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# Some actions to illustrate the strategy...

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# ENVIRONMENTAL EDUCATION FOR SUSTAINABLE DEVELOPMENT: SCHOOLS TRAIN FUTURE CITIZENS

Sustainable development is everybody's business. The magnitude of the task requires that general awareness be developed early on in life. Today's pupils and students will be tomorrow's citizens. They must receive environmental education for sustainable development from now onwards.

For this purpose, new educational approaches will be implemented, providing an age group from primary to upper sixth form, both on a curricular and an extracurricular basis, with environmental education integrated into existing subjects: for example, the issue regional inequalities in terms of sustainable development can be integrated into geography lessons; biodiversity into life sciences; and community-conscious investment into economics and social sciences.

As early as **September 2003, experiments** shall be conducted in primary and secondary schools belonging to the regional education authorities of Aix-en-Provence, Besançon, Bordeaux, Dijon, Orléans, Poitiers, Rouen, Paris and France's overseas departments.

The aim is to provide at least **60 hours of environmental education for sustainable development**, or 30 hours in primary education and 30 hours in secondary education.

In primary education, 30 hours will be dedicated to the environment for sustainable development, based on specific methods devised by each school board under the general curriculum.

In junior high school, 20 hours shall be included in the curriculum, resulting in particular in new approaches within disciplines, in cross-disciplinary teachings, and in the availability of an "**Environment – Sustainable Development**" option in so-called "Discovery Route" classes.

In high school, 10 hours shall be included in appropriate single-discipline and cross-disciplinary courses, in connection with recent educational instruments such as civic, legal and social education, supervised personal work and professionally-oriented multi-disciplinary projects.

While being implemented in the school system, such educational approaches will be supplemented by extracurricular educational activities under a number of projects, both national ("A thousand challenges for my planet") and regional (artistic and cultural project classes, heritage classes, forest awareness classes), helping pupils discover and adopt their environment.

These experiments, once completed and assessed, will be **brought into general use as from the beginning of the 2004-2005 school year.**

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# HELPING CONSUMERS TO BECOME INVOLVED IN SUSTAINABLE DEVELOPMENT

Progressing towards sustainable development requires that we alter our methods of production and consumption. Companies and consumers are jointly responsible in this respect. The role of the latter is central and unavoidable. To date, it has been underestimated and under-used. It is for this reason that the present national strategy for sustainable development proposes a series of strong actions intended to re-balance in depth the issue of economic activities. Thus, downstream of the production activities, a number of actions are proposed concerning the processing and distribution sectors, and also concerning the evolution in consumer and investor behaviour. This policy also implies efforts relating to the transparency and reliability of the information provided to the consumers.

As this concerns the international aspect, particular emphasis is placed on the development of sustainable tourism and **fair trade**.

Actions pertaining to the identification of those products most compatible with sustainable development shall be performed in several sectors.

To highlight and assist in the development of environment-conscious products, a **"product" plan** shall be implemented before the end of 2003. It shall comprise a series of measures relating to the promotion of exemplary company approaches. It shall be aimed at the creation of **eco-design guides** in view of producing at least one guide per sector or product family between now and 2007.

The plan shall support the **doubling, in one year**, of the number (from 35 today to 70 in 2004) of product categories covered by the **two official ecolabels** ("NF-environment" and the European ecolabel, presented in the shape of a flower). In order to better inform consumers, official ecolabel promotion campaigns shall be organised each year. Additional actions shall be performed in the building sector, based on energy efficiency and environmental quality certifications and labels.

Agriculture shall also receive particular attention in terms of the legibility of products and their origins. Existing practices in this area shall be developed. This is the case for product and production method quality recognition signs based, at the national level, on registered designations of origin (AOC), geographical indications of provenance, the red label, compliance certification, label and organic production methods, etc. and, at the European level, on protected designations of origin (PDO) and protected geographical indications (PGI).

A specific policy for sensitising players to **traceability** shall be implemented. It must be exemplary in the case of genetically modified organisms (GMOs).

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# AN INCENTIVE TAX SYSTEM TO ENCOURAGE INTEGRATION OF THE ENVIRONMENTAL PILLAR OF SUSTAINABLE DEVELOPMENT

The Government shall progressively update the tax system, such that it constitutes an efficient lever for sustainable development. This approach shall have a complementary effect to the more direct measures that shall be implemented to incite companies and consumers to position their action within a sustainable development perspective.

The measures currently requiring emphasis are those that mark a shift in behaviour that is coherent with the long-term evolution of the value of environmental goods. A number of these goods shall indeed see their value increase due to their increased scarcity and/or to the increased damage associated with their use. The national strategy for sustainable development wished to clearly display the predictable evolution of the pricing signals that must internalise the main ecological stakes, such as climate change for example. Transport, construction and the natural heritage shall be the initially concerned sectors.

Thus, from September 2003, the entire tax system in operation shall be assessed, including the most recent measures, voted at the end of 2002.

**Starting with the 2005 budget, the sustainable development criteria shall be integrated more broadly into our tax system.**

With respect to **transport**, the measures in favour of the purchase and use of clean vehicles shall be extended and reinforced in the finance act for 2004.

The tax measures pertaining to **construction** shall attempt to incite individuals to purchase the most energy- and environment-efficient equipment: equipment using renewable energies, insulating materials, control systems, etc.

Our country's **natural heritage** is of exceptional quality. The Government wishes to provide an incentive for its conservation and restoration, through positive taxation, which should encourage individuals and economic players to become more involved in an environmental approach. For this purpose, it shall commission a study in view of implementing a series of tax measures in the natural heritage sector. As such, the aim is not to target the action locally on the reduction of environment-specific forms of pollution or impact, but rather to increase environmental awareness and to develop a number of practices and behaviours that are compatible with sustainable ecosystem support.

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# DEFINING A MORE "SUSTAINABLE" TRANSPORT POLICY

The negative impacts of transports on the environment, on health and on the living environment must be reduced, while allowing the necessary economic development, along with the easy mobility of our fellow citizens. This action implies that all of transport-related costs be better taken into account in order to redirect the choices and priorities defined several decades ago.

The Government has decided to initiate a global debate based on several recent studies and reports covering the various aspects of the transport policy: the report of senators Haenel and Gerbaud on rail freight, the report of senator de Richemont on coastal shipping, the audit on the major infrastructure projects and the recent DATAR<sup>1</sup> (Delegation for Regional Planning and Action) report. Following the debate that has recently taken place in Parliament, the Government shall, by the end of 2003, redefine its transport policy.

Better infrastructure management shall be supported by the implementation of an economic approach and pricing leading to sustainable mobility by integrating environmental, social territorial and international competitiveness aspects.

A dialogue shall be initiated with the local authorities, from 2003, in view of removing any concrete obstacles that they might encounter for locally implementing a global transport, movement, parking and urban development policy.

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<sup>1</sup> « La France en Europe : quelle ambition pour la politique des transports » (France in Europe : what ambitions for the transport policy ?).

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# ADOPTING A NATIONAL "HEALTH-ENVIRONMENT" PLAN

Health is an integral part of sustainable development. Over the past years, new hazards related to the deterioration of the environment have appeared, other existing risks have seen their effects revealed or confirmed through advances in epidemiology.

The interactions between the health of our fellow citizens and their environment (impact of air pollution on the respiratory system, cancerous pathologies related to the exposure to certain products, for example) are tending to become increasingly central in terms of public health. They require measures adapted to the magnitude and complexity of the phenomena involved. These measures must follow three main directions: improved knowledge of the phenomena, improved prevention and improved treatment of the pathologies.

The Government has decided to adopt, **for the spring of 2004, a "health-environment" action plan**; based on an inventory of environment-related health hazards, this plan should enable a series of priorities to be defined and the actions to implement to be decided.

The AFSSE (French Environmental Health and Safety Agency), created in November 2002, shall contribute to the development of community and international expertise in environmental health and safety.

A number of actions have already been clearly identified and their implementation has been initiated.

- **Reducing exposure to lead** of the population in general and of children in particular: a multiannual plan for reducing risks of poisoning shall be adopted before the end of 2003. It shall comprise, in particular, a number of reinforced actions for the fight against lead-poisoning in children due to old lead-containing paint and prevention of poisoning through drinking water. The target defined in the fight against lead emissions of industrial origin is a reduction of 50% by 2005.
- **Drastically reducing** over five years, **the emission of pollutants into water** by listed installations, 5,000 establishments in France are concerned by this programme.
- **Reducing the emission of pollutants into the atmosphere:** the target is of 50% by 2010 for nitrogen oxides, sulphur dioxide and volatile organic compounds. Ammonia emissions must be stabilised within the same period.

Finally, the French consider noise to be the main disturbance affecting their quality of life. To answer this issue, a **noise disturbance reduction plan** shall be adopted before the end of 2003.

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# REINFORCING INSPECTION TO BETTER PREVENT HAZARDS, POLLUTION AND OTHER IMPACTS ON HEALTH AND THE ENVIRONMENT

"Zero risk" is a utopian concept. Beyond its prevention, it is therefore necessary to acquire greater knowledge in order to better manage it, whether technological, natural or sanitary.

- **Creation of 200 local Seveso site information and dialogue commissions (CLIC)** by the end of 2004, thus covering all the sites with Seveso installations.
- For listed installations, all of the **prefectural orders and inspection reports** shall be progressively **made available on the Internet**, thus enabling the general public to better comprehend the hazard and pollution issues.
- Establishment in Toulouse, by June 2003, of the central department of hydrometeorology and support for flood prediction (SCHAPI).
- Prevention policies will be efficient only if the State gives itself the means to control them and to apply the regulations resulting from these policies.

The Government gives priority to the reinforcement of hazardous industrial installation inspections, in order to meet the legitimate safety expectations of our fellow citizens living close to these installations.

The resources available for the **inspection of listed installations** for environmental protection shall therefore be increased by **400 additional positions** by 2007.

Beyond these measures, the cooperation between **labour inspection** and the inspection of listed installations shall be reinforced for hazardous installations. It shall be based on information exchange, on experience feedback and on instructions common to both inspection bodies.

**The inspection of radiation protection**, on the other hand, shall be **reinforced by 150 positions** by 2007 in order to reduce doses received needlessly, both in medical and industrial settings.

This action fits into the context of a broader policy that the Government has initiated to reinforce the safety of our fellow citizens faced with industrial and natural hazards. This policy also possesses components pertaining to general public information, upstream hazard prevention and improved care for victims in the event of accidents.

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# CREATION OF A SPECIALIST JUDICIARY POLICE DEPARTMENT FOR IMPROVING FIGHT AGAINST SERIOUS ENVIRONMENT AND PUBLIC HEALTH OFFENCES

The national strategy for sustainable development has undertaken a voluntary approach of which an essential component is the State's ability to uphold the law.

- Environment and public health offences may have serious consequences for society. Furthermore, certain animal, waste or toxic product trades require increasingly technical and cumbersome legal inquiries. It is therefore necessary to reinforce coordination in the specific fields of environmental and public health offence repression. The State must be able to efficiently repress these offences.

In a similar manner to the existence of specialist central offices for fighting narcotics or weapons trafficking, the Government decided, in 2003, to create an **environment and public health offences research and repression office**.

Due to its interministerial nature, its multidisciplinary and highly specialised composition and its ability to centralise and cross-check information, the aim of the office is to coordinate the action of the various departments in charge of judiciary police missions.

This central office is a branch of the interministerial judiciary police, which shall profit from the participation of the representatives of all ministries concerned by environment and public health offences research and repression.

- In addition to the creation of this office, the Government shall reinforce the efficiency of legal procedures by:
  - **providing the public prosecutor's offices with national directives** for an environment-related penal policy, while enabling them to adapt to the local context and ensuring the efficiency and deterrent nature of the repressive action;
  - **sensitising magistrates**, both legal and administrative, to the "environment" litigation and integrating the environment into the magistrate training programme;
  - designating **referral magistrates** and promoting the specialisation of certain magistrates and the role of certain public prosecutor's offices, such as that of Marseilles for Mediterranean marine pollution issues.

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# TOWARDS AN EXEMPLARY STATE, DRIVING FORCE OF AN ECO- RESPONSIBLE SOCIETY

All too frequently, our industrialized societies waste their resources, pollute the environment and endanger both the natural balance and their own development. The need to change behaviour is of concern to each one of us and all players, starting with the State, which must integrate sustainable development into its public policies and into its day-to-day operations.

- Integration of **sustainable development criteria into procurement contracts**; new act to be released at the start of autumn.
- In its duty to set an example, the State and its component establishments have set concrete, quantifiable and ambitious objectives in terms of eco-responsibility:
  - a 10% decrease in **carbon dioxide emissions** by 2008 for the administrations' "transport" function and a 10% decrease in public buildings;
  - 20% **water savings**, a 10% reduction in energy consumption, and a 60% **white paper recycling** rate by 2008;
  - 20% fleet renewal in the form of **clean vehicles** (excluding emergency vehicles) including, if possible, 5% of electric vehicles by 2004;
  - to implement at least one **circulation plan** for at least one administrative establishment per year and per department from 2004 onwards,
  - for 2005, 20% of new State constructions must comply with the **high environmental quality** (HQE) approach, or with the high energy efficiency (HPE) or equivalent label, and 50% as of 2008.

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# REINFORCING THE INTERNATIONAL GOVERNANCE OF SUSTAINABLE DEVELOPMENT

Fighting against poverty in order to guarantee sustainable development for humanity requires a common approach and joint effort. Our common responsibility is to meet elementary requirements in terms of access to water and energy, education and health, in respect for the rights of men and women. The aim is to ensure the harmonious development of the planet, in view of guaranteeing the required conditions for sustainable peace and stability. These latter are based on the respect of fundamental human rights and on the conservation of balances, in particular the environmental balances, for the global ecosystem that is our planet. The President of the Republic has undertaken to increase, in a significant manner, the public development aid, reaching 0.50% of the GDP by 2007. This aid must be supplemented by other sources of funding, including private investments.

Improving and enhancing dialogue and cooperation between all international establishments. Increasing the standard of living and meeting the health and social requirements of each individual and reinforcing world environmental protection must also constitute priorities for the establishments in charge of international financial and trade relations. Decisions made in the economic and social fields must take better account of concerns pertaining to the sustainable dimension of development. The notion of **"worldwide public goods"**, that the Government wishes to enhance and develop, could constitute a reference and criterion. It takes into account, in particular, the wealth of human cultures and that of biodiversity.

Concerning the fight against climate change, France, along with its European partners, must push forward the collective awareness of the need to act rapidly and globally. The application of the Kyoto protocol constitutes a first step, which mainly concerns the industrialized countries. Nevertheless, in the mid-term, the action of all countries in view of reducing greenhouse gas emissions is essential.

Reinforcing the coherence of international action in the environment field, constitutes one of the Government's central objectives. It shall undertake to promote the effective implementation of international agreements pertaining to the environment and to sustainable development, in particular by assisting Southern countries in applying them. In order to solve the problem of the multiplicity of decision-making bodies and the dispersal of actions, the Government shall seek to achieve broader subscription to the **world environment organisation** creation project.

Establishing sustainable development on regional poles will enable a new approach to cooperation between North and South. The Government will ensure that the broadening of the European Union consolidates the progress already achieved for the integration of sustainable development. Indeed, the European Union intends to serve as an international reference in this field through its policies and the actions that it undertakes. The credibility and solidity of this approach are based on the efforts that we are ready to make in favour of our Southern partners, in particular those of the Mediterranean basin and in Africa. Thus, the Government shall support the implementation of the **environment aspect of the NEPAD** (new partnership for the development of Africa) to be decided upon this year, and the preparation, for 2005, of **an ambitious Mediterranean sustainable development strategy**.

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# THE GOVERNMENT BRINGS TOGETHER ALL PLAYERS

## 1. The role of the representatives of the regional authorities and of the civil society in the definition and implementation of the national sustainable development strategy:

The government, in its desire for transparency and participation, has expressed the wish to associate the regional authorities and the civil society in the definition of the National sustainable development strategy (SNDD). The efforts in favour of sustainable development shall only bear fruit if all involved parties invest in the approach. Sustainable development cannot simply be decreed. Our country's ability to take up this challenge hinges on the conviction and mobilisation of all French citizens and on the participation of all of society's players.

To this end, a council, bringing together 90 members from regional authorities and the civil society, has been created and made available to the Prime minister. These members represent thousands of subscribers, employees and inhabitants. The national council for sustainable development (CNDD), chaired by Ms. Anne-Marie Ducroux, herself from the civil society, was established on 14th January 2003.

For the sake of efficiency, its tasks have been organised according to the same scheme (topics covered, lines of thought) as that selected for the Committee of Senior officials in charge of Sustainable development<sup>2</sup>. Regular exchanges have taken place, during the strategy definition and drafting phases, between the CNDD and the committee, and with the State secretariat on sustainable development. This innovative approach has benefited from an unprecedented mobilisation, within a very short period, both at the level of the CNDD, whose work has directly involved several hundred players, and at the level of the administration itself. The CNDD submitted its first contribution to the Government at the end of April.

This extremely rich document highlights the convergence that has emerged within the CNDD, both in terms of diagnostics and of the selected directions. It makes a number of objective and action proposals, taken up in the national sustainable development strategy submitted to the Interministerial Committee for Sustainable Development (ICSD).

The dialogue initiated in this manner with the regional authorities and the civil society constitutes an initial, concrete, experience of this new governance borne by sustainable development.

Its aim is to continue and increase in scope. The State secretary for sustainable development shall shortly present to the CNDD the national strategy adopted on 3rd June 2003. The dialogue and exchanges initiated during the strategy definition phase should be reinforced during its implementation. This latter shall be accompanied, in particular, by the drafting of an annual report, from 2004 onwards, established on the basis of sustainable development indicators, concerning which the CNDD shall have been consulted during the autumn of 2003.

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<sup>2</sup> In order to prepare the government seminar of 28th November 2002, each minister was invited to nominate a senior official in charge of sustainable development. The committee convening all of these senior officials was entrusted with the definition of the national strategy at the administration level. It now constitutes the permanent committee stated in the decree pertaining to the creation of the Interministerial Committee for sustainable development.

In accordance with its creation order, the CNDD may be called upon by the Government to issue opinions and proposals concerning questions related to sustainable development, biodiversity, research, water, waste, etc. In view of the next ICSD meeting, in the autumn, one of the aims of which shall be the adoption of the climate Action plan, the CNDD's opinion shall be taken; it may, at this time, express its thoughts concerning the major transport and energy issues. Finally, the CNDD shall be asked to initiate a debate in view of better federating and networking the sustainable development expertise and experience currently available in France.

## **2. Integration of CNDD work into the provisions of the national strategy for sustainable development:**

Below are some, though not all, of the fields of action that have been retained from the proposals of the CNDD by the national strategy for sustainable development.

Faced with the need to mobilise all of our fellow citizens in view of sustainable development, the strategy places an emphasis on information and training initiatives aimed at opinion relays, the first of which being the press. In the field of education, both academic and extra-academic, a series of concrete teaching experimentation measures have been clearly identified. Moreover, joint approaches are encouraged. The organisation of increased numbers of public debates and citizen conferences is recommended, both by the CNDD and by the national strategy for sustainable development.

The will to enhance the natural and cultural value of our national heritage, in the context of an approach involving partnerships between the different players (State, regional authorities, associations, farmers and companies), is clearly expressed in the national strategy for sustainable development. This latter takes into account the specific requirements of the rural world and repeats, for built-up regions for example, the wish to amplify and structure the networks of professionals able to advise local councillors, inhabitants and economic players.

Measures tending to reduce social, economic and environmental inequalities, with frequently cumulative effects, have also been retained. The same applies to the integration of specific and sensitive environments such as, both on the mainland and in France's overseas territories, the coastline and the maritime domain, humid zones, mountains and all regions that, through their wealth, constitute genuine "worlds of life". The strategy plans to promote the involvement of all players in these regions through State support to the initiatives combining local and worldwide stakes such as, for example, the local Agenda 21 initiatives.

Several actions, contributing to make the State an example, have been retained within the national strategy for sustainable development. These pertain to the collection, distribution and assessment of often innovative practices that may enable central services, decentralized State services and public corporations alike to become fully eco-responsible.

Furthermore, the strategy proposes to enable public buyers to integrate sustainable development when contracting. In this respect, it was decided, in 2003, to alter the procurement contract code.

In its economic aspect, the strategy adopted the CNDD proposal in favour of voluntary commitments made by professionals, for example in the form of charters and codes of conduct per area of activity. The important role of the citizen-consumer, rightfully underlined by the CNDD, is also covered in the strategy: greater appreciation of eco-design tools (integrated product policy, for example); the wish to provide the consumer with only useful and reliable information.

Furthermore, the strategy picks up on the idea of promoting, at the European level, values of responsibility in corporate cultures, with respect to reporting for example. The application of the law concerning the new economic regulations fits into this perspective, while emphasising the need for non-financial scoring criteria, for which the CNDD offers a number of lines of action to consider.

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It is in those aspects of the strategy pertaining to risk management and the exemplary State that the mobilisation of expertise and research players is mainly covered. The need to achieve a common basis for risk understanding has led to several initiatives for organising the expertise and guaranteeing its independence. In more general terms, the objective of developing risk awareness is strongly picked up on by the strategy; emphasis is placed on prevention actions and on the implementation of the precaution principle. In the statutory field, when the sensitisation and accountability approaches fail, then sanctions must be implemented.

In the international field, a number of the CNDD's proposals are very closely related to those existing in the strategy, such as for example, the renewal of the French fund for the world's environment or the eco-approval of assistance procedures?

Certain specific proposals have been taken up, such as encouraging the micro-funding of drinking water access projects by money lenders, or the support for initiatives borne by women, the prime players in family water procurement. In terms of biodiversity, the promotion of protected areas, managed by local communities, the protection and sustainable development of the Congo basin's forests, along with the reinforcement of developing countries' legal and technical capacities, are all explicitly covered by the national strategy for sustainable development.

Finally, with respect to international governance, a number of strong convergences have appeared, particularly concerning the reinforcement of the United Nations' Environment programme (UNEP) and the creation of a world environment organisation. The same also applies to the integration of sustainable development into regional partnerships (with Africa or the Mediterranean for example) and by French-speaking countries in view of the Ouagadougou summit (in 2004).

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# NATIONAL STRATEGY FOR SUSTAINABLE DEVELOPMENT

*"Meeting the needs of the present without compromising the ability of future generations to meet their own needs"*<sup>3</sup> epitomises a requirement, namely preparing the future by reconciling economic development, social justice, and health and environmental protection. We should start building that future today in a spirit of solidarity among generations, among peoples and among territories.

Sustainable development objectives, as long as they are clarified, are both shared and claimed by most of our fellow citizens. However, too many people are still lacking a clear grasp of the urgent need to take action and initiate a gradual but deep change in our behaviours and methods of governance. Hence the French President's conscience-stirring warning at the World Summit on Sustainable Development held in Johannesburg<sup>4</sup> in September 2002: *"Our house is burning down and we are blind to it"*.

Three major reasons are forcing us to promptly correct and improve our mode of development. First, natural resources are depleting. Today, we use in seven weeks the same amount of oil as we would use in a year in the 1950s. At this rate the world's oil reserves will be fully depleted some time in this century. The same applies to gas and some metals. In the meantime, access to such increasingly scarce resources will most certainly generate tensions, or even crises, both economically and geopolitically.

Second, we are squandering our environmental heritage at an alarming rate: What kind of Earth are we going to pass on to future generations? The huge rainforests are vanishing, and plant/micro-organism biodiversity, with its high potential of applications for human health, is alarmingly decreasing under the pressures of uncontrolled utilisation of wildland and often poorly controlled forest management. The number of animal species is decreasing as are decreasing the big predators that are essential to the balance of ecosystems. Increasing greenhouse effect and global warming – both almost unknown twenty years ago – are now rooted in people's minds. Nevertheless, the pressing need for action is still far from being shared and materialised. The average global temperature rise of a few degrees by the end of the century will in all likelihood cause glaciers to melt, sea levels to rise, land previously settled by tens of millions of inhabitants to disappear – unless Pharaonic dyking is undertaken –, and more deeply, major climate upsets. Restricting such heating to a few degrees will require halving world emissions of greenhouse gasses by the year 2050. In view of development differentials, this will require industrial countries to cut their emissions by 75-80%.

Third, dissemination of information in every form has become an instant process worldwide, and ever-expanding air transport has reduced geographic distances, thus turning Earth into Mankind's Village. Therefore our civilisations are more than ever forced to find out lasting balances. Today, 1.2 billion individuals are living below the poverty line, as defined by the World Bank. From both a moral and a physical point of view, disparities in development should be prevented from getting worse. The threefold pressure is exemplified by the issue of access to drinking water: drinking water is a scarce resource and it is even depleted in some areas; it is too often polluted; and inequalities of access to, and use of, drinking water are generating growing tensions. Therefore it is both urgent and essential that we find some form of more sustainable development, and this can only be done at global level. It is first the industrial countries' duty, in the interest of both Mankind and Earth, to use increased efforts of solidarity, while respecting the diversity of developmental approaches, because the poorest countries should be able to choose themselves the ways to sustainable development. The new goal is becoming more specific – we are sharing a common responsibility whose implementation must, however, be differentiated.

Both the French President and the Prime Minister have fully introduced sustainable development into the government, in particular through the appointment of a Junior Minister of Sustainable Development. All ministries were rapidly invited to adopt sustainable development as a policy priority. Sixty-four measures were decided at the Government Seminar held on 28<sup>th</sup> November 2002, and are being implemented at a fair pace. More importantly, the government decided that a new ambitious and pragmatic National Strategy for Sustainable Development would be worked out by Spring 2003.

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<sup>3</sup> This definition of sustainable development was suggested in a 1987 report – "Our Common Future" – from the World Commission on Environment and Development, chaired by Ms Gro Harlem Brundtland, former Norwegian Prime Minister.

<sup>4</sup> The Johannesburg Summit was an extension of the Earth Summit held in Rio de Janeiro in 1992, and the recommendations for the 21<sup>st</sup> century pooled in the so-called "Agenda 21".

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Naturally, determining a national strategy meets an international commitment made by France within the UN framework and confirmed at the Johannesburg Summit. The process is also linked to the European Strategy for Sustainable Development adopted in 2001. France had previously adopted a national strategy for sustainable development in 1997. So, why establish a new strategy in 2003? For mere updating purposes?

As a matter of fact, the reasons for choosing to work out a new strategy are both simple and deeply rooted. Strategy is of the essence in politics. It is the outcome of a thinking process and it precedes and guides action. The 1997 strategy remained a thinking exercise that failed to materialise in operational terms. The urgent need to translate into facts the government's commitment to sustainable development required a different approach. Thus, the 2003 National Strategy is decidedly action-oriented for the years to come. The choice will perhaps be criticised, but it is a strong choice. Rather than an academic exercise the government would rather have a document limited in its overall considerations, but backed up with clear guidelines for fast implementation and with five-year policy packages including practical objectives and, whenever possible, progress indicators. Such policy packages form an integral part of the national strategy. While not comprehensive, they determine and specify the architecture of the sustainable development policy that will be implemented.

## **Participation – The Source of the Strategy and the Key to its Success**

The second reason behind the choice of a new strategy is that it should be a national strategy, which means that it should be worked out in a participative process pooling the diversity of stakeholders, thus reflecting France's lifeblood. Its implementation can only be facilitated if the future stakeholders are the joint authors of the strategy.

Participation is at the core of the issue of sustainable development. It is both its principle of action and the main key to it. Sustainable development is not a matter of decree: it must result from joint efforts of all, allowing every one to act. The urgent need to change course and to change our behaviours, the expectations for genuine reforms expressed by the French a year ago, and the availability of many think processes and of recognised expertise converged to allow fast working out and instant implementation of the strategy.

A wide mobilisation actually helped carry and foster the project during the six months of preparation of the strategy.

Within the government, all ministers mobilised their teams, private staffs and services for the purpose of devising and suggesting orientations and actions. A senior official in charge of sustainable development has been appointed in each ministry to lead the process within his/her own sphere of responsibility and contribute to the interdepartmental summarising work. The network formed by these senior officials will provide the steering structure during the actual implementation stage, which has already started in most instances.

The major part played by the newly created National Council for Sustainable Development was the other fundamental pillar. The Council, installed on 14<sup>th</sup> January 2003, has 90 members belonging to France's lifeblood: elected representatives; organisations; businesses; trade unions; media; and scientists. It had an exemplary function as a link between the Nation and the project, holding many hearings and consultations to cause realistic, decisive proposals to emerge. The Council has already mobilised resources for their implementation. This innovation is worth being noted, as it bears witness to the ability of society's stakeholders, whose interests may be diverging, to dialogue and progress together under a joint approach.

The National Strategy will reach its target only if it translates into many practical advances: while sustainable development may not be ordered, it cannot become a reality through a limited number of actions either. The threats that are hanging over the world and its balances result from the addition of multiple deviations and damage. The process of correcting the latter and launching a new dynamic necessarily involves all players in the field: individuals and groups; governments and businesses; associations and territorial authorities. Far from being unfeasible, the process is both necessary and feasible. The prerequisite is a structured organisation of efforts, mostly of the participative and incentive type, while coercive at times. The method is based on networking, both national and international. The world has become multipolar and relationships among economic players are more entangled than ever. While avoiding neuronal complexity, we must promote Internet-style networking – an information and exchange tool, and also a transaction and action tool that will help taking up the challenge we are facing.

To begin with, the network intended for implementing our National Strategy will firmly fix itself onto the two strengths formed by (1) the ministries, in particular around the senior officials in charge of sustainable development, and (2) the National Council for Sustainable Development. All stakeholders shall be swiftly informed on the basis of proposals contained in the policy packages: first, collective stakeholders, such as territorial authorities, businesses and the many associations; and then, more importantly, each and every citizen. Such

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networking needs to be structured, and many stakeholders are ready for that. It will be an asset with a view to successful implementation of the National Strategy<sup>5</sup>.

The development of the National Strategy was naturally centred around the three pillars of sustainable development: economic, social and environmental. The strategy's success also depends on a "fourth pillar", namely culture. Culture often acts both as a group's cement and its deepest workings. Today's societies have become multicultural. Far from being a disadvantage, this may be a chance if such diversity is based on shared values: those of Human Rights, of course, and in France the values of our Republic which are even stronger. It is in that spirit of sustainable development that the President and the Government proposed to add a Charter of Environment to the Nation's Constitution. The proposal has received since last summer a highly positive response. In a few weeks, we will have a "third generation" of constitutional rights and duties<sup>3</sup>, acting as common denominators to our cultural richness.

## **Structure and Coherence of the National Approach to Sustainable Development**

The National Strategy hinges on six strategic lines and ten policy packages. Each strategic line includes guidelines and at least one policy package. These elements are detailed in Parts Two and Three of the document.

The first strategic line regards information and awareness-raising, education and participation. While information is a right, it is also needed by every stakeholder in order to make his/her own decisions. For a relevant use of information, stakeholders must have been previously made aware of the implications of sustainable development. The educational system has a decisive function with the youngest generations and it is prepared to assume it. Last but not least, stakeholders will only be motivated and ready to act if they are heard on the collective choices to be made by public authorities: this is where increased involvement in public-interest decision-making is at stake.

The second strategic line relates to the "piece of Earth" for which we are particularly responsible, i.e. our territory, or more specifically, our territories. The future and organisation of our territories call for a vision and structured efforts covering all economic, social and environmental aspects. The new milestone to increased decentralisation passed by the government will bring the need for sustainable development closer to our fellow citizens.

The third strategic line concerns businesses, and more broadly, economic activities from businesses to consumers, since these two hubs of market economy are intrinsically linked. The challenge is to give them a sense of responsibility with a view to achieving more environmentally-friendly economic growth for the benefit of all. Certification, labelling, and more socially responsible investment are the ways offered, making the introduction of tax and financial incentives necessary. For this highly important strategic line, three supplemental policy packages handle specific fields: energy and transport, closely related to the issue of climate change; and agriculture in its relationship to physical and environmental management.

The aim of improved protection of both environment and individuals has been developed in the fourth strategic line. The purpose is to implement preventive and precautionary strategies at a general level and, at times, a highly targeted level. Research development is an essential aim, since the new practices related to sustainable development need a contribution of science to make diagnostics and promote new technologies and innovation. Also, in a world worried by twisted or careless use of scientific progress, gaining genuine trust in consolidated, independent expertise is a priority. Last but not least, if prevention is to be effective, it requires strong environmental policing and a dissuasive legal system.

The government cannot merely recommend and order. As a stakeholder, it should make a strong contribution to the collective commitment to more sustainable development. Therefore the way leading to a State that is exemplary both in its management and policy-making has been selected as a strategic line.

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<sup>5</sup> Henceforth, the new rights and duties linked to environmental protection and enhancement will lie, with the same constitutional value, next to the civil and political rights as established by the 1789 Declaration of Human Rights and to the economic and social rights recognised in the Preamble to the 1946 Constitution, as referred to by the Preamble to the 5<sup>th</sup> Republic Constitution.

Finally, in order to meet a global issue, our National Strategy cannot be conceived in isolation. International action is a further strategic line in our sustainable development policy. By virtue of its central position in Europe, its history on the various continents, its contributions over centuries to the evolution of thoughts, scientific progress and global governance, France has a special responsibility in the international arena. Thus the Johannesburg Summit will bear the mark of the French President's contribution and the new life it breathed into the international community's action.

We need to extend our diplomatic efforts in the various multilateral fora and in bilateral relationships to tackle the most crucial issue of the new century: Will mankind be able to ensure its own survival by finding the way to sustainable development?

### **A Specific Dimension for the Social Pillar**

The concern for sustainable development leads to put man back at the core of all concerns, thereby giving the social pillar a specific dimension. There can be no sustainable development without dignity of men and women and without gender equality. Similarly, family is one of the social cohesion factors that can contribute most to the changes called by a sustainable development policy. Social changes imply improved solidarity and call for new inclusion efforts, in particular towards the disabled or dependent persons. Moreover, our society's demographic trend demonstrates how intergenerational solidarity is important. The issue of immigrants' integration is also fitting into a perspective of society's sustainable development.

These considerations remind us that while inequalities in France are low compared to those existing throughout the world, reducing such inequalities and insecurity, which often go hand in hand, is an unavoidable aim for more sustainable development. The social pillar has been included in all policy packages, but in view of its significance, a specific guideline and policy package has been introduced in the National Strategy.

### **New Instruments for Sustainable Development**

Taking up the sustainable development challenge requires that we change our behaviours and operating methods. Backing up the approach will require careful evaluation of governmental projects, adjustment of the tax system and other compulsory deductions, and networking of expertise and skills.

First of all, the concern for sustainable development shall be included in public policies, which will first require training and raising awareness of policy-makers. Such concern for taking sustainable development into account can be more basically analysed as extending to a more comprehensive scope of concern the all too often overlooked need to evaluate prior to making decisions. Therefore the setting up of a light, more effective mechanism to review impact studies prior to issuing legislation will be investigated.

The stakeholders' behaviour has been considerably influenced by compulsory deductions because of their weight – nearly half of GDP. The structure of such deductions is largely the result of the successive circumstances in which they were introduced. Due to their lack of clarity and a lack of overall consistency, our tax system must be revised now in the light of the new 21<sup>st</sup> century order, i.e. globalised trade and the need for sustainable development. Proposals for a structural reform of compulsory deductions will be submitted within two years.

Sustainable development is a multifaceted, complex theme. It is nobody's private property, but the matter of all and the responsibility of every one. In order to facilitate the stakeholders' work and understanding, a think process will be conducted jointly with the National Council for Sustainable Development for the purpose of networking all expertise and skills available. The ADEME (France's environment and energy control agency) could be for the State one of the heads of the national network that is to be connected to international networks.

### **Continuous Control and Adjustment**

**The collegial, largely concerted preparation of the National Strategy is a major asset for successful implementation. However, there are still many pitfalls and difficulties. Therefore a continuous control and evaluation process will be set up around the senior officials in charge of sustainable development and the National Council for Sustainable Development. In particular, any deviations from aims will result in immediate corrective action: improved raising of stakeholders' awareness, dissemination of best practices and, if appropriate, reviewing aims and policies.**

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The recent organic law relating to Finance Acts instituted a system of steering ministerial assignments and programmes by objectives. An annual report will be submitted to Parliament by the Minister of Sustainable Development and discussed under the central government budget. The report will help evaluate the National Strategy's implementation and the status of sustainable development in France, and will suggest adjustments to the policies under implementation

***" France's identity has been built on the country's ability to embody universal values, Democracy and Human Rights. In an often troubled world, individuals feel a need for creating new solidarity, both between nations and within our people. The sustainable development policy principles, based on respect for Man and the preservation of Earth, are those of mankind's future. It is our responsibility to implement them on a daily basis".***

Jean-Pierre RAFFARIN

A handwritten signature in black ink, reading "Raffarin". The signature is written in a cursive style with a large initial "R" and is underlined.

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# National Sustainable Development Strategy Objectives

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# THE CITIZEN, A PLAYER IN SUSTAINABLE DEVELOPMENT

To set aside sustainable development for specialist alone would reduce it nothing more than a simple concept, sustainable development, however, is everyone's business. Environmental education for sustainable development must be a central component of the future responsible citizen's training. In order to put forward a behaviour or a set of values, it is first necessary to adopt them oneself. Hence the need to inform and sensitise "adults". In this respect, it is advisable to privilege the illustration through concrete practices, the development of awareness often being the consequence of a practice and not the opposite. Thus, trained and informed citizens can participate more actively in the preparation and monitoring of decisions concerning them. The development of the public debate must contribute to this.

## **1 - Making the concept of sustainable development understandable by all and sensitising citizens to its different dimensions**

During the first semester of 2004, a poll shall be performed to assess the level of knowledge and appropriation of sustainable development by citizens. Surveys shall be regularly performed over the following years in order to measure their progression and to direct the sensitisation and information actions.

The Government shall step up the efforts undertaken over the past year to integrate this notion of teaching sustainable development into its communication. All of the ministries must contribute, within the scope of their expertise. Beyond this, the Government shall move closer to organisations representing the territorial authorities and those involved in economic and social life, in particular the press, to increase this action and to bring it closer to our fellow citizens.

Punctual events such as the "sustainable development week", to be held this year from 2nd to 8th June, shall be organised each year. This is a transversal approach, mobilising as many players as possible and based on concrete field initiatives: how does sustainable development impact on the day-to-day life of our fellow citizens?

## **2 - Providing the general public with reliable and transparent information**

In order to inform the public and to achieve an accurate vision of the integration of sustainable development into the policies as a whole, the Government shall adopt, in particular, a number of indicators used for monitoring the evolution of the situation in France.

This overall assessment shall lead to the creation, under the aegis of the ministry in charge of sustainable development, of an annual report starting 2004. An effort to inform Parliament and the Nation shall be made, the report shall thus be presented to Parliament and shall complete the annual assessment of the implementation of the national strategy for sustainable development, to which all ministries must contribute.

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All of this information shall be made available on the Web site of the ministry in charge of sustainable development.

### **3 - Sustainable development: a political and social challenge, a value to transmit.**

***The Government wishes to generalise environmental education for sustainable development in a school setting, in order to ensure that each age group can profit within the next five years.***

Over the next two years, the work programme consists in implementing a national policy of environmental education for sustainable development. The contractual relations between ministries, territorial authorities and associations will enable actions to be coordinated and kept coherent. Several experiments shall be conducted at the start of the 2003 school year: Aix-Marseille, Besançon, Bordeaux, Dijon, Orléans-Tours, Paris, Rouen, Poitiers, and France's overseas academies. The aim shall be to generalise these, from the start of the 2004 school year.

In parallel, territorial actions shall be conducted, reinforcing partnerships and combining them with those of the ministry in charge of national education.

The Government also wishes to encourage the development of the integration of sustainable development into extracurricular activities. Environmental education shall be integrated into teacher training. From 2004 onwards, the aim will be to increase the number of corresponding actions in all activities. Sports activities, whether for the young or for adults, must take part in this effort.

Sustainable development must be more systematically taken into account in the field of professional training, both initial and ongoing, for which the State is responsible. The State shall move closer to the regions in view of studying the extent to which they can implement this objective.

### **4 - Facilitating the participation of citizens in the public debate.**

Debate is a tool of democracy. All efforts must be made to promote this and hence, first of all, to inform citizens of its purpose and organisation methods. The new National public debate commission, founded in October 2002, provides a balanced and credible methodology. It ensures its implementation for the major infrastructure projects.

Beyond the citizens themselves, local councillors, associations and corporate partners shall also be associated with these debates. Particular attention shall be paid to the participation of young people. In more general terms, the Government shall ensure that all intermediate bodies can express themselves.

***The topics that may justify public debate at the national level in the field of sustainable development are numerous. The Government undertakes to promote the organisation of one national debate per year along with citizen conferences at the local or regional levels.***

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# TERRITORIES

The urban and rural territories are very rich and diversified. Through their own vitality and their extreme diversity, they represent a melting pot of initiatives and new development models. They represent an opportunity for the future of our country. To enable the harmonious development of our society, a degree of complementarity and balanced relations must exist between cities and the rural world.

During the interministerial committee for regional planning and development, on 13th December 2002, it was decided that the new regional planning policy should support, in the territories, the ambitions of sustainable development. This policy will need to take into account certain "singular" areas; indeed, certain territories (coastline, mountain, estuaries and major waterways), due to their geographical situation or their history, represent national or European challenges requiring adapted planning measures and justifying specific State action. The wealth and fragility of the overseas territories require particular attention in the action conducted in favour of sustainable development.

Through its social, economic, cultural and environmental components, the sustainable management of these territories requires the involvement of a large number of players, both public and private, working at various geographical levels. A genuine partnership must be sought between these players based on territorial projects. Concerning the planning of these territories, the horizon is not, as is frequently too hastily believed, at fifteen or twenty years, but goes well beyond this time frame. The proof of this is that which was built and planned a century ago constitutes, today still, an essential element of our living environment and of our spatial organisation.

## 1 - The territories' urban and built up dimension

Town development must be organised, under the responsibility of the town councillors, in order to avoid anarchic urban spread. The aim is to avoid any "waste" of natural and agricultural areas, but also to improve living conditions and to render towns sustainable because desirable: reduction of daily movements for families and hence of energy consumption, better access to essential services, increased pedestrian and non-motorized urban movements. In this respect, it will be necessary to make use of the experiences already conducted in France and abroad.

The cultural heritage, whose value in France is exceptional, constitutes a determining element of the environment and, at the same time, a development medium for the territories, which thus put forward a strong image, an identification and appeal factor. The Government shall take full advantage of innovative practices concerning the cultural heritage and landscapes and shall develop training activities related to and taking advantage of cultural and landscape heritage-related trades.

## 2 - The rural and natural dimension of the territories, environmental conservation.

In order to encourage the sustainable management of natural and rural areas (including the species that they are home to), in accordance with local players, in a decentralised framework and covering the whole territory, the Government shall initiate an in-depth study concerning the refounding of the natural heritage public policy. It shall lead to a change in the current intervention methods of the public authorities. The conservation of biodiversity must be firmly established in our space utilisation and territorial planning policies. Beyond the network of remarkable natural areas, the upholding of ecological link zones is essential to allow the circulation of those animal and plant species living there.

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These elements shall be included in the study in view of defining a national strategy for biodiversity conservation, that France shall adopt in 2004 in application of its international commitments (agreement on biological diversity resulting from the Earth Summit, held in Rio in 1992).

Our country is home to a large number of ecosystems (forest, mountain, maritime); the improvement of existing knowledge and management tools, along with the definition of new instruments are necessary to allow the genuine conservation, but also to take full advantage of these areas with high ecological, economic and social stakes.

***In the water area, the aim is to achieve, over the whole territory, a good ecological status before 2015, in agreement with European standards. A public debate on policy of water and its environments, shall be organised in 2003, whose recommendations shall enable the definition of a programme of actions and, if required, a legislative reform.***

## **2 - Recognising and encouraging the action of territorial authorities in favour of sustainable development, reducing inequalities within the territories.**

The territorial authorities are unavoidable players in the implementation of public policies that answer the expectations of our fellow citizens and fall within a sustainable development objective.

Amongst those tools providing sustainable development with a physical and concrete existence, the local agenda 21 initiatives come to light<sup>6</sup>.

***The Government shall assist in the implementation, over five years, of 500<sup>7</sup> local agenda 21 initiatives concerning, in particular, territories receiving coordinated public aid such as major town projects, natural parks, regions or conurbations. As far as is possible, a decentralised cooperation aspect shall be integrated.***

To low income one can often add spatial segregation combining ecological and social inequalities, a segregation that can only be reduced by globally improving the living conditions of exposed individuals. Few studies, however, have identified this build-up of inequalities affecting the populations. The problems are presumed to be dealt with sector by sector, area by area, most often with no global coherence.

The aim is to characterise, by the summer of 2005 and for all of these territories, the extent of inequality build-up. The observatory decided upon by the interministerial committee for territorial planning and development, in December 2002, shall establish a shared and up-to-date diagnosis of territorial disparities and dynamics. This should result in the definition of action priorities.

An urban renovation program shall be initiated in view of contributing to the reduction of these inequalities. With respect to France's overseas territories, a 10-year programme for the eradication of insalubrious habitat areas and the integration of seismic risk prevention shall be defined and implemented.

Furthermore, sustainable development concerns shall be integrated into the management of urban free zones and the rehabilitation of uncultivated or abandoned areas. In broader terms, it is of importance, at the same time, to guarantee equal access to public services. The Government shall encourage the various players to commit to the objective of a genuine equal access to collective services and shall promote local urban management.

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<sup>6</sup> These are commitments made at the local level, most frequently by a territorial authority, to integrate sustainable development, in reference to the general recommendations for the XXIst century, resulting from the Earth summit (Rio, 1992) and grouped in a single document, the Agenda 21.

<sup>7</sup> Compared to approximately 50 currently.

# ECONOMIC ACTIVITIES COMPANIES AND CONSUMERS

Economic activities are central to sustainable development. The market transactions and their nature are the direct reflection of our level of economic development. The relations between companies and their employees, along with the dialogue between social partners, are the key elements of our social development. The type of trade exchanges between North and South determines, amongst others, the fairness dimension of our planet's development. Finally, the companies, either directly through pollutant emissions or indirectly through the transports that they generate, or the life cycle of the products that they manufacture and sell, are key players in the reduction or aggravation of environmental impact.

The consumers, last link in the economic chain, constitute the second partner in the issue of economic activities. It is therefore around this pair of actors, companies-consumers, that this aspect of the national sustainable development strategy has been designed and implemented.

It has been decided to direct it along five priority topics. First of all, to encourage companies to implement sustainable development approaches. Next, to provide the consumer with the information required to exercise his or her role of informed purchaser, thus directing the evolution of production and distribution activities.

But, on a planet-wide scale of degrees of urgency, the answers to the stakes of sustainable development will only be obtained in exchange for technological breaks; innovation and company creation therefore constitute a central topic.

In parallel to the development of worldwide awareness of the stakes of sustainable development, French companies are being called upon to fully exercise their responsibility at the social and environmental levels. This fourth topic also concerns individuals as citizens, consumers and investors.

Finally, the State possesses, with respect to economic players, various means of action. It can thus develop incentive instruments, including financial instruments, to direct the behaviour of companies or individuals.

## **1 - Encouraging all companies to commit to sustainable development approaches.**

The integration of sustainable development in corporate strategy constitutes an environmental emergency. This may also increasingly become a trade asset. Beyond its environmental policing action, the State must encourage this evolution. It is necessary to acknowledge and support spontaneously initiated approaches, in particular by certain sectors of activity or groups of companies.

Sustainable development concerns all companies and the company as a whole, that is to say its organisation and functions. The various dimensions and thematics of sustainable development lead to varying integration from one company to another. Nevertheless, companies belonging to a given sector of activity possess common issues. A per trade or per activity approach is then appropriate.

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SMCs (Small and Medium-sized companies) and VSCs (very small companies) from the trade, craft, rural and services sectors are at the heart of the economic fabric. They may be led towards sustainable development by their clientele, large companies or distribution.

In terms of action guides or repositories, international initiatives are numerous<sup>8</sup>. Companies must increasingly take them into account in order to remain competitive, particularly the SMCs with respect to the requirements of the major ordering parties. In this context, certification must be developed. Currently, however, the number of French companies whose environmental management system is certified (ISO 14 001 or EMAS) is still very low<sup>9</sup>. Increasing this number is a priority.

***In terms of quantity, the aim is to obtain, from each of the major professional organisations representative of sectors of activity, a number of substantial commitments for the integration of sustainable development. Furthermore, the Government wishes France to be listed, in the next five years, amongst the most advanced countries in Europe in terms of the number of ISO 14 001 or EMAS certified companies/***

## **2 - Integrating sustainable development into goods and services production and consumption methods.**

In an economy open to competition, the purchaser, and in particular the end consumer, possess a strong power of directing production methods. Through the products and services that he/she decides to privilege, he/she may influence the environmental impact he/she leaves. Being increasingly sensitised, our citizens must be able to make informed choices.

On a daily basis, the consumer, when making a purchase, is faced with a large number of descriptive markings. Private logos are numbered in the hundreds, whereas official labels, offering consumers certain guarantees, are still relatively unknown and little used. The purchaser (State, territorial authorities, companies, individual consumers) must therefore be made aware of the impact on sustainable development of the products it purchases.

It is necessary, in parallel, to act on the products themselves. In the context of a "product" plan, to be adopted within one year, the procedures for obtaining the ecolabel shall be adapted to the size of the companies, in order to involve more SMCs.

***The 5-year objective is to possess a system for marking products and services that comply with the principles of sustainable development, accessible to all operators. The selected indicator is the number of product and service categories for which at least 15% of purchases are made under this marking system. Procurement contracts are a level for achieving this goal.***

Beyond eco-design, which covers the issue of a product's life cycle, a new national waste policy shall be proposed by the Government by the end of 2003.. It shall comprise two priorities: the reduction of raw materials consumption and the reduction of the health and environmental impact of the waste processing sectors. The impact of these latter on the greenhouse effect shall be the subject of a specific effort in terms of the recovery and energy recycling of methane released by the decomposition of putrescible waste. Finally, in more general terms, the internalisation, upon manufacture of a product, of its downstream processing costs shall be extended, in collaboration in particular with the two French organisations Eco-emballages and Adelphe.

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<sup>8</sup> Particularly within the International Standards Organisation (ISO) or the International Labour organisation (ILO) for social aspects, but also in the context of voluntary approaches or of charters such as the World Pact, initiated by the UN General Secretary in 1999.

<sup>9</sup> 1,125 in January 2002 compared to 2,578 in Great Britain, 6,021 in Germany and 8,169 in Japan. France is currently sixth in Europe in absolute value and beyond tenth in terms of value per economic weight (Sources: ISO World + German Environment Agency). These figures take account of ISO certification (international standard) and of the EMAS reference (ruling adopted in the context of the European Union).

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### **3 - Developing innovation and company creation in fields of activity related to sustainable development.**

In order to move towards sustainable development, the daily "little steps" made by the different players are essential, but not sufficient. Just as our economies have experienced accelerations in growth thanks to the emergence and distribution of breakaway technologies at different periods in time (steam engine, electricity or computing, for example), an analogous change in rhythm must be sought for sustainable development. It may occur relatively naturally in a massive way, over the next few decades, involving topics such as energy. We must prepare for this from today through a proactive policy.

The environment-energy theme constitutes one of the national priorities in terms of research. The public programmes dedicated to this topic shall be subject, in a quasi-systematic manner, to partnerships with companies, to exercise a financial level, but also to enable, as rapidly as possible, the commercialisation of more environmentally friendly products. The resources available to public laboratories working on innovation and industrial applications shall be reinforced along the environment-energy thematic. This is an environmental emergency and an economic requirement.

***The "Clean and energy-efficient vehicles" plan illustrates this will: the Prime minister indicated, during his opening address to the IPCC (Intergovernmental Panel on Climate Change) plenary session on 19th February 2003, his intention to make France a leader in terms of clean vehicles on the 2010-2013 horizon. Based on an assessment of available technologies, the plan shall comprise programmes backed up by five-year distribution and experimentation actions and ten-year research actions.***

Our post-industrial societies are characterised by the increasing weight of the services sector and by the increase in the number of companies. This dynamic must be encouraged, progress is born from initiative. The State shall sensitise, in particular, the researchers and company creators to the stakes of sustainable development, on the one hand so that the young companies are exemplary and, on the other hand, to enable them to be more frequently, through the integration of this concern from the birth of their projects, in advance on their competitors.

New needs, for citizens or for companies, are likely to emerge. This context should be favourable to the creation of new economic activities based on technological or service innovations, thus leading to additional jobs. These latter could correspond to new trades. France must therefore position itself at the cutting edge of this movement and adapt its training system.

The Government shall monitor the evolution in the number of jobs in companies dedicated to activities linked to sustainable development and shall compare it to the results of the other developed countries. It shall facilitate access by our companies and laboratories to the European research and development programmes closely connected with sustainable development, in particular those concerning the eco-technologies. Following the example of other sectors, such as the Evry Genopole or micro-electronics in Grenoble, coherent strategies may be implemented with State support in certain regions in view of creating poles of expertise with a European dimension.

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## **4 - The development of companies' social and environmental responsibility, an essential condition of their proper governance.**

In the context of the development of world awareness of the stakes of sustainable development, French companies are led to fully exercise their responsibility in the social and environmental aspects of their activities. An increasing number of companies is acknowledging this responsibility with respect to society as a whole.

The Government's aim is to create a national framework for stimulating social and environmental responsibility, thus enabling voluntary companies to develop their experiences, in particular territorial experiences, and promoting dialogue between the economic world and society's other players. The Government wishes France to be a pilot in this respect. It shall therefore rapidly create, in collaboration with the various players, a French definition of social and environmental responsibility and shall play an active role in European and international initiatives in this field.

The Government shall encourage approaches favouring the social and environmental responsibility of companies, along with its follow-up, in particular through the use of scoring agencies. In the financial sector, so-called socially responsible investing (SRI) reflects investors' attraction to companies that assume their responsibilities with respect to society. France remains behind other Europeans in this respect. It is worth noting, however, that the criteria used differ according to the country. It is necessary to consider a common repository in which the SRI level could become one of the indicators of corporate social and environmental responsibility. The development of SRI shall be accompanied by concerted actions with corporate and economic partners, in particular from the banking sector.

***For large companies, the legislative and statutory system concerning environmental relations (article 116 of the new economic regulations act) shall be assessed and adapted, in coherence with international standards and initiatives, in view of the developing SRI.***

## **5 - Implementation, at the State level, of an incentive financial system.**

The State possesses, with respect to economic players, various means of action. The role of regulations, as they become increasingly European, is and shall remain essential. It is therefore necessary to develop and modernise them within a sustainable development dynamic.

In addition to regulations, other tools can be used to encourage economic agents (companies, households, territorial authorities, etc) to reduce the environmental impacts for which they are responsible and to alter their behaviour in favour of sustainable development: environmental taxation (taxes, fees, etc.); the recently appeared permit and certificate markets; voluntary agreements and commitments; and direct aid for specific projects.

It is necessary to render current systems more legible and to ensure that they remain coherent with the international, and in particular European context, along with the decentralisation and funding of territorial authorities. The aim is to possess, by 2005, a genuine incentive policy in terms of sustainable development, involving all of the previously mentioned tools, particularly taxation, or even new tools. This policy should comprise an interlocking approach between the major sustainable development topics and the economic agents.

***Based on an assessment of prevailing fiscal provisions, the Government shall prepare and implement, by 2005, a series of measures intended to integrate the objectives of sustainable development in the tax system.***

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Several aspects shall be examined in priority. The greenhouse effect requires rapid action in the transport and construction fields. For companies, a number of measures may revolve around environmental management incentives, investments going well beyond compliance with regulations and with "0 emission" experiments. An important point shall be dedicated to the protection and rehabilitation of our natural heritage. The State shall endeavour to find an appropriate association with the territorial authorities to jointly implement a genuinely incentive financial system managed as close as possible to the field. The Natura 2000 zones,, which represent particularly interesting areas for the restoration of the natural heritage, shall be privileged.

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# **REINFORCING THE INTEGRATION OF SUSTAINABLE DEVELOPMENT IN THE ENERGY, TRANSPORT AND AGRICULTURAL SECTORS**

Energy, transport and agriculture are three key sectors of our economy, often presented to illustrate the non-sustainable nature of our development due to the environmental pressures with which they are associated. The Government intends to reconcile their essential contribution to economic and social development with the necessary reduction of their negative impact on the environment and health (deterioration of natural resources and the habitat, pollution, etc.).

In this respect, it gives priority to the fight against climate change, considering the contribution of the energy and transport sectors to greenhouse gas emissions. In France, as in Europe, the transport sector generates more than one quarter of total carbon dioxide emissions, of which over 80% can be ascribed to road transport.

## **1 - Implementation of a proactive policy for fighting climate change**

The work performed by the scientific community as a whole has demonstrated the heating of the planet. The IPCC (Intergovernmental Panel on Climate Change) has predicted a mean global temperature increase of between 1.5°C and close on 6°C by the end of the century, depending on the actions performed. Paleoclimatology shows us that a variation of a few degrees only in the mean temperature of the planet is enough to significantly alter this latter's appearance and living conditions. The envisaged consequences of a climate warming of this magnitude would be an increase in sea levels, threatening delta areas, of which some are heavily populated, or even an increase in extreme climate events, such as heavier rainfall in areas already subject to rain, or more extensive droughts in already dry areas.

Although knowledge of the effects of global warming remain imperfect, it cannot justify passivity or inaction. The fight against climate change is therefore a central element in the national strategy for sustainable development.

At the international level, France, along with its European partners, must push forward the development of collective awareness of the need to act globally. The application of the Kyoto protocol constitutes a first step, which mainly concerns the industrialized countries. Nevertheless, in the mid-term, the action of all countries in view of reducing greenhouse gas emissions is essential.

At the national level, gains achieved today in the fight against climate change may represent as many savings on investments and the acquisition of new technologies for tomorrow, itself a competitiveness factor. The division by a factor of four or five of our greenhouse gas emissions by 2050 corresponds to the ambitious, but realistic aim of a 3% decrease per year. The Climate Plan, which shall be finalised in the autumn of 2003, fits into this approach.

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The initial elements, presented below, which pertain mainly to the reduction of CO2 emissions related to the use of fossil fuels, shall be complemented by the conclusions drawn from the energies debate and the forthcoming Parliamentary debates.

The actions relating to controlling energy demands and improving energy efficiency shall be reinforced. Indeed, these latter contribute significantly to the reduction of CO2 emissions and local atmospheric pollution, but also to national and European energy independence, to local job development and to our economy's global competitiveness.

Thus, the Government shall support the actions for controlling household electricity demand. At the community level, it shall act in favour of the reinforcement and generalisation of the labelling of energy performance: household appliances and industrial equipment. A number of sensitisation actions shall be conducted with respect to the general public and major consumers (industries, territorial authorities) and to manufacturers, distributors and fitters.

The use of dendroenergy shall be promoted, in addition to and substitution for electrical heating, during peak periods, when conventional heat production means are used. The energy efficiency of buildings must also be improved. This sector is already the subject of a "habitat and sustainable development" plan, which shall be continued and complemented if necessary. The implementation of the European directive on energy efficiency in buildings will be an opportunity for a specific effort, in order to move existing buildings closer to new construction efficiency. It is necessary to pursue the progress achieved in new construction, in order to allow the eventual emergence of buildings requiring neither heating nor air conditioning. The regular reinforcement of heating regulations shall be the main tool.

The optimisation of energy procurement sources shall lead, in particular, to an improvement in the energy efficiency of refineries, to a reduction in natural gas distribution grid leaks, to the development of the use of renewable energies and to an amplification in cutting edge research (fuel cells for example). Research into CO2 treatment technologies shall be developed through international collaborations.

Agricultural production may contribute to the fight against greenhouse gas emissions through the development of bio-energies.

## **2 - Transport: acting in favour of sustainable mobility**

The contribution of transports to individual freedom of circulation and to economic development is essential. Transports, however, are the cause of a large number of negative environmental effects, at the local, regional and planetary levels. It has become necessary to rethink the transport policy in order to meet the demands of the three pillars of sustainable development.

Before the end of 2003, the Government shall define a transport policy guaranteeing sustainable and environmentally friendly mobility, based in particular on the recent Parliamentary debate on infrastructures and on several recent reports: that of senators Haenel and Gerbaud on rail freight, this of senator Richemont on coastal shipping, the audit on the major infrastructure projects and the latest DATAR report<sup>10</sup>.

The guarantee of improved infrastructure management requires the implementation of a road usage pricing system integrating disturbances and directing behaviour towards sustainable mobility. This pricing system must integrate environmental, social, territorial and international competitiveness factors. It must also enable the funding of methods of transport that are more respectful towards the environment. The evolution of the TIPP (domestic tax on petroleum products), including the difference with diesel oil, shall be examined in coherence with the other aspects of the tax, environment and transport policies. This study shall integrate the will to avoid any distortions with the other major European countries.

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<sup>10</sup> "France in Europe: what ambitions for the transport policy?"

The control measures shall be reinforced in high traffic zones. For urban traffic, the local authorities are the best placed to implement efficient policies.

***An effort shall be undertaken in collaboration with the local authorities in 2003. The aim will be to remove any concrete obstacles with which they are faced in the implementation of a global transport, traffic, parking and urban development policy.***

The improvement of driving behaviour contributes to the reinforcement of road safety and to the reduction of pollutant emissions. The Government shall pursue its action in this field through, in particular, the promotion of voluntary speed governors. Beyond speed issues, the sensitisation to economy driving shall be included in driving test preparation and in regular driver information.

The development of intermodal goods transport, combining, within the transport chain, the need for flexibility, reliability and reduced pollution, can only be achieved through the removal of barriers between the public and private decision circuits. The improvement of freight-related service offers is a national and European priority. The SNCF (French Rail) has made significant investments in this area. It fits into a strategy for the progressive opening of the marketplace and into the will to forge international alliances.

The development of combined transport requires improved service quality and productivity from companies at all points in the transport chain in order to better meet, both in terms of cost and quality, the demands of the marketplace. This mainly implies an effort on behalf of the rail companies, for rail-road aspects, and the improved exploitation of waterway assets, in particular on large gauge itineraries. With respect to coastal shipping, ship exchange organisation efforts are concentrated within a small number of connections, capitalising on experiences performed, in particular, at the European level.

***The Government shall guide the choice of investments towards intermodal infrastructures according to the comparative competitiveness of the sites and to expected pollution reductions.***

In general terms, expertise must be reinforced with respect to these questions. The State, by the end of 2003, shall develop a genuine intermodal expertise.

Finally, companies and administrations must be encouraged to integrate the impact on transports of the implementation choices and organisation, particularly through the "emission reduction projects" logic. A debate shall be initiated with a certain number of "transport chain integrator" shippers. The aim will be to consider European level instruments for integrating a global transport requirement (tons - kilometre) moderation constraint into their logistic organisation. A specific point shall be dedicated to the organisation of urban deliveries.

### **3 - Towards sustainable agriculture**

Due to the length of their operating cycle and their dependency on the laws of nature, agricultural activities are long-term activities. Over the past decades, the rapid urbanization of the population, society's desire for cheaper food and the increase in international exchanges have forced farmers to professionalize their techniques.

This concentration of agricultural production, that can be observed worldwide, has had health and environmental consequences of which society has only very recently become aware. It is to meet this development of collective awareness that agriculture is the subject of a specific plan of action within the national strategy for sustainable development. To be sustainable, agriculture must provide both abundant and high quality food, provide economic stability for rural areas, protect the environment and maintain the countryside's natural heritage.

#### General contents

A response to society's demands will require new production systems resulting from the collaboration between scientists, producers and consumers. Here also, cutting edge technologies will be necessary and shall mobilise agricultural research.

At the international level, this approach implies initiatives to stimulate the agriculture of countries where development is an ongoing battle. Currently, in international trade negotiations, two visions are opposed. The first proposes a liberalisation of trade and an alignment of regional prices on world raw materials rates. It implies dismantling the agricultural policies in favour of market laws, accompanied by a rapid intensification of production and the disappearance of family-run food-producing farms. The second vision proposes a controlled liberalisation of agricultural trade, on a per sector basis, and regulated between countries, enabling competition amongst producers, while maintaining a fabric of family-run farms, both in the North and the South. It implies the reinforcement of agricultural policies in the South and the recentering of those in the North along the lines of sustainable development. The Government has opted to promote this second vision.

**Thus, the President of the Republic has proposed three concrete and innovative measures intended for African agriculture: a moratorium on all forms of export subsidies that tend to destabilise food-producing activities, privileged access to the marketplaces of developed countries and a concerted action in favour of the stabilisation of raw materials exchange rates, whose volatile nature prevents any sustainable management of natural resources.**

Sustainable development, in agricultural terms, is based on the search for a balance between economically strong and ecologically responsible agricultural activities. In Brussels, in the context of the mid-term review of the common agricultural policy, France requests an assessment of the "second pillar", leading to an improvement in the funding of rural development and the respect for best agri-environmental practices. At the national level, the Government will implement, this year, two flagship measures: the reform of the agri-environment grassland incentive payment (PHAE) and the revaluation of the compensatory allowance for natural handicap (CANH).

***A close dialogue has been initiated and shall continue between all partners, farmers, professional federations, cooperatives and associations, to implement voluntary and contractual sustainable development farming approaches. The sustainable agriculture contracts will be the main tools.***

Furthermore, the Government wishes to promote "reasonable farming" approaches on French farms. An order pertaining to the use of this qualifier shall be published before the end of 2003. Finally, an organic farming stimulation plan shall be implemented in the coming months.

The development of farming practices guaranteeing pure water and pollution-free soils also constitutes a priority. When the situation requires it, proactive actions may be conducted. From this year onwards, the Government shall reinforce the efficiency of this system: for landless farming, with high nitrate loads, reorganisation plans shall be implemented leading to suspension of activities in regions where agriculture is the most polluting. In parallel to this, an action plan for the "improved and reduced" use of pesticides shall be initiated.

Finally, in order to guarantee diversified and healthy food that complies with France's tradition of quality and diversity of flavours, the Government shall make a particular effort to inform consumers about recognition signs (labels, registered designations of origin, indications of origin, etc.)

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# Preventing risks, pollution and other negative effects on health and the environment.

A society that is concerned by sustainable development must assess, evaluate and anticipate any risks. This generic expression covers risks of highly diverse nature.

"Zero risk" is a utopian concept. Beyond its prevention, it is therefore necessary to learn to manage risk, be it of a technological or health-related nature. The question is raised in a most acute manner, concerning the management of risks little known to experts and whose implementation could have serious and irreversible consequences. To answer this question, the precautionary approach must be applied. This approach falls within a logic of action. A series of appropriate measures must be implemented to avoid the realisation of the risks and consequently, significant assessment and research efforts must be made.

Risk management raises the question of risk acceptability by citizens. Making the decision should mobilise, in an increasing and increasingly good manner, scientific expertise and knowledge, but public action must also be based on socio-economic analyses integrating, in particular, the social dimension of these risks.

Thus, the construction of a risk prevention and management policy and in more general terms, of a pollution and other negative environmental effects prevention policy must be based on four priorities: the reinforcement of risk-related assessment, expertise and research capabilities; the development of prevention policies; the improvement of population information; ensuring that the regulations are applied and efficiently repressing any offences.

## 1 - Sustainable development requires an appropriate expertise capability

Expertise and research must play a central role in the governance of sustainable development. Indeed, research can contribute to shedding light on public policies in a context characterised by complexity and uncertainty. Expertise must pertain not only to the state of knowledge concerning a given question, but also to the comparative assessment of the various possible actions. It is necessary to answer the concerns of the population faced with the emergence of new risks in fields such as that of the connections between health and the environment. Scientific data evolve rapidly; the mobilisation of scientific expertise must also feed society's debate.

In many respects, French expertise is young and insufficiently structured. . Expert activities are not sufficiently well acknowledged in the professional careers of scientists. Practices and codes of ethics are not harmonised. In order to obtain a quality and independent expertise, specific instructions shall be given to the public establishments and organisations and the promotion of "best practices" shall be targeted at the private sector.

**With respect to the connection between health and the environment, a "health-environment" plan shall be finalised by the end of 2004.**

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## **2 - A proactive prevention policy that is as anticipatory as possible**

Decisions must be guided with concern for solidarity amongst individuals and between generations. Absolute priority must be granted to prevention policies aimed at reducing risks upstream rather than at managing the consequences. This prime consideration of the Government shall result, in several fields, in profound changes.

A series of ambitious action programmes shall be implemented to reduce exposure to lead, of the population in general and of children in particular, along with that of noise pollution.

Furthermore, with respect to the technological and natural risks aspect, priority shall be granted to hazard reduction at source. This is the subject of the act currently being voted in Parliament.

It is necessary to deal with existing situations, as an objective limited to avoiding repeating in the future the errors of the past is not sufficient. This resorption action involves, for example, the progressive implementation of risk exposure reduction measures which are stated in the technological risk prevention plans, the natural risk prevention plans and the fire plans. The prevention of technological and natural risks bill includes abandonment mechanisms, enabling those inhabitants most exposed to the hazard to obtain the purchase of their dwelling.

Finally, actions aimed at fighting against negative environmental impacts shall be stepped up with strong lines concerning maritime safety, the reduction of substance rejects or pollutant emissions into the water and air and the protection of the most threatened ecosystems.

With respect to polluted sites, the aim will be to implement an anticipatory logic, in order to deal with the soil rehabilitation issue during the companies' life cycle and not simply when they close.

## **3 - Improving population information and consideration for victims.**

This is an essential complement to the prevention policy, whether for industrial and natural risks, or diffuse pollutions.

200 local information and dialogue commissions, corresponding to all sites with Seveso installations shall be set up by the end of 2004. The departmental major natural risk commissions shall be installed and the organisation of public information meetings, initiated by the mayors of the towns whose territory comes under a natural risks prevention plan, shall be encouraged.

The public warning systems and the efficiency of the contingency plans must be improved, as witnessed by the recent floods in the South of France. The central hydrometeorological department for flood prediction support shall be established in Toulouse in 2003. Its workforce shall increase from 10 to 30 agents. More globally, an effort shall be made to simplify and rationalise the contingency plans over the five coming years.

Furthermore, air quality information shall be systematically broadcast to the general public in real time: the 40 accredited associations spread over the whole territory shall broadcast the results of their measurements in real time on the Internet and shall publish regular summary reports.

In terms of listed installations, all prefectural orders and inspection reports shall be progressively made available on the Internet.

Finally, consideration for victims shall be based on three strong points: the generalisation of medico-psychological emergency cells, support for a "progressive return to normal" and the optimisation of the financial aspect during crises.

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## **4 - Reinforcing inspection resources, improving the organisation and professionalism of the judiciary police.**

The precautionary and prevention policies have meaning only if the State gives itself the means to inspect them and to ensure that the regulations, upon which they are based, are applied. In this field, it is essential to keep in mind the need to give the players a sense of responsibility. Nevertheless, inspections must be reinforced. The sizing of the workforce in charge of inspections and repression, their operating methods and the ability to make use of private technical checks, must be carefully examined. Furthermore, the coordination of the action of the judiciary police departments, the specialist police departments in charge of inspections and the public prosecutor's departments is critical.

In the context of this effort, the inspection of listed installations shall benefit from 400 additional positions and the inspection of radiation protection from 150 by 2007. Instructions shall be issued to coordinate the actions of labour inspection and the inspection of listed installations.

**A central office for research and the fight against environmental and public health offences shall be created in 2003. This office will be in charge of organising and coordinating, at the national level, the fight against the most serious offences in these fields.**

# TOWARDS AN EXEMPLARY STATE

In order for sustainable development to become a reality, everyone must assume their responsibilities, be they individual or collective, in terms of sustainable development. Thus, the State must be responsible, proactive and apply to itself the approach that it intends to promote to the players, whether public (territorial authorities, companies and public establishments) or private (companies, associations, individuals).

## 1 - Integrating sustainable development into public policies

The objective of integrating sustainable development into all policies is the central topic of the strategy. The ministry and public establishment reform dynamic must make room for the need for sustainable development, through results objectives, both at the central and decentralised State levels; the senior officials in charge of sustainable development who have been appointed within each ministry, shall be placed in charge of this organisation.

At the central level, the various State reform tools shall be mobilised by 2003 in order to integrate sustainable development into the formulation of policies and into assessment approaches. At the decentralised level, the prefect shall be required to integrate the objectives of the national strategy for sustainable development into the State's territorial project, along with the contractual projects with the territorial authorities.

The Government undertakes to integrate sustainable development into its legislations and regulations.

***From 2004 onwards, the policy projects the most closely related to sustainable development shall be specifically analysed through an improvement in impact studies prior to their submission to the Council of State for examination.***

## 2 - Better research mobilisation in the service of sustainable development

Research is a major component of the national strategy for sustainable development. Explanations and forecasts based on a scientific approach provide the overview essential for developing popular awareness and for the Government to make its decisions. Research guarantees the scientific basis for sustainable development, along with the understanding and modelling of phenomena. It is a source of innovations and new technologies. The Government shall reinforce programmes and expertise for all issues related to sustainable development, whether global or local.

The expertise in the field of ecological science shall be reinforced through a 10-year recruitment programme.

***Furthermore, the principles of sustainable development shall be implemented in research management, by conducting an environmental quality and certification approach for all experiments and installations.***

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This approach shall integrate ethics-related and democratic debate concerns into scientific activities. It is the responsibility of the public authorities to organise relations between scientists and citizens in order to recreate links of confidence.

### **3 - Integrating sustainable development into administrative operation**

As an employer, the State must integrate sustainable development into the initial and continuing training of its agents. The various ministries' initial and continuing training programmes shall integrate sustainable development training before the start of the 2005 academic year. Furthermore, a "lifelong" training system shall be defined in relation to sustainable development. Professional equality objectives shall be better taken into account by the State, that shall emphasise its policy in favour of women's access to ranking jobs in the civil service. A particular effort must be made with respect to handicapped persons.

Furthermore, the Government shall develop eco-responsibility approaches within the State departments, in order to achieve the objectives it shall set for them within five years (reduction of energy consumption, improved waste management, etc.). Eco-responsibility indicators shall be published each year, thus enabling the progress made to be measured.

***The reform of the procurement contract code shall enable buyers to make decisions in favour of sustainable development in all legal safety. The analysis of purchasing practices respectful of sustainable development shall be one of the first missions assigned to the economic observatory of public purchasing.***

# INTERNATIONAL ACTION

The planet is currently threatened and, consequently, humanity itself is in danger. As stated by the President of the Republic in Johannesburg, action is urgently required. We must meet the challenge of poverty and protect our global ecosystem, the Earth, by forging a world alliance for sustainable development.

Our international action must increase the involvement of the different players including, amongst others, the States, territorial authorities, non-governmental organisation (NGOs) and companies. Furthermore, the research efforts in favour of sustainable development must be reinforced, particularly in view of increasing the development capabilities of Southern countries.

The industrialised countries must demonstrate that they are committed in favour of sustainable development. Solidarity with respect to the poorest populations must be increased and the international governance of sustainable development reinforced in response to globalisation. This is the meaning of the national and European strategies for sustainable development, that the Government intends to consolidate during the extension of the European Union and the adoption of the new treaty.

## **1 - Reinforcing the fight against poverty through increased solidarity in favour of developing countries.**

The Government intends to pursue the objectives defined for 2015 during the Millennium summit, in 2000, then confirmed and completed in Johannesburg in 2002.

The promotion of human development implies the existence of improved health, social protection and education systems, along with support for the production of adapted knowledge and technologies. The Government shall support, in developing countries, the definition and implementation of national health, education and research policies and shall provide support for the most vulnerable populations, both rural and urban. Particular attention shall be paid to access to medications. It is necessary to mobilise and develop the know-how of the territorial authorities of the developing countries and of the NGOs. Scientific executive training and team consolidation in the developing countries shall be promoted.

The Government shall reinforce France's contribution to improving access of the most destitute populations to "essential services" such as water or energy. The aim is to promote the creation of national strategies in these sectors and to implement projects that respect the principles of sustainable development and intended, in urban, as in rural environments, to provide access to drinking water, sewerage and to a modern form of energy for populations that are lacking these. Official development assistance shall play, insofar as is possible, a role of lever for mobilising private funds.

In its action, the Government shall be concerned with ensuring a balanced economic development of the territories, in particular in rural environments. It shall also provide its expertise in the field of urban management to help solve any problems posed in the major Southern megalopolises, and shall support actions for fighting against rural depopulation. It shall endeavour to assist developing countries in sustainably reinforcing their food safety and to improve the resources of rural populations. It shall also support actions relating to the conservation and sustainable utilisation of biodiversity.

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Sustainable tourism shall be encouraged by assisting host countries in integrating this activity that respects the environment and cultural diversity, into their economic development policy, for the benefit of local populations. Furthermore, the Government shall endeavour to promote "travelling differently", which is based on sustainability (economic viability, respect for and promotion of human and cultural heritages, environmental protection), and to fight against sexual tourism.

***The Government shall encourage fair trade. Beyond the fair trade fortnight, the "sustainable development week" represents an opportunity to spread the word in France. Furthermore, the Government shall favour, in Southern partner countries, the increase in the number of producers involved in fair trade channels.***

Particular emphasis shall be placed on the development of initiatives in partnership with the civil society and local authorities. It is important to promote cooperation amongst local authorities and from one civil society to another, in particular with the NGOs, territorial authorities and companies, in view of reinforcing local structures: women's or youth associations, village and district associations, professional organisations or unions.

In complement to this, the Government shall sensitise the French public opinion to the issues of the fight against poverty and sustainable development in the Southern countries. Furthermore, the co-development policy must participate in the sustainable development of the countries in question.

The Government shall also endeavour to reinforce the integration of sustainable development requirements into the development assistance policies and projects of European and multilateral money lenders. It shall pursue its efforts undertaken in this direction at the national level, in compliance with the conclusions of the meeting of the interministerial committee for international cooperation and development of 11th December 2002. In particular, it shall make use of debt processing through the conversion of receivables into investments in favour of sustainable development. Furthermore, the French global environment facility shall be directed towards the support for sustainable development projects.

## **2 - Controlling globalisation and reinforcing the international governance of sustainable development.**

The processing of issues relating to sustainable development is currently spread over a large number of international organisations or institutions. It is necessary to reinforce the coordination between these different establishments and to promote a more coherent framework. The President of the Republic thus proposed, during the Johannesburg summit, that the creation of an "Economic and social security council" be considered at the United Nations level.

Efforts can already be made in the current framework. Thus, France shall back the contribution of the world's two main social institutions, the world health organisation and the international labour organisation, to the debates on globalisation. It will be necessary to encourage their involvement at all levels of the definition and implementation of the strategic frameworks for fighting poverty and to promote an observer status for the world health organisation with respect to the world trade organisation.

In the environment field, the European strategy adopted under French presidency, consists in reinforcing the United Nations' environment programme and in creating closer cooperation between the systems for implementing the various multilateral environment agreements. The Government shall pursue this strategy, endeavouring to fit it into the perspective of the eventual creation of a world environment organisation.

The Government shall work towards the integration of sustainable development in the context of those regional partnerships in which France participates. In particular, it shall work on the definition of an ambitious Mediterranean sustainable development strategy by 2005 and on the integration of sustainable development by the NEPAD (New Partnership for Africa's Development).

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In broader terms, the Government shall seek to reinforce support for the sustainable development approach through world public goods. It shall also ensure that the negotiation process for a worldwide agreement on cultural diversity is initiated, in view of its adoption during the 33rd UNESCO general conference (Autumn of 2005). It shall actively prepare the Francophonie summit, to be held in Ouagadougou in 2004.

It is necessary to better integrate sustainable development into trade negotiations. In this aim, the Government shall contribute to the durability impact studies conducted in the context of the trade negotiations performed by the European Union. Throughout the negotiation cycle of the world trade organisation, initiated in Doha in 2001, and whose conclusion is forecasted for December 2004, the Government shall endeavour to ensure that the negotiations dedicated to the environment are successful.

### **3 - Promoting the sustainable development objectives and approach throughout all of the European Union's policies**

The Government shall ensure that the European Commission proposes, by 2004, a ten-year programme on sustainable production and consumption methods, from product design to recycling.

It shall ensure that specific priority is granted to the integration of the environment into the trade, agriculture, energy, research and tourism sectors. The principle of integrating the environment into sectoral policies, which is stated in the European Union treaty, assumes a degree of harmonisation at the community level, in order, in particular, that the environmental dimension is taken into account during the definition of the main economic guidelines.

The Government shall work towards a form of economic growth that preserves the environment. Several objectives shall be followed up in this respect: the adoption of additional measures for reducing greenhouse gas emissions, the adoption of a community framework for the integration of the environment in transport costs, the halting of the reduction in biodiversity and the definition of a strategy for sustainable land usage.

In coherence with the choices made at the national level, the Government shall back a European Union policy aimed at achieving the full employment objective and reinforcing social cohesion. It shall seek to promote a non-discriminatory European labour market by promoting, through all policies, equality between men and women, particularly in terms of salaries, by creating the conditions for active ageing and by developing a series of integration policies.

The Government shall pursue, in the context of the European Union, its action in favour of the creation of jobs through the reduction of non-wage labour costs applied to unqualified work, along with the development of job opportunities in the services sector, in particular innovative services related to social and environmental needs. In broader terms, it shall register its action at the European level in view of promoting sustainable development to companies.

A significant source of social progress lies in the improvement of job quality. The Government considers that this latter must be developed at the European level, by increasing investment in human resources and qualifications, modernising the labour organisations, improving the anticipation and support for change and by directing attention to job attractiveness and working conditions.

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## **General contents**

# National Sustainable Development Strategy

## Action Programmes

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### General contents

# NATIONAL STRATEGY FOR SUSTAINABLE DEVELOPMENT

## ACTION PROGRAMMES

### SOCIAL AND HEALTH DIMENSION OF SUSTAINABLE DEVELOPMENT

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Sustainable development has replaced Mankind at the centre of concern. The prime condition of this is that human dignity is respected. The family takes part in this as the prime factor of social cohesion. Solidarity, another key value of sustainable development, must be targeted at individuals lacking autonomy and the elderly. Finally, discrimination between men and women is the very negation of certain values of sustainable development.

In the health and social services field, that has, moreover, been widely decentralised, a number of common references, stating national quality requirements, shall be defined by the national council for social and medico-social assessment.

#### **I.A. Human dignity, an essential condition of sustainable development.**

Social cohesion and citizenship are the first conditions of sustainable human development. They ensure that all members of society contribute, according to their expertise, to this development and to the creation of wealth, in particular through a policy facilitating access to employment, the reinforcement of expertise and the participation of all in the society. Thus, they prevent social costs from outweighing our country's possibilities of long-term development.

##### **I.A.1. Citizenship**

Access to fully accepted citizenship assumes that the rights and obligations of individuals are better known to all.

Recognition of rights starts by quality reception within the public services. A "quality" approach to user reception in public services, in particular for people in difficulty, shall be initiated, in collaboration with associations and users. Its purpose shall be the improvement of domiciliation conditions, simplification of forms and of case examination rules, the harmonisation of benefit access conditions and the knowledge, by citizens, of their duties. On these points, early user information must be generalised and coupled with options for emergency measures in exceptional situations.

The participation and exercise of their right to vote by the young and individuals in a mobile or precarious situation must be encouraged in order to reinforce their sense of real citizenship. Visible progress shall be easily measurable through the polling rate.

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## **I.A.2. Lifelong training**

During our working years, we should all be able to maintain our aptitude to exercise a job with access to resources guaranteeing continuity of expertise. Enabling each individual to develop his/her ability to evolve within an uncertain economic environment is a responsibility shared by the State, the regions, the social partners and the companies, but diplomas and professional titles, the signs of qualification, provide transferable recognition within the companies of a given professional sector or between national or European professional sectors. It is therefore necessary to develop access to the validation of experience acquired (VEA), thus enabling individuals to obtain a certification listed in the national directory of professional certifications.

## **I.A.3. Fighting against poverty, exclusion and discrimination**

In July 2003, France shall present its national action plan on poverty and exclusion. It shall emphasise a certain number of particularly structuring objectives and actions in this field, in view of reinforcing social cohesion. Indeed, sustainable human development and the fight against exclusion go hand in hand.

Furthermore, an act concerning the integration of foreigners shall be prepared. It shall be based on three major measures: a hosting and integration contract - that shall define the rights and obligations for all new arrivals into our country; a social and professional promotion policy; finally, the creation of an independent authority for equality of treatment and the fight against discrimination.

In broader terms, the fight against discrimination, whether related to gender, the social situation, religious ethnic belonging, handicap or to a choice of life, must be a mainstay of any sustainable development policy.

## **I.B. The family, a factor of social cohesion**

The family is a unit of social cohesion. Family law must be the guarantor of this, not forgetting any evolutions in this law.

### **I.B.1. Promoting a childhood policy**

In Western countries, the birth rate is one of the major stakes of sustainable development. The creation of an early childhood host benefit and services allowing the reconciliation of professional and family life, should contribute to meeting the requirements of sustainable development. The childhood policy must take into account the freedom of professional choices and the method of childcare, on the basis of personalised educational and family project. The involvement of companies in this approach must attempt to reconcile two worlds all too often described as foreign to each other.

Company actions for improving training, the professionalisation of childcare and of home help a guarantee of the quality of service, which facilitate the development and insertion of children into society, while ensuring their transition to schooling.

### **I.B.2. Facilitating access to housing**

The family policy must integrate a debate on family housing, its cost and its proximity to the place of work. A national emergency housing system shall also allow the modernisation and consistency of all systems aimed at assisting in the transition from an emergency situation to integration.

### **I.B.3. Child welfare and the right to education**

Sustainable development involves the protection of children from all forms of aggression, violence or neglect. It requires education, sensitisation and reinforcement of the notion of responsibility. To the question "what kind of world will we leave to our children?", one can add the symmetrical question, "what kind of children shall we leave to our world?". The action of the press (television, internet, etc.) requires both national and international awareness.

The break-up of families at the international level is an increasingly frequent occurrence. The resulting legal problems call for urgent solutions.

The family policy must also allow, the improvement of the hosting of foreigners and their access to citizenship, but also their respect for the law, and in particular for family law, through a number of sensitisation and information operations.

#### General contents

## **I.C. The integration of people lacking autonomy or with a handicap**

Sustainable development implies that, depending on their ability and age, those people lacking autonomy or with a handicap should have access to all common law services and facilities, in order to fully participate in social and cultural life.

The notion of dependence concerns handicapped individuals, but also the elderly. The effort made in favour of handicapped people must benefit the whole population lacking autonomy.

### **I.C.1. Mobility, accessibility and integration into city life**

Access by all to culture, leisure activities, sports and all social activities requires removal of physical obstacles and implementation of transport adapted to children and to individuals lacking autonomy, in particular through the improvement of signalling and intermodality.

### **I.C.2. Professional insertion of handicapped individuals**

The 1987 act, stipulating the recruitment of handicapped persons up to 6% of the workforce must be applied to the public and private sectors. The companies, social partners and local councillors must be informed of this law. The sheltered employment sector must benefit more readily from the contributions of the labour world in the broad sense of the term, by mobilising the potential of the regions.

## **I.D. Solidarity between generations**

The increase in human lifespan requires a global, proactive and participative solution meeting the requirements of the present, while anticipating the needs of future generations.

In France, the population of over-60s represents around 12 million individuals. The latest demographic projections show that, in 2020, this figure will have reached 17 million. They converge towards a strong increase in the number of dependent elderly people, with an initial acceleration between 2005 and 2010, followed by a second one around 2030.

The concept of sustainable development here is integral to three major issues: the offer for accompanying measures for the elderly, the prevention and anticipation of the effects of ageing, and the place occupied by senior citizens in our society.

### **I.D.1. Accompanying measures for persons with decreasing autonomy**

The gerontological policy, conducted in a decentralised framework, provides families with a response combining equity and proximity. This policy allows home care, if so wished, along with the opening of external accommodation institutions. It must integrate the health and social aspects, take into account the territorial facts to promote the autonomy of the elderly, thanks to the preservation of public services, and prepare the access of senior citizens to new information and communication technologies.

The assessment of results shall drive forward the territorial framework, the distribution of expertise and the content of the systems.

### **I.D.2. Preventing and anticipating the effects of ageing**

Each year, in France, 91,000 hospitalisations for fractures of the thigh bone, or the upper limbs of individuals over 75 years of age, are due to falls. Reducing this figure requires the launch of a national prevention and information campaign centred on the life hygiene and physical activities of the elderly, along with personal accommodation layout. This campaign shall be developed with the help of hospital indicators.

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It shall be aimed, in particular, at maintaining, or even increasing, the usual level of physical activity in daily life, at promoting a balanced and sufficient diet, consistent with activities performed and lifestyle.

### **I.D.3. Promoting the transmission of knowledge between generations**

The concept of "active ageing" results from a new vision of ageing which aims to place the knowledge, know-how, experience and resources, possessed by senior citizens, in the service of social development. Relations between generations may become a key element of the social policy, through the help provided by senior citizens, to pupils in difficulty for example.

While continuing to promote the preservation of employment until the age of 60, it is necessary to promote solidarity between generations and the pursuit of social and cultural non-professional activities.

### **I.E. Absence of discrimination between men and women, at work and in the city**

#### **I.E.1. Promoting professional mixing and equality**

The full potential of strategies promoting professional equality in companies must be exploited in the context of these latter's social responsibility. The European Union has set a women's employment level of 60% for 2010. This figure must lead to a renewed approach to company time management.

#### **I.E.2. Enabling time adaptations, with better consideration for parents' legitimate requirements**

The partnership initiated between the ministry in charge of transports and the ministry in charge of women's rights shall be reinforced in order to improve the quality, safety and accessibility of public transports, for which women, and in particular young mothers, represent two thirds of users.

#### **I.E.3. Fighting against all forms of violence**

The violent acts perpetrated against women constitute an infringement of individual dignity, which is incompatible with the harmonious development of a society. The exploitation of prostitution and the trade in human beings also represent intolerable violations of human rights. The taking into care and accompaniment of women, who have been the victims of violence, in specific accommodation facilities shall be assessed, in view of their generalisation.

#### **I.E.4. Promoting the position and image of women in the civil and political society**

The debate must be enriched through the increased presence of women within the political authorities. The role, here, of the political parties is essential, as it is these latter that nominate the candidates.

#### General contents

# NATIONAL STRATEGY FOR SUSTAINABLE DEVELOPMENT

## ACTION PROGRAMMES

### THE CITIZEN, A PLAYER IN SUSTAINABLE DEVELOPMENT

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Sustainable development is everyone's business. It is critical for citizens to be aware of the stakes and to consider themselves as genuine players in this approach. In order to be able to fulfil this role, they must be trained - from early childhood, in the context of our education system - and informed, such that they are made aware of the importance of the interactions between the economic, social and environmental fields and that they are able to assess the impact of their daily acts. Their participation in process of defining the decisions concerning them must be reinforced, in particular through public debate.

#### **I.A. Making the concept of sustainable development understandable by all and sensitising citizens to its different dimensions**

Sustainable development is a concept as yet little known to the general public. A prior and sustained sensitisation and teaching effort concerning this topic with respect to opinion relays (journalists, associations, etc.) appears essential in order to mobilise all of society.

It is necessary to gain an insight into how citizens understand this concept, in order to adapt the messages broadcast in view of improving this knowledge.

##### **IA.1. Better understanding the general public's perception of sustainable development**

A precise study will need to be performed in order to target the public's questions and expectations with respect to the stakes of sustainable development, and to regularly monitor opinion evolution in this respect.

**Aim: annual polls performed from the first semester of 2004 onwards.**

##### **Action plan:**

- to conduct, with the backing of the Government information service, a preparatory qualitative study aimed at identifying the public's perception of sustainable development, then to define, each year, a poll intended to measure the evolution of public opinion.

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## I.A.2. Creating a common message

**Aim: the different interpretations that can be made of sustainable development render essential the definition of common "language elements". Action plan:**

- to set up an interministerial workgroup, co-organised by the ministry in charge of sustainable development and the Government information service, pertaining to press relations and in charge of proposing methodological advice and tools to enable each ministry to work on the topic of sustainable development with its "press targets" and journalists.
- to create a glossary of sustainable development terms, thus enabling the various communication authorities, along with the schools of journalism and ongoing training organisations for these same professionals, to possess a common and coherent language.
- In the context of "Research in the service of sustainable development" workgroup, set up by the ministry of youth, national education and research, a specific effort on scientific communication and sustainable development shall be made.

## I.A.3. Informing and communicating

The broad distribution of this information requires the mobilisation of all networks, both at the national and local levels.

**Aim: to enable, within the next two years, all publics to acquire a satisfactory level of knowledge concerning sustainable development. Action plan:**

- The communication department of the ministry in charge of sustainable development shall bring this information to the journalist initial and ongoing training organisations.
- to organise annual "general public" sensitisation campaigns after the fashion of the "sustainable development week", whose first edition is to be held in 2003. The ADEME<sup>11</sup> shall be one of the vectors of sustainable development sensitisation for all publics (general public, companies, councillors, etc.);
- to distribute to the State's decentralised departments, in particular through the use of the Internet, the tools providing the public, at the local level, with high quality information; to promote this action to the territorial authorities in order to incite them to adopt a similar approach, by promoting free and easy access to sustainable development-related information.
- to promote the distribution to the public of analyses, concepts, scenarios and data resulting from research into sustainable development, in a format corresponding to the users' expectations.
- from 2003, the multiannual objectives agreements of the associations working in the field of sustainable development shall integrate the communication and information objectives.
- to intensify and take advantage of the action of the networks, developed over the past years around the distribution of scientific and technical culture, particularly in the context of the Science Festival.

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<sup>11</sup> Agency for the environment and energy management

## **I.B. Providing the public with reliable and transparent information on sustainable development**

The information pertaining to sustainable development must reflect the diversity of knowledge. It must enable citizens to understand, analyse and assess the situation.

The implementation of sustainable development indicators should fit into the continuity of the approaches conducted at the European and international levels.

In the environmental field, beyond the data supplied by the French institute for the environment (IFEN), the data concerning the major industrial emissions into the air and water, along with the inventories of emissions into the air, for all sectors (energy production, transport, industry, services, residential, agriculture, etc.) shall henceforth be made freely available on the Internet. During the implementation of the European Pollutant Emissions Registry (EPER), a new step must be taken to inform the public of the pollutant emissions of industrial facilities, through communication actions and the organisation of debates concerning the data. Furthermore, the registry data shall be updated and made consistent with the PRTR<sup>12</sup> / ECE (UN) voted in Kiev in May 2003.

In the health and social field, an large quantity of data is collected at the national scale, in particular by the national institute for statistics and economic studies (INSEE), the French National Institute for Health and Medical Research (INSERM), the Centre for health economics research information and documentation (CREDES), the research, information and statistics organisation directorate (DARES) and the research, information, assessment and statistics directorate (DREES). A number of these indicators are regularly compared to those whose robustness has been tested through work performed at the European level, or at the level of the United Nations Development Programme (UNDP). Furthermore, the health directorate general, in collaboration with the INSERM, has undertaken a large-scale methodological study, to follow up a certain number of indicators intended to "target" and monitor a number of public health objectives for 2003-2005.

### **Aim: to obtain a clear and overall view of the status of sustainable development each year. Action plan:**

- to define a limited list of indicators, in order to be immediately operational, making use, in particular, of the sustainable development indicators defined during the European Council of Lisbon, or at the international level (United Nations, OECD);
- after assessment and if necessary, to define additional indicators;
- to make these indicators available on the Web site of the ministry in charge of sustainable development.

## **I.C. Developing, in schools and extracurricular activities, environmental education for sustainable development and better integrating this into the professional training curriculum**

### **I.C.1. Generalising environmental education in schools**

The development of education for sustainable development requires the prior implementation of genuine environmental education, designed as a clearly defined field and not as a new discipline; for this, it is necessary to add an additional dimension to existing teachings.

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<sup>12</sup> Pollutant release and transfer registries protocol / Economic Commission for Europe (United Nations).

The implementation of this policy shall take place on the basis of specific experiments conducted from the start of the 2003 school year, that shall then be assessed prior to generalisation in 2004.

**Aim: to lay the foundations of a national environmental education policy. Action plan:**

- creation of a steering committee bringing together officials and players from the ministry in charge of national education, and representative members of the different partners, and in charge of guiding this ministry's national policy.
- September 2003: experimentation of new teaching approaches in the context of the mission assigned to Professor Ricard<sup>13</sup>, aimed at providing, for age groups ranging from primary to upper sixth form, in school and extracurricular settings, a minimum of 60 hours environment and sustainable development teaching, that is to say 30 hours during primary education and 30 hours during secondary education.

These experiments shall be conducted in the schools (primary schools, colleges, and high schools) of the Aix, Besançon, Bordeaux, Dijon, Orléans, Poitiers, Rouen, Paris and overseas education authorities. They shall be performed in close collaboration with the territorial authorities and the civil society.

They shall be based on the following scheme:

- in primary education: 30 h dedicated to environmental teaching for sustainable development, according to the terms defined by the school council, in the context of the school programmes;

- in secondary education:

In college: 20 hours, in the context of the teaching programmes, resulting, in particular, in new approaches within certain disciplines, in trans-disciplinary teachings and in the availability of a "environment-sustainable development" option in paths to discovery;

in high school: 10 h resulting, in the context of the teaching programmes, in adapted conventional and trans-disciplinary teachings, making use of innovative and recent teaching methods such as civic, legal and social education, supervised personal work and multi-disciplinary, professionally oriented projects.

These teaching approaches, conducted in the school environment, should be complemented by extracurricular educational activities fitting into the context of national ("A thousand challenges for my planet") or regional systems (art and culture project classes, heritage classes, nature discovery classes) enabling pupils to take possession of their environment, whether natural or man-made.

- return of experiment results for analysis and validation, followed by generalisation at the start of the school year in September 2004, by a commission made up of representatives of the ministry, the civil society and the territorial authorities;
- organisation of a national conference on the topic of environmental education for sustainable development and the broadening of the scope of audiences concerned by this education;
- summer of 2004: publication of an official document explaining the national policy; this document shall highlight environmental education for sustainable development as a priority;
- September 2004: signing of a national charter, generalisation of experiments, creation of a national observatory of environmental education for sustainable development;

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<sup>13</sup>

Professor Ricard, director of the environment, geo-engineering and development institute (EGID) at the Michel de Montaigne University, Bordeaux 3, has been assigned a mission by the Prime Minister to conduct a study of related education and training.

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- signing of the "national charter for environmental education for sustainable development", referring to new regulations implemented *via* the academic environmental education and training plans for sustainable development;

- generalisation of experiments to all schools.

The heads of the regional education authorities shall be responsible for implementing the academic environmental education and training plans for sustainable development, and shall be assisted in this by academic representatives. The academic inspectors shall act as contacts with the territorial authorities and shall monitor the implementation and progress of these academic plans in the schools. The schools shall act as the operational relays of these new teaching approaches, based on the school work plans. Resource individuals (educational advisers or other) shall help in conducting the projects within a framework of partnership with territorial authorities, associations and the economic world.

- creation of the national observatory of environmental education for sustainable development, whose networked architecture shall bring together French and French speaking organisations working in this field (CRDP<sup>14</sup>, IFRfE<sup>15</sup>, associations, territorial authorities, etc.), with a network head located in a major public establishment.

The observatory's mission will be to list and inform teachers of the existing teaching tools, to provide up-to-date and validated scientific and technical information, and to be a place of exchange between players in environmental education for sustainable development.

### **I.C.2. Developing awareness of the environment for sustainable development in extracurricular activities**

Environmental and sustainable development education does not stop with schools. All extracurricular and leisure activities, including sports activities, can be used as support for developing environmental education in a sustainable development perspective.

#### **Aim 1: support for environmental and sustainable development projects.**

##### **Action plan:**

- to encourage environmental activities developed within territorial education policies, in particular through local education contracts, activities in which the territorial authorities, the ministry in charge of national education and youth, and the ministry of sport are jointly involved.
- making the most of professional experience acquired in the environmental field by young pupils, aged 16 and over, in extracurricular and out-of-school contexts, by making use of the evolution in training courses and new possibilities offered by the "validation of experience acquired", through a close partnership between the youth information networks and the clubs and societies.
- **tracking indicators:** *number of actions related to the environment and to sustainable development in activities involving young people.*

#### **Aim 2: to reinforce and better integrate environmental education and the sustainable development culture into training courses pertaining to the education of young people.**

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<sup>14</sup>

<sup>14</sup> Regional centres for educational documentation

<sup>15</sup> Environmental education research and training institute.

### **Action plan:**

- by acting on the training of teachers and trainers, and in the context of the preparation for the various certificates;
- by acting on the ongoing training of employees assigned to the youth directorate.
- **tracking indicators:** *number of training actions involving the environment and sustainable development.*

### **Aim 3: to promote environmental education for sustainable development through sports activities.**

#### **Action plan:**

- to implement sensitisation actions, local initiative aids and sustainable development training for individuals performing physical and sports activities;
- to support, through the regional component of the National fund for the development of sport, for sports club projects promoting the integration of criteria related to sustainable development and to environmental education.
- **tracking indicators:** *number of actions implemented.*

### **I.C.3. Increasing the integration of sustainable development into professional training**

Professional training is a field shared amongst a large number of players: State, employers, social partners, regions, along with public and private teaching organisations. Faced with the wealth of possibilities offered and with the dispersal of actions, it is essential to maintain this great variety, while guaranteeing training courses with national, or even European level validation, in particular through the validation of experience acquired.

Furthermore, it is necessary to include the sustainable development dimension in the professional training actions, so that the individuals, with respect to the trades and know-how that they acquire, are able to fully integrate it into their future professional activities. All partners must initially make use of the identification and pooling of initiatives contributing to an improved appropriation of the stakes of sustainable development, then generalise them. In this respect, the initiatives selected in terms of architecture, are exemplary and may be inspired from other specific types of training.

To conduct public policies in the field of sustainable development requires specialist professionals of varying levels, in particular in terms of environmental health and safety, in order to scientifically assess the risks and to better manage them. The existing training and research structures are currently insufficiently coordinated and their numbers are too low.

The public health bill (2003) comprises the creation of a college of higher studies in public health (EHESP), intended to network the existing knowledge. It involves the transformation of the national school of public health into a scientific, cultural and professional establishment. The EHESP shall dispense multi-disciplinary teachings, in particular concerning health-related aspects of sustainable development.

### **Aim 1: to enable an improved national validation of experience acquired. Action plan:**

- on the initiative of the competent ministry, the various players involved in professional training shall meet on a regular basis, in order to enable trained individuals to benefit from a recognition of their expertise and thus to acquire a genuine 'portfolio' of expertise.

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**Aim 2: to mobilise professional training in order to distribute practices in favour of sustainable development. Action plan:**

- the ministry in charge of professional training and the National centre for adult vocational training (AFPA) shall perform, from 2003 onwards, an inventory of training courses needing to be complemented with a sustainable development sensitisation dimension. Subjects such as new manufacturing and production methods, resource, materials and waste management, along with risk management shall be covered; a specific action plan shall be defined (concerned courses, possible modules, etc.);
- the European Social Fund (ESF) shall be mobilised for the development of sustainable development sensitisation tools and the broadcasting of best practices;
- as resource locations can relay debates, analyses and initiatives for the benefit of a broad range of players, shall be mobilised, in particular, the centre for the development of vocational training information (INFFO) and the national vocational certification commission, through its databases.
- **tracking indicators:** *distribution of the inventory and of the action plan, number of actions funded by the ESF.*

**Aim 3: to develop architect training courses in favour of sustainable development. Action plan:**

- to extend the pilot sustainable development training modules to all schools of architecture and to make them compulsory;
- reassessment of teaching programmes, in order to fit these teachings into the programmes subjected to accreditation;
- in the context of the new "Bachelor - Master - PhD" (BMP) reform, insertion of training in environmental quality and integration of the requirements of sustainable development into course content.
- from 2004, integration into competitive recruitment examinations for architecture school teachers, of candidates' expertise in these fields;
- to initiate long-term ongoing training in sustainable development for confirmed professionals wishing to become involved, and to set up short and frequent training courses for young architects;
- to negotiate, with the different players, the terms of accreditation of these courses (HEQ - high environmental quality - association, construction scientific and technical centre - CSTC -, Qualitel association), in order to achieve better recognition from customers.
- **tracking indicators:** *number of training actions organised each year, number of individuals trained each year.*

**Aim 4: to develop training actions for players in the agricultural world, in favour of sustainable development. Action plan:**

- to generalise the integration of sustainable development into all initial and vocational training modules falling within the expertise of the ministry in charge of agriculture.
- **tracking indicators:** *number of training actions.*

**I.D. Facilitating the participation of citizens in the public debate.**

Beyond the proposals contained within the decentralisation bill concerning the development of direct local democracy, the citizens and civil society's players must be able to participate in the preparation of local, regional or national decisions.

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Thus, it is important to increasingly call upon certain institutions such as the socio-economic council (CES), the regional economic and social councils (CESR), the national public debate commission (CNDP) and the national council for sustainable development (CNDD).

Finally, training the decision makers and councillors to dialogue with the public by providing them with appropriate tools is essential in order to establish a genuine "proactive culture" in France.

**Aim: to increase the number of national scale public debates and experiences at the local level. Action plan:**

- to promote the organisation of one national scale public debate per year and, if possible, several citizens' conferences at the local or regional levels. Some territorial authorities could create steering committees in charge of organising citizens' conferences;
- to solicit the CNDP to organise meetings, within each ministry, on the point of organising public debates and the corresponding procedure;
- to implement, from 2004, a number of procedures for monitoring and assessment, by the concerned citizens, of the public policies covered by citizens' conferences;
- to establish a series of guidelines for the decentralised departments, customers, local councillors and associations, in order to provide them with the appropriate marks for conducting a productive dialogue.

General contents

# National Sustainable Development Strategy

## TERRITORIES

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The territories represent the heritage of Mankind. The connection between the territories and Man is intimate: they provide him with all that he requires, he maintains them, develops within them and they provide him with new strength. Mankind is compatible with and responsible for these territories, entrusted in him by previous generations and that he shall pass on to his successors.

France's biological diversity is rich and renowned. The protection and management of this diversity represent a key element of the national strategy for sustainable development, which reflects, in this field as in others, the need for player accountability and for "good governance".

The wealth and variety of France's natural spaces, landscapes and rural territories have placed it in a unique position in Europe, or even in the world. This position is, of course, the result of specific ecological conditions, but also and mainly of the management methods implemented and perpetuated throughout history, by owners and managers.

In some of these urban or rural territories, however, a number of social, environmental and economic inequalities have built up.

Only a concerted action in partnership with the players in the field, starting with the local authorities, will enable us to meet this territorial conservation, enhancement and re-balancing challenge.

### I.A. The urban and built-up dimension of the territories

#### I.A.1. The national cultural heritage action plan

The heritage is a development factor for the territories. It serves to build a strong territorial image, to which the players can identify. This image favours territorial attractiveness and settling. Its enhancement for sustainable economic development reflects the importance of cultural factors and may offer scope for initiatives from all territorial authorities.

**Aim: to accompany the nation action plan for cultural heritage by the sensitisation and education of citizens and decision makers to the respect for and enhancement of the heritage.**  
**Action plan:**

- to put forward innovative French and European "integrated conservation" practices, along with their impacts in terms of sustainable development;
- to perform cultural heritage-related trade and know-how enhancement and training actions; to assist in amplifying and structuring the networks of professionals trained in heritage issues in providing advice to councillors and inhabitants.
- to undertake, in the protected urban centres, a number of programmed habitat improvement operations (OPAH) with heritage-related components, in view of re-qualification to quality habitats for social purposes.
- **tracking indicators:** *national cultural heritage action plan, number of OPAHs with heritage-related components.*

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## I.A.2. Controlling urban spread

The control of urban spread has become a key issue in the prevention of social segregation, the conservation of natural resources - the soil in particular -, risk management, pollution prevention and the fight against climate change. It implies better integration with movement management. Faced with the current increase, be it conscious or subconscious, in urban spread, it is necessary to make cities sustainable and desirable, by improving urban life and attractiveness.

**Aim 1: to reduce the rhythm of consumption, by the urbanisation process, of natural and agricultural spaces; to decrease energy consumption and movements related to the daily life of families: education of children, work, leisure activities.**

### Action plan:

- to set up the territorial coherence frameworks and to assess their contribution to the control of urban spread, with particular emphasis on the connection between urban planning and movement.
- to develop a property support measure tool for sub-urban natural and rural spaces requiring protection from urban planning;
- in the overseas departments and territories, to reinforce the role of property establishments for sub-urban spaces and to promote the densification of city centres, in the context of the insalubrious habitat resorption operations and the construction of social housing;
- to put forward the policies and experiments conducted by the towns and villages for "sustainable and desirable" development; to define a national communication plan for emphasising city life.
- **tracking indicators:** *observation and monitoring system (natural resource consumption, mobility-related energy consumption, urban quality, and environmental quality indicators) in collaboration with the French Institute for the Environment (IFEN).*

**Aim 2: to analyse territorial vulnerability to energy constraints**

### Action plan:

- to identify those territories for which an important increase in fuel would lead to problems in accessing essential services;
- to step up the search for alternative solutions (development of new transport systems and intermodality, service organisation and densification), in order to integrate them into any territorial planning decisions.
- **tracking indicators:** *mapping of the vulnerable territories.*

## I.B. The rural and natural dimension of the territories

The natural heritage, which is anchored into the identity of the territories and which contributes broadly to the quality of the living environment, requires a specific strategy, analogous to that retained for the cultural heritage. Indeed, the protection of nature, in the broad sense of the term, includes not only the habitats, species and spaces that are protected by regulations<sup>16</sup> or contractually managed<sup>17</sup>, but also the "ordinary" nature and the rural space in general.

This new approach, centred on the specific value of the French natural heritage, its protection and management, on the will to transmit it to future generations, must simultaneously integrate the three pillars of sustainable development, cover the whole national territory and fully integrate the principles of decentralisation and contractualization. Indeed, one of the major stakes consists in defining the appropriate level of territorial coherence.

### I.B.1. Conserving and enhancing the natural heritage by favouring partnership management.

Multi-functionality constitutes the main progress objective in the management of natural and rural spaces. It is necessary to reconcile as well as is possible, functions of an economic nature (agricultural and forestry production activities, rural tourism, etc.), but also social (nature-related amenities, leisure activities and sports, etc.) and environmental (protection and conservation of biodiversity and resources, prevention of natural risks, etc.), for the satisfaction of the population's current and future needs.

Both the public and private players must be actively involved and make use of all available intervention methods to preserve and enhance the natural heritage: regulatory and contractual actions, financial or tax incentives or compensations, property actions, etc.

In this perspective, the ministry in charge of ecology shall initiate in 2003, by mobilising the concerned players, a debate intended to modernise the natural heritage management policy, in view of translating it, for 2004, into legislative and regulatory terms. The scientific knowledge tools, the collective decision making procedures and the financial systems (including tax incentives) shall be the major topics of the debate.

**Aim 1: to modernise the natural heritage management policy; to involve local players and render them accountable for the management of the natural heritage.**

#### Action plan:

- to simplify and improve the provisions for the management of natural and rural spaces in forthcoming laws and regulations, by seeking to involve local players, along with a greater territorial consistency and improved legibility for all citizens;
- to promote, in a similar fashion to the experience developed by the natural parks over the past 40 years, a decentralised and contractualised management of the natural heritage;
- to modernise the national parks in order to better anchor them within their territory; M. Jean-Pierre Giran, deputy of the Var department, will be submitting a report on this subject by the summer of 2003;
- to encourage the creation of agreement protocols and best practices charters amongst the concerned players and to define sustainable management advisory system for natural and rural spaces, accessible to all landowners;
- to promote the assessment of space management, through the development of indicators (nature reserve management plans, regional nature park charters, Natura 2000 site objective documents, etc.);
- to implement a number of geographic information systems, at the regional level, for the various space management tools and to ensure that the data are published on line.
- **tracking indicators:** *finalisation and implementation of a new policy for*

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<sup>16</sup> National parks, nature reserves, listed sites, land acquired by the Conservatoire du Littoral

<sup>17</sup> Nature parks, Natura 2000 network site, land managed by regional nature conservatories, by the departments.

*the natural heritage including these different components.*

**Aim 2: to base natural heritage management on quality and shared knowledge and scientific data, contributing to providing managers with decision support tools.**

**Action plan:**

- to create, within the ministry in charge of ecology, a national scientific council, working together with the regional natural heritage scientific councils and in charge of issuing opinions and expert assessments of subjects pertaining to the natural heritage in the broad sense of the term;
- to create and manage a national observatory of wildlife and its habitats, supplied in particular by the regional aspects of the management of wildlife and its habitats;
- to initiate, under the aegis of the national natural history museum and in the medium-term, the rendering coherent, the structuring and the consolidation of the national inventory of natural and landscape heritage, by mobilising all data producers.
- **tracking indicator:** *installation and implementation of the above-mentioned tools.*

**Aim 3: to define and implement the national strategy for biodiversity.**

In application of its international commitments (biological diversity agreement, adopted at the 1992 Earth Summit), France shall present a national strategy for biodiversity in 2004. The definition of this strategy shall bring together the various players, such that a new "social contract for biodiversity" emerges, based on the knowledge of our natural heritage and the search for a collective commitment to its protection, enhancement and management.

**Action plan:**

- to define and implement the most remarkable strategic territorial management guidelines in terms of biodiversity;
- in the overseas territories, to define a sustainable biodiversity (land and sea) enhancement plan and, in this respect, to assist in the implementation of appropriate management tools (regional natural parks, nature reserves, interventions by the Conservatoire du Littoral (public administrative body with the responsibility of conducting appropriate land-use policies for the protection of threatened natural areas), collective sustainable agriculture contracts, etc.); to involve the existing consultation authorities, the representatives of native populations, consular bodies and professional organisations in the drafting of this plan; to incite the authorities of the Pacific communities to adopt such plans.
- **tracking indicators:** *adoption of the national strategy for biodiversity.*

## **I.B.2. Agriculture, a territorial planner**

Rural territories are closely connected to urbanization: the sustainable management of these territories requires coherent policies, of which the rural policy is one element.

State action must now be redefined and re-focussed in order to guarantee territorial equity and to federate local dynamics, within a context of diversity of rural territories and of their issues.

The bill in favour of the rural world intends to promote a new economic dynamic for rural territories, through job flexibility and their multi-active nature, along with improved public access to services. It also aims to preserve and enhance natural resources and the living environment, by improving the protection of the most fragile suburban agricultural and forest areas, by simplifying and decentralising the

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property development systems, and by protecting and enhancing pastoral areas and humid zones. It also aims to promote a new partnership between farmers, foresters and society, thus improving activity and supply in social terms, with particular respect to tourism in rural territories. Finally, and in particular through the development of pastoralism, or at least its maintenance, it intends to promote the balanced territorial distribution of farms and to limit agricultural desertification.

### **Aim 1: to uphold pastoralism.**

#### **Action plan:**

- to make use of the tools of the second pillar of the common agricultural policy, such as compensatory allowance for natural handicap (CANH) in disadvantaged areas, in particular in the mountains, and to reinforce their support for the first 25 hectares;
- to implement the agri-environmental grassland incentive payment (PHAE);
- to maintain the non-saleable milk quotas.
- **tracking indicators:** *funds dedicated to CANHs and concerned surfaces; funds dedicated to the PHAE and concerned surfaces.*

### **Aim 2: to encourage the secure agricultural recycling of organic waste for spreading**

#### **Action plan:**

- to improve the quality and monitoring of sludge produced by urban sewage treatment plants and from agribusinesses that have selected the agricultural spreading option;
- to develop quality approaches by the circuit's various players;
- to seek a national agreement of stakeholders on the basis of the work conducted by the "national sludge committee"
- to ensure the transparency of spreading plans.
- **tracking indicators:** *surfaces receiving urban organic waste and subject to traceability; territorial plot-based management of all spreading operations.*

### **Aim 3: to redirect property planning towards sustainable development, simultaneously providing: the improvement of operating conditions for farms and forestry; the development of rural territories; the prevention of natural risks related to erosion and floods; the upholding of natural resources (biodiversity in particular) and the enhancement of landscapes.**

#### **Action plan:**

- to simplify, clarify and modernise the property planning procedures;
- to decentralise these procedures;
- to favour partnership area management in direct relation with the players.
- **tracking indicators:** *rural affairs bill.*

### **Aim 4: to define global sustainable development projects for major stake territories, thus favouring the involvement of all concerned players, and in particular the local authorities.**

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### **Action plan:**

- to implement, in the major stake territories, a sustainable agriculture plan;
- to define, within the next five years and for all regional natural parks, a sustainable agriculture and silviculture plan;
- to include a sustainable agriculture approach into the local agendas 21 and the charters for countries comprising rural territories;
- to promote new territorial forestry charters and to finalise the 19 ongoing charters;
- to dedicate a significant proportion of sustainable agriculture contracts to major stake territories (water, well fields, Natura 2000 sites, etc.).

### **I.B.3. A forest of great wealth**

Although it is in generally good condition, the forest must also receive particular attention. Several important issues requiring particular attention can be distinguished:

- territorial issue, with in particular the appearance of agricultural desertification areas leading, through natural growth, to the formation of wooded areas;
- economic issue, in which the continuous increase in resource must be compared to harvest stability, the increase in trade balance deficit and the need to improve the competitiveness of the wood sectors;
- environmental issue, with in particular the reinforcement of the "carbon sink" role of forests and the reduction of their vulnerability to storm and fire hazards;
- sustainable forestry management certification issue, a recently adopted major turning point, with in particular the implementation of the PEFC (Pan European Forest Certification) system.

### **Aim 1: to promote the certification of French forests, a guarantee of their sustainable management.**

#### **Action plan:**

- to complete the implementation of regional entity certification;
- to promote the adhesion of forestry land owners to a certification system;
- to promote the use of certified wood by informing consumers;
- to promote an international mutual recognition framework for the various forest certification systems.
- **tracking indicators:** *number of certified regions; surface areas covered by a certification system.*

### **Aim 2: to improve the economic competitiveness of wood-based industries.**

#### **Action plan:**

- to promote economic pooling and to encourage combined approaches at the growing stock level leading to increased harvests and improved competitiveness (servicing, pooling, sorting, logistics);
- to extend the mechanization of the logging industry to all forests and to adapt their structure to this mechanization;
- to seek means of improving the industry's economic competitiveness in all possible respects (inter-professional organisation, regulations, tax, investments, technological development).

## **I.C. Conservation of environments**

The marine and freshwater environments, along with certain sensitive environments (coastline, mountain, etc.), must receive particular attention, considering the issues at stake.

### **I.C.1. The marine environment**

France possesses the world's second largest maritime zone, thus providing it with access to considerable resources and it is responsible for ensuring its sustainable management. For this purpose, an effort must be made to improve the knowledge of the resources and mechanisms that govern the ambient ecosystems in the perspective of the future European marine strategy.

**Aim: to reinforce our knowledge of the marine environment and hence our ability to preserve it.**

#### **Action plan:**

- to improve our knowledge of marine ecosystems;
- to list the resources of the continental plate, in particular the ecological, energy and mining resources, and to identify zones favourable to environmentally respectful exploitation;
- to develop operational oceanography and observation networks, by creating, in particular, a European oceanography centre.

France shall implement the 2002 European recommendation for the integrated strategy for the management of coastal waters (GIZC) and the settling of user conflicts, by promoting a management system based on a prospective approach and on scientific data accessible by all. In this perspective, a geographic coastal repository shall provide a common support to the geographical data of the various players and experiments shall be conducted in collaboration with voluntary regions.

A series of 15-year plans shall be established for the concerted development of offshore wind generators and the extraction of marine aggregates.

### **I.C.2. Preserving freshwater environments**

The water policy must be renovated, particularly in view of the application of the European water framework directive. This directive assigns to each member State a number of ambitious objectives for the quality of the bodies of water and for the sustainable management of this resource by 2015. Already, it plans to perform a general inventory (before the end of 2004), and to reform the water information system (before the end of 2006), to revise the water master development, planning and management (SDAGE) and to define a number of administrative measure programmes (before the end of 2009).

The water resources and aquatic environments must be better managed. Sustainable water management is based on a global approach, covering both surface and subsurface water, quantity and quality, while taking into account the physical, chemical and biological equilibria of the ecosystems in a long-term perspective. The most appropriate territories for the management of water resources are the catchment basins. The success of the water policy demands the consultation and participation of the various categories of concerned users, at all levels, territorial, national, basin and sub-basin. Water management must also call upon economic incentive instruments, in this case, the polluter-payer and user-payer principles.

A specific mission has been entrusted in M. Jean-Claude Flory, Ardèche deputy, in view of a report on the basin taxes for September 2003.

**Aim: to achieve a good ecological water quality before 2015, in compliance with the European water framework directive.**

#### General contents

### **Action plan:**

- to rapidly complete the legislative transposition of the framework directive;
- to organise, in 2003, a major debate on the water policy, involving players from the water sector and the general public, with the backing of the National public debate commission;
- to define, based on the recommendations resulting from the debate, an action programme and, as necessary, a legislative reform;
- to ensure the preservation of humid areas by promoting sustainable activities and practices, that is to say respectful for the environment, biodiversity and the water resources.
- **tracking indicators:** *specific monitoring and observation tools.*

### **I.C.3. Preserving the other sensitive environments**

**Aim: to pay particular attention to the coastline and to the mountain**

#### **Action plan:**

- to ensure the preservation of the coastline by implementing the integrated management of coastal waters, in particular with respect to the settlement of user conflicts, and by supporting the coastline conservation action.
- to ensure the preservation of mountain areas by contributing to the upholding of pastoral activities, essential for the preservation of the wealth of open environments, with paying particular attention to the perpetuation of biodiversity and in particular to the presence of large predators.
- **tracking indicators:** *definition and implementation of the above-mentioned strategies.*

### **I.D. The social and environmental inequalities of the territories**

Urban life, which concerns nearly 80% of the French population, has transformed traditional attitudes, behaviours and social relations. Urban spread and the "social balkanization" of the urban fabric have occasionally led to the marginalisation of the poorest districts.

The connection between social and ecological inequalities, illustrated by the varying exposure to noise or chemical pollution, particularly in urban districts where housing located close to sensitive sites suffer from a drop in value, must be carefully assessed. The environmental education efforts cannot lead to greater social cohesion if social vulnerability remains connected to greater ecological vulnerability. The departmental health engineering services or competent services in the environmental fields can be powerful vectors of social solidarity.

### **I.D.1. Better understanding ecological and social inequalities**

**Aim:** few studies have identified the accumulation of ecological inequalities and social inequalities affecting the populations of certain territories. In order to better know the affected populations, it is necessary to gather and cross-check the various data concerning quality of life, habitat, safety, access to the territory's wealth and to community services

#### **Action plan:**

- the territorial observatory, created by the interministerial committee for regional planning and development (CIADT), convened on 13th December 2002, to establish a shared and updated diagnosis of territorial disparities and dynamics, is in charge of cross-checking the data and networking existing observations: the observatories of poverty and exclusion, of economic mutations, of noise, the French Institute for the environment, the national institute for statistics and economic studies, the central department of statistical studies and surveys, etc.

- **tracking indicators:** *effective data cross-checking and information distribution.*

### **I.D.2. Reducing inequalities: initiating urban renovation in order to improve habitat and environment conditions in priority districts**

The urban renovation programme is aimed at restating the habitat, urban functions and the quality of services provided in the city policy's priority districts, where live 4.5 million of our fellow citizens.

**Aim:** to integrate into the urban renovation programme an objective of a high degree of quality in terms of sustainable development.

#### **Action plan:**

- to build a high quality sustainable development repository for local renovation programmes, in collaboration with and based on the experience of the local agendas 21;
- to ensure, during the urban renovation operations, that those populations with the greatest difficulties benefit from qualifying professional careers and economic spin-offs;
- to obtain, at the European level, a series of appropriate legal tools allowing the definition, in terms of general benefit services, of a common base which is not subject to the application of general competition rules;
- to sign, at the national level, a template charter, between the concerned public and private players, based on a concept of services (water, waste, roads, public transport, energy, safety, culture) that complies with the principles of sustainable development.
- **tracking indicators:** *assessment of the integration of the repository, proposed job categories.*

### **I.D.3. Measures for the overseas departments and territories**

**Aim 1:** to work, over the next 10 years, towards the eradication of insalubrious habitat areas, towards the implementation of specific urban renewal operations and towards the standardisation of existing social habitat constructions integrating seismic risk prevention.

**Action plan:**

- to promote, overseas, a number of urban mutation processes contributing to the implementation of insalubrious habitat resorption operations and of the construction of social housing in the context of urban projects.

- **tracking indicators:** *specific monitoring system.*

**Aim 2:** within 10 years, to catch up on the overseas departments' and territories' structuring delay with respect to equitable access by all to public water, electricity, waste disposal, public transport, school establishment and cultural services.

**Action plan:**

- to develop financial or tax incentives specific to the overseas departments and territories, required for catching up the structuring delays in the water, waste, energy control and renewable energy usage fields and to guarantee the renovation or reconstruction of class D buildings, in view of the seismic risk in the West-Indies.

### **I.E. Better associating the local authorities with territorial management**

The territorial authorities are essential players for conducting concrete sustainable development public policies in line with the day-to-day needs of the citizens. They are able to promote development integrating the economic development, social and cultural actions, urbanism, travel, habitat and environment policies for which they possess the expertise. Their actions may be more easily made consistent with the notion of project.

#### **I.E.1. Defining territorial sustainable development projects that comply with the principles of the Rio Agenda 21**

In the terms of chapter 28 of the Rio declaration, the local agendas 21 are sustainable development projects initiated by the authorities. The recent laws favour territorial sustainable development projects resulting in conurbation projects, country or regional natural park charters, or even territorial coherence schemes' sustainable planning and development projects.

**Aim:** to promote, within 5 years, the implementation of 500 local agendas 21, in particular in territories receiving public aid, such as the major town projects, regional natural parks, associations of towns, countries or conurbations in the context of the territorial contracts.

### **Action plan:**

- to incite the local authorities, and in particular their associations of communities, to integrate the objectives of the Rio Agenda 21 into their development projects and schemes. In cases where a progressive approach seems necessary, priority will be granted to the fight against climate change;
- to implement a system, at the regional level, for the mutualisation of existing public subsidies for territorial engineering and development (State, Agency for the environment and energy management (ADEME), consignments and loans fund, region, etc.), in order to assist in the definition and implementation of local agendas 21. This system could accompany their technical and financial establishment;
- to develop, in partnership between the State, the local authorities and the civil society (associations, companies), an initial list of reference criteria for the sustainable development of territorial projects, at the various scales (district, urban renovation area, urban free zone (UFZ), local authority, or even department and region);
- to encourage sustainable development practices by local authorities, through the following measures: creation of a resource centre for networking existing organisations; implementation of a network of pilot territories in terms of sustainable tourism; cooperation agreement development incentives, for example between regional natural parks and their towns, or with other project territories, or in the context of decentralised cooperation; the development of research programmes in partnership with the territorial players; the development of environmental accounts entering into an objective of sustainable development for the different authority levels;
- to encourage public inter-communal cooperation establishments to create advisory councils of the development council type. Overseas departments and territories, creation of advisory residents' commissions at the territorial project level and evolution of the economic and social committee and of the culture, education and environment committee, placed at the region level in the overseas departments, along with the Mayotte departmental authority, towards a "sustainable development council".
- **tracking indicators:** *number of local agendas 21, number of inhabitants concerned by a local agenda 21.*

## **I.E.2. Developing a "sustainable" approach to cross-border cooperation**

**Aim: to facilitate the implementation of the concerted management of cross-border areas and of joint projects in the context of bilateral agreements with neighbouring countries**

### **Action plan:**

- to raise all legal obstacles to the implementation of common public project ownership tools for the coherent management of cross-border areas and territories and the development of a coordinated offer of services;
- to coordinate, on either side of the border, the system for the protection of species and biotopes, of resources, risks and singular species, and the ecological rehabilitation policies for sites, the opening to public rules and the tourist enhancement strategies;
- in particular, to promote the development, in the globe's three oceans, of regional cooperation initiatives in terms of the sustainable development of coral reefs; similarly, to promote regional cooperations in terms of renewable energy sources and prevention actions with respect to natural risks; to assist in the development of cross-border cooperation for the protection and sustainable management of tropical forest biodiversity between Guyana and Brazil and on the Guyana plateau.
- **tracking indicators:** *appropriate legal provisions.*

#### General contents

# National Strategy for Sustainable Development

## **ECONOMIC ACTIVITIES, COMPANIES AND CONSUMERS**

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Companies, whether large, medium, small or individual, are at the heart of the challenges for sustainable development. It is these latter, through the work of their employees, that generate the majority of a country's wealth, "of its development".

It is also these companies that, by and large, determine our "environmental footprint". Thus, all are aware of the pollution and risks issue with respect to industrial production. Indirectly, the role of companies in sustainable development is also significant due to the goods transport that they generate (see transport action programmes) and to the waste issue (elimination and recycling).

Companies and consumers play a central and complementary role: companies offer goods and services and the consumers select them. The role of these latter is determining and inescapable, but has to date been inadequately integrated. It is for this reason that the present national strategy for sustainable development proposes a series of strong actions intended to re-balance the issue of economic activities. Also, downstream of the productions activities, a number of actions are proposed concerning the processing and distribution sectors, and also concerning the evolution in consumer and investor behaviour.

With respect to the debate on environment tax, the measures to promote currently are those tending towards a shift in behaviour consistent with the long-term evolution of the value of environmental goods. A number of these goods could see their value increase due to their increased scarcity and/or to the increased damage associated with their use. One of the aims of environmental tax is to internalise environmental costs through modification of the price definition system, ensuring that agents integrate the actual cost of the environmental resource (e.g.: water treatment) or the effective external cost that the community has to bear (e.g.: climate change).

### **I.A. Encouraging all companies to commit to sustainable development approaches**

**Aim 1: integration of sustainable development by all companies  
through the promotion of voluntary commitment  
approaches**

#### General contents

The integration of sustainable development by companies can represent for these latter a growth and quality improvement factor.

Furthermore, sustainable development is also beneficial for the image of the companies: for an equivalent product, consumers will increasingly tend to select the product from the company that is respectful for the values of sustainable development. In the long term, companies that have not integrated these values may become less competitive. The sooner these economic players have initiated this approach, the more rapidly the consumers shall identify them.

Sustainable development impacts on all sectors of activity. As an example, the financial sector is concerned by the following topics: general public products, ethical investment funds (SRI<sup>18</sup>); social economy, etc. The insurance sector is concerned by investment and industrial and health risk management issues. The construction industry must be able to integrate the HEQ approach. Due to its proximity to citizens, the distribution sector has an important role to play with respect to consumption methods, in particular concerning the end of product service life and waste processing in the various circuits. Voluntary commitments by the distribution sector could pertain to the marketing of eco-responsible products, in particular clean brands, or to fair trade.

### **Action plan:**

- voluntary commitments with professional bodies representing sectors of activity shall be detailed and costed in terms of objectives. They must cover the largest possible number of topics from amongst the following: greenhouse effect, social and environmental responsibility, industrial and health risks, control of energy and water consumption, waste rejects (including circuits), access to innovation, etc. Furthermore, they must comprise a specific SMC/SMI/VSC component, along with a component addressing communication with their profession and their customers.

### **Aim 2: to assist companies, particularly the SMCs, in integrating sustainable development, both individually and in concrete terms.**

Small and medium-sized companies (SMCs) do not generally possess sufficient internal expertise to conduct the appropriate sustainable development approaches alone. The consular bodies and chambers of commerce and industry in particular have a major sensitisation and advisory role to play. The State and the territorial authorities can support the SMCs' approaches, in particular in financial terms. Standards and repositories shall be adapted to the smallest companies.

### **Action plan:**

- to dedicate a proportion of the public aid system to the SMCs in order to lead them to integrate sustainable development into their strategies;
- to incite consular bodies to organise a series of specialised sensitisation and consulting campaigns, aimed at SMCs and very small companies (VSCs) for the integration of sustainable development;
- to amplify the best practices expertise, sensitisation and distribution role of the ADEME for companies;
- to increase the implementation of environmental management systems in companies according to the ISO 14001 standard, or to the European "*Eco-management and audit scheme*" (EMAS) regulation, in particular through collective actions and sector-based guidelines.
- to finalise the "guidelines" SD 21 0001 type approach<sup>19</sup>.

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<sup>18</sup> Socially responsible investment

<sup>19</sup> AFNOR (French Standards Institute) project: integration of the stakes of sustainable development into company management and strategy.

## **I.B. Integrating sustainable development into product manufacturing and consumption methods (goods and services)**

In order for sustainable development to innervate in depth the French production systems, it is necessary to act both on product design and on consumers. With respect to France's integrated product policy, emphasis shall be placed on voluntary approaches taking product life cycle into account.

### **Aim 1: to enhance and develop products integrating sustainable development.**

#### **Action plan:**

- to implement, from the end of 2003, the "products" plan currently being defined and which shall comprise, in particular:
  - the doubling, in one year, of the number of product categories covered by official ecolabels: to pass from 35 categories currently (ten years after the creation of the NF Environment make and of the European ecolabel) to 70 categories by the end of 2004<sup>20</sup>. To offer the first 5 companies, requesting an official ecolabel for a new product category, the external testing and certification costs for the first year. To simplify, in administrative terms, the issuing procedures for SMCs/SMIs;
  - research programmes on products and their life cycles, and on the development of eco-responsible purchasing;
  - the drafting of eco-design guides, with the objective of having at least one guide per sector and one per family for 2007, with at least ten for the end of 2004;
  - the promotion of eco-design in higher education, in particular in engineering and design schools.

### **Aim 2: to render product offer more legible and to inform consumers**

It is important that consumers are perfectly well-informed on the aspects covered by the notion of ecolabel. The professional trade and crafts bodies, the chambers of commerce and industry, the chambers of trade and the consumer associations shall be encouraged to take part in this information.

It is necessary to complete consumer information with product markings pertaining to sustainable development, the proportion of products integrating this latter being as yet relatively limited.

#### **Action plan:**

- the minister in charge of trade and the minister in charge of sustainable development shall pursue the work in progress in view of proposing, by the end of 2003, a product marking system, or even initiatives, integrating sustainable development. This system will need to federate existing product markings. It may comprise degrees of "sustainable development" quality. The highest level in environmental terms shall be that of the ecolabel;
  - to conduct at least one official ecolabel promotion campaign per year,
  - to require by law, compliance with the ISO 14 020 and 14 021 international standards for any company presenting self-styled environmental statements on a product;
  - to conduct a specific traceability policy; in this respect, the territorial biological surveillance system with respect to the cultivation of genetically modified organisms (GMOs) must be exemplary.

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<sup>20</sup> as a comparison, Germany possesses 86 categories of ecolabel-eligible products and the Scandinavian countries possess 58. The number of categories required to cover 80% of a household's common requirements with ecolabelled products is estimated at 70.

### **Aim 3: to ensure a waste policy that preserves natural resources and limits environmental and health impacts.**

The waste policy constitutes a major stake for sustainable development. The circuits can only fully play their role if they are well organised and if their players achieve a sufficiently high degree of professionalism.

The actions in this field shall pertain essentially to at-source reduction, to collection bodies and to the recycling of waste. All of these actions have in common the fact that they participate in the improvement of the health environment, but also in the protection of environments and ecosystems.

#### **Action plan:**

- to implement a national system for the at-source reduction of waste, in order to shift the natural upward trend of the amount produced per inhabitant. A number of specific and concrete actions shall be conducted with producers (eco-design assistance) and with distributors (partnership agreements). Consumers (sensitisation) and local authorities shall be associated with these actions;
- the effort towards a better level of waste recycling shall be continued, with particular attention to cost control, a frequently key condition for genuinely sustainable circuits;
- a number of new organisations, whose activity shall be the collection and recycling of waste, shall be created on new circuits, with the concerned professionals. Emerging circuits shall be supported and shall benefit from demonstration operations in order to broadcast best practices;
- due to its volume (32 million tons per year), the processing of waste from the construction industry shall constitute a priority; the aim is to process, over five years, 30% of deposits, compared to 10% currently. For this purpose, selective degeneration operations shall be sought and grouping, sorting and recycling platforms shall be promoted;
- the effect of the waste processing circuits on health and the environment shall be reduced, in particular through illegal waste disposal site closing and resorption, and through incinerator modernisation, as required by the European directives, before 2005;
- the impact of waste processing facilities on the greenhouse effect must be better integrated, in particular through the generalisation of methane emission collection from waste disposal sites;
- finally, specific circuits, designed for waste categories up until now little or poorly integrated, such as dispersed toxic waste, shall be encouraged.

### **I.C. Encouraging innovation and company creation in fields of activity related to sustainable development**

Due to the demand created around sustainable development, a number of new potential markets, sometimes still poorly identified, have emerged, while others have grown. Companies therefore need assistance in adapting to them and developing them.

Innovation and company creation have been identified by the Government as the two national priorities for guaranteeing the competitiveness of our economy, through the "innovation" plan and the "acting for economic initiative" bill. These two actions must promote economic development, in particular around the topics of sustainable development, for example in environment-related trades.

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The term "innovation" refers both to the development of new technologies and of new services. It implies the use of scientific work from all fields, including humanities and social sciences. It is thus necessary to anticipate the social demand for innovations in order to meet the challenges of sustainable development. Public research must play, upstream, a decisive role in order to enable major technological leaps.

All sectors of activity are concerned. New trades and services shall emerge. In 1999, the eco-industries represented a turnover of 183 billion euros within the European Union, that is to say 1.3% of its gross domestic product, and employed 1.6 million people, that is to say 1% of total jobs. The energy sector must comprise the most significant technological breakthroughs, the mission on new technologies for energy is in charge of thinking about this issue. These breakthroughs will be capable of promoting the necessary uncoupling of economic growth from environmental impacts. There are genuine perspectives for economic development.

It is therefore essential to sensitise companies and all economic players to the economic development potential represented by sustainable development. The public innovation support system shall, in parallel, back creative approaches in the field of sustainable development.

### **Aim 1: to sensitise companies and company creators in their innovation process.**

#### **Action plan:**

- to inform and sensitise companies and company creators to innovation opportunities, for example to technologies adapted to sustainable development, including eco-technologies; new services, including new consulting activities; territorial opportunities, in particular within the overseas communities; export-oriented opportunities;
- to work on the legislative and regulatory frameworks, these latter having been led to evolve in parallel to technological innovation.

### **Aim 2: to mobilise the whole public innovation and company creation system in favour of sustainable development.**

#### **Action plan:**

- the State, through its various systems and tools, shall stimulate innovation in the field of sustainable development; in this respect the French Agency for Innovation (ANVAR) shall direct a significant part of its activity to this field; furthermore, the plan contracts and invitations to tender shall be used for this purpose;
- the State shall assess, in parallel, the whole public system (ANVAR, ADEME, key technologies of the ministry of industry, technological research fund, European framework programme for technological research and development, EUREKA, etc.), which already supports, as part of its activities, sustainable development, to reinforce its efficiency and to update its priorities in this field;
- the measures of the "acting for economic initiative" law shall be applied in priority to sustainable development: promoting spin-offs; encouraging economic initiatives by employees; helping in company creation; developing financial engineering, in particular proximity investment funds initiated by territorial authorities; promoting corporate support for innovation projects, for example the creation of companies employing mainly people with difficulties, in exclusion situations or seeking jobs, the re-qualification of jobs through innovation, telecommuting, etc.

#### General contents

## I.D. The development of companies' social and environmental responsibility, a prerequisite for their proper governance

The concept of social and environmental responsibility<sup>21</sup> covers the initiatives taken by companies in view of contributing to improving society and respecting the environment by integrating social and environmental concerns into their activities and into their relations with their "stakeholders". An increasing number of companies are accepting this responsibility with respect to their employees, economic partners and customers. They consider their performance in the field of social and environmental responsibility as one of the components of their identity. On the contrary, the laxness, or even irresponsibility of certain companies may be catastrophic. The development of socially responsible investment (SRI) by an increasing number of investors, that favour companies that assume their responsibilities with respect to society, is evidence both of the demand of capital providers and of a global movement by companies.

**Aim 1: to create a national repository of the social and environmental responsibility of companies, then to promote it, both in France and abroad.**

The notion of social and environmental responsibility is relatively recent. The implementation of such a concept is highly ambitious, as it concerns organisations as complex and branched as those of the industrial and trade worlds.

France intends to adopt a pragmatic approach in this field, by associating, to the greatest possible extent, all the concerned players. After having drafted its definition of companies' social and environmental responsibility, it shall endeavour to promote it at the European and international levels. Breakthroughs in this field must benefit the greatest number. It will be necessary to ensure that foreign companies are treated fairly with respect to French companies, in order to avoid distortions of competition.

### **Action plan:**

- to draft a French definition of social and environmental responsibility, in relation with the representatives of the major French players;
- to articulate this French definition in the most coherent manner possible with existing definitions or those being created by the international authorities, and to act at the international level to promote the emergence of joint assessment tools;
- to enhance the value of companies in their actions in favour of developing countries.

**Aim 2: to incite companies to adopt a responsible operating mode in environmental and social terms.**

Companies in France must comply with environmental and social legislations. The implementation of the concept of social and environmental responsibility leads to extending legislative and regulatory obligations and to adopting "sustainable" behaviours in sectors not covered by the law;

The public players shall actively participate in all international authorities and initiatives (e.g.: ILO, OECD, global pact, *global reporting initiative* or GRI, etc.), by associating as many private partners as possible, including in fields pertaining to ethics (accounts transparency, fight against corruption, etc.)

### **Action plan:**

- to assess the French legislative and regulatory system in terms of environmental "reporting" (article 116 of the new economic regulations (NER) act and its implementing decree) and to examine its coherence with international standards;

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<sup>21</sup> occasionally referred to as societal responsibility

- to promote the creation of reports on sustainable development by non-quoted companies;
- to promote exchanges between the different players in this field, in order to provoke collective emulation and to distribute the experience feedback, activity sector by activity sector;
- in this context, the ministry in charge of agriculture shall initiate a close collaboration with all of its partners, farmers, foresters, professional federations, cooperatives, agribusiness companies, service companies and associations, that may lead to charters and protocols expressing the stakes of sustainable development.

### **Aim 3: to increase socially responsible investment (SRI)**

#### **Action plan:**

- to establish a national definition of socially responsible investment to serve as a repository; to promote this definition at the European and international levels;
- to encourage the development of socially responsible funding by banks, insurance companies, fund managers and regulation authorities. Thus, the law instituting the retirement reserve fund includes, in its policy, the integration of social, environmental and ethical consideration investments: a proportion of the assets of this fund shall be invested according to the principles of socially responsible investment.

## **V. Implementing, at the State level, a financial incentive system**

The State plays its regulatory role through regulations or legislations, but it can also provide a financial incentive for the integration of the environmental pillar of sustainable development.

Historically, the preferred response to environmental management issues has been regulation. With respect to regulatory tools, fiscality allows each agent to freely choose between paying the tax and polluting, or reducing its pollution in order to pay less tax, thus reducing pollution control costs and promoting technical progress.

With respect to the existing environment finality (taxes) but also exemptions and tax credits) whose purpose is generally to internalise environmental costs, the system has partially aged and occasionally lacks clarity. It is therefore necessary to assess it, in order to adapt it to current priorities and to integrate non-tax measures existing elsewhere, or that the State intends to develop. In parallel to this essential task, certain incentive tax measures already appear to be favourable to sustainable development.

Finally, the State can also subject all or part of certain aids to compliance with or integration of sustainable development criteria.

### **Aim 1: to assess the prevailing environmental incentive system, including the tax system and public aids, in order to better adapt it and to render it more coherent.**

#### **Action plan:**

- assessment, from September 2003 onwards, of the environmental impact of the current incentive system as a whole, including taxation;
- reinforced integration, from 2005 onwards, of sustainable development in the evolution of the global tax system.

**Aim 2: to implement a series of new environment-related tax measures in the transport, construction and natural heritage fields.**

Beyond the general development of awareness concerning the need to protect the environment, a certain number of targeted tax measures can directly or indirectly guide behaviour towards respect for the balance of the tax system as a whole, for the framework defined by the European Union and, finally, for the upholding, or even improvement of the competitiveness of French companies.

These measures concern three key sectors for the environment. These are the transport sector, followed by the construction and services sector and, finally, the natural heritage sector.

**Action plan:**

- with respect to the transport sector, the measures that shall be considered and debated are aimed at promoting the purchase of clean vehicles and renewing the fleet of heavy vehicles:
  - the purchase of clean vehicles shall be promoted through a system based on tax credits by amplifying the current provisions in favour of clean technological circuits (vehicles running on liquefied petroleum gas (LPG) or on natural gas for vehicles (NGV), or on hybrid fuels, etc.);
  - the second system would consist in catching up on half of the difference of the domestic tax on petroleum products (TIPP) between diesel oil and petrol, by 2007, with the maintenance of a low TIPP for professionals;
- with respect to the construction and services sectors, the purpose of the measure is to promote the purchase of the most efficient equipment in environmental terms: with respect to tax credits for household equipment, the list of eligible environmentally-friendly equipment (power production using renewable energy sources, insulating materials, heat regulation instruments, etc.) shall be updated by the end of 2003. This measure shall encourage consumers to purchase the best equipment at the expense of the least efficient;
- finally, with respect to the French natural heritage, its wealth and variety attract, each year, the majority of the 76 million tourists visiting our country. This heritage is also of direct benefit to the 50 million city dwellers. These territories, which are maintained and managed by individuals (farmers, foresters, etc.), management bodies (national forestry office, etc.) and local authorities, represent genuine wealth, in a similar fashion to the natural heritage. The State wishes to encourage the preservation of natural areas, at the individual, company and local authority levels. Positive taxation encourages economic players to become more involved in an environmental approach. The aim is not to target a specific form of pollution, but rather to accelerate the development of environmental awareness:
  - in this aim, the State shall commission, for the end of 2003, a study in view of implementing tax measures in the natural heritage field. This study should be completed by September 2003 and shall comprise proposals that can be integrated into the initial finance act for 2004. The aim will be, in particular, to re-balance local taxes in favour of natural areas with respect to built up areas and to contain urban spread. For individuals, a number of tax exemption measures for inheritance or income tax shall be considered. For companies, a number of corporate tax exemption systems shall also be considered;
  - the local authorities shall be given the possibility, through the introduction of new legislative provisions, to exempt humid areas and, more generally, Natura 2000 areas, from unbuilt land tax.

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### **Aim 3: to integrate environmental criteria into all public aid measures**

#### **Action plan:**

Companies must be encouraged to invest in clean technologies and to obtain ISO 14 000 or EMAS certification as a distinguishing sign, for their partners and customers, of the quality of their process in environmental terms:

- the public aids granted comply with systems submitted to the European Commission. Practical experience has shown us that assisted cases are often done so at the maximum authorised level. The investment assistance systems shall be reviewed by 2006, with the introduction of rate modulation or, to be more precise, only providing the maximum level of assistance to projects going significantly beyond existing environmental standards or statutory levels. Rendering companies compliant with regulations shall no longer be assisted;
- the State, in particular through the agency of the ADEME, shall encourage industrial companies to invest in clean technologies, along with energy control, risk prevention or noise prevention technologies, going well beyond statutory requirements. For this purpose, the provisions of the special twelve-month depreciation scheme shall be used. The list of eligible equipment shall be extended by the end of 2003;
- companies shall be financially encouraged by the State or the local authorities to obtain ISO 14 000 or EMAS certification. Eligible expenditure shall integrate, in particular, the use of specialist consulting services.

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# NATIONAL STRATEGY FOR SUSTAINABLE DEVELOPMENT

## ACTION PROGRAMMES

### CLIMATE CHANGE AND ENERGY

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Our planet is faced with the threat of a major climate change. Our fellow citizens are increasingly aware of this and a number of international experts brought together within the Intergovernmental Panel on Climate Change (IPCC) once more underlined this fact during their plenary assembly held in Paris in February 2003. The anthropogenic cause of this phenomenon is becoming increasingly clear through our emissions of greenhouse gasses, primarily carbon dioxide and methane.

Depending on the strength of the energy policies that will be implemented, the IPCC estimates that the increase in the planet's mean temperature will be between 1.5 and up to 6°C by the end of the century. Everyone has heard about the receding alpine glaciers and arctic ice cap. If any doubts remain concerning short-term meteorological effects, such as the increase in the frequency and magnitude of storms, it is certain that in the longer term, this warming shall certainly result in an increase in the levels of the oceans, that will then cover a number of highly populated coastal areas. Beyond the above-mentioned mean values, a temperature increase is highly likely to cause major local climate changes and to impact on agriculture and biodiversity. The stake is that of the choice between the evolution or the disintegration of our planetary ecosystem.

The fight against global warming is therefore central to the national strategy for sustainable development. Within the above-mentioned warming range, approximately one half is the result of scientific uncertainties and of relatively exogenous general parameters, whereas the other half is due to the policies that will be implemented and to the evolution of our behaviour. Our responsibility is significant, fatalism can and must be put aside. Thus, the stabilisation at 450 ppm<sup>22</sup> by the middle of the century of atmospheric carbon dioxide content requires a two-fold cut in world emissions by 2050, implying, if one considers the equitable distribution of efforts, a four or five-fold decrease for our developed countries. This impressive figure is not, however, beyond our reach; it corresponds to a regular annual decrease of 3%, in absolute value.

France, due to the size of its pool of electro-nuclear plants, is relatively well placed, with average emissions of 6 tons of CO<sub>2</sub> per year and per inhabitant, compared to 20.5 for the United States, 10 for Germany and 4 on average for the whole world. France has undertaken, in the context of the Kyoto protocol, to reduce its

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<sup>22</sup> parts per million.

emissions in 2010 to the level of those in 1990. The national strategy for sustainable development and the national plan of action against climate change (PNLCC), fall within this perspective.

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The most worrying sector for these emissions is that of transport, it is for this reason that it is referred to by a specific action programme. The present programme comprises four priorities: a more stringent control of energy demand, the optimisation of traditional energy circuits, the development of renewable power sources and a strong medium and long-term research policy.

It may be reviewed and amplified according to the conclusions drawn, by the Government and the Parliament, from the national energy debate, which has recently finished. It is also following this debate that the national nuclear power policy shall be redefined, including issues relating to the fuel cycle, from enrichment to radioactive waste processing.

## I. A MORE STRINGENT CONTROL OF DEMAND

Besides the transport sector, it is in the residential-services sector that the most spectacular increases in power consumption have been observed. Consequently, a major effort will be made with respect to building insulation. Additionally, substantial savings can be achieved in terms of optimisation of heating installations and control of other forms of domestic power consumption. Finally, an aspect deals with the industrial sector, in which technological progress will enable a significant decrease in power consumption. In general terms, the evolution in our behaviour will play a key role in winning the bet on the future.

All of these forms of consumption are, in majority, diffuse, both for individuals and for companies. In order to reinforce the actions conducted by organisations such as the ADEME, the Government shall study and, if possible, test the implementation of "energy saving certificates" issued to power operators and distributors. Eventually, these certificates should be negotiable between operators, each of which must return an annual quota to the State in the context of its operating authorisation.

### I.A. Energy efficiency of buildings

In this field, the European directive of December 2002 concerning the energy efficiency of buildings constitutes a perfectly appropriate action framework. Its transposition to French law shall result, for the first time, in significant tools for acting on existing buildings. Its scope shall be all the more extensive that renovation operations for the most poorly insulated old premises shall be undertaken.

Furthermore, progress margins have as yet to be put to good use for new constructions.

#### I.A.1. Rapidly transposing the directive on energy efficiency

The energy efficiency in buildings directive must be transposed to national law before the end of 2005. Furthermore, the 1996 air and rational energy use act had provided for "the display of building heating consumption". The implementation of this provision was suspended due to the directive project. It must now be re-launched and reinforced through the certification stated in the directive.

**Aim:** rapid and proactive transposition of all of the directive's elements; immediate implementation of the requirement for power consumption certification in housing, along with their display.

**Action plan:**

- transposition of the directive over two years instead of three, that is to say by the end of 2004, accompanied by a rapid effective date for all provisions: at the latest two years after the transposition;
- implementation, by the start of 2004, of the certification of buildings, that is to say of

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- communication of the energy and consumption performance levels of dwellings during property transactions (sales and leases);
- concerning building certification, the State shall examine the feasibility and methods for adding the display of CO<sub>2</sub> content to the energy display;
  - initiation of work in preparation for the establishment in 2006 in France, of requirements more stringent than those stated in the directive.

## **I.A.2. Rehabilitating existing buildings**

The sector's main potential for progress is currently based on a more systematic improvement of buildings constructed prior to the regulations stipulating minimum insulation requirements. To date, a number of incentive measures have been implemented, but these have been put to little use; this policy must be amplified and completed by a statutory system, which shall be based, in particular, on the statutes of the directive on the energy efficiency of buildings. The social dimension of the energy saving operations in rented accommodation should be emphasised: these are essentially of benefit to tenants, whose resources are often modest. The habitat sustainable development plan shall be pursued.

**Aim: to amplify the rehabilitation of old buildings.**

### **Action plan:**

- classification of product performances and creation, by the ADEME and the CSTB (building science and technology centre), of a schedule for the progressive substitution of certain inefficient materials and equipment, whose use is no longer compatible with climatic constraints;
- training of professionals in performing the diagnoses stated in the European directive and analysis of the actual potential for reduction of energy consumption of existing buildings;
- determination of priority targets for building categories and work with the highest reduction potential;
- analysis of the statutory and incentive levers that could be used for improving existing buildings and for moving closer to the performance levels of new buildings, while respecting the technical and architectural specificities of each building; development of specific bonuses for efficient appliances and components;
- continuation of scheduled thermal improvement operations for buildings; reinforcement of the conditionality of public aid for renovation towards efficient energy rehabilitation;
- amongst the public aid priorities for the rehabilitation of the social pool (premium for the improvement of rented and social accommodation - PALULOS), increased number of operations with a significant component related to power savings.

## **I.A.3. New buildings**

The current policy provides for the integration of air conditioning in services buildings in the calculation rules for 2004, the reinforcement of requirements every five years, taking account of the market and performing a continuous assessment and, finally, the integration of renewable energy sources in the statutory requirements, along with the integration of summer comfort in order to avoid using air conditioning.

**Aim: continuous improvement of new building performance and increase in the number of certified or labelled buildings providing performance levels superior to those required by law.**

### **Action plan:**

- communication campaign concerning the existing indicative systems (SOFERGIE, FIDEME, including the tax credit) by the ADEME;
- reinforcement of statutory requirements from 2004,
- publication, early 2004, of the order integrating air conditioning consumption into the regulatory calculations for services buildings;
- increased recourse to HEQ (high environmental quality) in the context of public construction activities (State and local authorities);
- analysis of the Swiss experience, where certain buildings achieve power consumption levels three times lower than France's 2000 standards, in return for a 15 to 20% excess construction cost, in order to initiate distribution actions in regions with the most severe climate conditions;
- promotion of certifications and labels: Environmental Quality for collective and individual housing grouped by Qualitel and, for the services sector, by the building science and technology centre (CSTB); Qualitel charges label, HEP (high energy performance) labels.

### **I.B. Optimising heating installations**

While a minimum efficiency is required by fuel boiler regulations, the quality of electrical heating appliances is completely heterogeneous, with respect both to their technical design and to their regulation.

To this is added, in rural areas, the fact that electrical heating equipment may require costly reinforcements of the electrical power grid. Specific demand side management (DSM) actions concerning heating could, in many cases, postpone the reinforcement of existing power lines.

**Aim: to extend the use of energy-saving systems and heating appliances.**

#### **Action plan:**

- to increase the market share of high performance heating appliances (condensation boilers, panel heaters, under-floor heating and heat pumps, etc.) and of renewable energy sources (dendroenergy, heating networks supplied by renewable energy sources, etc.)
- to double, over five years, the market share of heat pumps;
- to study the methods of imposing automatic centralised management for new and renovated buildings;
- to promote the generalisation of electronic regulators with reduced night levels, automatic heating and pump cut-off during warming periods and integration of building inertia and daily variations in outdoor temperature in control optimisation;
- to promote existing quality labels and to analyse the opportunity of creating new labels;
- to develop voluntary commitments from equipment distributors and fitters;
- to promote high performance dendroenergy appliances, limiting the emission of other pollutants: specific labels and training of professionals;
- to achieve, through coordinated action with the local authorities, 10 M€ per year of demand side management projects in rural areas thanks to the electrification costs redemption fund (FACE).

### **.C. Specific demand side management in the residential and services sectors**

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The carbon content of French electricity is low: each kWh produces on average 80 grams of CO<sub>2</sub> in France, that is to say approximately one quarter of the average observed by the OECD. Nevertheless, in addition to its advantages, both for energy management and for the reduction of other environmental impacts, demand side management (DSM) remains an important lever in the fight against climate change, by avoiding the use of production means in addition to the nuclear pool, during peak periods, production means which are, on the other hand, sources of greenhouse effect gasses.

The consumption of specific electricity is increasing strongly, due in particular to the increase in the number of household and corporate electrical appliances. Furthermore, recent appliances possess standby consumption positions when not in use, generally for electronic features, such as remote control features or the presence of a transformer upstream of the on/off button. A number of technologies already on the market offer important potential savings.

### **Aim: to develop the least energy consuming practices and equipment.**

#### **Action plan:**

- to reinforce, at the community level, the labelling of electrical appliances and to extend this practice to all appliances with significant energy consumption;
- to increase the market shares of compact fluorescent lamps and opalescent bowl lights, in replacement of standard bulbs and indirect lighting halogen lamps, through manufacturer and distributor commitments;
- to rationalise the night lighting of empty offices;
- to optimise the consumption of the circulation pumps of individual boilers, by preserving equipment durability and global costs for the user, and to increase the distribution of variable-delivery pumps in collective establishments;
- to optimise the appliances used in the common areas of buildings;
- to back the revision of minimum performance thresholds and of refrigerating energy label categories;
- to extend the distribution of halogen or induction cooktops;
- to pursue and amplify the information and promotion campaigns, in particular for rural DSM and to develop exemplary DSM operations at the local authority level.

### **I.D. Energy efficiency in industry**

Industry's end power consumption has decreased by 25% since 1973. Up until the oil counter shock, consumption had been decreasing strongly (-2% per year on average between 1973 and 1986). Since 1986, a slight increase in consumption (+0.5% per year) has been observed.

In general terms, a distinction should be made between the so-called heavy power consumer industries (HPCI) and light consumer industries, for which the energy parameter is often less critical to their costs. Between 1986 and 2001, the HPCIs<sup>23</sup>, which represent over 70% of consumption, contributed less significantly than light industries to the increase in consumption: the consumption of HPCIs increased by 6%, that of the light industries increased by 20%.

The efforts made by the industrial sector in terms of the improvement of energy efficiency became noticeable from 1973 onwards; potential power savings in industry still remain nevertheless very high. A recent study estimated the maximum technical potential for power savings remaining in 1999 at 12 Moet (million oil equivalent tons), that is to say approximately 23% of industry's current power consumption. Two thirds of these potential savings could be achieved through the implementation of economical technologies at the process level, the remaining third, at the level of more transversal actions.

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<sup>23</sup> *Ores and ferrous siderurgy metals, ferrous ore and metals, construction materials, glass, basic chemistry, parachemistry, rubber, paper - cardboard, paper pastes.*

The results objectives, along with the action plans in this field shall be stated at a later date through the work of the 2003 Climate Plan, which should be completed by next November. Two fields of consideration may nevertheless be stated as of now, due to their importance.

### **I.D.1 Demand side management in industry**

Power consumption in industry currently represents one third of the total French electricity consumption, and 30% of this sector's total power consumption. A significant proportion of this electricity, however, is consumed outside of production processes and can be easily optimised. For production processes, a number of high performance techniques are now available.

**Aim: to extend the use of the most efficient technologies and systems.**

#### **Action plan:**

- to provide significant support to industrial research in this area;
- to request that the ADEME performs a technological surveillance, allowing monitoring of the establishment of high performance technologies, conducting of prospective studies in order to determine future DMS sources and to reinforce its decision assistance activity for companies;
- to increase the establishment of electronics and automatic control;
- to reduce consumption for lighting purposes, in particular during inactivity periods (superfluous or oversized night lighting, presence detection, timer control);
- to promote an increase in industrial investments in high performance technologies;
- to establish, within the industrial environment, the use of energy labels such as the European "Motor Challenge" (high efficiency motors) and "Green light" (building lighting) labels.

### **I.D.2 Energy saving certificates**

Energy saving certificates could be issued to companies that invest in high performance technologies, the ability to sell these certificates to producers would represent a strong investment incentive.

## **II. OPTIMISING THE CONVENTIONAL ENERGY CIRCUITS**

All energy production circuits have an impact on the environment and on society: pollution, noise, waste, etc. Several significant actions can be conducted to limit these impacts.

### **II.A. Refining and natural gas**

In the future, the in-depth desulphurisation of fuels, energy consuming for refining, shall enable the reduction of nitrogen oxide emissions by vehicles, with no significant increase in their fuel consumption. In global terms, this represents a positive evolution for emissions of greenhouse gasses.

The imbalance of the fuel market in favour of diesel oil causes an over-consumption by the refiners, that must use additional transformation operations in order to increase the proportion of diesel oil in their production. If this wasn't enough, they are also forced to export petrol and import diesel oil, thus increasing the transportation of these hazardous products.

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Natural gas is a fossil energy source with a limited carbon content (2.4 t CO<sub>2</sub> per oil equivalent ton (oet), compared to 4.1 for coal or 3.15 for domestic fuel oil). The distribution network, however, is responsible for significant methane emissions, seven times more greenhouse effect generating than CO<sub>2</sub>.

**Aim: to increase the energy efficiency of refining processes and to reduce methane losses into the atmosphere due to the gas distribution networks**

**Action plan:**

- the refining action plan shall be defined by the work of the 2003 Climate Plan;
- to continue the replacement of jointed tubes on the gas distribution network and of grey cast iron piping sections.

## **II.B. Modernisation of conventional thermal power stations**

The substitution of the most highly polluting conventional thermal power stations with combined gas cycles and the cogeneration of heat and electricity shall contribute to the reduction of the sector's emissions and shall be covered in greater depth by the 2003 Climate Plan. The use of coal plants, that generate little pollution, including in terms of the greenhouse effect, shall be examined.

# **III. RENEWABLE ENERGY SOURCES**

## **III.A Renewable thermal energies**

The development of renewable sources of thermal energy represents a structuring stake in the energy policy, all too often overlooked however. For the record, heating (of buildings and of domestic hot water) represents 35% of the end energy consumption in France, in the order of 50 Moet, that is to say the equivalent of the end energy consumption of the transport sector.

The stake represented by the development of renewable thermal energies is considerable and requires the scaling up of support methods. As an illustration, the investments required for the installation of 100,000 solar-powered boilers per year (that is to say one half of the new individual housing market) is of the order of some 500 M€.

**Aim: to increase investments (in view of eventually reaching 500 M€ per year) and to meet the objectives of the State-ADEME 2000 - 2006 plan contract.**

- **solar thermal: 550,000 m<sup>2</sup> of solar panels in metropolitan France (solar water heaters, combined solar systems), that is to say approximately 30,000 dwellings;**
- **dendroenergy: + 1,410 koet/year substituted;**
- **biogas: + 150 koet/year**

**Action plan:**

- to design and implement a solar thermal funding system based directly on power suppliers and specialist fitters;
- to reinforce the training of architects in the proper use of passive solar contributions and in the implementation of dendroenergy;
- to pursue the dendroenergy development operations in efficient installations and/or those fitted with dust collection systems for limiting other atmospheric pollution.

- to generalise the collection of methanation biogas and to promote its enhancement (simultaneous production of electricity and heating - cogeneration).

### **III.B. Renewable electrical energies**

In the context of increasing tension in the medium term on the world energy markets, and of the progressive long term scarcity of fossil energy resources, it is prudent to promote the use of national sources of renewable energy, with little contribution to the greenhouse effect.

The European directive of 27th September 2001 provides France with an indicative consumption objective for electricity of renewable origin of 21% by 2010: this goal may be achieved through production increase measures complemented with electricity demand reduction measures.

France's production of renewable electricity comes mainly from hydraulic sources (70 to 80 TWh), a little from waste and biomass (4 TWh) and as yet very little from wind (0.14 TWh). All of the purchase prices for electricity produced by the various renewable energy circuits are now published and operational.

**Aim:** to install, between 2003 and 2007, new production capacities of renewable origin, in view of achieving 21% of power consumption from renewable sources by 2010.

#### **Action plan:**

- to implement a system for guaranteeing the origin of electricity produced by renewable sources;
- to issue, from the middle of 2003, two invitations to tender for several hundred MWh concerning wood, biomass and offshore wind;
- to pursue and amplify the information and sensitisation campaigns, in order to facilitate local debates, central to the acceptance of a large number of installations;
- to clarify the administrative procedures for siting of facilities;
- to issue invitations to tender for new renewable electricity production capacities, based on the new multiannual investment programme which shall be adopted in 2004, following the national energy debate and the planning act.

### **III.C. Biomass and contributions from the agricultural world**

The agricultural world is an energy producer. It is necessary to keep this in mind. The general aim is to develop agricultural and forestry techniques and productions able to contribute to the public policies for the development of bio-energies and for the reduction of greenhouse gas emissions. The management of the greenhouse effect involving agriculture and forestry shall be integrated into the climate action plan which shall be adopted during the autumn of 2003.

**Aim 1:** to promote the development of new non-food, energy and non-energy uses for plant productions, renewable raw materials, in the context of the European directives currently being adopted.

#### **Action plan:**

- at the community level, to implement an agricultural strategy defining the necessary ways and means for the development of non-food plant productions, in particular on fallow land;
- at the national level, for bio-fuels, upholding of incentive taxation in order to enable the economic balance of these sectors, subject to positive global environmental

- assessments (with particular respect to the use of chemicals in agricultural production);
- negotiations with oil companies and car manufacturers to promote the direct incorporation of biofuels into conventional fuels;
- at the national level, for non-energy issues, definition of incentive measures (such as labels) favouring the use of renewable and bio-degradable products;
- increased support for research and development in view of developing efficient, clean and low energy consumption (biotechnologies) processes for transforming biomass into replacement molecules for fossil products.

## **Aim 2: to promote the development of energy from biomass.**

### **Action plan:**

- development of wood-powered steam plants.

## **III.D. Energy production in overseas departments and Corsica**

As electricity in France's overseas departments and in Corsica is, for the most part, produced from diesel units, the development of low greenhouse gas-producing and renewable energy sources in these regions is of prime importance.

### **Aim: to pursue the efforts initiated under the 2000-2006 State-ADEME plan.**

#### **Action plan:**

Between 2000 and 2006:

- to fit 80,000 m<sup>2</sup> of new solar panels for domestic hot water;
- to electrify 500 isolated locations;
- to produce an additional 600 GWh/year of electricity from renewable sources.

# **IV. INCREASING RESEARCH EFFORTS ON NEW TECHNOLOGIES**

The energy - environment field constitutes one of the three priorities of the national research policy. Several areas could, in the long term, result in breakthroughs in the energy field, in particular those pertaining to hydrogen, to CO<sub>2</sub> collection to fuel cells and to deep rock geothermics.

Fuel cells (FC) are used to convert, with an excellent efficiency, the chemical energy of hydrogen into electrical and thermal energy.

Hydrogen could also be used as fuel: its combustion, like its use in a FC, does not produce any CO<sub>2</sub>. It can therefore be a good energy vector if the initial production itself does not emit excessive amounts of greenhouse gasses.

The collection and sequestration of CO<sub>2</sub> are a major stake in emission management and would enable, at the least, to gain a little time in the race for reducing greenhouse gas emissions. It comes into its own in applications such as the hydrogen circuit, in which it would allow the production of large quantities of hydrogen, for example through hydrocarbon reforming, with no associated greenhouse gas emissions.

A number of experiments on deep fractured rock geothermics are being conducted (Pilot project at Soultz-sous-Forêt), but this discipline's industrial feasibility has not as yet been demonstrated.

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**Aim:** to validate these three new circuits by mobilising, through national and European programmes, the public laboratories (French atomic energy commission (CEA), French petroleum institute, CNRS, etc.), along with the energy sector companies.

**Action plan:**

- to define the expected performance objectives of the research and development (R&D) actions for the various circuits, in particular for the collection and storage of CO<sub>2</sub>, and to increase the efforts in these fields according to the resulting perspectives;
- to conduct more full-size FC testing experiments in order to possess the necessary technico-economic elements for distribution;
- to perform a functional analysis / analysis of complete value (production, storage, distribution, safety) of the energy chain including hydrogen as a vector;
- to pursue experiments initiated in the field of deep fractured rock geothermics and to validate the results;
- to increase the investments of the atomic energy commission and of the other public laboratories into these new circuits.

General contents

# National Strategy for Sustainable Development

## Action Programmes

### TRANSPORT

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Transport contributes to territorial development, to the globalisation of exchanges and to the freedom of movement. However, the uncontrolled development of transport is a source of insecurity, noise, pollution and a consumption of space and non-renewable energy, whose consequences are borne by other users and people living close to the infrastructures: congestion and cuts, road accidents, noise generated by the major road, rail and airport infrastructures, deterioration of air quality. These local environmental problems are particularly acute in areas of high traffic concentration (urban or suburban areas, corridors, alpine and Pyrenean crossings, areas close to airports). With respect to climate change, road and air traffic is the major factor of increase in greenhouse gas emissions, a particularly worrying problem considering France's commitment to stabilise, by 2010, its emissions at their 1990 levels. In 2001, the transport sector represented approximately 30% of greenhouse gas emissions (source: PNLCC<sup>24</sup>).

It has now become urgent to develop transports in a sustainable, efficient and rational manner, thus requiring the integration of all forms of pollution that they generate, and to internalise costs.

The main lines of work and new actions are intended to uncouple economic growth from the environmental impacts of transport. Such an uncoupling requires action both on the demand for mobility, the development of infrastructures, the management and interconnection of networks, and technology, initially making use of all instruments available for guiding individual behaviour or the organisation of logistic circuits.

#### I.A. Behaviour

The actions upstream of transport-generating behaviour fit into a long-term perspective. Indeed, the idea of uncoupling the growth of freight transport from economic growth implies a significant evolution in production and distribution methods, which are not very realistic in the short and medium terms, particularly due to the expansion of the European Union.

#### **Objectives and actions implemented:**

The organisation of logistic circuits and the freight demand are determined by the organisation of production and distribution methods. The environmental performance levels of these logistic chains should be integrated into the decisions made by the ordering parties (shippers and distributors) and of all the players of a given logistic chain.

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<sup>24</sup> National plan of action against climate change

In the context of the definition of the 2003 Climate Plan, a greater accountability of economic players shall be sought. A dialogue shall be initiated with a certain number of major "transport chain integrator" shippers (motor car group or supermarket bosses, for example), in order to assess the obstacles encountered in view of reducing their impact and making them react with respect to a range of instruments that could be considered at the European level (voluntary agreements, new taxes, emission permits, etc.). The aim is to consider the possibility of integrating a global transport requirement moderation (tons - kilometres) constraint into their logistic organisation, within the possible, if not probable, perspective of strong restrictions in the long-term availability or use of non-renewable energy sources. This action would include a specific aspect concerning the organisation of urban deliveries.

The delivery of goods to urban areas represents a significant proportion of motorised urban traffic and proper realization is a major factor of the city's economic dynamics. The debate initiated in the context of research programmes must be stepped up, by seeking increased participation of political and economic players (distributors, carriers, traders).

In this respect, the interministerial programme for transport research and innovation (PREDIT 3) shall be implemented around a number of strong national priorities: balancing of transport methods and accessibility, transport system safety, reduction of environmental impacts and greenhouse gas emissions. Its specific action on clean transportation is distributed over four research topics and represents 30% (100 m€) of the total budget, which is of 305 M€ for the 2002 - 2006 period. The proposed actions (particularly in the "Clean vehicles" programme) are all based on a research partnership between the public and private sectors.

The proper organisation or urban transport must seek a satisfactory complementarity between individual and public transport methods. Particular emphasis must be placed on intermodality, along with the accessibility, safety and availability of public transport methods. Road sharing must aim for a balance, established after consultation with users and inhabitants.

Experimentation grants, aimed at optimising daily home-work movements, could be initiated in large cities.

Tourist traffic related to the increase in free time, generate a strong growth in occasional mobility: multiplication of short, temporary multi-resident or dual resident trips; it leads to an increase in traffic at already busy times and itineraries, along with in high tourist attraction territories. Space and time-related price modulation of the most sensitive infrastructures would lead to better use. More generally, the management of high tourist concentrations, the spreading of peaks, the safety and reliability of access conditions, must be integrated into a long-term debate on the tourist economy faced with the risks of power consumption restrictions.

## **I.B. Policy for the development of intermodal transport**

Considering France's level of equipment, the main stake is the organisation of a transport system favouring the efficiency of transferring from one method of transport to another, considering that the various road, rail, maritime, river and air transport methods are more complementary than opposed. The quality of service of the different transport methods that "bulk" the flow (road, rail, maritime) must increase to reach the levels offered by road transport. In this manner, they shall find their genuine place within their field of technical and economic relevance. This re-balancing should allow the optimum assignment of resources and shall constitute one of the keys of sustainable development, as long as each method of transport pays all of its costs, including any negative environmental externalities. Each citizen, or economic player must be led to make free and rational choices that, at the same time, will lead to the optimisation of the whole.

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## **Objectives and actions implemented:**

### **The sustainable development of combined transport:**

On connections and networks with a high traffic of bulk freight, the growth in all-road transport must be limited by the search for transfer towards combined transport using alternative methods: rail, river and maritime. The actions in favour of the development of combined transport shall mobilise all concerned players:

- rapid implementation by infrastructure managers of quality freight corridors;
- rapid and significant improvement of the quality of service of rail companies, with management adapted to the resources dedicated to combined transport;
- improvement of quality and productivity of the service, for all links in the transport chain, during terminal services and on central bulk routes, to meet, both in terms of cost and quality, the requirements of the market;
- operating assistance from the State, in the name of the external transport costs differential, paid to operators (in return for a 3-year commitment), to lighten the burden of transboarding related to combined transport and to encourage shippers and ordering parties to transfer freight to this form of transport.

### **Aids for public urban transport:**

The funding of collective urban transport could be more efficient with respect to sustainable development, if the choice of investments took account more of intermodality (with pedestrians, bicycles and motor cars), along with environmental criteria (pollution and power consumption limitation) in the context of global movement policies. The "external" dimension of the action of the communities must be integrated into the debate, as the beneficial effects of a project can be deployed to a broader territory than that of the town initiating a project, without this latter reaping all of the benefits. A study shall assess the feasibility of prior display of modulation criteria, or even of attribution of aids according to the priority granted to sustainable development in the urban movement plans, along with a continuous assessment process.

### **Urban tolls:**

For urban movements, the local authorities are the best placed to implement efficient policies. Parking and possible urban tolls could be used both as regulation tools and as sources of funding.

## **I.C. Infrastructure planning**

The concerns of sustainable development must be taken into account at each step in infrastructural project definition.

- in project socio-economic and environmental studies, with, in compliance with the report by group from the Commission for the National Plan, chaired by M. Marcel Boiteux, a better definition of values related to time, human life spared, noise, the greenhouse effect or to air pollution, and the adaptation of assessment methods to the urban environment: impact of infrastructures on suburban development, on induced movements and on sensitive environments;
- when conducting public debates, with the requirement to conduct an upstream public debate for any significant project, placing its execution under the management of the National public debate commission, recently established as an independent administrative authority.

## **I.D. Infrastructure pricing and management**

Infrastructural pricing must be better used to direct demand, and connected to the generated costs, including environmental costs, by users. The assignment of these costs must be economically efficient, in order to modify user behaviour, and socially acceptable. Economically efficient, this means that it must be understood and accepted by users as being the counterpart of a service provided, or of a disturbance to compensate. The

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pricing depends on the objectives defined by the community according to the considered networks and territories, considering, in particular, the importance of external costs, network development or planning programmes, of intermodality choices in areas with high constraints, of territorial planning concerns or of the funding requirements of the infrastructure managers.

The national road network management policy, which may be relayed by the territorial authorities managing road networks, by virtue of the authority conferred upon them by the decentralisation act, comprises a certain number of elements in response to various objectives of sustainable development.

- network safety commitments;
- prevention, inspection and penalty systems to limit road insecurity due to the human factor;
- dealing with noise black spots;
- organisation of road information and traffic management systems (national road operation scheme).

## **Objectives and actions implemented:**

### **Pricing instruments and fuel taxes:**

The pricing of the use of infrastructures represents an essential instrument: modulated according to the routes and periods, it should provide the various concerned players with an indicator reflecting the scarcity of resources and to grasp the value of services provided; it should be a vector of the harmonisation of competition conditions within a given method of transportation, at the European scale and between the different methods. It could be modulated according to the environmental sensitivity of the territory crossed, for example when crossing natural obstacles in order to promote the use of alternative transport methods, and for crossing suburban areas.

Fuel taxing constitutes a major tool for directing individual demand. More generally, its evolution in favour of the better integration of all environmental impacts shall be sought in the context of European harmonisation and in order to avoid creating competitive distortions for professionals.

### **Optimisation of road usage and traffic management:**

It could allow significant savings in power consumption per ton-kilometre or per transported traveller-kilometre through technical, statutory and pricing provisions that would need to be studied: better-filled road vehicles, running empty less frequently, speed regulation, traffic light management, improvement of roads and individual driving behaviour, toll modulations, information systems and new technologies.

### **Managing high road traffic concentrations;**

In addition to the above-mentioned actions, a series of traffic control and inspection intensification measures could be considered, both for high traffic inter-urban routes and for urban and suburban routes, in view of limiting conflicts between users (motor cars and trucks) and to fluidify traffic by restricting consumption and local pollution, along with noise. These measures would concern, in particular:

- respect for speed limits and safety distances for light vehicles and heavy goods vehicles;
- limitation of heavy goods vehicle circulation to certain periods (traffic peaks, exceptional winter conditions, etc.);
- reinforcement of roadside technical inspections, in particular with respect to the measurement of pollutant emissions, which requires adapted inspection areas. The optimisation of the offer of rail services shall result from improved train path management, from network capacity increases, from the development of European competition and

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from financial aids for combined transport; it should enable the adaptation of traffic for which rail freight is relevant, in particular for bulk routes and sensitive zone crossings.

## **I.E. Technical improvements**

The 90s and 2000s shall remain marked, in terms of motor transport, by the dramatic decrease of certain types of local pollution. The dieselisation of the motor car fleet is accompanied, thanks to the particle filter, by a decrease in pollution level by diesel engines, which have now become comparable to those of petrol engines for lower consumption, hybrid thermal engine - electrical engine vehicles are now becoming available. These are particularly well-suited to urban driving. Concerning motorisation, a subject of increasing importance is the necessary reduction of CO<sub>2</sub> emissions in the context of the fight against the greenhouse effect. The European manufacturers have undertaken to voluntarily reduce the unit emissions of their vehicles (framework agreement at 140g of CO<sub>2</sub> per km in 2008, with a subsequent objective, remaining to be finalised, of 120g CO<sub>2</sub>/km).

### **Objectives and actions implemented:**

The structure of the framework agreement with European manufacturers shall be, very likely, extended to light utility vehicles. A similar procedure should be initiated for heavy goods vehicle, boat and locomotive engines.

An effort along the same lines has been initiated for aircraft engines, with respect to consumption, emissions and, most importantly, to noise.

In the medium term, the way of progress is that of alternative fuels for thermal engines, in particular biofuels, and that of parallel hybrid vehicles. It can be hoped that, for the 2020-2030 horizon, net mean emissions for new vehicles shall be close to 90g/km. To go beyond this implies the use, in vehicles, of a non carbon-based energy source (hydrogen, electricity), which shall only be of any genuine environmental benefit if it is produced from renewable energy sources.

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### AGRICULTURE AND FISHERIES

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Multifunctional by nature, agriculture occupies 54% of the surface of metropolitan France and produces renewable, food and industrial raw materials. It utilises natural resources, water soil and air, which are not renewable.

Besides its undisputed and considerable achievements, the evolution of French agriculture has raised a number of environmental, economic and social concerns.

The challenges that it faces through the Common Agricultural Policy (CAP) and the World Trade Organisation (WTO) imply a new strategy, placed under the sign of sustainable development. This is both a need, but also an opportunity to be seized by a French agricultural world that, in this respect, possesses a number of remarkable assets: high level professionals, aware of the stakes with which they are faced, high quality productions, and efficient agribusiness circuits.

State action must be redefined and re-focussed in order to guarantee territorial equity and to federate local dynamics, within a context of diversity of rural territories and of the issues that they encounter. This is the meaning of the rural affairs bill.

The actions presented in this document represent only a fraction of a great number of measures required for agriculture to contribute to sustainable development. The choice of measures is mainly based on their exemplary nature, and the order in which they are presented in now way implies the priority of one compared to another.

#### **I.A. New management methods for sustainable agriculture**

A better respect for natural resources, water, soil and air, implies new management methods integrating the non-renewable nature of these resources and based on the renewable nature of the resulting productions.

**Aim 1: to encourage new methods of agricultural development moving in the direction of sustainable development (in particular organic farming and integrated farming) without compromising the economic balance of the farms.**

#### **Integrated farming action plan:**

- publication of the decree pertaining to the use of the "integrated farming" qualifier by the end of 2003;
- publication of the "integrated farming" repository handbook by the end of 2003;

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- approval of certifying bodies by the end of 2003;
- implementation of regional integrated farming and farm qualification commissions by July 2004;
- qualification of 30% of farms by the end of 2008.

### **organic farming action plan:**

- following the report by M. Martial Saddier, deputy of Haute-Savoie, in whom the Prime Minister entrusted a mission concerning organic farming, an organic farming refutation plan shall be defined and implemented by the Government.

### **Other actions:**

- to encourage and seek new techniques and operating systems integrating environmental constraints, in particular sustainable farming practices.
- to compensate for cost increases resulting from the introduction of more sustainable practices through aids issued by the second CAP pillar;
- to establish the introduction of more sustainable practices through aids to change and to establish the new farm economic balance, on account of the second CAP pillar.

• **tracking indicators:** *number and surface area of farms with integrated farming certification, number and surface area of organic farms, amount of organic farming aids in sustainable agriculture contracts, total annual aids to organic farming, amount of second CAP pillar aids intended to compensate for cost increases generated by more sustainable practices (or aids dedicated to more sustainable practices); number of agri-environmental contracts and tons of fertilisers and plant protectants used in agriculture.*

## **Aim 2: to promote, in the circuits, a series of approaches aimed at more sustainable agriculture**

### **Action plan:**

- to mobilise the agricultural offices;
- to mobilise the aids of the second CAP pillar (rural development);
- to mobilise the agricultural and rural development agency (ADAR) in order to initiate a series of sustainable development practice promotion approaches in the circuits;
- to develop and promote existing practices relating to product quality recognition signs and production methods based, at the national level, on registered designations of origin (AOC), geographical ascriptions, the red label, certification of conformity, the organic farming label and production method, etc. and, at the European level, on protected designations of origin (PDO) and protected geographical indications (PGI);
- to make a special consumer information effort with respect to these signs of recognition.

• **tracking indicators:** *total of the budgets of the offices dedicated to the development of these approaches, annual national and community budget, national rural development dedicated to these aids, ADAR loans dedicated to sustainable development approaches and labelled products.*

## **Aim 3: to ensure that producers reap a part of the added value associated with these approaches**

### **Action plan:**

- to promote short distribution circuits intended to enhance the value of sustainable farming produce.

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- **tracking indicator:** *number of contracts established between farmers (or groups of farmers) and distributors, based on sustainable agriculture methods, added value related to short sales circuits.*

**Aim 4: integration of the externalities of agriculture, by contributing to increasing positive external effects and to decreasing negative external effects through the available financial tools, the ecoconditionality of aids, agri-environmental measures and the polluter - payer principle.**

**Action plan:**

- beyond compliance with regulations, to compensate actions favourable to good management of water and soils, to the prevention of natural risks, to biodiversity and to maintaining landscapes;
- to develop the conditionality of public aids in order to promote respect for sustainable production methods, in particular those related to the protection of water resources (nitrates, pesticides, drinking water catchment perimeters, humid areas, irrigation) and to biodiversity (Natura 2000 sites, use of fallow land for environmental purposes);
- taxing of pollutant emissions or input going beyond thresholds that have been clearly defined scientifically and adapted according to productions, regions and seasons;
- initiation of an action plan for the "improved and reduced" use of pesticides;
- to reinforce the action pertaining to farms with high nitrate loads.

- **tracking indicators:** *volume of aids, proportion of these aids associated with ecoconditionality; amount of taxes, amount of the TGAP associated with plant protectants, amount of collection and pollution dues paid to the water boards by the agricultural production sector.*

**Aim 5: the complexity of the CAP, that of the WTO, along with their interactions, require permanent strategic considerations.**

- establishment, by the ministry of agriculture, of a CAP/WTO strategic study group.

**Aim 6: in the field of health risks related to farm and food productions, to tighten the existing surveillance, management and inspection systems in view of improving the sanitary quality of farm and food productions.**

**Action plan:**

- to develop diagnostics, along with surveillance and prevention actions, in order to better understand the sanitary and phytosanitary risks for human and animal health and for the environment;
- to shorten the information and mobilisation times of the specialist risk assessment authorities; in the event of a crisis, to prepare, as rapidly as possible, the implementation of appropriate risk management actions;
- to reinforce the inspection of production, processing and distribution conditions, and to increase the accountability of each link in the agri-business chain, in the following fields:
  - input usage conditions;
  - promotion of supply grouping;
  - farmer - distributor relations;
- to keep a number of efficient common market organisations (CMO) and to improve others;

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- implementation of animal disease and plant-pathogenic organism control methods;
- food sanitary safety;
- conditions under which any materials representing health hazards are destroyed or removed from the food chain;
- listed agricultural and agribusiness facilities;
- to promote innovative techniques and routes for securing agricultural and food production methods, by restricting the use of hazardous products and by meeting the society's expectations.

**Aim 7: to preserve the biological diversity of cultivated species in the production systems, to characterise this diversity, to assess it and to enable its sustainable use.**

**Action plan:**

- to facilitate exchanges between public and private resource conservation and variety creation networks;
- to preserve the diversity of our genetic and food heritage by promoting the diversity of products introduced onto the marketplace;
- to encourage the marketing of traditional or local products;
- to contribute to upholding the quality of seeds and plants;
- to contribute to upholding a dynamic seed inter-profession;
- to implement and rigorously inspect the seeds and plants regulations;
- to contribute to the technological adaptation of seed companies;
- to reinforce genetic resource conservation abilities;
- to enable the use of genetic resources in the context of the consumption of high quality products, in coherence with users' health;
- to optimise the conservation activities for old varieties and related wild cultivars;
- to support the various research actions (fundamental and applied genetics, genomics, population genetics, etc.) in order to better characterise, assess and enhance the genetic resources for agriculture and food;
- to pursue and supervise the establishment of open-field test cultures of genetically modified organisms, with particular respect for the recommendations issued by the commission for biomolecular engineering, and to integrate, during the assessment and decision processes concerning the use of genetically modified organisms in agriculture, the potential risks and benefits, along with any uncertainty factors;
- to push further the research into the risks, benefits and uncertainty factors related to the use of genetically modified organisms;
- to reinforce the territory's biological surveillance, in order to identify without delay any repercussions associated with the test cultivation of genetically modified organisms;
- to maintain a high level of scientific expertise in the field of genetics and related risks;
- to implement a secure legal and statutory framework for plant genetic resources.

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## **Aim 8: to protect the farm animal genetic heritage.**

### **Action plan:**

- to integrate the national policies for the genetic management of farm animal populations into local enhancement projects (ecotourism, quality products, landscape and natural balance preservation) supported by local authorities;
- to maintain livestock farming (in situ conservation) while pursuing the endangered races aid system;
- to firmly establish the role of ex situ conservation, in the form of frozen material (national cryobank), as a tool for the long-term conservation of the genetic diversity of races and populations of domestic animals;
- to finalise the ongoing debate concerning the definition of a national zoogenetic resource conservation, management and sustainable use strategy, in the context of the world strategy defined by the Food and Agriculture Organization.

- **tracking indicator:** *progression of the number of races or populations of farm animals, progression of inbreeding for existing races and number of races and individuals per race (or per population) present in the national cryobank.*

## **I.B. Towards sustainable salt-water fishing**

The sustainable management of fish resources, at the heart of the fisheries policy implemented by the Government, fits into the context of the European common fisheries policy. It is based on a number of quantitative and qualitative measures.

### **Aim 1: to promote the use of selective and environment-respectful gear;**

#### **Action plan:**

- to initiate a number of partnership projects between administrations, professionals and scientists in order to develop selective gear for specific fishing grounds.

### **Aim 2: to seek a balance between fishing fleets and the resources utilised.**

#### **Action plan:**

- to identify those fishing grounds where the fleet size is excessive compared to the long-term potential offered by the fish resources;
- to define a number of targeted catch plans in order to establish a balance within these fishing grounds.

### **Aim 3: to pursue the definition and implementation of a fishing ground access framework.**

#### **Action plan:**

- to generalise the total allowable catch (TAC) and quota system;
- to restrict the fishing effort by decreasing the number of ships on one zone and/or one species.

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**Aim 4: to modernise the fleet in order to improve safety for the fishermen, the working conditions on board, the quality of products and a greater economic profitability.**

**Action plan:**

- to renew and modernise the ships.

## **I.C. Marine and continental aquaculture: initiating a sustainable development approach**

For the past dozen years, aquaculture has been faced with difficulties reflecting its sometimes difficult insertion into its environment. The ministry of fisheries has encouraged the sector's professionals to undertake a general sustainable development approach.

**Aim 1: to assist in the creation of jobs.**

**Action plan:**

- alteration of the legal framework in this sector, granting priority to the establishment of young professionals instead of the increase in farm sizes.

**Aim 2: to provide consumers with guarantees of healthy, safe and high quality products.**

**Action plan:**

- research into product quality improvement;
- incentive actions enabling consumers to identify these products;
- to promote the distribution of best practices guides by the professionals;
- definition of salubrity standards through a stringent legal system.

**Aim 3: to guarantee an activity that is respectful for the environment.**

**Action plan:**

- aids for company modernisation for the purchase of equipment, the development of more efficient techniques and basin restructuring;
- research actions in view of limiting fish farm rejects into the environment;
- research into the development of numerous vaccines in order to limit the risks related to the use of antibiotics.

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### **PREVENTING RISKS, POLLUTION AND OTHER EFFECTS ON HEALTH AND THE ENVIRONMENT**

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A modern society must be able to evolve and continue to develop, while promoting the blossoming of each of its members. This evolution must be accompanied by the taking of socially acceptable risk, placed between a so-called zero risk level, which, as such does not exist and the search for which would be synonymous with paralysis, and excessive risks, resulting from lack of foresight or of action.

In sectors comprising risks, public decision must therefore be based on independent expertise, enabling the society to define parries adapted to these different risks, whether actual or potential, and to possess an estimate, as accurate as possible, of the levels of those risks that the decision makers accept to take.

The reduction of known risks implies that at-source prevention and correction actions are favoured, in order to avoid damage to the environments and their users. The repair and restoration costs are often much higher than the costs of prevention. The catastrophes that have occurred over the past years demonstrate that preventive action must be reinforced. This requires the mobilisation of all stakeholders according to their scope of involvement and expertise.

The prevention approach, however, is not enough; in the event of uncertainty when faced with a serious risk with irreversible consequences, the precautionary principle must apply. Besides the implementation of immediate and temporary safeguard measures, it is necessary to develop assessment techniques and research in order to remove the uncertainties.

Society must equip itself with tools for controlling the implementation of those measures that it has selected to reduce these risks or their potential effects.

If the sensitisation and accountability approaches fail, then penalties must be implemented. We need to reinforce the tools and methods aimed at fighting a certain form of delinquency: environmental delinquency.

## **I. Sustainable development requires adapted expertise abilities**

In a world becoming ever more complex, we need an efficient expert ability such that society can position itself within a sustainable development approach.

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This expert ability is necessary in order to make enlightened decisions. It is multi-disciplinary as it touches on the health, social, economic and environmental fields.

This expert ability must be a reference and be trusted by citizens. For this, it must be high quality and independent.

## **I.A. High quality and independent expert ability**

Expertise is a fundamental element of safety. It must be high quality, thorough and independent. Instructions shall be given to public establishments and bodies for a better organisation of expertise. This latter shall also benefit from the promotion of best practices in the private sector. The implementation of a standards-based (ethical, legal and economic), at the interface between the expertise of facts and of management and decision systems shall be favoured.

### **Aim: to possess an indisputable expertise**

#### **Action plan:**

- The State shall ensure that the expertise function benefits from conditions enabling it to fully play its role and, in particular :
  - a collective quality organisation;
  - a clear mandate
  - a series of group composition rules (expert recruitment criteria, accessibility to foreign experts; choice of disciplines involved; etc.);
  - a set of ethical standards, facilitating the full recognition of the expertise by the various parties (declaration of interest, publication of opinions, possibility for minority opinions to express themselves, respect for the confidentiality of proceedings, justification of positions and points of view, etc.);
  - the absence of interference between the expert and the decision maker;
  
- The State shall also ensure that all scientific and technical analyses are accompanied by socio-economic analyses. The aim is to establish, where appropriate, a series of cost-benefit , benefit-risk and other assessments concerning the social dimensions of the risks (risk and advantage distribution, risks incurred and risks chosen, etc.);
- expertise and risk management must be neither confused, nor completely separate. Total separation would lead to insurmountable difficulties in going beyond the analysis of the "theoretical" risks resulting from over-abstract expertise. Expertise must attempt to assess the "actual" risk, by integrating several action and measure implementation scenarii likely to be adopted by the decision makers. For this purpose, experts and decision makers must exchange a large volume of information, such as the choice of legal and methodological framework, the choice of uncertainty keywords and of the degrees of scientific plausibility of the risk hypotheses. The implementation of expertise authorities, anchored in the observation of local realities, must be emphasised;
- The State shall develop the upstream expertise missions, such as to perfect the knowledge of its field of action and to act in a more beneficial manner. This shall be the case, for example, in the following areas:
  - health-environment: more specifically in the field of mechanisms and substances with negative endocrine effects, and of long-term, low dose exposure phenomena with associated risks of carcinogenesis (in relation with the cancer plan);
  - the consequences of climate change on the emergence of extreme events of a catastrophic nature, on agricultural activities and other sectors of economic life, on the water cycle, habitats, species or land use, or even on certain geographic systems, the study of human factors in the management of technical production or transport systems;

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- the evolution of natural environments in order to maintain their biodiversity. A number of topics are essential in this respect: the habitats and species identified in France's overseas departments and, in the context of Natura 2000, in metropolitan France, fish stock and marine environment quality dynamics, and the functions and quality of humid areas;
- creation of up-to-date floodplain and seismic zone atlases, improvement of avalanche studies and probable location maps, along with 50-year wind maps, creation of databases of land movements, subterranean cavities and land leading to clay shrinkage-expansion phenomena;
- in the context of the reinforcement of the indisputable nature of the expertise, the departmental health committees (CDH) shall be called upon to play an increasingly important expert and consultant role, in a context of increasing vigilance with respect to natural or anthropogenic risks. Their composition and operation must evolve in order to increase their legibility for the population, and their expert ability. A better coordination should make it possible to mutualise the processing of certain files. It shall also be necessary to better rank the files and to free up resources in order to improve risk assessment. In this perspective, the composition of the CDHs shall be diversified and extended;
- more generally, public expertise must also be developed in all fields for which the State needs to assume the responsibility of accepting, in the name of society, an uncertainty or risk, whether or not it is related to human activity: technological risk (reinforcement of the National Institute for the Industrial Environment and Risks - INERIS, natural risks, nuclear safety (operational implementation of the Institute for radiation protection and nuclear safety - IRSN).

The existence of a high quality and independent expertise contributes to the trust of the populations and to information, both essential elements of a democratic society.

## **I.B. Health - environment plan**

The connection between human health and environmental quality is very strong. The State's action in this field relies, in particular, on the French Environmental Health Safety Agency (AFSSE) and on the definition and implementation of a national health - environment plan.

### **Aim 1: to develop the action of the AFSSE.**

#### **Action plan:**

- officially opened at the end of November 2002, the French Environmental Health Safety Agency must rapidly issue its first opinions.

For this, it shall concentrate on:

- rendering its various structures operational, while defining a number of procedures for guaranteeing the independence of opinions issued;
- establishing, before the end of 2003, an inventory of French expertise in health-environment terms;
- actively participating in the health-environment plan stated in the public health bill.

Moreover, the AFSSE shall contribute to the development of a community-level and international expertise in environmental health safety.

### **Aim 2: to adopt a national health - environment action plan in 2004 and to implement it.**

France shall adopt, by the end of 2004, a national health-environment plan. This plan shall list all health risks related to the deterioration of the environment, shall assess

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and rank these risks according to economic and social stakes in order to define a list of prevention action priorities. The tropical diseases, that are rife in the overseas communities, shall also be covered. This plan shall enable significant progress to be made in the manner in which health-environment issues are dealt with at the national level.

## **II. Reactions in the face of risks**

Society must be in a position to grow in order to favour the blossoming of men and women, while facing up, in a preventive or curative manner, to the various events that may arise. The repair culture has long taken precedence over that of prevention. A significant effort must be made now on the development of prevention policies.

The development of prevention policies must result in systematic action to reduce the underlying causes of the risks, whether of natural or human origin, whereas the effort to date has mainly concerned the protection of inhabitants or of the direct potential victims of the risk.

Populations and living organisms can suffer the consequences of accidents, whether natural or industrial, or be led to expose their health to various forms of pollution. The restoration of environment quality for the different populations must be a constant concern. Finally, in the context of inter-generation connections and solidarity, the situations inherited from the past must be progressively resorbed.

In the specific field of industrial risks, this action involves, in particular, more comprehensive information for personnel, including sub-contractors working at SEVESO sites, along with their participation in the risks assessment, prevention and control approach.

### **II. A. Better integration of natural or technological hazards by favouring at-source contingency reduction**

The natural and technological hazards bill constitutes the general framework for the implementation of this policy: this law shall introduce, into natural and technological areas, an approach based on hazard awareness, on its reduction as far upstream as possible, on urbanisation control and on the resorption of risk situations from the past. This bill shall be adopted before the end of 2003.

The other founding law on safety shall be the nuclear transparency and safety law. The bill shall be debated at the Senate before the end of 2003. It shall determine, at the legislative level, the objectives and general organisation methods of the various aspects of nuclear safety and radiation protection, along with the nuclear hazards right to information principle.

#### **Aim 1: to better prevent and face up to natural and technological hazards**

##### **Action plan:**

- progressive implementation of urbanisation control and hazard exposure reduction measures, stated in the technological hazard prevention plans (THPP) to be defined over the coming years, and in the natural hazard prevention plans and fire plans;
- information during transactions and rentals for seismic areas and areas with active HPPs, on the basis of elements supplied by the prefect. Any compensation of goods insured following a natural catastrophe must be mentioned;
- seismic hazard prevention;
  
- to reduce the vulnerability of highly exposed zones by acting on constructions, in particular in the French West Indies, whose territory is entirely classed in category III. The State must set the example for buildings which it owns and that are required for crisis management. Priority shall be given to class D buildings;

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Flood control plan:

- fifteen flood control plans using basins or sub-basins shall be supported in priority, including financially, over the coming five years. These plans shall implement a policy for hazard reduction upstream of vulnerable areas, rather than recommending major downstream protective work around cities, and must comprise a series of at-risk population sensitisation actions. The State and territorial authorities shall dedicate 130 million Euros to these five-year plans;
- in order to improve flood prediction activities:
  - the central department of hydrometeorology and support for flood prediction (SCHAPI) shall be set up in Toulouse in 2003 in view of performing three missions: technical flood prediction assistance in departments and basins, creation of a national flood vigilance map, and operational assistance to Southern French prediction services for rapid flood phenomena. The workforce assigned to the SCHAPI must increase from 10 to 30 agents;
  - the activity of decentralised departments in charge of flood prediction and warning shall be reorganised and reinforced over the 5 coming years (currently 140 full-time equivalents in approximately 50 departments, increasing to 25 - 30 departments of 5 to 10 individuals each).

## **Aim 2: to improve information, warning and contingency plans**

Information, too often neglected, must be improved.

### **Action plan:**

- creation of local information and conciliation committees (CLIC) around SEVESO sites: installation of 200 CLICs by the end of 2004 corresponding to all sites containing Seveso installations;
- installation of departmental major natural hazard commissions (CDRNM) and public information meetings initiated by the mayors of those towns whose territory is covered by a natural hazard HPP;
- to develop a new population warning design;

Information and warning are both a right and a duty for individuals. In this spirit, each individual, according to the situations with which he/she is faced, must inform the emergency services and make all necessary first arrangements. This duty is expressed through a number of measures defined by law concerning hazards and currently being voted by Parliament. Civil defence constitutes one of the major lines of a reform of contingency planning;

- to simplify and rationalise contingency plans over the five coming years;

In order to render contingency plans more operational, a simplification of existing documents is proposed, in the form of an ORSEC plan (ORganisation des SECours: French disaster relief organisation), both at the departmental and zonal levels, defining the organisation of rescue operations and listing all public and private resources likely to be used;

The ORSEC plan shall cover three types of contingency;

- individual intervention plans (IIP), related to hazards concerning a given structure;
- plans designed to provide assistance to a large number of victims;
- specialist assistance plans (SAP), related to a specific hazard.

Each of these plans shall comprise a population information and warning system adapted to the hazards covered.

Population information and warning also requires the mobilisation of local councillors in touch with the populations. The mayors therefore have the possibility of defining a communal action plan in connection with the departmental ORSEC plan.

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The civil defence provisions could be inserted into its namesake bill currently being defined by the Government and that should be put before Parliament during the summer of 2003.

## **II.B. Reducing health impacts**

Economic activities disseminate into the environment a number of substances that are not naturally present, or only in small amounts. Medical progress has taught us that their effects are occasionally noticeable and even dramatic. Correcting this through prevention actions constitutes a priority. Moreover, it is henceforth necessary to perform prior assessments of new substances before allowing their use or sales.

### **Aim 1: to reduce lead exposure of the population in general and of children in particular.**

Heavy metals are highly toxic, both for man, for animals and even for certain plants. The lack of breakdown of heavy metals over time makes it necessary to define elimination actions, even a long time after their dispersal into the environment or their use in the habitat. Lead is the most widespread of heavy metals. Its very serious effects, particularly in children, are well-known. It is for this reason that this metal is covered by a specific action plan.

#### **Action plan:**

- although the elimination of lead from fuel significantly reduced lead impregnation of the population, lead poisoning remains a public health problem. A multi-annual lead intoxication risk reduction programme shall be adopted by the end of 2003;
- it shall comprise reinforced actions for fighting against lead poisoning in children due to old lead-containing paint, for preventing drinking water intoxication, with the implementation, within the defined deadlines, of the lead standard defined by the 1998/83/CE directive, along with screening, monitoring and information actions for exposed populations and professionals;
- concerning the fight against lead emissions of industrial origin, the objective is a 50% reduction by 2005, with actions concerning rejects, lead-containing products and lead uses, the management of lead-containing waste, along with the rehabilitation of lead-polluted sites.

### **Aim 2: to reduce the emissions of other heavy metals.**

#### **Action plan:**

- the waterways and listed facilities police shall step up their heavy metal emission reduction actions, in particular cadmium and mercury.

### **Aim 3: Acceleration of the European assessment of hazards related to chemicals.**

#### **Action plan:**

- France shall actively participate in the ongoing European discussions for improving the chemicals assessment and authorisation system, taking into account the need to implement a system in line with the considerable health and environmental stakes, and nevertheless practicable for industry. This system must be broadly based on the future European Chemicals Agency, in order to ensure that processing, situated, as far as possible, at the community level, enables us to free ourselves from the discrepancies encountered in the past.

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## **II.C. Reinforcement of environment protection**

The environments are suffering ever more serious aggressions. The actions intended to fight these aggressions shall be stepped up.

### **Aim 1: to improve maritime safety and to preserve the marine environment.**

#### **Action plan:**

- to promote the action of the European Maritime Safety Agency (EMSA) and to encourage it to initiate a programme of ships specialised in pollution control;
- to reinforce maritime and harbour safety and security;
- to re-launch the French maritime transport economic policy (flag support, coastal shipping, recreational sailing);
- to organise State action at sea (reinforcement of the coordination power of maritime prefects, fight against illegal tank cleaning activities, etc.);
- to manage sea usages (improvement of awareness of marine resources and the operation of marine and coastal ecosystems, implementation of integrated coastal area management, in particular for settling usage conflicts);
- to mobilise resources in order to support France's international action in terms of maritime safety and to eliminate the use of at-risk ships (harbour inspections, traffic monitoring, knowledge of the world fleet, particularly vulnerable maritime areas);
- to extend our power of intervention (assessment of pre-crisis situations).

### **Aim 2: multi-annual reduction of pollutant rejects into water.**

#### **Action plan:**

- a multi-annual action has been initiated over five years for locating and inspecting rejects into water, by listed facilities, of priority substances designated by application of the 2000/60/CE directive. The inspection of listed facilities shall use these results to take corrective reject reduction measures aimed at 5,000 establishments (improvement of effluent treatment efficiency, process alterations, reduction of threshold emission values, reinforcement of reject surveillance).

### **Aim 3: to reduce the environmental impact of pesticides.**

#### **Action plan:**

- in connection with the community strategy for pesticides, to improve the certification procedures for plant protectants and the follow-up of their impact on health and the environment.

### **Aim 4: reduction of pollutant emissions into the air.**

#### **Action plan:**

- in order to meet the objectives defined by the Geneva convention concerning cross-border pollution and the 2001/81/CE directive on national emission thresholds, a national programme shall be approved and shall comprise a number of reduction measures in all concerned sectors (industry, transport, services, agriculture, etc.), based, in particular, on the regulations pertaining to listed facilities and to the community measures concerning engines and fuels. This programme should reduce by approximately one half, between 1999 and 2010, the atmospheric emissions of three pollutants (nitrogen oxides, sulphur dioxide and volatile organic compounds) and stabilise ammonia emissions.
- this new reduction step should allow soil acidification and eutrophication phenomena, and to reduce ozone exposure.

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## **Aim 5: to provide air quality information.**

### **Action plan:**

- to ensure that each citizen has access, in quasi real time, to information on the quality of the air he/she is breathing. The national territory is covered by 40 surveillance associations which regularly communicate the results of their measurements. In certain large cities, this information is continuously available on the Internet. This principle must be extended to the whole territory, using the appropriate communication means and providing simple and global information.

## **Aim 6: adoption, in 2003, of an action plan against noise exposure.**

### **Action plan:**

- noise pollution is pervasive, calling for sustainable solutions for exposed populations, in particular those less favoured. The noise act of 31st December 1992 must be updated with the latest applications (buildings, noisy sports, cultural, industrial and trade activities). Its implementation in the field, however, is disparate, requiring renewed and reinforced action:
  - with respect to training, sensitisation and information of councillors, professional stakeholders and the general public;
  - with respect to noise prevention, particularly in terms of accommodation, vehicles, equipment and town planning;
  - with respect to curative actions and the resorption of black spots (air, rail, road), along with the reinforcement of the noise police.

## **II.D. Reinforcing solidarity between generations and between individuals**

Society must leave an appropriate medical arsenal for future generations. This must be the case for antibiotics, from which it has benefited to date, but which are currently hard pressed.

Industrial sites must be maintained and transferred in an acceptable state for future generations.

### **Aim 1: action plan to preserve the efficiency of antibiotics, 2001-2005**

#### **Action plan:**

- the implementation of a national policy aimed at preserving antibiotic efficiency involves a series of measures to restrict their use to situations where they are absolutely required:
  - to improve information, to distribute tools for helping professional and to reinforce training actions;
  - to improve the proper use of antibiotics in the hospital environment, along with town / hospital information exchanges;
  - to improve consumption and resistance surveillance, along with the national coordination of actions.

The content of this plan shall be made available on the Internet. it provides for the implementation of referent practitioners in health establishments and the organisation of advisory centres for self-employed practitioners. A national committee is in charge of assessing the plan and monitoring its implementation.

### **Aim 2: to prevent the pollution of industrial sites**

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## **Action plan:**

- to take into account the need to rehabilitate industrial sites during a company's life cycle, and not simply when this latter closes down. A debate has been initiated with all stakeholders and should lead to the technological and natural hazards prevention bill. The prescription of work and the constitution of financial guarantees may thus be implemented.

## **II.E. Solidarity between individuals**

The efficiency of the prevention and repression policies also rests on a better integration of environmental impacts and of the situation of victims, and thus on a better definition of damages incurred. The limits of responsibility must therefore be rigorously and accurately defined, particularly in terms of environmental damage.

A fundamental debate has been initiated on this subject, in the context of the definition of the Environment Charter, in connection with the European debate on environmental accountability. In parallel to this fundamental work, it is necessary to ensure that the situation of victims is improved, that these latter are taken into account in the context of the disaster, and their retrospective compensation.

## **Aim: better integration of the situation of victims, during and after the crisis**

The aim for better care for accident or disaster victims incites us to go beyond the simple role of immediate assistance to victims, to fully take into account the individuals in all aspects of the distress situations that they are suffering, beyond purely medical aspects.

## **Action plan:**

- to promote the widespread distribution of medico-psychological emergency units (CUMP), currently in place in over one in two departments. The implementation of these CUMPs has led to significant progress in care for victims. This movement must be pursued in order to rapidly achieve CUMP coverage of all departments by 2005;
- to accompany the "progressive return to normal": the aim is not only, for emergency fire teams or civil defence soldiers, to relieve the physical suffering of the victims, but also to accompany their return to normal life. Already initiated by the associations taking part in civil defence missions, this action must also be taken into account by the public authorities;
- to improve emergency care to victims: disaster situations are characterised by significant financial difficulties for the victims and by a certain sluggishness in administrative procedures. It is therefore necessary, for the prefects, to provide extreme emergency assistance to populations, when justified by the situation, in collaboration with the local authorities or social organisations. The procedures for delegating to prefects the funds corresponding to emergency assistance to disaster victims shall be improved; the natural and technological disaster compensation procedures (for example, maximum deadline of 3 months stated in the industrial and natural hazards act) shall be simplified and accelerated;
- to review the modulation system for excess amounts applicable with respect to compensation for natural disasters, towards a more efficient and fair accountability of policy-holders.

## **III. Reinforcing inspection resources, improving the organisation and professionalism of the judiciary police in the environment field**

Precautionary and prevention policies take on meaning only if the State gives itself the means to inspect them and to enforce the regulations on which they are based.

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Furthermore, the coordination of the action of the judiciary police departments, of the specialist police departments in charge of inspections and that of the public prosecutor's departments is essential.

The intercommunal structures with specific environmental expertise must be assigned with specific administrative police powers, for example in the field of waste water treatment, noise and the protection of water resources. The extension of the field of ranger authority, along with the accreditation of agents of territorial authorities will increase the level of surveillance within the well field protection perimeters.

### **III.A. Reinforcing inspection resources**

In order to face up to ever more numerous and complex missions, certain structures need to be reinforced.

#### **Aim: to reinforce the workforce of the action plans inspectorate:**

- reinforcement of the listed facilities inspectorate by 400 additional jobs by 2007
- reinforcement of the radiation protection inspectorate by 150 jobs by 2007.

### **III.B. Better organisation for increased efficiency**

A better organisation of players, improved utilisation of existing tools and closer cooperation shall enable the efficiency of public action to be improved.

#### **Aim: to improve the efficiency of existing players or tools.**

##### **Action plan:**

- to integrate, into individual or category-based administrative acts pertaining to the environment, the measures resulting from all community directives or regulations requiring it (Natura 2000, framework water directive, nitrates directive, etc.), in order to obtain the most coherent environment police possible and to simplify relations with users;
- to improve and extend the use of administrative and financial penalties;
- the consignment procedure used with respect to listed installations for the protection of the environment (ICPE) shall be used more efficiently in order to accelerate collection and to optimise the use of consigned amounts. In view of this experience, the consignment procedure for accountable parties shall be employed when allowed by existing laws in other fields (case of the water police);
- adoption of a law enabling towns to transfer their administrative police powers to the inter-communal authorities in areas currently delegated to other administrative structures;
- cooperation of the labour inspectorate and the listed facilities inspectorate in issues relating to high risk facilities; this cooperation shall be long-term, with information exchanges, experience feedback and common instructions for both inspectorates.

For prevention, the aim is to improve the involvement of employees, heads of establishment, and sub-contractors, in the human and organisational dimension of safety management. In support to the two inspectorates, the cooperation of the expert organisations INRES, INERIS and CRAM<sup>25</sup> with the concerned social partners shall be sought.

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National Research and Safety Institute for the prevention of occupational accidents and illnesses, National Institute for the Industrial Environment and Risks, Regional health insurance fund.

Progress must also be made to prevent any contradictions between the protection of work environment atmospheres and environmental emissions, and to improve the health and safety notice in authorisation requests from listed facilities.

### **III.C. Reinforcing the judiciary police in the service of the environment**

The judiciary police in the service of the environment needs to develop and become specialised. Important actions shall be conducted in this field, with in particular, the creation of a central office.

#### **Aim: to reinforce the judiciary police in the service of the environment. Action plan:**

- to create a central office for seeking and fighting environment and public health-related offences. The central office shall be responsible, at the national level, for organising and coordinating the fight against the most serious environment and public health offences, in close collaboration with the competent local services;
- to give the public prosecutor's departments a series of guidelines for a penal policy in terms of the environment (methodological tools, principles of accountability, etc.), to provide them with directives for adapting these guidelines to the local context and to ensure the efficiency and deterrent nature of the repressive action;
- to sensitise judiciary and administrative magistrates to environmental litigations and to better integrate the environment into the magistrate training programme. To appoint referent magistrates and to promote the specialisation of certain magistrates;
- to improve the level of reciprocal awareness and dialogue between public prosecutors, prefects and the departments in charge of judiciary police missions;
- to define and implement a series of inspection programmes concerted with the public prosecutor and coordinated between the different special and judiciary police forces;
- to ensure the coherence of the action undertaken by the public establishments in charge of policing missions and that of the decentralised departments.

#### General contents

# NATIONAL STRATEGY FOR SUSTAINABLE DEVELOPMENT

## ACTION PROGRAMMES TOWARDS AN EXEMPLARY STATE

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In order for a genuine sustainable development dynamic to be initiated, the State must set the example by integrating it into its public policies and into its day to day operations. It must apply to itself the approaches that it intends to promote with society's other players.

### **I.A. Integration of sustainable development into public policies**

The integration of sustainable development is at the very heart of the implementation of the national strategy for sustainable development. This strategic line proposes to mobilise the main tools and procedures common to all ministries and their public establishments that shall take us in this direction.

#### **I.A.1. Integrating sustainable development into the ministry reform dynamic**

The new impetus in terms of State reform wished by the President of the Republic and the Government represents an opportunity to integrate sustainable development into the State's action. The Aarhus agreement, ratified by France, shall lead to the reinforcement of the assessment and reporting effort.

These concerns must be integrated, at the national level, into the definition of public policies and into the definition of legislations and regulations. They must also be present at the decentralised level.

#### **Aim 1: integration, as soon as 2003, of sustainable development into the main State action steering tools.**

##### **Action plan:**

- the ministerial reform strategies shall integrate an aspect pertaining to sustainable development and associated with the present strategy. The senior officials in charge of sustainable development, appointed within each ministry, shall be associated with the drafting of the reform strategy of their ministerial department;
- the implementation of the organic law pertaining to the finance laws shall provide, in particular for those policies with the strongest impact on sustainable development (transports, energy, agriculture, etc.), the opportunity to reformulate, using indicators, the objectives of the programmes, with consideration for sustainable development;

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- the senior official in charge of sustainable development shall organise the training of his ministry's main decision makers, cabinet members and administrative directors; he shall ensure that his ministry's national guideline directive (NGD) ministerial activity report (MAR) and annual performance project (APP) all integrate sustainable development;
- the ministries' activity reports shall inform of the integration of sustainable development into the policies conducted. The ministries in charge of the supervision of public establishments shall, in particular through the contractualization procedure, ensure that these latter adopt the same approach;
- the inspections, audits and assessments of public policies and administrative structures shall make use of the sustainable development approach through its three pillars as one of the key assessment elements. They shall, in particular, ensure that the principles of transparency and participation are met;
- a number of measurement and assessment instruments integrating the criteria of sustainable development shall be created and an exchange network shall be set up; the various statistics networks shall be used, both at the national level and for the feedback of local data.

• **tracking indicators:** *assessment of ministerial activity reports by the senior officials in charge of sustainable development.*

## **Aim 2: at the decentralised level, to integrate sustainable development into State strategies**

### **Action plan:**

- the prefects, who shall be responsible for the monitoring and assessment of the strategy's local implementation, shall integrate, by 2004, the objectives of the national strategy for sustainable development into public policies and local actions, in particular into the State's territorial project and the contractual projects with the territorial authorities;
- sustainable development must be taken into account, by 2004, in the local organisation of State departments (e.g.: constitution of sustainable development poles or departments, or the nomination of referent agents in all departments);
- similarly, within the specific sector of agriculture, the decree no. 84-1193 pertaining to the organisation and attributions of the departmental directorates of agriculture and forestry (DDAF), shall be reviewed, integrating sustainable development into the action principles of the DDAFs. An analogous approach shall be conducted for the regional directorates of agriculture and forestry (RDAF).

• **tracking indicators:** *assessment performed for several departments for the reports of the General Environment Inspectorate.*

## **Aim 3: to extend the integration of sustainable development into legislations and regulations.**

### **Action plan:**

- in the context of the ongoing reform of legislation impact studies, the bills pertaining to policies with the strongest impact on sustainable development (in particular transport, agriculture and energy) shall be subject, from 2004, to an impact study integrating sustainable development. The ministry in charge of sustainable development shall be systematically associated with these studies, particularly in the context of interministerial meetings;
- beyond the analysis of each individual decision, a more global view shall ensure that budgetary "sustainability" shall provide a necessary complement to this action.

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## **.A.2. Better mobilising research in the service of sustainable development**

The understanding of causal relationships, the design of new practices, the need for expert assessments and the creation of technological breakthroughs shall require, more than ever, the support of research.

Furthermore, public research shall apply the principles of sustainable development to its practices. This commitment, along with its exemplary methods of implementation, should have a positive impact on the perception of science and its applications by our fellow citizens.

**Aim 1: To provide sustainable development with solid scientific foundations that can be used by public and economic stakeholders.**

### **Action plan:**

- drafting of a French strategy for research in the service of sustainable development, in order to propose the appropriate approaches and thematics to meet the challenge of sustainable development. This strategy shall direct redeployment towards the priorities of sustainable development in terms of programming, expertise and incentive and coordination policy, with particular respect to the following fields: climate change, energy, biodiversity, the fight against poverty, equal opportunities, transport, agriculture and the prevention of natural hazards;
- in order to reinforce expertise in ecological sciences, the ministry in charge of research shall define a 10-year recruitment program for teachers and lecturer-researchers in new fields of ecological expertise, including molecular biology, physiology and quantitative ecology;
- the ministry in charge of research, the research organisations and a number of transversal systems such as the French Biodiversity Institute shall reinforce the resources that they grant to incentive actions in the field of sustainable development. The National Institute for the Sciences of the Universe shall be changed to the National Institute for the Sciences of the Universe and the Environment and shall be entrusted with a delegate mission of coordination of incentive actions.

**Aim 2: to initiate an exemplary research approach aiming to apply the principles of sustainable development to the steering of research activities.**

### **Action plan:**

- implementation of a quality in research approach integrating the principles of sustainable development and the environmental priorities; ISO 14 001 certification of research sites and laboratories; revision of the hazardous experimentation authorisation and inspection system;
- public research action to propose a coherent vision and organisation of ethical issues, deliberative forms within the scientific community and with third parties, the responsibility of researchers, the consequences for research of the evolution of the position of expert appraisal in society.

**Aim 3: to integrate research into the implementation of the strategy at the local level.**

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The territories are privileged locations for managing the environment in connection with the citizens. A sustainable development geography is being built. Research shall participate in this and shall mobilise local teams and environmental research observatories to provide the data and information enabling local officials to better manage the environments and prevent hazards, in particular natural hazards. This will require the reinforcement of the association between research and the hazard prevention observatories. The research priorities for sustainable development shall be taken into account in the State-Region plan contracts.

#### **Aim 4: to adapt research to the new agricultural order**

The new agricultural order leads research to become involved in sustainable agricultural production methods, optimising its use and minimising its impacts on natural resources (water, soils, air, biodiversity), in the sustainable development of territories and in sustainable food systems, in terms of quality and safety.

##### **Action plan:**

- to develop research for sustainable food systems by favouring the following elements: agricultural production and resource utilisation, food quality and safety and, finally, public action and economic intervention methods;
- to develop the "water and territory" research, along the following main lines: the continental biosphere and ecological systems engineering, the water cycle and integrated management; and natural water and land-related hazards;
- to develop those decision-assistance tools and methods likely to enable the definition of sustainable public agricultural policies, the improvement of market operation, the choice by farmers of the most appropriate sustainable production method for their farm's environment and the management of rural territories at an appropriate scale. Seminars shall be organised on the selected topics and partnership agreements shall be defined for the actions identified.

#### **I.B. The integration of sustainable development into administrative operations**

The State departments must be able to integrate sustainable development into their internal operating methods, in particular to reduce the impact of their daily activities on the environment.

##### **I.B.1. Developing eco-responsibility approaches within the State departments**

The aim is to reduce the flows and economic and ecological costs related to the internal operation of the public administrations and establishments. Of particular concern are those actions contributing to:

- improving the public procurements policy by favouring the acquisition of products and services integrating sustainable development;
- reducing water and power consumption;
- reducing the amount of waste produced and ensuring that this waste is re-used or recycled;
- improving the State's property policy (construction, management), in particular through the use of materials or techniques with reduced environmental impact, along with the implementation of the "high environmental quality" (HEQ) approach for new buildings or renovation work, in compliance with the architectural and historical quality of the buildings;
- rationalising the management of vehicle fleets, organising staff movement plans, covering public transport subscriptions in order to promote their use, extending videoconferencing and telecommuting as an alternative to travel for attending meetings.

**Aim 1: to improve the public procurements policy by favouring the acquisition of products and services integrating the environment.**

##### **Action plan:**

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- the reform of the procurement contract code shall integrate, by the end of 2003, the possibility of taking environmental criteria into account when preparing the contracts; compliance with standards or labels may also be used;

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- the standing group on sustainable development market studies (GPEM), created during the first half of 2003, in a joint effort by the ministry in charge of sustainable development and the ministry in charge of economy and finance, brings together public procurements practitioners; it shall oversee the operational implementation of a public procurement system integrating sustainable development, and in particular the drafting of specialist documents (general technical terms and conditions, guides, recommendations, notices, etc.) and shall collaborate with the existing sector-based GPEMs;
- the public procurement observatory shall define the indicators used to analyse and check the progression of the procurement of goods and services respectful for sustainable development. The GPEM and the observatory shall submit to the Government, before the end of 2004, a number of performance targets for eco-responsible procurements.

- **tracking indicators:** *publication of the renovated code, establishment and work of the GPEM, observatory publications.*

**Aim 2: to implement a policy of administration eco-responsibility, aimed at achieving, for the State and its establishments, the following performance targets:**

- 10% reduction in carbon dioxide emissions by 2008 for the transport function of the administrations and by 10% in public buildings;
- re-examination of property management structures within each administrative establishment, or implementation of an external cell-type organisation system shared between small-sized establishments. The 5-year objectives are as follows: 20% water savings, 10% decrease in power consumption, 60% white paper recycling;
- 20% fleet renewal in the form of clean vehicles (excluding intervention vehicles) including, if possible, 5% of electric vehicles from 2004 onwards;
- characterisation, by the end of 2004, of the national administration waste deposit;
- from 2006 onwards, systematic prior consideration of the integration of product end-of-life from the public procurement step;
- to implement at least one movement plan for at least one administrative establishment, per year and per department, from the end of 2004;
- for 2005, 20% of new State constructions must comply with the High Environmental Quality (HEQ) approach, with the High Energy Performance (HEP) label, or with an equivalent reference, followed by 50% from 2008.

**Action plan:**

- each ministry shall assess, in 2004, the savings potential of its pool of buildings and internal activities, and shall prepare a multi-annual flow reduction plan making use of the most worthy solutions;
- innovative and eco-responsibility-demonstrating actions shall be deemed eligible for the State reform fund. The eco-responsibility objectives for the administrations shall be stated in the ministerial reform strategies;
- the ministry in charge of sustainable development shall submit to the standing committee of the interministerial committee for sustainable development, by the end of 2003, a template action programme for homogenising presentations and rendering usable the results produced in terms of eco-responsibility, along with a system for monitoring efforts produced;
- each ministry shall draw up, by the end of 2005, a "carbon equivalent balance" and a multiannual investment plan for its property pool, generating power savings and greenhouse gas emission reductions. It shall encourage its supervised public establishments to adopt a similar approach;

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- the prefects shall state the eco-responsibility objective of the departments, particularly in the State's territorial project. The heads of regional education authorities are also invited to develop this type of approach within the different teaching establishments;
  - the "public engineering" services of the town and country development departments shall be mobilised to better integrate environmental concerns and to develop High Environmental Quality operations for public buildings; they will be intended to serve as technical supports for the prefects;
  - the Agency for the environment and energy management (ADEME) shall provide a "resource centre" service through the provision of reference methodologies and shall provide methodological support to exemplary local operations. The ADEME shall create an observatory of eco-responsible approaches and shall participate in the publication of best practices. It shall contribute to the definition and implementation of training programmes;
  - specific commitments by certain ministries shall be defined, for example in 2003 in the context of the new protocol between the ministry of defence and the ministry of ecology and sustainable development.
- **tracking indicators:** *assessment of ministerial programmes: energy balances, etc.*

### **I.B.2. The State, an exemplary employer**

The management of human resources is one of the keys to the integration of sustainable development into the State's actions and decisions, thus requiring the training of new agents, and of those already in activity, along with the enhancement of expertise acquired. Furthermore, the State must be exemplary in terms of social action, the insertion of disabled persons and equal opportunities for men and women.

**Aim 1: to develop the integration of sustainable development into the initial and continuing training of State agents.**

#### **Action plan:**

- the initial and continuing training courses of the various ministries shall include sustainable development training for 2005; the network of higher education schools for civil servants from the technical and administrative sectors shall be solicited;
  - under the guidance of the General directorate for administration and civil service and of the Environmental training institute (IFORE), a "lifelong" training system shall be defined in terms of sustainable development. It shall enable the coordination of certain syllabi and the possibility of capitalising training in order to acquire expertise. An interministerial sustainable development course catalogue shall be created. The IFORE shall be a pole of expertise.
- **tracking indicators:** *number of individuals trained each year.*

#### **Aim 2: to develop social action.**

Sustainable development must be a constant concern for the management of State agents. Besides training, a particular effort must be made in terms of solidarity for the access of handicapped individuals to civil service. In the field of parity and of equal professional opportunities, the proportion of women in ranking positions remains low.

#### **Action plan:**

- the work pertaining to the revision of the planning act of 30th June 1975 shall enable the initiation of a debate concerning the possibility; for any handicapped individual wishing to integrate one of the civil services, to receive the benefits of the association for the management, training and insertion of disabled people;
  - The State shall emphasise its policy in favour of the access of women to ranking positions within the civil service.
- **tracking indicators:** *percentage of handicapped workers, number of women in ranking positions.*

#### General contents

# NATIONAL STRATEGY FOR SUSTAINABLE DEVELOPMENT

## ACTION PROGRAMMES

### INTERNATIONAL ACTION

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The diagnosis is known: the planet is now threatened and, as a result, humanity is in danger. This is borne out by the figures.

World CO<sub>2</sub> emissions currently represent nearly 25 billion tons, that is to say four times more than in 1950. Depending on the policies conducted, the increase in the planet's mean temperature should be between 1.5 and close on 6°C at the end of the century (3rd IPCC report). Currently, 25% of the planet's 4,630 species of mammals and 11% of the 9,675 bird species are in serious danger of becoming extinct. Over half of the planet's coral reefs are threatened by human activities, 80% of them are endangered in the most heavily populated regions.

If current consumption methods persist, two in three people shall suffer, in 2025, from water supply problems. The worldwide use of pesticides causes 3.5 to 5 million serious cases of poisoning per year (UNEP Global Outlook - 2002).

Approximately 20% of the planet's fragile dry land are affected by human activity-related soil deterioration. As a result, the existence of over one billion individuals is threatened. Nearly 250 million acres of forest disappeared during the '90s (UN secretariat - 2001).

According to the 2003 report of the World Bank on world development, 1.2 billion individuals currently subsist on less than 1 dollar per day. The average income in the 20 wealthiest countries is 37 times higher than the average income in the 20 poorest countries. Over one billion individuals in the poorest countries have no access to drinking water.

Furthermore, according to the WHO's 2002 statistics, 42 million people are currently infected by the AIDS virus, of which close on 30 million in sub-Saharan Africa.

The need for action is therefore urgent. The interministerial task force on international cooperation and development (CICID) defined the first milestones during its meeting of 11th December 2002. A world alliance for sustainable development is necessary in order to face these problems, to face poverty, and to humanize globalisation through international terms of governance. France supports, in particular, the reinforcement of the role of the United Nations' Sustainable development commission in monitoring the implementation plan ratified in Johannesburg. This commission should, in particular, promote experience exchanges pertaining to the application of national sustainable development strategies.

At the European level, France actively contributes to the definition of policies in favour of sustainable development and is acting towards the effective implementation of the recommendations made by the Social Agenda adopted in Nice in December 2000, along with those of the Göteborg European Council of June 2001 (environmental aspect).

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## **I.A. Reinforcing the fight against poverty through increased solidarity towards developing countries**

France has undertaken to ensure that its official development assistance (ODA) reaches, in 2007, 0.5% of the GDP: This effort does not exclude other sources of funding: private investments, or even the potential international levy on wealth generated by globalisation. Solidarity must also be increased through a partnership approach going beyond that of assistance. Indeed, the actions can only succeed if certain local conditions are met: stable institutional context, citizens, both consumers and small investors, sensitised, local, appropriately trained personnel. The priorities are targeted, in countries in which France is involved and, in particular in the Priority Solidarity Zone (PSZ), at contributing to the fulfilment of the objectives of the Millennium declaration and of the Johannesburg summit.

### **I.A.1. Enabling human development through improved health, social welfare and education systems and through the joint production of adapted knowledge**

The fight against poverty must first meet a number of elementary requirements in terms of education and health, in respect for equality between men and women. It is also necessary to prevent developing countries from remaining on the outskirts of the observed currents of progress in developed countries. Finally, a number of actions need to be conducted to locally reinforce high-level research and expertise abilities.

**Aim 1: to back the definition and implementation of national health and education policies along with support for the most vulnerable populations, both in rural and urban settings.**

#### **Action plan:**

- to promote the definition of national strategies in the health and education sectors in PSZ countries;
- to pursue our support for the "primary education for all, girls and boys, by 2015" initiative and, in particular, to create, in the PSZ, a series of regional poles of expertise in collaboration with the UNESCO;
- to reinforce our cooperation with the WHO (World Health Organisation), the Global Fund for Aids, Tuberculosis and Malaria (GFATM), and UNAIDS in order to improve access to care and health services;
- to support the AIDS prevention and treatment projects through the recognition of public/private partnerships and to improve coordination between the various stakeholders, in order to increase the efficiency, coherence and legibility of our actions.

• **tracking indicators:** *number of regional "education" poles; number of public/private partnerships; evolution of pandemics.*

**Aim 2: to pay particular attention to the issue of access to drugs in developing countries.**

#### **Action plan:**

- to work towards a multilateral solution concerning access to drugs in countries with no production capacity (implementation of paragraph 6 of the Doha declaration);
- to accompany the implementation of a global drugs access plan for developing countries; to develop experience transfer and best distribution practices; to fight against hijacking and re-importation; to encourage funding and to promote technology transfer initiatives.

• **tracking indicators:** *result of the drugs negotiations at the WTO.*

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**Aim 3: to promote the training of science executives in developing countries, in particular in agronomy, health, economics, environment and social sciences.**

**Action plan:**

- to mobilise the French research organisations, particularly in the overseas departments, in relation with the universities, to assist the developing countries in directing their research efforts;
- to back the insertion of scientific projects managed by developing countries within the regional or international research networks;
- to support the reinforcement of research systems around "platforms" or "poles of expertise" in the context of partnerships with the scientific institutions of the concerned countries.
- **tracking indicators:** *number of regional "research" poles, number of training courses leading to diplomas and number of jobs created, number of research products, number of scientist exchanges and of participations in international programmes.*

**I.A.2. Contributing to the access of less favoured populations to "essential services"**

France is committed to meeting such essential needs as access to drinking water and effluent treatment or to modern forms of energy and transportation. The aim, for example, by 2015, is to reduce by a factor of two the number of individuals that do not have access to drinking water or effluent treatment.

**Aim: to promote the definition of national strategies in the water, energy and transport sectors and to support sustainable development projects in urban, but also rural areas.**

**Action plan:**

- to encourage the definition of national sector-based strategies in countries of the priority solidarity zone;
- to ensure the implementation of so-called type II partnership initiatives, both French and European, announced in Johannesburg, in particular in the water and effluent treatment sector;
- to promote, in a general manner, the recommendations of the Camdessus report on the funding of water and effluent treatment infrastructures and to promote the "governance principles" for these same sectors;
- to work towards the establishment, at the international level, of an observatory-type information system for monitoring the progress achieved in population access to drinking water and effluent treatment;
- to develop bilateral and multilateral money lender micro-credits for access to drinking water;
- to ensure, in particular, the support for initiatives in favour of women as prime players in household water supply;
- to pay particular attention to projects making use of renewable energy sources;
- to promote those projects eligible for the Kyoto protocol "clean development mechanism".
- **tracking indicators:** *number of inhabitants with access to the considered services.*

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### **I.A.3. Promoting the balanced economic development of the territories, in particular in rural environments**

The improvement in living conditions of rural populations must be a strong component of our development assistance policies. It is also necessary to promote sustainable forms of activity, respectful for the material and immaterial heritage, factor of economic and social development for the populations, particularly in terms of tourism.

**Aim 1: to enable developing countries to reinforce their food safety, while sustainably managing their natural resources.**

#### **Action plan:**

- to ensure the integration of the principles of sustainable development into national agricultural and rural policies, in particular the sustainable management of natural resources and biodiversity;
- to improve the representation of agricultural authorities from developing countries within international negotiation settings;
- to pursue the cooperation in terms of health standards and quality "labels" as factors of the sustainable development of agriculture.
- **tracking indicators:** *number of supports to agricultural organisations, food self-sufficiency index*

**Aim 2: to develop sustainable tourism, in particular in rural communities.**

#### **Action plan:**

- to encourage the implementation of territorial cultural systems, integrating tourism enhancement activities within a global policy of economic, social and cultural development;
- to support the initiative of tour-operators and to back the NGOs at the international level; to back the constitution of a resource centre; to set up a number of sensitisation campaigns against sexual tourism;
- to contribute to the actions of the UNESCO in favour of the conservation and enhancement of sites listed in the world heritage.
- **tracking indicators:** *number of operators involved; adoption of a sustainable tourism charter; percentage of the sector's turnover.*

**Aim 3: to assist in the preservation and sustainable utilisation of biodiversity.**

#### **Action plan:**

- to support those actions required for the conservation and sustainable management of tropical forests, in particular those of the Congo basin;
- to promote the creation of protected areas, in particular on the initiative of local authorities or communities that would undertake their conservation and management;
- to reinforce the legal and technical abilities of countries wishing to enhance, in economic terms, their biodiversity, including in terms of the training and sensitisation of stakeholders, in view of preserving the diversity, wealth and evolutionary potential.
- **tracking indicators:** *number of protected areas and concerned surface areas, red list of endangered species (IUCN).*

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#### **I.A.4. Encouraging the development of initiatives at the local authority and civil society levels**

Through its proximity and duration, non-governmental cooperation provides an essential contribution to the success of decentralisation processes and to the reinforcement of the capacities of local authorities and the civil society, both being prerequisite for the success of policies for fighting against poverty.

**Aim 1: to promote cooperation between territorial authorities in view of reinforcing local capacities.**

**Action plan:**

- to promote decentralised cooperation (towns, departments, regions), in particular that in which overseas authorities are involved, and to promote the increase in ODAs flowing through this channel;
- to coordinate State and territorial authority action in the field of decentralisation, with funding provided by international money lenders.
- **tracking indicators** *number of local authorities committed in cooperation actions, number of projects borne.*

**Aim 2: to support the actions of NGOs, in particular those in favour of fair trade.**

**Action plan:**

- to inform and sensitise the public opinion of the most advanced countries to cooperation in favour of sustainable development performed in Southern countries; to support communication putting forward proximity projects conducted, in particular, in rural environments;
- to reinforce the actions in favour of the increase in development NGO professionalism (training, studies, advice for building files);
- to increase, in PSZ countries, the number of producers committed to fair trade; to promote products resulting from fair circuits, in particular trade, through an increased proportion in public procurements.

**Aim 3: to direct the co-development policy towards the sustainable development of the concerned countries.**

**Action plan:**

- to promote the mobilisation of savings of migrant workers towards projects integrating sustainable development concerns;
- to encourage immigrant company directors to invest in their countries of origin, in sustainable development projects.
- **tracking indicators:** *number of reinsertion projects for migrants wishing to return to their country, supported in the context of co-development programmes and integrating concerns for sustainable development; number of sustainable development projects implemented with the financial participation of immigrant company directors.*

#### **I.A.5. Integrating the objectives of sustainable development into French assistance tools, in particular debt processing**

**Aim 1: implementation of "debt relief - development" contracts that should amount to 3.7 billion Euros**

**Action plan:**

- to negotiate debt conversion or debt repayment reinvestment

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for investments in favour of sustainable development (basic education, vocational training, primary health care, fight against pandemics, local authority equipment, natural resource management).

- **tracking indicators:** *amount of re-negotiated debts, number of projects funded.*

### **Aim 2: to implement a number of sustainable development indicators.**

#### **Action plan:**

- completion of the ongoing work at the Interministerial task force on international cooperation and development (CICID): the target date is 30th June 2003; with respect to the environmental certification of all procedures, an external audit of the French Development Agency shall be performed by 2004;
- to include sustainability criteria in all assistance and cooperation procedures with developing countries, in the European and multilateral context.

- **tracking indicators:** *assessment of the environmental and social components of the cooperation projects supported by France.*

### **Aim 3: to direct the action of the French Global Environment Fund through sustainable development projects.**

#### **Action plan:**

- to implement the four-year reconstitution of the fund (up to 67 million Euros);
- to direct its involvement towards support for exemplary projects for the implementation of commitments made during the Johannesburg summit.

- **tracking indicators:** *absolute and relative amounts, in sustainable development support projects, of the effort in favour of the environment (biodiversity, greenhouse effect, international waters, fight against land deterioration and deforestation, elimination of persistent organic pollutants).*

## **I.B. Managing globalisation and reinforcing the international governance of sustainable development**

It is important to continue the promotion of the social and environmental aspects of globalisation and to reinforce the dialogue between UN-related institutions and programmes (United Nations Environment Programme (UNEP), United Nations Development Programme (UNDP), International Labour Organisation (ILO), United Nations Educational, Scientific and Cultural Organization (UNESCO), World Health Organisation (WHO), etc.), and the international financial institutions, or the World Trade Organisation (WTO).

### **I.B.1. Backing the contribution of the two major world social organisations, WHO and ILO, in debates on globalisation**

The initiatives by the United Nations' specialist organisations, dealing with issues pertaining to the social pillar of sustainable development, in particular the WHO and the ILO, must be encouraged. The creation of extended partnerships, beyond the governments, should be better supported.

**Aim: to promote, in particular with respect to Southern countries, the involvement of the WHO and the ILO at all levels of definition and implementation of international policies, in particular the strategic fight against poverty frameworks.**

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## Action plan:

- to generate increased interest in the work of the World commission on the social dimension of globalisation of the ILO. To assign an expert to this latter's secretariat. To subsequently support a certain number of its recommendations;
- to support the new ILO legislative policy and its strategy on "decent work";
- to promote the integration of WHO and ILO recommendations into projects backed by international financial institutions;
- to act in favour of granting the WHO an observer status with respect to the WTO.

• **tracking indicators:** *French contribution to the Commission's report on the social dimension of the globalisation of the ILO; number of countries supporting the acceptance of the WHO as an observer at the WTO.*

## I.B.2. Reinforcing international environment governance, in particular through the creation of a specific world organisation

Although there are numerous multilateral environment agreements, their implementation is not satisfactory. It is necessary to ensure their efficiency and, beyond this, to promote the creation of a World Environment Organisation (WEO) which would allow better international environmental management. The notion of "global public goods" provides, in this respect, a promising methodological framework that needs to be pushed further.

### Aim 1: to reinforce the efficiency of multilateral environmental agreements.

#### Action plan:

- to work, along with our European partners, towards the coming into effect of the Kyoto protocol; to seek, with developing countries, an efficient and equitable solution enabling them to participate in the efforts of the international community to fight climate change.
- to actively contribute to the implementation of the biosafety protocol<sup>26</sup> and of the phylogenetic resources treaty negotiated in the context of the Food and Agriculture Organization (FAO), while reinforcing the inspection and management abilities of developing countries;
- to back the proposal that the Global Environment Fund become the preferred financial mechanism for the agreement on the fight against desertification and to continue our support to those African regional organisations covered by our agreement.

• **tracking indicator:** *number of strategic programmes in favour of sustainable development stating these international agreements; number of French projects eligible for the "clean development mechanism" (Kyoto protocol), number of projects contributing to reinforcing abilities in terms of international negotiations, in particular in the PSZ.*

### Aim 2: to reinforce the UNEP, prefiguration of a future WEO.

#### Action plan:

- to apply, by 2003, an indicative rate of UNEP contribution to the World Environment Fund and to encourage all other countries to do so;
- to promote, during bilateral contacts, the need to change the UNEP to a WEO, which could take the shape of a universally composed United Nations specialist agency;

<sup>26</sup> Protocol on the safety of cross-border movements of modified living organisms, implementing a prior importation authorisation procedure.

- to convince that the UNEP should be granted a pilot role in the definition of action programmes in favour of more sustainable consumption and production methods, along with the status of permanent observer at the WTO;
- to draft a mandate project for a future WEO.

### **Aim 3: to reinforce adhesion to the sustainable development approach by global public goods.**

The notion of global public goods refers to goods, services or resources whose existence is of benefit to all. It joins the notion of a common heritage that goes beyond borders and may be regional or global. It is subtended by the need for proper governance.

#### **Action plan:**

- co-organisation, with Sweden, of an international task force (organisation of conferences, study commissioning). Explicit definition of the concept, its scope and potential instruments;
- implementation of a "group of friends" promoting this approach within international strategies.

### **I.B.3. Supporting efforts in favour of cultural diversity and Francophonie.**

#### **Aim 1: adoption of an international agreement on the protection of cultural diversity at the 33rd general UNESCO meeting (autumn 2005).**

Such an agreement would possess the following objectives: acceptance of the necessary respect for linguistic pluralism; assertion of the right of States to support cultural creation; acceptance of the exceptional nature of cultural goods and of the need for dialogue between cultures; development of international cooperation mechanisms to help countries in preserving their material and immaterial heritage.

#### **Action plan:**

- negotiation, within the UNESCO authorities, and sensitisation actions.

*tracking indicator: adoption of the agreement.*

#### **Aim 2: to increase the role of Francophonie in the service of sustainable development.**

#### **Action plan:**

- to actively prepare the Ouagadougou Francophonie summit (2004) dedicated to solidarity and sustainable development;
- to reinforce French-speaking expertise in international negotiations on sustainable development;
- to implement the international French-speaking information network destined to become, at the multilateral level, a preferred information, exchange and relations link for sustainable development; to ensure the integration of this concern into the preparation of future Geneva (2003) and Tunis (2005) world summits on the information society.
- **tracking indicators:** *programming of the International Francophonie Agency for the 2004-2005 biennium (information network).*

### **I.B.4. Better integrating sustainable development into trade negotiations and in the context of regional partnerships**

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It is, in particular, necessary to take into consideration the requirements of sustainable development

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in the negotiation of trade and cooperation agreements between the EU and the ACP or Mediterranean countries and, in broader terms, in all partnerships forged with these countries (support for the NEPAD, for example). France could also promote the establishment of an international framework favourable to the social and environmental accountability of companies.

**Aim 1: to encourage sustainability impact studies in the UE's trade negotiations.**

**Action plan:**

- to ensure the realisation and quality of the planned sustainability impact studies in the context of the trade negotiations, along with the participation of all concerned stakeholders;
- to ensure that the results of these impact studies are taken into account by negotiators, either through provisions intended to limit negative effects, or through the modification of the considered provisions.

• **tracking indicators:** *number of studies performed; assessment of these studies; examination of their integration into agreements.*

**Aim 2: to define, before the end of 2005, with our partners, an ambitious Mediterranean sustainable development strategy.**

**Action plan:**

- organisation in France, in January 2004, of an informal meeting of experts, in order to construct a framework for action based on a small number of concrete objectives.

• **tracking indicator:** *adoption of the strategy; implementation of a follow-up mechanism.*

**Aim 3: to support the NEPAD's (New Partnership for Africa's Development) initiative for the environment.**

**Action plan:**

- to mobilise French and European aid concerning the environmental priorities identified by the NEPAD;
- to assist, in collaboration with the concerned countries, in the construction of stakeholder networks, at the sub-regional level, adapted to dealing with environmental issues;
- to ensure that environmental concerns are an integral part of the NEPAD backing commitments made in the various international structures (UN, international financial institutions, G8, etc.).

**Aim 4: to promote the integration of environmental and social considerations into the WTO, in particular during discussions on the connections between trade and environment.**

**Action plan:**

- active contribution to WTO discussions, in particular concerning a possible multilateral framework intended to guarantee transparent conditions for cross-border investments;
- organisation of an international forum for the exchange of best practices and dialogue concerning social and environmental responsibilities with companies, social partners and NGOs, in collaboration with the ILO and OECD, in the spirit of the UN World Pact.

• **tracking indicators:** *conclusions of the WTO ministerial conference (Cancun, 2003); results of the negotiations held in the context of the Doha agenda.*

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# I - QUESTIONS/ANSWERS ABOUT SUSTAINABLE DEVELOPMENT

- Q: **What is sustainable development?**

A: 'Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs'. This definition from the *Brundtland Report* submitted to the UNO in 1987 by the World Commission on Environment and Development epitomises the concept. In fact, the Commission chaired by Ms Gro Harlem Brundtland, the then Norwegian Prime Minister, launched the term 'sustainable development'.

- Q: **What are the aims of sustainable development?**

A: Sustainable development aims at promoting a **different development model** versus the one adopted by industrial countries over the last five decades. The need has emerged from the evidence of environmental damage and from the fact that the current model, if applied to such development as rightfully desired by Southern countries, would lead both to irreversibly depleted resources and to serious social tensions. Today, the basic needs – food, home, clothes, work, healthy environment etc. – of millions of people throughout the world are not met: the new development model should help meet such basic human needs and tend to an **improved standard of living** for all individuals, today and in the future.

'Man' is the core element of the new development model. The latter is based on increased solidarity

- **among generations:** current development shall not compromise that of future generations;
- **among peoples:** there can be no sustainable development if a minority's wealth exists next to the exclusion or poverty of a vast majority.

- Q: **How can such aims be achieved?**

A: A sustainable development process requires considering the **economic, social and environmental effects of every decision** so as to strike a balance among all decisions. What is needed is

- developing economic growth and efficiency, i.e. the **economic pillar**;
- meeting human needs and fairness/cohesion goals, i.e. the **social pillar**;
- preserving, enhancing or even improving the environment and natural resources for the future; i.e. the **environmental pillar**.

Integrating those three dimensions, while respecting cultural diversity, is a prerequisite for any sustainable development policy. It means having a constant concern for the future, hence considering potential **medium-/long-term** consequences of any policies aiming at short-term objectives.

In addition, **involving citizens** and civil-society stakeholders in the decision-making process is a prerequisite for the process to be effective.

- Q: **Who are the stakeholders in sustainable development?**

A: Governments, regional authorities, economic players, associations, public or private institutions – society as a whole is concerned. All stakeholders are potentially instrumental in progressing towards sustainable development.

The quest for sustainable development is both local and global, village-wide and world-wide. This approach can only be successful if citizens feel **responsible** for the progress aimed at, and are involved in it, both in their professional and personal lives.

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- Q: **Does sustainable development get international recognition?**

A: The pictures of Earth seen from space have shattered our view of the planet. We became suddenly aware that we had been settling it for a mere three million years, which is a short time in a planetary perspective, knowing that the period of dinosaurs lasted for 160 million years! The notion that Earth was fragile and that the major balances that govern the ecosystems were threatened by human activities spread on a world-wide scale.

The **United Nations Organisation** arranged major international conferences on environment and development: the first in Stockholm in 1972, followed in 1992 by the Earth Summit in Rio which strongly emphasised the States' responsibility and necessary involvement, and, as a 10-year follow-up, the Johannesburg Summit from 26<sup>th</sup> August to 4<sup>th</sup> September 2002.

At the **OECD**, sustainable development is a strategic priority. Member countries undertook to take action aimed at coping with the most serious issues, in particular climate change, and to join efforts in favour of environmental sustainability. The OECD has specifically recommended that sustainable development strategies be set up in all countries by 2005.

Finally, the **European Union** is instrumental in such change. Sustainable development has been included in the Maastricht Treaty. The EU Structural Funds have recently been made conditional upon sustainable development in the territories. In June 2001 the Gothenburg European Council adopted a European strategy for sustainable development. National strategies should be consistent with that policy and include the European dimension as a means to achieve the common goal.

- Q: **What is Agenda 21?**

A: Agenda 21, also known as Action 21, is a genuine **global action plan** for sustainable development in 21<sup>st</sup> century. Its forty chapters outline a policy package in the form of recommendations. It focuses more particularly on reducing the waste of natural resources, combating poverty, protecting the air, oceans and wildlife, and introducing sustainable agricultural practices for the purpose of feeding the ever increasing world population.

Agenda 21 is a benchmark tool that was adopted by the 171 governments present in Rio in 1992 at the first Earth Summit. It sets objectives, determines resources and suggests voluntarist policies to be implemented in all areas of society and at various levels.

Today, ten years after Rio, Agenda 21 remains highly topical, since governments decided not to re-negotiate it at the Johannesburg Summit.

Its translation for regional authorities is **local Agenda 21**. As a development programme mainly based on participation by, and partnerships with, private and public stakeholders, local Agenda 21 aims at promoting production and consumption patterns based on low use of resources, whether energy, water, air or biodiversity.

- Q: **Why a national sustainable development strategy for France?**

A: Sustainable development requires in-depth changes in the behaviour and action patterns of all components of society. Given the extent of the task and matters involved, it appeared important to structure the process in order to give citizens a **shared vision** of the issues at stake and the changes needed on a short-/medium-term basis, specify the **ways of including** sustainable development in public policies, and help **follow up on progress** achieved in that field. This is the objective pursued by the Government through the national strategy for sustainable development.

Since sustainable development aims at reconciling economic development, social fairness and environmental protection, it involves the full range of Government policies, whether international, economic and social, educational and research, and sector-based (e.g. agriculture, transport, tourism) policies.

All ministries have been urged to **identify, organise and prioritise** lines of action, and since this is also a **cross-sectional** approach, they have been urged to work together in a spirit of open dialogue and to encourage all stakeholders in civil society to work in the same spirit. The national strategy for sustainable development puts in perspective the efforts to be used effectively to achieve sustainable development.

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# II - SUSTAINABLE DEVELOPMENT – FACTS AND FIGURES

## ON A WORLD-WIDE SCALE

### Water

Today, over a billion people have no access to safe drinking water supply and 2.5 billion people have no access to basic sanitation. Water-based diseases each year kill 2.2 million people, of whom 1.5 million children under 5<sup>1</sup>, i.e. more than four times the toll taken by conflicts throughout the world.

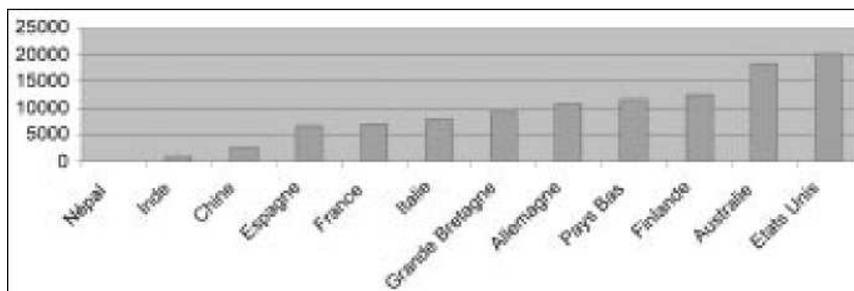
### Environmental heritage

Between 1990 and 2000, forest areas decreased by 2.37%, which corresponds to 94 million hectares, or 1.7 time France's area. While the average annual decrease is 0.24%, deforestation is peaking in Africa (0.7% p.a.) and in Latin America/Caribbean (0.5% p.a.)<sup>3</sup>. Forests have a key function as pools of biological diversity (the active principles of many plants are used in pharmaceutical production), natural water-control instruments, carbon absorbers (combating the greenhouse effect) and recreational sites (social and environmental amenities).

### Greenhouse effect and climate change

Emissions should be reduced to less than 3 gigatonnes of carbon dioxide equivalent (CDE) per annum<sup>4</sup> to limit impact on climate warming. This figure, when evenly distributed over 6 billion people, results in each earthling having a 'right to emit' 500 kg CDE annually. For example, this threshold is reached when driving a car for six months in an urban area. Today, on average, an American produces 11 times more emissions, a German 6 times, an Englishman 5 times, a Frenchman 4 times and a Chinese 1.5 time more emissions. Conversely, an Indian produces 40% less emissions and a Nepalese 1/14<sup>th</sup> of the above threshold.

### Carbon dioxide (kg/CO<sub>2</sub>) emissions per capita in 1998



Sources : United Nations Framework Convention on Climate Change (UNFCCC), Carbon Dioxide Information analysis (CDIAC)  
For the record: 1 kg carbon dioxide equivalent = 3.67 kg of emitted CO<sub>2</sub>

<sup>1</sup>Source: World Health Organisation (WHO) and United Nations Children's Fund (UNICEF) (2000)

<sup>2</sup>Source: United Nations Development Programme (UNDP 2002)

<sup>3</sup>Source: Food and Agriculture Organisation (FAO), "Global Forest Resources Assessment" (2000) .Source: Intergovernmental Panel on Climate Change (IPCC)

<sup>4</sup>Source: "Réduction des émissions de gaz à effet de serre : l'ampleur du défi" J.M. Jancovici, annales des Mines, January 2002

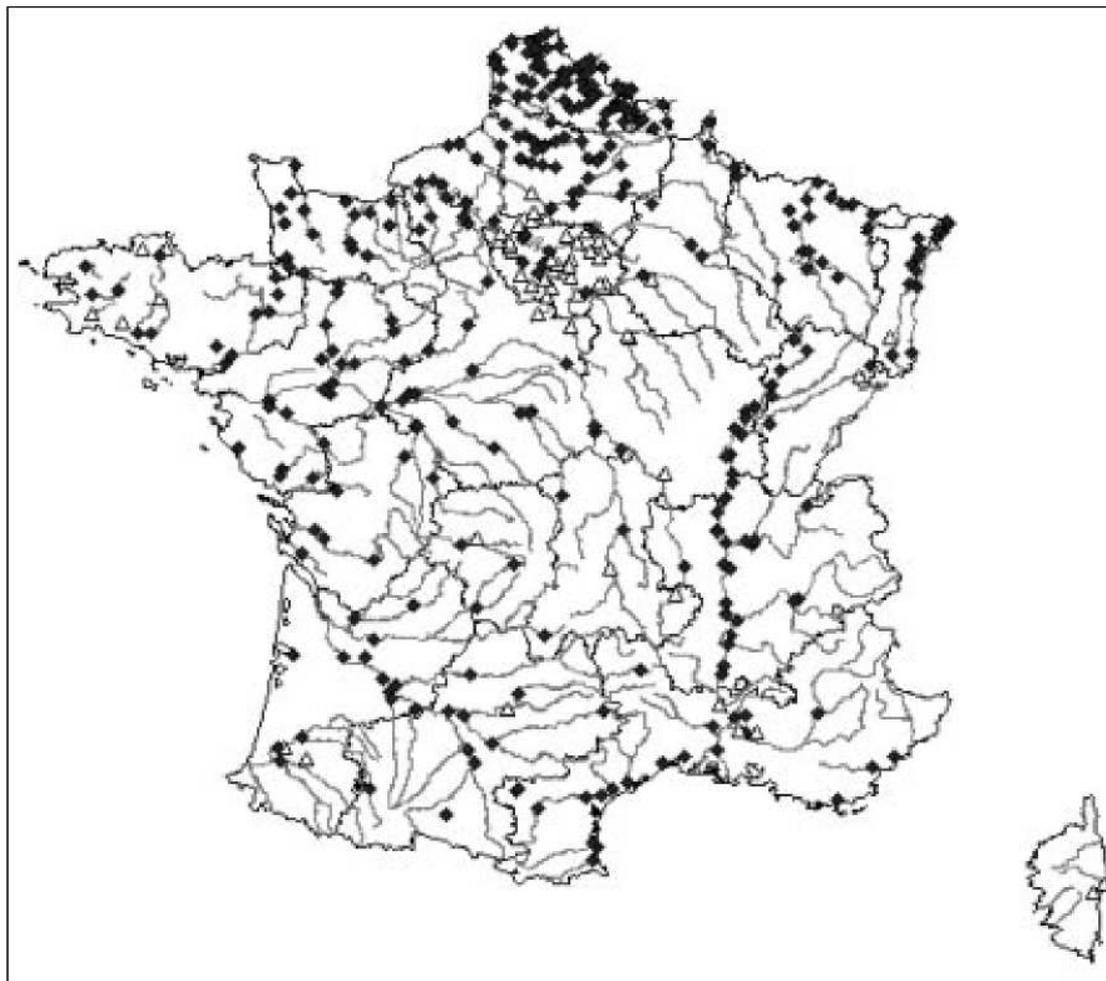
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## IN FRANCE

### Water

In 1999 and 2000, 95% of the 400 stream monitoring stations exceeded the pesticide threshold of 0.1 microgramme/litre. Beyond that threshold – which has been set at European level – water is deemed unsafe if not subjected to subsequent treatment.

#### Surface water contamination by pesticides



**Surface water**  
**Concentration** = over 0.1 µg/l  
**No concentration** = under 0.1 µg/l

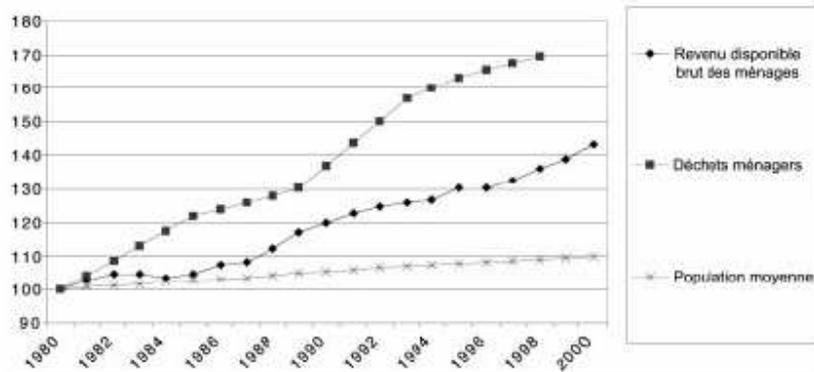
Sources : IFEN after Agences de l'Eau - Réseaux nationaux de connaissance générale, 2000

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## Environmental heritage

Man-made structures (housing, infrastructures, other buildings, and sports or recreational facilities) account for 8% of the French territory and show a fast-growing trend. Man-made sites increased from 38,000 km<sup>2</sup> to 43,000 km<sup>2</sup> in eight years (1992-2000), or an increase of 1.6% p.a. versus 1.2% p.a. over the 1981-1990 period. This corresponds to the average area of a French 'département' (district) shifting from natural site to man-made site over ten years.

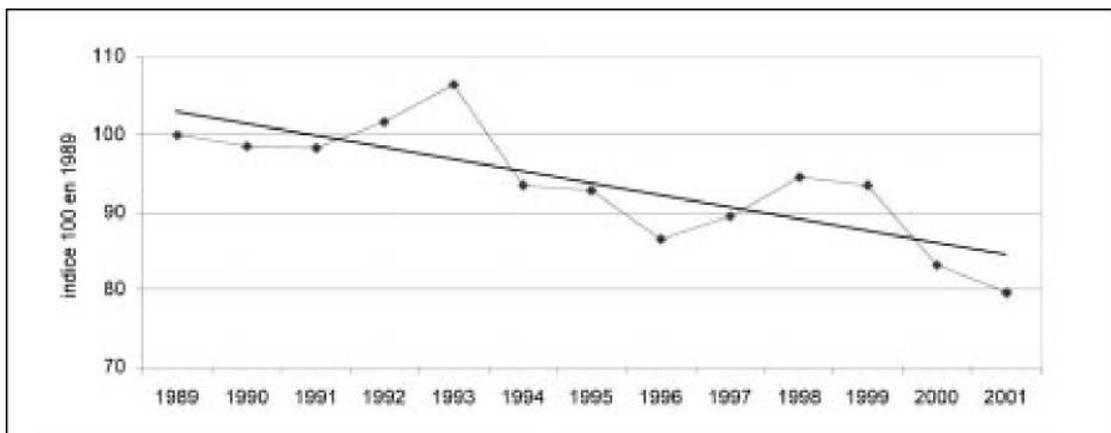
### Man-induced change and population trends



Sources: Ministry of Agriculture, Food, Fisheries and Rural Affairs (SCEES, TERUTI Survey, Physical List 2000), INSEE (National Accounts)

## Wildlife

With Europe's richest birdlife (278 regularly reproducing species), France has much responsibility in this respect. The evaluation index of skylarks – a species which is abundant in rural areas – reflects pressures on that type of territory. Down 18% in France over the period shown below, this familiar species is also declining in the U.K., Netherlands, Finland and Denmark.



Skylark (*Alauda arvensis*) abundance index trend

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*Sources: IFEN after Muséum National d'Histoire Naturelle (Centre de Recherches sur la Biologie des Populations d'Oiseaux), 2002*

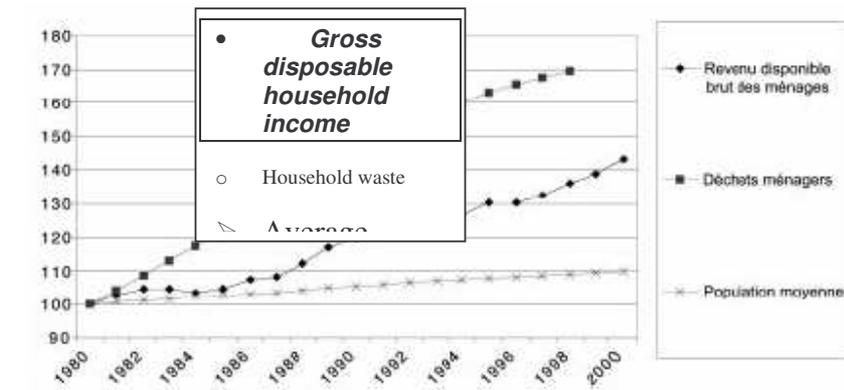
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## Health

Urbanisation increases the number of individuals exposed to pollutants, in particular transport-related pollutants. Extended exposure to those various pollutants is a **public health** issue. Evaluations<sup>6</sup> show that transport causes approx. 130,000 attacks of asthma in asthmatic children and approx. 320,000 attacks in asthmatic adults.

**Noise** is among the nuisances that affect city-dwellers most: 54% said they were bothered by noise when at home, 28% being often bothered and 26% occasionally. Transport (road, railway or air traffic) is the primary source of annoying noise. Over a third of households living next to a high-traffic street, a railway track or an airport said they were often bothered by noise. In all, over 7 million French people (12.3% of the population)<sup>8</sup> are affected by sound levels exceeding the threshold of noise-induced discomfort and fatigue, i.e. 65 dB(A).

## Waste



Source: INSEE-National Accounts, ADEME

Waste generation is increasing twice as fast as gross disposable household income, which might be caused either by tangible goods consumption accounting for an increasing share of overall household income, or by a change in the nature of the goods consumed, i.e. increasing packaging waste. On average, each Frenchman generates 360 kg p.a.<sup>9</sup> of household waste. Packaging waste (bottles, boxes, cans etc.) accounts for approx. 40% of total weight<sup>10</sup>.

<sup>6</sup> Source: WHO (1999) 'Health costs due to road traffic-related air pollution: an impact assessment project of Austria, France and Switzerland'

<sup>7</sup> Source: INSEE, INSEE première No. 868 (2002)

<sup>8</sup> Source: IFEN 'L'environnement in France' (2002)

<sup>9</sup> Source: ADEME (1998 figure, excluding waste generated by firms and offices)

<sup>10</sup> Source: ADEME (1998 data)

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## Travel

Travel can be a real burden for households. For example, in the Ile-de-France region, the share of daily travel expenses in a household's income varies considerably according to three factors:

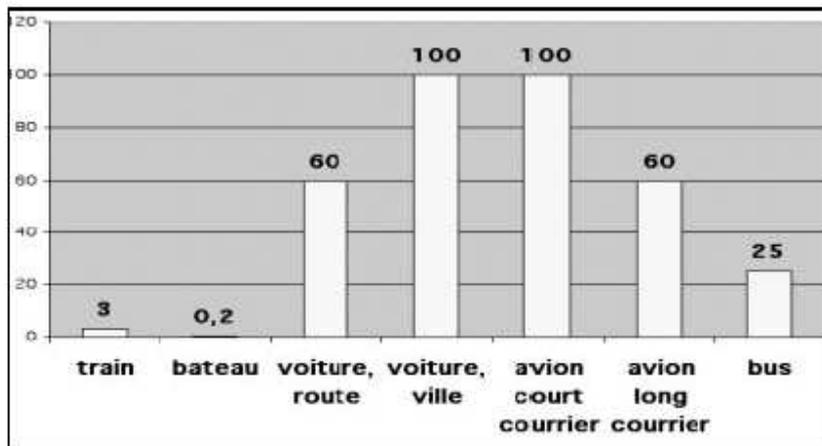
- increasing household size;
- need to travel longer distances – mostly by car – as the distance from the centre increases;
- average household income decreasing as the travel distance increases.

Throughout Ile-de-France, the housing expenditure (rents as mortgage payments) accounts for approx. 27% of income. The rate drops to 6% in central Paris, and rises to 26% in the most peripheral area, i.e. the outer suburbs (30% for the sole homeowners). Thus, "the overall housing/travel expenditure accounts for one third of income in the most central and richest areas and skyrockets to 52% in the most outlying area (59% for the sole homeowners)" <sup>11)</sup>.

## Energy consumption

Potential technology-related energy savings by households are significant. For example, improved housing insulation would help reduce CO<sub>2</sub> by 50%. However, driving a car instead of taking the train will generate 30 times as much greenhouse gas (taking into account average occupancy rates of the modes of transport considered (see graph below).

### Greenhouse gas emissions (grammes of CDE) from transport of 1 passenger over 1 km



train, boat, car, car, aircraft, aircraft, bus  
road town  
short-haul long-haul

Source: ' Réduction des émissions de gaz à effet de serre : l'ampleur du défi ' J.M. Jancovici, annales des Mines, January 2002

***This document has been produced by Institut Français de l'Environnement (IFEN) on the basis of detailed facts and figures, with sources shown.***

« Source: Institut National de Recherche sur les Transports et leur Sécurité-(IcuritSécurité-(I-(INRETS), Polacchini et Orfeuil "Les dépenses pour le logement et pour les transports des ménages franciliens", 1998.

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# III – THE FRENCH AND SUSTAINABLE DEVELOPMENT

The Government commissioned Ipsos to conduct a survey on the following theme: 'The French and sustainable development'<sup>12</sup>.

## I - Two French out of three citizens have heard or read the term 'sustainable development' before

Two thirds of French citizens (67%) said they had heard the term 'sustainable development' before. These were mainly:

- ¥ Young: 75% in the 20-34 bracket;
- ¥ Senior executives: nearly 92% said they knew the concept, followed by farmers (85%);
- ¥ Ile-de-France/Paris area residents: 75% said they had heard of it before;
- ¥ High-income households (87%) and respondents with a bachelor's or higher degree (91%).

Among those respondents who said they had heard the term 'sustainable development':

- 16% said they had heard it quite *often*;
- 36 % said they had heard it *once in a while*
- 15% said they had *seldom* heard the term 'sustainable development'

The survey actually shows that one third of the French (32%) never heard the term 'sustainable development'. The citizens least informed of the topic were:

- ¥ Teenagers: 45% in the 15-19 bracket never heard the term;
- ¥ Non-working (47%), followed by white collars (43%) and blue collars (40%);
- ¥ In urban areas with a population under 20,000: 40% never heard of the concept.

## II - Less than one out of ten French citizens can name the three pillars of sustainable development

Sustainable development is a new development model that includes three pillars – economic, social and environmental. To the 2/3 of respondents saying they had heard the term before, sustainable development meant primarily:

¥ Protecting the environment and major world balances (34%). These were generally:

- men: 38% emphasised environmental protection - young (42%)
- senior executives (51%).

¥ Social fairness, and combating poverty and inequalities (32%). These were:

- women (38%)
- farmers (45%), followed by blue collars (37%)

¥ A new form of economic growth (24%). These were mostly company owners/directors (43%), followed by farmers (40%)

Only 8% of French citizens identified sustainable development as being associated with those three pillars simultaneously.

Finally, it should be noted that among the 16 % who said they had heard quite *often* of sustainable development, 42% emphasised the environment.

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12 Phone survey conducted with a 1,014-respondent sample, representative of the French population aged 15 and over, between 4<sup>th</sup> and 5<sup>th</sup> April 2003 following the quota method: gender, age, head-of-family profession, town group and region.

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### **III - French citizens' expectations: Practical information about sustainable development**

The survey showed that nearly 29% of respondents wished to get practical information about sustainable development, so as to integrate it in their daily lives. These were mainly:

¥ Teenagers: 39% in the 15-19 bracket;  
¥ Farmers (73%) and students (42%).

Of all respondents, 20% wished to know how sustainable development was taken into account by businesses. These were:

¥ 24% in the 25-44 bracket;  
¥ Senior executives (31%).

18% wished to know how sustainable development was taken into account by public authorities. These were:

¥ 24 % in the 35-44 bracket;  
¥ Retired people: 23% in the 60-69 bracket;  
¥ Senior executives (30%)

17 % wished to get information about the main principles of sustainable development. These were:

¥ Young: 25 % in the 20-24 bracket;  
¥ White collars (20 %)

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## IV- Are the French prepared to behave more responsibly?

The very high figures reported below should be interpreted in the light of what they are, i.e. mere statements, as they seem much higher than those shown in some behavioural research reports.

¥ 94% of respondents said they saved water and energy. These were mainly:

- retired people: 100% in the 60-69 bracket, and among these, 96% even said they saved water and energy on a regular basis.

¥ 89% said they sorted household waste. These were:

- retired people (94%); 75% of them even said they sorted waste quite often;
- conversely, 20% of students said they sorted waste only *infrequently*.

¥ 88% said they would rather buy products following the rules of ethical trade, i.e. human rights-conscious and environment-friendly trade. These were mainly:

- low-income households: 88% of them said they did so on a regular basis;
- conversely, senior executives, (29%) said they did so only infrequently

¥ 77% said they would return to the chemist's any medicines past use-by date. These were mainly:

- women: 80% and retired people (82%).

It should be noted that among those who said they had only infrequently heard the term 'sustainable development' 84% said they would return pharmaceuticals past used-by date.

¥ 69% of respondents said they would participate in charitable efforts, and the higher the education level of respondents the higher this rate.

¥ Finally, 62% of respondents said they would favour public transport for their travel needs. These were mainly:

- 51% in the 35-44 bracket
- young: 50% in the 25-34 bracket
- Paris area residents (83%)
- high-income households: 74% of households whose income exceeded €3,048 per month
- conversely, 36% of respondents said they would never favour public transport for their travel needs. These were mainly women (39%).

A few striking facts:

- Two French citizens out of three had heard or read the term 'sustainable development' before.
- Less than one French citizen out of ten identifies sustainable development as being associated with its three pillars – economic, social and environmental.
- First of all, the French are expecting practical information about sustainable development.
- They seem rather prone to behave more responsibly.

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# IV - ASSESSMENT OF MEASURES ANNOUNCED AT THE GOVERNMENT SEMINAR ON SUSTAINABLE DEVELOPMENT

(28<sup>th</sup> NOVEMBER 2002)

A seminar entirely dedicated to sustainable development, pooling all the members of the government, took place for the first time on 28<sup>th</sup> November 2002. The seminar launched the working-out of the National Strategy for Sustainable Development and decided to set up two specific authorities: (1) the Interdepartmental Committee for Sustainable Development (*Comité interministériel pour le développement durable* - CIDD) which includes all ministers and is responsible for adopting the strategy and following up on its implementation; and (2) the National Council for Sustainable Development (*Conseil national du développement durable* - CNDD) which has 90 members and calls on regional authorities and civil society as partners in the process.

In addition, the government used the seminar to decide on 64 measures to be implemented within one-two years and showing the ministries' involvement in the government's sustainable development policy. The government followed up closely on progress of the measures, an assessment of which was made on 3<sup>rd</sup> June and can be seen on the website of the Ministry of Environment and Sustainable Development: [www.environnement.gouv.fr](http://www.environnement.gouv.fr), 'développement durable' theme survey).

This document is a 6-month progress report for some measures adopted at the seminar.

## 1) Economic activities: National debate on energy; contribution from the Research and Technology Fund

The **national debate on energy** decided at the seminar has been launched by the Government on 8<sup>th</sup> January 2003, with a view to involving the largest number of French citizens in a discussion regarding an issue that will shape their own future and that of their children.

The debate was structured around seven theme meetings at regional level and was concluded by a national meeting in Paris on 24<sup>th</sup> May 2003. A High Level Committee (*Comité des Sages*) composed of three prominent figures (Edgar Morin, Pierre Castillon and Marc Lesggy) has been entrusted with the task of ensuring plurality and balanced discussions. By the end of June it shall submit to the Government a summary of the lessons that may be drawn from the national debate.

The debate is the starting point for the preparation of the Energy Bill that the government will submit to Parliament in the second half of 2003. The Bill will set the objectives of France's energy policy for the decades to come, with a view to causing energy demand and supply to converge in a sustainable development perspective.

A brochure has been widely disseminated. Nearly 200 'partner initiatives' and a website ([www.debat-energie.gouv.fr](http://www.debat-energie.gouv.fr)) helped increase the number of information/exchange places.

In 2003, following the Government Seminar on Sustainable Development, the **Research and Technology Fund prioritised research projects focusing on sustainable development**, thereby supporting networks that aggregate businesses, universities and research institutions. Priority has been given to the issues of energy, water management and marine pollution.

Thanks to the release of €12.5 million of additional research funds, the networks were able to raise €45.5 million of additional State funds and €86 million of private funds.

Thus, the Fuel Cell network ("PACO") deals with hydrogen production and storage, fuel cell industrialising, and safety standard designing. A project for a hybrid fuel-cell system for buses, led by Axane, aims at operating a trial bus in Paris for two years. It fits into a European project providing for trials in Turin, Madrid and Berlin.

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The RITMER network dedicated to accidental marine pollution and its environmental impact on coastal areas has launched a project for shellfish farm protection. Led by Littoralis in Brest, the project will suggest solutions to protect the shellfish production area from accidental pollution.

The RITEAU network (water and environmental technologies) has launched a project aiming at developing the modelling methods for the water resource development cycle. Led by Nymphaea-Water, a Géocéan subsidiary, the project was outlined at the 3<sup>rd</sup> World Water Forum held in Kyoto in March 2003, and has been included in the conclusions of the Forum.

## 2) Sustainable development in regions: towards widespread 'Local Agenda 21' schemes; improving sustainable development integration in agricultural/rural policies

**Local Agenda 21** is a tool for developing sustainable development strategies at local level. **At the seminar the Government set the aim of supporting its spreading and has since then conducted actions** for achieving that aim.

For example, regional authorities may apply for **technical and financial aid for implementing Agenda 21** with the *Directions régionales de l'environnement* (DIREN, or Regional Boards of Environment) or the regional offices of the *Agence de l'environnement et de la maîtrise de l'énergie* - (ADEME, or Environment and Energy Control Agency). The system will soon be supplemented by support from *Caisse des dépôts et consignations* under an agreement made with the Ministry of the Environment and Sustainable Development.

**The policy aiming at raising regional authorities' awareness of sustainable development** has been re-launched through many inter-authority government-supported experience exchanges and meetings: January 2003 conference on 'Local Agenda 21: Sustainable Development in Action' at the French Senate; March 2003 meeting: 'City Policy and Sustainable Development' at Ecole nationale d'administration, with a conclusion by the Minister of the Environment and Sustainable Development; April 2003 crossborder meetings on sustainable development in the Mulhouse-Sud Alsace urban area. The National Sustainable Development Conference to be held in late June 2003 in Lille with Government support will be a further occasion for exchanges among sustainable development project carriers. Exchanges among regional authorities have also been facilitated by the **setting up of networks**, including the 'Agenda 21' network based on government initiatives, such as the **third edition of calls for projects regarding tools and processes for Local Agendas 21**. The call for projects, launched in March 2003 as a result of a consultation between eleven ministries and bodies, will support innovative projects aiming at including sustainable development in regional development policies.

The following informative books have been published and disseminated: '*Précis de développement durable*' (March 2003), '*Les référentiels du développement durable*', '*Parole aux acteurs*', and '*Aménager pour bien être*' (April 2003).

At the sustainable development seminar, the Government also committed itself to three nation-wide central actions in the agricultural/rural field, namely a Rural Affairs Bill identifying sustainable development as the core element of the proposed reforms; a reform of the agro-environmental grassland premium (*prime herbagère agri-environnementale* - PHAE); and implementation of the 'Brittany' Plan providing a.o. for land pollution control.

The Rural Affairs Bill, which is in its final preparatory stage, will be introduced in late summer. **The new PHAE came into effect on 30<sup>th</sup> April 2003**. Regional Boards of Agriculture are currently investigating into several thousands of applications. Regarding the 'Brittany' Plan, several actions have been initiated: in the first half of 2003, as part of implementation of the EU 'nitrates' directive in France, action has been taken to simplify and **improve effectiveness of the operating rules for the so-called 'zones d'excédents structurels d'azote'** ('ZES', or areas with structural excess nitrogen). Similarly, **restructuring plans for non-land-using breeding with high nitrate loads** will result in closing-downs in areas where the farming activity is most polluting. In that context, the **'green pig-house' research programme has been carried on and extended** as an economically viable and environmentally accountable alternative to closing-down.

## 3) Precaution, prevention, environmental policing, and justice: improving information; intensifying inspections

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Analyses following the Toulouse disaster in September 2001 stressed an under-involvement of riparian populations in decisions regarding prevention of technological hazards around Seveso-type sites. At the seminar of 28<sup>th</sup> November 2002, the Government announced the **setting up, by the end of 2004, of 200 local information/consultation committees ('CLICs')** for all relevant sites, for the purpose of developing the general public's information and its involvement in preventive measures.

**Over 80 local information/consultation committees are already in place**, in anticipation of the Act on prevention of technological and natural hazards and damage compensation, that will require such committees to be set up.

Furthermore, the Government reiterated its intention to provide the State with means for controlling and enforcing the regulations that are the basis of its precautionary and preventive policy, strengthening the Classified Facility Inspection Board. Between 2004 and 2007, **400 additional inspectors will be appointed to the Board**, thus increasing the Board's field presence and its resources to prevent activity-related pollution and hazards. A competition process has been launched in 2003 for the recruitment of fifteen technicians. Early in 2004, as a further step in the inspection strengthening process, a competition will be launched for the recruitment of engineers.

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#### **4) Information, awareness-raising, education and involvement of the public: introducing genuine environmental education, and raising citizens' awareness through the first 'Sustainable Development Week'**

The Seminar was an occasion for announcing the **mission assigned by the Prime Minister to Prof. Ricard on the theme of environmental education for sustainable development**. The mission is now in place and is based on a nation-wide working group including members of the civil society and regional authorities. It has emphasised current shortcomings of environmental education for sustainable development, and provided the Government with food for thought in the process of preparing the national sustainable development strategy.

The Government also announced that it wished to give **new impetus to the educational scheme called '1000 défis pour ma planète'** (A Thousand Challenges for my Planet) which celebrated its tenth anniversary in 2003. Such new impetus resulted in 1,150 projects being developed and submitted by youth groups and their tutors and technical sponsors, i.e. more than 23% up versus previous year. In January, regional panels of judges approved 867 projects for their high-level educational reasoning and practical measures in favour of the environment and sustainable development, i.e. more than 19% up versus 2002. Plans for further intensification of the programme, in particular by changing its schedule to facilitate submission of projects by teachers, is under research.

Finally, with a view to better informing French citizens and raising their awareness, the Government announced at the 28<sup>th</sup> November 2002 seminar that it wished to mobilise all stakeholders on sustainable development through a **'Sustainable Development Week'**. **The initial edition of the event** took place 2-8 June 2003. Regional authorities, associations, public organisations, private or public enterprises, and citizens were invited to initiate efforts explaining and illustrating in practical terms day-to-day sustainable development: active and accountable citizenship, involvement of younger generations, education, fair trade, environmental preservation, corporate ethics etc. Nearly thousand projects are Government-sponsored under the 'Sustainable Development Week' label. An informative brochure about sustainable development has been disseminated (circ. 1 million) and a website created ([www.semainedeveloppementdurable.gouv.fr](http://www.semainedeveloppementdurable.gouv.fr)).

#### **5) An exemplary State: including sustainable development in the State reform and advancing towards public services' environmental responsibility; intensifying scientific research to support sustainable development**

Further to the decision by the Government Seminar on Sustainable Development to include a **Sustainable Development chapter in ministerial reports (so-called 'RAMs')**, a 21<sup>st</sup> January 2003 directive from the interdepartmental delegate to State reform asked the ministries to introduce a sustainable development chapter in their reports. A methodology memo designed as a ministerial report drafting aid and including sustainable development has been prepared and distributed to project managers responsible for such reports and senior civil servants in charge of sustainable development.

According to commitments made at the Government Seminar, the process of **public procurement legislation review will help by the end of 2003 to include sustainable development criteria when selecting suppliers and service providers**.

In the field of research, the Government decided to intensify scientific research supporting sustainable development, in particular through the **Environmental Research Observatories**, whose purpose is to pool and strengthen scientific expertise and the tools to observe environmental changes.

An initial wave of 29 evaluated and validated projects was launched in March 2003. The projects deal with the observation of natural systems and implement a multi-disciplinary approach including ecology, hydrology, air dynamics, oceanography and solid land. The relevant sites are spread over France's territory, in

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particular in Grenoble, Toulouse, Rennes, Montpellier, Clermont-Ferrand, Villeneuve d'Ascq, Aix-en-Provence, Strasbourg, Lusignan (Vienne), L'houmeau (Charente), and Paris. In addition, an oceanographic observatory of international scope has been selected in Brazil.

This approach will help establish a relationship between all time data characterising changes in physical, chemical and biological parameters, and will develop digital simulation and forecasting tools contributing to analysing climatic changes and preparing natural hazard prevention systems.

An incentive contribution of €1.75 million was allocated to the initial wave of observatories. Further projects are being identified by *Institut national des sciences de l'univers*. The allocation has been increased to €2 million. After the natural environment, priority will be given to the cultivated environment and functional ecology.

## 6) International action: maintaining the Johannesburg momentum for a renewed North-South partnership

### Initiative for sustainable agricultural development in Africa

#### The example of Senegal

Revival of the co-operation policy in the area of agricultural development was announced at the Government Seminar on Sustainable Development. Both under the Doha Cycle and under the NEPAD initiative (New Partnership for African Development), France is preparing a **new strategy for African agricultural development** aiming at improved consideration of the international context in the fields of trade, social development and renewable resource management.

Today's co-operation between **Senegal and France illustrates the renewal of support to development of African agriculture** and Africa's rural world. A joint France-Senegal co-operation committee has been set up early in 2003 for the purpose of helping Senegal establish a genuine national agricultural policy, which requires an agricultural blueprint law and a reform of land ownership laws. Supporting implementation of co-operation projects with all agricultural stakeholders is an additional purpose.

#### Access to water and sanitation: rallying the international community's interest

France took the opportunity of the **Kyoto World Water Forum** in March 2003 to gather momentum in that direction with a view to implementing the objectives adopted at the Millennium and Johannesburg Summits. Special emphasis was placed on:

- the need for governance in resource management, applied as close as possible to field concerns and involving all stakeholders, particularly in agriculture;
- the need for sparing, rational water management;
- the relevance of a head water basin approach, with special emphasis on the development of co-operation along cross-border rivers;
- the need for developing co-operation between flood prevention centres, following European examples.

These issues were reiterated at the Paris meeting of G8 Environment Ministers that took place April 25-27 2003 under French chairmanship. A Water action plan was submitted to the Evian G8 Summit early in June; the plan contains elements needed for boosting water policy at international level.

#### Global public goods: an approach to sustainable development that should receive larger support

As the Government reiterated at the November 2002 seminar, France adheres to the global public goods concept and wishes it to gather momentum at international level, since it meets our will to improve control over, and humanisation of, globalisation, improve global governance and, more widely, increase consideration of mankind's general interest.

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This ill-known concept requires **carrying on an open, unbiased international debate associating North and South**. This is a matter of clarifying and identifying priority global public goods and submitting practical proposals to the international community with a view to improving the funding, production and preservation thereof. For this purpose, **France and Sweden established the International Task Force on Global Public Goods, by a bilateral agreement signed in Paris on 9<sup>th</sup> April 2003**. The agreement provides a legal base to the studies and helps launch them on an actual basis. Twenty leading experts will take part in the task force. The latter shall include in its thinking process countries that approve of the approach, and it shall make recommendations by the end of 2005.

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# V – SUSTAINABLE DEVELOPMENT INDICATORS, AND NATIONAL STRATEGY PROGRESS INDICATORS

In view of sustainable development issues, the involvement of all stakeholders requires specific, reliable, quantified and regularly updated information. Such information shall be measured by two types of indicators:

- **Progress indicators for the National Strategy for Sustainable Development (NSSD)** and its policy package. Thus, all policies will be subject to follow-up under the relevant ministries' responsibility;
- **National sustainable development indicators** reflecting the state of the environment, economy, health, quality of life and social cohesion in a sustainable development perspective. They will help France to place itself in relation to its partners at international level and will provide nation-wide measurement of the NSSD's effects.

The development work of both indicator families will be consistent with the implementation of the new organic legislation regarding Finance Acts. These indicators will provide food for a national sustainable development report to be submitted to Parliament on a annual basis.

## 1) NSSD Progress Indicators

Initial progress indicators for NSSD policies have already been identified, and further indicators will be identified subsequently.

The report to Parliament will also present the progress indicators for the strategy itself and include rather quality-oriented factors relating to aims and actions that are hard to quantify, and to their implementation, context or related difficulties.

## 2) National Indicators for Sustainable Development

According to a decision by the Government Seminar of 28<sup>th</sup> November 2002, the public statistical system took the necessary steps for submitting by the end of 2003 an initial list of national indicators of sustainable development. Civil society, through the National Council for Sustainable Development, will take part in the work.

The initial preparatory work on national indicators for sustainable development were based on existing relevant UN and OECD data and on the list of structural indicators to assess progress of the European strategy decided at the Lisbon European Council in March 2000<sup>13</sup>. In order to meet specific expectations related to the French context, in particular to the NSSD, the work will be carried on within task forces led by the relevant ministries<sup>14</sup> with the support of their statistical services and, if case may be, of the accounts committees of which they are secretaries. The Accounts and Environmental Economy Committee put on its 2003 agenda the environmental part (methodology and list) of the indicators process. The latter will be based in particular on progress indicators for the environmental part of the European Strategy for Sustainable Development adopted in 2001 by the Gothenburg European Council.<sup>15</sup>

<sup>13</sup> That strategy focussed on economic growth, employment, and social cohesion (see Communication from the Commission COM (2002) 551 and COM (2003) 5 regarding indicators)

<sup>14</sup> In particular the Ministries of the Environment, Economy, and Social Affairs

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Such sustainable development indicators, as refined by the end of 2003, should cover the following main fields:

- Greenhouse gas emissions, energy, and transport – Clean Air
- Water
- Natural heritage; biodiversity
- Waste; soils
- Social inequities
- Exclusion phenomena
- Quality of life; health
- Technological innovation
- Entrepreneurship; changes in trades.

National indicators for sustainable development shall be included in the report submitted to Parliament. They shall be put in perspective with the orientations of the National Strategy of Sustainable Development and the situation in other countries, thus helping make a diagnostic and an evaluation of the Government overall policy with regard to sustainable development. National indicators shall already be included in the first report submitted to Parliament in 2004. They shall be updated first in 2005 and then at least every third year, consistent with the schedule and European work.

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# VI- DECREE SETTING UP THE INTERDEPARTMENTAL COMMISSION FOR SUSTAINABLE DEVELOPMENT

Decree No. 2003-145 of 21<sup>st</sup> February 2003 setting up the Interdepartmental Committee for Sustainable Development

NOR: DEVX0300013D

The President of the Republic,

On the basis of a report from the Prime Minister and the Minister of the Environment and Sustainable Development,

Having regard to Decree No. 92-528 of 16<sup>th</sup> June 1992 setting up the Interdepartmental Greenhouse Effect Study Group, as amended by Decree No. 95-633 of 6<sup>th</sup> May 1995 and Decree No. 98-441 of 5<sup>th</sup> June 1998;

Having regard to Decree No. 98-66 of 4<sup>th</sup> February 1998 setting up the Interdepartmental Committee of International Co-operation and Development;

Having regard to Decree No. 2003-36 of 13<sup>th</sup> January 2003 setting up the National Council for Sustainable Development;

Having heard the Cabinet,

Has made the following Decree:

## Section 1

An Interdepartmental Committee for Sustainable Development is set up hereby.

## Section 2

The Interdepartmental Committee for Sustainable Development shall be chaired by the Prime Minister or, on the latter's authority, by the Minister in charge of Sustainable Development. Its membership includes all Cabinet members.

A representative of the President of the French Republic shall take part in the Committee's work.

The Committee may, as appropriate, hear the Chairman of the National Council for Sustainable Development or any other person.

## Section 3

The Interdepartmental Committee for Sustainable Development shall determine the Government policy in favour of sustainable development, in particular with regard to the greenhouse effect and prevention of major natural hazards, and shall ensure enforcement thereof.

To this end, the Committee shall:

(1) adopt the national strategy for sustainable development, as prepared by the standing committee provided for in article 5, ensuring consistency of the strategy with France's positions et commitments at European level,

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and in liaison with the interdepartmental committee of international co-operation and development, at international level;

(2) approve the action plans tending to include sustainable development objectives in public policies;

(3) adopt an annual progress report about the implementation of the national strategy for sustainable development and action plans.

#### **Section 4**

The Interdepartmental Committee for Sustainable Development shall meet at least once a year. The Minister in charge of Sustainable Development shall be responsible for its secretaryship.

#### **Section 5**

Each minister shall appoint a senior civil servant in charge of preparing his/her service's contribution to the national strategy for sustainable development, co-ordinating preparation of the relevant action plans, and reporting progress on enforcement thereof. The senior civil servants shall form a standing committee chaired by a senior civil servant appointed by the Minister in charge of Sustainable Development.

The standing committee shall prepare the resolutions of the Interdepartmental Committee for Sustainable Development. The Delegate to Major Risks and the Chairman of the Interdepartmental Greenhouse Effect Study Group are de jure members of the standing committee.

#### **Section 6**

Article 4 of the above-mentioned Decree of 16<sup>th</sup> June 1992 shall be replaced by the following provision:

'Art. 4. – The chairman of the interdepartmental greenhouse effect study group shall report about the study group's work to the interdepartmental committee for sustainable development set up by Decree No. 2003-145 of 21<sup>st</sup> February 2003.'

#### **Section 7**

Decree No. 93-276 of 3<sup>rd</sup> March 1993 setting up the Interdepartmental Environmental Committee and Decree No. 2001-116 of 5<sup>th</sup> February 2001 setting up the Interdepartmental Committee of Major Natural Risk Prevention are repealed hereby.

#### **Section 8**

The Prime Minister, the Minister of Environment and Sustainable Development and the Junior Minister in charge of Sustainable Development shall be responsible, each in its own field of action, for enforcing this Decree. This Decree will be published in the Official Journal of the French Republic.

Signed in Paris this twenty-first day of February 2003.

By Jacques Chirac,

President of the French Republic;

By Jean-Pierre Raffarin

Prime Minister;

By Roselyne Bachelot-Narquin,

Minister of the Environment and Sustainable Development;

By Tokia Saïfi,

Junior Minister in charge of Sustainable Development.

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# **VI- DECREE SETTING UP THE NATIONAL COUNCIL FOR SUSTAINABLE DEVELOPMENT**

Decree No. 2003-36 of 13<sup>th</sup> January 2003 setting up the National Council for Sustainable Development

NOR: DEVX0306258D

The Prime Minister,

On the basis of a report by the Minister of the Environment and Sustainable Development,

Has made the following Decree:

## **Section 1**

A National Council for Sustainable Development is set up hereby with the Prime Minister.

## **Section 2**

The National Council for Sustainable Development shall support the government's policy in favour of sustainable development.

As a result, it shall take part in the preparation, follow-up and assessment of the National Strategy for Sustainable Development.

The Prime Minister may ask for the Council's opinion in any matters relating to sustainable development.

The Council may be consulted on bills and draft regulations having an impact on sustainable development.

The National Council for Sustainable Development may, on its own initiative, issue proposals or recommendations

## **Section 3**

The National Council for Sustainable Development shall submit a report to the Government on an annual basis. The report shall be made public.

## **Section 4**

The National Council for Sustainable Development shall have, in addition to its chairman, 90 members to be appointed by an order from the Prime Minister, on a proposal by the Minister in charge of Sustainable Development, and to be split into four colleges:

- (1) Representatives of regional authorities;
- (2) Representatives of businesses and economic spheres, and their trade organisations and labour unions;
- (3) Representatives of associations and non-governmental organisations active in the field of sustainable development, and of consumers' organisations that are authorised under the provisions of article L. 411-1 of Consumption Code;
- (4) Qualified prominent figures selected for their expertise in matters of sustainable development.

## **Section 5**

The initial term of office of the members of the National Council for Sustainable Development shall be one year and may be renewed thereafter. The members of the National Council for Sustainable Development shall fulfil their duties on a free-of-charge basis.

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#### **Section 6**

The chairman of the National Council for Sustainable Development shall be appointed by order from the Prime Minister for a three-year term of office. The initial term may be renewed.

#### **Section 7**

The Minister in charge of Sustainable Development shall be responsible for the secretaryship of the National Council for Sustainable Development.

#### **Section 8**

The National Council for Sustainable Development shall meet upon convening by its chairman, as appropriate and at least four times a year.

#### **Section 9**

The Minister of the Environment and Sustainable Development and the Junior Minister in charge of Sustainable Development are responsible, each in her own field, for enforcing this Decree. This Decree will be published in the Official Journal of the French Republic.

Signed in Paris, this thirteenth day of January 2003.

By Jean-Pierre Raffarin,

Prime Minister;

By Roselyne Bachelot-Narquin,

Minister of Environment and Sustainable Development;

By Tokia Saïfi,

Junior Minister in charge of Sustainable Development.

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