

■ **2nd Environmental Framework
Programme of the Basque Country**

■ *Designing the future*



2007
2010



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Programme of the Basque Country**

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Juan José Ibarretxe

Basque Premier

This new Environmental Framework Programme, approved by the Cabinet of the Basque Government at the Urdaibai Biosphere Reserve on June 5, 2007, sets out the environment policy of the Autonomous Community of the Basque Country for the next four years.

This is the second framework programme to emerge from the *Basque Environmental Strategy for Sustainable Development 2002-2020*. It lists the 44 environmental undertakings to which the Basque authorities are committed for the coming four years.

If there is one aspect of these undertakings that stands out above all others it is the fact that they do not stop short at the stage of mere good intentions. At the end of the period it will be possible to measure the achievements and degree of success achieved.

The undertakings acquired by Basque society as a whole will centre on four core priorities: acting to combat climate change and prepare for its consequences; reinforcing and increasing protection of biodiversity; improving the quality of the environment in urban areas and thus preserving the quality of life of our people (80% of the people in the Basque Country live in urban areas); and making progress towards environmentally sustainable production and consumption.

At the same time, we must not forget that over 300 representatives of the leading Basque social and business agents and public institutions have been involved directly in the preparation of this new Environmental Framework Programme, which is aligned with the strategies promoted by the UN and the EU.

Euskadi must take a position of leadership in a Europe that no longer depends on fossil fuels. It must stand in the front line of the new industrial revolution that is upon us. Making environmental sustainability an essential component of progress towards an economy and a society based on innovation and knowledge is the right course to take. Now we must get down to work to achieve what we have proposed over this four-year time-frame. We cannot close our eyes to the reality of our times. It is up to us now.



Esther Larrañaga

Basque Govt. Minister for Land Use
and the Environment

The *Environmental Framework Programme for 2007-2010* is a new route map that contains 44 measurable undertakings for progress in efforts to combat climate change, preserve biodiversity, improve air quality and encourage sustainable production and consumption over the next four years.

To achieve the undertakings set out in the Environmental Framework Programme certain key conditions must be met: the environment must be factored into other policies, there must be improvements in current legislation and its application, the market must be used to help the environment, the public must be empowered and encouraged to share responsibility, more impetus must be given to research, development and innovation in environmental matters, and environmental co-operation policies must be set in place at international level.

Meeting the undertakings set down in the document that you have before you means ensuring that by 2020 we can hand on to the next generation a Basque Country where the main environmental problems are on the way to being solved.

Our intention is to make this one of the leading regions of Europe in the struggle against not just global but also local problems, capable of applying innovative, state-of-the-art solutions. That is why the Environmental Framework Programme calls on the Basque authorities to commit to three things: to assume their share of the environmental responsibility of Basque society at international level (*international equality*); to assume also their share of responsibility in regard to future generations (*inter-generational equality*); and to see environmental policy as a process based on transparency, participation, consistency and integration of all public-sector policies, plans and programmes as a whole.



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“Two things are unlimited: the number of generations we should feel responsible for and our inventiveness. The first provides us with a challenge: to feed and provide for not only the present, but all future generations, from the Earth’s finite flow of natural resources. The second, our inventiveness, may create ideas and policies that will contribute to meeting that challenge”.

(Jan Timbergen, winner of the Nobel Prize for Economics)

“As we understood the causes of environmental degradation, we saw the need for good governance. Indeed, the state of any country’s environment is a reflection of the kind of governance in place”.

(Wangari Maathai, Nobel Peace Prize winner in 2004 for her contribution to sustainable development, democracy and peace)

Introduction



The strategy of sustainable development was formally introduced at the *European Summit in Gothenburg in 2001*. With this, the European Union added an environmental dimension to the social and economic strategies of the Lisbon Summit. As part of the European Union, the Basque Country drew up its own Basque Environmental Strategy for Sustainable Development (2002-2020) and its own Environmental Framework Programme, both of which were formally approved in June 2002, four years after the *General Environmental Protection Act of the Basque Country (Act 3/98)* had established sustainable development as an objective for all environmental policies implemented in the Basque Country. This Act stipulates that air, water, land, landscape, flora and fauna must be used sustainably (Article 1), and undertakes to ensure sustainable development capable of meeting the needs of the present without jeopardising the ability of future generations to meet their own needs (Article 2). In January 2001 the Basque premier and the members of his cabinet signed the *Commitment to Sustainability in the Basque Country*, a document that established the basis and the governing principles for progress towards sustainability: a code of ethics, public participation and cohesion, the principle of precaution, an all-round approach, eco-efficiency and strategic planning. In June 2002, the *Basque government approved the Basque Environmental Strategy for Sustainable Development (BESSD 2002-2020)*, which established a number of goals, objectives and undertakings in the short, medium and long term, in line with European environmental policies. The short-term undertakings and objectives were set out in the Environmental Framework Programme (EFP) 2002-2006.

Subsequently, the Johannesburg Summit in 2002 declared the eradication of poverty, the changing of unsustainable patterns of production and consumption and the protection and ordering of natural resources to be fundamental objectives for sustainable development. The Summit indicated that the world's environment was continuing to deteriorate, with the consequent loss of biodiversity, desertification, pollution of air, water and seas and adverse climate changes.

How the Framework Programme was drawn up

At the end of the initial term of the EFP in 2006 the Basque Government Department of Land Use and the Environment, aware of the importance of these environmental challenges, began work to promote and coordinate the preparation of a new EFP for 2007-2010. This new programme is presented here, in compliance with Act 3/98 on environmental protection. It has been drawn up in the following phases:



Figure 1.- Process for drawing up the Environmental Framework Programme for 2007-2010.

Phase I presents a complete overall *Analysis and Diagnosis* of the environment. The first step was to draw up a balance sheet covering the previous EFP for 2002-2006. The second step was to analyse the most significant international trends in environmental matters, the recently reviewed European sustainable development strategy and the sustainability strategies of the United Kingdom, Sweden and Flanders, which were considered as suitable benchmarks in view of their best practices. The conclusions of the Social Eco-barometer Survey were also taken into account, so as to include public perception in this general reflection and in the resulting proposals for action. Thirdly, the diagnosis of the environment in the Basque Country was reviewed to identify the principal environmental problems. Fourthly, levers for change and strong points for progress towards sustainable development were listed. Finally, a scenario of continuity was compared with a sustainability-based scenario for the Basque country with a time frame of 2020. To identify these scenarios forecasts were drawn up for numerous economic, demographic, social and environmental variables.

Phase II of EFP 2007-2010 *entailed the updating of the long-term strategic framework* to formulate a new vision of environment – ensuring that the country can be handed over to the next generation in 2020 with its main environmental problems on the way to being solved – and establish priorities based on that vision. The drawing up of the new programme includes the establishment of 11 strategic objectives to translate that vision in terms of various environmental areas such as air quality, water quality, biodiversity, territory, transport, climate change, etc...

These 11 strategic objectives provide a framework for the identification of *44 specific undertakings for 2010* to improve the environment in the Basque country in the short-term, which are listed in **Phase III**. The government commits to these undertakings to achieve environmental progress in the coming four years. They refer exclusively to quantifiable improvements in the quality of the environment, and have monitoring indicators associated with them. Each year, the government will report to society on progress towards achieving these undertakings, which will also be linked to a number of guidelines for action in regard to the path that must be travelled in order to achieve them.

The undertakings in EFP 2007-2010 refer exclusively to measurable improvements in the quality of the environment in the Basque Country. This is undoubtedly a more rigorous, more demanding method, but what the public is really interested in seeing is actual improvements in the environment of our country. The framework is completed with a set of necessary conditions for progress towards many different objectives at the same time: improvements in current legislation and its implementation, empowerment and sharing of responsibility with the public, etc.. The EFP ends by defining a new management model centred on substantially reinforcing the mechanisms for coordination between departments and between institutions.

Structuring and establishing the workings of a *participation process* – **Phase IV** – has been an essential part of the process to draw up EFP 2007-2010. This ambitious, transparent process centres on the following mechanisms: the Social and Business Forum, the Consultative Council, “*breakfasts for sustainability*”, a website and an e-mail newsletter. All the working documents have been available from the outset on the website of the Department of the Environment. More than 250 people from a range of business organisations, trade unions, environmental groups, universities and research centres have also taken part in the numerous workshops at the four forums held. Major efforts have gone into co-ordinating and establishing a consensus in undertakings between the various government departments, provincial councils and municipalities grouped in Udalsarea 21, the Basque Network of Municipalities for Sustainability.

As a result of this joint reflection process, EFP 2007-2010 is structured according to the new vision of the environment, the 11 strategic objectives, the environmental policy undertakings of the Basque government and five across-the-board necessary conditions. Although it is being promoted by the Basque government its ethos is clearly inter-institutional, as provincial councils and municipal councils are essential players in the actions for progress towards the environmental sustainability objectives taken on board by the programme. It is also important for Basque society as a whole, with its social and economic players, to feel involved in and jointly responsible for working to achieve these objectives and undertakings.

The move *towards environmental sustainability* is a long-term, systemic process that goes far beyond the planning documents approved by the government. It is a process of continuous improvement that requires the active, creative cooperation of institutions, businesses and organised civil society, research centres and universities, the network of technology centres, the official education system and the media. EFP 2007-2010 is strongly linked to the idea and the principles of governability and good governance, and is one more step forward in this great, collective task.

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“We must all do more. The message of the Living Planet Report 2006 is that we are living beyond our means, and that the choices each of us makes today will shape the possibilities for the generations which follow us”.

(James Leape, Director General, WWF International)

1 Analysis & diagnosis



CHAPTER 1: ANALYSIS & DIAGNOSIS

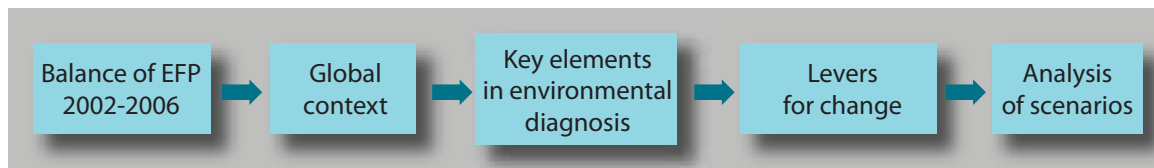


Figure 2.- Framework of EFP 2007-2010. Analysis & diagnosis.

Before the strategic framework can be updated and the undertakings of *Environmental Framework Programme 2007-2010* set, a full analysis and diagnosis of the environment must be drawn up to provide the foundations on which the new EFP can be built. That analysis comprises the following stages:

- 1^a Draw up a balance sheet for EFP 2002-2006 to reveal the progress made over the past four years in environmental policy and the challenges outstanding for the new EFP.
- 2^a Place the EFP in a worldwide context, analysing the main international trends in environmental matters and the responses of the European Union.
- 3^a Determine the key elements for an environmental diagnosis of the Basque Autonomous Community (BAC) which, along with data on the trends in the main indicators, can tell us what our priorities should be in the coming years.
- 4^a Determine the strong points of the Basque Country in terms of facing the challenges posed by the priorities set in the new EFP (levers for change).
- 5^a Finally, it is considered essential to draw up a forecast for 2020 and to analyse social and economic trends, establishing how they may influence the environment.

1.1 Balance sheet for Environmental Framework Programme 2002-2006

EFP 2002-2006 has achieved significant progress in specific areas, but that progress has proved insufficient in regard to a number of significant problems, and there is cause for concern in the trends observed in some environmental variables such as the increase in the amount of waste generated, the continuing increase in the consumption of natural resources, the risks to human health posed by pollution, deterioration and occupation of land, disproportionate increases in mobility and transport, global warming and loss of biodiversity.

On the credit side of the balance sheet, we must highlight the following:

- The implementation of BESSD 2002-2020 and EFP 2002-2006 have provided us with an *integrated system for managing environmental policies*, in tune with the most advanced experiences in the European Union. The system contains and coherently integrates the full cycle of diagnosis, planning, development, monitoring and assessment, and supplements this with systematic knowledge of the opinion of the public in general and of the main players in the economy.
- EFP 2002-2006 has provided the basis for progress towards factoring *environmental considerations into all policies*, plans and programmes set in motion by the Basque government, thus setting an example for other institutions. Environmental repercussions have come to be considered across the board in all sectoral and territorial

policies thanks to numerous policy initiatives adopted jointly by the Basque Government Department of Land Use and the Environment and other government departments, including Education, Industry, Agriculture, Housing and Health, though in some areas such as transport, consumer affairs and urban planning, progress is not yet sufficient.

- The environmental policies that have arisen from EFP 2002-2006 have served in significant aspects to *improve the situation and halt deterioration of the environment*, e.g. in water quality, air quality, remediation of contaminated land, management of municipal solid waste (MSW) and hazardous industrial waste, expansion of the network of protected natural areas, etc. However, there are still significant weak points in areas such as greenhouse gas emissions, air pollution associated with transport in towns and cities, artificialisation and fragmentation of land, threats to biodiversity and MSW production.
- EFP 2002-2006 has enabled *progress to be made towards educating and informing the public, and towards getting social and economic players involved*. Dozens of representatives of social and business organisations took part in the drawing up of the document, along with a large panel of experts. The implementation of EFP 2002-2006 has also resulted in the deployment of Local Agenda 21 schemes in Basque principalities. These schemes are a civic school for participation and as such are highly valuable in terms of improving the quality of governance.

In short, EFP 2002-2006 has on the one hand shown itself to be highly effective as a way of making progress in the undertakings set, and has attained an 81% fulfilment level. However, the programme has been unable to redirect some aspects of the current social and economic model which are closely linked to our consumer habits. For instance, from 1990 to 2005 domestic spending increased by 47%. This figure is closely linked to the increases in pressure on the environment from the residential sector (energy consumption up by 58%, MSW up by 28%). New formulas must therefore be sought which can de-link economic growth from environmental impact in absolute terms. To that end, some of the main challenges still to be faced include a closer focus on market instruments and innovation to encourage a shift in consumer habits towards a more environmentally friendly model.

1.2 Placing the Environmental Framework Programme in a world-wide context: international trends in environmental matters & EU responses

1.2.1 International Environmental Trends

In the preparation of EFP 2007-2010 the strategies drawn up by the UN (UNEP, UNFCCC, UNCED) have been taken into account, as have the strategies of the European Union and the experiences of the most advanced countries and regions in an international context (UK, Sweden, Flanders).

Basque environmental policy must, first and foremost, respond to the needs detected in the environmental diagnosis, but it must also remain consistent and aligned with the policies of the EU and the UN. The latter, in turn, must respond to the major challenges emerging from the situation of the environment on a worldwide level, which can be summed up as follows:

a) Energy & Climate Change

The *Stern review* on the economics of climate change¹ and the last IPCC report point out that there is a very serious world-wide risk that requires an urgent, global response. As highlighted by the UNHCR, 60% of migratory movements today are caused by climate change and the natural disasters associated with it. On an international level, the period for the implementation of the Kyoto agreements – 2008-2012 – has begun with uncertainty in regard to what agreements will exist after 2012, to what role will be played by the new economic giants China and India, which account for an increasingly significant percentage of GHG emissions, and to the increasing price of fossil fuels. As Stern states, there is ever greater, better founded evidence of an increased risk of serious, irreversible impact on the climate associated with current gas emission patterns. Even if current emission levels are not exceeded, the consequences in the coming decades will be catastrophic.

In that context, it is clear that improvements in energy efficiency, a reduction of our dependence on fossil fuels by shifting towards renewable energy sources, energy saving plans in all sectors of the economy and, in short, the re-routing of development towards a low-carbon economy are topics which need to be placed at the top of the agenda of leading politicians all over the world. The Stern report suggests that reducing the adverse effects of climate change is both highly desirable and feasible, and that the cost of early action to mitigate climate change – set at around 1% per annum of GDP by the year 2050 – would be far lower than the costs of dealing with the adverse effects of that change, estimated at entailing a reduction of between 5 and 20% in per capita consumption in a scenario of holding the *status quo*. All this was also evidenced at the latest Conference of the Parties to the Framework Convention on Climate Change (COP12) in Nairobi, Kenya, in November 2006.

b) Loss of Biodiversity

According to recent studies by the *United Nations Environment Programme (UNEP)* 60% of the world's ecosystems are degraded or are being used unsustainably. The same studies indicate that if the temperature rises by 2-6° above the current figure, as is currently expected, between 18% and 35% of all species could vanish by the year 2050. More than one third of the world's coral reefs and mangrove swamps have been destroyed or degraded in the last few decades of the 20th century. Human activity has increased the rate of extinction of species to 1000 times higher than its natural level. 30% of all species of mammals, birds and amphibians are under significant threat of extinction. The global assessment drawn up by the UNEP reveals that the degradation of ecosystems is particularly harmful to the poorest members of the earth's population, and in many cases is actually the principal cause of poverty. The assessment also points out that eliminating subsidies that encourage excessive use of natural resources and ecosystem services would on the whole be beneficial for society. The resolutions passed at the *Johannesburg Summit in 2002* express a need to implement programmes to combat soil degradation, erosion and the loss of biodiversity.

c) Consumption of Natural Resources & Production of Waste

The world is consuming natural resources more than 20% faster than the recovery rate of its ecosystems, and the gap is growing ever wider. Without additional measures to conserve resources, it will reach 60% by 2025. (*Living Planet Report 2006, World Wide Fund for Nature, WWF*).

In the EU-15 some slight delinking of waste production from GDP is expected. Even so, the amount of waste produced in the EU will increase. Forecasts indicate that waste fractions originating from construction and biomass will increase most, to 3.8 and 1.6 billion tons respectively by the year 2020. The importance of actions to minimise, *reuse and manage waste and to transfer environmental technologies* related to waste management to national and local levels cannot be overstressed.

¹ Stern Review: The Economics of Climate Change (2006).

d) Air Quality & Health

Tropospheric ozone and particles are the pollutants that cause most concern in regard to health, since they can result in problems ranging from slight effects on the respiratory system to early death. According to the EU's thematic *strategy* on atmospheric pollution (EU 2006), pollution from particles causes 350,000 early deaths per year in Europe, 16,000 of them in Spain. The presence of PM_{2.5} particles in the atmosphere causes a reduction in statistical life expectancy of nine months per person. The effects of ozone are expected to result in around 21,000 cases of early death in the year 2020. The European Union has estimated² that the financial costs per annum arising from damage to health caused by environmental pollution will add up to between 189 and 609 billion € by 2020.

e) Water Quality

The *Intergovernmental Panel on Climate Change* has warned that climate change could reduce water availability in many areas of the world that already suffer from shortages. Major changes can be expected in the courses of rivers and the replenishment of groundwater. In Europe climate change and increased groundwater extraction are expected to exert additional pressure on the water resources of southern and eastern countries. In the last few years the EU has increased its efforts to tackle the environmental aspects of water management. Directive 91/271/EEC on the treatment of urban waste water imposed specific treatment objectives which have resulted in a substantial improvement in water quality in the EU. The “*Water for Life*” initiative announced at the Johannesburg Summit includes a commitment by the European Union to developing countries on water. The *Framework Directive on Water* (2000) set as objectives that all European water systems should attain good ecological status for all water by 2015 and that progress should have been made towards sustainable use of water. Efforts to implement appropriate legislation, technological changes and new models of consumption to permit more efficient use of water will all be highly important in the management of water resources in the coming years.

f) Sustainable production & consumption

Inequalities in income levels between northern and southern countries are reflected in their levels of consumption of materials. It is estimated that the wealthiest 20% of the world's population account for 58% of all the energy consumed, 45% of the fish and meat and 84% of the paper. They also own 87% of the world's cars and 74% of all telephones. By contrast, the poorest 20% account for no more than 5% of the global consumption of each of these goods and services. A look at worldwide consumption of water and energy reveals that both have doubled in recent years (water consumption between 1960 and 2000 and energy consumption between 1970 and 2005). In the most economically developed countries the pressure on the environment resulting from consumption has traditionally been lower than the pressure from production. However, a considerable increase can be expected in pressure and impact from consumption in the next few years, with pressure concerned with foodstuffs, housing, personal travel and tourism giving particular cause for concern. The plan for the application of the decisions made at the *Sustainable Development Summit in Johannesburg* in 2002 sought to encourage and promote the preparation of 10-year programmes to accelerate the shift towards sustainable forms of consumption and production.

² Proposed directive on ambient air quality & a cleaner atmosphere in Europe. COM (2005) 447 final.

1.2.2 The Response of the EU

In the face of these international environmental trends, the European Union recently completed a review of its sustainable development strategy, which complements the 6th *Environment Action Programme of the European Community*. The EU has focused the environmental objectives of its strategy on a limited, but particularly significant, number of unsustainable trends, thus encouraging the concentration of effort. The trends in question are climate change, management of natural resources, transport and territory and international aspects of sustainable development.

One of the main political conclusions of this sustainable development strategy has been the confirmation of its position as complementary to the *Lisbon strategy*³. Within the strategy of the 6th Programme, the struggle against climate change has an important place. On February 16, 2005 the Kyoto Protocol for the reduction of greenhouse gas emissions came into force in 141 countries, 13 years after the Earth Summit in Rio de Janeiro in 1992 called for a global strategy to tackle the world's environmental challenges. The European Union has positioned itself firmly at the forefront of this global challenge. In March 2000, the European Climate Change Programme was approved, with the objective of meeting the commitment taken on under the Kyoto Protocol. In January 2005 a directive came into force governing the trade in greenhouse gas emission permits. This directive is a landmark in world climate change policy.

The European Union has made the *conservation of biodiversity* another priority line in its environmental policy, and has set itself the objective of halting the loss of biodiversity by 2010. The policies designed to achieve that objective include a reform of the Common Agricultural Policy, a reform of the Fisheries Policy and the establishment and management of the Natura 2000 network. The link between the environment and health – especially between air quality and health – also receives preferential attention from Community institutions, since it is increasingly evident that European society is paying a high price in terms of health for the effect of pollutants such as tropospheric ozone and, above all, particles in suspension. The driving force whose pressure and impact on the environment is increasing most is considered to be transport. By contrast with other sectors, GHG emissions from transport in the EU increased by 23% from 1990 to 2003. Externalities from this sector have been estimated at €650.275 billion per annum, 7.3% of the GDP of the EU⁴. It is estimated that 40% of the population of Europe are exposed to noise levels from traffic in excess of 65 dB(A).

Within this international context, the Member States of the European Union have defined and developed their respective strategies on sustainable development in recent years. Countries such as the UK, Sweden and Flanders have set guidelines that are ambitious in their methods and objectives. The Basque Country's EFP 2007-2010 has analysed those experiences with a view to positioning environmental policy in the Basque Country on a par with the most advanced countries in the EU.

³ The European Council meeting in Lisbon in March 2000 drew up the objective of making the EU into the world's most dynamic, most competitive knowledge-based economy by 2010.

⁴ Limit set by the EU.

1.3 Key elements for environmental diagnosis in the Basque Country

The environmental diagnosis of the Basque Country drawn up at the end of EFP 2002-2006 highlights the following points, which are listed here in line with the five environmental goals of the Basque Environmental Strategy for Sustainable Development:

In terms of **Goal 1**, “*to ensure clean, health air, water and soil*”, improvements have been made in numerous aspects of atmospheric pollution. Emissions of tropospheric ozone precursors into the atmosphere decreased by 6.4% from 1990 to 2005, and acidifying substances decreased by 11% over the same period. In 2004 and 2005 the legal limits for immission were not exceeded for SO₂, NO_x or CO. However, negative aspects associated with air quality persist, especially in regard to particle concentrations. In 2005, 21 sampling stations in 18 municipalities exceeded the daily limit set for the protection of human health at least 35 times⁵. Particles – PM₁₀ & PM_{2.5} – and ozone are the atmospheric pollutants that give most cause for concern, due to their potential effects on human health.

Steady progress has been made in regard to the remediation of contaminated land. Between 1990 and 2005, 236 sites were investigated and 106 of them (with a total surface area of 229 ha) were remediated. The implementation of Act 1/2005 on the prevention and correction of land contamination is expected to trigger substantial progress in the coming years. General improvement can be seen between 2000 and 2005 in the quality of river waters. In 2000, just 17% of sampling stations were classed as “good quality”, but by 2005 the figure had risen to 43%. Some improvement has also been observed in estuarine and coastal waters: in 1998 17 out of 30 sampling stations were classed as not polluted or only slightly polluted, and by 2005 the figure had risen to 21. The *Water Act* of the Basque Country will enable the Basque Country to manage this most valuable of natural resources in an integrated fashion.

In terms of **Goal 2**, “*responsible management of natural resources and waste*”, relative delinking can be observed between economic growth and use of resources between 1990 and 2005, as the main factors exerting pressure on the environment grew at a lower rate than Basque GDP. Growth in GDP over that period was 62%, while energy consumption increased by 39%, consumption of materials by 22% and production of MSW by 27%.

The high rate of use of material resources in the Basque Country results from the markedly industrial nature of the Basque economy. Consumption of limestone aggregates in the Basque Country, for instance, averaged 8.01 tonnes per capita per annum from 2002 to 2006, and is expected to rise to 9.71 tonnes for the period 2004-2009.

The energy efficiency of the economy (the amount of energy needed to generate one economic unit) improved by 17% from 1990 to 2005. Similarly, efficiency in the use of materials increased by 29% from 1990 to 2004. The percentage of waste sent to landfill dropped by almost 30 points (from 85% to 56%) between 1994 and 2005, and the amount of domestic waste that was collected selectively doubled.

In terms of **Goal 3**, “*protection of nature and biodiversity*”, the network of protected natural areas has been increased to 13.7% of the surface area of the Basque Country. Proposals have recently been put forward to incorporate the parks of Aizkorri-Aratz and Armañon into the network. The Basque Country has submitted to the EU a list of 57 sites, accounting for 20% of its surface area, for incorporation into the Natura 2000 network. 2005 saw the publication of a document on the network of environmental corridors in the Basque Country. Following work to identify species and biotopes affected by the fragmentation of territory, a map has been drawn up for corridors to allow movement of fauna susceptible to fragmentation. Work has been completed on the *first draft of a catalogue* of unique and outstanding landscape areas in the Basque Country, revealing that a surface area of 321,868 ha

⁵ Limit set by the EU.

(45% of the total) is subject to negative visual impacts. The area contains a total of 20 species of flora and fauna threatened with extinction, though a study drawn up in 2004 according to UICN criteria estimates that 34 species of vertebrates may be at risk of disappearing⁶.

In terms of **Goal 4**, “*balance between territories and mobility*”, only limited progress has been made. The transport sector continues to exert a great deal of pressure and impact on the environment and on territory as a result of imbalances in the mobility of persons and goods. People travel mainly by private car (private vehicles account for 58% of the total passenger kilometres travelled). However, it must be pointed out that public transport accounts for 25% of the total distance travelled, and walking accounts for a noteworthy 15% (2003 data). In the provincial capitals of the Basque Country, journeys on public transport account for 24% of the total in Bilbao, 20% in Donostia-San Sebastián and 17% in Vitoria-Gasteiz. Walking accounts for 21% in Vitoria-Gasteiz, 17% in Bilbao and 16% in Donosti.

In freight the predominance of road traffic over rail traffic is undeniable: the ratio is 7.5 to one in tonne-kilometres. In terms of tonnage carried, road transport accounts for 70% of the total, sea transport for 25%, rail transport for 4% and air transport for less than 1%. The energy consumed by the transport sector increased by 88% from 1990 to 2004, and its GHG emissions by 101% from 1990 to 2005. The short-term external costs arising from the transport sector in the Basque Country have been estimated at €1.953 billion per annum, equivalent to 4% of GDP. Environment-related external costs (climate change, air pollution, noise and nature and landscape) account for 40% of the total, i.e. 790 million € per annum.

From 1994 to 2005 the artificialised surface area of the Basque Country increased from 5.2% to 6.5% of the total, which means that a further 9440 ha was artificialised. The main driving forces behind this were residential land developments (up by 4854 ha), economic activities (industrial estates and shopping centres, up by 2908 ha), and transport infrastructures (up by 671 ha).

In terms of **Goal 5**, “*limiting effects on climate change*”, GHG emissions increased by 24% from 1990 to 2005⁷. Specifically, direct emissions from energy production increased by 199% over that period, emissions from transport by 101%, from the service sector by 99% and from the residential sector by 49%. The biggest contributor to overall GHG emissions in the Basque Country in 2005 is the energy sector at 34%, followed by transport at 21%, industry at 20%, agriculture at 5%, domestic waste at 5%, the residential sector at 3% and services at 2%. The remaining 10% is accounted for by emissions from electricity imports.

From the point of view of adaptation, more detailed knowledge must be obtained concerning forecasts for temperature increases in the Basque Country (some studies indicate that by the end of the 21st century there could be increases of 3-5°C in summer and 1-2°C in winter on the coast, and 5-7°C in summer and 3-4°C in winter inland), rises in sea level (estimated at 40 cm by the end of the century), impact on biodiversity and natural disasters. In the short term, we must strive to position the Basque Country among the countries compliant with the Kyoto agreements. To that end, considerable efforts will be required in the coming years. This is the objective of the *Basque Office on Climate Change* in drawing up the Basque Plan to *Combat Climate Change 2008-2012*.

⁶ Classed by the IUCN (World Conservation Union) as “critically endangered”, “endangered” and “vulnerable”.

⁷ See Inventory of Greenhouse Gases in the Basque Country 2005.

1.4 Levers for change

The Basque Country has a significant critical mass of top-level human, economic, technological and institutional resources. These are the “levers for change” that will enable progress to be made on a sound basis in the challenges set in EFP 2007-2010.

1. Increasing awareness in society of the need to care for the environment

- According to the Eco-barometer survey for 2004, concern for nature and the environment⁸ is the fourth highest priority of the Basque people.
- This concern is reflected in organised civil society through a high level of awareness of the need to care for nature and the environment, with significant volunteer-based schemes to clean up rivers and coastlines that have mobilised thousands of people in recent years. There are also numerous nature conservancy and environmentalist groups who are firmly committed to taking the country to higher levels of sustainability.
- In Ingurugela there is a consolidated instrument for environmental education in place. A network of interpretation centres has also been working for some years to increase environmental awareness.
- High-level qualifications in environmental studies can be obtained at local universities.

2. Existence of considerable environmental capital in the fabric of industry and Basque local authorities, in terms of gradual assimilation of environmental variables and values among business and the administration

- Since 1990, the fabric of industry in the Basque Country has made great progress in environmental matters.
- Basque firms are clearly among the leaders in Spain in terms of the implementation of quality systems, environmental management systems, corporate social responsibility and processes associated with cleaner production.
- The Basque Country has experience in co-operativism that is unrivalled anywhere else in the world. Its biggest industrial group is a co-operative in which the message of corporate social responsibility has been taken on board with ambition and leadership.
- The willingness of industry to take action on environmental matters goes beyond compliance with legislation. 10 sectors of industry with major environmental repercussions (cement, chemicals, steel, pulp and paper, ferrous metal foundries, nonferrous metal foundries, hazardous waste management, glass/ceramics/lime, surface treatments and aeronautics) have already entered into voluntary environmental agreements.
- There has been considerable development in Local Agenda 21 schemes and in Udalsarea 21, the Basque Network of Municipalities for Sustainability. 98% of the population currently live in municipalities that have started up Local Agenda 21 schemes. 138 of the 251 municipalities in the Basque Country now form part of the network.
- The provincial councils have all started up sustainable development strategies.

⁸ The top three are the creation of wealth and jobs, the reduction of conflicts and the reduction of poverty.

3. An unmatched situation for making the best of new opportunities arising from knowledge, products and services linked to the environment

- The University of the Basque Country (UPV) has great potential for environmental innovation. The *eco-design learning centres* set up by the UPV and by the University of Mondragón are pioneers and benchmarks for the whole of Spain.
- There is a high-level Basque science and technology network which brings together 70 centres with a total of 2500 researchers. These include 11 technology centres grouped into two large corporations: *Tecnalia and IK4*.
- The Basque Country has redoubled its efforts in research, development and innovation (R&D&i) and has set itself the objective of earmarking 3% of GDP for these efforts by 2015.
- The Basque Country already has firms which are world leaders in the field of renewable energy sources.
- The ACLIMA environment cluster brings together a total of 87 firms and other organisations. The firms in the cluster have more than 3000 employees directly involved in environmental work.

4. A high level of fiscal autonomy, enabling the Basque Country to opt for green taxation

- The level of fiscal autonomy enjoyed by the Basque Country is unparalleled in Europe. This provides a sound basis for a shift in the coming years towards green taxation: a reduction of taxes associated with variables such as employment and investment, and an increase in taxes on factors that negatively affect the environment.

All this means that the social and economic conditions in place are favourable to progress towards a new concept of development in which care for the environment will be a fundamental pillar of a knowledge- and innovation-based society in the Basque Country.

1.5 Analysis of scenarios

In drawing up Environmental Framework Programme 2007-2010 the medium and long-term outlook in the Basque country for a series of key driving forces for environmental aspects, such as demographic, economic, social/cultural, technological, transport and energy factors has been analysed. The trends in a number of significant environmental aspects including GHG emissions, emissions of atmospheric pollutants, water consumption and pollution, energy and material consumption and efficiency, artificialisation of land and waste production have also been analysed⁹.

The general foreseeable scenario shown in Table 1 is for the Basque Country in the period 2010-2020. It is characterised by a stabilisation in and ageing of the population, moderate economic growth, increased weight of the service sector in the structure of the economy and a growing valorisation of environmental externalities. There is expected to be an increase in concern for caring for nature and the environment among individuals and society as a whole, and environmental protection is expected to consolidate its position as an important social value. There is set to be increased efficiency in the use of materials and greater eco-efficiency thanks to technological

⁹ See "Tendencias ambientales en la CAPV: Análisis de escenarios" ["Environmental Trends in the Basque Autonomous Community: Analysis of Scenarios"] on the Environmental Framework Programme 2007-2010 website. Scenarios are analysed using recent reports & data from Eurostat, Eustat, Ente Vasco de la Energía, the Basque Transport Observatory OTEUS and the Basque Government Department of Land Use and the Environment.

Demographic trends	<ul style="list-style-type: none"> • Stabilisation of population size. • Ageing of the population. • Increasing immigration. • Reduction in the number of members per family.
Economic trends	<ul style="list-style-type: none"> • Moderate economic growth. • Shift towards services in the structure of the economy. • Risk of relocation of heavy and manufacturing industry. • Risk of loss of international competitiveness. • Economic concentration and mergers. • Gradual slowdown of growth in the construction sector. • Increased consumption. • Moderate increase in per capita income. • Increasing valorisation of environmental externalities.
Social/cultural trends	<ul style="list-style-type: none"> • Heightened awareness of environmental matters, but not carried through in practice: choice of type of housing, forms of transport and forms of leisure. • Environmental protection is consolidating its position as an important social value. • Greater regulation of environmental matters via the EU.
Technological trends	<ul style="list-style-type: none"> • Steady, moderate increase in energy efficiency, material efficiency and eco-efficiency, due partly to increased technological developments.
Trends in transport	<ul style="list-style-type: none"> • Major increase in demand for transport. • Increased use of private cars. • Slight increase in demand for public transport. • High-speed train. • Major increase in use of tramways for journeys within cities. • More people travelling by air to and from the Basque Country. • Increase in freight carried by sea.
Energy trends	<ul style="list-style-type: none"> • Increase in energy consumption. • Medium to high prices for fossil fuels. • Increasing use of renewable energy sources • Increased energy efficiency. • Increasing use of bio-fuels • Changes in energy supply (generation/cogeneration).

Table 1.- Basque Country 2010-2020: Foreseeable Scenario.

developments. There will be increased use of private vehicles, a slight increase in the use of public transport and an increase in the number of journeys by air starting and ending in the Basque Country. There will be steady, moderate increases in energy efficiency driven by medium-to-high fossil fuel prices, accompanied by increasing use of renewable energy sources and the manufacture of vehicles with lower levels of CO₂ and particle emissions than at present.

The trends for environmental aspects are as follows:

- The trend for GHG emissions in the Basque Country is highly worrying. Unless major political steps are taken to change matters, by 2020 we can expect an increase in GHG emissions of 60% over 1990 levels. Pressure due to climate change (availability of water, disappearance of the most vulnerable stretches of coastline, threat to biodiversity, etc) will increase steadily, so it is essential to draw up the policies required to decrease the vulnerability of our territory to these threats.

- Acidifying emissions will tend to decrease as new technologies are gradually incorporated.
- The trend in water quality is positive. The Basque Country will benefit from efforts already made or currently under way to improve drainage and infrastructures.
- Water consumption will tend to stabilise. Energy consumption will continue to increase moderately in line with the economic cycle, though it will be contained thanks to the changes foreseeable in the structure of the economy and improvements in energy saving and efficiency. Consumption of materials will also increase moderately.
- Pressure for change in land use due to increased demand for residential land, transport infrastructures and industrial land will continue to be significant in the future, so the trend in artificialisation is negative from an environmental viewpoint. Increased artificialisation is accompanied by a loss of natural capital, a greater fragmentation of our land and a reduction in biodiversity.
- Municipal waste production will also tend to increase, as it is closely linked to consumption. Progress will continue in waste management. A secondary raw materials market will clearly become established for industrial, construction and demolition waste.

MAIN MESSAGES OF THE PROCESS OF ENGAGEMENT IN REGARD TO DIAGNOSIS¹⁰

- The environment does not yet hold the preferential position that it deserves in our system of social values. We are currently undergoing a profound change in our scale of values, which we must make the most of.
- Sustainable development has been trivialised as a concept in many areas. Unlike development, growth and consumption have limits. Changes must be made in the concept of progress as linked exclusively to economic matters.
- There are currently institutional difficulties in undertaking interdisciplinary policies common to all areas of the administration at sectoral, territorial and departmental levels
- The market system does not yet envisage environmental friendliness as an asset. Environmental assets do have a market value, however. The development and implementation of economic instruments is a key point in progress towards finding a solution for the main environmental impacts.
- Land use is a fundamental premise for sustainability. The organisation of land use must involve all sectors and all participants, as it has great impact on lifestyles and sustainability. The current model of land occupation, the current rate of artificialisation and expectations based on plans for growth give cause for concern.
- Steps to combat climate change are currently centred on industrial processes, and other significant areas such as domestic economies and transport are not yet being tackled.

¹⁰ Appendix II details the full engagement process for the drawing up of EFP 2007-2010.

“The north must pay its ecological debt and solve the climate and environmental problems that affect the south, which have been created by its so-far unsustainable economic growth”. (UNHCR. “Refugiados ambientales: uno de los principales problemas del siglo XXI”.

(ACNUR. “Environmental Refugees: one of the main problems of the 21st century”)

2 | Euskadi 2020: a new, positive vision | of the environment



Euskadi 2020: a new, positive vision of the environment

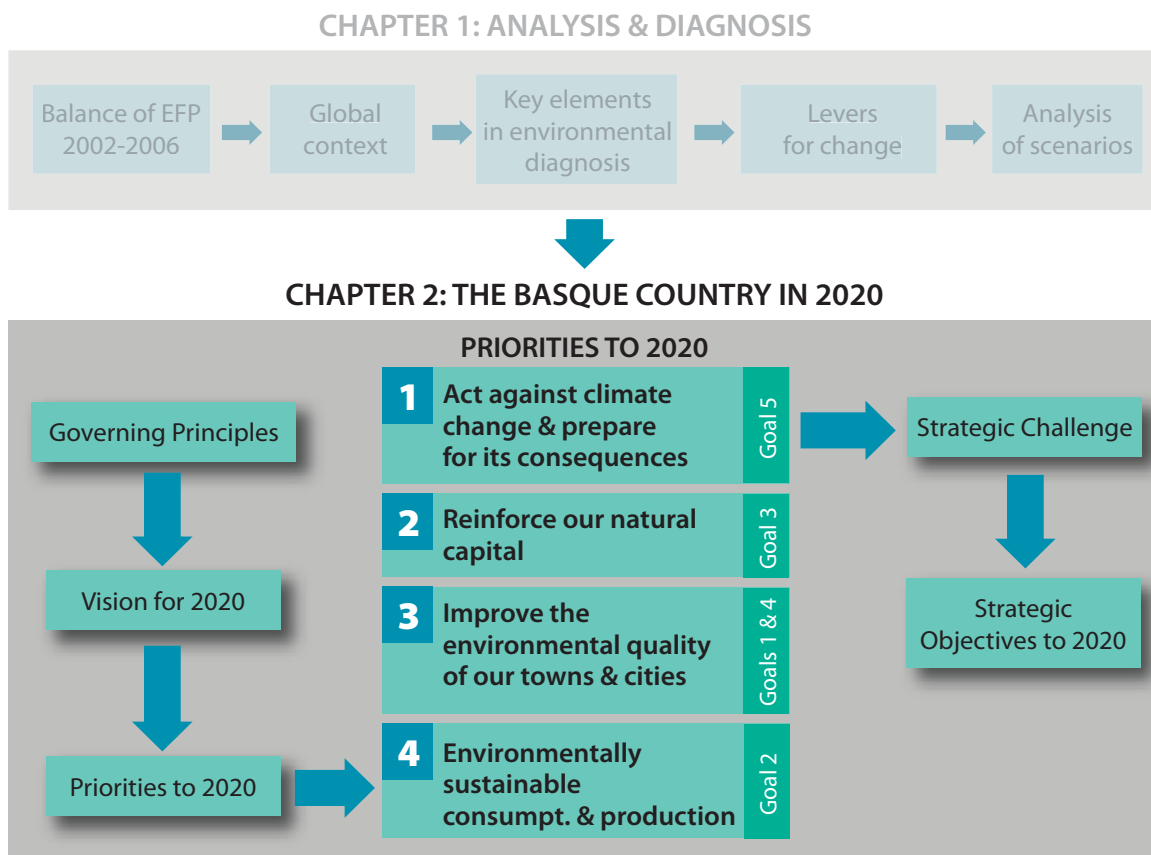


Figure 3.- Layout of EFP 2007-2010. The Basque Country in 2020.

EFP 2007-2010 seeks to reverse the negative trend described above and set us on the road towards a positive vision. It combines a far-reaching aspiration to environmental change in the long term (2020) – the EFP must be seen in the context of the Basque Environmental Strategy for Sustainable Development 2002-2020 – with ambitious but realistic commitments in the short term (2010).

The long-term strategy has been updated by first of all reformulating the *governing principles* of Basque environmental policy. These principles provide the underlying values for that policy, and as such are strongly ethical in nature. Secondly, a new *vision* for the environment is incorporated in an attempt to bring together all public and private sector operators in society in pursuit of a large-scale objective as a country. That vision marks the direction and the course to be followed, and the point that we wish to reach in terms of the environment.

Thirdly, the update of the strategy has entailed drawing up a number of *priorities* to link the vision with the key messages emerging from the environmental diagnosis, the analysis of scenarios in the Basque Country and international environmental trends. These priorities are directly linked to the goals listed in the Basque Environmental Strategy for Sustainable Development 2002-2020 (see Figure 3). Fourthly, priorities are deployed in a number of *strategic objectives* that specify the situation that we wish to attain by 2020 in regard to fundamental environmental topics such as air, water and land quality, biodiversity, territory, climate change, etc.

In the fifth place, the update has identified and drawn up a strategic challenge which is seen as an opportunity for the Basque Country to turn the environment into a vector for the transformation and technological modernisation of its basic industry, economy and society, taking advantage of the high profile that environmental matters will be given on the international stage in the coming years (climate change, renewables, water-saving, air quality, waste, etc) and the ever tougher requirements of the European Union in environmental matters.

2.1 The ten commandments of basque environmental policy

The Basque country has gradually determined and worked out the governing principles behind its environmental policy over the years. The General Environment Protection Act passed by the Basque parliament in 1998 and the Commitment to Sustainability in the Basque Country lay out the principles underlying progress towards sustainability. Moreover, in May 2005 the European Commission drew up a set of governing principles for sustainable development as guidelines for the review of the EU's strategy on sustainable development. These three landmark documents provide the inspiration for the 10 governing principles listed below, which constitute the main values of EFP 2007-2010.

1. Ethical commitment to future generations

Sustainable development means an ethical commitment on the part of the present generation to generations yet to come. It means understanding and assuming our responsibility for ensuring that those who come after us are born into a Basque Country in which nature, biodiversity, landscape, territory and the environment are respected, protected and preserved: a country that is therefore full of life, beauty and wealth.

2. Protection of human health as a fundamental right

Scientific knowledge is advanced enough for us to assert that human health is being directly affected by various environmental factors, chief among which is air quality. Basque environmental policy considers that the protection of human health is a fundamental right, particularly in the case of those most vulnerable, such as children and the elderly. As such, it must prevail over other demands and interests in society.

3. Solidarity with developing countries

The major environmental problems of our times are not confined within national borders. The most highly developed countries in economic terms, including the Basque Country, have a responsibility to work with southern countries and help them make the change towards a sustainable economy and society. Development aid, co-operation projects, aid for investment in clean technologies, transfer of scientific and technological knowledge and fair trade are just some of the ways of co-operating with developing countries promoted by our country's environmental policies.

4. Application of the principle of precaution

The environmental policy of the Basque country takes on board the principle of precaution. If reasonable scientific doubt exists in regard to a decision, the principle of precaution must prevail in order to prevent potential damage to human health and the environment. A lack of certainty in scientific knowledge must not in itself suffice to delay or prevent any action intended to protect human health, the environment and nature.

5. The polluter pays. Promoting market instruments

For some time now European environmental doctrine has established that society is entitled to call upon anyone who damages the common heritage by polluting land, air and water to repair the damage that they have caused. Environmental costs must not be socialised but rather assumed by the polluter. In this context, market instruments are a fundamental tool for progress towards environmental sustainability. Every day thousands of companies and individuals make decisions involving investment, production and consumption based on signs provided by relative prices. It is therefore essential to ensure that prices reflect the real cost for a society of production and consumption activities.

6. Strategic planning

The transition to environmental sustainability in the Basque Country can only be made through sustained effort over time, bringing together different wills in a multiplicity of measures and actions on different scales. It will require major modifications in energy policy, transport systems, the structure of food and agriculture, the configuration of our towns and cities, the way in which our industries produce, the care taken by our homes in consuming water and energy and day-to-day decisions in the purchase of goods and services.

7. Factoring environmental considerations into other policies

The environment is an across-the-board concern. It is fundamental to factor environmental considerations into all policies, plans and programmes at all tiers and in all areas of Basque public administration. Powerful coordination mechanisms must be established at public institutions to ensure that environmental considerations are systematically integrated into the drawing up and implementation of policies. Strategic environmental assessment of plans and programmes must be a key tool in that integration process.

8. Use of the best available scientific knowledge

Basque environmental policy is closely aligned with EU and UN policies. The environmental policies of both these organisations are based on the best available scientific knowledge worldwide, so the Basque Country can be sure that its environmental policy has a sound scientific basis, and that work is continuing towards new achievements.

9. Engaging the public and systematic co-operation with companies and other players

Environmental policy seeks to encourage organised civil society to take part in decision-making and in shaping policies at all levels of Basque administration. Before the public can become involved, they must be given information and made aware of the impact of their lifestyle on the environment and of more sustainable alternatives available to them. In that context, Local Agenda 21 schemes, which provide excellent schools for educating the public in commitment to the environment and to sustainability, must creatively and imaginatively reinforce participation processes. On the other hand, businesses are a key factor in a market economy and a focal point for generating wealth and well-being for society as a whole. The transition towards a model based on sustainable development in the Basque Country requires the active engagement of all the players in our economy. As a result, it is essential to promote corporate social responsibility at companies and encourage ongoing co-operation between the public and private sectors.

10. Moving towards excellence in governance

Our country's environmental policy is seen as a contract with society that is transparent, participative and oriented towards results and accountability, with a high level of consistency among all policies as a whole. Far from being complacent, our environmental policy promotes open, objective scrutiny of its results in an ethos

of continuous improvement. To that end it seeks continually to benchmark its achievements against the most advanced experiences in the EU. Advancing towards good governance calls for political leadership capable of promoting change, and requires the administration itself to set an example.

The Basque country thus has a long-term strategy conceived as a dynamic tool that is regularly assessed to analyse its results and update its objectives. A strategy drawn up and renewed with the active participation of numerous economic and social players and structured on the basis of consensus among all government departments and other institutions in the country.

2.2 Vision, priorities & strategic challenge

EFP 2007-2010 combines a far-reaching aspiration to environmental change in the long term (2020) with ambitious but realistic commitments in the short term (2010). In other words EFP 2007-2010 seeks to redirect the situation and the current trends towards a better, positive, ambitious but attainable vision. That vision for the Basque Country is summed up in the strategic framework as follows.

● ● ● ● ● ● ● Vision

“Ensure that the Basque Country can be handed over to the next generation in 2020 with its main environmental problems on the way to being solved”

2.2.1 Priorities to 2020 arising from the Vision

This *Vision* is implemented through four priorities in a time-frame running to 2020. Progress towards attaining the vision is the responsibility of the Basque government and other Basque public authorities, but requires the engagement and active co-operation of all the country's social and economic players. The four priorities taken on board by the Basque government are directly related to the five *goals* established in the Basque Environmental Strategy for Sustainable Development 2002-2020, as shown in Figure 3.

► **The first priority is to assure the future, act to combat climate change and prepare ourselves for its consequences**

The Basque Country is part of the international community that has decided to combat climate change by (1) implementing energy policies that stress efficiency and renewables; (2) developing a model of mobility with a more balanced modal split that gives more weight to railways, sea transport and public transport; (3) moving towards all-round management of the demand for transport; (4) promoting sustainable energy consumption to the public as a whole; and (5) taking actions to adapt to climate change.

By 2020, the Basque Country must advance towards a highly efficient model of energy use that is less dependent on fossil fuels and more inclined towards renewables, so that its GHG emissions can be reduced considerably from the level of the base year 1990. It must also implement a transport policy in which negative

externalities are redirected, particularly those concerned with GHG emissions and pollutant emissions affecting air quality in our towns and cities. To that end, it is essential to organise an orderly but ambitious shift towards large-scale use of public transport in all three provinces, and to encourage the shipping of freight by means other than road transport.

► **The second priority is to reinforce our natural capital and protect our biodiversity**

Natural resources are vital to our existence and to the maintaining of our distinctive identity and way of life. They must be protected by specific actions so that nature is placed at the top of the scale of values of our society, and society itself can become a driving force for the protection and recovery of nature.

The target set by the European Union is to halt loss of biodiversity by 2010. To help meet this target, we in the Basque Country must consolidate and properly manage those areas of our territory which are intended to form part of the *Natura 2000 network*; we must consolidate the *Basque Biodiversity Observatory*; we must extend and manage our network of protected natural areas; we must strengthen our programme for the recovery of wetlands; we must develop a network of *ecological corridors*; we must complete the establishment and management of the *Torre Madariaga-Urdaibai Biodiversity Centre*; we must encourage conventional and environmentally friendly crops and thus prevent the growing of genetically modified crops for human and animal food production; and we must continue to inform, educate and heighten awareness of biodiversity.

We must also take advantage of the recently passed legislation on preventing and remediating land pollution (Act 1/2005) to encourage the remediation and valorisation of contaminated land by public and private organisations. In line with our vision for the Basque Country for 2020, we seek to hand over to the next generation a country in which the historical problems of polluted land inherited from an environmentally unfriendly industrial past are well on the way to being solved.

We must also make use of the Water Act and the new Basque Water Agency [*“Agencia Vasca del Agua”*] to take the Basque Country to a leading position in ensuring that water quality meets the environmental, economic and social standards required under the European Water Directive. By 2015, the rivers, estuaries, shoreline waters and groundwater of the Basque Country must attain high quality in terms of their physical, chemical and environmental statuses, and all-round water management must be guaranteed.

We must also preserve natural capital in our territory on a strongly sustainable basis. Land, a fundamental component of our natural capital, is a scant resource in the Basque Country. In the economic processes of our society natural capital is inevitably turned into human capital (housing developments, transport infrastructure, industrial estates, etc), but certain thresholds of artificialisation must not be exceeded. In recent years artificialisation of land in the Basque Country has been extensive, and this has eroded our natural capital. We need to move towards a model of development that is less intensive in its use of natural land. Urban development plans, new economic and transport infrastructures, amenities, etc. must focus preferentially on reusing land that is already urbanised rather than building on greenfield sites.

Environmental sustainability is only possible if certain levels of natural capital can be preserved, i.e. if the operation and quality of ecosystems in a given area can be maintained. In that context it is highly important to minimise anthropic actions with significant effects on natural capital (loss of natural woodland, loss of shoreline, loss of biodiversity, loss of rivers and aquifers, loss of traditional agricultural systems). In addition, those actions that do entail a loss of natural capital must be offset by actions that increase and/or improve natural capital.

► **The third priority is to improve the environmental quality of our towns and cities as a key element in ensuring quality of life for our people**

ATo establish the environment as a core element for quality of life, we must take into account some of the aspects included in the Basque Environmental Strategy for Sustainable Development. We must seek to protect public health in terms of problems caused by the environment, improve the quality of the environment in urban areas and encourage a more environmentally friendly relationship between people and nature in the use of land. Healthcare concerns, particularly in regard to children and the elderly as the most vulnerable members of society, must take centre stage in social awareness of the environment in the coming years. Throughout the European Union alerts are being established in regard to the incidence of respiratory problems in children, caused partly by atmospheric pollution in towns and cities, and in regard to problems arising from excessive noise levels.

In the coming years we must make firm progress in areas such as air quality and pollution (particularly in regard to particles and tropospheric ozone, due to their effects on human health), noise, traffic congestion, providing more parks and green areas in and on the outskirts of towns and cities, monitoring the effects of port operations, etc. To that end, actions must be encouraged to establish synergies and help structure sustainable development in the framework of towns and cities (sustainable transport projects, climate change, remediation of polluted land, renewable energy sources, valorisation of environmental assets, etc.). Udalsarea 21, the Network of Basque Municipalities for Sustainability, has a fundamental role to play in progress towards this ambitious objective.

► **The fourth and final priority is to make progress towards a sustainable Basque economy, shifting towards environmentally sustainable consumption and production**

We must encourage a significant shift towards more sustainable habits of consumption and production, taking advantage of increased public awareness of environmental matters and the environmental leap forward made by the fabric of our businesses. We must make use of the environment as an element for competitiveness among existing companies and a driving force for establishing new products and services that can help diversify the fabric of production in the Basque country into more advanced, knowledge-intensive sectors.

We must also encourage environmental entrepreneurship. Reinforcing the environment as a determining factor in the creation of new firms by new entrepreneurs will encourage the diversification of the fabric of production into areas such as the clean-up of contaminated land, renewable energy sources, distributed energy, caring for and valorisation of nature, etc. We must take eco-efficiency to the next level, based on more highly-educated social capital. We must be able to produce more and produce better using less natural resources, less energy, less water and less land, and producing less waste. To that end it is essential to improve standards of education and knowledge in the social capital of the Basque Country. We must integrate the *Basque system of science and technology* into a stable, long-term framework for the generation of knowledge applied also to environmental matters. We must encourage research for the development of knowledge and the creation of a fabric of business that centres on the main environmental matters (climate change, land protection, biodiversity, etc.), or that at least takes them as a reference point for competitiveness. The strategy for business competitiveness and social innovation of the Basque Country establishes that innovation is one of the key areas for delinking growth in GDP from increased environmental impact. The starting point in this line is the *Basque List of Clean Technologies*, which grants favourable tax conditions to those technologies which are most beneficial in environmental terms.

2.2.2 Strategic Challenge

To attain the new Vision in line with the priorities indicated above, the Environmental Framework Programme 2007-2010 sets a new *strategic challenge* for the Basque country for 2020:

Strategic Challenge 2020

“To take advantage of international concern for the environment to generate innovative applications in all sectors of the economy, in an effort to place the Basque Country at the forefront of the development of cleaner technologies, eco-efficiency, energy efficiency and the implementation of best available technologies”

This challenge entails making the Basque Country into one of Europe's leading regions in the struggle against global problems such as climate change by 2020; a country concerned about the environmental quality of its towns and cities and known for its balanced use of land and its protected biodiversity; a country that has made use of the levers for change indicated above and international concern for the environment in order to generate innovative applications for industry, services, the primary sector, etc. that place it at the forefront of the development of cleaner technologies, eco-efficiency, energy efficiency and the implementation of best available technologies; a country that manages its natural resources properly; in short, a country that is recognized internationally as being at the forefront of knowledge and progress in terms of environmental sustainability.



MAIN MESSAGES OF THE PROCESS OF ENGAGEMENT IN REGARD TO STRATEGIC PLANNING

- Public authorities must take active steps to factor the environment into the governing principles of the new concept of sustainable development, raising the position of the environment on the social scale.
- The across-the-board nature of the environment must be stressed in all public sector policies. Effective co-ordination of policies is essential in maintaining a consistent institutional message.
- All tiers of the administration (Basque Country, provinces, municipalities) must take on board the commitments entailed by environmental policies, and must assume their share of responsibility.
- How the public should be informed is an area that has not been sufficiently explored. Emphasis needs to be placed on public information mechanisms.
- The role of education is fundamental.
- One significant challenge is to get the market to see the value of environmental assets and internalise environmental costs and benefits in prices.
- Efficient monitoring mechanisms must be drawn up to check whether we are on the right road and to enable us to adapt as commitments vary over time in an ever-changing world.
- The model of development in our society requires us to consider a separate space for all things related to the urban environment. Most of our population live in towns and cities, and there is plenty of room for action there.
- Action on *climate change* is fundamental in terms of both actual operations and its effects as a driving force in setting an example. The actions envisaged should not be limited to the energy sector: it is absolutely essential to save energy and use it more efficiently, but this is not in itself sufficient to meet Kyoto and post-Kyoto targets.

2.2.3 Strategic Objectives

The *strategic objectives* of the Environmental Framework Programme 2007-2010 are defined in line with the vision and priorities indicated above and with the five environmental goals of the Basque Environmental Strategy for Sustainable Development. These objectives define the status aspired to in the Basque Country by 2020 for a number of fundamental aspects of the environment that require separate policies: air quality, waste, biodiversity, mobility and adaptation to climate change.

The *strategic objectives* entail the deployment of the priorities mentioned above. In the Environmental Framework Programme 2007-2010, they provide a link between the long-term strategic approach to 2020 and specific advances in environmental quality to be achieved in the short term to 2010. The improvements in environmental quality to 2010 are represented by the undertakings made by the Basque government in this framework programme (see Chapter 3), and the objectives listed below provide the structure and framework for those undertakings.

The undertakings to 2010 discussed in the following section fit into these *strategic objectives*. The 11 objectives cover all the key environmental aspects identified in the various monitoring documents of Basque environmental policy (environmental indicators, state of the environment and environmental sustainability reports) since the Basque Environmental Strategy for Sustainable Development was approved in 2002.

STRATEGIC OBJECTIVES OF EFP 2007-2010

<p>GOAL I: Ensure clean, healthy air, water and soil</p>	<p>STRATEGIC OBJECTIVE 1. CLEAN AIR</p> <ul style="list-style-type: none"> To improve air quality throughout our territory, in view of its particular influence on human health and quality of life, with special attention to urban areas. <p>STRATEGIC OBJECTIVE 2. GOOD WATER QUALITY</p> <ul style="list-style-type: none"> To achieve a good ecological status of all bodies of water covered by the water planning system of the Basque Country and prevent their deterioration so as to contribute as much as possible to the development and quality of life of people and in good condition of ecosystems. <p>STRATEGIC OBJECTIVE 3. PREVENTING & REMEDIATING SOIL CONTAMINATION</p> <ul style="list-style-type: none"> To achieve optimum soil management by prioritising the remediation of historically contaminated sites and preventing new types of contamination.
<p>GOAL II: Responsible management of natural resources and waste</p>	<p>STRATEGIC OBJECTIVE 4. RESPONSIBLE CONSUMPTION OF RESOURCES</p> <ul style="list-style-type: none"> To encourage responsible consumption of natural resources (land, water and materials) and optimise efficiency levels through investigation and innovation aimed at improving competitiveness. <p>STRATEGIC OBJECTIVE 5. ENCOURAGING SUSTAINABLE CONSUMPTION & PRODUCTION OF ENERGY</p> <ul style="list-style-type: none"> To encourage energy saving, efficiency and the use of renewables in all sectors of consumption. <p>STRATEGIC OBJECTIVE 6. REDUCING WASTE & ACHIEVING ZERO LANDFILLING</p> <ul style="list-style-type: none"> To reduce the production of waste and improve its management until zero landfilling of untreated waste is attained.
<p>GOAL III: Protection of nature and biodiversity: a unique asset to be fostered</p>	<p>STRATEGIC OBJECTIVE 7. MAINTAINING OUR BIODIVERSITY</p> <ul style="list-style-type: none"> To halt the loss of biodiversity by protecting and restoring the sustainable working of habitats and ecosystems on land and in the sea.
<p>GOAL IV: Balance between territories and mobility: a common approach</p>	<p>STRATEGIC OBJECTIVE 8. MOVING TOWARDS A NEW MODEL OF MOBILITY MANAGEMENT</p> <ul style="list-style-type: none"> To manage people's demand for mobility and redirect the model split to encourage walking, cycling and public transport. To shift the model split in freight traffic towards maritime and rail transport, and away from road transport. <p>STRATEGIC OBJECTIVE 9. ACHIEVING BALANCED USE OF OUR TERRITORY</p> <ul style="list-style-type: none"> To achieve consistent, joint planning by the various sectors operating in the territory, so problems of artificialisation and fragmentation can be solved.
<p>GOAL V: Limiting effects of climate change</p>	<p>STRATEGIC OBJECTIVE 10. LIMITING GHG EMISSIONS</p> <ul style="list-style-type: none"> To limit GHG emissions and make our own changeover to a low carbon economy. <p>STRATEGIC OBJECTIVE 11: ADAPTING TO CLIMATE CHANGE</p> <ul style="list-style-type: none"> To manage the ways in which we adapt to climate change so as to minimise our vulnerability to expected impacts.



“We must therefore build our quality of life on the basis of sustainability: economic well-being, social justice and a clean, healthy environment (...) Sustainable development must be seen as an ongoing strategy which requires that firm, decisive action be taken immediately”.

(Commitment to Sustainability in the Basque Country. Bilbao, January 22, 2001)

3 | Time-frame 2010. Committed to improving the environment



Time-frame 2010. Committed to improving the environment

Having mapped out a strategic framework to 2020 (*Vision, Priorities and Strategic Objectives*), Environmental Framework Programme 2007-2010 next details the actions to be taken up to 2010. The following figure shows the links between the two timeframes.

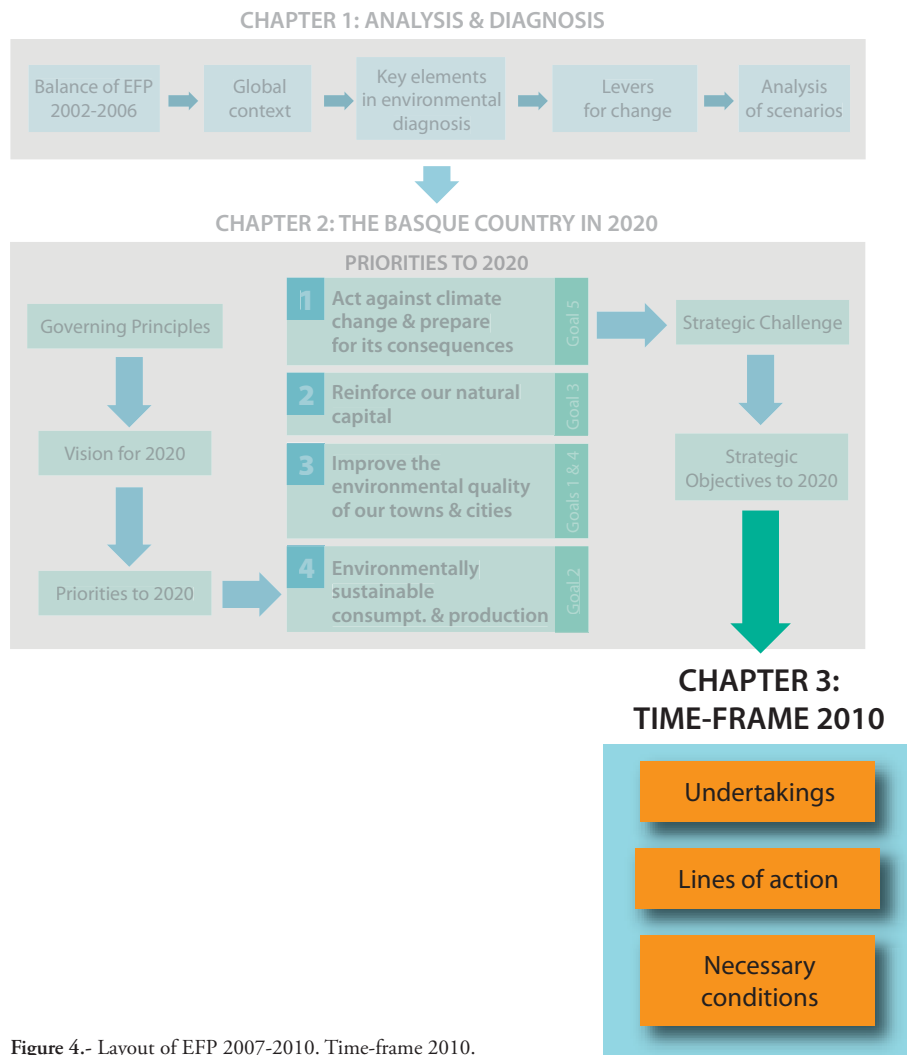


Figure 4.- Layout of EFP 2007-2010. Time-frame 2010.

The Environmental Framework Programme sets out a number of undertakings, lines of action and necessary conditions for the period from 2007 to 2010.

The **undertakings** represent specific, measurable landmarks that the Basque government has set to indicate how much progress has been made towards the strategic objectives presented above¹¹. These undertakings lie at the heart of EFP 2007-2010, in the sense that they express precisely and measurably the amount of progress made towards the strategic objectives and therefore towards attaining the vision of environmental change held by the

¹¹ Unlike EFP 2002-2006, which included 178 undertakings, EFP 2007-2010 has chosen to prioritise undertakings so that they refer exclusively to improvements in the quality of the environment and not to actions by the Administration to that end. This entails a greater level of self-discipline as the challenge is to present environmental results to society. The rendering of accounts by the government therefore refers to actual achievements in improving the environment, presented year by year in quantified form via a panel of indicators.



Figure 5.- Link between strategic objectives to 2020 and 2010 timeframe.

Basque government. All these undertakings refer to precise improvements in the environment of the Basque country, because that is what really interests the public. They are all properly quantified, so that the government can be held accountable each year for the progress made, via a system of indicators. A Basque government directorate is assigned to monitor each of them.

The **lines of action** are the instruments that will be used to attain the undertakings and environmental goals. They are the means to achieving the desired ends. They range from improvements in planning to the bringing of new laws before the Basque parliament, the application of economic instruments, the creation of infrastructures, etc. They are identified and structured by means of a process of painstaking discussion and consensus between all parties involved. Lines of action may vary or even change altogether depending on circumstances, as they are mere instruments for achieving the undertakings. However, they provide evidence here and now of what principal tools are available to the Basque government based on the current state of knowledge in order to make progress towards the undertakings detailed below.

The **necessary conditions** are across-the-board instruments that foster progress towards the vision and strategic objectives established and towards increasing the efficiency with which the administration acts in Basque environmental policies.

3.1 Undertakings & lines of action

The undertakings to 2010 and the main lines of action associated with them listed below, broken down by goals and strategic objectives.

GOAL 1.

To ensure clean, healthy air, water and soil

Strategic objective 1. CLEAN AIR	38
Strategic objective 2. GOOD WATER QUALITY	40
Strategic objective 3. PREVENT & REMEDIATE SOIL CONTAMINATION	42

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GOAL 1.

Strategic objective 1. CLEAN AIR

To improve air quality throughout our territory, in view of its particular influence on human health and quality of life, with special attention to urban areas.

Good air quality is one of the clearest, most obvious requirements for the prevention of negative impacts on human health and ecosystems. The environmental diagnosis of the Basque Country shows clear improvements in emissions into the atmosphere of the contaminants associated traditionally with heavy industry. However, in recent years new driving forces have emerged which have a significant effect on air quality, such as transport, and further contaminant parameters on which greater effort must be focused, such as particle emissions.

Noise pollution is another problem perceived by Basque society as an environmental impact of the first order that affects health and quality of life. Noise pollution from traffic, industry and leisure activities is recognized as one of the main local environmental problems, especially in urban areas.

The environmental quality of our urban areas is precisely one of the top priorities of Basque environmental policy to 2020. Efforts will centre on minimising emissions of the main contaminants into the atmosphere and reducing the number of people exposed to high noise levels.

Over the next four years, this strategic objective is to be implemented through five undertakings which centre not only on improving general levels of air quality but also on bringing down particle concentrations, emissions of NO_x, SO₂ and VOCs, and reducing the number of people exposed to high noise levels.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G1.1 Achieving an air quality rating in which more than 95% of readings are rated as moderate and admissible, and less than 1% as poor, very poor or hazardous. Bringing down the number of people exposed to poor, very poor and hazardous levels by 20% on 2006 figures.	Directorate for Planning, Assessment & Environmental Monitoring
G1.2 Reducing the average annual concentration of particles by at least 10% in those areas where action plans on air quality need to be drawn up.	Directorate for Planning, Assessment & Environmental Monitoring
G1.3 Not exceeding the PM _{2.5} annual limit value which set by the European Union at any station in the network.	Directorate for Planning, Assessment & Environmental Monitoring
G1.4 Contributing to the reduction of emissions of NO _x , SO ₂ & VOCs by the following percentages of 1990 figures: NO _x : -31%, SO ₂ : -64%, NMVOCs: -58%.	Directorate for Planning, Assessment & Environmental Monitoring
G1.5 Reducing the number of people exposed to noise levels higher than the limits recommended by the WHO in large towns and cities by 10% on 2006 figures.	Directorate for Planning, Assessment & Environmental Monitoring

MAIN LINES OF ACTION

- LINE 1.** Develop and implement air quality action plans at municipal/supra-municipal level to bring down pollution to levels unacceptable to human health and ecosystems, with special emphasis on couples. These plans are to include a set of measures for action in those sectors that contribute most to local atmospheric pollution (vehicle traffic, public and civil works, industrial activities, the residential sector and the service sector).
- LINE 2.** Adapt current legislation to the present conditions of activities with the potential to pollute the atmosphere in the Basque Country.
- LINE 3.** Improve and extend the *air quality monitoring and control* network of the Basque Country. The new European directive on air quality will serve to regulate a further pollutant, PM_{2,5f}, which will need to be measured. Further studies on VOCs and the composition of particulates will also be carried out
- LINE 4.** Implement a protocol of action for episodes of atmospheric pollution. A protocol of action will be established for episodes of high ozone levels.
- LINE 5.** Prepare a municipal level noise zoning maps and action plans for noise in municipalities with more than 20,000 inhabitants. These maps and plans will analyse noise pollution hotspots with mobile sources (road and rail traffic) and fixed sources (industry, hospitality sector, commerce and noise in residential blocks) and will set targets for reduction based on the percentage of the population affected by noise and/or the surface area exposed.

*NB.- The lines of action associated with transport and land use planning are detailed in strategic objectives 8 “Moving Towards A New Model Of Mobility Management” and 9 “Achieving A Balanced Use Of Territory”.

ORGANISATIONS INVOLVED

- Dept. of Land Use and the Environment
- Dept. of Industry, Trade & Tourism
- Dept. of Health
- Dept. of the Interior
- Provincial Councils
- Municipal Councils



GOAL 1.

Strategic objective 2. GOOD WATER QUALITY

To achieve a good ecological status of all bodies of water covered by the water planning system of the Basque Country and prevent their deterioration so as to contribute as much as possible to the development and quality of life of people and in good condition of ecosystems.

Water quality is an area in which public institutions have invested a great deal of effort, resulting in a favourable trend. Water management in the Basque Country and in Europe as a whole in the coming years will be determined by the approach established in the *Framework Directive on Water*, transposed and adapted to the situation in the Basque Country by means of *Act 1/2006 (The Water Act)*. This new culture of water as a natural resource and the habitat is already being managed with the adaptation of the broad network of monitoring and control in the Basque Country.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G1.6 Protecting, improving and regenerating bodies of surface water so as to obtain good ecological status in 80% of them ¹² .	Directorate for Water/ Basque Water Agency
G1.7 Protecting and improving artificial and highly modified bodies of water so as to achieve good ecological potential and good chemical status in 80% of them ¹² .	Directorate for Water/ Basque Water Agency
G1.8 Protecting, improving and regenerating bodies of groundwater. Ensuring a balance between offtake and input in these waters so as to achieve good status in 80% of them ¹² .	Directorate for Water/ Basque Water Agency
G1.9 Ensuring that urban waste water susceptible to treatment in public drainage networks (covering 97% of the population) is treated in WWTS facilities suitable for discharge types and receiving bodies of water.	Directorate for Water/ Basque Water Agency
G1.10 Ensuring that water at 95% of bathing water sampling points attains good or acceptable status ¹³ .	Directorate for Public Health
G1.11 Ensuring that 95% of the Basque population receive water supplies for consumption of satisfactory status ¹⁴ .	Directorate for Public Health

¹² Definitions of good ecological status, good ecological potential, good chemical status, good status and surface water, bodies of surface water, artificial and highly modified bodies of water, underground bodies of water, as per the Water Act (Act 1/2006 of June 23).
¹³ **Good quality water:** water in which the results for the parameters analysed are below the compulsory and guideline levels (both set by the EU directive) in most of the samples; **acceptable water in health terms:** water in which the results for the parameters analysed are below the compulsory levels but above the guideline levels in most of the samples; **non recommendable water:** water in which the results exceed the compulsory levels in most of the samples.
¹⁴ **Satisfactory:** water classed as fit to drink in at least 95% of the analyses performed; **tolerable:** water classed as not fit to drink in between 5 and 10% of the analyses; **deficient:** water classed as not fit to drink in more than 10% of the analyses.



In the coming years the links between all elements of the water system must be recognized and managed in a balanced fashion throughout the region, ensuring availability of water with a quantity, quality and flow rate sufficient for its rational utilisation and for the maintenance of the habitats and ecosystems that it sustains.

The undertakings to 2010 through which this strategic objective is implemented centre mainly on achieving environmental targets for water protection established in Basque legislation, completing drainage networks for urban waste water and reinforcing assurances in regard to quality of water supplies and availability of water.

- **Commitment linked to these strategic objectives:** “To avoid artificialisation so far as possible in areas where there is risk of flood with a return period of 100 years and no current development” (see G5.3). This is reflected in strategic objective 11 “Adapting to Climate Change”.

MAIN LINES OF ACTION	
LÍNE 1.	Implement Act 1/2006 (the Water Act) by approving general regulations for major services linked to water use: Supply, drainage, treatment and irrigation.
LÍNE 2.	Improve water status monitoring networks (monitoring networks for the ecological status of rivers, for pollution by priority substances in reverse, for the ecological status of transitional and coastal waters, for the ecological status of inland wetlands and for groundwater).
LÍNE 3.	Complete drainage and treatment infrastructures as per current drainage plans, and monitor completion of the system of collectors and water treatment facilities and the system for reviewing and updating use in the area managed.
LÍNE 4.	Improve public information systems as regards monitoring of water quality in bathing areas and water for human consumption.
LÍNE 5.	Take action to protect rivers and stretches of river (scenic rivers and river reserves) and remedial action to recover the natural state of bodies of water and reduce morphological pressure (elimination of barriers and coverings, modification of flood defence systems, regeneration of riverside woods, purchase of land, etc) and to promote free flow areas so as to mitigate the effects of floods and encourage the slow, horizontal flooding of riverside land in the areas identified in the various STPs and studies drawn up as a fundamental contribution towards attaining good ecological status.
LÍNE 6.	Review the action plan and vulnerable areas so as to optimise inspection and monitoring of farming practices associated with water pollution by nitrates.

ORGANISATIONS INVOLVED
<ul style="list-style-type: none"> • Dept. of Land Use and the Environment • Dept. of Industry, Trade & Tourism • Dept. of Health • Dept. of Agriculture, Fisheries & Food • Provincial Councils • Municipal Councils



GOAL 1.

Strategic objective 3. PREVENT & REMEDIATE SOIL CONTAMINATION

To achieve optimum soil management by prioritising the remediation of historically contaminated sites and preventing new types of contamination.

Soil contamination has long been and continues to be one of the most significant environmental problems in our territory. The response of our institutions has been fundamental in the progress made towards preventing and remediating such contamination. The approval of Act 1/2005 on the prevention and remediation of soil contamination marked a turning point in the optimisation of efforts and the sharing of responsibility on the part of all those involved in preventing and repairing damage, and in preventing the problem from being handed down to future generations.

The challenge set in this area is on the one hand to consolidate a policy of prevention that can make soil pollution a thing of the past, and on the other hand to optimise the tools available for the gradual remediation of soil currently contaminated.

The undertakings for optimal land management in regard to soil contamination seek to ensure progress in prevention and continuation in work already begun to remediate potentially contaminated soil areas.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G1.12 Preventing soil contamination, using specific administrative tools already in place (preliminary situation reports).	Directorate for Environmental Quality
G1.13 Remediating 407 ha of potentially contaminated land earmarked by urban planning for new uses or activities.	Directorate for Environmental Quality
G1.14 Remediating 35 ha of potentially contaminated land not earmarked by urban planning for new uses or activities.	Directorate for Environmental Quality
G1.15 Continuing environmental monitoring of publicly owned disused landfills.	Directorate for Environmental Quality

MAIN LINES OF ACTION

- LÍNE 1.** Draw up, approve and set in motion the Basque Contaminated Soil Plan 2007-2012 so as to achieve optimum land management and thus prevent or minimise the impact of soil contamination.
- LÍNE 2.** Approve various regulations to facilitate compliance with Act 1/2005 on the prevention and remediation of soil contamination. These include regulations approving an inventory of sites housing potentially soil contaminating activities and a system to regulate registration of land quality by the administration.
- LÍNE 3.** Control and monitor the effects on the environment of disused landfills and implement a system for a continuous monitoring of all publicly owned landfills so as to prioritise remedial actions at those with the greatest impact.
- LÍNE 4.** Extend knowledge of the links between contaminated soil and groundwater so as to develop instruments for the effective protection of the latter.
- LÍNE 5.** Factor the remediation of contaminated soil into municipal planning measures before land not authorised for development can be reclassified.

ORGANISATIONS INVOLVED

- Dept. of Land Use and the Environment
- Provincial Councils
- Municipal Councils



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GOAL 2.

Responsible management of natural resources and waste

Strategic objective 4. RESPONSIBLE CONSUMPTION OF NATURAL RESOURCES	45
Strategic objective 5. ENCOURAGE SUSTAINABLE CONSUMPTION & PRODUCTION OF ENERGY	47
Strategic objective 6. REDUCE WASTE & ACHIEVE ZERO LANDFILLING	49



GOAL 2.

Strategic objective 4. RESPONSIBLE CONSUMPTION OF NATURAL RESOURCES

Encourage responsible consumption of natural resources (water, energy¹⁵, materials & land¹⁶), optimising efficiency levels through research & innovation to improve competitiveness.

The most characteristic features of today's society, economy and lifestyle in the Basque Country and its surrounding area include the production and consumption of goods. Production and consumption are, inevitably, associated more and more with environmental impacts resulting from the extraction, processing, use and disposal of finite natural resources. Although the reference indicators used show some degree of delinking between economic growth and use of resources, consumption continues to grow in absolute terms.

Moving towards environmentally sustainable consumption and production is one of the priorities that emerge from the vision for the environment in the Basque Country to 2020. If we are to produce better and consume less we need to take firm steps to save water, energy, materials and land and to use them more efficiently. We must also incorporate sustainability criteria into our management of environmental impacts arising from the use of natural resources, and assess them throughout the life cycle.

The undertakings that arise from this strategic objective centre on responsible consumption of water and material resources. Energy and land are dealt with specifically in strategic objectives nº 5 ("Encouraging Sustainable Consumption of Energy") and nº 9 ("Achieving Balanced Use of Our Territory").

UNDERTAKINGS TO 2010	Party responsible for monitoring
G2.1 Reducing non-metered urban water demands to 25% in 80% of the population served.	Directorate for Water/ Basque Water Agency
G2.2 Reducing the increase in demands for public water supplies and individual offtakes for industrial and agricultural activities by 20% on 2001 figures.	Directorate for Water/ Basque Water Agency
G2.3 Maintaining efficiency in the consumption of resources (material and efficiency) at 2001 levels.	Directorate for Environmental Quality

¹⁵ Energy. See Strategic Objective 5.

¹⁶ Land. See Strategic Objective 6.

MAIN LINES OF ACTION

- LÍNE 1.** In the framework of the *Basque Environmentally Sustainable Consumption Plan 2006-2010*, three objectives are set:
- Inform the public of the effects of their consumption patterns.
 - Heighten awareness and educate people to consume more sustainably.
 - Make gradually more sustainable products available on the market.
- To that end, emphasis will be placed on rationalising energy consumption in the residential sector, encouraging energy saving and energy efficiency, on optimising water consumption in the residential sector as a contribution to more effective management of available water resources, and on minimising the environmental impact of consumption of foodstuffs and domestic goods.
- LÍNE 2.** Effectively promote saving and efficiency in the consumption of natural resources (replacement of raw materials, reduction of packaging, etc).
- LÍNE 3.** Promote the use of excavation materials and other waste streams and materials from modified land as filler or hardcore material for infrastructure construction, thus reducing the volume of waste produced and at the same time avoiding fresh quarrying of products.
- LÍNE 4.** Integrate sustainability criteria into the regulations governing the building sector (housing, public buildings, industrial facilities), with special emphasis on encouraging rehabilitation.
- LÍNE 5.** Develop mechanisms to reflect the environmental performance of products, taking a life-cycle approach, encouraging environmental product declarations in products that use energy, in construction materials and in packaging.
- LÍNE 6.** Draw up municipal balance sheets for water use in order to detect points or areas with particularly high consumption levels which can serve as a basis for subsequent resource optimisation schemes. Specifically, water saving measures are to be encouraged in street cleaning, irrigation, upkeep and improvement of supply pipelines to prevent losses, etc.
- LÍNE 7.** Act to inspect dedicated offtakes for industry and farming activities.
- LÍNE 8.** Develop sectoral *voluntary agreements with industry* subject to IPPC and other private operators, setting objectives and shared projects mainly to reduce raw material consumption and minimise waste production, emissions into the air and discharges into water over and above compliance with the relevant legislation.

ORGANISATIONS INVOLVED

- Dept. of Land Use and the Environment
- Dept. of Industry, Trade & Tourism
- Dept. of Housing & Social Affairs
- Dept. of Agriculture, Fisheries & Food
- Dept. of Education, Universities & Research
- Dept. of Health
- Dept. of the Treasury & Administration
- Provincial Councils
- Municipal Councils



GOAL 2.

Strategic objective 5. ENCOURAGE SUSTAINABLE CONSUMPTION & PRODUCTION OF ENERGY

To encourage energy saving, efficiency and the use of renewables in all sectors of consumption.

In recent years, energy consumption has become one of the most representative yardsticks for measuring climate change and atmospheric pollution, to which it is one of the major contributing factors. Acting to combat climate change means firmly tackling the problem of switching to a more responsible model of energy use that will encourage savings and efficiency.

The main directives of Basque energy policy take up this challenge through the *Basque Energy Strategy 2010*. The objective is for these directives to be taken on board in all areas of energy consumption, from domestic users to large companies and transport.

The undertakings to 2010 in the Basque Country in this area centre on savings, increased efficiency, greater use of renewables and the implementation of cleaner technologies.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G2.4 Achieving energy savings of 975,000 toe by 2010.	Directorate for Energy & Mining
G2.5 Improving energy intensity by 16% on 2000 levels.	Directorate for Energy & Mining
G2.6 Bringing the proportion of electricity consumption generated by renewables and CHP to 29% of the total.	Directorate for Energy & Mining
G2.7 Achieving annual bio-fuel consumption figures of 177,000 toe in transport.	Directorate for Energy & Mining

MAIN LINES OF ACTION

LÍNE 1. Intensify policies of public sector support to encourage energy-saving in industry through the provision of aid and tax deductions (*Basque Clean Technology List*) or direct promotion for renovation of equipment, technological changes, training, awareness actions, studies, etc which can lead to a reduction in emissions of CO₂.

LÍNE 2. Strengthen sustainable energy consumption in transport by incorporating new technological developments, rationalising use through public information and awareness, renovating vehicle fleets, making better use of means of transport, fostering public transport, improving fleet management, encouraging favourable changes in regulations, using less pollutant fuels (bio-fuels) and encouraging positive discrimination in taxation on the least contaminant vehicles.

LÍNE 3. Improve energy efficiency in buildings, housing and equipment. These actions are to include an intensification of institutional policies centred on extending the certification of houses and other buildings, increasing the role of the Basque administration as an example setter, heightening public awareness, encouraging the purchase of low-consumption domestic appliances and other equipment, improving monitoring and regulation of facilities, encouraging education and training, establishing specific programmes for funding and promoting actions at local level.

LÍNE 4. Give a further boost to CHP by incorporating new facilities in industry and services (mini- and micro-generation) and in the primary sector.

LÍNE 5. Increase the use of solar energy by the large-scale introduction of photovoltaic facilities and solar panels to generate domestic hot water, particularly in the service sector.

LÍNE 6. Increase the use of biomass by utilising it in CHP and industrial heating applications, make use of forestry, farming, livestock and other waste to generate electricity and encourage the use of bio-fuels by setting up bio-diesel and bio-ethanol production plants, encouraging local growing of energy crops, promoting distribution and ensuring that the Basque public sector sets an example in the use of bio-fuels.

LÍNE 7. Firmly encourage wind power by setting up wind farms under the *Sectoral Territorial Plan*, setting up local level mini-farms and supporting the installation of wind power turbines in general to improve self-sufficiency in energy supplies.

LÍNE 8. Introduce differentiated vehicle taxes based on pollutant emissions, and modify road tax so that it is levied according to emission levels¹⁷. (included in the Necessary Condition "*Use the Market in Favour of the Environment*").

ORGANISATIONS INVOLVED

- Dept. of Industry, Trade & Tourism
- Dept. of Land Use and the Environment
- Dept. of Transport & Public Works
- Dept. of Housing & Social Affairs
- Dept. of Education, Universities & Research
- Dept. of Agriculture, Fisheries & Food
- Provincial Councils
- Municipal Councils

¹⁷ The European Commission has presented a proposal for a directive to restructure taxation on passenger cars. The proposal seeks to restructure the taxable base for both car registration taxes and annual road taxes so that they are directly related to carbon dioxide emission levels from vehicles. Directive COM 2005/261/final.



GOAL 2.

Strategic objective 6. REDUCE WASTE & ACHIEVE ZERO LANDFILLING

To reduce the production of waste and improve its management until zero landfilling of untreated waste is attained.

Waste production is directly linked to production and consumption of resources. Thus, as we move towards responsible consumption of resources we should also move towards a reduction in waste. In recent years a positive trend has been observed in the Basque Country as regards the delinking of economic growth from waste streams such as hazardous waste and MSW.

Increased reuse and recycling is another key factor in which the Basque Country has made significant progress in recent years, but there is still plenty of room for improvement in the final elimination of landfilling of untreated waste.

The undertakings to 2010 here centre on the general objective of reducing waste and improving management of the main waste streams in the Basque Country, i.e. hazardous waste, construction and demolition waste and MSW.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G2.8 Delinking the production of industrial waste from the gross added value of industry.	Directorate for Environmental Quality
G2.9 Recovering material resources contained in <i>hazardous waste</i> by increasing the recycling rate to 65%.	Directorate for Environmental Quality
G2.10 Attaining a 70% reuse and recycling rate for <i>construction and demolition waste</i> produced in the Basque Country ¹⁸ .	Directorate for Environmental Quality
G2.11 Attaining a 75% recycling rate for a <i>non-hazardous industrial waste</i> .	Directorate for Environmental Quality
G2.12 Attaining a 35% recycling rate for MSW.	Directorate for Environmental Quality
G2.13 Attaining zero landfilling of untreated MSW.	Directorate for Environmental Quality

¹⁸ Excluding excavated earth.

MAIN LINES OF ACTION

- LÍNE 1.** Develop regulations on the landfilling of waste. Recent European regulations on the disposal of waste at landfills require us to develop our own regulations, which will entail the repeal of Decree 423/1994 of November 2 on the management of inert and stabilised waste in order to introduce the objectives set by the new legislation.
- LÍNE 2.** Encourage waste recycling at the planning stage through the *Hazardous Waste Plan 2007-2010* and the *Non-hazardous Waste Plan 2007-2010*, with the inclusion in the latter of the conclusions of the Forum on Construction and Demolition Waste. The plan for tackling waste produced by the primary sector, which is currently being drawn up, will also be completed.
- LÍNE 3.** Encourage the use in construction of secondary aggregates from *construction and demolition waste*, slag of various types and foundry sand, and establish a regulatory framework to cover this.
- LÍNE 4.** Encourage the creation of an infrastructure network that can ensure sufficient treatment capacity for all *construction and demolition waste*, along with plants for the treatment and maturing of slag and other types of waste with a view to improving their secondary and environmental characteristics and subsequently using them as secondary aggregate.
- LÍNE 5.** Encourage the reuse of foundry sand by providing suitable treatment for it.
- LÍNE 6.** Encourage the composting of organic materials by major producers and foster door-to-door collection; encourage the recycling of glass by the hospitality industry by providing specific collection services.
- LÍNE 7.** Encourage the construction of treatment plants for all non recycled waste fractions prior to valorisation or landfilling.
- LÍNE 8.** Introduce a waste landfilling tax (see Necessary Condition "*Use the Market in Favour of the Environment*").

ORGANISATIONS INVOLVED

- Dept. of Land Use and the Environment
- Dept. of Agriculture, Fisheries & Food
- Dept. of Industry, Trade & Tourism
- Provincial Councils
- Municipal Councils

GOAL 3.

Protection of nature & biodiversity:
a unique value to be fostered

Strategic objective 7. MAINTAIN OUR BIODIVERSITY

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GOAL 3.

Strategic objective 7. MAINTAIN OUR BIODIVERSITY

To halt the loss of biodiversity by protecting and restoring the sustainable working of habitats and ecosystems on land and in the sea.

Loss of biodiversity is one of the most worrying environmental trends at international level. Nature conservancy organisations have calculated that species are becoming extinct at a rate between 100 and 1000 times faster than in pre-human times. Halting the loss of biodiversity by 2010 is one of the prime objectives of EU environmental policy, and one of the priorities established in the environmental vision for the Basque Country established by the Basque government. 42 species of fauna and 44 of flora are currently under serious threat in the Basque Country (classed as “*in danger of extinction*” or “*vulnerable*”). According to a diagnosis drawn up in 2004 using criteria set by the World Conservation Union (IUCN), 34 species of vertebrates could be at risk of disappearing in the Basque Country.

Changes in land use, more intensive, more specialised farming methods and the introduction of non-native species are the main causes of the impoverishment of our biodiversity. Changes in land use have led to accelerated fragmentation and degradation of the natural environment, which in turn negatively affects the conservation of the habitats on which biodiversity in the Basque Country depends.

To move towards attainment of this objective, a number of specific undertakings for improvement have been drawn up which cover both the driving forces behind the problem (farming, woodlands, non-native species) and the conservation of the habitats on which biodiversity depends (protected natural areas, wetlands, woodland), with special emphasis on improving the situation of endangered species.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G3.1 Achieving positive trends for 2007-2010 in the population indicators for the species of fauna and flora in danger of extinction or in a critical situation.	Directorate for Biodiversity & Environmental Engagement
G3.2 Increasing the surface area covered by native woodland by 10,000 ha on the figure for 2006 (<i>forestry inventory</i>).	Directorate for Biodiversity & Environmental Engagement
G3.3 Restoring 50 ha of wetland included in the STP for <i>Wetlands in the Basque Country</i> .	Directorate for Biodiversity & Environmental Engagement
G3.4 Increasing the surface area covered by agri-environmental measures to protect biodiversity to at least 10% of the <i>useful agricultural land area</i> .	Directorate for Agriculture & Livestock
G3.5 Increasing the surface area given over to environmentally friendly agriculture to 1200 ha.	Directorate for Food Quality
G3.6 Bringing the surface area of certified forestry plantations to 50,000 ha.	Directorate for Research & Technological Development
G3.7 Reducing the presence of exotic invader species*.	Directorate for Biodiversity & Environmental Engagement
G3.8 Achieving SAC (<i>Special Area of Conservation</i>) status for all the areas in the <i>Atlantic bio-geographical region</i> included in the Natura 2000 network and 30% of those in the Mediterranean region.	Directorate for Biodiversity & Environmental Engagement
G3.9 Achieving adequate management measures for 10% of the areas included in the <i>catalogue of unique and outstanding landscapes</i> .	Dirección de Biodiversidad y Participación Ambiental

* Data to be obtained from a diagnosis to be drawn up in 2007.

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MAIN LINES OF ACTION

- LÍNE 1.** Strengthen basic and applied knowledge of biodiversity, reinforcing the knowledge base for conservation and sustainable use of biodiversity and the establishment of indicators to reflect the quality of and trends in biodiversity
- LÍNE 2.** Natura 2000 network: establishment, safeguarding and management plans. The main actions envisaged are the creation of a regulatory framework for Natura 2000, the establishment of prioritisation criteria for declarations of SAC status and adequate management measures in SAC areas, along with efforts to inform about, disseminate and finance the network.
- LÍNE 3.** Draw up a *catalogue of protected natural areas* (PNA) by adjusting PNA limits, provide public information and disseminate the PNA catalogue, and establish consolidated channels for funding and compensation in PNAs.
- LÍNE 4.** Ensure sufficiency, consistency and connectivity in the protection of areas outside PNAs. To that end, progress is envisaged in the development of a *network of ecological corridors*, protection of the landscape by establishing a *catalogue of unique and outstanding landscapes* in the Basque Country and drawing up objectives and criteria for landscape quality, progress towards a favourable state of conservation for rivers and wetlands through the establishment of a sound basis for their management, restoration and monitoring and encouragement of protection at local level through the creation of peripheral parks and declarations of special protected area status in local bylaws.
- LÍNE 5.** Make progress in the conservation of shoreline and marine environments, aiming to achieve a “*good state of conservation*” of marine biodiversity, establish criteria for designating marine areas for inclusion in the Natura 2000 network in the Basque Country and protect marine ecosystems through proper fisheries management.
- LÍNE 6.** Reinforce monitoring and analysis of the state of conservation of endangered species, approve *management plans for endangered species*, complete the catalogue of endangered species and take measures to support off-site conservation of the species in the most critical situations and on-site management measures.
- LÍNE 7.** Draw up legislation to define invader species or pests as a means of controlling the spread of exotic and/or invader species. Draw up diagnostic studies and management plans for exotic, invader species and set up urgent actions to deal with some species.
- LÍNE 8.** Maintain genetic biodiversity by reducing the impact of non-native genotypes on biodiversity and encouraging the conservation, use and marketing of traditional varieties and breeds.
- LÍNE 9.** Improve the environmental quality of green belts and rivers in urban areas to enhance conservation of biodiversity in towns and cities.
- LÍNE 10.** Introduce the following main lines of action to conserve and restore biodiversity and encourage sustainable use of natural resources in rural areas: optimise policies on farming, rural development and forestry so as to benefit biodiversity (assessment, monitoring and incentivising of environmental aid as established in PDRS 2007-2013), Foster the sustainable use of *forestry land* by *entering into forestry contracts*, adopting sustainable forestry management plans and encouraging PEFC or FSC certificates, and draw up a manual of best practices for forestry regeneration, protection of land as a resource and reduction of land and water pollution in rural areas.
- LÍNE 11.** Reinforce the compatibility of regional and territorial development with conservation of biodiversity by making major infrastructures compatible with Nat2000, establishing corridors and landscapes, increasing sustainable tourism and having land of special natural value bought up and reserved by the Basque government, provincial councils and local councils.

ORGANISATIONS INVOLVED

- Dept. of Land Use and the Environment
- Dept. of Agriculture, Fisheries & Food
- Provincial Councils
- Municipal Councils

GOAL 4.

Balance between territory and mobility:
a common approach

Strategic objective 8. MOVE TOWARDS A NEW MODEL OF MOBILITY MANAGEMENT	56
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GOAL 4.

Strategic objective 8. MOVE TOWARDS A NEW MODEL OF MOBILITY MANAGEMENT

To manage people’s demand for mobility and redirect the model split to encourage walking, cycling and public transport. To shift the model split in freight traffic towards maritime and rail transport, and away from road transport.

58% of the distance travelled by people in the Basque Country on an average working day is travelled by car, 23% by public transport and 15% on foot. More than 150,000 drivers are affected by traffic jams on Basque roads each day, in which they waste an average of 20 minutes each. The modal split of freight traffic is inclined disproportionately towards road transport, in detriment particularly to rail transport, which is one of the most environmentally friendly modes and one of the forms of transport that least affects human health. This mobility model exerts considerable pressure and has a great impact on human health, the environment and our territory as a whole, via its negative influence on air quality in our towns and cities, the increasing amounts of greenhouse gases emitted, the nuisance caused by noise, the fragmentation of territory and the consequent effects on biodiversity, and finally via its total dependence on non-renewable resources such as oil, etc.

The mobility model that has predominated in the Basque country in the last few decades is characterised by a continuous increase in infrastructures, especially roads. From the point of view of sustainability this model has basically lost its usefulness. In line with European Union guidelines and the environmental priorities of the Basque government (climate change, preservation of natural capital, improvement of environmental quality in urban areas) it is essential to shift towards a new model of mobility based on management of demand with particular emphasis on realigning the modal split.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G4.1 Realigning the modal split of passenger transport towards non-motorised forms (walking and cycling) and public transport (train, tram and bus), so that these forms of transport account for 40% of the total distance travelled, measured in passenger kilometres ¹⁹ .	Directorate for Transport
G4.2 Realigning the modal split of freight transport so that rail freight accounts for 15% of all surface transport (road plus rail) in tonne kilometres ²⁰ .	Directorate for Transport

¹⁹ The “Resolution of the European Parliament for a thematic strategy for the urban environment” asks Member States to act in co-operation with local authorities and strive to ensure that at least 5% of the total passenger kilometres travelled in city centres is accounted for by public transport and bicycles within the period 2002-2012.

²⁰ The quantitative objective of the “Marco Polo II” programme proposed by the EU is for the expected increase in the freight transport system for the period 2007-2013 to be absorbed entirely by rail and sea transport. This involves a total of 144 billion tonne kilometres. This objective is consistent with the 2001 White Paper on Transport, which sets the objective of obtaining a breakdown by modes of transport in 2010 similar to that of 1998.

To work towards this objective, two specific undertakings have been drawn up in regard to the modal split of passenger and freight traffic, since the pressure and impact resulting from transport are entirely conditioned by the modes of transport used. Passenger travel produces less impact if public transport is used rather than private vehicles. The impact of freight transport is far less if rail or sea transport is used rather than road transport.

MAIN LINES OF ACTION	
LÍNE 1.	Work to develop legislation on safe, sustainable mobility in the Basque Country in line with European guidelines to support improvements in public transport systems; discourage the use of private cars; introduce economic measures to encourage traffic calming policies and encourage non-motorised forms of transport.
LÍNE 2.	Draw up and implement municipal safe, <i>sustainable mobility plans for municipalities</i> with more than 20.000 inhabitants and supramunicipal plans. These plans should incorporate measures tackling demand (model and design of town/city, encouragement of car sharing, municipal parking regulations, etc) and supply (public transport, traffic calming measures, pedestrianisation, deterrent parking schemes, urban freight logistics, etc).
LÍNE 3.	Draw up and implement safe, <i>sustainable mobility plans for firms and industrial estates</i> with more than 1000 workers. These plans should incorporate measures such as increased public transport, encouragement of car sharing, organisation of corporate transport, reduction of parking spaces for private cars, promotion of flexitime working, etc. All this is aimed at reducing congestion, emissions into the atmosphere (CO ₂) and accident rates.
LÍNE 4.	Draw up and implement an across-the-board strategy for promoting the use of bicycles and form a master plan for cycle paths in the Basque Country to bring together the plans currently in place in each province.
LÍNE 5.	Limit private vehicle access to city centres on working days in the provincial capitals of the Basque Country, and introduce regulated (restricted) parking there.
LÍNE 6.	Apply the economic instruments derived from the Eurovignette Directive (levies on heavy goods vehicles for using certain road infrastructures).
LÍNE 7.	Draw up reference documents effectively to bring together sustainable transport policies in land use planning.

ORGANISATIONS INVOLVED
<ul style="list-style-type: none"> • Dept. of Transport & Public Works • Dept. of Land Use and the Environment • Dept. of Industry, Trade & Tourism • Dept. of Health • Provincial Councils • Municipal Councils

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GOAL 4.

Strategic objective 9. ACHIEVE BALANCED USE OF OUR TERRITORY

To achieve consistent, joint planning by the various sectors operating in the territory, so problems of artificialisation and fragmentation can be solved.

The artificialisation of land is a matter of critical importance in the diagnosis of the environmental status of the Basque country, given its mountainous terrain and the resulting density of population on the valley floors. In 1994 5.2% of the land in the Basque Country was artificialised, and by 2005 the figure had grown to 6.5%, which translates as the artificialisation of a further 9440 ha. The chief causes lie in rezoning of land for residential use (4854 ha), economic activities, i.e. industrial estates and shopping centres (2908 ha) and transport infrastructures (671 ha).

Land use management and urban planning play a crucial role in our mobility model. Sites for new urban developments, shopping centres, industrial estates, technology centres, social amenities, cultural and sports facilities, etc. have been approved with scant consideration for the impact on the environment and on the territory of the increased mobility flows associated with their operation. It has been taken for granted that it suffices to guarantee private vehicle access. It is essential that this mentality be radically changed, because transport can only be redirected towards more environmentally sustainable parameters and criteria if it is integrated coherently into land use and urban planning at regional, provincial and municipal level.

The Basque government has established the preservation of natural capital as one of its environmental priorities for the coming years. It is therefore considered essential to shift towards a model of development that makes less intensive use of natural land, locating new developments preferentially on brownfield rather than greenfield sites.

A single quantitative undertaking has been drawn up to work towards that objective. It entails a substantial reduction in the current process of artificialisation of our territory.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G4.3 Reducing the number of hectares artificialised each year by urban development.	Directorate for Land Use Planning
G4.4 Reducing the number of hectares artificialised each year by the construction of new infrastructures.	Directorate for Land Use Planning

MAIN LINES OF ACTION

- LÍNE 1.** Encourage the integration of the following criteria into reviews of *territorial land use planning directives*: integration of urban development and transport, economical use of land, mixed land use, a network of open spaces, etc.
- LÍNE 2.** Encourage municipalities to factor environmental criteria into general and development planning in accordance with the directives in the manual for drawing up sustainability based urban planning documents, prioritising compact, diverse towns and cities.
- LÍNE 3.** Establish the preferential use of brownfield sites in urban planning at municipal level before the rezoning of land not authorised for development is considered, particularly to preserve agricultural and natural land.
- LÍNE 4.** Create green belts at municipal level, especially in municipalities with more than 5000 inhabitants. These belts must help to increase green areas, integrate the surrounding natural land into the urban environment, favour biodiversity, thin out built-up areas and thus enhance their quality.
- LÍNE 5.** Promote and increase green areas at municipal level to provide natural ventilation for urban areas. This will help reduce the frequency with which temperatures reach very high levels in urban areas, accompanied by high levels of atmospheric pollution (one of the effects of climate change on towns and cities).
- LÍNE 6.** Incorporate analysis of consistency with the quantitative undertakings assumed in EFP 2007-2010 into *strategic environmental assessment processes* for plans and programmes that influence our territory.
- LÍNE 7.** Draw up reference documents to effectively factor biodiversity into land use planning models.
- LÍNE 8.** Draw up programmes to re-naturalise and recover disused artificialised land (e.g. disused roadways, oversized urbanisation schemes, etc.).

ORGANISATIONS INVOLVED

- Dept. of Land Use and the Environment
- Dept. of Housing & Social Affairs
- Dept. of Industry, Trade & Tourism
- Dept. of Transport & Public Works
- Dept. of Health
- Provincial Councils
- Municipal Councils

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GOAL 5.

Limit the effects of climate change

Strategic objective 10. LIMIT GREENHOUSE GAS EMISSIONS 61

Strategic objective 11. ADAPT TO CLIMATE CHANGE 63



GOAL 5.

Strategic objective 10. LIMIT GREENHOUSE GAS EMISSIONS

To limit Greenhouse Gas emissions and make our own changeover to a low carbon economy.

Climate change is the principal environmental problem of the 21st century. The UN has indicated this repeatedly since the meetings in Kyoto in 1997, and the idea is reinforced by the Stern Report drawn up under the auspices of the British government. According to the Intergovernmental *Panel on Climate Change* (IPCC), the Earth's climate has changed as a result of a build-up of greenhouse gases in the atmosphere. Average temperatures increased by 0.6°C over the last century, and may increase further by between 1.4 and 5.8°C by the end of the 21st century. The entry into force of the Kyoto protocol was a landmark in the response by the international community. In the context of the EU, the introduction of Directive 2003/87/CE on trading in emission rights is a key element of the European strategy to combat climate change.

Total emissions of GHG in the Basque Country (including those from imported electricity production) increased by 24% from 1990 to 2005. This far exceeds the 15% established by the EU for Spain under the Kyoto protocol. The Basque government has decided to make combating climate change a priority area for action in the coming years, and firmly to back international efforts to deal with this serious problem. As a result, the energy, transport, industry, residential and farming sectors must all reduce their emissions significantly in the coming years.

On a more general level, the Basque Country must establish the basis for a shift towards an economy less dependent on fossil fuels (oil and gas) by encouraging energy savings, energy efficiency and the use of renewables. The Basque government considers these points as part of the strategic opportunity provided by the environment to develop and modernise its fabric of production and its economy. The progress made towards the objective formulated below must also, therefore, involve improvement in technology, innovation, entrepreneurship and the development of the economy and society as a whole.

The quantitative undertaking assumed here entails ensuring that GHG emissions in the Basque Country remain within the levels required under the Kyoto Protocol.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G5.1 Restricting total GHG emissions regulated under the Kyoto protocol so that by 2010 they have increased by no more than 14% of the figure for 1990 ²¹ .	Basque Office on Climate Change

²¹ References to base year 1990 should be understood as referring to 1990 in the case of CO₂, CH₄ and N₂O, and to 1995 in the case of SF₆, PFC and HFC. References to 2010 should be understood as referring to the mid point of the period 2008-2012, as per the rules laid down in the Kyoto protocol.

MAIN LINES OF ACTION

- LÍNE 1.** Draw up, approve and implement *The Basque Plan to Combat Climate Change 2008-2012* so as to deploy the actions required through various sectoral policies to mitigate emissions and adapt to climate change, and to make progress towards a low-carbon economy for the Basque Country.
- LÍNE 2.** Achieve full development of the *Basque Office on Climate Change* as the body that co-ordinates the various departments to foster effective mitigation and adaptation policies.
- LÍNE 3.** Participate in various international forums under the *United Nations Framework Convention on Climate Change* (UNFCCC) to draw up post Kyoto agreements and co-operate with regional governments through *nrg4SD* to share best practices, use flexible mechanisms and ensure the presence of regional governments in the framework of the Kyoto Protocol.
- LÍNE 4.** Move towards sustainable buildings. The *Master Plan for Housing 2006-2009* details lines of action such as the development of bioclimatic architecture in new buildings, covering the type of materials to be used, their life cycle and recyclability, the encouragement of actions based on energy efficiency, the extension of energy-saving requirements to all buildings and the incorporation into buildings of solar power for hot water production.
- LÍNE 5.** Move towards sustainable energy consumption. *The Basque Energy Strategy to 2010* establishes a number of key lines of action for consumers in various areas of the Basque energy sector, based on increased energy efficiency and increased use of renewables, which have a decisive role to play if the objectives established at Kyoto are to be met. The application of this strategy affects the sectors included in the national allocation plan (NAP) (intensive industrial users) and other sectors with a more diffuse energy consumption (light industry, housing, services, transport, etc.).
- LÍNE 6.** Develop instruments to reduce emissions in the sectors responsible for diffuse emissions (which are not regulated under European emission rights trading and account for 40% of GHG emissions) and establish the fiscal instruments or schemes to encourage cost efficient reductions.
- LÍNE 7.** Apply the European system of emission rights trading in the Basque Country. The specific objectives of the Basque government in this area are to ensure that the framework and process for allocating rights is applied in a manner consistent with the principle of "the polluter pays" and the principle of equity (allocation according to efficiency criteria), encouraging an effective reduction in emissions, and to monitor the rigorous, consistent application of regulations to control and monitor emissions.
- LÍNE 8.** Increase the amount of carbon fixed in the carbon sinks of the Basque Country through appropriate policies on land use, changes in land use and forestry.
- LÍNE 9.** Encourage policies to combat climate change at municipal level through the drawing up and implementation of *local programmes of action against climate change*. These programmes will include an inventory of GHGs, emission reduction targets and lists of measures to be implemented.

ORGANISATIONS INVOLVED

- Dept. of Land Use and the Environment
- Dept. of Industry, Trade & Tourism
- Dept. of Transport & Public Works
- Dept. of Housing & Social Affairs
- Dept. of Education, Universities & Research
- Dept. of Agriculture, Fisheries & Food
- Municipal Councils



GOAL 5.

Strategic objective 11. ADAPT TO CLIMATE CHANGE

To manage the ways in which we adapt to climate change so as to minimise our vulnerability to expected impact.

The threat posed by climate change is probably the greatest of all the environmental problems facing our global society, not just in terms of the extent of the impact forecast by the various scientific studies available, but also in terms of how widespread the problem is and how inextricably entwined it is with the way in which we live and produce. It is not an isolated phenomenon resulting from an anomaly focused on a single, discernible point in our production system, but rather the result of a long process of economic growth based on a largely unsustainable model.

To date, the response of the international community to this phenomenon has been hesitant and has failed to match the seriousness of the problem. But that is changing. Scientific studies are increasingly categorical, and proposals for new regulations now take on board the fact that this is no time for half measures. The Kyoto Protocol has become a benchmark for establishing limits for emissions in industrialised country, and as such setting the first sizeable challenge for our economies.

Even if there is a widespread reduction in emissions in the immediate future, the gases emitted in the past will continue to increase the average temperature of the atmosphere. It is therefore essential to prepare for the consequences.

We must identify the most fragile areas for people, animals and ecosystems in the Basque Country. We must analyse and take preventive action in regard to the potential effect on human health of heat waves such as that of the summer of 2003, the possible disappearance of the most exposed stretches of Basque coastline if sea levels rise, the preservation of natural floodplains in case of serious flooding, the impact of temperature changes and variations in rainfall patterns on flora and fauna, the effect of increasingly frequent, increasingly severe drought on the availability of water for drinking and for agriculture, the possible effect on human health of diseases hitherto restricted to warmer climates, etc.

In the framework of the *plan to combat climate change*, adapting to change is a fundamental task, and one that has been taken on board by the Basque government with the intention of limiting the vulnerability of our territory.

UNDERTAKINGS TO 2010	Party responsible for monitoring
G5.2 Reducing the vulnerability of the Basque Country to climate change.*	Basque Office on Climate Change
G5.3 Preventing artificialisation insofar as is possible in areas where there is risk of flooding with a 100 year return period and there has been no development to date.	Directorate for Water/ Basque Water Agency

* Data are to be obtained from a study to be drawn up in 2007.

MAIN LINES OF ACTION

- LÍNE 1.** Create a stable, multidisciplinary workgroup to assess vulnerability to climate change and provide a scientific basis for decision-making. The preferential areas of investigation will be:
- Monitoring of climate variables and indicators affected by climate change throughout the Basque Country.
 - Studying the effects of climate change on the main plant and animal communities, with emphasis on those which have the greatest ecological interest and the highest levels of vulnerability. Drawing up a detailed map of levels of vulnerability to rises in sea level or changes in wave patterns on the various stretches of coastline, so as to identify the most vulnerable points and carry out an ecological assessment.
 - Studying the extent to which arable and livestock farming are actually affected by climate change, and the viability in terms of soil and climate of growing ecological crops (biomass, bio-ethanol, bio-diesel).
 - Drawing up a map of expected impacts on land, air and sea transport systems in terms of infrastructures and safety operations.
- LÍNE 2.** Adapt farming methods to help maintain soil fertility and save water.
- LÍNE 3.** Encourage systems to observe and monitor land and marine species which may act as indicators of the potential effects of invasion and colonisation by species from other latitudes.
- LÍNE 4.** Introduce new criteria into the design of transport infrastructures, economic activities, hydraulic works, etc...
- LÍNE 5.** Draw up diagnoses at local/supra-municipal level to identify high risk areas and areas most vulnerable to the impacts of climate change, and incorporate measures to adapt to climate change into territorial planning regulations.

ORGANISATIONS INVOLVED

- Dept. of Land Use and the Environment
- Dept. of Transport & Public Works
- Dept. of Agriculture, Fisheries & Food
- Dept. of Health
- Provincial Councils
- Municipal Councils

The struggle against climate change is one of the clearest examples of the links across the board between all five goals in Environmental Framework Programme 2007-2010. Thus, many of the undertakings and lines of action deployed under Goals 1 to 4 also foster progress towards meeting the strategic objectives of goal five (*“Limiting The Effect Of GHG Emissions And Adapting To Climate Change”*).

Specifically, Goal 5 takes up the following undertakings already made in Goals 1 to 4:

<p>GOAL I. To ensure clean, healthy air, water and soil</p>	<p>G1.1 Achieving an air quality rating in which more than 95% of readings are rated as moderate and admissible, and less than 1% as poor, very poor or hazardous. Bringing down the number of people exposed to poor, very poor and hazardous levels by 20% on 2006 figures.</p> <p>G1.6 Protecting, improving and regenerating bodies of surface water so as to obtain good ecological status in 80% of them.</p> <p>G1.7 Protecting and improving artificial and highly modified bodies of water so as to achieve good ecological potential and good chemical status in 80% of them.</p> <p>G1.15 Continuing environmental monitoring of publicly owned disused landfills.</p>	<p>GOAL V. Limiting the influence of climate change</p>
<p>GOAL II. Responsible management of natural resources & waste</p>	<p>G2.3 Maintaining efficiency in the consumption of resources (material and efficiency) at 2001 levels.</p> <p>G2.4 Achieving energy savings of 975,000 toe by 2010.</p> <p>G2.5 Improving energy intensity by 16% on 2000 levels.</p> <p>G2.6 Bringing the proportion of electricity consumption generated by renewables and CHP to 29% of the total.</p> <p>G2.7 Achieving annual bio-fuel consumption figures of 177,000 toe in transport.</p> <p>G2.13 Attaining zero landfilling of untreated MSW.</p>	
<p>GOAL III. Protection of nature & biodiversity: a unique value to be fostered</p>	<p>G3.2 Increasing the surface area covered by native woodland by 10,000 ha on the figure for 2006 (forestry inventory).</p>	
<p>GOAL IV. Balance between territories and mobility: a common approach</p>	<p>G4.1 Realigning the modal split of passenger transport towards non-motorised forms (walking and cycling) and public transport (train, tram and bus), so that these forms of transport account for 40% of the total distance travelled, measured in passenger kilometres.</p> <p>G4.2 Realigning the modal split of freight transport so that rail freight accounts for 15% of all surface transport (road plus rail) in tonne kilometres.</p> <p>G4.3 Reducing the number of hectares artificialised each year.</p>	

2010



3.2 Necessary conditions for progress towards Sustainability

The vision, goals, strategic objectives and undertakings set out in EFP 2007-2010 make up the core of Basque environmental policy. *Excellence in governance* is essential if they are to be pursued successfully, and that requires the systematic application of factors such as a long-term vision, exemplary actions by the administration itself, firm and perseverant leadership, a commitment to continuous improvement through comparison with the most advanced International experiences, orientation towards tangible results leading to improvements in environmental quality and quality of life for our people, the encouragement of a constructive, critical, internally demanding attitude that does not fall into complacency, and finally a reevaluation of the actions of the public authorities as a public service.

In short, the environmental policy set down in this Environmental Framework Programme is seen as a contract with society based on transparency, engagement, orientation towards results, accountability and overall consistency of policies, plans and programmes in the public sector including the integration of environmental factors. This requires the deployment of a number of across-the-board instruments to provide a sound basis and complete the lines of action to be carried out in fulfilment of the undertakings associated with each goal. These instruments are referred to as the “*Necessary Conditions*” for progress towards sustainability in the Basque Country.

Necessary conditions

1. Factor environmental variables into other policies
2. Improve current legislation & its application
3. Use the market in favour of the environment
4. Empower the public & get them to assume joint responsibility
5. Environmental R&D&i
6. Environmental co-operation at international level

CONDITION 1. Factor environmental variables into other policies

MAIN LINES OF ACTION
<ul style="list-style-type: none"> ● Factor environmental considerations into reviews of land use planning directives as a key element. ● Consolidate the Basque Network of Municipalities for Sustainability (Udalsarea 21) as a mechanism for integrating and co-ordinating sustainability policies at local level. ● Establish a basis for knowledge and encouragement of environmental impact assessments concerning the health of the population of the Basque Country. ● Introduce environmental management systems and safe, sustainable mobility plans linked to facilities and/or activities of the Basque public authorities. ● Strengthen the strategic environmental assessment tool for plans and programmes.

The Basque Country has equipped itself with methodological instruments (Environmental Impact Assessment, Strategic Environmental Assessment of Plans and Programmes) and also participative instruments (Environmental Advisory Council, Environmental Committee, Udalsarea 21, Committee for Land Use Planning in the Basque Country) that assure protection for the environment by factoring environmental considerations more and more into all policies and actions. For example, EFP 2007-2010 will become an essential reference point for all Basque government planning activities over the next four years.

Environmental considerations must continue to be factored into the policies, plans and programmes approved by the various departments (Industry, Transport, Agriculture, Housing, Revenue, etc.) of the Basque public administration as a whole. A highly pertinent example in terms of its importance for sustainability can be found in the review of land use planning directives and the approval of other land use planning instruments (local and sectoral territorial plans), in which the criteria laid down in the *Basque Environmental Strategy for Sustainable Development* (to 2020) and in this *Environmental Framework Programme* (to 2010) are to be applied in an exemplary fashion so that the integration of environmental factors can be analysed on the basis of the undertakings listed herein.

The four main priorities set in this Environmental Framework Programme have, or will shortly have, their own plans and operational structures or coordination mechanisms for the integration of environmental factors. These are listed below:

PRIORITIES	Planning framework	Structure for integrating the environment
1. Act to combat climate change and prepare for its consequences	Basque Plan to Combat Climate Change (currently being drawn up)	Basque Office on Climate Change
2. Reinforce our natural capital	Biodiversity Strategy (currently being drawn up)	Biodiversity Observatory
3. Improve the environmental quality of our towns and cities	Udalsarea 21 Strategic Plan 2006-2009	Basque Network for Sustainability, Udalsarea 21
4. Attain sustainable consumption and production	Plan for Environmentally Sustainable Consumption 2006-2010 Sustainable Production Directives	Steering Committee & Technical Committee of the Plan

Financial, technical and human resources are to be used to strengthen the Basque Network of Municipalities for Sustainability (Udalsarea 21), which acts as a strategic ally of the Basque government in the application of the Basque Environmental Strategy for Sustainable Development 2002-2020 and Environmental Framework Programme 2007-2010. In that context, and in line with the previous Environmental Framework Programme, by 2010 all Basque municipal councils serving more than 5000 inhabitants must have an individual or joint technical environment officer on their staffs.

Research into health and the environment must be promoted. Air quality in urban areas, soil and water pollution, the production and management of waste, the foodstuffs produced by Basque farms, the consequences of climate change in our country, the existence of green belts in our towns and cities, etc. must be presented as factors that directly influence human health. In that context, people must be encouraged to associate increased care for the environment in urban areas more and more closely with preserving good health.

The administration as an example-setter

The public need specific, high-profile, practical examples of actions that can be perceived as benchmarks. Such examples are essential to the credibility of any policy. The administration has great power as a driving force for society as a whole, but its messages must be accompanied by clear evidence that it is also working in the vanguard to reduce its own environmental impact. This is exemplified by green public procurement, as reflected in Necessary Condition 3.

Another line of work is linked to the programme for the environmentally friendly management of buildings and/or activities of the Basque government and provincial councils, and the corresponding action plans for improving their environmental and energy balance sheets, with special emphasis on safe, sustainable mobility plans. All new public buildings are to incorporate advanced energy efficiency, bioclimatic architecture and material analysis criteria.

CONDITION 2. Improve current legislation & its application

MAIN LINES OF ACTION

- Develop sectoral environmental legislation in line with Environmental Framework Programme 2007-2010 and the new directives issued by the European Union, particularly in regard to *integrated pollution control*.
- Simplify and integrate the administrative procedures envisaged by current environmental legislation.
- Ensure compliance with the requirements laid down in environmental legislation and the conditions established in the authorisations, licences and other administrative documents issued in the implementation of that legislation.

In recent years the rate at which regulations and other documents have been issued by EU institutions has increased appreciably in response to increased demand for environmental protection. This means that it is essential to continue adapting the environmental regulations currently in force in the Basque Country to comply with new requirements in such areas as the monitoring of activities with the potential to pollute the atmosphere, regulating water use (supply, drainage, treatment and irrigation), preventing and remediating soil pollution, dumping of waste, mobility and sustainable transport, and protecting biodiversity.

However, the issuing of copious environmental regulations and the establishment of authorising procedures that sometimes involve the duplication of administrative steps and require parties to submit the same documents

repeatedly may constitute a serious obstacle to compliance, and may indeed result in failure to meet the very objectives of environmental protection for which those regulations were drawn up. It is therefore essential to create regulatory instruments that can unify procedures and integrate permits, licences and other documents currently handled by different areas of the administration through sectoral legislation, thus enhancing the effectiveness of article 39 of Act 3/1998 of February 27th on integrated pollution control.

As well as improving and continually adapting environmental legislation, we must also ensure that it is complied with effectively. Regular checks are required to ensure that the parties at which regulations are aimed actually meet the requirements laid down in the relevant authorisations, licences and permits. To that end the current Environmental Inspection and Control Plan 2004-2007 must continue to be implemented, and work must start on its successor for 2008-2011. Instruments must also be set up to encourage the regular submission of information on the operations and environmental impact of all relevant activities.

CONDITION 3. Use the market in favour of the environment

MAIN LINES OF ACTION
<ul style="list-style-type: none"> ● Analyse and extend work to achieve environmental tax reform ● Encourage green public procurement on the part of the Basque administration. ● Make progress towards a more environmental orientation of public sector subsidies in programmes with a particularly high potential impact. ● Introduce prices, tolls and quotas as instruments in support of the main strategic priorities of the Environmental Framework Programme. ● Bring private initiative into the management, care and valorisation of the environment.

Basque society is increasingly aware of environmental problems and of the importance of the environment, but at the same time it is widely agreed that the environment does not yet occupy the place at the top of the list that it merits in our system of social values. Progress has been made in all areas of the environment, but all too frequently that progress is motivated not by increased environmental awareness among individuals, firms and institutions but rather by the imposition of regulations and by financial concerns. This is the case, for instance, with the increases in energy efficiency, savings in materials and improvements in waste management of all types achieved by businesses. Nevertheless, all environmental progress is, of course, considered as highly positive, regardless of the reasons behind it.

EFP 2007-2010 seeks to establish incentives to encourage social and economic players to foster the environment, and to that end seeks to make the fullest possible use of the market system, among other instruments, to send out suitable signals. The economic system that governs the allocation of resources does not take environmental friendliness sufficiently into account, as the environment is not considered as an asset and is therefore not allocated a clear right of ownership and price. This has led firms, domestic economies and public and private institutions not to value environmental assets highly enough. We waste water and consume non-renewable natural resources because we are unaware of their actual cost. Firms and individuals pollute the air, water and land because doing so has no effect on their production costs and income levels. We artificialise land and sacrifice biodiversity because we do not realise that we are dilapidating nature, which is without doubt our most valuable asset. Finally, we consume disproportionate amounts of fossil fuels, which are the main cause of GHG emissions and climate change, without taking into account that such consumption has global effects which are proving (and will continue to prove) dramatic for life on our world.

Continuing the path begun in the previous Environmental Framework Programme, the intention now is to look in greater depth at the internationalisation of environmental costs, and to develop and implement instruments and initiatives in five key areas:

Environmental tax reforms

As indicated in the section on “*levers for change*”, one of the most unusual, distinctive features of the Basque country in comparison with other geographical regions is its power to regulate its own taxes, not just to collect funds and finance its policies but also to draw up fiscal policies that affect income and production levels, and the conduct of the players in the economy with regard to the environment.

Within the EFP the Basque government, together with provincial and municipal councils, seeks to promote a far reaching process of reflection and analysis, with a view to obtaining a consensus-based document to provide overall *guidelines for environmental taxation in the Basque Country*.

The guiding principles of the environmental tax reform proposed are:

- **Engagement.** Engaging all players with authority in this area together with the Basque government. This means mainly the provincial councils of the three provinces, but also municipal councils.
- **Compatibility with provincial, municipal, national and European tax regulations.**
- **Non-lucrative ethos.** The idea is not to collect funds on the part of the public administration, but rather to guide the actions of players. To that end, an attempt will be made to replace some existing taxes by new ones, and to ensure that any increase in revenue from taxes is earmarked for environmental promotion projects.
- **Neutrality.** The idea is that there should be little or no impact on income distribution and production levels.

Encouraging green public procurement

In its review of the Lisbon Strategy of 2004, the European Commission recommends that national and local authorities should establish plans of action to bring the environmental dimension into public procurement by the end of 2006. It goes into more detail in the “*Review of the EU Sustainable Development Strategy*” (EU SDS) in the summer of 2006, which includes “*Aiming to achieve by 2010 an EU average level of Green Public Procurement (GPP) equal to that currently achieved by the best performing Member States*”, which means at least 40% of procurement. Other sectoral policies and European directives also see public procurement as an instrument for moving the market towards eco-efficient products and technological innovation²².

2006 began with the incorporation of environmental criteria into public procurement. The overall budget managed by the Basque administration is very large, so this is a key area of work if appropriate signals are to be sent to the market in favour of more environmentally friendly products and services. The objective of the Basque Environmentally Sustainable Consumption Plan 2006-2010, in line with the directives set by the European Commission, is to have 40% of “*significant*” public-sector procurement carried out in line with environmental criteria by 2010. Significant procurement items include paper, stationery and printing products, computer equipment, furnishings, vehicles, wood (certified) and gardening and building maintenance services.

²² Directive 2006/32/CE of the European Parliament and Council of April 5, 2006 on efficiency in the end use of energy and energy services includes green public sector procurement in the areas of vehicles, equipment and buildings as one of the measures to be adopted by public administrations. For example, the proposal for a directive of the European Parliament and the Council on the promotion of clean road transport vehicles (2005/0283) envisages an initial stage in which there will be a minimum procurement quota of 25% of clean vehicles in those vehicle categories for which public procurement represents a significant share of the market.

Orientation of public-sector aid

Like taxation, the subsidies offered by the public authorities in various sectors also influence the conduct of individuals and firms in terms of investment, production and consumption, and can have undesired impacts on the environment. EFP 2007-2010 analyses the main public sector subsidy systems used by the public authorities (Basque government and provincial councils) so that they can be oriented along more environmentally friendly lines.

Prices, tolls & quota setting

Another way of using the market in favour of the environment is public sector intervention to raise or lower the prices of certain products and services, to establish limitative quotas (on consumption and/or production, on emissions or discharges of products and materials that can affect the natural environment).

Instruments of this kind have an across-the-board effect on all five goals and all four priorities established in the EFP. First of all, to combat climate change and reduce the impact of atmospheric pollution on health, measures will be taken to limit the use of private vehicles, especially in the most congested city centres, by introducing tolls or traffic limitations. To that end, full use will be made of the possibilities offered by electronics and information technology.

To encourage sustainable production and consumption, new possibilities will be analysed through the use of premiums and incentives for local, environmentally friendly products and for those products that maintain high standards of eco-design and environmentally friendly production and/or minimise or save on packaging.

Bringing private initiative into the management, care and valorisation of the environment

Environmental development, and in particular the gradual remediation of environmental problems inherited from our past, calls for major efforts on the part of the Basque public authorities in terms of finance. It is clear, however, that it will be difficult to make progress at the rate demanded by society using public funds alone.

Major efforts in terms of imagination are therefore required to bring private initiative into environmental affairs so that it provides not only funds but also ideas, technological resources and management capabilities to meet the challenges of sustainability which we shall face in the coming years.

In that context, the EFP seeks to make progress in developing instruments such as funds that can be used to supplement the current financial system and draw private capital into the business opportunities arising from the environment (decontamination of land, valorisation of waste, clean energy, etc). Along similar lines, the establishment of new forms of individual and collective insurance may provide an innovative way of offsetting the risks entailed by many actions which may potentially affect the environment.

It is also highly important to bring private initiative into the management of new infrastructures and amenities and into the development of environmental projects, encouraging the appearance of new markets that do not as yet have sufficient critical mass.

CONDITION 4. Empower the public & get them to assume joint responsibility

Information & communication

“Moving towards sustainability means engaging all sectors of the population, especially decision-makers and/or those with most influence in society”.

MAIN LINES OF ACTION

- Improve information gathering processes, optimise the processing of information and facilitate dissemination of and access to environmental information.
- Implement an environmental education strategy for sustainability in the formal education system for 2007-2010.
- Reinforce the integration of environmental considerations in university education and vocational training.
- Implement the information, communication and public engagement strategy on environmental matters.

Awareness of the atmosphere is the first step towards protecting it: people cannot value or defend what they do not know. The environment must be seen and valued as an asset to society that can also be enjoyed at individual level. Awareness of the chief threats to the environment is a step towards assuming individual and collective responsibility and reinforcing the shift towards more environmentally friendly behaviour.

Access to environmental information and participation in environmental matters are rights held by every citizen, which the public authorities have a duty to guarantee. *The Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters* (the *Aarhus Convention*) is based on the following premise: for people to enjoy the right to a healthy environment and fulfil their duty to respect and protect it, they must have access to pertinent environmental information, must be able to take part in decision-making processes on environmental matters and must have access to justice when they are denied that right.

The strategy of information, communication and public engagement in environmental matters establishes framework actions to develop this goal and guarantee fulfilment of the legal obligations established in Act 27/2006 of July 18, which regulates the rights of access to information, public participation and access to justice in environmental matters²³.

Education, training & empowerment

“Education is a prerequisite for encouraging change in behaviour and offering all citizens that key competencies required to achieve sustainable development. The success of the overall strategy will also depend on high-quality education for sustainable development at all levels of education and cover issues such as the sustainable use of energies and transport systems, sustainable consumption and production patterns, health, media competence and responsible global citizenship.”

(European Sustainable Development Strategy, 2006)

²³ This Act is concerned with other commitments taken on following the ratification of the Aarhus agreement by Spain, and transposes into Spanish law the European directives bringing Community law into line with the Aarhus commitments on information and involvement.

Universities are the main centres for the production of knowledge in our society. They therefore have an essential role to play in providing the education and training required to endow the country with the technical capabilities that it needs to develop, innovate and exploit the most advanced environmental technologies and knowledge.

The active participation of the UPV is therefore needed in our efforts to make this transition, with special emphasis on the economy, energy, transport, eco-design and clean production, construction and the primary sector. By the same token, special efforts need to be made to provide teaching staff with environmental training. The establishment of stable partnerships with Spanish and European universities which are benchmark organisations for environmental sustainability is a potentially promising way of incorporating best practices into our own universities. The strategy on education for sustainable development adopted by the United Nations in 2005 in the Lithuanian capital Vilnius is a major reference point for this.

Education of our young people is a key point. In this context the role of the universities is highly important in setting an example through their own conduct, in designing curricula and in carrying out environmental or ecological research on both basic and applied levels.

In the non-university education system the undertakings of Environmental Framework Programme 2002-2006 are maintained in the sense of having all vocational training centres implement environmental management systems by 2012. We also seek to have all compulsory education schools implement a School Agenda 21 by 2012.

A number of measures will also be taken to encourage education for sustainable development within the Basque education system. These include the following:

- Encouraging schools, particularly in the BAC, to sign up to the UN Decade of Education for Sustainable Development (2005-2014).
- Encouraging schools providing compulsory education to appoint a “*Sustainable Development Education Co-ordinator*”.
- Performing a school eco-barometer survey every four years to learn the level of environmental and sustainability awareness in the world of education.

Engaging the public

Local Agenda 21 schemes have been implemented in most Basque municipalities. Public engagement in local decision-making on urban planning, transport and the environment must be encouraged with conviction and creativity. To that end a system of governance that ensures maximum transparency and strives to make information available in a suitable fashion must be encouraged. The public must be duly informed so that they can give their opinion on a sound basis, and that opinion must be capable of influencing and conditioning the decisions made by political leaders.

In that regard we must continue the work begun in EFP 20002-2006 to establish mechanisms to keep the public informed with sufficient prior notice of plans that affect our territory. We must also continue to draw up specific measures to ensure that the public have sufficient time to learn of and analyse those plans that affect them during their processing, and can access the relevant proposals in a clear, understandable form.

CONDITION 5. Environmental R&D&i

MAIN LINES OF ACTION

- Encourage environmental innovation in products manufactured in the Basque Country.
- Perform research in priority areas of action such as adaptation to climate change, contaminated soil, closing the waste cycle, managing demand for sustainable consumption, biodiversity and health.
- Deploy the directives of the European Commission to encourage environmental technologies.
- Draw up models of environmental impact derived from land use and planning.
- Encourage research in forestry (biotechnology, improvements, silviculture, integrated control of pests and disease, etc) and transfer of the results of that research.
- Draw up studies to assess the financial value of environmental assets.

The Basque Science, Technology and Innovation Plan to 2010 brings together and co-ordinates numerous lines of action in R&D, including environmental actions, by public sector organisations and departments in the Basque Country. *The Business Competitiveness and Social Innovation Plan 2006-2009* also establishes numerous programmes and tools aimed at encouraging innovation in the Basque Country in cooperation with the country's public and private sectors.

These plans provide fertile ground for the deployment of the lines of the Environmental Technologies Action Plan (COM (2004) 38 final) established by the European Commission to facilitate the transfer of environmental R&D&i to the market and create suitable market conditions.

Determined efforts are also being made to stress international co-operation in environmental R&D&i, for instance through participation in the Susprise network, and above all to generate basic knowledge in new environmental fields such as products, land use planning, adaptation to climate change, closing the waste cycle and sustainable consumption. The Basque Country's capacity for environmental R&D&i is consolidated by a human capital capable of leading the future strategic environmental research projects and innovation projects in environmental products and technologies that will contribute decisively to the meeting of the undertakings made in forthcoming environmental framework programmes.



CONDITION 6. Environmental co-operation at international level

Environmental problems are increasingly seen as global in nature, e.g. climate change, marine biodiversity and fishery resources, cross-border atmospheric pollution and chemicals. For that reason, a sixth condition has been established in this EFP regarding environmental co-operation at international level.

MAIN LINES OF ACTION

- Strengthen the role of the Basque Country in the Network of Regional Governments for Sustainable Development (nrg4SD).
- Reinforce the international role of the Basque government in matters of climate change, particularly abatement and adaptation.
- Maintain an active role in nature protection networks.
- Foster efforts for international co-operation in the Udalsarea 21 network.
- Lead joint projects with leading European regions in the fields of sustainable production and consumption.
- Implement the Global Action Programme (GAP) in the Basque Country.
- Reinforce co-operation and solidarity-based links with less developed countries and regions.

We live in a globalised world where major social and economic decisions are made at a global level, but local actions also have a clear impact on global matters. The environment is perhaps the paradigm of this situation. Our main environmental problems, such as climate change, are clearly global in nature, and joint, co-ordinated actions by many countries are required to control them and remedy their effects.

Furthermore, sustainable development is also a global concept involving the whole world but, as recognized at the Rio Conference in 1992, the most effective plans for action to foster sustainability are those made at local level. “*Think global and act local*” is the chief maxim that must guide environmental management.

The international dimension is thus another facet of Basque environmental policy. The four strategic priorities established in the EFP are structured at local level in the framework of actions which take on their full meaning when considered in an international light.

The Basque government, with its Dept. of Land Use and the Environment at the forefront, seeks to join the international commitment to foster sustainable development and combat climate change by participating actively in the main international summits on this matter (*Nairobi 2006* is an example). It also brings to that commitment the leadership and joint, co-ordinated work of the Basque Country in *nrg4SD*, a network of regions committed to policies to foster sustainable development (the Basque Country chairs the network and acts as its technical secretariat). This network was founded at the World Summit on Sustainable Development in Johannesburg, and its purpose is to act as a spokesperson and representative of regional governments worldwide, encouraging sustainable development and regional level associations all over the world.

The second priority is marked by the reinforcement of our natural capital and the preservation of biodiversity. In regard to protected areas, the Dept. of Land Use and the Environment is an active participant in the Spanish section of EUROPARC, the European Federation of Natural and National Parks, whose members include institutions involved in the planning and management of protected natural areas. This federation is the main specialist forum for discussion and preparation of proposals to improve these areas. The conservation of wetlands is handled through membership of the RAMSAR Convention on Wetlands of International Importance. Another particular-

ly significant point is Basque membership of the UNESCO Network of Biosphere Reserves through the Urdaibai Biosphere Reserve in Bizkaia, which is a key element for conserving natural resources on a sustainable basis.

Efforts to ensure the quality of the environment in our towns and cities and networking with environmentally committed municipal councils exemplify the path marked out in the first EFP. This path will take on even greater significance in the coming years because of how important the urban environment is for people's lives. From an international perspective, the Udalsarea 21 network is a member of ICLEI (*Local Governments for Sustainability*), the main international association of local governments that have made a commitment to sustainability. In this context, all the municipalities belonging to Udalsarea 21 have ratified the Basque Country's commitment to sustainability or signed the Aalborg Charter, and they all have Local Agenda 21 schemes in place. Joint work with other local organisations is carried out in the framework of sustainable cities seeking to draw up projects and actions in a wide range of areas, including climate change, water management, mobility, etc.

The Basque Country has been working at international level for some years in the field of sustainable production and consumption. It is a member of the management committee of ENCORE (Environmental Conference of the Regions of Europe), which is pressing for a European regions to adopt effective, innovative policies in this area. In 2006 the Basque government passed an Environmentally Sustainable Consumption Plan, which is to be the backbone of its actions in this area under the EFP. The Basque government is also a member of the SUSPRISE network, which co-ordinates and optimises environmental innovation programmes in the most advanced regions and countries of Europe.

The Basque Country is also implementing the GAP programme, established under the auspices of the United Nations Environment Programme (UNEP), whose objective is to improve living conditions for people, reducing the impact that they have on the environment through a number of actions that can be taken in their own homes and putting into practice the maxim that care for the environment begins at home. This programme is the result of international collaboration (at least 15 countries are involved in the proposal), and the intention is to work with a large number of Basque families (more than 4200 people have already signed up during the preliminary registration period) to achieve practical results through the implementation of specific environmental measures related to sustainable consumption and thus contribute significantly to improving the quality of the environment in our world through a conscious change in habits of resource consumption, and a shift towards a new, sustainable lifestyle.

In short, the international side of Basque environmental policy seeks to strengthen coordination with regions that face challenges similar to our own, and take up a proactive position to guide joint actions in a direction compatible with the environmental strategic priorities of our country.

But the Basque Country also seeks to reinforce solidarity-based links with less developed regions and countries which need urgent aid to help manage their environmental requirements. In the framework of the nrg4SD network and its protocol for corporation with the UNEP in Latin America, numerous agreements are in place with Latin American regional governments, and technical assistance is being provided in the eco-design of products and services.

*“If you do not know where you are going,
any road will do”.*

(Oriental proverb)

4 | The operational model for managing & monitoring the environmental framework programme



The operational model for managing & monitoring the environmental framework programme

Adopting the Basque Environmental Strategy for Sustainable Development 2002-2020 and its Environmental Framework Programme 2002-2006 has provided us with an integrated system for managing environmental policies. That system includes a complete cycle of strategic analysis: *diagnosis, planning, development, monitoring and assessment*, of which the following significant parts are already consolidated:

► Environmental Sustainability Report

The first monitoring report on Environmental Framework Programme 2002-2006 was drawn up in 2003. These reports are prepared annually for presentation to the Basque Cabinet in the first week of June, coinciding with the UN's World Environment Day. The 2006 report presented an overall assessment of EFP 2002-2006. This new EFP presents a new method, consisting of introducing as undertakings only those points directly linked to environmental quality which can be measured through indicators, and establishing a Basque government directorate as responsible for monitoring each point. This will help greatly in the assessment of progress towards environmental sustainability.

► State of the Environment in the Basque Country

This report is prepared every three years, in line with the mandate laid down in the General Environment Act, and consists of an exhaustive diagnostic analysis of the situation of the environment.

► Report on Environmental Indicators

An annual report first published in 2002 that covers 22 headline indicators of overall trends in the priority environmental objectives established. From 2007 onwards, these indicators will be linked insofar as is possible with the undertakings set in this EFP. The public presentation of this report in the last quarter of each year has become a reference point for communications, and will therefore be maintained in the coming years.

► Social, Industrial and School Eco-Barometer Surveys

Analysis of the population, industry and schools in the Basque Country in terms of their opinions of and interaction with the environment. The survey is conducted at two to four year intervals, and provides an overview of changes over time in awareness of and behaviour in regard to the environment:

- The *Directorate for Planning, Assessment & Environmental Monitoring* of the Dept. of Land Use and the Environment is responsible for the whole management and monitoring process.
- *The Forum for Coordination of EFP 2007-2010*, comprising the Basque government directorates responsible for monitoring the undertakings in EFP 2007-2010, is scheduled to meet at least once a year to draw up the Environmental Sustainability Report. These directorates will also gather information on the deployment of actions taken by the players involved.

The Technical Secretariat function for Environmental Framework Programme 2007-2010:


- Calling, organising and energising the Forum for Coordination of EFP 2007-2010.
- Drawing up the drafts of the Environmental Sustainability Report (monitoring of EFP), the Report on Environmental Indicators, the State of the Environment and the eco-barometer surveys.
- Calling, organising and energising the forums for participation in EFP (social, business and Udalsarea 21) which discuss the progress made on the basis of the Environmental Sustainability Reports and Reports on Environmental Indicators.
- Coordinating the drawing up of the successive drafts of the EFP.

2007

“Balizko errotak, irinik ez”.

(Esaera zaharra)

5 | **Balanced scorecard for Environmental Framework Programme 2007-2010**



Balanced scorecard for Environmental Framework Programme 2007-2010

The *Integrated Balanced Scorecard* (IBS) for EFP 2007-2010 is a tool to ensure the efficient, integrated management of the programme. It links the undertakings to 2010 with current reference indicators and the organisations responsible for monitoring them. Each year, the Basque Government Dept. of Land Use and the Environment will present to the public a monitoring report on the undertakings, which will be based on indicators. These reports will be drawn up on the basis of this IBS for the Environmental Framework Programme 2007-2010.

UNDERTAKINGS UNDER GOAL 1	Indicator (year)	Objective to 2010	Party responsible for monitoring
G1.1 Achieving an air quality rating in which more than 95% of readings are rated as moderate and admissible, and less than 1% as poor, very poor or hazardous. Bringing down the number of people exposed to poor, very poor and hazardous levels by 20% on 2006 figures.	93.4% 1.47% (2005)	95% < 1%	Directorate for Environmental Planning
G1.2 Reducing the average annual concentration of particles by at least 10% in those areas where action plans on air quality need to be drawn up.	Barakaldo: 43 Basauri: 35 Bilbao: • Mazarredo: 36 • Indautxu: 41 • Elorrieta: 36 Erandio: 39 Portugalete: 45 Errenteria: 32 Beasain: 28 Amorebieta: 31 Arrasate: 32 Durango: 34 Zierbena: 39 (2003)	< 38 < 31 < 32 < 37 < 32 < 35 < 40 < 29 < 25 < 28 < 29 < 30 < 35	Directorate for Environmental Planning
G1.3 Not exceeding the PM _{2.5} annual limit value which set by the European Union at any station in the network.	-	20-25	Directorate for Environmental Planning
G1.4 Contributing to the reduction of emissions of NO _x , SO ₂ & VOCs by the following percentages of 1990 figures: NO _x : -31%, SO ₂ : -64%, NMVOCs: -58%.	NO _x : +8% SO ₂ : -39% NMVOC: -43% (2003)	-31% -64% -58%	Directorate for Environmental Planning
G1.5 Reducing the number of people exposed to noise levels higher than the limits recommended by the WHO in large towns and cities by 10% on 2006 figures.	Vitoria-Gasteiz:- Bilbao: - Donostia-San Sebastian: - Road Network: 18% Rail network: 2% (2004)	- - - 15% -	Directorate for Environmental Planning
G1.6 Protecting, improving and regenerating bodies of surface water so as to obtain good ecological status in 80% of them.	Rivers: 40% Transitional waters: 35% Coastal waters: 75% Lakes & wetlands: 50% (2005)	80%	Directorate for Water
G1.7 Protecting and improving artificial and highly modified bodies of water so as to achieve good ecological potential and good chemical status in 80% of them.	Rivers: <10% Transitional waters: 33% (2005)	80%	Directorate for Water
G1.8 Protecting, improving and regenerating bodies of groundwater. Ensuring a balance between offtake and input in these waters so as to achieve good status in 80% of them.	77% (2005)	80%	Directorate for Water

UNDERTAKINGS UNDER GOAL 1	Indicator (year)	Objective to 2010	Party responsible for monitoring
G1.9 Ensuring that urban waste water susceptible to treatment in public drainage networks (covering 97% of the population) is treated in WWTS facilities suitable for discharge types and receiving bodies of water.	87% (2005)	97%	Directorate for Water
G1.10 Ensuring that water at 95% of bathing water sampling points attains good or acceptable status.	Good quality water: 58% Acceptable water in health terms: 29% Non recommended water: 13% (2004)	95%	Directorate for Public Health
G1.11 Ensuring that 95% of the Basque population receive water supplies for consumption of satisfactory status.	93% (2005)	95%	Directorate for Public Health
G1.12 Preventing soil contamination, using specific administrative tools already in place (preliminary situation reports).	26 (2005)	5.000	Directorate for Environmental Quality
G1.13 Remediating 407 ha of potentially contaminated land earmarked by urban planning for new uses or activities.	115 (2004)	407	Directorate for Environmental Quality
G1.14 Remediating 35 ha of potentially contaminated land not earmarked by urban planning for new uses or activities.	2 (2004)	35	Directorate for Environmental Quality
G1.15 Continuing environmental monitoring of publicly owned disused landfills.	100 (2004)	175	Directorate for Environmental Quality

UNDERTAKINGS UNDER GOAL 2	Indicator (year)	Objective to 2010	Party responsible for monitoring
G2.1 Reducing non-metered urban water demands to 25% in 80% of the population served.	38,7 (2004)	<25% for 80% of population	Directorate for Water
G2.2 Reducing the increase in demands for public water supplies and individual offtakes for industrial and agricultural activities by 20% on 2001 figures.	402 Hm ³ (2001)	362 Hm ³	Directorate for Water
G2.3 Maintaining efficiency in the consumption of resources (material and efficiency) at 2001 levels.	+5% (2004)	0%	Directorate for Environmental Quality
G2.4 Achieving energy savings of 975,000 toe by 2010.	407,000 (2005)	975,000	Directorate for Energy
G2.5 Improving energy intensity by 16% on 2000 levels.	-2.6% (2005)	-16%	Directorate for Energy
G2.6 Bringing the proportion of electricity consumption generated by renewables and CHP to 29% of the total.	16% (2005)	29%	Directorate for Energy
G2.7 Achieving annual bio-fuel consumption figures of 177,000 toe in transport.	5,060 (2005)	177,000	Directorate for Energy

UNDERTAKINGS UNDER GOAL 2	Indicator (year)	Objective to 2010	Party responsible for monitoring
G2.8 Delinking the production of industrial waste from the gross added value of industry.	Currently being calculated	–	Directorate for Environmental Quality
G2.9 Recovering material resources contained in hazardous waste by increasing the recycling rate to 65%.	Recycling rate: 52% (2004)	65%	Directorate for Environmental Quality
G2.10 Attaining a 70% reuse and recycling rate for construction and demolition waste produced in the Basque Country.	15-20% (2005)	70%	Directorate for Environmental Quality
G2.11 Attaining a 75% recycling rate for a non-hazardous industrial waste	54% (2004)	75%	Directorate for Environmental Quality
G2.12 Attaining a 35% recycling rate for MSW.	26% (2004)	35%	Directorate for Environmental Quality
G2.13 Attaining zero landfilling of untreated MSW.	56% (2005)	0	Directorate for Environmental Quality

UNDERTAKINGS UNDER GOAL 3	Indicator (year)	Objective to 2010	Party responsible for monitoring
G3.1 Achieving positive trends for 2007-2010 in the population indicators for the species of fauna and flora in danger of extinction or in a critical situation ²⁴ .	Endangered species of fauna: 13 Endangered species of flora: 7	Improve situation	Directorate for Biodiversity
G3.2 Increasing the surface area covered by native woodland by 10,000 ha on the figure for 2006 (forestry inventory).	195,055 Ha (2006)	205,055	Directorate for Arable & Livestock Farming
G3.3 Restoring 50 ha of wetland included in the STP for Wetlands in the Basque Country.	–	50	Directorate for Biodiversity
G3.4 Increasing the surface area covered by agri-environmental measures to protect biodiversity to at least 10% of the useful agricultural land area.	7% (2003)	10%	Directorate for Arable & Livestock Farming
G3.5 Increasing the surface area given over to environmentally friendly agriculture to 1,200 ha.	909 (2004)	1,200	Directorate for Arable & Livestock Farming
G3.6 Bringing the surface area of certified forestry plantations to 50,000 ha.	27,992 Ha (2004)	50,000	Directorate for Arable & Livestock Farming
G3.7 Reducing the presence of exotic invader species.	Diagnosis in 2007	Reduce	Directorate for Biodiversity

²⁴ Indicator to be re-focused.

UNDERTAKINGS UNDER GOAL 3	Indicator (year)	Objective to 2010	Party responsible for monitoring
G3.8 Achieving SAC (Special Area of Conservation) status for all the areas in the Atlantic bio-geographical region included in the Natura 2000 network and 30% of those in the Mediterranean region.	Atlantic: – Mediterranean: –	100% 30%	Directorate for Biodiversity
G3.9 Achieving adequate management measures for 10% of the areas included in the catalogue of unique and outstanding landscapes.	0	66	Directorate for Biodiversity

UNDERTAKINGS UNDER GOAL 4	Indicator (year)	Objective to 2010	Party responsible for monitoring
G4.1 Realigning the modal split of passenger transport towards non-motorised forms (walking and cycling) and public transport (train, tram and bus), so that these forms of transport account for 40% of the total distance travelled, measured in passenger kilometres.	Distance covered by public transport & on foot: 38% Distance covered in private cars: 58% Distance covered by other means: 4% (2005)	40% 56% 4%	Directorate for Transport
G4.2 Realigning the modal split of freight transport so that rail freight accounts for 15% of all surface transport (road plus rail) in tonne kilometres.	13% (2006)	15%	Directorate for Transport
G4.3 Reducing the number of hectares artificialised each year by urban development.	1.24 Ha/day (2005)	<1.24 Ha/day	Directorate for Land Use Planning
G4.4 Reducing the number of hectares artificialised each year by the construction of new infrastructures.	2 Ha/day (2005)	<2 Ha/day ²⁵	Directorate for Land Use Planning

UNDERTAKINGS UNDER GOAL 5	Indicator (year)	Objective to 2010	Party responsible for monitoring
G5.1 Restricting total GHG emissions regulated under the Kyoto protocol so that by 2010 they have increased by no more than 14% of the figure for 1990.	+24% (2005)	≤14%	Office on Climate Change
G5.2 Reducing the vulnerability of the Basque Country to climate change.	Currently being defined	–	Office on Climate Change
G5.3 Preventing artificialisation insofar as is possible in areas where there is risk of flooding with a 100 year return period and there has been no development to date.	% of districts or areas ²⁶	100%	Office on Climate Change

²⁵ This indicator is subject to improvements in the quantification method used.

²⁶ This indicator shows the percentage of super municipal districts and geographical areas vulnerable to flooding that have drawn up plans to adapt to climate change.





Appendices



APPENDIX I. Plans & programmes related to the undertakings of Environmental Framework Programme 2007-2010

ORGANISATION	RELATED STRATEGIC INSTRUMENTS
Local bodies	<ul style="list-style-type: none"> Local Agenda 21 Local Action Plans. Sustainable Mobility Plans. Energy Management Plans. Urban Planning.
Provincial Councils	<ul style="list-style-type: none"> Bizkaia 21 Programme. Gipuzkoa 2020 Strategic Reflection process. 2nd Integrated MSW Management Plan for Bizkaia 2005-2016. Integrated MSW Management Plan for Gipuzkoa 2002-2016. Road Plans for Araba, Bizkaia & Gipuzkoa.
Dept. of Agriculture, Fisheries & Food	<ul style="list-style-type: none"> Regional Rural Development Plan for the Basque Country 2007-2013. Basque Forestry Plan 1994-2030. Agri-forestry Sectoral Territorial Plan (STP).
Dept. of the Interior	<ul style="list-style-type: none"> Emergency Plans. Strategic Road Safety Plan.
Dept. of Industry, Trade & Tourism	<ul style="list-style-type: none"> Business Competitiveness and Social Innovation Plan 2006-2009. Basque Energy Strategy 3E-2010. STP for Wind Power, Public-sector Establishment of Land for Economic Activities & Commercial Amenities. Environmentally Sustainable Consumption Strategy to 2010.
Dept. of Housing & Social Affairs	<ul style="list-style-type: none"> Master Plan for Housing 2006-2009. STP for Public-sector Promotion of Housing.
Dept. of Education, Universities & Research	<ul style="list-style-type: none"> Road Education Plan, under the Road Safety Plan, from the viewpoint of safe, sustainable mobility.
Dept. of Health	<ul style="list-style-type: none"> Health Plan 2002-2010.
Department of Culture	<ul style="list-style-type: none"> STP for Cultural Heritage.
Dept. of Land Use and the Environment	<ul style="list-style-type: none"> Environmental Control & Inspection Plans 2003-2007 & 2008-2011. Contaminated Soil Plan. Plan to Combat Climate Change. Hazardous Waste Plan. Non-hazardous Waste Plan. Public Information, Communication & Engagement Strategy for the environment. Plan for the Use of Natural Resources. Biodiversity Strategy.
Dept. of Transport & Public Works	<ul style="list-style-type: none"> Master Plan for Sustainable Transport 2002-2012. Euskotren XXI Strategic Plan. STPs for the rail network, ports, the intermodal transport network & transport logistics.
Across-the-board Programmes	<ul style="list-style-type: none"> Environmentally Sustainable Consumption Plan 2006-2010. EFP 2002-2006. Land Use Planning Directives. Partial Territorial Plans. STPs. Programme for Environmental Education in the Non University Education System.

APPENDIX II. Engagement process for drawing up Environmental Framework Programme 2007-2010

One of the most valuable tools for establishing and developing the key points of Environmental Framework Programme 2007-2010 has been the implementation of an ambitious process of engagement in which a combination of various formats, players and landmark events have provided input with fundamental added value for establishing the vision and strategic objectives to 2020, and reflecting on undertakings and lines of action for 2007-2010.

Throughout the process all working documents had been subjected to numerous reflections which have finally resulted in a richer Environmental Framework Programme for 2007-2010, and one that has already come through examination by a broad representation of the social, business and institutional strata of the Basque Country.

This appendix lists the main processes of engagement carried out during the drawing up of Environmental Framework Programme 2007-2010, broken down in accordance with the working groups created.

LAYOUT OF THE ENGAGEMENT PROCESS FOR ENVIRONMENTAL FRAMEWORK PROGRAMME 2007-2010

- Breakfasts for Sustainability.
- Consultative Council.
- Social and Business Forums.
- Technical Committee of the Dept. of Land Use and the Environment.
- Basque Government Interdepartmental Technical Committee.
- Technical Committee with Provincial Councils.
- Municipal Technical Committee.

Type of participation: BREAKFASTS FOR SUSTAINABILITY

Purpose: Forum with persons who have a high profile in the economy and social life of the Basque Country.

Programme of work:

- Day-long seminar on March 27, 2006 in Bilbao.
- Day-long seminar on April 6, 2006 in Donostia.

Participants:

- | | | |
|-----------------------------------|---|---|
| • Energy Cluster | • UPV (7) | • Labein |
| • IK-4 | • Paper Cluster | • Confebask |
| • ONGD | • UPV | • Petronor |
| • Aclima | • Eusko Ikaskuntza (2) | • BBK |
| • Iberdrola | • Cruces Hospital | • Bilbao Port Authority |
| • Chamber of Commerce of Gipuzkoa | • Eusko Trenbideak (2) | • Emakunde |
| • Urban development architect | • MCC | • International Court of Environmental Arbitration & Conciliation |
| • UNESCO Chair | • Association of Machine-tool Manufacturers | • Kutxa |
| • Greenpeace | • Port of Pasaia | • Chamber of Commerce of Álava |
| • EITB | | |

Key points tackled:

Efforts were made to address the environment from a broad vision embracing quality of life, development in general and an appreciation of our land and our surroundings. Questions were raised concerning the position of the environment in our scale of values, the value given to the protection of nature and the role of energy, mobility and the market system as key elements in sustainable development.

The numerous inputs obtained centred mainly on the following points:

- The environment does not occupy the preferential position that it merits in our system of social values. The public authorities need to take up an active position in promoting the environment to society.
- Across-the-board environmental considerations must be strengthened in public-sector policies as a whole.
- Environmental assets have a value. The challenge is to get the market to see this, and to internalise environmental costs and benefits in prices.
- In action against climate change more emphasis must be placed on the role of domestic economies and transport, over and above industry.
- The debate on energy must centre on the promotion of alternative, renewable energy sources.
- Our territory, its use and the way that use is planned need to become a central point of action to favour sustainable development.
- In the world of business, environmental factors need to be seen as opportunities and proactive points. We must be bold, and must transmit a feeling of enthusiasm.
- Ours is a small country, but there are many areas in which we can act and play a significant role.

Type of participation: CONSULTATIVE COUNCIL

Purpose: Strategic advice on diagnosis & priorities in objectives & undertakings.

Programme of work:

- Individual interviews.

Participants:

- Diego Azqueta Oyarzun. UPV
- Agustín García Ureta. UPV
- Iosu Madariaga Garamendi. Provincial Council of Bizkaia
- Margarita Nájera Aranzabal. CAIB
- M^a Carmen Gallastegi Zulaika. UPV
- Demetrio Loperena Rota. International Court of Environmental Arbitration & Conciliation
- Mikel Murga Elexpuru. Leber
- Miren Onaindia Olalde. UPV

Key points tackled:

The reflections of the Consultative Council were recorded through individual interviews based on a prior working document intended to focus contributions. The input was therefore twofold: on the one hand it covered the strategic vision of the new Environmental Framework Programme, and on the other hand it analysed specific contents with a view to enriching the undertakings and lines of action of the Basque government over the four year term of the programme.

All participants provided extensive input on both aspects. The main points raised are listed below:

- It is appropriate to focus on the environmental undertakings of the Basque Country on the five goals established in the Basque Environmental Strategy for Sustainable Development.
- It is important for Environmental Framework Programme 2007-2010 to be properly centred on the actual situation in the Basque Country and for a balance to be maintained between ambition and realism.
- The Environmental Framework Programme must form part of a more ambitious, longer term process that acknowledges the systemic complexity in technical, social and institutional terms involved in reversing current trends.
- The Environmental Framework Programme must reflect on the governing principles that guide the attitude of the Basque administration as a key reference point for tackling the environmental problems of the Basque Country and making decisions in that regard.
- The EFP is a countrywide programme, and as such must be recognized and taken on board by institutions at all levels (Basque government, Provincial Councils & Municipal Councils) in their respective areas of responsibility.
- It is fundamental to establish effective systems of assessment and monitoring of progress under the Environmental Framework Programme over time, and to review and correct actions in line with the results obtained.
- Frequent references were made from different viewpoints to such environmental matters as climate change, energy saving, energy efficiency, land use planning and transport.
- There was consensus as to the importance of across-the-board policies, public information mechanisms, education and market instruments as key elements that need to be fostered if the undertakings in the Environmental Framework Programme are to be met.

Type of participation: SOCIAL & BUSINESS FORUMS

Purpose: To discuss the current situation of the environment in the Basque Country, analyse & propose objectives & actions in regards to sustainability & business.

Programme of work:

Regular meetings for communication and discussion purposes throughout the process of drawing up the Environmental Framework Programme:

- First social and business forum. Analysis of diagnosis: meeting with business players on March 13, 2006; meeting with social players on March 14, 2006.
- Second social and business forum. Proposal for strategic objectives and undertakings: joint meeting on June 8, 2006.
- Third social and business forum. Proposal for undertakings on climate change: June 28, 2006.
- Fourth social and business forum. Discussion of the draft of EFP 2007-2010: November 8, 2006.

Participants: The four forums held so far were attended by various representatives of the following organisations.

- | | | |
|---|--|--|
| <ul style="list-style-type: none"> • Faculty of Science of the UPV • Faculty of Law of the UPV • Kresala Environmental Education Association • Ekonekazaritza Elkarte • LAB • ENBA • Ekologistak Martxan • Basque Union of Consumers • Hiriko txirringarrien Elkarte Kalapie • Novia Salcedo Fundazioa. Infojuve • Radio Euskadi • Basque Mountaineering Federation • Municipal Council of Villabona • Bionekazaritza-Association of environmentally-friendly farming of Álava • ACYMA (Steel & Environment) • Euskalit (Basque Quality Foundation) • DZ centro de diseño • Basque Paper Cluster • Environment Cluster ACLIMA • Spanish Association of Machine-tool Manufacturers (AFM) • Gamesa Industrial • Sociedad Financiera y Minera • Petronor • Labein • Assoc. of Chemical Firms in Bizkaia AVEQ-KIMIKA • Corporación Tecnológica TECNALIA • Chamber of Commerce & Industry of Gipuzkoa • Provincial Council of Bizkaia • Institute of Territorial Studies of Bizkaia • Bizkaia Employers' Confederation CEBEK | <ul style="list-style-type: none"> • Faculty of Economics & Business Science of the UPV • Ingurugela-CEIDA-Urdaibai • CCOO Euskadi • Guitrans • UGT Euskadi • STEE-EILAS • Greenpeace • Organisation of Basque Consumers & Users • Basque Economic & Social Council • Basque Confederation of Forestry Companies • Sirimiri Meteococonsult • Azti • Centro de Estudios Ambientales • Neiker • AFV (Association of Foundries of the Basque Country & Navarre) • Federation of Savings Banks of the Basque Country & Navarre • Eroski S. Coop. • Basque Automotive Cluster (ACICAE) • Basque Domestic Appliance Cluster • Mondragón Corporación Cooperativa • Industria de Turbopropulsores • Red Eléctrica Española • Bahía Bizkaia Electricidad • Gaiker • Moragues and Scade Abogados • IK4 Research Alliance • Chamber of Commerce & Industry of Álava • San Prudencio Assoc. of Social/Labour Services • Interbiak • Ente Vasco de la Energía | <ul style="list-style-type: none"> • Faculty of Social & Communication Science of the UPV • Ingurugela-CEIDA-Bilbao • EHNE • ELA • LSB-USO Euskadi • Eguzki • Basque Consumers' Federation • Bakeaz • Fundación Banco Bilbao Bizkaia Argentaria • Euskal Telebista • Social prospecting bureau • Urban Planning Group of the Basque & Navarrese Institute of Architects • Basque Surfing Federation • Eusko Ikaskuntza • Editora del País Vasco 93 • Association of Builders & Developers of Bizkaia • GAIA • Basque Aeronautics & Space Cluster HEGAN • Energy Cluster • Basque Employers' Confederation CONFEBASK • Iberdrola • Paisaia • Bizkaia Energía • Factor CO₂ • SPRILUR • Chamber of Commerce, Industry & Shipping of Bilbao • Basque Assoc. of Development Agencies Garapen • Basque Assoc. of Workers' Incorporated Companies: ASLE • Basque Assoc. of Development Agencies • Vivienda y Suelo de Euskadi VISESA |
|---|--|--|

Key points tackled:

The wide variety of social & business organisations taking part in the social & business forums ensures an equally wide range of contributions, some of them divergent in terms of the interests represented. In any event, all the opinions received have enriched the process of reflection & decision-making concerning the content of Environmental Framework Programme 2007-2010. The main common denominators of the four forums and the items most frequently repeated are listed below.

Throughout the participation stages general points were made repeatedly concerning the importance of consultation and discussion processes of this type. A clear demand was expressed for continuity and more in-depth exploration of engagement processes, with various formats to encourage joint discussion between social, business and institutional players.

Information and education were highlighted as key elements to be reinforced in the implementation of Environmental Framework Programme 2007-2010.

Another point raised in all four forums was the role of the administration as an example setter and the need for consistency and effective coordination of policies between departments and between institutions as a prerequisite for achieving real engagement in other areas of society.

Alongside these across-the-board messages, each forum also provided specific contributions in various areas:

The first forum discussed the diagnosis of the situation and the main environmental problems on which environmental policies should focus in the Basque Country in the future. The priority topics singled out were the current model of production and consumption, the importance of the relationship between health and the environment, occupation of land and urban growth, demands for mobility and the management of energy resources.

The second forum focused on the strategic objectives selected and the potential for short-term progress towards those objectives. The forum put forward proposals and clarifications for consideration in establishing the undertakings to 2010 for goals 1, 2, 3 & 4 (clean, healthy air, water and soil; responsible management of natural resources and waste; protection of nature and biodiversity; and the balance between territory and mobility). Some early ideas were also sketched out concerning actions to meet these undertakings.

The third forum focused on seeking to identify the influence of various sectors of activity in the Basque Country on climate change, and on detecting possible actions for consideration in the new Basque Plan to Combat Climate Change. This lies at the core of Goal 5 of EFP 2007-2010. Specific schemes to combat climate change were proposed in the areas of transport and mobility, industry, energy, construction, agriculture and forestry, along with ideas concerning adaptation to climate change.

The fourth and last forum discussed the contents of a draft EFP 2007-2010, with undertakings and lines of action to 2010 already determined and open for discussion. The forum discussed in detail each undertaking and line of action proposed, with a view to enhancing their quality and consistency, and completing a set of lines of action conducive to the meeting of the undertakings made.

Type of participation: TECHNICAL COMMITTEE OF THE BASQUE GOVT. DEPT. OF LAND USE AND THE ENVIRONMENT

Purpose: Discussion & proposal of objectives & actions from a technical viewpoint; practical, operational deployment of the policies & objectives proposed.

Programme of work:

- Two rounds of face-to-face discussions supplemented by technical contributions throughout the preparation process.

Participants:

All the directorates of the Offices of the Environment and Land Use and the publicly-owned environmental management company IHOBE.

Key points tackled:

Continual technical contributions and two face-to-face meetings between management personnel and technicians from the Dept. of Land Use and the Environment enabled the following objectives, among others, to be established:

- Clearly identifying the various areas and mechanisms for environmental planning already set in motion, and the ways in which they relate to or fit into Environmental Framework Programme 2007-2010.
- Reflecting on operational and methodological considerations for channelling contributions and suggestions arising from other forums for discussion.
- Learning the precise current situation of the environmental problems for which undertakings to achieve improvements by 2010 are to be made.
- Establishing suitable, measurable monitoring indicators to assess progress towards the environmental undertakings proposed.
- Appointing the bodies responsible for monitoring each undertaking to 2010.

Type of participation: **BASQUE GOVT. INTERDEPARTMENTAL TECHNICAL COMMITTEE**

Purpose: Discussion & proposal of objectives & actions from a technical viewpoint; factoring of environmental undertakings into the policies of the different departments of the Basque government.

Programme of work:

- Two rounds of face-to-face discussions supplemented by technical contributions throughout the preparation process.

Participants:

- Dept. of the Treasury & Public Administration.
- Dept. of Education, Universities & Research.
- Dept. of the Interior.
- Dept. of Transport & Public Works.
- Dept. of Agriculture, Fisheries & Food.
- Dept. of Industry, Trade & Tourism. Ente Vasco de la Energía.
- Dept. of Health.

Key points tackled:

Continual technical contributions and two rounds of face-to-face discussions between management personnel and technicians from the various departments of the Basque government achieved the following, among other points:

- Identification of policies implemented at other departments and how they are linked to and fit in with Environmental Framework Programme 2007-2010.
- Reflection on the co-ordination mechanisms required to ensure consistency and integration of EFP undertakings into departmental policies.
- Reflection on operational and methodological considerations for channelling contributions and suggestions arising from other forums for discussion.
- Identification of the roles and interests of the various departments in meeting the environmental undertakings proposed.
- Appointing the bodies responsible for monitoring across-the-board undertakings.

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Type of participation: TECHNICAL COMMITTEE WITH PROVINCIAL COUNCILS

Purpose: Discussion & proposal of objectives & actions from a technical viewpoint; factoring of environmental undertakings into the policies of the Basque provinces.

Programme of work:

- Two rounds of face-to-face discussions supplemented by technical contributions throughout the preparation process.

Participants:

- Environment Dept. (Provincial Council of Álava)
- Transport & Public Works Planning Office (Provincial Council of Bizkaia)
- Forestry Service (Provincial Council of Álava)
- Environment Dept. (Provincial Council of Bizkaia)

Key points tackled:

Continual technical contributions and two rounds of face-to-face discussions between management personnel and technicians from the provincial councils achieved the following:

- Identification of policies implemented at provincial level and how they are linked to and fit in with Environmental Framework Programme 2007-2010.
- Reflection on the co-ordination mechanisms required to ensure consistency and integration of Environmental Framework Programme undertakings into the policies of the Provincial Councils.
- Reflection on operational and methodological considerations for channelling contributions and suggestions arising from other forums for discussion.
- Identification of the roles, interests and areas of authority of the provincial councils in meeting the environmental undertakings proposed for each of the 5 goals in the Basque Environmental Strategy for Sustainable Development, with special emphasis on biodiversity, forestry management, transport policies, land use planning and climate change.



Type of participation: MUNICIPAL TECHNICAL COMMITTEE

Purpose: Discussion & proposal of objectives & actions from a technical viewpoint; factoring of environmental undertakings into municipal policies.

Programme of work:

- Questionnaire on diagnosis & strategic priorities.
- Discussion by working groups in the framework of the Technical Committee of the Udalsarea 21 network on October 3, 2006.

Participants: Technical staff from the following municipal councils.

- | | | |
|----------------------------|----------------|-------------------|
| • Amurrio | • Andoain | • Arrasate |
| • Arratia | • Arrigorriaga | • Astigarraga |
| • Bajo Nerbioi-Ibaizabal | • Balmaseda | • Basauri |
| • Berango | • Bermeo | • Bilbao |
| • Cuadrilla de Salvatierra | • Deba | • Degebesa |
| • Derio | • Donostia | • Errenteria |
| • Etxebarri | • Ezkio-Itsaso | • Gatika |
| • Gernika-Lumo | • Getxo | • Goierri |
| • Güeñes | • Hernani | • Laudio |
| • Lea-Artibai | • Legazpi | • Loiu |
| • Mungia | • Muskiz | • Oarsoaldea |
| • Oiartzun | • Santurtzi | • Sopelana |
| • Tolomendi | • Txorierri | • Uribe-Kosta |
| • Urola-Kosta | • Valdegovia | • Vitoria-Gasteiz |
| • Zarautz | • Zeberio | • Zierbena |
| • Zumarraga | | |

Key points tackled:

The first consultation with municipalities took the form of a questionnaire to assess their knowledge of the previous Environmental Framework Programme 2002-2006 and the extent to which they applied it, their environmental priorities and trends in environmental engagement at municipal level.

A key conclusion from this process was that although they were aware of the Basque Environmental Strategy for Sustainable Development and its development programme, most municipalities were either unaware of or unclear as to how to incorporate the undertakings and actions of the EFP into their local processes. The first step then was clearly to get local bodies to take on board the undertakings of the Environmental Framework Programme.

The municipalities involved indicated their proposed priorities for action. Chief among these were actions concerned with land use planning and urban planning, management of industrial and municipal waste, encouragement of renewable energy sources, knowledge of and conservation of the local natural heritage, public transport and public engagement.

All these points, along with the reflections and proposals of the other working forums, were discussed in a day-long seminar in the framework of the technical committee of Udalsarea 21. In the course of the day, detailed proposals were worked out concerning each undertaking and line of action associated with each goal in the EFP.

There was also a detailed discussion of the role and responsibilities of local bodies in achieving the environmental undertakings of Environmental Framework Programme 2007-2010, and of the inter-institutional co-ordination mechanisms to be deployed.

APPENDIX III. Abbreviations

µg	Micrograms
UNHCR	United Nations High Commission on Refugees
BAC	Basque Autonomous Community
CO	Carbon monoxide
CO₂	Carbon dioxide
VOCs	Volatile Organic Compounds
NMVOcs	Non-metallic Volatile Organic Compounds
CH₄	Methane
dB(A)	Decibels (unit A)
BESSD	Basque Environmental Strategy for Sustainable Development
WWTS	Waste Water Treatment Station
EIA	Environmental Impact Assessment
PNA	Protected Natural Area
FSC	Forest Stewardship Council
GHG	Greenhouse Gas
R&D&i	Research, Development & Innovation
IPCC	Intergovernmental Panel on Climate Change
ktoe	Kilotonnes oil equivalent
m³	Cubic metre
N₂O	Nitrous Oxide
NH₃	Ammonia
BL	By-laws
NO₂	Nitrogen dioxide
NO_x	Nitrogen oxides
nrg4SD	Network of Regional Governments for Sustainable Development
TMR	Total Material Requirement
WHO	World Health Organisation
UN	United Nations
SRDP	Sustainable Rural Development Plan
PEFC	Pan-European Forest Certification
GDP	Gross Domestic Product
PM₁₀	Particles in suspension with diameters below 10 µm
EFP	Environmental Framework Programme
UNEP	United Nations Environment Programme
STP	Sectoral Territorial Plan
SO₂	Sulphur dioxide
Toe	Tonnes of oil equivalent
UE	Unión Europea
UNFCCC	United Nations Framework Convention on Climate Change
UNCED	United Nations Conference on Environment & Development (Rio Conference)
UPV	University of the Basque Country
SAC	Special Area of Conservation