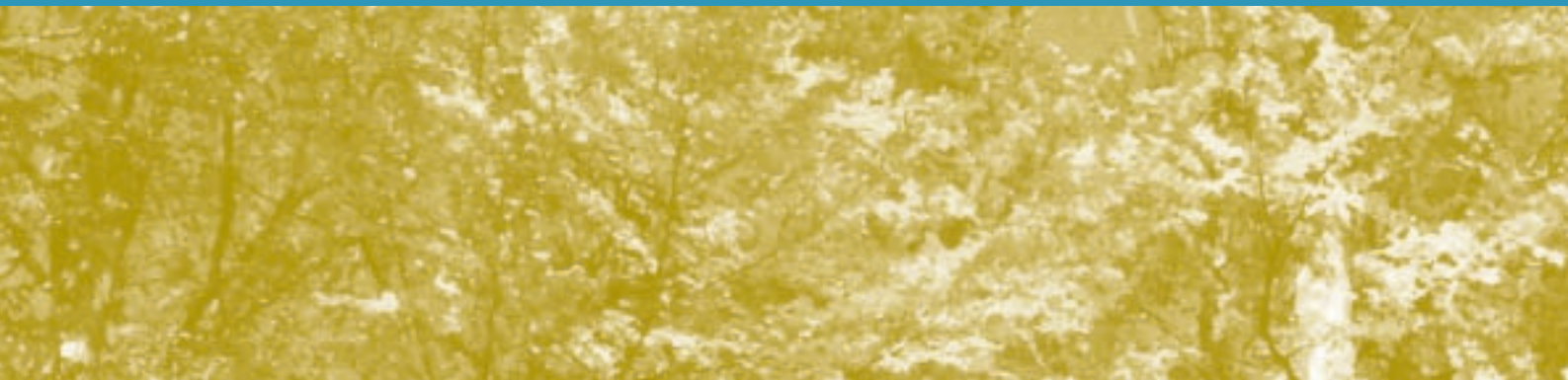


**Juan José Ibarretxe**  
*Basque Premier*



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# 1



## Sustainable Development. Context & Principles



# Sustainable Development. Context & Principles

## The Concept of Sustainable Development

The first official appearance of the term "*sustainable development*" was in *Our Common Future*, a document drawn up in 1987 and now known more widely as the *Brundtland Report*<sup>1</sup>. This report defines sustainable development as:

*"...development that meets the needs of the present without compromising the ability of future generations to meet their own needs."*

Another definition is that given by the World Conservation Union<sup>2</sup>:

*"Sustainable development involves improving the quality of human life while living within the carrying capacity of supporting eco-systems."*

The concept as per these two definitions was very widely accepted by the international community, but it was during the 1992 *Rio Summit*<sup>3</sup> that sustainable development was accepted as a key element in defining the environmental future of the planet. At that summit 179 states approved a series of documents which are now basic pillars of any environmental strategy:

- *The Rio Declaration on Environment and Development,*
- *Agenda 21,*
- *the Convention on Biological Diversity and*
- *the Convention on Climate Change.*

The Rio Declaration linked sustainable development directly to a new model of development which included economic, social and environmental dimensions. These three dimensions are the essential basis of the model of development which we wish to implement.

It is from this all-round perspective that the real challenge emerges: it is not a question merely of drawing up policies and programmes in each area of sustainable development but also of integrating the three dimensions so that economic policies are no longer drawn up without regard for their environmental repercussions, and by the same token environmental policies are not drawn up which fail to envisage economic development and social well-being.

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1. Commission on World Environment and Development, 1987, p. 43. Report drawn up by the former Norwegian Prime Minister Gro Harlem Brundtland, commissioned by the UN.

2. UN Environment programme and World-wide Fund for Nature, 1991.

3. UN Conference on Environment and Development, Rio de Janeiro, Brazil, June 3-14 1992.

### Sustainable development involves 5 main ideas:

1. Development has **economic, social and environmental dimensions** and will only be sustainable if a balance is struck between the different factors which influence quality of life.
2. Progress towards more sustainable guidelines requires sustainability to be seen as a **process**.
3. The move towards sustainability is a positive change. Strategies mean **positive change** for employment and opportunities and public well-being.
4. Sustainable development represents a clear **long-term strategic opportunity**, though there may be short-term adjustment costs which must be assumed.
5. **Commitment by public institutions** and **consensus in society** are key points in progress towards sustainability.

## The European Strategy for Sustainable Development

The EU defined its Fifth Environmental Action Programme<sup>4</sup> (1992-2000) as a complete change of direction from earlier programmes, because we could no longer afford to wait or to get things wrong. However, the review of the Programme acknowledged that although progress had been made in various areas there was still a great deal to do if progress was to be made on the road to sustainable development. The current economic system behaves as if resources and waste assimilation capabilities were unlimited.

In the 1998 assessment of the Fifth Environmental Action Programme, the Council of the European Union states that the environmental policies implemented have managed to achieve some specific improvements, such as cleaner rivers and improved air quality. However, it also stresses that progress has been insufficient in many major problem areas, and that there is deep concern for the expected course of events in, among other areas, diffuse sources of contamination (many small emissions, especially in regard to ground water, soil and coastlines), increases in waste generation and the concomitant waste disposal problems, dispersal of hazardous substances and the risks for human health which this entails, soil degradation, global warming and the loss of biodiversity.

The Council also voices concern that many of these environmental problems are likely to persist or worsen over the next ten years, largely as a result of the worrying trends in consumption and output patterns, unless new measures are adopted to cancel out their negative effects. It therefore considers there to be an urgent need to *integrate* the requirements of environmental protection into other policies, and points specifically to agriculture, transport, energy, the internal market, development, industry and fishing. It also sees a need to improve the application and consolidation of Community legislation in regard to the environment, and expresses concern at the insufficient progress made by the Community in broadening the range of instruments used, especially in economic matters and in terms, for instance, of the absence of any rapid decision on an adequate framework for energy taxation.

4. Decision N° 2179/98/EC of 24<sup>th</sup> September 1998.

## Landmarks of Sustainable Development in the European Union

**1992. Fifth Environmental Action Programme (1993-2000).** This sets the general objective of gradually orienting human activity and development towards more sustainable forms by changing current development, production, consumption and behaviour patterns.

**1997. Treaty of Amsterdam.** Establishment of sustainable, environmentally friendly growth and the integration of the environment into other policies as central objectives of the European Union (Articles 2 and 6).

**June 1998. European Council Meeting in Cardiff.** The Commission and the Council are asked to concentrate more on integration and draw up indicators to help supervise progress and make these matters more understandable to the public.

**June 1999. Cologne Summit.** The European Council receives an interim report from the Commission on integration of the environment and transversality in environmental policy [SEC (1999) 777 final].

**December 1999. Helsinki Summit.** The Heads of State and Government reaffirm their commitment to sustainable development and to integration as they key to achieving it. [SEC (1999) 1941 final].

**March 2000. Lisbon Summit.** Introduction of the view of development as including economic and social aspects.

**January 2001.** Presentation of the "**Sixth Environmental Action Programme**", which describes the environmental dimension of an integrated sustainable development strategy.

**June 2001. Gothenburg Summit.** Approval of the "Sustainable Development Strategy for the EU", which adds the environmental dimension in the Lisbon strategy.

The Council meeting in Cardiff gave a considerable boost to the idea of sustainability, and three years later the Gothenburg Summit laid down the basis for the launching of a sustainable development strategy. The process of incorporating the three basic pillars of sustainable development into an integrated legislative framework was concluded in Gothenburg, with the beginning of a new approach to drawing up and implementing policies. This important achievement fits in well with the initiative launched at the Luxembourg Summit in December 1997 to promote sustainability as a criterion in the drawing up of Community policies.



The main lines of the *EU's strategy on sustainable development* were included in the conclusions of the Council meeting in Gothenburg, and form part of the EU's preparatory work for the 2002 Rio +10 world summit on sustainable development in Johannesburg. Before that summit the European Commission will submit a further communication on how the EU should contribute to sustainable development world-wide.

The *European Strategy* comprises the following long-term objectives and goals:

1. **The need to act in a wide range of policies.** All Community policies should contribute insofar as possible to the strategic objectives of the EU as regards sustainable development.
2. **Limiting climate change and increasing the use of clean energy sources.** Reducing emissions of greenhouse gases into the atmosphere by an average of 1% of 1990 levels per annum up to 2020.
3. **Responding to threats to public health.**
  - Ensuring the safety and health of foodstuffs.
  - Ensuring by 2020 that the use and production of chemicals pose no threat to human health or the environment.
  - Solving problems related to outbreaks of infectious diseases and resistance to antibiotics.
4. **More responsible management of natural resources.**
  - De-linking economic growth from the depletion of resources and the production of waste.
  - Protecting and recovering habitats and natural systems and halting the loss of biodiversity by 2010.
  - Improving fishery management to reverse the drop in fish stocks and ensure the sustainability of fishing and the good condition of marine ecosystems.
5. **Improving transport and land use systems.**
  - De-linking growth in transport from growth in GDP to reduce congestion and other negative collateral effects of transport.
  - Achieving a shift from road transport to rail, water and public passenger transport so that the share of transport accounted for by road transport in 2010 is no greater than it was in 1998.
  - Encouraging more balanced regional development by reducing inequalities in economic activity while maintaining the viability of rural and urban communities.

## Sustainable Development in The Basque Country

Following the Rio Summit in 1992 the concept of sustainable development also began to inspire plans and regulations in the Basque Country. The Basque Forestry Plan for 1994-2030, for instance, includes sustainable development among its basic reference principles. Basque regulations on the use of hills and mountains are another example.

The General Environment Protection Act of the Basque Country (referred to hereafter as Act 3/1998) was a landmark insofar as it set sustainable development as an objective for all environment policies drawn up in the Basque Country. Article 1 of the Act rules that air, water, land, landscape, flora and fauna must be used sustainably, while Article 2 undertakes to ensure sustainable development to meet the needs of the present without compromising the capability of future generations to meet their own needs.

### Objectives of the General Environmental Protection Act of the Basque Country

- To guarantee sustainable development that meets the needs of the present without compromising the capability of future generations to meet their own needs.
- To conserve biodiversity and ensure the sustainable use of the components thereof so that fair and equitable sharing of the benefits of using environmental resources is obtained.
- To improve the quality of life of the public, whatever the environment in which they live.
- To protect the natural environment, prevent its deterioration and restore it where it has been damaged.
- To minimise environmental impact by first assessing the consequences of activities and then establishing corrective measures.
- To promote research in all fields of environmental knowledge.
- To promote environmental education at all levels of the education system and to heighten public awareness in matters of environmental protection.
- To guarantee the sustainability of the urban environment by effectively integrating environmental considerations into urban planning and the protection of historical heritage.
- To guarantee the sustainability of the rural environment by preserving and encouraging a balance between agricultural activity and the environment.

The signing by the Basque Premier in January 2001 of a document entitled *Compromiso por la Sostenibilidad del País Vasco* ("Commitment to Sustainability in the Basque Country") was an explicit declaration of the intention to set up a new model of sustainable development incorporating environmental considerations.



## Principles behind the Commitment to Sustainability in the Basque Country. January 2001

- **A code of ethics.** It is necessary that we change our way of thinking, our values, our lifestyles and our consumer habits.
- **Social cohesion and participation.** All sectors of society have a role to play in the process of working towards sustainability.
- **Principle of precaution.** We must promote action wherever there is a threat that damage might be caused to the environment.
- **Integrated approach.** Environmental variables need to be integrated into all sectoral policies.
- **Eco-efficiency.** There can and must be a reduction in the use of natural resources and an increase in their productivity.
- **Strategic planning.** Environmental objectives must be arrived at through a process of reflection by Basque society concerning this new model of development.

The EU's Gothenburg Summit in June 2001 incorporated a third dimension into its definition of sustainable development when economic and social considerations were joined by environmental considerations. In the Basque Country the greatest progress towards defining sustainable development to date has come in the economic and social dimensions. Appendix II below lists plans and actions of the Basque Government which already incorporate these two dimensions. Initiatives by Basque public authorities which incorporate principles of sustainable development in its economic and social dimensions include the prevention of Social Exclusion Act, the Bill of Social Rights, the Sustainable Rural Development Plan 2000-2006, the Positive Action Plan for Women in the Basque Country, the Programme for the promotion of Local Agenda 21 schemes in Basque municipalities 2000-2003, etc.

It is with the approval of this document – "Environmental Framework Programme - The Environmental Sustainability Strategy of the Basque Country" - document that the environment is incorporated as an intrinsic part of the concept of development in the Basque Country.





# 2



The Basque Environmental  
Sustainability Strategy  
(2002-2020) and the  
Environmental  
Framework Programme  
(2002-2006)

# 2 | The Basque Environmental Sustainability Strategy (2002-2020) and the Environmental Framework Programme (2002-2006)

Article 6 of Act 3/98 establishes that the environment policy of the Basque Country is to be laid down in an Environmental Framework Programme with a four year term, which programme must be approved by the Government and then put before the Basque Parliament. The Basque environmental sustainability strategy reflects this requirement of law, and sets it in a long-term strategic context. In preparing it, the following points have been taken into account:

1. Compliance with Act 3/98 in the drawing up of 4-year undertakings (2002-2006).
2. A long-term horizon which can serve as a reference for subsequent updates in accordance with the international context in drawing up sustainable development policies.
3. Development of strategic planning as a method within the framework.
4. Participation as a central feature of the whole programme.

## Compliance with Act 3/98

The Programme sets out the basic principles on which environmental policy in the Basque Country is based, as per Article 5 of Act 3/98. It is to be drawn up by the Environmental Body in co-operation with the public authorities represented on the Environmental Committee of the Basque Country.

Also as provided for in Act 3/98, a report has been drawn up on the state of the environment in the Basque Country, under the title *Medio Ambiente en la CAPV 2001. Diagnóstico* ("The Environment in the Basque Country 2001. Diagnosis"), which provides the basis for drawing up this Environmental Framework Programme.

## Long-term horizon

Act 3/98 envisages a four-year term for the Environmental Framework Programme, but also considers it necessary to provide for the setting up of a stable, long-lasting environment policy structure which can ensure safety and efficacy in action in the public and private sectors. Two reference years have been set: 2020 for the Basque Environmental Sustainability Strategy and 2006 for the first Environmental Framework Programme in which most of the commitments to be made will be established. This split is intended to adapt this initiative to others already up and running on the international stage of sustainable development.

This long-term vision enables a Basque environmental sustainability strategy to be drawn up in line with the commitment undertaken at the 1992 Earth Summit in Rio de Janeiro to draw up strategies for sustainable development in individual territories. The next Earth Summit in Johannesburg, will debate and compare proposals and progress made towards sustainability in an international context.

## Strategic Planning

The environmental sustainability strategy of the Basque Country seeks to be more than just a list of objectives and actions for the coming years. It seeks to bring in added value by establishing environmental goals for Basque society to ensure that optimum quality of life is attained for the current generation without endangering the well-being of future generations, and to set common patterns of action for the public, for producers and for the administrative authorities. It is structured as follows:

1. **Environmental goals.** These establish the desirable states which the Basque Country aspires to reach in the long term (by 2020).
2. **Objectives.** To attain environmental goals gradual progress is required, with adaptation to new situations as they become known. The objectives associated with each environmental goal have been drawn up on the basis of the principles of caution and preventive action, damage correction (preferably at source) and environmental recovery laid down in Act 3/98.
3. **Undertakings.** Setting actual figures and deadlines for the attainment of environmental objectives and goals encourages more specific undertakings.

Technical development and increases in knowledge mean that these undertakings must be set up in such a way that they can be adapted to changing circumstances during the period for which this environmental strategy is intended to stand.

## Participation

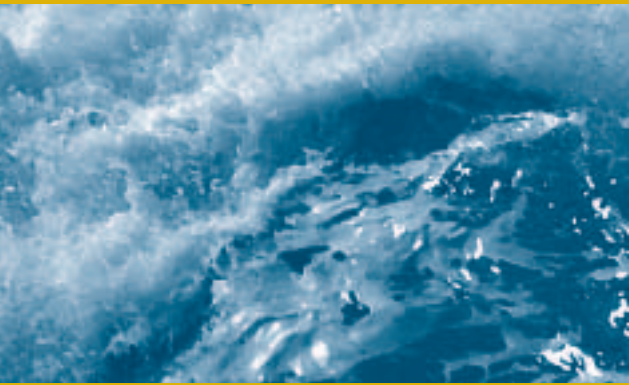
The drawing up process is based on the commitment and active co-operation of public institutions and players in society in defining and defending a model of sustainable development, so that it can be ensured that the final document to be approved in June 2002 is consensus-based, and drawn up by all social and economic players in the Basque Country.

Since work began on the document in January 2001, over 150 people from the following bodies have been involved:

- *Basque Government.*
- *Provincial Councils.*
- *Environment Committee of the Basque Country.*
- *Environmental Advisory Council.*
- *Working groups of experts in various fields (economic, social, environmental).*
- *Social and economic players.*



# 3



Conclusions of the Diagnosis  
of the Environment  
and Major Trends  
for Sustainability

# 3

## Conclusions of the Diagnosis of the Environment and Major Trends for Sustainability

Before we can make progress towards sustainability we must determine where we stand now, i.e. our starting point in terms of the environmental situation. The report *Medio Ambiente en la CAPV 2001. Diagnóstico* ("The Environment in the Basque Country 2001. Diagnosis") identifies:

- *the priority matters in regard to the environment in the Basque Country today;*
- *the ways in which the authorities, the public and the major players in the economy have responded in recent years, and*
- *the demands made by the public in regard to quality of life .*

It is acknowledged that progress has been made, but there is clearly still room for improvement. At present the greatest pressure is being exerted in land and water consumption, generating of waste (except hazardous waste), air quality in the urban environment, inland water systems and the marine/ shoreline environment. Most of this pressure comes from transport, industry and domestic consumers.

Pressure on the environment is expected to increase in the future in terms of land consumption, chemical emissions, climate change, urban air quality and biodiversity. This increase is likely to come mainly from transport and from domestic consumers. A lack of balance in land consumption for economic activities and residential use is also expected to have undesirable effects on the environment in the Basque Country.

In short, the way in which post-industrial societies exert pressure on the environment is changing as the visually perceptible pollution associated with industry gives way to environmental deterioration based mainly on a consumerist model.

The most negative current status and environmental impact of the areas considered are found in chemical emissions, climate change, the marine and shoreline environment and contaminated soil.

The following points must be made in regard to the players exerting pressure on the environment:

- It is in the transport sector that the greatest effort must be made to achieve integration in the coming years, encouraging alternatives to private cars and short-haul flights.
- Comparatively speaking, the sector which has made most progress in integrating environmental issues is industry. In particular, recent years have seen considerable progress in the implementation of environmental management systems at Basque companies.
- The energy industry has taken up the integration of environmental and economic considerations as a challenge, and has achieved relative de-linking in the form of a decrease in energy use per unit of production. However, overall energy use in the Basque Country continues to increase in absolute terms as a result of pressure from different sources.

- Although the scale varies from one location and subsector to another, agriculture is suffering from several environmental problems, such as erosion, pollution, the generation of increasing quantities of various waste products and the loss of biodiversity. The primary sector is beginning to incorporate sustainability criteria, mainly through agri-environmental measures, food produce which can be certified as environmentally friendly and the introduction of pan-European sustainable forestry management criteria and indicators (forestry certification).
- The domestic sector exerts major pressure on the environment, and although the Basque public show a high level of awareness of environmental problems, their good intentions are not always accompanied by environmentally friendly actions (e.g. in the use of private cars and the purchase of environmentally friendly products and services).

In general no major changes are expected in the future in the trends followed by the main causes of pressure on the environment (with the current upward trend in transport, industry and domestic consumers continuing). It is therefore necessary to seek out tools which can propitiate complete de-linking of expected growth in these areas from the environmental impact they now have. It must be shown that growth is still possible when environmental impact is decreased.

**Environmental policy cannot by itself solve all the problems related to the environment.** Environmental objectives therefore need to be integrated into all areas of public sector policy. The authorities are also being asked to take a leading role in establishing plans and programmes to prevent further deterioration of the environment.

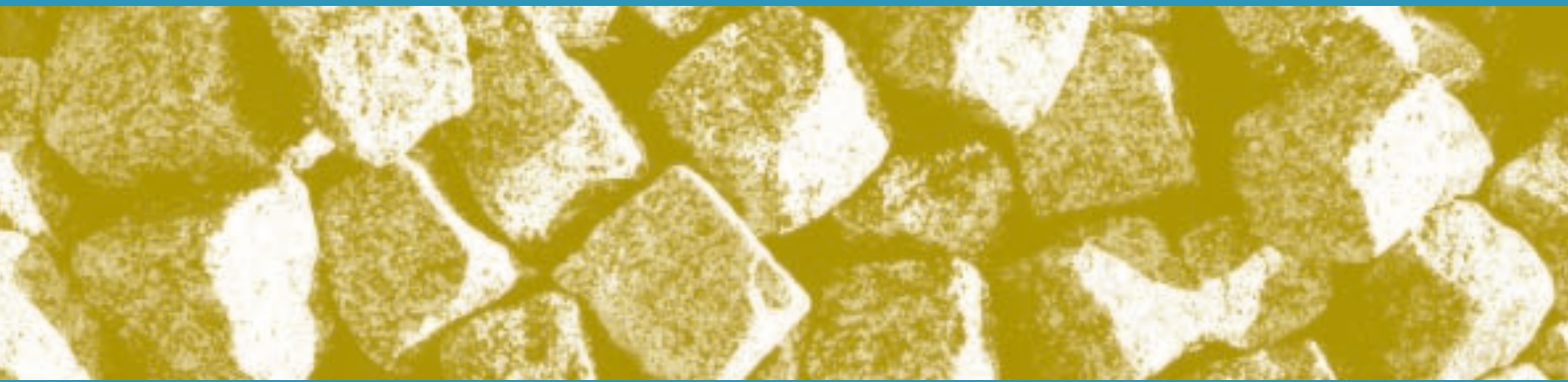
The public authorities must take on a fundamental role as a driving force for the implementation of advanced environment policies among all those players in the economy who are pressuring the environment. They must also see that all their plans and programmes take environmental issues into account from the earliest stages of their design. The authorities must motivate, heighten awareness among and set an example to the public.

Another key factor emphasised in the Diagnosis report is the existence of major information gaps in some environmental matters. This prevents problems from being properly assessed and hinders good communication with the public, which is essential if environmentally friendly behaviour patterns are to be created. Mechanisms are also needed to foster active, responsible, effective public participation.

In short, opportunities are opening up for the shaping of a new model of development which, as per the EU strategy on sustainable development<sup>5</sup>, **provides a positive long-term view of a more prosperous, more just society with a cleaner, safer, healthier environment.** If this is to be achieved, economic growth must be supportive of social progress environmentally friendly, social policies must sustain economic results and environment policies must be profitable.

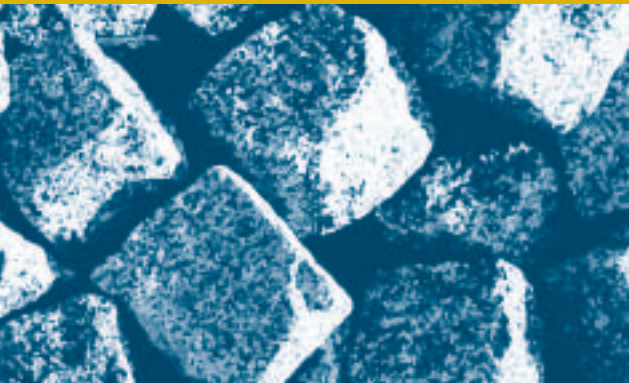
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5. Commission of the European Communities, *A Sustainable Europe for a Better World: A European Union Strategy for Sustainable Development*, Communication from the Commission, COM(2001) 264 final, May 15th 2001.





# 4



## Environmental Goals: Objectives and Undertakings

# 4 | Environmental Goals: Objectives and Undertakings

On the basis of the five goals and objectives laid down in *A European Union Strategy for Sustainable Development* and the ten environmental areas analysed in *Diagnosis of the Environment in the Basque Country 2001*, five environmental goals have been drawn up which reflect the principal priorities of the Basque Country's environmental strategy. Concentrating the key objectives into just five long-term environmental goals with a long-term time frame (2020) makes it easier to establish priority objectives and to assess fulfilment of the undertakings which must be made if each of those goals is to be attained.

## GOAL 1. To ensure clean, healthy air, water and soil

In the context of the efforts to provide good quality of life for the public, one of the priorities of the environmental sustainability strategy must be to ensure that these areas of the environment are clean.

Water, air and soil pollution are directly harmful to human health, be it through direct exposure or through the food chain. Children and the elderly are especially vulnerable: the consequences for them of damage to the environment can be irreversible. Therefore, when risk cannot be established with a sufficient degree of certainty, the principle of precaution must prevail at all times.

This goal tackles five of the priority areas of the environment identified in the diagnostic study:

- *chemical emissions,*
- *the urban environment (where air quality is a fundamental concern),*
- *inland waters,*
- *natural and technological risks (the prevention of which will result in reductions in emissions and dumping),*
- *and contaminated soil.*



Ensuring clean, healthy air, water and soil means **attaining standards in these areas of the environment such that levels of pollutants of human origin (including radiation of all kinds) pose no significant risk to human health, ecosystems or our natural and cultural heritage.** To ensure proper monitoring, specific observatories are envisaged for each of these areas.

The following objectives are associated with this goal, in terms of preventing and correcting problems:

## ◆ OBJECTIVES

### **Objective 1: Reduce emissions and discharges of hazardous substances and contaminants into the environment.**

The specific measures associated with this objective are:

- Reduce emissions & discharges of contaminants as a whole at source.
- Promote clean production systems.
- Reduce harmful emissions of radiation and noise.
- Reduce the risk of accidental emissions or discharges (technological risks).
- Halt the urbanising of land subject to natural risks (flooding, erosion, burden on water tables, etc.) and slow down occupation of protected land classed as being of high agricultural value.
- Promote all-round management of health at work and the environment.

### **Objective 2: Improve the quality of each area of the environment.**

The specific measures associated with this objective are:

- Clean up or treat deteriorated ground and surface water.
- Recover contaminated land.
- Ensure food safety.

## UNDERTAKINGS: ENVIRONMENTAL FRAMEWORK PROGRAMME 2002-2006

### General

- Eliminate the production, use, emission and discharging of priority substances as agreed by the international scientific community, and as they are incorporated into European regulations.
- Maintain and/ or increase woodland surface areas, in view of the benefits they have for air purification, water systems and the prevention of erosion.
- Draw up a strategy by 2003 for the monitoring and prevention of the pollutants on the European pollutant emission register (EPER)<sup>6</sup> in industry.

6. As per Decision 2000/479.

- Draw up a study by 2003 estimating the levels of exposure to extremely low frequency electromagnetic fields (50 Hz) and radio frequencies in rural and urban areas, and set targets for the reduction of exposure taking into account other elements such as the state of the art in usable technologies and the planning of the location of facilities.
- Draw up a diagnostic study by 2004 to determine how many people are exposed to high noise levels, and formulate a strategy for reducing those levels.
- Reinforce agri-environmental measures and introduce specific territorial policies to enable the area committed to such measures to reach 55,000 hectares by 2006 (undertaking also included under Goal 4).
- Draw up a strategy by 2006 for the replacement of the main hazardous substances.
- Draw up a programme by 2004 for the integration of environmental criteria into products (life cycle analysis).
- Promote management systems which include prevention of risks at work, industrial hygiene and environmental criteria.

#### Air

- Meet the targets for ambient air quality (immission) laid down by the EU.
- Draw up an inventory of particle emissions from fixed sources and a strategy for controlling them by 2004.
- Post the data from the Basque Country's air quality monitoring network on the Internet by 2004.
- Draw up an inventory and a strategy for monitoring NO<sub>x</sub>, NH<sub>3</sub> and CO emissions by 2004.
- Draw up plans of action by 2003 that indicate measures for reducing the risks of overstepping maximum levels and limiting the duration of levels in excess of permitted maximums or immission alert thresholds for atmospheric pollutants.
- Set up air quality information panels in towns with more than 20,000 inhabitants by 2006, and other information mechanisms for remaining municipalities.

#### Water

- Draw up a waterways plan for the inland drainage basins of the Basque Country by 2004.
- Set adequate drainage infrastructures in place in all towns with more than 2000 inhabitants by 2006.
- Reduce the total load of pollutants discharged in the Basque Country into publicly owned waters, coastline and tidal waters by 50% by 2006 in comparison with 2001 levels (60% Gipuzkoa, 50% Bizkaia, 20% Araba).

#### Soil

- Ensure that when land uses are allocated a suitable environmental solution is provided for all land falling under the scope of urban planning regulations.
- Draw up a plan for contaminated soil in the Basque Country by 2004.

- Pass the Contaminated Soil Act for the Basque Country by 2004.
- Learn the exact extent of soil erosion throughout the Basque Country by 2004.
- Draw up an erosion monitoring and prevention plan for the Basque Country by 2006, plus measures to restore areas heavily affected by erosion.
- Recover 20% of the contaminated soil in the Basque Country by 2006, based on 2001 levels.

### Foodstuffs

- Set in place a health risk assessment system for risks arising from exposure through diet to persistent chemicals originating in the environment.
- Ensure that the total ban on bone meal in feed for sheep and cattle is maintained.
- Set up an integrated plan for the prevention and monitoring of the leading infections from foodstuffs by 2006, covering the process from primary production to end consumers.
- Ensure that by 2006 foodstuffs for human consumption carry labels indicating the production methods used.

## LONG-TERM UNDERTAKINGS 2007-2020

### General

- Reinforce agri-environmental measures and introduce specific territorial policies to enable the area committed to such measures to reach 100,000 hectares by 2020 (undertaking also included under Goal 4).

### Air

- Reduce emissions of Volatile Organic Compounds (VOC's) from 2000<sup>7</sup> levels as per the emission targets set by the EU by 2010.
- Reduce SO<sub>2</sub> emissions from 2000 levels as per emission targets set by the EU for 2010.

### Water

- Ensure that the whole population has access to drainage infrastructure by 2012.
- Obtain certificates of "acceptable" or "good" status for all inland and coastal bathing areas by 2012.
- Reduce discharges of priority hazardous substances in surface waters as per Directive 2000/60 to zero by 2012, and establish deadlines for substances incorporated subsequently.

7. "The sectoral approach and general approach calculation methods used are those proposed by the IPCC."



- Reduce discharges of priority hazardous substances in surface waters as per Directive 2000/60 to zero by 2012, and establish deadlines for substances incorporated subsequently.
- Reduce concentrations of nutrients and organic pollutants in surface water to reference levels by 2012.
- Reduce the total load of pollutants discharged into publicly owned waters, coastline and tidal waters by 60% by 2012 (75% in Gipuzkoa, 65% in Bizkaia and 30% in Araba) in comparison with 2001 levels.
- Attain a figure of 80% for bodies of surface water in good or very good ecological and chemical condition<sup>8</sup> by 2012.
- Ensure that 95% of the population is supplied with water classed as satisfactory<sup>9</sup> by 2012, and 97% by 2020.
- Ensure by 2020 that no contaminant in surface water has a concentration beyond the requirement of the relevant quality standard.

### Soil

- Recover 50% of the contaminated soil in the Basque Country by 2012 and 80% by 2020, based on 2001 levels.

### Foodstuffs

- Ensure that in 2012 the rate of infections from foodstuffs has not increased from 2000 levels.
- Have properly designed, implemented and audited self-checking health systems in place at 98% of all meat, fish, dairy, egg product and pre-prepared food companies by 2012.
- Reach a point by 2012 at which 99% of the foodstuffs of plant origin investigated have levels of pesticide below the MRL.
- Reach a point by 2012 at which 99.8% of the foodstuffs of animal origin investigated have residual levels of veterinary treatment substances below the MRL.
- Ensure by 2012 that all foodstuffs of animal origin investigated have antimicrobial levels below the maximum residual limits (MRL).

8. As per the sampling points in the various surface water quality monitoring networks.

9. Quality of water for human consumption is monitored simultaneously by Monitoring and Control Units (suppliers) and by the Basque Govt. Department of Health. It is this latter body which lays down the monitoring criteria and assesses the programme in each province and in the Basque Country as a whole.

## GOAL 2. Responsible management of natural Resources & Waste

The production of waste and the depletion of resources were identified by the diagnosis of the environment in the Basque Country in 2001 as two priority areas of environmental concern.

The social and economic system is based on the use of natural resources. Responsible use has major advantages:

- *reduction of waste production and discharges into the environment;*
- *no depletion of renewable resources, as natural rates of renewal are maintained; and*
- *economic benefits: Using existing resources more efficiently is usually cheaper than purchasing and using new ones. Avoiding pollution usually works out cheaper than cleaning up afterwards.*

The model of consumerism which prevails in Basque society generates an ever increasing amount of waste. In spite of the increasing use of clean technologies the volume of waste produced per capita is not only failing to decrease but is actually still growing. The natural resources of the Basque Country are under heavy pressure as a result of the rate at which they are being consumed.

This goal is intended to establish sustainable use of natural resources (materials, energy, water and land), i.e. to ensure that their use and the consequences thereof do not exceed the capability of the environment to tolerate them. *This means de-linking the consumption of resources and the generation of waste from economic growth by producing more efficiently with less use of natural resources (dematerialising the economy) and preventing the production of waste.*

Three objectives are established: the first centres on the sustainable consumption of natural resources (materials, energy, water and land). The second covers the avoiding of waste production and the third deals with eliminating waste where it cannot be avoided.

### ◆ OBJECTIVES

**Objective 1: To ensure that the consumption of resources and its consequences do not exceed the capability of the environment to tolerate them and regenerate itself, and to de-link economic growth from the use of resources.**

The specific measures associated with this objective are:

- Apply an integrated approach which covers the complete life-cycle of products.
- Improve efficiency in the use of natural resources.
- Encourage savings in natural resources.
- Reinforce farming, fishing, forestry and hunting practices that ensure the natural rate of renewal will be maintained and minimise effects on landscape and biodiversity
- Gradually decrease the process of artificialisation and the rate at which land is being destroyed, and protect agricultural land.
- Reinforce the use of renewable materials and energy sources.

**Objective 2: Cut the final or ultimate amount of waste produced by avoiding waste at source and de-linking economic growth from the production of waste.**

The specific measures associated with this objective are:

- Prevent and minimise waste at source, thus reducing the amount and harmfulness of waste.
- Foster re-use, recycling and any other form of revalorisation and closing of cycles.
- Reduce the production and hazardousness of final or ultimate waste requiring elimination.
- Promote the modification of unsustainable consumer habits.

**Objective 3: Manage final waste safely and locally.**

Final waste must be managed properly to prevent it from polluting the environment. For this objective, infrastructure is needed which can provide Basque businesses and the general public with efficient, environmentally friendly ways of dealing with waste. The public authorities must intervene when necessary to generate interest in the private sector or when it is in the interest of the public and of society, and when it is conducive to the quality and protection of the environment for them to do so.

The specific measures associated with this objective are:

- Improve the waste collection and elimination infrastructure of the Basque Country.

**UNDERTAKINGS:  
ENVIRONMENTAL FRAMEWORK PROGRAMME 2002-2006**

Run public awareness campaigns aimed at promoting habits conducive to a reduction in the consumption of resources and the production of waste, covering the various sectors involved (public, traders, distribution centres, packaging companies, etc.).

**RESOURCES**

- Maintain the Total Material Requirement (TMR) per capita at 1998 levels to 2006.
- Avoid land consumption through low-density development by introducing higher building density levels in the most appropriate areas through local land use regulations.
- Increase the percentage of lubricants made with vegetable oils produced in the Basque Country.
- Establish the conditions required for decentralised electricity producers using renewable energy sources to connect to the grid by 2002.
- Ban all new water uses which fail to take the environmental flow rate into account as from 2002.
- Set a market price for water by 2003 that includes all costs of obtaining, treating and cleaning it, plus proposals to benefit low-level and penalise high-level consumers.
- As from 2003, run public awareness campaigns to foster energy and water saving, aimed at the various sectors involved: domestic consumers, industry, the construction sector, etc.



## WASTE

- Eliminate by 2006 all discharges of untreated waste except for inert waste whose treatment is not technically feasible, and waste whose treatment does not help reduce the quantity of waste or hazards to human health or the environment.
- Set a policy in place by 2004 to promote the use of recycled materials in public works and infrastructures.

### Municipal Waste

- Draw up a municipal waste plan for the Basque Country by 2006.
- Reduce the hazardousness of municipal waste by increasing selective collection of hazardous domestic waste, with the specific target for batteries, lead batteries and fluorescent lamps of 900, 5000 and 130 tonnes per annum respectively by 2006.
- Reduce the amount of municipal waste sent for dumping to 75% of the total by 2006.
- Organise the selective collection of domestic food oils in municipalities with over 30,000 inhabitants by 2004.

### Hazardous Waste

- Pass a plan for hazardous waste and emergent waste streams (end of life vehicles, construction, electrical & electronic equipment) in 2002.
- Stabilise hazardous waste production at 2000 levels by 2006.
- Increase the amount of hazardous waste valorised by 50% by 2006, based on 2000 levels.
- Reach 8400 tonnes per annum of electrical and electronic appliance waste collected by 2006, aiming to recover 70 -80% of the total weight per appliance.
- Have all vehicles taken off the road in the Basque Country as from 2006 decontaminated, thus fostering re-use, recycling and valorisation to the percentages laid down by European regulations.

### Other Waste

- Pass a plan for non hazardous industrial & commercial waste in 2003.
- Manage waste generated by health care activities in line with advanced management principles in all locations generating such waste by 2003.
- Draw up a plan for prevention and management of agricultural waste in the Basque Country by 2004.
- Valorise 50% of valorisable steel-shop slag by 2006.
- Re-use and recycle at least 60% of the construction & demolition waste generated in the Basque Country by 2006, with separation & proper management of 90% of the hazardous waste contained in it.
- The following targets for packaging & packaging waste by 2006:
  - Valorisation: 60-75%
  - Recycling: 55-70% by weight, 60% of glass, 55% of paper & card, 50% of metals, 20% of plastics.

## LONG-TERM UNDERTAKINGS 2007-2020

### RESOURCES

- Increase the use of renewable energy sources by 2010 to a percentage of total gross internal consumption and electricity generation in particular in line with EU targets, with indicative levels to be specified in the Basque energy strategy.
- Preserve all areas of land with protected status through local land use regulations, adapting all municipal planning within 2 years as from final approval of such regulations, or by 2008, whichever comes first.
- Reverse the upward trend in water consumption per head of population and cut losses in water supplies due to overpressure and underpressure by 20% by 2012, based on 2002 figures.

### WASTE

#### Municipal Waste

- Stabilise the amount of municipal waste at 2001 levels by 2012 (Short-term targets, however, will be determined in the Municipal Waste Plan for the Basque Country).
- Reduce the amount of municipal waste sent for dumping to 45% of the total by 2012 and 30% by 2020. Specifically, the weight of biodegradable municipal waste sent for dumping should not exceed 50% of the total weight of biodegradable municipal waste by 2009 and 35% by 2016.

#### Hazardous Waste

- Reduce hazardous waste by 20% by 2010 and 50% by 2020 in comparison with 2000 figures.
- Increase the amount of hazardous waste valorised by 60% by 2012, based on 2000 levels.

#### Other Waste

- Valorise all valorisable steel-shop slag by 2012.
- Re-use and recycle at least 60% of the construction & demolition waste generated in the Basque Country by 2009, with separation & proper management of 90% of the hazardous waste contained in it.

**NB:** All waste quantities are measured by weight.



### GOAL 3. Protection of Nature & Biodiversity: A unique asset to be fostered

As a result of unregulated urban and industrial development in the past, the natural and cultural heritage of the Basque Country has suffered considerable deterioration, with the worst affected areas being the bottoms of the main river valleys. Nevertheless, considerable biodiversity has been maintained and there are still many areas of high value in terms of nature and landscape.

Nature provides society with the resources it needs to survive. Healthy, balanced natural systems are therefore essential in sustaining the life and workings of society. Moreover, nature and biodiversity are worth valuing in themselves for their beauty, variety and scientific interest and for the unique characteristics of each species.

The well-being of natural systems is indicated by the abundance and diversity of the species, spaces and landscapes which they contain. The intrinsic value of biodiversity thus makes it worth preserving against threats.

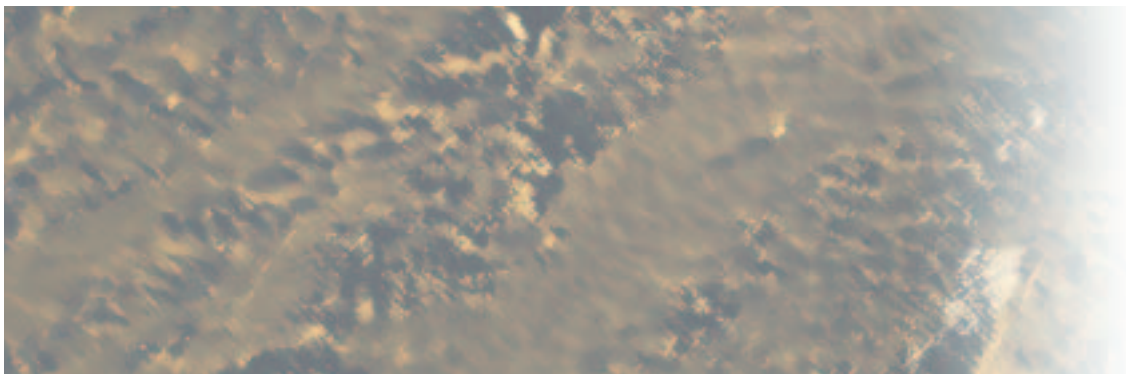
With this third goal, the Basque Country seeks to **consolidate the biological diversity and sustainable use of natural systems and the variety of landscape, understanding these to be fundamental elements of the human environment and the expression of the diverse common natural and cultural heritage of a region and therefore important identifying features of that region.**

#### ◆ OBJECTIVES

##### **Objective 1: Conserve and protect ecosystems, species and landscapes.**

The specific measures associated with this objective are:

- Appreciably reduce threats in order to sustain essential environmental systems and maintain the evolutionary potential of ecosystems.
- Introduce the mechanisms required to prevent the proliferation of genetically modified organisms in the natural environment.
- Place emphasis on natural & semi-natural ecosystems and on unique ecosystems and species
- Conserve and foster autochthonous breeds and varieties.
- Promote the protection of local landscape resources, with particular stress on the conservation of unique landscapes and those of particularly high quality and natural value.



**Objective 2: Restore ecosystems, species and landscape as part of the natural environment.**

The specific measures associated with this objective are:

- Stress the recovery of endangered ecosystems, species and landscapes.
- Set up a line of action to protect publicly owned land and restore river ecosystems and their associated wetlands.

**Objective 3: Investigate and heighten awareness of biodiversity.**

The specific measures associated with this objective are:

- Develop co-ordinated research programmes on natural resources and ecosystems.
- Programme the co-ordinated management of education in, training in and awareness of biodiversity.

## UNDERTAKINGS: ENVIRONMENTAL FRAMEWORK PROGRAMME 2002-2006

### Conservation & Protection

- Provide institutional support for the traditional, selective fishing methods used by the Basque Country's inshore fleet.
- Increase the area covered by the Natura 2000 network in the Basque Country to 20% of the region's surface area by 2006.
- Draw up plans by 2006 for the protection, management and restoration of the areas covered by the Natura 2000 network.
- Grant natural park status to Armañón, Aitzgorri-Aratz and Entzia by 2006.
- Complete the processing of the Basque Country's provincial sectoral plans for wetlands and use and protection of the shoreline by 2004, giving specific protection to areas of special natural interest.
- Set up management plans by 2006 for all species catalogued as endangered.
- Approve a catalogue of environmentally sensitive areas (pursuant to Act 3/1998) by 2003.
- Draw up a Basque catalogue of protected natural areas by 2003.
- Set up a network of biodiversity observatories in the Basque Country by 2004.
- Regulate permits for the confined use of GMO's by 2004.
- Hold the number of kilometres of river channelled in the Basque Country at 2001 levels at least until 2006. If channelling becomes necessary, attempt also to perform environmental remediation work on the river in compensation.
- Set up ecological corridors in the Basque Country by 2006.

- Draw up forestry use plans for the sustainability of woodlands for public use by 2006.
- Set up a programme to collect data and information on nature and biodiversity in the Basque Country by 2006.
- Agree regulations with the Basque forestry industry by 2003 for ensuring the sustainable management of Basque woodland.
- Have forestry use plans for the sustainable management of Basque woodlands and promote the labelling of products associated with the sector up and running by 2006.
- Incorporate the principles of the European Convention on Landscape into the land use regulations of the Basque Country by 2006.
- Map and review all habitats of EU interest (priority & special interest habitats) by 2003, plus all habitats of interest to the Basque Country which are not listed in the appendices to Directive 92/43.
- Draw up a catalogue of unique and outstanding landscapes in the Basque Country by 2003.
- Set up specific plans by 2006 for the protection and restoration of the areas listed in the catalogue of unique and outstanding landscapes in the Basque Country and arrange for inclusion in land use regulations as appropriate.
- Set up management plans by 2006 for exotic flora and fauna with a high potential for colonisation and invasion.
- Set up a regulatory framework by 2006 which categorically lays down the natural structure of the Basque Country, covering all forms of protection and connecting corridors.

### **Restoration**

- Establish a code of environmental good practice by 2004 for the construction and replanting of work sites and infrastructures.
- Maintain yearly remediation work on damaged landscapes with high environmental influence (abandoned quarries and tips, mining areas, areas with serious risks of erosion, etc.).
- Maintain yearly remediation work in priority areas as per Appendices I and II of the Habitats Directive (wetlands, river banks, dunes, ecological corridors, etc.).

### **Investigation & Awareness**

- Draw up a programme of basic and applied research into biodiversity (including agricultural biodiversity), protected areas, flora and fauna by 2004.
- Draw up a strategic plan for environmental training, education and awareness in regard to biodiversity by 2004.
- Set up lines of research by 2004 to inventory and catalogue the invertebrates of the Basque Country.
- Set up a programme of applied research (technological, social, planning, etc.) into good practices for sustainability in the rural environment by 2004.



## LONG-TERM UNDERTAKINGS 2007-2020

### Conservation & Protection

- Set up a framework of compensation payments for autochthonous woodland with no direct profitability or economic activity over periods of more than 100 years in the interest of social and ecological functions by 2012.
- Increase autochthonous woodland by 10% from 2001 levels by 2012 and by 20% by 2020.
- Establish extensive farming on 15% of agricultural land by 2012 and 25% by 2020.

### Restoration

- Increase annual investment in the river course recovery programme by 15% so that a minimum of 15 km of river bank is recovered by 2012.

## GOAL 4. Balance between Territories & Mobility: a common approach

For decades, economic growth in the Basque Country was, as in other European regions, closely linked to growth in transport and the development of a territorial model that took no account of collateral damage to the environment and human health.

The conflict which underlies the development of current transport policies stems from the need to respond to increasing demands for mobility. This leads to increased congestion, which in turn affects safety and harms the environment. The challenge lies in gradually de-linking growth in transport from growth in economic activities without restricting accessibility or the right to mobility. More efficient use of public transport is needed, and intermodality must be reinforced. Mobility in the sense of the ability to move people or things is a requirement of the first order, and the demand for transport thus generated depends on how each territory is organised in economic, social and cultural terms. The need for movement must be reduced by not favouring activities and urban land uses which contribute to the increase in demand for motorised transport.

However, balanced, socially cohesive territorial development must also be fostered, so that our region remains economically competitive and the viability of rural, urban and coastal communities is guaranteed. A model of territorial organisation must be encouraged which can create a coherent system of cities capable of facilitating access to amenities, services and innovations for the whole of the Basque population. These cities must also be attractive as places where people can out their day to day lives.

The high population density of the Basque Country and its small surface area mean that rural and coastal areas have a strategic value that far exceeds the contributions of primary sector activities to the region's GDP. Although the rural population of the Basque Country is not numerous and the contribution of agriculture to the GDP is low in monetary terms, it must be said that the landscape now valued as an asset to be protected is the result of hundreds of years of use of renewable natural resources by that rural population. We must therefore not neglect the rural population, but rather ensure that they can continue to maintain the full variety of our heritage in a sustainable fashion.

Rural and coastal areas provide a base for economic and recreational activities, services and amenities, and are home to a significant part of the population. They also contain major natural heritage, landscape and cultural sites and, in these times of increasing uniformity in urban culture, are the last refuge of a society's individual identifying traits. It is essential to support an integrated, coherent view of these areas that takes into account their many roles and that seeks to orient activities there towards the creation of wealth and the production of quality as well as towards environmental protection and land management.

In short, this goal and the objectives associated with it are intended to **consolidate a more balanced, more accessible territory where social and economic activities of general interest are viable, while at the same time conserving the heritage, variety, richness and attractiveness in terms of nature and culture of our rural, urban and coastal areas.**

## ◆ OBJECTIVES

### **Objective 1: Achieve sustainable use of the whole territory.**

The specific measures associated with this objective are:

- Improve the distribution of spaces and of social and economic activities throughout the territory.
- Promote the renovation and rehabilitation of consolidated cities.
- Promote improvements in attractiveness of design and in quality of life in urban areas.
- Promote the valorisation of rural and natural areas and local enjoyment of the benefits thus obtained.
- Reinforce integrated production in the agricultural sector.
- Institute integrated, sustainable management of coastal and shoreline areas.
- Promote the adaptation of town planning systems to the objectives laid down in regional land-use regulations and to sustainability criteria.
- Promote the integration of natural elements into the urban landscape as a means of enhancing its aesthetic value, increasing its biological diversity and providing solutions capable of increasing environmental quality through providing a more comfortable climate (shade, heat regulation, increased humidity, air circulation, etc.), absorbing noise, creating new opportunities for leisure & relaxation, etc

### **Objective 2: Achieve a level of accessibility which will allow sustainable development in the various types of land use and activities (residential, economic activities and leisure).**

The specific measures associated with this objective are:

- Restructure the way in which the different means of transport are organised to promote public and non motorised transport.
- Reduce mobility requirements by not favouring activities and urban land uses which would increase the demand for motorised transport.
- Encourage intermodality in both passenger and goods transport to increase energy efficiency and environmental friendliness.
- Encourage flexibility in schedules and timing in those activities in which this is possible.

### **Objective 3: De-link economic development from the generalised increase in demand for motorised transport.**

The specific measures associated with this objective are:

- Reflect external transport costs (marginal costs) in tariff systems for the use of infrastructures.
- Encourage modes of transport with less environmental impact through tax policies and/ or public fares.
- Class non motorised forms such as walking & cycling as fully-fledged modes of transport, on a par with motorised modes.
- Use smart transport systems to reduce overall demand and increase effectiveness.
- Prioritise investment in infrastructures for more environmentally friendly forms of transport.



The strategic lines listed for these last two objectives are intended to ensure containment of road transport growth and divert demand for mobility towards more environmentally friendly forms of transport.

## UNDERTAKINGS: ENVIRONMENTAL FRAMEWORK PROGRAMME 2002-2006

### Sustainable use of the whole territory

- Maintain activity each year to rehabilitate and regenerate deteriorated areas.
- Incorporate the sustainability objectives and undertakings reflected in this Environmental Framework Programme into new reviews of municipal town planning regulations & other instruments for land use.
- Slow down the approval of territorial sectoral plans until the relevant partial territorial plans are approved so as not to undermine the provisions on land use laid down in the Land Use Act and directives.
- Guarantee via bank bonds to be stood by quarry operators that all environmental impacts will be legal and that restoration plans are included in all operations by 2004.
- Approve projects by 2004 for the operation of all existing quarries to obtain an instrument capable of preventing any overstepping of regulations.
- Pass the final versions of the partial territorial plans for the 15 functional areas of the Basque Country by 2005, providing for review and adaptation of their provisions in line with the objectives and criteria of this Environmental Framework Programme.
- Approve the following territorial sectoral plans by 2005, envisaging the prior analysis, review and adaptation when necessary of their provisions in line with the objectives & criteria of this Environmental Framework Programme:
  - Governmental allocation of land for economic activities and commercial amenities,
  - Promotion of government-subsidised housing,
  - Cultural heritage,
  - Farming, forestry and the natural environment, with maintaining the surface area used for farming as one of the objectives,
  - Structuring of tourist resources in the Basque Country,
  - Ports.
- Increase the amount of land devoted to environmentally friendly agriculture to 300 hectares by 2006.
- Ensure that all municipalities of the Basque Country have individual or district Local Agenda 21 programmes designed by 2006 (undertaking also listed in Condition 1).
- Carry out urban renovation work including demolition of industrial ruins and recovery of 75 hectares by 2006.
- Achieve final approval of all special plans for the rehabilitation of historic old towns by 2006.
- Foster agri-environmental measures & introduce specific territorial policies to reach an area of 55,000 hectares committed to agri-environmental measures by 2006 (undertaking also included under Goal 1).

### Sustainable Mobility

- Help reduce pollution from road transport in line with the ceilings on emissions set by the EU.
- Get passengers to shift from private to public transport in line with the objectives of the sustainable transport plan.
- Draw up a master plan for cycle lanes in the Basque Country by 2003.
- Design & implement an integrated strategy by 2003 for promoting non motorised transport in the Basque Country.
- Draw up a study of the re-allocation of urban and inter-urban thoroughfares to pedestrian & cycle traffic by 2004.
- Set up a single information window by 2006 to encourage the use of intermodal tickets for all public transport throughout the Basque Country.
- Increase Basque public sector investment in infrastructures for more environmentally friendly forms of transport by 10% by 2006 as compared to investment in new road infrastructures.
- Review all territorial sectoral plans for transport infrastructures and services by 2006 to adapt them to the directives and objectives of the Environmental Framework Programme.
- Increase the percentage of total passenger transport in urban areas of the Basque Country accounted for by public transport by 10% by 2006, from 2001 levels.

## LONG-TERM UNDERTAKINGS 2007-2020

### Sustainable Use of the Whole Territory

- Provide the economic and social resources required to maintain the rural population of the Basque Country at 1999 levels until 2012.
- Increase the amount of land devoted to environmentally friendly agriculture to 600 hectares by 2012 and 2000 by 2020.
- Reach an area of 100,000 hectares committed to agri-environmental measures by 2020 (undertaking also included under Goal 1).

### Sustainable Mobility

- Achieve reductions in the use of road transport, diverting goods users to rail and shipping and passengers to public transport so that the percentage of transport accounted for by road transport in 2012 is no greater than in 2001.
- Set up intermodal facilities in all major connection areas by 2012.
- Increase Basque public sector investment in infrastructures for more environmentally friendly forms of transport by 20% by 2012 as compared to investment in new road infrastructures.

## GOAL 5. Limiting effects on Climate Change

Climate change is a global problem and is identified in our diagnosis as a priority area of environmental concern. There is broad consensus in the scientific world that the climate is changing, largely as a result of higher levels of greenhouse gases produced by human activity. There is little expectation of any spontaneous correction of the trend towards ever greater pressure and impact on the environment.

Measures must therefore be taken, and the Basque Country must do its part to help meet the objectives set by the international community in the *Kyoto Protocol*. This goal is therefore established with the intention of **reaching levels of greenhouse gases in the atmosphere that will not result in non natural variations in the earth's climate.**

The burning of fossil fuels in vehicles, electricity generating plants, domestic heating, etc. is the chief cause of the increase in greenhouse gas emissions. Concentrations of CO<sub>2</sub> (the main greenhouse gas) in the atmosphere can be reduced by the capturing of carbon by woodland.

Two objectives are therefore set which seek both to control greenhouse gases (i.e. those which cause the greenhouse effect) and to reduce the concentration of those gases by increasing carbon sinks.

The main sources of CO<sub>2</sub> emissions in the Basque Country are transport, industry, construction and energy production.

### ◆ OBJECTIVES

#### **Objective 1: Limit emissions into the atmosphere of greenhouse gases by 2020.**

The specific measures associated with this objective are:

- Foster the supply of primary energy based on clean energy sources.
- Promote improvements in energy efficiency in all sectors of activity, bringing points of production and consumption closer together.
- Encourage energy saving in all sectors.
- Encourage those forms of transport which produce least CO<sub>2</sub> \*.
- Reduce the need for mobility\*.
- Encourage the replacement of fossil fuels by fuel from renewable energy sources, and the use of those fossil fuels which emit least greenhouse gases.

\* Repeated in Goal 4.

**Objective 2: Increase carbon sinks.**

The specific measures associated with this objective are:

- Promote research into carbon sinks.
- Encourage tree planting to favour maximum stable carbon uptake.
- Promote non perishable uses of wood.

## UNDERTAKINGS: ENVIRONMENTAL FRAMEWORK PROGRAMME 2002-2006

### EMISSION OF GREENHOUSE GASES

#### Energy Undertakings:

- Promote the setting up of more efficient power plants with less environmental impact so that more polluting traditional thermal power plants (coal & oil fired) can be phased out.
- Energy efficiency to reduce energy intensity in general in line with the targets set and directives issued by the EU and specified in the Basque energy strategy.

#### Transport Undertakings: See Goal 4.

- Promote the replacement of traditional fuels by clean fuels or fuels from renewable sources in road transport, as per EU directives and in line with the Basque energy strategy.

#### Industry Undertakings: See Goals 1 & 2.

#### Undertakings for Energy Efficiency in Construction:

- Carry out viability studies by 2004 on photo-voltaic installations in new and existing buildings belonging to the central Basque authorities, and by 2006 in those of the remaining authorities of the Basque Country, and implement such installations in line with the targets set in the Basque energy strategy.
- Ensure that all new housing & other buildings promoted by government authorities have energy efficiency certificates as from 2004.



- Set up technical regulations by 2006 for the installation of equipment required to make use of solar energy to produce domestic hot water in new buildings and renovations in the residential and service sectors, within the periods required by the EU.
- Encourage the introduction of smart systems (domotics) to improve energy saving in new constructions.

#### **Other Undertakings:**

- Set up tax policies which encourage energy saving.
- Incorporate objectives referring to climate change into municipal waste management and agricultural policies by 2004.

#### **CARBON SINKS**

- Draw up an analysis of the Basque timber industry by 2006 with a view to determining what type of tree planting is best suited to maximising carbon absorption & fostering non perishable uses of wood.
- Run campaigns promoting non perishable uses of wood, with certificates of sustainable forestry management.

## **LONG-TERM UNDERTAKINGS 2007-2020**

### **EMISSION OF GREENHOUSE GASES**

#### **Energy Undertakings:**

- Contribute by 2012 to the meeting of the objectives set for reduction of greenhouse gas emissions in the Kyoto Agreement.
- Increase the use of renewable energy sources by 2010 so that they account for a percentage of total gross internal energy consumption (especially electricity generation) in line with EU targets, with indicative levels to be specified in the Basque energy strategy.

**Transport Undertakings:** See Goal 4.

**Industry Undertakings:** : See Goals 1 & 2.

#### **Undertakings for Energy Efficiency in Construction:**

- Have all new buildings and rehabilitation projects hold energy efficiency certificates by 2012.

#### **CARBON SINKS**

- As from 2006, institute positive discrimination in favour sustainable forestry management certified wood in the construction of public buildings.



# 5



Conditions required  
for progress towards  
Sustainability in the Basque  
Country

# 5 | Conditions required for progress towards Sustainability in the Basque Country

Changes are needed if sustainable development is to be achieved. We must improve the formulation and application of public sector policies so that we can blend economic prosperity, growth in employment, quality of life and a clean, healthy environment..

The Environmental Framework Programme provides an opportunity to improve certain established policies in economic and social matters, to change certain behaviour patterns and to ensure a co-ordinated response from the authorities within a clear, long-term framework. Effective leadership is called for so that the three main pillars of sustainability can be managed in a balanced fashion. The authorities must become the driving force behind the actions of all the relevant social and economic players.

In short, more effective political action is required to create the conditions for sustainable development. Five conditions considered necessary for progress towards sustainability are listed below.

## **CONDITION 1. Integrating Environmental Variables into other policies**

Article 6 of the Treaty of Amsterdam states that the protection of the environment must be integrated into all the policies and actions of the Community. Integration by sectors calls for greater knowledge of the various interests and balances involved so that a consensus can be reached between all parties concerned. This Environmental Framework Programme provides an opportunity to opt for an integrated view of policies, and to reach a high degree of co-ordination in action by institutions.

In practice this can be done by institutionalising sustainable development in political debates, by integrating environmental factors, by promoting co-ordination between different departments of the authorities, by using their role as legislators, by implementing self-regulation instruments, by involving the business community and by systematically encouraging public participation to strengthen the capacity for local action. Finally, a system must be established for measuring and assessing policies to ensure a continuous response capability.

In short, sustainable development must become the core objective of all sectors and all policies.



## ◆ OBJECTIVES

1. Improve leadership and consistency in political measures.
2. Develop strategies for integrating environmental concerns into sectoral policies (industry, energy, agriculture, transport, consumer affairs, tourism, etc.).
3. Encourage exemplary attitudes on the part of the authorities.
4. Foster environmental assessment of plans and programmes drawn up by the authorities.
5. Encourage the incorporation of environmental criteria into public sector procurement.
6. Integrate environmental variables into policies of land purchasing for economic activity or residential purposes.
7. Promote the environment sector in the Basque Country through a legal framework that facilitates the creation of companies in that sector.

## UNDERTAKINGS

### Policies

- Create a forum by 2003 to co-ordinate different authorities in fostering sustainability at municipal level.
- Pass a decree by 2003 regulating the procedure for joint assessment of environmental impact which plans and programmes listed in Appendix 1A of the General Environmental Protection Act of the Basque Country must undergo.
- Incorporate the sustainability criteria and objectives indicated in this Environmental Framework Programme into new plans and programmes drawn up by the Basque Government, provincial councils, district councils and town halls as from 2003 by creating specific procedures within the process of authorisation, from the earliest stages of design and formulation.
- Ensure that all town halls governing more than 10,000 people have a technical staff member responsible for the environment by 2006. By 2012 such persons should be in place individually or on a shared basis at town halls governing more than 5,000 people. (Undertaking also listed in Goal 4).
- Ensure that by 2006 all municipalities in the Basque Country with more than 5000 inhabitants have their own Local Agenda 21 designed, individually or on a district basis.
- Introduce systematic analysis of environment-related public sector budget allocations by 2006 so that annual reports on public spending/ investment in the environment can be drawn up.

### Exemplary attitude on the part of the Authorities

- Carry out an environmental audit by 2003 that includes a plan of action for the future for the buildings and vehicles of the central offices of the Basque Government and the provincial councils.
- Ensure that all buildings owned by the public authorities have energy efficiency certificates by 2004 and meet bio-climatic architecture criteria, material analysis & other requirements by 2006.
- Ensure that by 2012 50% of the public institutions of the Basque Country (Basque Government, provincial councils, town halls, public-sector companies and public bodies) have certified environmental management systems.

## CONDITION 2. Improvements in current legislation and its application

The large number of environmental regulations, their complexity in judicial and administrative terms and a lack of knowledge on the part of the players involved sometimes hinder the effective application of those regulations. A need is also observed for more resources to be applied by the authorities to effectively monitor their application.

The Environmental Framework Programme will promote the continual adaptation of the current framework of legislation to incorporate standards of prevention and ongoing protection which can be updated on the basis of scientific knowledge and the fulfilment of the objectives of environmental policies. The effectiveness of these standards will depend on their application, and assessment reports will need to be drawn up which may result in modifications to legislation. A cycle of continuous improvement will thus be established which will prevent stagnation in the terms and application of the relevant standards.

From a legal viewpoint, the areas where development is needed under the Environmental Framework Programme include the review of existing legislation and the continual adaptation of quality and environmental protection standards, the fostering of global, integrated perspectives, the simplification of regulations authorising activities, the reinforcement of inspection systems, the use of laboratories for analysis and accreditation, the pursuit of offenders through administrative and legal channels, the control and monitoring of the system and the publication of reports as necessary. Special emphasis must be placed on simplifying and applying administrative procedures concerned with the environment.

The model for managing improvement in legislation and its application must be combined with economic and market instruments and with public information and participation to facilitate acceptance of the measures adopted.

### ◆ OBJECTIVES

1. Encourage the development, clarification and simplification of regulations to facilitate the application of environmental standards.
2. Promote the dissemination of environmental legislation (full texts and handbooks).
3. Analyse the cost of applying legislation (and not applying it) in the plans of the public authorities.
4. Reinforce voluntary prevention systems (voluntary agreements) and supporting systems for compliance with legislation.
5. Encourage greater involvement and specialisation of the public prosecutor's office and the Basque police force in environmental matters.
6. Encourage monitoring of the application of legislation via the EMAS environmental management system.
7. Introduce the concepts of integrated environmental assessment at public and private bodies.
8. Increase the administrative resources used to facilitate public participation.

## UNDERTAKINGS

- Have an integrated system in place by 2006 for the prevention and monitoring of the impact of activities which affect the environment. This system should include the limiting of emissions into the air, water and soil, and waste emissions, and should also simplify administrative procedures by providing a single interlocutor and a unified permit covering all applicable environment legislation ("single window" system).
- Make progress in providing more financial, technical and human resources for those bodies of the authorities involved in the protection, management and monitoring of the environment, facilitating making co-operation between different departments of the public authorities with environmental powers.
- Provide for the setting aside of land for territorial environmental infrastructures (drainage, treatment, waste processing, etc.) in territorial land-use and urban planning regulations .
- Adapt existing regulations to enable recycled materials to be used in authorised ways and thus be incorporated into the market.
- Set up a committee by 2003 comprising representatives of the three provincial councils, town halls and the Basque Government to work towards a new regulatory framework for classified activities on residential and industrial urban land.
- Pass a new Basque Water Regulation Act in 2003.
- Implement an effective, co-ordinated monitoring plan to prevent and combat environmental offences. Programmes for 2003-2007/2007-2012.
- Pass the Basque Country Urban Planning Act in 2003.
- Set up a programme of aid for SME's on compliance with the relevant legislation by 2004.
- Have voluntary agreements signed by the main sectors of industry affecting the environment by 2004, in line with the Directive on Integrated Pollution Prevention and Control (IPPC Directive 96/61).
- Regulate the approval of equipment and companies for the performance of environmental impact studies by 2004.
- As from 2003, provide the means to make immediate copies of environmental information while it is on show to the public, including dissemination by computerised and/or electronic systems when available. Public authorities will also be asked to make all reasonable efforts to conserve the environmental information in their possession or held by others on their behalf in forms which are easily reproduced and accessible by electronic means.
- As from 2003, develop regulations on environmental impact assessment with a view to publishing technical regulations drawn up by the environmental body on the scope and objectives of such assessments for different types of activity.
- Prepare annual reports on the application of environmental legislation as from 2003.
- Implement the Declaration on the Environment for IPPC companies by 2004.
- Have at least 50 Basque firms EMAS certified by 2006.
- Ensure that by 2012 all municipalities with more than 10,000 inhabitants have by-laws covering environmental matters.

### CONDITION 3. Encourage the Market to act in an Environmentally-friendly way

Sustainable development requires joint action by the authorities, business and the public in pursuit of the common goal of improving quality of life and general well-being.

The Inter-institutional Plan for the Economic Promotion of the Basque Country (*Plan Interinstitucional de Promoción Económica del País Vasco*) sets forth a framework of competitiveness for the region based on sustainable economic development and job creation in the long term. Among other things, this plan calls for the fostering of a healthy environment and the incorporation of the environment as a factor for business competitiveness.

The current model of production and consumption is incompatible with sustainability in some areas. The search for more acceptable alternatives in those areas will result in great opportunities for Basque businesses over the next ten years in fields such as innovation, eco-efficiency, dialogue and joint work with other social and economic players, information for consumers, and improvements in the administrative framework and the instruments through which markets reflect environmental costs in products.

In some cases the business community is taking the lead in proposing new, environmentally-friendly mechanisms for production, e.g. eco-design and eco-efficiency. These involve increasing productivity in the use of resources and becoming more competitive through innovation and learning capabilities at companies.

In short, a change of direction towards a more sustainable model of production and consumption will decrease material flows, increase the importance of services and heighten the demand for human resources, thus creating more jobs.

#### ◆ OBJECTIVES

1. Promote a public procurement policy which incorporates environmental criteria.
2. Set up a taxation policy oriented towards the new environmental goals.
3. Work together with businesses and business organisations.
4. Establish lines of subsidies to encourage compliance with environmental standards.
5. Foster the setting up of systems of awards for environmental performance at companies.
6. Increase assurances in processes where there is risk to the environment through environmental responsibility.
7. Promote environmental management systems, environment reports, etc.
8. Set up an integrated product strategy in the Basque Country to provide incentives to produce environmentally friendly products.
9. Promote the use and assess the effectiveness of eco-labels.
10. Promote the sharing of environmental best practices.
11. Improve the introduction of innovation and efficiency criteria into all sectoral policies.
12. Introduce financial instruments to solve environmental problems (preferential credit, investment funds and environmental risk capital, etc.).
13. Encourage private sector initiatives intended to incorporate environmental factors into purchasing specifications.



## UNDERTAKINGS

- Analyse green tax instruments by 2003 and assess the potential for gradually implementing them in the Basque Country.
- Review subsidy schemes by 2004 to prevent any contradiction of sustainability policies (i.e. any promotion of activities which are environmentally unfriendly and/ or contrary to the objectives and undertakings of this Environmental Framework Programme).
- Have 10 Basque companies draw up GRI sustainability reports by 2006, and 40 by 2012.
- Set up a system by 2006 for the sharing of environmental best practices involving at least 500 Basque companies (Business for Sustainability Club).
- Reach 40 Basque companies using eco-design criteria in product manufacture by 2006, and 200 by 2012.
- Reach 600 companies with certified environmental management systems (EMAS or ISO 14001) by 2006 and 1000 by 2012.
- Ensure that by 2006 85% of companies subject to the directive on integrated pollution prevention and control (the IPPC Directive) have certified environmental management systems in place (EMAS or ISO 14001).
- Draw up a programme for integrating environmental criteria into public sector procurement and contracting by 2006.

## **CONDITION 4. Enable the Public, the Authorities and Businesses, making them jointly responsible, and modify their behaviour in favour of Sustainability**

*"If we are to introduce the major structural changes required to modify the sectoral policies that are leading to the deterioration of the environment, then we must be more communicative and must mobilise the public. We must improve public access to information and public participation, and must establish indicators to measure the performance of our policies. Most importantly, we must be clear on what we wish to do in adopting a new programme of action. I want practical decisions to advance quickly, because we have no time to lose".*

**M. Wallstrom**, *European Environment Commissioner*<sup>10</sup>.

Progress towards sustainability must involve all sectors of the population, but especially decision makers and those who have the greatest influence on society and therefore the greatest responsibility (authorities, legislators, businesses, educators, media, etc). Public awareness and involvement in the Basque Country is therefore fundamental.

The objectives to be pursued are the following:

- To support an environmental ethic which promotes the protection of the environment from an equitable, solidarity-based perspective, fostering a constructive attitude conducive to the extension of sustainable practices and ways of life.
- To instil into people an awareness of their ability to get involved in problem solving and to help build alternatives through positive action.
- To extend comprehension of environmental processes in connection with social, economic and cultural processes.
- To train people in strategies for the obtaining and critical analysis of environmental information;
- To encourage and provide channels for the active participation of individuals and groups in collective matters, and to reinforce their sense of shared responsibility for the environment.
- To provide training in the analysis of social and environmental conflicts, in debating alternatives and in making individual and collective decisions to solve those conflicts.

To this end, the following instruments need to be developed:

### **Information, Communication & Awareness**

Media involvement and co-operation to provide information and heighten public awareness form an essential part of any environmental policy. The traditional media (press, radio & TV) have played a major role in bringing environmental information to the general public and in creating a collective awareness of environmental matters. But traditional forms of media communication have major shortcomings which must be overcome if information is to become a real tool which the public can use to understand environmental problems and help solve them with a view to achieving sustainability.

10. **TRANSLATOR'S NOTE:** The original English version of this quote was unavailable. The wording here is translated from the Spanish version.

A shift is needed from passive receipt to active use of information, and that requires progress in terms of both the quantity and quality of information on the environment which is disseminated by the media. A European survey of journalists which sought to learn what the main difficulties were in regard to environmental information revealed a lack of space and time for publication and a lack of specialist training among journalists. These same difficulties exist in the Basque Country.

An ongoing relationship with the media must be maintained so that the publication of items which provide the public with clear, accurate, transparent information on the environment is encouraged. This must be a two-way process in which state-owned and private media enter into a "**commitment to sustainable environmental information**" which provides a formal framework for their direct involvement in the task of encouraging public awareness of sustainability matters.

The *new information technologies* are an excellent ally in overcoming the shortcomings of traditional information models, as they are ideally suited to promoting more efficient forms of communication in environmental matters beyond the limits of space and time within which the traditional media work. They are also interactive and multi-functional, which is just what new models of information need.

The rapid development of new information systems and technologies must serve to **encourage and facilitate direct access to environmental information for all groups and individuals interested in it**. They can thus obtain information and documents in full rather than in outline. Contact between information producers is also facilitated through the creation of WebSites, on-line communities, newsgroups, remote networks, etc.

### Education, Training and Skill Acquisition

Learning is a process which calls for more than just intellect: it involves the whole person, including the values, affections and emotions which give meaning to knowledge. The aim is for each person to reach an adequate understanding of the social and environmental consequences of their stances and personal choices, and to analyse and assess alternatives.

To achieve significant changes in society as a whole it is necessary to influence training in all trades and professions because, directly or indirectly, they all have environmental consequences. The construction of a sense of collective responsibility for the environment and of social behaviour patterns oriented towards the sustainable use of resources must be based largely on personal contributions from each trade and profession in the public authorities, the formal education system (compulsory schooling, vocational training and university education), businesses, trade unions and the media.

### Participation

Participation in environmental matters enables people to obtain direct knowledge and thus assess, prevent and remedy environmental problems. The culture of sustainability must be built up as a collective process involving multiple contributions from individuals, groups, businesses, institutions and civil bodies. The active participation of NGO's, environmentalist and consumer affairs bodies, trade unions and professional associations is essential for the awareness and transmission of concerns and group interests, and for the motivation and involvement of everyone.

In this context, the White Paper on European Governance indicates that the quality, relevance and effectiveness of policies depend on broad-based public participation at every stage of the process, from the initial

idea to the application of each policy. Greater participation should result in greater confidence in the end results and in the institutions from which policies emerge.

## ◆ OBJECTIVES

1. Encourage Local Agenda 21 schemes at municipal and district level to promote public information, awareness and participation.
2. Foster plans for environmental education within the formal education system.
3. Foster the incorporation of environmental variables in vocational training and university education, and in work.
4. Establish an environmental information system that guarantees high-quality, up-to-date, reliable information (databases, IT applications, etc.).
5. Create effective mechanisms for the communication of environmental information (reliable and accessible), strengthening the role of new information technologies such as the Internet.
6. Encourage the creation of stable forums for public participation.
7. Encourage measures which enable the public to assess their way of life in terms of environmental performance.
8. Encourage the setting up of stable networks for the exchange of information and for sharing experiences, best practices, etc. between producers of environmental information.
9. Promote awareness and communication campaigns involving the principles and culture of sustainable development.

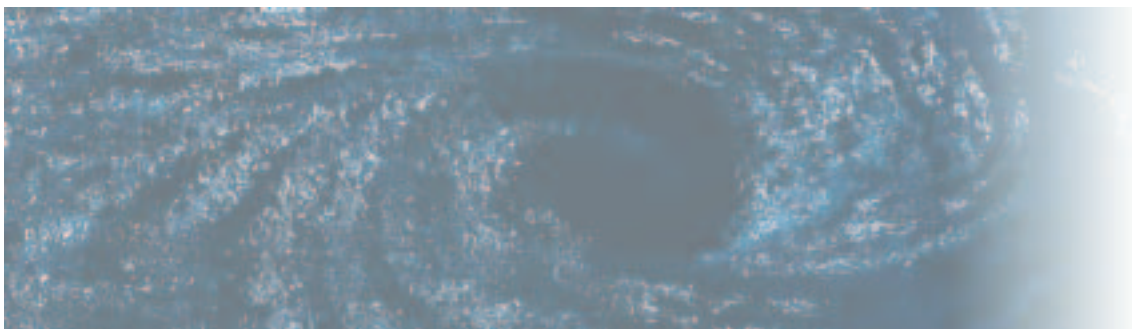
## UNDERTAKINGS

**Draw up a strategy for public information, communication and participation in environmental matters by 2003.**

### **Information, Communication & Awareness**

- As from 2002, draw up annual reports on environmental indicators in the Basque Country.
- As from 2002, stage an annual environmental communication campaign under the name "Green Week", aimed at reinforcing environmentally friendly behaviour among the Basque public.
- Have publicly-owned media sign an undertaking in support of information on environmental sustainability as a way of ensuring the direct involvement of the media in the task of increasing public awareness of sustainability.
- Have the wording of programmes, plans, proposals and other government documents relating to the environment accessible by computer at all stages of their design and development by 2003.
- Draw up a catalogue of sources of environmental data in the Basque Country by 2004.
- Incorporate environmental data into the Basque statistical system by 2004.
- Ensure that by 2006 all town halls governing over 10,000 people have environmental information points for the public, individually or shared.





- Bring out a regular publication for the public by 2006 with information on the environment in the Basque Country.
- Develop the EIONET network in the Basque Country by 2006.
- Carry out "ecology barometer" surveys among the public and in industry every 2 years to gauge attitudes and commitment to environmental matters.
- Carry out "ecology barometer" surveys at municipal, school and public authorities levels every 4 years.

#### **Education, Training & Acquisition of Skills**

- Include a section on environment skills in all new professional qualifications as from 2003, with a specific associated training module.
- Review and update the professional qualifications already approved and the relevant training catalogue by 2003 to ensure that a section on environmental skills is included in all cases, adapted to suit each qualification and accompanied by a training module.
- Draw up a plan for the application of School Agenda 21 by 2003 that includes a methodological guide, municipal forums for school involvement and environmental indicators for schools.
- Draw up an environmental training plan for the Basque public authorities by 2004.
- Start up a new line of environmental training for university lecturers by 2006.
- Have environmental management systems in place at 30% of vocational training centres by 2006 and at 100% by 2012.
- Implement School Agenda 21 at 50% of schools by 2006 and 100% by 2002.

#### **Participation**

- Set up mechanisms by 2003 to ensure that the general public are informed with sufficient prior notice of the drawing up of plans affecting their province; and develop specific measures to give the public sufficient time to analyse such plans during their processing, with access to information and proposals contained therein in a clear, comprehensible fashion.

## CONDITION 5. Research, Technological Development and Innovation in Environmental matters

Globalisation is currently generating new areas of attention for social and technological innovations. This new, more open context requires that efforts in innovation be directed towards competitiveness in a global economy and towards social and environmental concerns and needs as attempts are made to harmonise public sector policies and business strategies through co-operation and joint action. The forthcoming European Framework Programme for R&D (2002 – 2006) and the Basque Country's Science, Technology and Innovation Plan are aimed at responding to these new trends<sup>11</sup>.

Ensuring the competitiveness of Basque society and its businesses calls for immediate, substantial efforts in science, technology and innovation. New knowledge and its applications must lead to the obtaining of goods, processes and services of high quality which can serve as a support in the transition towards sustainable development, which is enshrined in the new model of competitiveness set up by the European Union.

### ◆ OBJECTIVES

1. Promote knowledge of the environment as a system and of its relationship to human health.
2. Favour the introduction of best available technologies in production systems.
3. In the context of the Basque Government's Science, Technology and Innovation Plan for 2001-2004, promote support for those research projects which contribute most to the current strategy of sustainability.

### UNDERTAKINGS

- Have a system for monitoring environmental risks to health in place by 2003 that indicates the intensity, distribution and development of those risks and assesses the specific health risks involved.
- Have a system in place by 2003 for monitoring the adverse effects on health originating in the environment which can measure changes and trends in certain causes of morbidity and mortality which are particularly closely related to environmental risks.
- Have 16 new companies set up by 2004 based on environmental technologies..
- Develop 20 new products by 2004 applicable in areas of environmental action.
- Reach 200 SME's involved in environmental innovation work by 2004.
- Have 30 new researchers trained in environmental action areas by 2004.
- Obtain 15 European patents by 2004 in areas of action affecting the environment.
- Draw up a report every three years assessing the impact of the environment on the health of the people of the Basque Country.

11. In R&D the Basque Country is working actively in 5 key areas: competitiveness, the environment and energy, the information society, quality of life and living resources.

# 6



## Implementation of the Environmental Framework Programme

# Implementation of the Environmental Framework Programme

The Environmental Framework Programme will be implemented on two fronts:

The **Public Authorities** will implement it through specific plans and programmes as laid down in the General Environmental Protection Act of the Basque Country.

But for the Environmental Framework Programme to be implemented effectively, the active participation of all social and **economic players** is also required.

The **Basque Government Department of Land Use and the Environment** is responsible for monitoring overall progress in the Environmental Framework Programme, and as such will co-ordinate these two fronts.

The Department will set up an ongoing framework for co-ordination with the public authorities in the form of an inter-institutional working group made up of technical specialists representing the departments of the Basque Government, provincial councils and EUDEL (Association of Basque Municipalities). The Department will also help set up sectoral policies incorporating environmental concerns.

Co-ordination of social and economic players will also be handled via stable channels established with each player, so that the objectives and undertakings laid down in this document can be met. This will be done by establishing joint responsibility agreements with each player, in which responsibility for the environment is understood as a shared culture which must be materialised through instruments such as voluntary agreements between the authorities and social and economic players. The Department will also implement a communication plan to favour both the dissemination of the Environmental Framework Programme and the active involvement of all relevant players.

The following are considered as priority sectors for the deployment of the objectives of the Environmental Framework Programme:

- *Primary sector*
- *Industry*
- *Construction*
- *Energy*
- *Transport*
- *Domestic consumers*

## Primary Sector

Agricultural policy in the EU in recent years has concentrated on meeting increases in demands for food safety and quality, product differentiation, humane treatment of animals, environment quality and the conservation of natural environments and landscapes, and considerable progress has been made in these areas. However in the coming decade new challenges will have to be met in a changing global context, and the targets for the strategy on integration adopted by the EU Council for Agriculture and Agenda 2000 must be incorporated. EU documents favour the creation of market conditions which will enable the sector to remain competitive while shifting towards more sustainable practices:

- The implementation of individual regional policies and the development of local products, ensuring environmental protection;
- The reflecting of environmental and social impacts in the prices of the products and services of the sector;
- The need for authorities to establish integrated management of the sector, considering the territory whole, the landscape, the environment, cultural aspects and, of course, the people of rural areas and the repercussions of their activities on the rest of the population; and
- The establishing of a model for generating knowledge and information which will foster greater accuracy in the application of measures and a more effective dissemination of knowledge.

In the Basque Country the main pressure exerted on the environment by the primary sector lies in the deterioration of natural capital (fertile soil, clean water, natural and semi-natural ecosystems), the production of waste and the loss of biodiversity.

The steps to be taken in the future must include the design of policies in line with the principles and practices of sustainability, and a system of indicators to show what progress is being made towards sustainable rural development. This will give rise to opportunities for more extensive farming, the internalising of environmental costs and benefits, education and information on foodstuffs, a redirecting of R&D in the sector and the encouragement of social and cultural values. Plans for the sector must also cover the following specific areas:

- The incorporation of the criteria and parameters of the Environmental Framework Programme into the activities of the sector;
- The management of woodlands and natural areas according to criteria of sustainability conducive to maintenance and improvement on three fronts: as areas for leisure and culture, as a factor for income and employment and as a support for the conservation of natural resources and wildlife;
- The preservation of land with high agricultural value for agricultural production;
- The assurance of the quality and safety of foodstuffs;
- The encouragement of the use of rural areas for multiple purposes, propitiating balanced, environmentally-friendly development; and
- The sustainable exploitation of fishery resources.

## Industry

The traditional view of environmental action merely as a financial burden on companies is now being superseded as the environment comes to be seen as a factor for competitiveness and a variable to be incorporated into the management of all organisations. In the medium term those companies which do not adapt may find themselves shut out of the market. In the short term, adapting more quickly than their competitors provides firms with a competitive edge. In this context the stock market indices on which the firms which lead the way in sustainable development are quoted appreciate more than general indices (Dow Jones General & Dow Jones Sustainability). Public demand for sustainable development is also resulting in the appearance of major business opportunities in the environment sector.

The key points from a sustainability viewpoint are eco-efficiency, social responsibility, internal learning to change, dialogue, the establishment of alliances with other players, the information and skills held by consumers, innovation and the incorporation of environmental costs into prices.

On the long path towards sustainability in this sector the fundamental objective is to improve competitiveness. This requires conditions and a framework which must be provided by the authorities, though industry itself must be involved in their definition and implementation.

This new framework is set up in a knowledge-based economy where innovation and the creation of new companies are fundamental, as is the support of SME's. The final requirement is encouragement for job creation, skill enhancement and training and the improvement of health and safety for workers.

## Construction

Infrastructures and buildings modify the nature, the landscape, the function and the appearance of towns and villages. Their construction, upkeep and demolition consume energy and resources, and produce a great deal of waste.



The potential economic, social and environmental benefits of improving efficiency and sustainability in the construction industry are enormous. Work is needed to stimulate awareness of the need for sustainable construction and to explain how this sector can contribute to balanced development. Logically, this should be reflected in the application of government policies in the industry through three basic strategies:

- Establishing an integrated political framework for sustainable construction;
- An attitude of leadership and example-setting on the part of the public authorities as the major customer of the industry;
- Setting up a participation-based approach in co-operation with the industry itself.

Construction companies could help achieve the goals and objectives of the Environmental Framework Programme by becoming more competitive and producing buildings and infrastructures which provide greater satisfaction, well-being and value for customers while at the same time minimising consumption of energy and natural resources and thus supporting and protecting the natural environment. Developing a long-term view of the industry is in itself an investment for the future, and the first step should involve training and learning. In practice, this can be done through:

- The use of environmental information.
- Innovative projects.
- Improvements in the use of buildings and infrastructures.
- The updating of environmental targets and management systems, etc.

## Energy

The energy sector is linked to the environment through its consumption of resources (land, water, air, landscape, etc.) and its environmental impact in areas such as climate change and acidification.

Basque energy policy should be an instrument capable of reconciling safe, secure energy supplies, market competitiveness and effective protection of the environment. It must also serve to support economic growth, job creation and social well-being.



The main targets to be aimed for in terms of integrating environmental factors into energy policy are:

- Promoting energy efficiency and energy saving;
- Increasing the production and use of less pollutant energy sources; and
- Reducing the environmental impact of the production and use of energy sources.

## Transport

The report *Medio Ambiente en la CAPV 2001. Diagnóstico* ("The Environment in the Basque Country in 2001: Diagnosis") stresses the environmental impact of transport as one of the toughest environmental problems to be solved. One reason for this is that as things now stand road and air traffic are continuing to grow rapidly.

A sustainable transport system should contribute to economic and social well-being without depleting natural resources, destroying the environment or harming health.

This means that such a transport system must at least:

- Cater for the need for mobility in the territory covered & allow access to basic requirements;
- Support the economic and social development of the territory; and
- Limit the pressure it exerts and the impact it has on the environment to levels which can be assimilated.

Transport infrastructures must be required to have the smallest possible effect on biodiversity. This means optimising the capacity and efficiency of existing structures and taking environmental concerns into account in the building of new ones.

## Domestic Consumers

It is most important to encourage and enable the people of the Basque Country to take more responsibility for the environment and for managing resources.

The report *Medio Ambiente en la CAPV 2001. Diagnóstico* ("The Environment in the Basque Country in 2001: Diagnosis") reveals that domestic consumers account for half of all environmentally harmful emissions. Society exerts pressure on the environment in the form of demand for goods and services and depletion of natural resources, and this in turn leads to pollution and the production of waste throughout the life-cycle of products. Society also puts pressure on the environment through its demands for mobility in its everyday affairs.

One of the declared goals of policies aimed at consumers is to establish models of production and consumption that reduce environmental impacts and contribute to sustainable development. Consumers can consider the environment not only when they purchase goods and services but also when they use products, dump waste, maintain their homes, etc. Information and public awareness are therefore major challenges in environment policies.



# 7



## Monitoring & Assessment of the Environmental Framework Programme

# 7

## Monitoring & Assessment of the Environmental Framework Programme

*"If we know where we want to go, and have a way to check that we are heading in the right direction, we may get there".  
European Environment Agency.*

The progress and effectiveness of the Environmental Framework Programme will be monitored and assessed via a system of indicators. The diagnosis of the environment will also be reviewed and the relevant report updated every three years to reflect changes in the situation as regards the environment. Finally, as laid down in the General Act, there will be an overall review of the Environmental Framework Programme every four years to lay down new guidelines for the following four years.

To be truly **useful**, indicators must meet the following requirements:

1. They must reflect performance over time so that they can help prevent or correct negative trends.
2. They must be as few in number as possible, and an explanation of their use and meaning must be given to ensure that they are readily understood by all players.
3. They must be linked to objectives so that they can serve as management tools for allocating responsibilities to policy-makers and appliers.

Several studies are currently ongoing around the world in efforts to develop environmental sustainability indicators, mainly on the level of the European Union, the OECD and the UN Committee for Sustainable Development. However, each individual territory requires indicators suited to its own particular characteristics, and a mere transposition of the rules laid down by these bodies may result in information gaps which limit the capability for action.

The indicators in the Environmental Framework Programme seek to answer three basic questions:

1. What is the situation of the environment at a given time and what are the repercussions of human activities on the environment?
2. How can we de-link economic growth from negative environmental impacts?
3. Are we making progress towards sustainability as defined in the Environmental Framework Programme? Are environmental concerns taken into account in sectoral policies?

The indicators related to the first question are known as **Basic Indicators**. They are established on the basis of a causal model embracing the state of the environment and the relevant pressures, impacts, driving forces and responses by players. These indicators provide the grounding for the writing of the reports on the

state of the environment in the Basque Country which the General Environmental Protection Act of the Basque Country requires be drawn up every 3 years.

The indicators related to the second question are referred to as **Main Indicators**. A small number of Basic Indicators are selected to show the overall trends in the priority environmental objectives established. These indicators can be presented as additions to the existing links between economic growth and the environment. The Main Indicators are used to draw up an annual report giving an overview of the environmental performance of the Basque Country and reflecting any imbalances detected, so as to facilitate decision-making with a view to correcting same. Appendix V below lists the Main Indicators for the Basque Country.

Finally, three types of indicator are set up to gauge progress towards sustainability:

- a. *Environmental Framework Programme Undertaking Indicators;*
- b. *Sustainability Indicators; and*
- c. *Integration Indicators.*

**Environmental Framework Programme Undertaking Indicators** serve to reflect and assess the progress made in all the undertakings established in this report. **Integration Indicators** show the degree to which environmental variables are considered in various policies. Both types reflect how well the policies of the public authorities fit in with the objectives and undertakings listed here.

As required by the General Environmental Protection Act of the Basque Country, an overall review of the Environmental Framework Programme will be carried out every four years by the Basque Government Department of Land Use and the Environment.

In the first quarter of each financial year, that Department will submit a programme to the Basque Cabinet listing the actions under the Environmental Framework Programme for the period under consideration. This programme of actions will contain a list of activities, with indications of what bodies are to carry them out, how they are to be funded, what they seek to achieve, what Framework Programme targets they come under, who they are aimed at and what integration indicators are to be used to assess each action and its links with environmental sustainability.

Before the annual programme of actions is submitted to the Cabinet, the Environment Committee of the Basque Country must report on the degree to which those actions are co-ordinated and linked with the undertakings made under the Environmental Framework Programme.

In the first year of application of the Environmental Framework Programme the programme of actions must be submitted to the Cabinet within 2 months as from the approval of the Programme, and must cover only the time remaining to the end of the financial year.

The Department of Land Use and the Environment will submit a sustainability summary to the Cabinet in the first week of June, with monitoring data on the undertakings under the Environmental Framework Programme and an assessment of the contribution of each Basque Government department to environmental sustainability and of the degree of complementarity and co-ordination between departments, in line with integration indicators included in the annual programme of actions.

To that end, all Basque Government departments will provide the Department of land Use and the Environment upon request with annual sustainability reports containing at least the following data:

- Actions & objectives envisaged in the annual programme of action.
- Actions taken & degree to which objectives have been met.
- Other actions not included in the programme which fit in with the undertakings assumed under the Environmental Framework Programme, with an indication of the objective with which they fit.
- Assessment of environmental sustainability at each department..

Thus, the Basque Cabinet meeting in the first week of June will establish suitable directives to ensure progress towards sustainability in any area where significant deviations are observed.

Finally, it must be stressed that the objectives of this Environmental Framework Programme are centred on environmental points and on their integration into sectoral policies. Social and economic factors are therefore included in a specific group of indicators referred to as **Sustainability Indicators**. These are set for the Basque Country in line with European Union requirements, thus ensuring comparability between indicators. Appendix V below gives the European proposal for environment and sustainable development indicators.

## UNDERTAKINGS

- Review of the Environmental Framework Programme in 2006 and 2010.
- Report on the state of the environment in the Basque Country in 2004, 2007 and 2011.
- Annual report on environmental indicators (Main Indicators).
- Social and industrial "ecology barometer" reports every 2 years.
- Municipal and school "ecology barometer" reports every 4 years.
- Drawing up in the first quarter of each year of a programme of actions under the Environmental Framework Programme for the period in question. This programme is to be submitted to the Basque Cabinet together with the report from the Environment Committee on the degree of coordination and links with the undertakings assumed under the Environmental Framework Programme.
- One cabinet meeting per year (first week in June) given over to analysing progress in the Environmental Framework Programme. For this a sustainability summary document will be available which will monitor the undertakings under the Environmental Framework Programme and assess the contribution to environmental sustainability made by each government department.



## Appendices

# Appendix I. Commitment to Sustainability in the Basque Country

The General Environmental Protection Act approved by the Basque Parliament in 1998 includes a firm commitment to adopt a model for sustainable development in the Basque Country which can meet current needs without endangering the ability of future generations to meet their own needs.

For the full implementation of this new model of development efforts are required to bring about profound changes in the existing situation. New guidelines for production and consumption must be introduced. There must be a commitment on a personal level and by society as a whole to strive against pollution, the exhausting of resources, waste production, the degradation of the soil and the loss of biodiversity. Any failure to work for such changes would call into question the very future of our world, and would mean mortgaging the well-being of those who will live in it tomorrow.

We must, therefore, build our quality of life on the basis of sustainability: economic well-being, social justice and a clean, healthy environment. These are the three essential pillars of the development model which we must foster. Environmental protection and efficiency in the use of the resources and production capabilities of ecosystems are essential requisites which we must take into account.

In the context of the foregoing, this document seeks to express a firm commitment to work towards a new model of development based on sustainability. The strategy agreed upon in the Basque Country for this purpose is based on the following principles:

- **A Code of Ethics.** Globalisation, population growth and the world-wide increase in levels of consumption bring with them an enormous increase in the demands made on resources. Industrialised countries have an obligation to work for international solidarity with the developing countries and the so-called Third World countries, on which much of the environmental impact generated by more developed societies, including our own, is falling. Forecasts indicate that many of our current environmental problems may well worsen in the next ten years due basically to the current model of production and consumption. It is therefore necessary that we change our way of thinking, our values, our lifestyles and our consumer habits. Solidarity between generations and between nations is a basic part of our task.
- **Social cohesion and participation.** All sectors of society have a role to play in the process of working towards sustainability. If the major structural changes required to modify the sectorial policies currently leading to environmental degradation are to be implemented, communication systems must be improved and the public mobilised. The participation of all players in so-



ciety in the configuration of policies and in decision-making will help people to take on board values of solidarity and respect for the environment.

- **Principle of precaution.** We must promote action wherever there is a threat that damage might be caused to the environment. The lack of certainty or scientific knowledge should not be sufficient reason for delaying or preventing any action aimed at protecting it.
- **Integrated approach.** Progress towards sustainability will not be made merely by applying pro-environment policies, but rather through reinforced social and economic policies founded on pro-environment guidelines. Integrating environmental variables into all sectorial policies, especially in industry, transport, energy, agriculture and consumer affairs, is therefore a priority task.
- **Eco-efficiency.** The main opportunity open to the Basque Country over the next ten years will be to produce more well-being by using more human resources and less natural resources. The de-linking of economic growth from the use of resources and from pollution is absolutely essential if sustainable growth is to be achieved. A transformation can and must be brought about which can reduce the use of natural resources, increase productivity and thus generate less environmental impact in all sectors of the economy throughout the life-cycle of products and services. The technological revolution of eco-efficiency is not sufficient in itself, but it is a necessary factor for sustainability.
- **Strategic planning.** The environmental objectives of the Basque Country must be the result of a process of reflection on the environmental quality which Basque society is prepared to accept for itself and for future generations. The new model of development must be reflected in the Environmental Framework Programme.

Sustainable development must be seen as an ongoing strategy which requires that firm, decisive action be taken immediately. As progress is made towards sustainability environmental, social, economic and cultural benefits can be both reaped and sown.

**For sustainability in the Basque Country.** Bilbao, 22<sup>nd</sup> January 2001



# Appendix II. Reference Documents

## European & International documents

### General

- Sixth Environment Action Programme. Environment 2010: Our Future, Our Choice. COM(2001)31 final.
- Communication from the Commission. A Sustainable Europe for a Better World: A European Union Strategy for Sustainable Development COM(2001) 264 final.
- White paper on environmental liability. COM(2000) 66 final.
- Communication from the Commission on the precautionary principle. COM(2000) 1 final.
- Proposal for a Directive of the European Parliament and of the Council on the Protection of the Environment through Criminal Law. COM(2001) 139 final.
- Commission Communication of 26 March 1997 on environmental taxes and charges in the Single Market. COM(97) 9 final.
- Regulation (EC) No 1980/2000 of the European Parliament and of the Council of 17 July 2000 on a revised Community eco-label award scheme.
- Regulation (EC) No 761/2001 of the European parliament and of the council of 19 March 2001 allowing voluntary participation by organisations in a Community eco-management and audit scheme (EMAS).
- Directive of the European Parliament and the Council on the assessment of the effects of certain plans and programmes on the environment.
- Recommendation of the European Parliament and of the Council of 4 April 2001 providing for minimum criteria for environmental inspections in the Member States.
- Council Directive 96/61/EC of 24 September 1996 concerning integrated pollution prevention and control.
- Green paper on integrated product policy. COM(2001) 68 final.
- Environmental technology for sustainable development COM (2002) 122.

### Integration

- Communication from the Commission to the European Council of 27 May 1998 on a partnership for integration: a strategy for integrating the environment into EU policies (Cardiff - June 1998). COM(98) 333 final.
- Communication from the Commission of 14 October 1998: Strengthening environmental integration within Community energy policy. COM(1998) 571 final.
- Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions on transport and CO<sub>2</sub>: developing a Community approach. COM(98) 204 final.
- Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions of 27 January 1999 - Directions towards sustainable agriculture. COM(1999) 22 final.
- Council Regulation (EC) 1257/1999 on support for rural development from the EAGGF and amending and repealing certain regulations.



- Communication of 8 June 1999 from the Commission to the European Parliament and the Council: Single market and environment. COM(99) 263 final.
- Conclusions of the Council of 29 April 1999 on integrating environment and sustainable development into the industry policy of the EU.
- Communication from the Commission to the Council and the European Parliament Fisheries Management and Nature Conservation in the Marine Environment. COM(99) 363 final.
- Communication from the Commission to the Council and the European Parliament and the Economic and Social Committee. Integrating environment and sustainable development into economic and development co-operation policy. COM(2000) 264 final.
- Communication from the Commission of 18 November 1997 on environment and employment (Building a sustainable Europe). COM(97) 592 final.
- Decision No 1411/2001/EC of the European Parliament and of the Council of 27 June 2001 on a Community Framework for cooperation to promote sustainable urban development.
- Communication from the Commission to the Council and the European Parliament. Bringing our needs and responsibilities together- Integrating environmental issues with economic policy. COM(2000) 576 final.
- Communication from the Commission. Promoting sustainable development in the EU non-energy extractive industry. COM(2000) 265 final.
- Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions on transport and CO<sub>2</sub>: developing a Community approach. COM(98) 204 final.
- Commission communication of 1 December 1999 to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions on air transport and the environment. COM(2000)821 final.
- Report on the impact of transport on health. European Parliament 22.01.02 (A5-0014-2002).
- Framework instruments on transport, the environment and health – EEC/ UN/ WHO 1/2001.

### **Information, Participation & Education**

- Council Directive 90/313/EEC of 7 June 1990 on the freedom of access to information on the environment.
- Amended proposal for a Directive of the European Parliament and of the Council on public access to environmental information.
- UN/ECE Convention on access to information, public participation and access to justice in environmental matters (Aarhus Convention).
- A New Model of Environmental Communication for Europe. From consumption to use of information.

### **Climate Change**

- Council Decision of 23 March 1998 concerning the signature by the European Community of a Protocol to the United Nations Framework Convention on Climate Change. (COM(1998) 96 final.
- Communication of 3 June 1998 from the Commission to the Council and the European Parliament - Climate change - Towards an EU post-Kyoto strategy. COM(98) 353 final.
- Communication of 19 May 1999 from the Commission to the Council and the European Parliament - Preparing for implementation of the Kyoto Protocol. COM(1999) 230 final.
- Green Paper on greenhouse gas emissions trading within the European Union. COM(2000) 87 final.

- Communication from the Commission to the Council and the European Parliament on EU policies and measures to reduce greenhouse gas emissions: Towards a European Climate Change Programme (ECCP). COM(2000) 88 final.
- Commission Communication of 14 May 1997 on the energy dimension of climate change. COM(97) 196 final.

## Energy

- Directive 2001/77/EC of the European Parliament and of the Council of 27 September 2001 on the promotion of electricity produced from renewable energy sources in the internal electricity market.
- Communication from the Commission of 29 April 1998: Energy Efficiency in the European Community - Towards a Strategy for the Rational Use of Energy. COM(1998) 246 final.
- Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions. Action Plan to Improve Energy Efficiency in the European Community. COM(2000) 247 final.
- Proposal for a Directive of the European Parliament and of the Council on the energy performance of buildings. COM(2001) 226 final.
- Green Paper Towards a European strategy for the security of energy supply. COM(2000) 769 final.
- Commission Green Paper of 20 November 1996 on renewable sources of energy. COM(96) 576 final.
- Energy for the future: renewable energy sources - White Paper laying down a Community strategy and action plan. COM(97) 599 final.
- Proposal for a Council Directive introducing a tax on carbon dioxide emissions and energy. COM(92) 226 final. Amended Proposal COM(95) 172 final.
- Communication from the Commission to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions on alternative fuels for road transportation and on a set of measures to promote the use of biofuels. COM(2001) 547.
- Basic document of 5<sup>th</sup> November 2001 on legislative action to promote CHP in the EU.

## Chemicals and Preparations

- Commission White Paper of 27 February 2001 on the strategy for a future chemicals policy. COM(2001) 88 final.

## Air

- Commission communication of 4 May 2001 "The Clean Air for Europe (CAFE) Programme: Towards a Thematic Strategy for Air Quality". COM(2001)245 final.
- Directive 2001/80/EC of the European Parliament and of the Council of 23 October 2001 on the limitation of emissions of certain pollutants into the air from large combustion plants.
- Directive 2001/81/EC of the European Parliament and of the Council of 23 October 2001 on national emission ceilings for certain atmospheric pollutants.
- Council Directive 96/62/EC of 27 September 1996 on ambient air quality assessment and management.
- Council Directive 92/72/EEC of 21 September 1992 on air pollution by ozone.
- Amended proposal for a Directive of the European Parliament and of the Council relating to ozone in ambient air.

- Directive 2000/69/EC of the European Parliament and of the Council of 16 November 2000 relating to limit values for benzene and carbon monoxide in ambient air.
- Council Directive 1999/30/EC of 22 April 1999 laying down limit values for sulphur dioxide, nitrogen dioxide and oxides of nitrogen, particulates and lead in the ambient air.
- Commission Decision of 17 July 2000 on the implementation of a European pollutant emission register (EPER) according to Article 15 of Council Directive 96/61/EC concerning integrated pollution prevention and control (IPPC).

## Water

- Directive 2000/60/EC of the European Parliament and of the Council of 23 October 2000, establishing a framework for Community action in the field of water policy.
- Decision No 2455/2001/EC of the European Parliament and of the Council of 20 November 2001 establishing the list of priority substances in the field of water policy and amending Directive 2000/60/EC.
- Communication from the Commission to the Council, the European Parliament and the Economic and Social Committee - Pricing policies for enhancing the sustainability of water resources. COM(2000)477.

## Waste

- Council Directive 1999/31/EC of 26 April 1999 on the landfill of waste.
- Directive 2000/53/EC of the European Parliament and of the Council of 18 September 2000 on end-of life vehicles.
- Proposals for a Directive of the European Parliament and of the Council on waste electrical and electronic equipment.
- Proposal for a Directive of the European Parliament and the Council on the restriction of the use of certain hazardous substances in electrical and electronic equipment.
- Proposal for a Directive of the European Parliament and of the Council amending Directive 94/62/EC on packaging and packaging waste.
- Communication from the Commission to the Council, the European Parliament and the Economic and Social Committee - The competitiveness of the recycling industries.

## Biodiversity

- Communication of the European Commission to the Council and to the Parliament on a European Community Biodiversity Strategy. COM(98) 42 final.
- Commission Communication of 27 March 2001 to the Council and the European Parliament: Biodiversity Action Plan for the Conservation of Natural Resources (Volume II).
- Commission Communication of 27 March 2001 to the Council and the European Parliament: Biodiversity Action Plan for Agriculture (Volume III).
- Commission Communication of 27 March 2001 to the Council and the European Parliament: Biodiversity Action Plan for Fisheries (Volume IV).
- Communication of 27 March 2001 from the Commission to the Council and the European Parliament: Biodiversity Action Plan for Economic and Development Co-operation (volume V).
- Communication from the Commission to the Council and the European Parliament of 4 November 1999 on the EC approach to forests and development. COM(1999) 554.
- Council Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora.

- European Landscape Convention.
- Council Directive 79/409/EEC of 2nd April 1979 on the conservation of wild birds.

### Noise

- Proposal for a Directive of the European Parliament and of the Council relating to the assessment and management of environmental noise.
- Commission Green Paper, of 4 November 1996, on future noise policy. COM(1996) 540 final.

### Transport

- Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions of 1 December 1998 - The common transport policy - Sustainable mobility: Perspectives for the future. COM(1998) 716 final
- Proposal for a Council Decision on the promotion of sustainable and safe mobility. COM(1996) 654 final.
- Commission Green Paper of 20 December 1995 entitled "Towards fair and efficient pricing in transport - policy options for internalizing the external costs of transport in the European Union". COM(1995) 691 final.
- White Paper, presented by the Commission on 22 July 1997: Fair payment for infrastructure use: A phased approach to a common transport infrastructure charging framework in the EU.

## Spanish Documents

### General

- Spanish Sustainable Development Strategy. Progress document.
- National Plan for Scientific Research, Development and Technological Innovation.
- White Paper on Environmental Education in Spain.

### Water

- Royal Legislative Decree 1 of July 20<sup>th</sup> 2001, approving the rewording of the Water Act (Official Parliamentary Gazette 24/07/2001).
- Royal Legislative Decree 11 of December 28<sup>th</sup> 1995, establishing the regulations applicable to the treatment of urban waste water, extended by Royal Decree 509 of March 15<sup>th</sup> 1996 and modified by Royal Decree 2116 of October 2<sup>nd</sup> 1998.
- Royal Decree 484 of August 2<sup>nd</sup> 1995 on measures for the regularisation and control of discharges.
- Royal Decree 995 of June 2<sup>nd</sup> 2000 setting quality targets for certain pollutants.
- Royal Decree 261/1996 on combating pollution caused by nitrates of agricultural origin.
- Royal Decree 1138 of September 14<sup>th</sup> 1990 on the quality of drinking water for public consumption.
- Royal Decree 734 of July 1<sup>st</sup> 1988 on the quality of bathing waters.
- National Hydrological Plan (Act 10 of July 5<sup>th</sup> 2001).

## Waste

- Waste Act (Act 10/1998, Official Parliamentary Gazette 22/07/1998).
- Packaging and Packaging Waste Act (Act 11/1997, Official Parliamentary Gazette 25/04/1997).
- Royal Decree 782/1998 approving the regulations for the implementation of the Packaging and Packaging Waste Act (Act 11/1997) (Official Parliamentary Gazette 01/05/1998).
- National Municipal Waste Plan 2000-2006.
- National Disused Tyres Plan 2001-2006.
- National Plan for Vehicles at the End of their Useful Lives (2001-2006) (Official Parliamentary Gazette n° 248 of October 16th 2001).
- National Plan for Construction & Demolition Waste 2001-2006 (Official Parliamentary Gazette n° 166 of July 12th 2001).
- National Plan for Treatment Plant Sludge 2001-2006 (Official Parliamentary Gazette n° 166 of July 12th 2001).
- Royal Decree 1481 of December 27th 2001 regulating the disposal of waste by dumping at dump sites).

## Biodiversity

- Spanish Strategy for the Conservation and Sustainable Use of Biological Diversity.
- Preliminary draft of the strategic plan for the conservation and rational use of wetlands.
- Spanish Forestry Strategy and Forestry Plan.

## Documents of the Basque Country

### General

- General Environmental Protection Act of the Basque Country of February 27th 1998. Official Basque Parliamentary Gazette 27/03/1998.
- Rural Development Act (Act 10 of April 8th 1998).
- Decree 229 of September 24th 1996 regulating environmentally-friendly agricultural produce in the Basque Country, its processing and marketing, and creating the Basque Council for Environmentally-friendly Agricultural Produce.
- Decree 31 of February 13th 2001 on integrated production and its suitability for food products.
- Decree 373 of December 26th 2001 on autochthonous Basque animal breeds and organisations which seek to foster same.
- Decree 213 of October 24th 2000 on aid for the establishing of agri-environmental measures and undertakings in the Basque Country.
- Inter-institutional Plan for the Economic Promotion of the Basque Country 2000-2003
- Science, Technology and Innovation Plan 2001-2004.
- Programme of Demolition of Industrial Ruins in the Basque Country.
- Programme for the Harmonisation & Development of Social & Economic Activities. Local Agenda 21 of the Urdaibai Biosphere Reserve. Basque Government 1999.
- Programme for the Promotion of Local Agenda 21 Schemes in Basque Municipalities 2000-2003.

## Biodiversity

- Basque Nature Conservancy Act.
- Plan for Sustainable Rural Development in the Basque Country 2000-2006.
- Basque Forestry Plan 1994-2030.
- Provincial Hills and Countryside Regulations for Araba, Bizkaia and Gipuzkoa.

## Land Use

- Basque Land Use Act.
- Decree 28 of February 11<sup>th</sup> 1997 giving final approval to the directives for land use in the Basque Country.
- Territorial Sectoral Plan for the Railways in the Basque Country.
- Preliminary draft of the Territorial Sectoral Plan for Cultural Heritage Sites.
- Preliminary draft of the Territorial Sectoral Plan for Agriculture, Forestry and the Natural Environment.
- Preliminary draft of the Territorial Sectoral Plan for the Protection and Use of the Shoreline of the Basque Country.
- Preliminary draft of the Territorial Sectoral Plan for Wetlands in the Basque Country.
- Preliminary draft of the Territorial Sectoral Plan for Government Allocation of Land for Economic Activities and Commercial Amenities.
- Territorial Sectoral Plan for the Structuring of River Banks and Streams in the Basque Country (Bay of Biscay and Mediterranean watersheds).
- Territorial Sectoral Plan for Highways in Bizkaia.
- Territorial Sectoral Plan for Highways in Araba.
- Preliminary draft of the Territorial Sectoral Plan for Highways in Gipuzkoa.
- Special Plan for the Protection and Use of Natural Resources in the Txingudi Area.

## Water

- The Book of Water in Álava. Provincial Council of Alava (2001).

## Energy

- Energy Policy. Plan 3E-2005. Euskadi 2005 Energy Strategy. Basque Government.
- New Energy Strategy (2010). Basque Government (now being drawn up).
- Territorial Sectoral Plan for Wind Power.

## Land

- Programme for the Remediation of Contaminated Soil for Town Halls and District Councils in the Basque Country 2000-2002.

## Waste

- Draft Hazardous Waste Management Plan for the Basque Country 2001-2006.
- Preliminary Draft of the Non Hazardous Waste Plan for the Basque Country 2001-2006.
- Proposal for a Cycled Plan (2003-2016) Provincial Council of Bizkaia.

## Appendix III. Glossary of Terms

GLOSSARY OF TERMS	
<b>Accessibility</b>	A qualitative variable which indicates the ease with which a place can be reached by the members of a community.
<b>Adequate treatment (of urban waste water)</b>	The treatment of urban waste water by any process or system of disposal through which the water treated complies on discharge with the quality objectives envisaged in the relevant legislation.
<b>Advanced thermal power plant</b>	A latest-generation electricity generating plant with a higher energy efficiency and a lower environmental impact than traditional plants. This may include plants which use combined gas and steam thermodynamic cycles to improve performance, for transformation yields of 60% as opposed to the 32-34% of conventional coal and oil-fired plants.
<b>Agricultural Activities</b>	<p>This term covers activities related directly to the exploitation of plant resources on the land and the breeding and raising of animals. Three sub-headings are considered:</p> <p>a) <b>Crop farming:</b> this covers activities directly linked to the cultivation of plants (except forestry plants), including extensive farming, horticulture, flower growing, plant nurseries, mushroom growing and hydroponics.</p> <p>b) <b>Forestry:</b> activity concerned with the management of hills and woodlands, defined as land on which trees, bushes and herbaceous plants not normally used for agriculture grow.</p> <p>c) <b>Cattle farming:</b> activities concerned with the breeding of livestock, including fur farms and the breeding of game for hunting.</p>
<b>Agenda 21</b>	A programme of action for sustainable development adopted at the Rio Conference. Local Agenda 21 schemes are programmes or strategic plans for sustainability adopted by local authorities.
<b>Best Available Techniques (BAT)</b>	<p>The most efficient, most advanced stage of development reached in activities and their application, showing the practical ability of certain techniques to serve in principle as the basis for emission limit values intended to prevent or, when this is not practical, reduce emissions and impact in general in the environment as a whole.</p> <p>The term breaks down as follows:</p> <ul style="list-style-type: none"> <li>• "Techniques" is understood as the technology used plus the form in which an installation is designed, built, maintained, run and stopped.</li> <li>• "Available" refers to techniques developed on a scale that enables them to be applied in the context of the relevant sector of industry in an economically and technically viable way, taking costs and benefits into account.</li> <li>• "Best" is understood to mean the most efficient techniques which assure a high general level of protection of the environment as a whole.</li> </ul>
<b>Biodiversity (= biological diversity)</b>	The range of living organisms of all types in land, marine and other aquatic ecosystems, including the complex ecological systems of which each forms part. Biodiversity may be measured within a species, between species and in ecosystems.
<b>Bio-fuel</b>	Liquid or gas fuel for transport produced from biomass (e.g. bio-diesel, bio-ethanol, bio-gas, bio-methanol, bio-dimethylether, bio-oil & bio-ETBE).

<b>Biomass</b>	All organic matter originating from an immediate biological process. A distinction can be drawn between plant biomass (organic matter produced as a result of photosynthesis) and animal biomass (produced by living beings which feed on plant matter).
<b>BREF Documents</b>	Technical reference documents under Council Directive 96/61/EC of 24 <sup>th</sup> September 1996 concerning integrated pollution prevention and control (IPPC Directive), describing the best available techniques.
<b>Catalogue of Environmental Data Sources</b>	A computerised system developed by the European Environment Agency to identify and locate environmental information in a unified, standardised reference framework.
<b>Carbon sink</b>	Any process, activity or mechanism which absorbs greenhouse gas, aerosol gas or a greenhouse gas precursor from the atmosphere.
<b>Cattle farming waste</b>	All substances and objects arising from cattle farming which are or must be disposed of.
<b>Co-generation (or Co-Combined Heat &amp; Power)</b>	Simultaneous production of two or more types of immediately usable energy. The term is commonly used to describe the combined production of electricity and heat.
<b>Confined use of GMO's</b>	Any operation by which micro-organisms are genetically modified or genetically modified micro-organisms are cultured, stored, used, transported, destroyed or eliminated which involves the use of physical barriers or a combination of physical and chemical or biological barriers to restrict contact with the population as a whole and with the environment.
<b>Conservation</b>	The range of measures required to maintain or re-establish the natural habitat and population of flora and fauna under favourable conditions.
<b>Contaminated soil</b>	Soil whose chemical characteristics have been changed in a manner which renders it incompatible with its intended function on the grounds that unacceptable risks are entailed for public health or for the environment, and which has been declared to hold contaminated soil status by the environmental authorities of the Basque Country.
<b>Distribution (of electricity)</b>	The transmission of electricity through the medium and low tension distribution networks in order to supply customers.
<b>Drainage basin</b>	An area of land all of the surface runoff from which flows through streams, rivers or lakes and then into the sea via a single river mouth, estuary or delta.
<b>Dump site</b>	A disposal facility where waste is deposited on or below the ground.
<b>Eco-design</b>	Design which seeks to take into account the complete life cycle of a product, so as to reduce its environmental impact throughout its existence (from raw material to manufacture, distribution, use and eventually treatment as waste).
<b>Eco-efficiency</b>	Optimal use of natural resources and energy over the whole lifetime of a product, and minimisation of non re-usable waste at the end of that lifetime.
<b>Eco-label</b>	A distinction or mark identifying a product, process or service that meets certain environmental requirements and holds or could hold environmental certification.
<b>Ecological corridor</b>	Connecting corridors along which the main components of natural systems can move.
<b>Ecological status (of water)</b>	An indication of the quality of the structure and operation of aquatic ecosystems associated with surface water, graded in accordance with the indicators in Appendix V to Directive 2000/60.



<b>Ecology barometer</b>	A survey reflecting the attitudes, undertakings and actions of various social and economic players in regard to the environment.
<b>Eco-tax (= environment tax)</b>	A form of tax designed to create incentives (or disincentives) which enable the impact of certain economic activities on the environment to be mitigated.
<b>EIONET</b>	The European Information and Observation Network of the European Environment Agency.
<b>EMAS</b>	The Community environmental management and audit system, which organisations may join on a voluntary basis, to assess and improve their environmental performance and the way in which they distribute the relevant information to the public and other interested parties.
<b>Emission limit value</b>	The concentration or level of emissions, expressed as a specific parameter, which must not be exceeded within a set number of pre-determined periods.
<b>Endangered species</b>	A species, sub-species or population of flora or fauna which is unlikely to survive if the factors which have resulted in its current situation continue to prevail.
<b>Energy efficiency</b>	Rational use of energy, incorporating the concepts of energy saving, energy innovation (in processes, systems and consumer equipment) and other areas concerned with the better or fuller use of energy, such as co-generation.
<b>Energy intensity</b>	The ratio of energy consumption to GDP in a country or region. The term may also refer to specific sectors or sub-sectors of activity. It measures the rational use of energy in production activities.
<b>Energy yield</b>	The ratio of useful energy obtained in a process to the total energy input for that process. The term "efficiency" is often used as a synonym of "yield".
<b>Environment Declaration (DMA)</b>	The DMA is an administrative instrument of the Basque Government which brings together the procedures for meeting environmental obligations for all types of organisation (businesses, the public, associations, etc.) in a single declaration.
<b>Environmental audit</b>	A systematic examination or assessment of a production process and the related equipment to determine how suitable it is in terms of compliance with environmental objectives such as use of resources and energy and waste production.
<b>Environmental certification</b>	A voluntary system by which an independent body provides a written assurance that a product, process or service meets certain pre-set environmental requirements.
<b>Environmental impact assessment</b>	The set of studies and technical systems which enable the potential effects of plans and projects on the environment to be estimated and corrected for.
<b>Environmentally sensitive area</b>	An area which is especially likely to suffer increased environmental damage as a result of particular characteristics in terms of the fragility of its environmental contents.
<b>Eutrophication</b>	An increase of nutrients in water, especially of nitrogen and/or phosphorous compounds, resulting in rapid growth of algae and higher plant species and unwanted upsets in the balance of organisms present in the water and therefore in the quality of the water in question.
<b>Final energy consumption</b>	Energy placed at the disposal of end consumers after transformation, transmission and distribution by the power industry.
<b>Forestry</b>	Management and use of woodlands.
<b>Genetic resources</b>	All biological material containing genetic information of real or potential value or use in regard to biodiversity in general or to agricultural and cattle production.

<b>Genetically modified organism (GMO)</b>	An organism whose genetic material has been modified in a manner which does not occur in natural mating and/or recombination.
<b>GRI</b>	Global Reporting Initiative. A system of company sustainability reports.
<b>Ground water</b>	All water found below ground level in the zone of saturation and in direct contact with the soil or subsoil.
<b>Gross internal energy consumption</b>	The demand for energy produced and/ or imported prior to transformation, transmission and distribution by the power industry.
<b>Hazardous substance</b>	A substance or group of substances which is toxic, persistent and could cause bio-accumulation. Also used to refer to other substances which entail similar risks.
<b>Hazardous waste</b>	Waste classed as hazardous by the EWC (European Waste Catalogue).
<b>Immission limit value</b>	The maximum tolerable amount of each pollutant in the atmosphere, set on the basis of scientific knowledge to prevent or reduce harmful effects on human health and the environment as a whole, which must be complied with within a set time and thenceforth not exceeded.
<b>Integrated product policy</b>	An policy which seeks to reduce the effect on the environment of products during their lifetimes, ranging from raw material mining to production, distribution, use and eventual waste management. The idea is that it is essential to integrate environmental factors into each stage of a product life cycle, and that this should be reflected in the decisions of the sectors involved.
<b>IPPC</b>	Council Directive 96/61/EC of 24 <sup>th</sup> September 1996 on integrated pollution prevention and control.
<b>Life-cycle Analysis (LCA)</b>	A method for assessing the environmental aspects and possible impacts associated with a product, with an inventory of inputs & outputs of the system defined being drawn up, the possible environmental impacts associated with those inputs and outputs being assessed and the results being interpreted.
<b>Load capacity</b>	The maximum level of use which can be made of a system without significantly altering its functioning.
<b>Mobility</b>	A measure of number of journeys.
<b>Municipal waste</b>	Waste produced at private residences, shops, offices and services, and all other waste not classified as hazardous which by nature or composition may be dealt with together with waste from the aforesaid places or activities.
<b>Natura 2000 network</b>	The European environmental network of special conservation areas.
<b>Phytosanitary products</b>	Chemicals used for various purposes in agricultural production and required to obtain crops which are economically acceptable, but which entail potential health risks, so that a system of authorisation and monitoring has been set up to govern their use.
<b>Pollution</b>	Direct or indirect emission through human intervention of substances, vibrations, odours or noise into the atmosphere, water or soil with potentially harmful effects on human health or the quality of the environment, or with the potential to damage material objects or curtail enjoyment or other legitimate uses of the environment.
<b>Prevention (in waste production)</b>	The set of measures taken to prevent or reduce the production of waste or of the amount of hazardous or pollutant substances in waste.
<b>Protected natural area</b>	An area marked by the public authorities as devoted to the conservation of nature: this may involve preserving a unique area, a privileged section of nature or certain ecological processes.

<b>Recycling</b>	The processing of waste within a production process for re-use for its initial purpose or for others, including composting and bio-methane production, but not including incineration with energy recovery.
<b>Renewable energy sources</b>	Energy sources found in nature which are continuously renewing themselves, and are therefore inexhaustible. Chief among them are biomass, geothermal, hydraulic, solar, wind and sea power (both tidal and wave power), landfill gas, bio-gas and gas from waste water treatment plants.
<b>Re-use</b>	The use of a product which has already been used, for the purpose for which it was originally used.
<b>Sanitary waste</b>	All substances and objects arising from health care activities which are or must be disposed of.
<b>Selective collection</b>	A system of separate collection of fermentable organic materials and recyclable materials, and any other system of separate collection which enables valorisable materials contained in waste to be separated out.
<b>Soil</b>	The solid part of the earth's crust from the bedrock to the surface, including both liquid and gaseous phases and all organisms inhabiting the said part, which has natural functions and can be used for other purposes.
<b>Surface water</b>	All inland water other than ground water, transitional waters and coastal waters.
<b>Surface water mass</b>	A distinct, significant area of surface water such as a lake, a reservoir, a stream, river or canal, transitional waters or a stretch of coastal waters.
<b>TMR (Total Material Requirement)</b>	An indicator of the total accumulated volume (in tonnes per capita per annum) of raw materials extracted from nature via economic activities.
<b>Urban waste water</b>	Domestic waste water alone or mixed with industrial waste water or rainwater runoff.
<b>Valorisation</b>	Any procedure which enables resources contained in waste to be used without endangering human health and without using methods which could harm the environment.
<b>Waste</b>	All substances and objects which are or must be disposed of. May also refer to any substance included on the EWC (European Waste Catalogue).
<b>Waste collection</b>	Any operation consisting of the collection, sorting, grouping or preparation of waste for transportation.
<b>Waste disposal</b>	Any procedure intended to store or hold waste in controlled dumps or destroy it wholly or in part which is carried out without endangering human health and without using methods which could harm the environment.
<b>Waste management</b>	The collection, storage, transportation and elimination of waste, the monitoring of same and the monitoring of dump sites or landfills after their closure.



# Appendix IV. European Proposal on Environment and Sustainable Development Indicators

## Economic Background

- 1) GDP per capita (in PPS) and real GDP growth rate
- 2) Labour productivity per employee and per hour worked
- 3) Unemployment rate
- 4) Inflation ratio
- 5) Growth of real unit labour cost
- 6) Public balance

## I. Employment

- 7) Employment rate (total and by gender)
- 8) Employment rate of older workers
- 9) Gender pay gap
- 10) Tax rate on low wage earners
- 11) Life-long learning (participation of adults in education and training)
- 12) Accidents at work (by type of work)

## II. Innovation

- 13) Public expenditure on education
- 14) R&D expenditure/ investment
- 15) Level of Internet access
- 16) Science and Technology Doctorates
- 17) Patents
- 18) Venture Capital

## III. Economic Reform

- 19) Relative price levels and price dispersion
- 20) Price of telecommunications
- 21) Market structure in the telecommunications industry
- 22) Public procurement
- 23) Sectoral & ad hoc state aid
- 24) Capital raised on stock markets



#### **IV. Social Cohesion**

- 25) Distribution of wealth (income quintile ratio)
- 26) Poverty rate before and after social transfers
- 27) Persistence of poverty
- 28) Regional cohesion
- 29) Early school-leavers
- 30) Long-term unemployment

#### **V. Environmental Aspects of Sustainable Development**

- 31) Greenhouse gas emissions
- 32) Energy intensity of the economy
- 33) Index of freight & passenger transport volume relative to GDP
- 34) Modal split of transport
- 35) Urban air quality
- 36) Municipal waste

# Appendix V. Main Environmental Indicators of the Basque Country

MAIN ENVIRONMENTAL INDICATORS OF THE BASQUE COUNTRY	
Consumption of Natural Resources	1. TMR (Total Material Requirement) 2. Energy consumption 3. Water consumption 4. Intensity of artificialisation of land
Greenhouse Gas Emissions & Climate Change	5. Greenhouse gas emissions
Air Quality	6. Emissions of atmospheric pollutants 7. Air quality index
Waste Production	8. Waste production 9. Waste management
Biodiversity & Landscape	10. Biodiversity index 11. Surface area recovered in terms of biodiversity
Water Quality	12. Discharges into inland and coastal waters 13. Water quality index
Soil Quality	14. Contaminated soil areas investigated & recovered
Urban Environment	15. Local mobility per passenger transport mode 16. Population exposed to noise above WHO recommended levels 17. Urban air quality 18. Local Agenda 21 schemes at Basque municipalities
Environmental Risks	19. Incidents with environmental repercussions
Health & the Environment	20. Effects on health related to exposure to environmental factors
Business & the Environment	21. Environmental management systems at companies
Authorities & the Environment	22. Public sector spending on environmental protection
Eco-efficiency indicators (de-linking)	23. Sectoral eco-efficiency (industry, energy, primary sector, transport & residential sector)



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