

From Helsinki to Gothenburg

Evaluation of environmental integration
in the European Union

**Study commissioned by the Federal Ministry of Agriculture
and Forestry, Environment and Water Management**

Philipp Schepelmann

Sustainable Europe Research Institute, Vienna



www.seri.at

December 2000



Table of Contents

1	WHAT IS INTEGRATION?	3
2	CRITERIA FOR INTEGRATION STRATEGIES	4
2.1	CRITERIA DEFINED BY THE EUROPEAN COUNCIL	4
2.2	INTEGRATION CRITERIA OF THE EUROPEAN ENVIRONMENT AGENCY.....	12
2.3	THE POLICY CYCLE.....	14
2.4	CONCEPTS, OBJECTIVES, INDICATORS AND HEADLINES	15
3	TAKING STOCK	19
3.1	DECISIONS OF THE EUROPEAN COUNCIL RELATED TO SECTORAL STRATEGIES.....	19
3.2	THE INTEGRATION STRATEGIES OF THE COUNCILS OVERVIEW OF THE EVALUATION OF INDIVIDUAL INTEGRATION REPORTS.....	20
3.2.1	<i>Energy</i>	20
3.2.2	<i>Transport</i>	23
3.2.3	<i>Internal market</i>	25
3.3	SUMMARY ASSESSMENT OF THE INTEGRATION STRATEGIES.....	27
4	INSTITUTIONALISATION OF INTEGRATION	30
4.1	EVALUATION, MONITORING, FOLLOW-UP	34
5	CONCLUSIONS	36
6	RECOMMENDATIONS FOR ACTIONS	38
7	ANNEX	43
7.1	EXCERPT FROM THE PRESIDENCY CONCLUSIONS OF THE EUROPEAN COUNCIL OF CARDIFF	43
7.2	EXCERPT FROM THE PRESIDENCY CONCLUSIONS OF THE EUROPEAN COUNCIL OF VIENNA	44
7.3	EXCERPT FROM THE PRESIDENCY CONCLUSIONS OF THE EUROPEAN COUNCIL OF COLOGNE.....	45
7.4	EXCERPT FROM THE PRESIDENCY CONCLUSIONS OF THE EUROPEAN COUNCIL OF HELSINKI.....	46
8	LITERATURE	47

1 What is integration?

The principle of integration is based on Article 6 of the Treaty establishing the European Community (EC Treaty), which reads as follows:

“Environmental protection requirements must be integrated into the definition and implementation of the Community policies and activities referred to in Article 3, in particular with a view to promoting sustainable development.”

In accordance with it, environmental protection is not a sectoral policy, but a cross-sectoral imperative. This does not mean that there is no need for environmental ministries, but that interfaces have to be established in other ministries. To this effect, environmental objectives have to be integrated into the objectives of other sectoral policies.

In 1987, the integration principle had already been included in the last sentence of Article 130r (2) (1) of the Single European Act, which became obsolete and, hence, was deleted. Therefore, strictly speaking, Article 6 is not a new article of the European treaties, but an article that—so to speak—was placed “before the parentheses”. Thereby, more emphasis has been placed on the integration principle, similar to the subsidiarity principle (Art. 5 EC Treaty). Subsidiarity used to be a largely neglected principle up to the Maastricht Treaty in 1992 when it was placed “before the parentheses” and made one of the fundamental organisational principles of the European Union. Basically, nothing speaks against the assumption that the integration principle could also become a fundamental paradigm of the Union.

Due to the wording of Article 6, one might believe that the demand for integration only focused on the integration of environmental aspects into other policies. But this is not an adequate definition of the integration principle. The generic Article 2 EC Treaty defining the objectives of the European Community states that the EC is a union aiming at achieving the economic, ecological and social objectives presented in Article 2 (HINTERBERGER et al. 1998). In Article 2, the Community commits to a system of objectives that, due to its combination of economic, ecological and social issues, can generally be summarised under the term of “sustainable development”. In the sectoral policies, this re-orientation of the Community amounts to a paradigm change. This study examines whether and to which extent this change of paradigms is reflected in the individual sectoral policies. It is exclusively based on a review of the integration strategies of the individual Council formations. The analysis did not cover internal instruments of the Commission, such as the “Green Star” system, which also have been subject to change since the Cardiff Council. For further information on individual sectoral strategies, please refer to the three reports on the evaluation of the integration strategies of the Internal Market, Energy and Transport Councils, which are available at the Austrian Ministry of Agriculture and Forestry, Environment and Water Management.

2 Criteria for integration strategies

2.1 Criteria defined by the European Council

Upon the request of the European Council of Luxembourg, the Commission prepared a communication including guidelines for the implementation of integration and submitted it to the European Council of Cardiff under the title “Partnership for Integration” in June 1998 (EUROPEAN COMMISSION 1998 a). In the conclusions adopted in Cardiff, the Council explicitly recommended that the guidelines suggested by the Commission be taken into account in the preparation of sectoral integration strategies. In their conclusions, the subsequent presidencies (Austria, Germany and Finland) endorsed the followings steps and criteria for integration strategies proposed by the Commission and even extended and specified some of them. As a result, the strategies should include three activities:

1. Identification of the areas in which the strategy is to be implemented;
2. Appraisal of the environmental impact of all major policy initiatives;
3. Mechanisms for taking into account the appraisals’ results in decision-making.

With regard to their contents, the strategies should include the following elements:

1. A political strategy;
2. Indicators for monitoring progress;
3. Regular review of the progress achieved;
4. Timetables.

These criteria are discussed one by one in the following text.

Identification of the areas in which this strategy is to be implemented

In Cardiff, the **Transport, Energy and Agriculture Councils** were invited to start this process. The conclusions of the European Council of Vienna (December 1998) additionally requested the **Development, Internal Market and Industry Councils** to define integration strategies. In Cologne (June 1999), the **General Affairs, ECOFIN and Fisheries Councils** were also invited to present integration reports by the year 2000.

For the time being, the identification of the sectors in which the Cardiff integration strategy is to be implemented is concluded by the decisions of the European Council. However, further formations of the Council may be considered to be of relevance for the integration process in the future.

Appraisal of the environmental impact of all major policy initiatives

Since the mid-1980's, the environmental impact assessment (EIA) has successfully been introduced as an instrument of environmental integration and now has to be performed in accordance with legislation. Therefore, it is not an instrument of the integration strategies in a strict sense, since these cannot be reduced to the implementation of existing environmental legislation. Nevertheless, an assessment of the impact on the environment or sustainability may be voluntarily applied to plans and programmes not covered by existing provisions and, thus, provide invaluable information for an integration strategy. For example, the European Commission is preparing a "sustainability impact assessment" for the agreements prepared within the framework of the World Trade Organisation and the Mediterranean Free Trade Area. Though assessments carried out to date (KIRKPATRICK et al. 1999) are not orientated to the concepts of modern sustainability policy yet, but they form the basis for a substance-related dialogue with various social interest groups and, thereby, support the joint search for concepts and orientation.

In contrast to EIA, there is no special impact assessment for the economic and social aspects of sustainability. For example, there is no "growth or employment impact assessment" because economic growth and job creation are inherent objectives. But, as long as environmental objectives are not integrated policy objectives, subsequent EIAs are needed. As a result, the authors consider EIA to be a basically necessary element of integration policy that, however, would no longer be required in a fully integrated, sustainable policy. In particular due the administrative efforts and time requirements involved, EIA is not an optimal instrument. Still, it contributed to an improvement in planning.

Up to now, the introduction of EIA in the mid-1980's proved to be an important tool of environmental integration and increasing transparency in the Member States. However, it has been limited to specific projects to date so that it could not have an effect on comprehensive programmes and policies. This shortcoming is to be remedied by the so-called strategic environmental assessment (SEA). SEA could become a central instrument of environmental integration because it would be better suited to assess entire policy areas with a view to environmental protection. This also seems to be the reason why, recently, discussion have been rather divergent since some policy areas apparently feel to be threatened by a thorough assessment of the environmental impact of their measures (DNR 1999). In particular, the policy areas of agriculture and financial policy, which are problematic in ecological terms, seem to wish to evade closer examination. In this context, the integration reports of the ECOFIN and Agriculture Council should be thoroughly evaluated. Maybe these reports would show the

importance of SEA for measures in these policy areas so that the Environmental Council would find it easier to achieve agreement with the Councils concerned. The criteria to be defined for the establishment of SEA, but also those of the existing EIA procedure should correspond as much as possible to the substance of the Community's environmental policy objectives that still have to be defined (see below).

Mechanisms for taking into account the results of environmental impact appraisals in decision-making

The comments made on EIA also apply here: follow-up instruments are a necessary evil as long as environmental objectives are counteracted by measures taken in other policy areas and do not form an integral part of decisions. Policy issues cannot be tackled by means of mechanistic rules. In cases in which unreasonable attempts were made to this effect, ecology is not perceived as a political challenge but rather as a bureaucratic, excessively regulated threat.

In the context of environmental integration, there are a few efforts to support appraisals and decision-making by means of forms and software. We do not believe, however, that this can take the place of political discourse, education and training. In particular, institutional solutions for an improved social dialogue (e.g. with trade unions, industry and environmental associations) should be given special consideration.

A political strategy

Integration starts with a political strategy. This criterion and the criteria included in the guidelines presented by the Commission in Cardiff have been used in all the three evaluations performed within the framework of the present study. In particular with regards to the political consideration of traditional social and economic objectives versus ecological objectives, a start has been made only by the Transport Council. In general, internally conflicting objectives have not yet been sufficiently addressed in order to take far-reaching long-term measures and eliminate inconsistencies in sectoral policies.

Thus, a policy strategy requires an integrated discussion on the objectives. The study "From Vienna to Helsinki" (GÖRLACH ET AL. 1999) already dealt in detail with the problems around concepts, objectives and indicators. Nevertheless, the need for an integrated (and integrating) discussion of the objectives has to be stressed again. The following focuses especially on the opinion voiced by Commissioner Wallström in her speech at the annual general conference of the European Environment Bureau (WALLSTRÖM 1999). This speech is very important because it is one of the first statements on environmental integration available from the Commissioner and

because it addresses essential aspects that are significant for the further development of a Community strategy.

In her speech, the Commissioner highlighted the difficulty of defining quantitative objectives. These resulted in problems in two respects: On the one hand, the Commission would be justly criticised in terms of substance if it formulated new, specific objectives without an adequate scientific and economic analysis. This also would have an impact on credibility (*"In order to be credible and a strong guide to policy, environmental objectives must be based on good science"*). On the other hand, the Commission has to be able to justify controversial objectives (*"... credible targets which we will need to justify measures which may be politically difficult because they are ambitious"*). In this context, Wallström reminds of the dispute between the Council and the Parliament on the review of the 5th Environmental Action Programme in 1996. As a result, the review extended over a period of two years. Several Member States feared a repetition of this long and counterproductive controversy. Therefore, the Commissioner concluded that she wanted to speed up an agreement on the 6th Environmental Action Programme. An agreed environmental programme would allow her to be prepared for the higher-level sustainability strategy.

In accordance with the decisions taken by the European Council in Helsinki, the Commission is to prepare a long-term sustainability strategy for EU by June 2001. Given this tight schedule, it is certainly appropriate to speed up the adoption of objectives for the 6th Environmental Action Programme since it is to constitute the ecological pillar of the Community's sustainability strategy. Therefore, the years 2000 and 2001 will be extremely important for the long-term orientation of the Community's environmental policy to sustainable development. This year, the Commission will face the challenge of harmonising the environmental policy objectives of the Member States to this end, which will not be an easy task given past controversies referred to by Commissioner Wallström in her speech. This raises the question for the environmental policy objectives of the Community. The speech of Commissioner Wallström does not show whether she wanted to suggest that, in the past, the Community's environmental objectives had lacked an adequate scientific basis. However, there are many cases demonstrating that agreements are more difficult to achieve in the Union, the more concrete the objectives are. This raises the question whether it is actually possible to have objectives that have a sound scientific bases and, at the same time, are fuzzy.

In this context, we have to bear in mind a central demand of the Sustainability 21 conference (EUROPEAN CONSULTATIVE FORUM 1999). This conference was held by the European Consultative Forum on the Environment and Sustainable Development, the Finish National Commission on

Sustainable Development and the European Environmental Advisory Councils (EEAC) before the Helsinki Council in November 1999. It called for “ecological convergence criteria” that should be defined in analogy with the convergence criteria of the European Monetary Union. While the monetary convergence criteria have been highly controversial in scientific terms, they were indispensable as a political objective. It is a widely held, but wrong idea that scientific consensus would be easier to achieve on ecological criteria than, for example, on the economic convergence criteria. Though ecology is an putatively “exact” natural science, knowledge on ecological relations is still very limited. The example of carbon dioxide illustrates the difficulty of achieving consensus among scientists and, additionally, of translating this consensus into recommendations to policy makers.

Therefore, the Commissioner’s line of reasoning is only appropriate in part. In particular, the example of climate policy demonstrated that, if parties interested wish to do so, the legitimacy of preventive environmental policy can always be contested. In natural science, there can be no “proven facts” (verification) and normative regulations (e.g. precautionary principle) can only be supported, but never legitimised by science. This also applies to the relatively recent field of environmental policy. The speech of Commissioner Wallström, however, also raises the question for the role to be played by political and scientific circles: Policy makers must not hide behind science and attribute a normative role to it. Exclusively based on moral considerations, they should muster on their own the will to engage in a preventive and equitable environmental policy. **Today’s knowledge certainly suffices to reveal the contradiction between the high moral pretensions of the Europeans and the reality of an exclusive prosperity model** (see Chapter 3.4).

Hence, the recommendations outlined here explicitly are recommendations of policy consultancy that take into account the current state of scientific discussions, but cannot be justified by science alone.

Indicators for monitoring progress

The European Council of Vienna invited the Commission to present a report on the development of environmental and integration indicators in Helsinki. The following briefly summarises the Helsinki Report on Environmental and Integration Indicators (EUROPEAN COMMISSION 1999 c).

In the introduction, the Commission outlines the function of indicators. In particular with regard to transparency and accountability in the Union, the following criteria to be met by the indicators are identified:

1. limited in number,
2. relevant,
3. responsive,
4. simple and
5. policy-relevant.

The Commission states that, in contrast to the request by the Council, it exclusively focuses on the environmental dimension of sustainable development. With regard to other dimensions, reference is made to the need for a common sustainable development strategy.

Together, environmental and integration indicators should be capable of providing answers to the following questions:

- Is there an improvement in the state of the environment?
- Do key sector policies take environmental concerns into account?
- Can sustainable development be achieved in sectoral policies and for the society as a whole?

In the “architecture” of an overall indicator system, the Commission distinguishes two kinds of indicators:

1. Environmental indicators

In this context, the Commission announces two new “products”:
 — a report of the European Environment Agency containing 60-70 indicators (“Environmental Signals”);
 — a set of headline indicators by the Environmental Policy Review Group (EPRG) (see Chapter 4).

2. Sectoral integration indicators

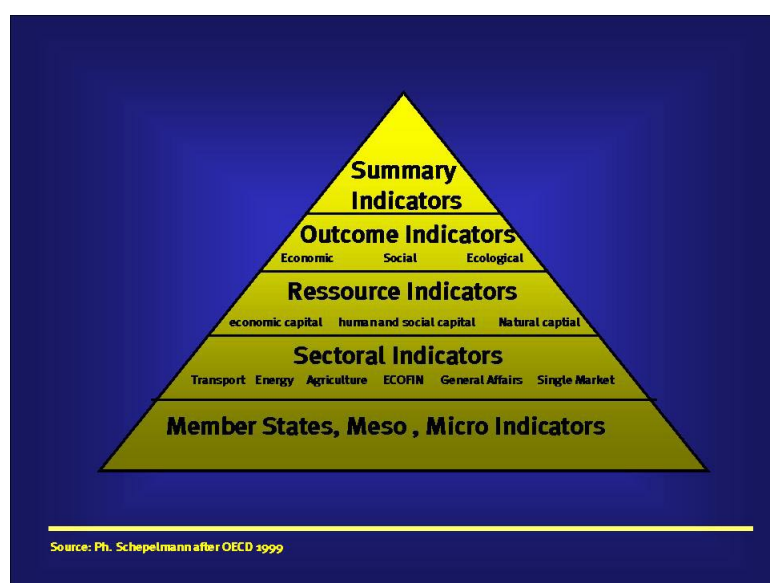
Such indicators are currently developed in the fields of transport, energy, agriculture, development co-operation and industry. In this process, the following criteria should be taken into account:
 — analytical soundness;
 — easy to understand;
 — based as far as possible on existing data;
 — interpretation at the appropriate geographical level.

Finally, a timetable is presented for the development of environmental indicators.

The Commission's indicator report suggests that environmental indicators are a wide field that is difficult to grasp. Instead of providing clarification, simplification and highlighting by means of indicators, the report must have created the opposite impression with the European Council and the public interested. To this extent, the Commission did not meet or only insufficiently met the criteria that it outlined itself (e.g. limited in number, relevant, simple and policy-relevant).

In line with the study "From Vienna to Helsinki" (GÖRLACH et. al. 1999), we recommend a simplification following the model of social and economic policy reporting (see also Chapter 2.4). Ideally, it should be compatible at the micro-, meso- and macro-levels (SCHEPELMANN 1999). In this context, an additional differentiation between environmental and integration indicators is not deemed to be particularly helpful for communication at this level. In order to meet the need for a top-level simplification based on political grounds and the legitimate demand for differentiated, sector-specific indicators, we recommend the utilisation of the indicator pyramid defined by OECD (1999).

Figure: Indicator pyramid of OECD



Regular review of the progress achieved (progress monitoring)

The decisions taken by the European Council are not clear with regard to the review of the progress achieved. In Cardiff, the European Council already stated that all relevant formations of the Council should monitor progress taking into account the guidelines proposed by the Commission and that they should identify indicators. Overall progress was to be reviewed by the European Council of Helsinki. In Helsinki, however, the Council only stated that evaluation and monitoring must be undertaken so that the strategies could be adjusted and deepened, if necessary. The Commission and the Council were called upon to develop adequate instruments and data. Therefore, we may now expect from the Commission and the Council that they develop the required mechanisms for a regular progress review by the Gothenburg Council (see Chapter 4).

Timetables

The Commission did not mention any timetables in its guidelines on the integration strategy (Partnership for Integration). The conclusions of Vienna and Helsinki, however, explicitly provide for this important addition (see Annex).

2.2 Integration criteria of the European Environment Agency

In its report on “Monitoring Progress Towards Integration” (EUROPEAN ENVIRONMENT AGENCY in press), the European Environment Agency (EEA) defines its own criteria for environmental integration (see box). These criteria serve as a basis for a detailed appraisal and assessment of sectoral integration.

According to the report, integration includes the following activities (in parentheses, “the four aspects” of integration are identified):

- institutional adaptation (institutions);
- internalisation of external economic effects into market prices (market);
- increasing resource productivity by eco-efficiency targets, demand management, waste reduction, etc. (management);
- review of progress by monitoring, reporting and feedback (monitoring).

According to EEA, these criteria are based on key programmes of environmental policy, such as the Rio Declaration, the pan-European environmental programme for Europe and the 5th Environmental Action programme and other policy papers prepared by the Commission and other governmental and non-governmental organisations.

It is hardly understandable why EEA does not make a clear reference to the concrete guidelines presented by the Commission in Cardiff and adopted and supplemented by the Council. Better co-ordination between the Commission and EEA would have been desirable in this case. The report assesses, for example, the integration strategy for the transport sector in part differently than the present study. Among the sectors evaluated, transport achieved the best result showing some progress for the activities “institutional adaptation” and “management”. EEA offers a mixed assessment with regard to “internalisation” and identifies significant progress in the field of reporting. In this context, mention should be made of the fact that EEA is responsible for parts of this exemplary reporting system.

It is of little help for environmental policy if formal progress of environmental integration is considered and assessed in isolation from the results and forecasts for a policy area. According to our information, which are also based on EEA data, the growth of transport volumes will be increasingly problematic in the near future and counteracts progress in environmental policy. Therefore, we take a much more critical view of progress achieved in environmental integration in the transport sector than EEA.

Some Criteria for Assessing Environmental Integration into Economic Sector Activities.

A	Institutional Integration
*1	Are <u>environmental objectives</u> (e.g. maintenance of natural capital and ecological services) identified as key sectoral objectives, and as important as economic and social objectives) in a sector integration <u>strategy</u> ?
2	Are <u>synergies</u> between economic, environmental and social objectives maximised?
3	Are <u>trade-offs</u> between environmental, economic and social objectives minimised, and transparent?
4	Are environmental <u>targets</u> (e.g. on eco-efficiency) and <u>timetables</u> agreed? And are there adequate <u>resources</u> allocated to achieve the targets within the timetables?
5	Is there effective <u>horizontal integration</u> between the Sector; Environment; and other key authorities, e.g. Finance and Planning?
6	Is there effective <u>vertical integration</u> between EU, national, regional and local administrations, including adequate public and other stakeholder <u>information and participation</u> measures?
B	Market Integration
*7	Have <u>environmental costs/benefits</u> been <u>quantified</u> by common methodologies?
*8	Have <u>environmental costs been internalised</u> into market prices through market-based instruments?
*9	Have <u>revenues</u> from these market based instruments been directly <u>recycled to maximise behaviour change</u> ?
*10	Have <u>revenues</u> of these market based instruments been directly recycled to <u>promote employment</u> ?
*11	Have <u>environmentally damaging subsidies</u> and tax exemptions been <u>withdrawn or refocused</u> ?
*12	Have <u>incentives</u> been introduced which encourage <u>environmental benefits</u> ?
C	Management Integration
*13	Have <u>environmental management systems (EMS)</u> been adopted?
*14	Is there adequate <u>strategic environmental assessment (SEA)</u> of policies, plans and programmes?
*15	Is there adequate <u>environmental impact assessment (EIA)</u> of projects before implementation?
*16	Is there an effective ' <u>green</u> ' <u>procurement (supplies)</u> programme in public and private institutions?
*17	Is there an effective <u>product and services programme</u> that maximises eco-efficiency (e.g. via demand side management; eco-labelling; "products to services", etc.)?
*18	Are there effective <u>environmental agreements</u> that engage stakeholders in maximising eco-efficiency?
D	Monitoring/Reporting Integration
*19	Is there an adequate <u>sector/environment reporting mechanism</u> that tracks progress with the above objectives, targets and tools?
20	Is the <u>effectiveness</u> of the policies and tools for achieving integration evaluated and reported, and the results applied?

Source: EEA (in press)

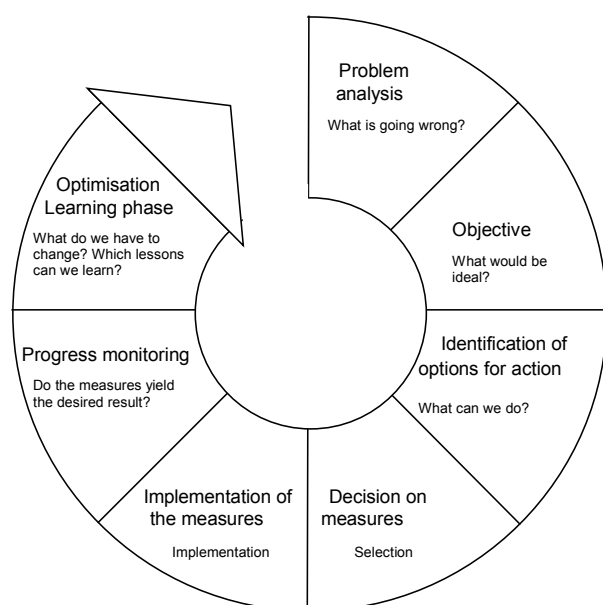
- These criteria have been the main focus of this report. The remaining criteria will be assessed in future versions, but some initial assessments have been included in this report to illustrate their use.

2.3 The policy cycle

Environmental integration is a rather new process. Therefore, it lacks important elements of a “mature” policy. Thus, the present analysis is not limited to a review of implementation and progress, but rather focuses on all strategic development phases of a policy.

Policy strategies — being forms of targeted action — can be subdivided into the following typical stages using the “policy cycle” model (PRITTWITZ 1994):

1. Problem analysis (What is going wrong? What is undesirable?);
2. Definition of objectives (What would be ideal?);
3. Consideration of measures to solve the problem and achieve the desired objective (What can we do?);
4. Selection and decision on measures (What do we want to do?);
5. Implementation of the measures (Let us do it!);
6. Progress monitoring or general policy evaluation (Do the measures yield the desired result?), and finally
7. Adaptation of the policy or strategy (What do we have to change? Which lessons can we learn?).



2.4 Concepts, objectives, indicators and headlines

“You will see that in the Global Assessment we pose the question as to what kind of target the Community should adopt related to resource efficiency. Factor ten may be seen to be utopian by many, but would serve to focus attention on this issue” (WALLSTRÖM 1999).

In the discussion of concepts, objectives, indicators and headlines, misunderstandings and confusion often occur so that this terminology is to be clarified using the example of “Factor 10”.

The terms mentioned are related to each other in a hierarchy illustrated in the following table.

Concept	High eco-efficiency or resource productivity
Headline	Material consumption
Objective	Factor 10
Indicator	Total material requirement (in kg or tonnes)

This is a logical hierarchy. The indicators have to be found in a top-down approach: without a concept, there is no headline (concept and headline may often be summarised in one phrase, e.g. in the concept of “resource productivity” if this automatically refers to material consumption); without a headline, there are no objectives; and without objective, there is no indicator.

The international and European indicator debate has not resulted in a clear set of indicators, because it was not preceded by a clear discussion of objectives at a higher political level. The topics covered seem to have emerged at random in particular in case of the so-called indicator system of UN CSD (UN 1996). The favourite topics of the experts involved apparently played a role, rather than the political relevance of the issues. Eurostat has tried to make a virtue of this necessity by applying the Delphi method in the identification of indicators (EUROSTAT 1997, 1999).

The example of the “factor 10” objective is used to show the ideal form of a discussion of objectives with a view to the integration process, the 6th Environmental Action Programme and the Community’s sustainability strategy.

The starting point should be a *policy* dialogue involving, as far as possible, not only environmental politicians. The following question should be answered in this context: Is the

concept of high resource productivity in line with the Community's overall concept of sustainable development (according to Article 2 EC Treaty)? In order to limit the number of indicators in due time, we should also ask the following question: Are there any overriding or more important objectives?

Under the headline of material consumption, we could discuss whether, in general, the material requirements in the European Union. This aspect is connected to the debate about the fair distribution of the consumption of natural resources available world-wide (environmental space), which is also of relevance to security policy.

An agreement reached on the need for a decrease in the total material requirement should be followed by the question for the reduction target. For example, the question implied in the quotation of Ms Wallström should be clarified: Is a factor ten reduction utopian (see box)?

After reaching consensus on the objective, we should be able to monitor progress towards achieving the objective by means of a standard measuring unit and an appropriate monitoring system, i.e. progress needs to be measurable because, otherwise, a review and the related follow-up measures would be impossible. In the case of material flows, the indicator would be the total material requirement (TMR) in tonnes (SCHMIDT-BLEEK ET AL. 1998). The TMR has already been used successfully for comparisons between the US, Germany, Japan and the Netherlands (WORLD RESOURCE INSTITUTE ET AL. 1997). Additionally, numerous TMR surveys exist at a regional and national level. Within the framework of EEA's planned annual reporting on indicators, the Wuppertal Institute currently performs a TMR survey of the European Union.

“Factor ten may be seen to be utopian ...” – May Factor ten be seen utopian?

At present, 20% of the world-wide population living in the industrialised nations consume 80% of all the resources. Thus, the haves consume, on average, more “nature” than the have-nots by the factor four (see figure).

In a world with equitable access to the Earth’s resources, the consumption of “nature” would be bound to increase by the factor four if production and consumption patterns do not change (see figure).

If, in such an “equitable scenario” (*égalité*), the world population doubled, resource consumption would increase by the factor 8 in total (see figure). This would mean: eight-fold resource consumption, eight-fold waste volumes, eight-fold increase in environmental pollution. Overall environmental destruction would probably not increase by the factor 8 since, in many cases, it involves interacting and non-linear processes: it is likely to be higher in many cases, though absolute limits would be reached in individual cases. In some cases, consumption would not increase by the factor 8 because distribution conflicts would break out before that (e.g. water).

However, it is unlikely that, on the basis of the assumptions made, a factor 8 increase will actually be reached in the year 2050 because a considerably higher increase in resource consumption had to be expected due to economic growth. But the very rough estimate already shows that social and economic objectives will conflict with ecological ones at the meta-level of the prevailing debate. **In all probability, it is utopian to assume that the current growth targets for industrial production and consumption, which could allow for raising the standard of living world-wide, could be reconciled with the objective of securing the basis of life.**

Schmidt-Bleek (1994), therefore, proposed that industrialised nations raise their resource productivity by the factor 10 by the year 2050. This would result in:

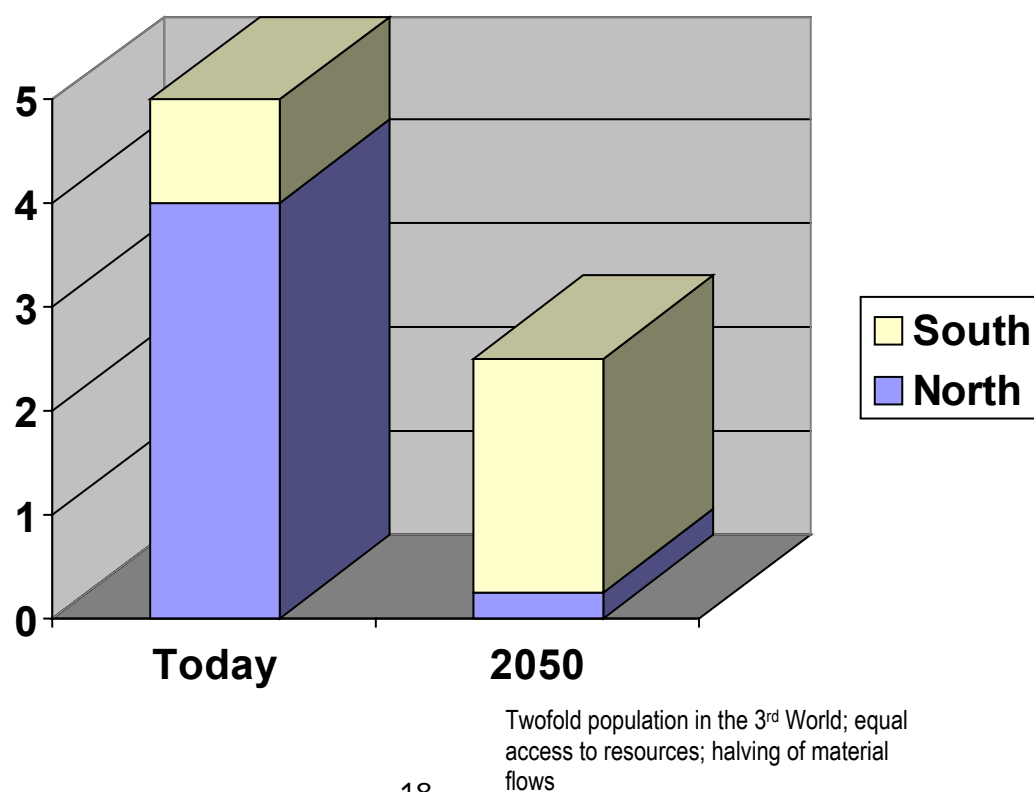
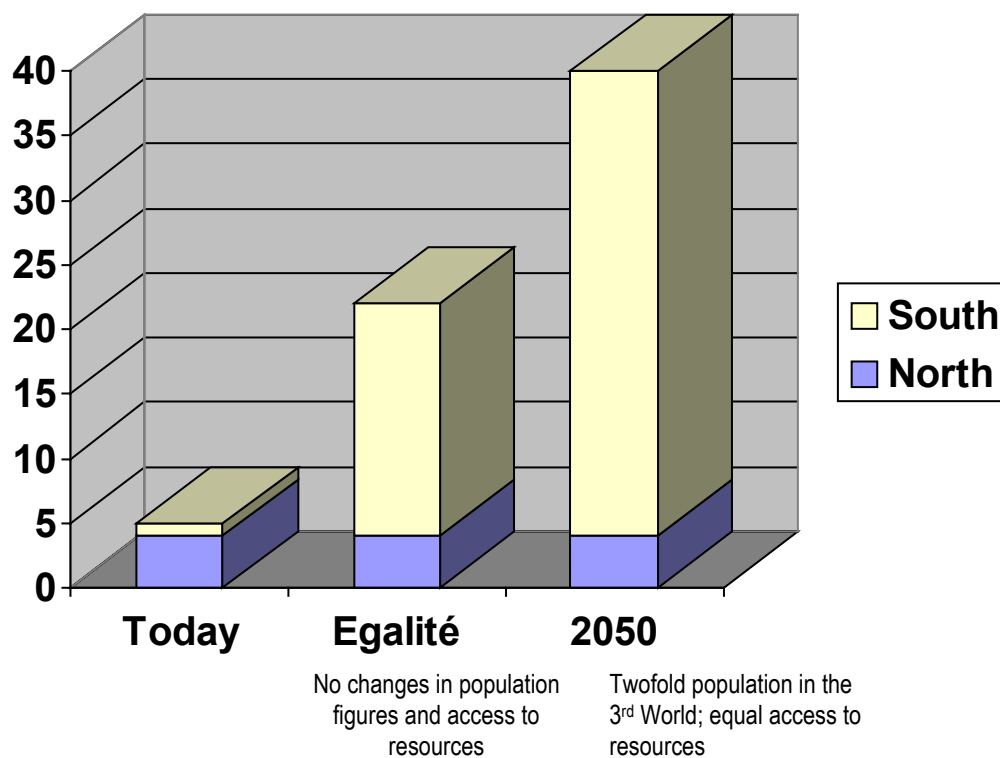
1. halving the pressure on nature;
2. equitable access rights world-wide.

Meanwhile, factor 10 would roughly mean a 5% increase in eco-efficiency. Comparable efficiency increases have already been achieved by the economy, for example in the field of labour productivity (BLEISCHWITZ 1998).

Conclusion: The structurally conservative allegation stating that an increase in resource productivity by the factor 10 was utopian and that “business as usual” was realistic is wrong. It simply discredits an alternative concept in view of a dilemma that threatens the Western values of a peaceful world of solidarity and our basis of life.

Business as usual and factor 10

according to SCHMIDT-BLEEK 1994. Units are not specific and only serve for illustrating the relations.



3 Taking stock

3.1 Decisions of the European Council related to sectoral strategies

Upon the request of the European Council of Luxembourg, the European Commission submitted a **strategy paper**, including guidelines for the implementation of integration, to the European Council of Cardiff in 1998 (EUROPEAN COMMISSION 1998 a).

In terms of substance, Agenda 2000 and the implementation of the Kyoto Protocol were proposed to be used as **touchstones** for the application of the integration strategy.

The **Transport, Energy and Agriculture Councils**, which are of particular relevance to environmental policy, were the first to be invited by the European Council of Cardiff to develop implementation strategies in their respective fields. The conclusions of the European Council of Vienna (see Annex) additionally requested the **Development, Internal Market and Industry Councils** to define integration strategies and report on them. At the Cologne Summit (see Annex), the Energy, Transport and ECOFIN Councils were requested to give particular attention to **climate change**. Additionally, the **General Affairs, ECOFIN and Fisheries Councils** were invited to present integration reports by the year 2000.

The conclusions of the Helsinki Summit called upon the relevant formations of the Council to complete the preparation of integration strategies with the possibility of including a timetable and indicators before the Gothenburg Summit in June 2001. The strategies should be implemented immediately after their completion. The Commission and the Council are to develop jointly instruments for evaluation, follow-up and monitoring.

European Council	Deadline for the presentation of a strategy (as defined in the conclusions of the Council)
Cardiff, June 1998: general invitation to “all relevant formations of the Council”; Transport, Energy and Agriculture are identified specifically.	1) Vienna Council (first report) 2) Helsinki Council (“strategy” + in part, review clauses) 3) Gothenburg Council (voluntary commitment to submit a revised strategy, e.g. Transport Council)
Vienna, December 1998: Invitation to the Internal Market, Industry and Development Councils	1) Helsinki Council (first reports) 2) Gothenburg Council (“strategy”)
Cologne, June 1999: Invitation to the ECOFIN, General Affairs and Fisheries Councils	1) Nice Council (first reports) 2) Gothenburg Council (“strategy”)

3.2 The integration strategies of the Councils

Overview of the evaluation of individual integration reports

3.2.1 Energy

The integration of environmental issues in energy policy was not started by the Cardiff process, but had already begun in the 1980's. Due to the experiences made in this sector and its special importance for environmental and, in particular, climate protection, it was no surprise that the Energy Council was among the first three Council formations invited by the European Council of Cardiff to focus on environmental integration and to report on progress to the European Council of Vienna. The same three Council formations were requested by the European Council of Vienna to submit "comprehensive strategies in these sectors, including a timetable for further measures and a set of indicators" to the Helsinki Council.

However, the strategy presented by the Energy Council (Doc. 13773/99) hardly includes initiatives going beyond "business as usual". It rather is a summary of ongoing actions combined with a confirmation that they will be continued. This is justified by the statement that social and ecological aspects have already been taken into account in the existing objectives of energy policy, i.e. security of supply, competitiveness and environmental protection.

The social and ecological concepts and headlines of energy policy itself are not adequately specified. In the social field, they are mentioned only indirectly by referring to the economic competitiveness of the energy sector. The jobs related thereto may be seen as the social aspect of the strategy, but this link is neither put into concrete terms nor is it quantified.

In the ecological field, the "protection of the environment" is identified as a concept. This is further specified by the two objectives of higher energy efficiency and an increased share of renewable energy sources. Concrete targets identified for the ecological field, however, only include those resulting from programmes already adopted and from the reduction obligations of the Kyoto Protocol. Further absolute reduction targets are not mentioned.

The vagueness of the objectives is also reflected in the selection of indicators proposed: social indicators are completely lacking, and ecological indicators are limited to the emission of greenhouse gases, sulphur dioxide and nitrogen oxides.

Since social and environmental issues are insufficiently specified, an assessment of possible synergies and conflicts among the objectives is also lacking.

For example, the report does not deal with the negative effects of falling energy prices on energy efficiency that are to be expected due to the increasing liberalisation of the European

energy market. Instead, the further development of the internal energy market is identified in the first place among the instruments for environmental integration.

Approaches for the strategy's horizontal and vertical integration also remain unspecific. In this context, the Council refers to the contribution to environmental integration made by other Council formations, such as Transport, Industry and Agriculture, without identifying any measures for co-ordinating the relevant policies.

It is only vertical integration that is mentioned explicitly: the approaches included range from the co-ordination of activities at a national level and regional co-operation projects to initiatives at the level of individual enterprises and associations and to the role of the consumers. Unfortunately, this general reference is not followed by more specific statements on how to translate the approaches proposed into concrete actions. The Commission's proposal of inviting the Member States to develop their own strategies (COM 98(571)) is toned down by the report in the form of a statement to the effect that the actions of the Council should complement the measures taken at the level of the Member States.

With regard to instruments selected, the Council basically confines itself to existing programmes for raising energy efficiency and the utilisation of renewable energy sources. Possible *approaches* for deepening the strategy (e.g. development of sustainable consumption patterns) are only identified, but not described in greater detail.

The strategy of the Energy Council includes a bi-annual evaluation in order to monitor the progress made. In this context, the Council should, if necessary, modify the existing strategy based on reports presented by the Commission.

A "timetable for further measures", as requested by the European Council of Vienna, is not included in the strategy. Instead, the report only states that ongoing activities will be continued in accordance with the timetables of the relevant programmes and directives. Moreover, the strategy only contains concrete measures for the period up to the year 2002, i.e. ten years before the end of the first Kyoto reporting period, which is much too short for achieving effective measures. It is obvious that the strategy will have to be extended for the time after 2002 (which the Council also plans to do).

In this and other respects, the report lags far behind the Commission's strategy paper on "Strengthening environmental integration within Community energy policy" (COM 98(571)), both with regard to the import of the approach and the specificity of the measures. Even though the report considers the Commission's Communication to be a useful basis of an integration strategy, it obviously does not share the Commission's opinion that environmental

integration cannot be achieved without a re-orientation of energy policy and that, therefore, “business as usual” no longer is a viable alternative.

Thus, the Energy Council only inadequately responds to the request made by the European Council of Vienna to develop “comprehensive strategies ..., including a timetable for further measures and a set of indicators”. The main deficiency is a lack of clarity on the objectives of sustainable energy policy and, as a result, the individual measures largely remain isolated.

Therefore, the deepening and further development of the strategy will mainly have to focus on rendering the *ecological and social objectives more clear* and on deriving quantified targets and appropriate instruments.

Special attention should be given to *absolute reduction targets* and measures related to them in order to complement the existing instruments and programmes that only refer to increased efficiency in energy generation and consumption. Moreover, these absolute reduction targets should be combined with a few, expressive indicators; an example for this approach is the set of six headline indicators recommended in the study “From Vienna to Helsinki” (GÖRLACH ET AL. 1999).

As is stated by the Commission, the capital-intensive energy system is part of the economic infrastructure and can only be changed in the course of time. Therefore, a *detailed timetable* will become even more important, but it should cover a significantly *longer period* than today’s three years.

Since some of these views are also held by the Commission it is to be expected that they will be clearly reflected in the strategy review that will be presented by the Commission to the Council as requested.

3.2.2 Transport

Due to the strong correlation between traffic volume and environmental pollution, the current level of traffic growth is not sustainable. A major challenge for sustainable transport policy is the de-coupling of economic growth and traffic growth. In the transport integration strategy, de-coupling is identified as an objective of sustainable transport policy. However, this is only reflected cautiously in the integration strategy's part dealing with problem analysis and instruments. When considering that this would mean a radical change in the orientation of transport (economic) policy, which today focuses on growth, this is understandable.

An in-depth problem analysis reveals two aspects characterising the relation between economy, transport and the environment:

1. Economic growth and traffic growth are almost directly proportional, i.e. when economy grows by 2%, transport also increases by 2%. This connection has been neglected in transport policy to date.
2. The de-coupling of traffic growth and *environmental pollution*, however, has almost been the sole focus of previous environment-related transport policy (or transport-related environmental policy). But this strategy, which is mainly based on technological measures (eco-efficiency), only succeeded in part. It was only successful in the field of acidification, i.e. SO₂ and NO_x emissions have absolutely been de-coupled. The remaining transport-related environmental problems (greenhouse effect, energy consumption and land use) still are directly proportional to traffic growth.

The measures listed in the strategy mainly constitute a continuation of previous policy and, as a rule, are little specific. Unfortunately, they do not reflect priorities corresponding to the aspects mentioned above. A closer look shows that only a minor part of the measures identified aims at tackling the first problem, i.e. at a reduction of transport increase. Eventually, efforts and resources should at least be equally focused on both problem areas.

Moreover, it is unclear how effective the measures proposed will be with regard to achieving the objectives. We have to assume that the impact of the measures proposed here will be severely reduced by other policies (lack of consistence in Community policy). Mention also has to be made of the continual expansion of transport infrastructure, which intensifies traffic growth (Trans-European Networks).

The integration strategy does not contain quantitative objectives nor timetables for achieving the objectives. This applies both to traffic increase and to the reduction of traffic-induced environmental problems. In this context, sectoral targets will have to be defined for the most important environmental problems (headlines) in co-ordination with other sectors.

In summary, the integration strategy in the field of transport will require more specificity with regard to possible measures and an implementation plan including objectives, deadlines and a clear definition of responsibilities.

3.2.3 Internal market

The Internal Market is one of the core areas of the European Union. Its main focus is the establishment, adopted in the Single European Act of 1986, of an economic area without internal borders in which the free movement of persons, goods, services and capital (the “four freedoms”) is ensured. These freedoms are put into concrete terms (and restricted) in numerous legal provisions — ranging from the harmonisation of legislation to public procurement and issues of world trade. Additionally, the report presented by the Internal Market Council discusses a series of measures for which other Council formations are actually responsible. The agenda of the Internal Market Council, thus, comprises highly diverse policy areas. On the one hand, this is advantageous since the Internal Market Council has always had numerous cross-cutting tasks of relevance to the environment. On the other hand, the complexity of these tasks could make it more difficult to develop a coherent overall strategy for the integration of environmental aspects into this policy area. Hence, the field of activities of *one* sectoral Council already gives rise to a problem that is inevitable in a global view of all relevant Council activities: the integration of the integration processes.

The report presented by the Internal Market Council (Doc. 13622/99) itself states that “this report represents only the beginning of the integration process.” It identifies first steps towards the development of a comprehensive strategy that should identify objectives, timetables and indicators in the course of time (Paragraph 2). Except for the fields of harmonisation and standardisation, the report is very general. On the whole, it does not go beyond a mere listing of tasks and activities relevant to integration, without pointing out the way in which integration could actually be achieved in this field.

From a one-sided point of view of trade liberalism, the consideration of environmental aspects (differing legislation) impedes the practical application of the four freedoms. In this context, the detailed report of the Council (15 pages) points out that there is general agreement that “there is not necessarily a conflict between a high level of environmental protection and free movements of goods and services” (Paragraph 11). This implies that problems may and/or did already arise. The report, however, does not describe any of these potential/actual conflicts. Furthermore, it does not specify any criteria to be used in case of conflicts on the way towards integration. Likewise, it does not elaborate on synergies that could be realised and promoted (“positive efforts should be made to develop synergies between the two principles” (Paragraph 12)). This would require an appropriate new understanding of the relation between ecology and economy (“systemic competitiveness”), which can not be perceived in the report.

The EU's internal market policy has both internal and external aspects. The report includes detailed information on the relations to WTO, Kyoto, Eastern enlargement, the Euro-Mediterranean partnership and co-operation with the Baltic Sea Region. However, the reader gets the impression that these aspects (under "Points of departure") are rather identified as a framework and not as areas in which environmental integration has to be taken into account with a view to a comprehensive sustainability assessment.

The (horizontal) relation to other integration processes is merely mentioned. A multi-faceted approach is necessary, and the efforts in the different sectors have to be co-ordinated; however, the report does not even include hints on how this could be done. Concrete forms of possible co-ordination, for example in the field of transport or energy, are not mentioned, while reference is made to the subsidiarity principle. But precisely in this area, a higher level of detail would be helpful for identifying synergies and avoiding conflicts between the needs of environmental protection and those of the internal market.

In several places, you cannot help feeling that a potential restriction of the "four freedoms" (being essential requirements of the functioning of the internal market) is considered to be less severe than possible restrictions of environmental protection — even though this is not stated *explicitly*.

With regard to the essential criteria of integration policy, we can note that no concrete statements are made on the assessment of the environmental impact of major policy initiatives. Accordingly, possible mechanisms for institutionalising such assessments are not dealt with either. The policy strategy is insufficient, and timetables are lacking. Only the fields of indicators and progress evaluation are given more room in the strategy.

Therefore, we propose the definition of objectives in line with the "headlines" developed by us for practically all areas falling under the responsibility of the Internal Market Council. Measures in the field of standardisation, public procurement and macro-economic policy strategies to promote competition should be systematically orientated to these objectives.

3.3 Summary assessment of the integration strategies

The integration process still is a world-wide unique initiative and can serve as a model. This is mainly due to the following facts:

- based on Articles 2 and 6 EC Treaty, the integration of environmental, economic and social policy has a constitutional status in the Community;
- since the adoption of the Amsterdam Treaty, all European heads of state and government have regularly discussed integration at their summits;
- it was not the Environment Council, but the sectoral Councils who prepared the strategies for environmental integration.

Thus, the European Union can demonstrate serious efforts to achieve sustainable development also to the other members of the United Nations. Thereby, EU has created a necessary, though still insufficient basis for further progress within the framework of the UN and other governmental organisations. In particular, the Rio +10 Conference to be held in 2002 should be able to benefit from these efforts.

Nevertheless, the declaratory and process activities should not deceive us about the fact that the state of the environment continues to deteriorate in many fields in Europe. This is also reflected by a report prepared by the European Environment Agency (EEA 1999).

According to EEA (1999), the European Community has mainly been successful in fields in which environmental policy has applied "classic" instruments (e.g. utilisation of filter technologies or regulatory legislation) in the past 25 years. Since 1990, a clear de-coupling has been observed between polluting emissions and GDP development. For example, less ozone-depleting substances have been released. Due to the long-term action of these substances in the stratosphere, however, the ozone layer will only recover in the middle of the next century. The input of acidifiers and transboundary air pollution clearly decreased so that air quality has improved, for example, in cities. EEA estimates that the percentage of ecosystems suffering from acid exposure above the critical limit will go down from 25% in 1990 to 7% in 2010. The filtering of organic substances and phosphorus has resulted in improved water quality. Likewise, lead emissions have been reduced significantly. EEA's assessment is considerably less favourable for the fields of precautionary environmental protection by means of pollution prevention and efficiency strategies. For example, waste volumes increased by 10% in the EU from 1990 to 1996.

Though lead emissions decreased, other heavy-metal emissions show a tendency to rise. Traffic continues to increase. Passenger car traffic is expected to grow by 30% and freight transport by

50% by the year 2010 so that it becomes more and more unlikely that EU will be able to comply with its reduction obligations within the framework of the Kyoto Protocol adopted under the Framework Convention on Climate Change. In spite of lower fertiliser and pesticide use, agriculture still is a major environmental polluter. Tourism further increases and will probably grow by 50% from 1996 to 2010. This will exert pressure especially on ecologically sensitive areas, such as coastal regions.

EEA's analysis shows a flagrant contradiction between demands and reality. Though the legislative and declaratory basis for environmental integration in all policy areas of the Community is exemplary and hardly can be raised any more, the state of the environment deteriorates on the whole, which is mainly due to the fact that integration has failed so far (EUROPEAN COMMISSION 1999 d). Therefore, the Union's heads of state and government were well advised to go beyond general appeals to the Council formations and to demand concrete strategies and *controlling* mechanisms in Cardiff.

Following up on the decisions taken by the European Councils in Vienna and Helsinki, the individual Council formations should prepare comprehensive strategies, including timetables for further measures and indicators, and submit them to the Gothenburg Council. These should also take particularly account of the Community's enlargement and employment aspects.

However, the analysis of the strategies prepared by the Industry, Internal Market and Energy Council showed that none of them has complied with the decisions of the European Council!

This leads us to assume that either the Council formations did not take the decisions of the European Council seriously or that the decisions were not realistic. The truth lies between these two extreme assumptions — with differences from Council to Council.

On the one hand, it would be unrealistic to expect that (starting from the decisions and the integration strategy of Cardiff) the Councils that are most problematic in ecological terms would succeed in preparing a comprehensive strategy, including objectives, timetable and indicators, within only six months. Thus, it is positive that, after the Helsinki summit, the Councils of Ministers have one year's time to produce more substantial results. If politics really aims at the integration of objectives in accordance with Article 2 EC Treaty, we can expect that an open-ended process will evolve and be continued far beyond the year 2001.

On the other hand, there is no information indicating that, after the Cardiff, Vienna, Cologne and Helsinki Councils, the Council formations (maybe with the exception of the Transport Council) made appropriate efforts to seriously implement the decisions taken by the heads of state and government. Neither did all Council formations establish, for example, working

groups with far-reaching competences, nor are there any reports on spectacular discussions, for example on the re-orientation of the internal market. On the contrary: the invitation of the European Council seems to be considered to be a annoying and negligible duty rather than a challenge.

An in-depth analysis of the institutional and procedural implementation of the decisions taken by the European Council would be required to demonstrate this on a case by case basis. However, the minutes of various Council meetings and, above all, the contents of the integration papers suggest that the decisions of the European Council have been dealt with in a rather superficial way.

This confirms the analysis of the study "From Vienna to Helsinki" (GÖRLACH et al. 1998).

There are still no clear ideas with regard to the substance and objectives of sustainable development to be achieved by means of environmental integration. *"This applies both to the type and scope of the measures to be taken as well as to the need of an ecological re-orientation. The reports remain vague and limited to stressing the success of previous policies. All reports consider the continuation of the previous policies – at best with slight modifications – to be sufficient. A fundamental structural change (...) is not mentioned in the reports of the Councils.*

(...) Thus, the orientation of the approaches in the individual sectors will only be consistent, if a cross-sectoral discussion of the objectives takes place. In order to prevent contradictory or conflicting objectives in the individual sectors, the co-ordination of this process should be institutionalised at a higher level (e.g. with the president of the Commission)."

	Internal market	Transport	Energy
Policy strategy	☺	☺	☺
Indicators for progress monitoring	☹	☺	☺
Progress monitoring	☹	☹	☹
Timetables	☹	☹	x

Symbols:

- ☺ satisfactory to good
- ☹ under development
- ☹ inadequate
- ☒ lacking/not available

4 Institutionalisation of integration

The institutions and processes with integrative potential include a group supporting the communications of environmental departments, as well as organisations influencing other policy areas beyond environmental policy with a view to an overall sustainability strategy.

In the context of integration, **communications of environmental departments** is also supported by:

- the Environmental Action Programme;
- the European Environment Agency;
- the Environmental Policy Review Group (EPRG);
- the Green Spider Web; and
- non-governmental organisations.

Following the request of the heads of government of the then Member States (Belgium, Germany, France, Italy, Luxembourg and the Netherlands) addressed to the Community institutions on 20 October 1972 to develop the first **Environmental Action Programme (EAP)**, five Environmental Action Programmes have been implemented meanwhile and constitute the beginning and the core of the environmental policy of the European Union. With regards to the integration principle, the EAP called for appropriate steps even before this principle was strengthened by the Amsterdam Treaty. However, attempts at promoting integration under the 5th EAP failed, which was also frankly admitted in the Global Assessment of the Action Programme (EUROPEAN COMMISSION 1999 d). This confirms one of the basic hypotheses of the present study, i.e. integration is doomed to fail without equal contributions by all the sectors involved in the orientation and design of the integration process. The environmental departments are the driving force, but they (alone) cannot set the pace and determine the depth of integration into other policies.

Another deficiency of the 5th EAP is related to the operationalisation and explanation of the concept of sustainable development. As already discussed in detail in the study "From Vienna to Helsinki" (GÖRLACH et al. 1999), the concept of the 5th EAP still is too vague to be attractive to other policies.

The future 6th EAP will probably fail like its predecessor if it does not form part of a comprehensive, genuine sustainability strategy of the Union, as was demanded, for example, by the European Consultative Forum on the Environment and Sustainable Development in its comments on the Global Assessment (EUROPEAN CONSULTATIVE FORUM 1999).

The **European Environment Agency (EEA)** has significantly contributed to highlighting the consequences of insufficient integration on the environmental situation in the EU. In particular, its reports on the state of the environment (EEA 1999) provide the necessary arguments for justifying integration policy. Its contribution to the Global Assessment (EEA in press) includes proposals for strengthening integration that are worth considering. The indicator report, which was already announced for publication last year, could provide the basis for the monitoring and progress reviews of the integration strategies demanded by the European Council. However, in this context, too, complex interrelations still have to be reduced to a few, expressive indicators in order to ensure that they will have a convincing influence beyond environmental policy.

Like IMPEL (see below) and the Consultative Forum, the ***Environmental Policy Review Group (EPRG)*** is a consultation mechanism of the 5th EAP. Unfortunately, the work of this group is not publicised so that we can only make assumptions about its importance. In the future, a minimum of transparency of its meetings and decisions would be desirable (e.g. by means of information accessible on the Internet) since the EPRG plays a central role, for example, in the development of indicators.

The ***European Union Network for the Implementation and Enforcement of Environmental Law (IMPEL)*** mainly monitors the technical implementation of European environmental legislation. Representatives of national authorities and the Commission develop concepts for the practical enforcement of measures and legal provisions and exchange experiences on such issues. For example, IMPEL prepares guidelines for the technical implementation of environmental standards, criteria for inspections and exchange programmes for inspectors. Within the framework of the changing presidencies, half-yearly meetings are held. The financial and human resources for IMPEL are provided by the Member States. For further information, see <http://www.europa.eu.int/comm/environment/impel>.

The ***Green Spider Network*** mainly is a communication tool of the national environmental departments and the Community. Its members hold central administrative positions. The Network supports and stimulates the communication process on environmental policy and sustainability within EU. Thus, it forms a platform for exchanging ideas, information and experiences, above all in the field of environmental communications. For example, the network supported the public presentation of the EEA's report on the state of the environment and the dissemination of audio-visual products for environmental education. To co-ordinate work within the network and develop further contributions, meetings on specific topics are organised in addition to an annual congress. The ***Green Spider Network*** is managed by the Federal

Environment Agency in Vienna. For further information, see <http://www.ubavie.gv.at/greenspider/gshome.htm>.

The importance of **non-governmental organisations** is often underrated with regard to the strengthening of the integration principle in the Amsterdam Treaty. The eight environmental organisations represented in Brussels (BirdLife, European Federation of Transport and Environment, Climate Network Europe, European Environment Bureau, Friends of the Earth, Greenpeace, Friends of Nature and the World Wide Fund for Nature) have made a notable contribution. Without their Europe-wide campaign “*Greening the Treaty*” that included lobbying in twelve Member States, sustainability principles would probably never have been introduced into the Treaty in the far-reaching form actually achieved.¹

In the field of the integration principle, it is not likely that the eight Brussels-based environmental organisations will undertake comparable efforts. According to oral information, this is mainly due to a lack of capacities. New and broader forms of promoting environmental associations should be considered (EUROPEAN CONSULTATIVE FORUM 1999).

In the German-speaking region, European environmental policy as well as the integration concept are supported, in particular, by the activities of the Deutsche Naturschutzring (DNR). This umbrella organisation publishes the newsletter *Europarundbrief* including a special supplement on the integration process, which is very useful in this context.

The following tools exert an influence **beyond environmental policy** proper — and, thus, act integrative in a narrower sense:

- integration strategies;
- sustainability strategies;
- the Prodi Group on Growth, Competitiveness, Employment and Sustainable Development;
- European Consultative Forum on the Environment and Sustainable Development;
- national councils and round-tables on sustainable development.

¹ One sign for this is the fact that integration was discussed under the heading “Bringing the Union closer to the Citizens” by the Inter-Governmental Conference (1996/97). It is only since the last Inter-Governmental Conference that this remarkable positioning of environmental policy can be observed in EU documents.

Here, we have to mention in the first place the decisions of the European Council, the Cardiff strategy of the European Commission and the **integration strategies** themselves. All these documents have been discussed in detail by the present study and its predecessor “From Vienna to Helsinki” (GÖRLACH et al. 1999). However, these strategies and decisions will not be properly implemented if they are not embedded in a stimulating institutional environment that should develop its own dynamism.

To date, the integration process has only been an *environmental* integration process. Only first signs can be seen of a genuine integration of economic, social and environmental objectives, as defined by Article 2 EC Treaty. This could, however, start on the basis of the **sustainability strategy** demanded from the Commission by the European Council of Helsinki (see Annex).

The **Prodi Group on Growth, Competitiveness, Employment and Sustainable Development** would be the suitable forum for advancing genuine integration in accordance with Article 2 EC Treaty. This working group of the Commissioners is chaired by the President of the European Commission who has been given guidance competence by the Amsterdam Treaty (Article 219 EC Treaty), which he needs for a genuine integration of the different Community policies. Within the framework of this group, it would also be possible to motivate all the Commission members and ensure their identification with the integration process (“ownership”). For the time being, however, it is to be feared that President Prodi will not seize this opportunity to take the lead. Since the Eurobarometer surveys continue to show a high rating of environmental protection, President Prodi could expect significant public support for taking such steps. Thus, it would be a good opportunity to prove his leadership, which has been repeatedly doubted by the press, by eliminating inconsistencies and contradictions within the Commission.

The **European Consultative Forum for Environment and Sustainable Development** is one of three informal consultation mechanisms under the 5th EAP (in addition to IMPEL and EPRG). It was established by a Commission decision in 1993. Its task is to advise the Commission and to liaise with social interest groups. The 32 members of the Forum are appointed *ad personam*. They represent a broad range of public opinion (e.g. environmental and industry associations, trade unions and science) in the European Economic Area and in the candidate countries of Central and Eastern Europe. Up to now, the Forum has prepared opinions on a number of topics, including employment, climate change, the European Spatial Development Perspective, governance and implementation.

National **round-tables, commissions on sustainable development, environmental councils, etc.**, exist in all the EU Member States and other countries. The national environmental councils are represented in the network of European Environmental Advisory Councils (EEAC) that is

currently co-ordinated by the German Council of Environmental Advisors (SRU). They, too, offer — in some countries, even considerable — potential for fostering environmental integration. In the context of national environmental integration, it is to be noted that the Environmental Council already agreed at an informal meeting in Finland to promote the integration principle at a national level. Though understanding on the national implementation of European legislation is important, it is really incomprehensible in this connection that many environmental ministers remain inactive in this phase of historical importance for environmental policy. **The inactivity of many EU Member States will probably be the main reason for a failure of the integration principle.**

4.1 Evaluation, monitoring, follow-up

Numerous diverse organisations are suitable for fostering environmental integration. In the above list, it was only possible to briefly and maybe insufficiently discuss the potentials of these institutions. In the study, however, we found that, in part, their mandates overlap and that mutual knowledge and co-ordination is inadequate. The institutional scene that has emerged meanwhile has probably become unclear and even confusing, not only for outsiders. But almost all the institutions complain about a lack of resources.

This raises the question whether the institutional scene should be streamlined and synergies be utilised.

The urgency of a review of all the institutions mentioned above, which, in our opinion, is an issue to be discussed anyway, is further enhanced by the open tasks of evaluation, monitoring and follow-up of the integration process. These tasks were explicitly identified without assignment of a mandate by the European Council of Helsinki. However, the Commission and the Council were requested to develop adequate instruments for their implementation.

Thus, the proposals of the Commission and the Council should include a re-organisation of the institutions, in particular the organisations going beyond the environmental sector.

An adequate re-organisation in the spirit of the integration principle, however, largely depends on the answer to a *political* question: **Will the President of the Commission use his competence to provide guidance in the integration of different policies (Article 219 EC Treaty)?**

The European Council already gave its response to this question by deciding in favour of following up on the integration process already in Cardiff and doing so at the following two summits. There is no reason to assume that the Council will discontinue this practice after Gothenburg.

If the Commission's President will not evade the integration task, it will be necessary to support him by means of institutions fulfilling the evaluation and monitoring functions of their own accord. Ideally, these institutions should:

- fulfil the technical tasks of data collection and analysis;
- be sufficiently close to the administration in order to be able to assess integration processes in ongoing executive projects;
- have sufficient political standing and competence in order to be able to act as "watchdogs", if necessary.

Probably, it is only an innovative mix of new, expanded and reformed institutions that will live up to the demanding task of integration and a new sustainability strategy. In this context, the innovative proposals made by the European Consultative Forum on the Environment and Sustainable Development should be taken into account (EUROPEAN CONSULTATIVE FORUM 2000).

5 Conclusions

The integration process still is a world-wide unique initiative and can serve as a model. Thus, the European Union can demonstrate serious efforts to achieve sustainable development also to the other members of the United Nations. Thereby, EU has created a necessary, though still insufficient basis for further progress within the framework of the UN and other governmental organisations. In particular, the three-year OECD process on sustainable development and the Rio +10 Conference in 2002 should be able to benefit from these efforts.

Nevertheless, the declaratory and process activities should not deceive us about the fact that the analyses of the European Commission and EEA reveal a flagrant contradiction between demands and reality. The legislative and declaratory basis for environmental integration in all policy areas of the Community are exemplary and hardly can be raised any more, but the programmatic contradictions between the EU's objectives have not been resolved. The evaluation of the individual reports and strategies on environmental integration shows that little or no work is performed to identify inherent conflicts among sectoral programmes, let alone of finding a *political* solution for them. As a result, opportunities are missed to resolve obvious contradictions and to develop synergies between economic, social and ecological policies. The practice of the Cardiff process has shown that, within the Commission and in the Member States, efforts for policy integration generally depend on the initiative of individual officials and personal contacts among them.

Following up on the decisions taken by the European Councils in Vienna and Helsinki, the individual Council formations should prepare comprehensive policy strategies, including timetables for further measures and indicators, and submit them to the Gothenburg Council. These should also take particular account of the Community's enlargement and of unemployment.

However, the analysis of the strategies prepared by the Industry, Internal Market and Energy Councils shows that none of them has complied with the decisions of the European Council!

This leads us to assume that either the Council formations did not take the decisions of the European Council seriously or that the decisions were not realistic. The truth lies between these two extreme assumptions — with differences from Council to Council.

On the one hand, it would be unrealistic to expect that (starting from the decisions and the integration strategy of Cardiff) the policy areas that are most problematic in ecological terms would succeed in preparing a comprehensive strategy, including objectives, timetable and indicators, within only six months. Thus, it is positive that, after the Helsinki summit, the Councils of Ministers have one year's time to produce substantial results. In this phase, restraint by the environmental departments was a prerequisite for successful policy integration. This allowed for the achievement of sectoral results without "external pressure" and usual inter-sectoral rivalries. The function of environmental departments, however, continues to be important, but they neither have the role of a "watchdog" nor of a superior or leading department ("eco-dictatorship"). In this respect, the original strategy pursued by the Commission in Cardiff can serve as a model. Though DG Environment provided the impetus, the strategy was the start of a dialogue among the individual sectors in the spirit of partnership. Thus, the Cardiff process is a good example of modern governance structures that can serve as a model far beyond the environmental sector. Nevertheless, this example is currently threatened by failure due to a lack of support and structural conservatism. But if politics really aims at the integration of objectives in accordance with Article 2 EC Treaty, we can expect that an open-ended process will evolve and be continued far beyond the year 2001.

Hence, much depends on the fact whether the heads of state and government of the European Union as well as the President of the European Commission are interested in providing guidance in the field of "sustainable development" and in integrating contradictory policies. It may, however, also be realistic to assume that the European Council will accept the obvious neglect of its requests and the Commission's President will not seize the new opportunity of providing guidance created by the Amsterdam Treaty.

6 Recommendations for actions

The Union has limited its actions largely to the integration of environmental issues into other policy areas so far. The development of a Community strategy for sustainable development by June 2001 may initiate a more far-reaching co-ordination of objectives and indicators for all aspects of sustainable development (economic, ecological, social and institutional dimensions). It is unlikely that it will be possible to conclude this comprehensive policy integration by the date fixed by the European Council of Helsinki (June 2001).

With regard to *ecologically* relevant objectives, reference is made to the “ecological headlines” already presented in the study “From Vienna to Helsinki”. The study recommended a total of six headlines for the assessment of the state of the environment. Three indicators are used to represent the essential economic resources (material, energy, land), and three indicators illustrate their physical output (greenhouse gases, acidifiers, waste). The proposal is based on a simple black-box model reducing the interaction of the environment and the economy to inputs and outputs (see figure). This simplification allows for meeting the criteria defined by the European Commission for a set of indicators (see Chapter 2). Moreover, it complies with the political requirements identified by Commissioner Wallström: the headlines represent ecological challenges that are uncontested in scientific terms and still offer scope for a political discussion of the individual objectives (except in cases in which the European Union entered into commitments. This mainly relates to the outputs, e.g. Kyoto Protocol).

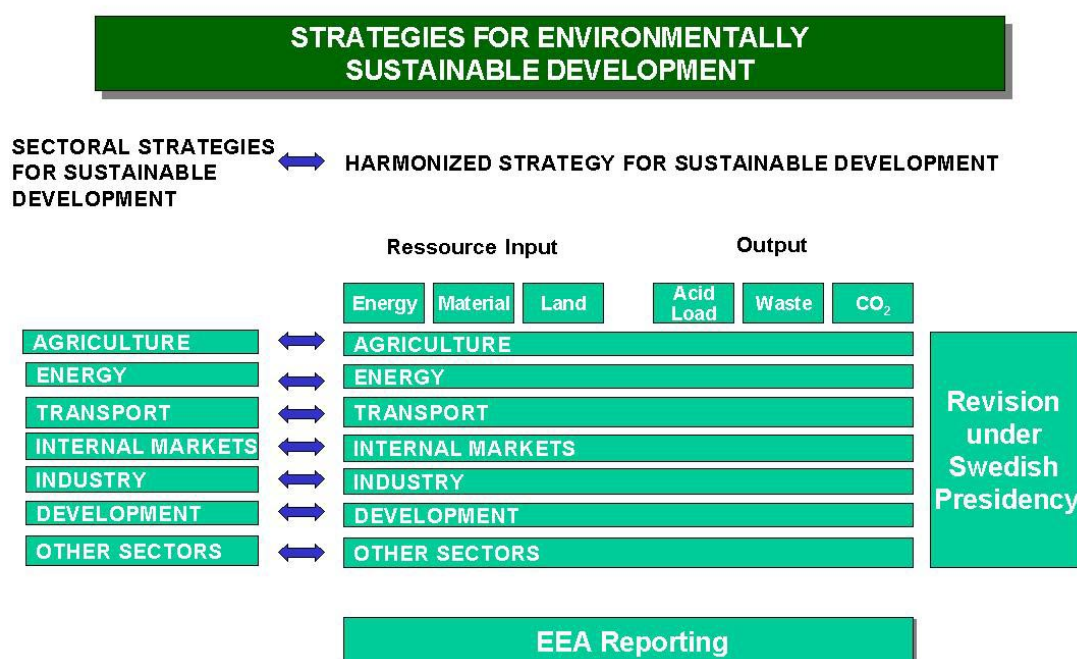


Black-box model of the economy: ecologically relevant input and output

Using this model, it should be possible:

- demonstrate *political* (not only scientific!) priorities of environmental policy;²
- to define cross-sectoral core indicators;
- to engage in a cross-sectoral dialogue for joint problem resolution.

This mechanism is outlined by the following figure:



The different sectoral strategies are prepared in parallel up until the Gothenburg summit at which they will be reviewed under the Swedish Presidency. The thematic headlines allow for the identification of common problems and thematic relations among the sectors. Under the headlines of “energy” or “CO₂”, for example, the Agriculture Council might feel a need for discussing with the Energy or Transport Council the problem of increasing energy demand in the primary sector under the aspect of constant food consumption. This problematic development is, *inter alia*, due to an increasing spatial separation of primary production, processing and consumption and actually can only be addressed by an inter-sectoral strategy.

² However, this also requires a political courage to permit gaps, because the core indicators will never be able to cover all significant environmental problems.

The inter-ministerial development of strategies could be accompanied by EEA reporting provided it would be orientated to the same thematic headlines as the sectoral strategies.

Since the sectoral integration strategies are developed in an isolated way, their contents differ widely. Likewise, the indicators to be used for monitoring — to the extent to which they have actually been developed — differ completely from Council to Council. With regard to the Gothenburg summit, the biggest challenge for the European Council and the Commission will probably be the “integration of the integration strategies” in terms of contents and technical issues. In addition to the co-ordination of the Cardiff process, integration with the so-called Lisbon process is necessary, as well. Within this context, socio-economic structural indicators were developed in the light of new technological and social developments. In summary, the European Council has to deal with the contradictions and synergies of the different Community strategies currently in place (according to estimates by the Forward Studies Unit, there are more than fifty strategies).

Inter-ministerial co-operation and interdisciplinarity seem to be hard to envisage in some Member States. Just like a “new management culture” is called for with a view to sustainability at a company level, a new “governance culture” should be introduced into government administrations. This applies both to the environmental sector and other areas of administration. Some politicians and officials believe that there is a threat that the environmental sector assumes the position of a leading and censorship authority (“eco-dictatorship”). Some ministries, however, respond to environmental requirements addressed to them by external parties by building their own environmental competence in order to be able to better ward off or misuse such demands.

For this reason, a corrective mechanism has to be introduced that is, firstly, generic and, secondly, unbiased. This can be achieved by:

1. anchoring the competence to provide guidance in the field of “sustainability” at the top of the executive branch (heads of state or government, President of the Commission);
2. complementing this competence by setting up a sustainability council who do not engage in an aimless sustainability discourse, but are given the concrete mandate to ensure the *“regular evaluation, follow-up and monitoring”* demanded by the Council.

The criteria defined by the European Council are an adequate basis for fulfilling all the functions of a complete policy cycle (see Section 2.3). With regard to methodology, the requirements of the Cardiff process reflect the state of the art in a remarkably complete way. However, the evaluation of the sectoral strategies has revealed substantial gaps in the policy cycle. Due to

these gaps and inconsistencies, the immediate implementation of the strategies demanded by the Helsinki Council will also be incomplete and inconsistent. Instead of a strategic re-orientation of the sectors concerned, we will at best observe incremental, tactical changes of individual Community policies. This “static environmental integration” will differ from sector to sector so that no general recommendations can be made for implementation. Not least to remedy the considerable gaps of the sectoral strategies during or after the implementation phase, we urgently recommend that the *“regular evaluation, follow-up and monitoring”* demanded in Helsinki be institutionalised. To account for the different development stages of the sectoral strategies, this may take a sector-specific form. However, EU’s sustainability strategy should especially provide for these functions, in particular for the sectoral strategies, and include special mandates for the Council formations.

The European Consultative Forum on the Environment and Sustainable Development extensively discussed this connection between the integration process, sustainability strategy and the tasks of *“regular evaluation, follow-up and monitoring”* required in this context. In particular, attention was paid to the need for supporting the Commission’s President by a “sustainability council”. Similar to relevant bodies existing in almost all the Member States, this council should be responsible for *regular evaluation, follow-up and monitoring*. The recent publication of the Forum on “Governance and implementation” (EUROPEAN CONSULTATIVE FORUM 2000) recommends a federal structure with national ombudsmen for the council.

Recommendations for the European Council of Gothenburg

1. If the European Council take themselves and their own decisions seriously, they cannot accept the inadequate implementation of the integration strategies partly documented by this study. This would be a punishment for those actors in the administrations who really made efforts to implement the Council decisions in an exemplary way and frequently against internal opposition. Likewise, this would foster a cynical attitude towards the apparent fashion of “sustainability”. Finally, it would contribute to further estrangement between the EU and the civil society. The Swedish Presidency should clearly state that the progress achieved is not uniform and that, in contrast to opinions voiced, the integration strategy is not “subject to negotiation”³, but a principle of the European treaties.
2. Due to frequent deficiencies in strategy development, immediate implementation seems to be realistic only in part. In some cases, suitable resources still have to be made available for the integration strategy and its implementation. As a result, the Presidency will have to demand in most cases that the strategies be deepened and sometimes that adequate resources be provided. This may well be done by repeating the requirements defined by the European Council (policy strategy, indicators, progress monitoring, timetables).
3. The contents of the integration strategies differ widely. A core set of aspects (ecological, economic and social ones) and thematic headlines should be defined. For the ecological part, we propose the headlines of material, land, energy, waste, acidification and greenhouse gases (see Chapter 7).
4. The President of the European Commission should be invited to make use of his guidance competence according to Article 219 EC Treaty in order to ensure the integration of economic, ecological and social Community objectives under the umbrella of the sustainability strategy under his responsibility.
5. Both the sustainability strategy and the integration strategies require an independent sustainability council supporting the President and implementing the “regular evaluation, follow-up and monitoring” demanded in Helsinki. If the sustainability strategy does not include such a body, the European Council should again invite the President to make proposals for such a body. In this context, efforts should be made to ensure a close co-ordination between the Secretariat General of the Commission and the General Affairs Council.

³ This opinion, for example, was stated by the director general of one of the DGs of the European Commission.

7 Annex

7.1 Excerpt from the Presidency Conclusions of the European Council of Cardiff

held on 15 and 16 June 1998

ENVIRONMENT

32. A healthy environment is central to the quality of life. Our economies must combine prosperity with protection of the environment. That is why the Amsterdam Treaty emphasises the integration of environmental protection into Community policies, in order to achieve sustainable development. The European Council welcomes the Commission's submission of a draft strategy and commits itself to consider it rapidly in view of the implementation of the new Treaty provisions. It invites the Commission to report to future European Councils on the Community's progress in meeting this Treaty requirement and welcomes the commitment of the Austrian, German and Finnish Presidencies to achieve further practical progress.

33. The European Council endorses the principle that major policy proposals by the Commission should be accompanied by its appraisal of their environmental impact. It notes the Commission's efforts to integrate environmental concerns in all Community policies and the need to evaluate this in individual decisions, including in Agenda 2000.

34. The European Council invites all relevant formations of the Council to establish their own strategies for giving effect to environmental integration and sustainable development within their respective policy areas. They should monitor progress taking account of the Commission's suggested guidelines and identifying indicators. The Transport, Energy and Agriculture Councils are invited to start this process. The Council and Commission are invited to keep under review their organisational arrangements necessary to carry this forward. The European Council at Vienna will take stock of progress.

35. The European Council welcomes the progress in following up the Kyoto Conference on Climate Change. The Community and the Member States now need to develop strategies to meet their commitments under the Kyoto Protocol. Meeting these demanding targets will be a practical test of the progress the Community and Member States are making towards integrating environmental concerns into their policies. The European Council will review progress in 1999.

36. The European Council urges the earliest possible agreement of those elements of the Auto-Oil package which are under conciliation with the European Parliament. These measures will make an important contribution to improving Europe's air quality.

7.2 Excerpt from the Presidency Conclusions of the European Council of Vienna

held on 11 and 12 November 1998

VI. ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

66. The European Council reaffirms its commitments made in Luxembourg and Cardiff to integrate environment and sustainable development into all Community policies in view of the Amsterdam Treaty. It welcomes the initial reports received from the Transport, Energy and Agriculture Councils on this aspect and invites them to continue their work with a view to submitting comprehensive strategies in these sectors, including a timetable for further measures and a set of indicators, to the Helsinki European Council. The European Council recognises that it will be important to ensure that environmental integration is adequately treated in the decisions to be made on agricultural and structural policies within the context of Agenda 2000 taking note of the progress reported so far.

67. It invites the Council to further develop this work in other Community policies, particularly in the Development, Internal Market and Industry Councils. The Council should also put emphasis on cross-sectoral issues such as climate change and the environmental dimension of employment and enlargement. In this context, the European Council welcomes the Council Conclusions on accession strategies for the environment, and on nuclear safety in the context of enlargement of the European Union.

68. The Commission is invited to submit a progress report on mainstreaming of environmental policy in time for the Cologne European Council, particularly taking into account the use of environmental appraisals for its major policy proposals.

69. The European Council will review overall progress on integrating environment and sustainable development at its meeting in Helsinki in order to link the sectoral strategies developed by the various formations of the Council, a co-ordinated report on indicators presented by the Commission, and the global assessment of the 5th Environmental Action Programme.

70. Climate change is one of the most challenging environmental problems for the next decades. Work on common and co-ordinated policies and measures within the Community should be intensified with a view to domestic action providing the main means of meeting the Kyoto commitments. The European Council welcomes the Buenos Aires Plan of Action and underlines the importance of its implementation for an early ratification of the Kyoto Protocol. A comprehensive EU strategy on climate policy should be considered by the Cologne European Council on the basis of a report by the Commission.

7.3 Excerpt from the Presidency Conclusions of the European Council of Cologne

held on 3 and 4 June 1999

Climate policy, environment and sustainable development

29. The European Council emphasises the desire of the European Union to fulfil the commitments undertaken in Kyoto to reduce greenhouse gas emissions and to press vigorously for the creation of the conditions for speedy ratification of the Kyoto Protocol under the action plan adopted in Buenos Aires. The negotiating position formulated in the Council conclusions of 17 May 1999 is reaffirmed. The European Council views the ratification and implementation of the Kyoto Protocol as an important milestone, but it also stresses the urgent necessity of further measures, especially in industrialised countries.

30. The European Council stresses the importance attaching to the development of joint and co-ordinated policies and measures at Community level to supplement the efforts of the Member States. All relevant sectors are urged to make their contributions within the framework of an overall climate protection strategy. Climate policy is the most important example of the Council's commitment, founded on the Treaty of Amsterdam, to incorporate the requirements of the environment and sustainable development into other Community policies.

31. The European Council calls upon the Council in its various specialised formations to give particular attention to the climate problem in the preparation of its integration strategies for the European Council meeting in Helsinki. It sees a special need for action in determining the prerequisites for less emission-intensive and more environmental-friendly transport systems, and as regards increased unhindered consumption and further development of renewable energy sources. The European Council also considers an appropriate framework for energy taxation to be necessary and urges the Council (Economic and Financial Questions) to reach an early decision in the course of its discussions. The European Council takes note of the incoming Presidency's initiative to step up the Community's activities on climate matters.

32. The European Council takes note of the report by the Commission on "Integrating environmental aspects into all relevant policy areas" and of the progress achieved in the Council since the Vienna meeting. It reaffirms its intention to re-examine overall progress in December 1999 at its Helsinki meeting and calls attention to the reports requested. It calls upon the Council (General Affairs, Economic and Financial Questions and Fisheries) to report back to it in 2000 on the integration of environmental issues and sustainable development into each of the policy areas.

7.4 Excerpt from the Presidency Conclusions of the European Council of Helsinki

held on 10 and 11 December 1999

ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

46. The strategies for integrating the environmental dimension into agriculture, transport and energy sectors have been agreed. Work on similar strategies has started in the Internal Market, Development and Industry Councils, which have already made initial reports available, as well as in the General Affairs, ECOFIN and Fisheries Councils. The Council is asked to bring all of this work to a conclusion and submit to the European Council in June 2001 comprehensive strategies with the possibility of including a timetable for further measures and a set of indicators for these sectors.

47. The completion of sectoral strategies should be followed by their immediate implementation. Regular evaluation, follow-up and monitoring must be undertaken so that the strategies can be adjusted and deepened. The Commission and the Council are urged to develop adequate instruments and applicable data for these purposes.

48. Preparation in relation to policies and measures, including national and Community law, should continue in a manner that would enable the prerequisites to be established for ratifying the Kyoto Protocol both by the European Community and the Member States before 2002. The European Council urges all parties to the Convention to achieve ratification by 2002 so it can enter into force. Integrating environmental issues and sustainable development into the definition and implementation of policies is a central factor in fulfilling the Community's commitments under the Kyoto Protocol. Every effort will be made so that the Hague Conference reaches coherent and credible decisions.

49. The European Council takes note of the Global Assessment of the 5th Environmental Action Programme and the Report on Environmental and Integration Indicators presented by the Commission and invites the Commission to prepare by the end of 2000 a proposal for the 6th Environmental Action Programme.

50. The Commission is invited to prepare a proposal for a long-term strategy dovetailing policies for economically, socially and ecologically sustainable development to be presented to the European Council in June 2001. This strategy will also serve as a Community input for the ten year review of the Rio Process scheduled for 2002.

8 Literature

- BLEISCHWITZ, R. (1998): Können Leitbilder laufen lernen? Zum Wandel ökonomisch-technisch geprägter Systeme über Leitbilder und Kommunikationsprozesse, in: Renner, A., Hinterberger, F. (eds.), Zukunftsfähigkeit und Neoliberalismus, Baden-Baden 1998
- CSD (1998): UN-Sekretariatsbericht für die CSD Sixth Session 20.4. - 3.5.98, Article 48.
- DEUTSCHER NATURSCHUTZRING, DNR (1999): EU-Rundschreiben 12/99
- EUROPEAN COMMISSION (1998 a): Commission Communication to the European Council: Partnership for Integration — A Strategy for Integrating Environment into European Union Policies. COM (98) 333
- EUROPEAN COMMISSION (1998 b): Strengthening Environmental Integration within Community Energy Policy. COM (98) 571
- EUROPEAN COMMISSION (1998 c): A guide to the European Union network for the implementation and enforcement of environmental law. Luxembourg 1998
- EUROPEAN COMMISSION (1999 a): Working Paper addressed to the European Council "The Cologne Report on Environmental Integration – Mainstreaming of environmental policy. (Dok. SEC (1999) 777 final of May 1999)
- EUROPEAN COMMISSION (1999 b): Working Paper addressed to the European Council "From Cardiff to Helsinki and beyond – Report to the European Council on integrating environmental concerns and sustainable development into Community policies". (SEC (1999) 1941 final of November 1999)
- EUROPEAN COMMISSION (1999 c): Report on Environmental and Integration Indicators to Helsinki Summit. SEC (1999) 1942, November 1999
- EUROPEAN COMMISSION (1999 d): Europe's Environment. What directions for the future? The Global Assessment of the European Community Programme of Policy and Action in relation to the environment and sustainable development, "Towards Sustainability". Communication from the Commission. Brussels
- EUROPEAN CONSULTATIVE FORUM FOR ENVIRONMENT AND SUSTAINABLE DEVELOPMENT (1999): Preparing the global assessment. Luxembourg
- EUROPEAN CONSULTATIVE FORUM FOR ENVIRONMENT AND SUSTAINABLE DEVELOPMENT (2000): Governance and Implementation. Luxembourg
- EUROPEAN COUNCIL (Cardiff) (1998) – Presidency Conclusions. (Doc. SN 150/98)
- EUROPEAN ENVIRONMENT AGENCY (1999): Environment in the European Union at the turn of the century. Copenhagen
- EUROPEAN ENVIRONMENT AGENCY (in press): Monitoring Progress Towards Integration. A contribution to the „Global Assessment“ of the Fifth Environmental Action Programme of the EU, 1992-1999. Executive Summary.
- EUROPEAN UNION/COUNCIL (1998 a): Environmental integration and sustainable development in the common agricultural policy (Doc. 13091/98)
- EUROPEAN UNION/COUNCIL (1998 b): Report to the Vienna European Council on integrating the environment and sustainable development into the transport policy of the Community (Doc. 13811/98)
- EUROPEAN UNION/COUNCIL (1998 c): Report to the European Council on environmental integration and sustainable development within the area of energy policy (Doc.13805/98)
- EUROPEAN UNION / COUNCIL (1998 d): Protokoll der Sitzung des Rates „Industrie“ vom 16. XI. 1998 (Doc.12743/98)

- EUROSTAT - Statistical Office of the European Communities, ed. (1997): Indicators of Sustainable Development - A pilot study following the methodology of the United Nations Commission on Sustainable Development, European Communities, Luxembourg
- EUROSTAT - Statistical Office of the European Communities, ed. (1999): Towards environmental pressure indicators for the EU. Luxembourg
- GÖRLACH, B., HINTERBERGER, F., SCHEPELMANN, P. (1998): From Vienna to Helsinki. Environmental requirements in the process of integrating environmental issues into other policy areas of the European Union. Study commissioned by the Austrian Federal Ministry of Environment, Youth and Family Affairs, Vienna.
- HINTERBERGER, F. / SCHEPELMANN, Ph. / SPANGENBERG, J. / BURDICK, B. / HOFREITHER, M. / KANATSCHNIG, D. / SCHMUTZ, P.(1998): Integration von Umwelt-, Wirtschafts- und Sozialpolitik. EU Policy Paper No. 1, Wuppertal / Vienna
- KIRKPATRICK, C./ NORMAN L./ MORRISSEY O. (1999): WTO New Round, Sustainability Impact Assessment Study. Phase One Report. Manchester.
- OECD (ed.) (1997): Sustainable Development, OECD Policy Approaches for the 21st Century, Paris
- OECD (ed.) (1999): Interim Report for the three years project on sustainable development, Paris
- PRITTWITZ, V. von 1994: Politikanalyse. Leske & Budrich. Opladen
- SCHEPELMANN, PH.(1999): Regionalisierung von Umwelt- und Nachhaltigkeitsindikatoren. In: Nachhaltiges Niedersachsen Nr.8. Workshop Umwelt- und Nachhaltigkeitsindikatoren. Landesamt für Ökologie (ed.)
- SCHMIDT-BLEEK, F. (1994): Wieviel Umwelt braucht der Mensch ? MIPS - Das Maß für ökologisches Wirtschaften. Berlin / Basel
- SCHMIDT-BLEEK, F./ BRINGEZU, S./ HINTERBERGER, F./ LIEDTKE, C./ SPANGENBERG, J./ STILLER, H./ WELFENS M. J. (1998): MAIA. Einführung in den Material-Intensitäts-Analyse nach dem MIPS-Konzept, Birkhäuser, Berlin.
- UN (1996), Indicators of Sustainable Development. Framework and Methodologies. New York 1996
- WALLSTRÖM, M. (1999): The Global Assessment of the Firth Environment Action Programme and the Future Programme. Speech CH/99/185 delivered at the Annual Conference of the European Environment Bureau.
- World Ressource Institute, Wuppertal Institute, Netherlands Ministry of Housing, Spatial Planning and Environment, National Institute for Environmental Studies, Japan, ed. (1997): Ressource Flows: The Material Basis of Industrial Economies. Wahington D.C.