

TOWARDS AN 8TH ENVIRONMENT ACTION PROGRAMME: CATALYSING A JUST TRANSITION TO A ONE PLANET ECONOMY

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Vienna

10 December 2018

Mit Unterstützung von Bund und Europäischer Union

Bundesministerium
Nachhaltigkeit und
Tourismus

LE 14-20
Entwicklung für den Ländlichen Raum

Europäischer
Landwirtschaftsfonds für
die Entwicklung des
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Hier investiert Europa in
die ländlichen Gebiete.



THE 7 EAP: OVERVIEW OF ITS PERFORMANCE

The 7th EAP has proven to be both **valuable** and **yet insufficient** to address environmental challenges facing the EU

The 7EAP's existence has **allowed many environmental issues to remain on the agenda** that could otherwise have been lost to short term responses to immediate concerns

The 7EAP has given a **strategic vision**, helped **predictability** and **encouraged coherence**

Useful framework **for CSOs to remind policy makers of promises**

However, its **implementation has not been given sufficient priority** and a **wide range of priority objectives** not met.

Thematic Priority 1. To protect, conserve and enhance the Union's natural capital

Priority objective 1: 'to protect, conserve and enhance the Union's natural capital'

	EU indicator past trend	Outlook of the EU meeting the selected objective by 2020
Exposure of terrestrial ecosystems to eutrophication due to air pollution	▲	●
Gross nutrient balance in agricultural land: nitrogen	▲	●
Land take	▲	●
Forest: growing stock, increment and fellings	▲	○
Status of marine fish stocks	▲	●
Abundance and distribution of selected species (common birds and grassland butterflies)	▲	●
Species of European interest	▲	●
Habitats of European interest	▲	●
Status of surface waters	N.A.	●

European Environment Agency 

EU indicator past trend	Outlook for meeting the selected objective by 2020
▲ Improving trend	○ It is likely that the objective will be met by 2020
▲ Stable or unclear trend	○ It is uncertain whether or not the objective will be met by 2020
▲ Deteriorating trend	● It is unlikely that the objective will be met by 2020

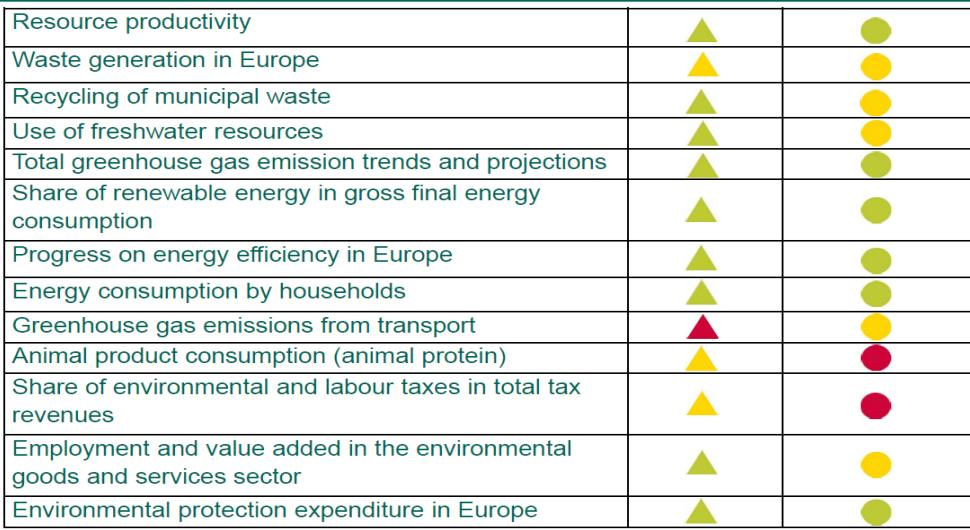
Major challenges remain – notably on biodiversity which is still undermined by weak implementation, and pressures – such as from agriculture



Issues will remain important challenges beyond 2020 and hence potential priority areas for an 8EAP

2. Resource-efficient, green, and competitive low-carbon economy

Priority objective 2: ‘to turn the Union into a resource-efficient, green, and competitive low-carbon economy’



Good progress in some areas – e.g. climate change – but still far too short for needs.



Issues will remain important challenges beyond 2020 and hence potential priority areas for an 8EAP

EU indicator past trend

Improving trend

Stable or unclear trend

Deteriorating trend

Outlook for meeting the selected objective by 2020

It is likely that the objective will be met by 2020

It is uncertain whether or not the objective will be met by 2020

It is unlikely that the objective will be met by 2020

3. To safeguard the Union's citizens from environment-related pressures and risks to health and wellbeing

Priority objective 3: ‘to safeguard the Union's citizens from environment-related pressures and risks to health and well-being’

	EU indicator past trend	Outlook of the EU meeting the selected objective by 2020
Exceedance of air quality limit values in urban areas (nitrogen dioxide: NO ₂ ; coarse dust particles: PM ₁₀ ; ozone: O ₃ ; fine particulate matter: PM _{2.5})	▲ NO ₂ , PM ₁₀ , PM _{2.5} ▲ O ₃	●
Emissions of the main air pollutants in Europe (sulphur oxides: SO ₂ ; nitrogen oxides: NO _x ; ammonia: NH ₃ ; non-methane volatile organic compounds: NMVOCs; fine particulate matter: PM _{2.5})	▲ SO ₂ , NO _x , NMVOCs, PM _{2.5} ▲ NH ₃	● SO ₂ , NO _x , NMVOCs, PM _{2.5} ● NH ₃
Bathing water quality	▲	●
Number of countries that have adopted a climate change adaptation strategy and/or plan	N.A.	●
Exposure to environmental noise	▲	●
Production of chemicals, by hazard class	▲	●
Total sales of pesticides	▲	●

Promised Non-Toxic Environment Strategy not, unfortunately, delivered yet and not on 2019 WP



Issues will remain important challenges beyond 2020 and hence potential priority areas for an 8EAP

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4. Better Implementation

We live in time of a major implementation deficit

- A third of the chemicals we use in the EU do not comply with REACH, and Member States are not implementing and enforcing the laws in place
- There is widespread poor and misleading reporting and monitoring of air quality with many Member States facing infringement procedures
- Poor implementation of the Birds and Habitats Directive, together with impacts from Agriculture have led to a decline of a third of farmland birds in France.

Improve implementation

- Greater prioritisation, political will, resources and action
- Greater use of infringement procedures – for specific objectives (e.g. Air quality for citizens) and ensure that countries respect the commitment for an EU where the rule of law is respected.
- Capacity building for national and local courts as well as inspectorates
- Aarhus Convention –access to justice, access to information and participation - at EU and MS level.

7. Better Integration

Policy dissonance still exists

- EIAs are still too often seen to be an **administrative chore for industrial projects**, disregarding more environmentally sound options and ignoring consultation responses e.g. the Prunéřov coal power plant in Czech Republic
- Environmental concerns need to be “**taken into account**” in EIAs and SEAs, yet there is not necessarily a proper balancing of interest in the final plans, where other social or financial interests may override environmental ones.
- There needs to be **timely opportunity** for public to participate in SEAs so that public interests are not barred from being reflected in plans: e.g. in Estonia consultations last 2 weeks & in Austria 6 weeks.

Integration way forward

- **SEA and EIA tools** will need to be used more effectively
- **Policy coherence** core to better “better regulation” - **regulation that protects EU citizens health, rights and the environment.**

9. International Env challenges

Some good international engagement, but less good on EU implementation

- **+ve** role on Paris Agreement and The 2030 Agenda for Sustainable Development
- **-ve** But 2030 Agenda still only a delayed “reflection paper” – insufficient integration and prioritisation

International environmental challenges: way forward

- Achieve the **2030 Agenda** and ensure the SDGs are fully integrated into the Union's internal and external policies ensuring policy coherence for sustainable development.
- Ensure an EU-budget that respects our international commitments.

7 EAP: CONCLUSIONS

The 7th EAP has proven to be both **valuable** and **yet insufficient**

The 7EAP's has **allowed env. issues to remain on the agenda**

However, **implementation has not been given sufficient** priority

- our laws are not being implemented properly and that **citizens' confidence in the rule of law is eroding.**
- **citizens are losing confidence in institutions** given insufficient action - e.g. addressing air pollution, on halting biodiversity loss, and on ensuring a non-toxic environment.

All nine priority objectives remain urgent areas of action today.

7 EAP TO 8 EAP: WAY FORWARD

- **Promote commitment** to an ambitious **8EAP catalysing a just transition to a one-planet economy**
- Ensure a strong focus also on the **implementation of EU law** to reduce the implementation deficit and bolster confidence in public institutions and the rule of law
- **Cover not only specific priorities and commitments**, but also **inter-actions between clusters** of issues, **systemic lock-ins** and **need for system change**
- Encourage **cooperative governance** to facilitate new partnerships, new ideas and stimulate new commitments and actions
- Catalyse a change in **green finance** to leverage financial flows towards a one planet economy

It should run from **2021 to 2030**, link to the SDGs and its timeline, and have a mid-**term review completed by 2025** to encourage acceptance and motivation for action by the new Commission and Parliament and guide future priorities.

8 EAP: KEY ISSUES

- 1. Actions and targets for clusters of specific environmental challenges**
- 2. Improve implementation and the rule of law**
- 3. Develop strategies and plans to address lock-ins and achieve a system change**
- 4. Promote cooperative governance**
- 5. Finance the transition to sustainability**

8EAP TIMELINE AND STRUCTURE

- It should run from **2021 to 2030**, link to the SDGs and its timeline,
- have a **mid-term review completed by 2025** to encourage acceptance and motivation for action by the new Commission and Parliament and guide future priorities.

8EAP Structure

- 1. Actions and targets for clusters of specific environmental challenges
 2. Improve implementation and the rule of law
 3. Develop strategies and plans to address lock-ins and achieve a system change



Integrate

- Promote cooperative governance
- Finance the transition to sustainability

TODAY'S PROCESS

- Discuss each of the five key 8EAP elements in plenary
- 10 minutes on the “nexus” of issues in break-out groups
 - What are important interconnections that need joined-up public policy making?
 - Where is there good practice, bad practice and/or gaps that need attention?
 - What do you see as windows of opportunity to address the interconnections?
 - 35 minutes on: Strategies to address System Lock-in and enable a just transition to a one-planet economy in break out groups
 - What do you see as important system lock-ins?
 - Choose one practical case and explore the issue: what are the lock-ins/lock-outs, what are the reasons for this, the levers for change (i.e. instruments), windows of opportunity, actors, and key ‘tipping points’ that could facilitate a transition.
 - Reporting back and discussion in plenary

1: ACTIONS AND TARGETS FOR CLUSTERS OF SPECIFIC ENVIRONMENTAL CHALLENGES

- The EU & MS have committed to a wide range of **targets and objectives** but the inter-connections between issues is sometimes **overlooked**.
- 8EAP priority: **reiterate targets, clarify 2025 and 2030 milestones, and suggest measures for action**
- And recommend specific actions to address the nexus between issues by developing clusters - e.g.
 - Food-water-biodiversity
 - Chemicals-air pollution-health-biodiversity
 - climate-biodiversity-water-agriculture-forestry
 - Circular economy-chemicals interface
- Specific **untapped potential remains** in focusing on the interconnections of policy areas in the different nexuses.
- This will support **policy coherence and improve policy effectiveness** and complement measures already committed to.

What other issues do you see as an important nexus?

What links (direct/indirect) do you feel have been overlooked in policy?

2: IMPROVE IMPLEMENTATION AND THE RULE OF LAW

- The EU faces an **implementation deficit** - **on air and water quality, on chemicals in products, on nature protection**
- This is both **eroding the health and wellbeing of citizens** and the **state of the environment** and is leading to an **erosion of citizens' confidence in policy making and governments**
- There is also a **weakening rule of law** as **resources for inspections, enforcement and justice are insufficient**
- **Access to justice for citizens and civil society** remains **inadequate** in some parts of Europe as well as at the EU level itself
- **Attention is needed to improve implementation and the rule of law**
- Without this, sustainability ambitions are unrealistic and institutions will be eroded further.

Where do you see the implementation of one policy objective making it difficult to implement another ?

i.e. policy dissonance

3: DEVELOP STRATEGIES AND PLANS TO ADDRESS LOCK-INS AND ACHIEVE A SYSTEM CHANGE

- Policy progress faces a wide number of “lock-ins”
 - **material** (fossil fuels, plastic, chemicals),
 - **infrastructure** (roads, factories, pipelines, airports, building stock),
 - **systems** (interconnected product supply chains, agri-industrial food systems),
 - **economic paradigms and incentives** (pricing, taxation, subsidies),
 - **habits, norms and attitudes** (consumption and growth fixation).
- There can also be “lock-outs” where solutions face (often insurmountable) barriers to uptake
- Addressing these requires **systems thinking** that takes account of the **inter-dependencies** and develops ideas for **transition management**.
- **A series of strategies to address lock-ins is needed to chart practical ways forward and encourage engagement and commitment from all stakeholders.**

What other system lock-ins do you see as important to understand and address in a transition to a one-planet economy ?

4: PROMOTE COOPERATIVE GOVERNANCE

The EU's **8EAP** can only succeed if there is close engagement with Member States to ensure acceptance, commitment and implementation.

Additional key stakeholders include:

- **Civil society** who represent the citizens' voice and understand their needs;
- **Cities** that are driving progress on many areas of the environmental agenda and its implementation; and
- **Global institutions and actors** to ensure coherence and compatibility of approaches.

This will require **more cross-thematic engagement** to avoid silos and achieve coherence, **increased engagement with Member States** to improve the implementation record, as well as **more engagement with NGOs/CSOs**, and also **networks of inspectorates, prosecutors and judges** to support practical progress with implementation and the rule of law.

Do you have examples of innovative cooperative governance that has allowed positive action towards sustainability? And what needs to be done to encourage more cooperation?

5: FINANCE THE TRANSITION TO SUSTAINABILITY

- Explore and encourage innovative financing routes such as green bonds, sustainability focused pension funds...
- Improve the impacts of “traditional” funding at EU level (e.g. the EU-MFF, EU-ETS, LIFE) and
- At Member State level (Green Public Procurement, full cost pricing, tax and subsidy reform, incentives for renewables and energy efficiency, lower VAT for repairs).

Without progress on financing – both in focusing on sustainability investment and divesting from harmful investments - there risks being insufficient funds to enable the transition to sustainability.

What do you see as needed changes for financing to read a “tipping point” – i.e. where the norm is no longer to finance climate change to move to funding climate change mitigation?

Example of a tipping point: social attitudes towards smoking in public – remember when it was ok to smoke in planes, trains, cinemas and restaurants?

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EXAMPLES OF LOCK-INS

Examples of lock-ins and policies to address – economy wide lock-ins:

- Linear economy and move to **circular economy**
- Fossil based economy to post-fossil **renewables economy**
- Agri-industrial intensive agri-food systems & **agri-ecological farming**
- GDP-growth & consumption paradigm vs **post-growth & sufficiency** (doughnut economy)
-other examples?

Examples of lock-ins – “smaller scale” / “local” lock-ins:

- Incinerators locking in plastics for burning, **locking out plastics for recycling**
- New Industrial plant using harmful chemicals vs **non-toxic production**
- Urban private car-based transport vs **public transport and cycling**
- Authorisation of **new coal mine** or **new nuclear plant**other examples?

8EAP STRATEGIES TO ADDRESS LOCK-INS

Propose half a dozen or more strategies that should be developed by the Commission during the 8EAP term

- Led by DGENV but engage other DGs (potential co-lead?)
- Create a strategy for addressing lock-ins/lock-outs, identifying levers, actors, inter-connections, windows of opportunity, targets and tipping points
- In areas of existing work: review progress and develop strategies to address system lock-ins for 2nd period (e.g. circular economy, post-carbon economy, urban mobility): others?
- In other areas: start strategies within next term: e.g. sustainable food and farming systems; non-toxic environment strategy; others?

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NEXT STEPS

- To further develop a CSO vision for the 8EAP
- Broaden consultation of CSOs across EU + some wider stakeholders
- Develop an 8EAP that addresses needs, is acceptable, but also
- Has the potential to be transformative
- **Discuss your visions today**



THANK YOU!

EEB WILL WORK ON A CSO VISION
FOR AN 8EAP

IF INTERESTED PLEASE GET IN TOUCH

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www.eeb.org

The Next Steps: *Supporting the Development of an 8EAP*
is being enabled by DE grant : Z6-08 610/49 113459



THE 7 EAP: ITS KEY OBJECTIVES, 'ENABLING' MEASURES, AND HORIZONTAL PRIORITY OBJECTIVES

Three key objectives: Thematic priorities:

1. to protect, conserve and enhance the Union's **natural capital**
2. to turn the Union into a **resource-efficient**, green, and competitive low-carbon **economy**
3. to **safeguard** the Union's citizens from **environment-related pressures** and risks to health and wellbeing

Enabling Framework: Four "enabling" priority objectives

4. better **implementation** of legislation
5. better **information** by improving the knowledge base
6. more and wiser **investment** for environment and climate policy
7. full **integration** of environmental requirements and considerations into other policies

THE 7 EAP: ITS KEY OBJECTIVES, ‘ENABLING’ MEASURES, AND HORIZONTAL PRIORITY OBJECTIVES

Two horizontal priority objectives:

8. to make the Union's cities more sustainable
9. to help the Union address international environmental and climate challenges more effectively.

Supporting principles:

- the precautionary principle
- the principles of preventive action and of rectification of pollution at source and
- the polluter-pays principle