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Report

drawn up on behalf of the Committee on the Environment, Public Health and

Consumer Protection

on the draft resolution of the Council (Doc. 51/76) on the continuation and
implementation of a European Community policy and action programme on the
environment

Rapporteur: Mr H.E. JAHN

PE 44.545/fin.



By letter of 9 April 1976 the President of the Council of the European Communities requested the European Parliament to deliver an opinion on the proposal from the Commission of the European Communities to the Council for a resolution on the continuation and implementation of a European Community policy and Action Programme on the Environment.

The President of the European Parliament referred this proposal to the Committee on the Environment, Public Health and Consumer Protection as the committee responsible and to the Committee on Economic and Monetary Affairs, the Committee on Budgets, the Committee on Agriculture and the Committee on Energy and Research for their opinions.

On 26 April 1976 the Committee on the Environment, Public Health and Consumer Protection appointed Mr Jahn rapporteur.

It considered this proposal at its meetings of 26 April, 17 May and 23 June 1976.

At its meeting of 28 June 1976 the committee unanimously adopted the motion for a resolution and the explanatory statement.

Present: Mr Della Briotta, chairman; Mr Jahn, vice-chairman and rapporteur; Lord Bethell, vice-chairman; Mr Pierre Bertrand, Mr Bourdellès, Mr Creed, Mr Delmotte (deputizing for Lady Fisher of Rednal), Mr Guerlin, Mr Martens, Mr Noè, Mr Rivierez, Mr Schwabe and Mr Springorum.

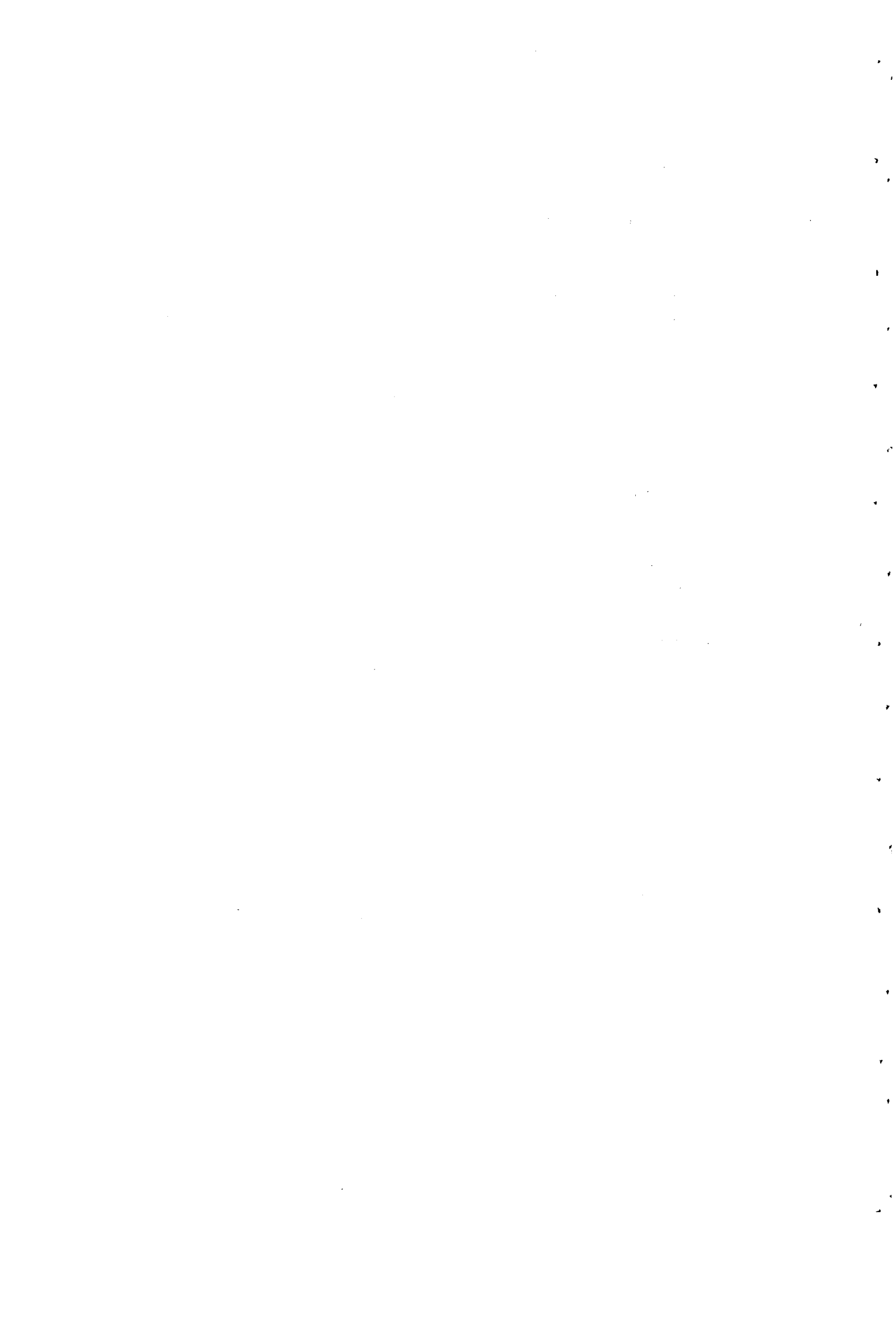
The opinions of the Committee on Agriculture the Committee on Energy and Research and the Committee on budgets are attached.

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A

The Committee on the Environment, Public Health and Consumer Protection hereby submits to the European Parliament the following motion for a resolution, together with explanatory statement:

MOTION FOR A RESOLUTION

embodying the opinion of the European Parliament on the draft Council resolution on the continuation and implementation of a European Community policy and Action Programme on the Environment

The European Parliament,

- having regard to its resolutions of
 - (a) 18 April 1972 on the First Communication from the Commission in the field of Environmental Protection¹,
 - (b) 6 July 1972 on the communication from the Commission to the Council on the programme of environmental action of the European Communities together with proposed measures to be taken in this field²,
 - (c) 3 July 1973 on the proposals from the Commission to the Council on the programme of environmental action of the European Communities together with proposed measures to be taken in this field³,
 - having regard to the draft resolution on the continuation and implementation of a European Community policy and Action Programme on the Environment⁴
 - having been consulted by the Council (Doc. 51/76),
 - having regard to the report by the Committee on the Environment, Public Health and Consumer Protection, and to the opinions of the Committee on Budgets, the Committee on Economic and Monetary Affairs, the Committee on Agriculture and the Committee on Energy and Research. (Doc.215/76),
1. Welcomes the Commission's proposals (Second Action Programme on the Environment) as an important step in the furtherance of Community policy on the protection of the environment and in the continuation of the programme of action of the European Communities on the environment of 22 November 1973 (First Programme)⁵;
 2. Notes that the duration of this Action Programme had to be tacitly extended by one year - until the end of 1976 - since considerable delays have occurred in its implementation; because of the limited staff and materials available;

¹ OJ No. C 46, 9.5.1972, p.10

² OJ No. C 82, 26.7.1972, p.42

³ OJ No. C 62, 31.7.1973, p.16

⁴ OJ No. C 115, 24.5.1976, p.1

⁵ OJ No. C 112, 20.12.1973, p.1

3. Attributes the regrettable delays not least to the procrastination of the Council which has so far approved only 15 of the 35 proposals submitted by the Commission, and requests the Council therefore to intensify its activities in the field of environmental protection, in order to meet the commitments which it entered into of its own accord;
4. Calls on the Council in future to honour its commitment to take decisions on Commission proposals within nine months of their submission;
5. Regrets that the Commission has insufficient staff (13 officials in career bracket A for pollution problems, 13 officials in career bracket A for other problems concerned with protecting and improving the environment, 3 officials in career bracket B and 10 officials in career bracket C) to carry out the work necessary to implement the action programme on the environment, and therefore requests the Council to create the staffing and financial conditions necessary for effective and successful action by the Commission in the field of environmental protection;
6. Requests that institutions and structures in the Member States be adapted and integrated for the implementation of the Community's environment policy;
7. Welcomes the fact that in the Second Programme:
 - (a) the preventive nature of the environmental policy is strengthened,
 - (b) noise abatement measures are planned,
 - (c) particular importance is placed on the non-damaging use and more rational management of space, environment media and natural resources;
8. While recognizing the need for preliminary studies, investigations and research, stresses that these projects must lead rapidly to concrete proposals for directives, in particular on:
 - (a) further measures to restrict the use of harmful substances,
 - (b) the reduction of environmental pollution caused by certain production techniques,
 - (c) the prevention of overheating of rivers and the atmosphere in the Community caused by thermal discharge from power stations and the subsequent eutrophication of the rivers,
 - (d) the improvement in the quality of foodstuffs with the help of environmental protection measures,
 - (e) the reduction of environmental pollution caused by intensive farming and the use of mineral fertilizers,
 - (f) the conservation of marine mammals, the control of underwater fishing, and general regulations on hunting with the aim of protecting animal species,

- (g) an effective campaign against wastage,
 - (h) the safe disposal of non-recoverable waste matter,
 - (i) a solution to the problems of disposal and definitive storage of radio-active waste from the use of nuclear fuel when nuclear facilities are taken out of service,
 - (j) measures to solve the economic problems of environmental protection;
9. Calls upon the Commission to give priority to measures for
- (a) limiting the use of chemical pesticides,
 - (b) encouraging biological or integrated cultivation methods in agriculture,
 - (c) limiting the absorption of nutrients by ground and surface water,
 - (d) recycling waste materials
- and to submit appropriate proposals by 1977 at the latest since their implementation is urgently necessary for the protection of public health and the environment.
10. Urges that the action taken so far by the European Communities should be substantially strengthened through participation in the International Commission for the Protection of the Rhine against Pollution to secure a swift reduction in pollution of the Rhine catchment area;
11. Considers it desirable for the Commission to concentrate its efforts aimed at solving the problems of water availability, distribution and purity primarily on concrete proposals for transfrontier areas, where there is an urgent need for the rational coordination of measures;
12. Regrets that the overall plan announced by the Commission which contains proposals for measures to reduce noise at various levels and sets out a suitable timetable, does not form part of the Second Programme, and requests the Commission to adopt this overall plan as a matter of urgency and to take note of the opinion of the European Parliament in this matter;
13. Calls upon the Commission to examine at an early date, with a view to maintaining the ozone layer in the atmosphere which protects human beings and animals against excessive ultra-violet solar rays liable to cause skin cancer, whether the propellant gases contained in spray cans are harmful, and if so, to see that unarmful propellant gases are used in future;

14. Endorses the observations contained in the Council Resolution of 3 March 1975¹ on energy and the environment to the effect that:
- (a) energy-conserving measures are, as a general rule, also measures to preserve the environment and that the principles of sound environmental management, e.g. techniques for recycling and re-using waste materials, may be very important for the conservation of energy and resources in the widest sense;
 - (b) despite temporary or long-term supply problems, there should be no lowering of quality standards and no slackening of efforts to protect and improve the environment, nor should those efforts be pursued with any less diligence;
 - (c) measures should be taken to reduce even further, as compared with the present situation, the harmful environmental impact of energy production and use;
15. Emphasizes the need for the Community
- (a) to make the best possible use of all available sources of energy,
 - (b) to pursue a policy for the rational use of energy,
 - (c) to give more support to research projects in the area of pollution and environmental damage,
 - (d) to pursue a policy regarding the siting of nuclear power stations which takes into account economic considerations, the safety and protection of the environment and also the purpose of the common energy policy,
 - (e) to implement suitable regulations on the emission of sulphur compounds and thermal discharges,
 - (f) to create an agency specializing in the transport, storage and disposal of radio-active waste, and also to carry out stricter supervision and an extensive information campaign.
16. Notes that
- (a) all sources of energy involve potential hazards for the environment which can and should be reduced as far as possible by the use of appropriate measures,
 - (b) to forgo the use of these sources would, in the last resort, restrict economic and social progress
 - (c) the regulations currently in force regarding nuclear power stations allow the use and development of nuclear energy.
17. Points out that not only should efforts be made to identify and reduce the negative effects of agriculture on the environment but support must also be given to its positive effects and that sensible and convincing results can only be achieved if technology and practical experience are both put to use in working out common solutions.

¹OJ No. C 168, 25.7.1975, p.2

18. Requests the Commission to press the Member States for a proper and orderly implementation of the Council Directive of 28 April 1975 on mountain and hill farming and farming in certain less-favoured areas¹ and to report in due course to the European Parliament on the measures taken;
19. Expects the Commission to take full account of the demands made by the European Parliament in its proposal for a directive on the harmonization of legislation in Member States on the protection of birds which it announced a long time ago but which has still not been submitted;
20. Requests the Commission to adopt as soon as possible the proposal for a directive on waste materials resulting from the production of titanium dioxide, taking account of the demands made by the European Parliament, so that the proposed measures may be put into effect at an early date;
21. Reiterates its requests to the Commission to create a Community environmental quality label for long-life products which can be easily recycled into the production process and cause only minimal pollution at the production and consumption stages;
22. Draws attention to the close inter-relationship between environmental protection policy and consumer protection policy, and requests the Commission and the Council to improve coordination of their work in these two important fields;
23. Considers it urgently necessary for the Commission to work together with the Member States in the framework of its information programme and consumer education and protection policy to promote public awareness of and cooperation in the projects already undertaken or planned for the recycling of waste materials;
24. Welcomes the Commission's intention to introduce a scheme for tests of environmental compatibility at Community level, recalls its earlier request to extend this scheme to public projects, and considers it essential for concrete proposals in this field to be submitted by 1978 at the latest;
25. Reminds the Commission of its undertaking, pursuant to Point 8 of the Annex to the Council Recommendation of 3 March 1975 concerning cost allocation and action by public authorities on environmental matters², to honour its obligation to submit to the Council at an early date all the necessary proposals regarding the harmonization of instruments for administering the 'polluter pays' principle and its specific application to the problems of transfrontier pollution;
26. Requests the Commission to submit in the near future a concrete Community programme for safety, hygiene and health protection at work;

¹ OJ No. L 128, 19.5.1975, p.1

² OJ No. L 194, 25.7.1975, p.1

27. Is convinced that the success of Community action in the field of environmental protection depends on both satisfactory application of Community legal acts and on effectively harmonized supervision of the measures adopted;
28. Requests the Commission to honour at an early date its obligation set down in the First Programme to publish in an annual report on environmental conditions in the Community the information provided to it by the Member States on the measures they have taken to implement the environmental protection legislation and on the relevant jurisprudence as well as data on improvements made and practical experience gained;
29. Stresses that the public at large has a legitimate right to be informed at least in broad outline of Community action in the field of environmental protection and therefore insists once again on the need for the Commission to publish each year a readily understandable summary of Community activity in the field of environmental protection;
30. Requests the Commission to submit suitable proposals to ensure that schools in the Community provide education in environmental protection and that an exchange takes place of teaching materials and experience gained;
31. Draws attention once again to the need for the Commission, in the framework of Community participation in international environmental protection agreements, to urge its treaty partners to set up watertight control systems, since there are still many gaps in the effective supervision of compliance with these conventions;
32. Considers it essential that on the basis of the CSCE decisions, the Commission should make contact with the East European states bordering on the Community, since these states are faced with similar environmental problems which could be solved by joint agreement to the benefit of all parties concerned;
33. Requests the Commission to ensure that the projects financed by the European Development Fund meet environmental protection requirements in the developing countries;
34. Requests the Commission to submit to the Council a suitably amended and completed proposal for the Second Environment Protection Programme, taking into account the above requests, remarks and recommendations.

EXPLANATORY STATEMENTI. General remarks

1. As the document's title suggests, it is a continuation of the programme of action of the European Communities on the environment of 22 November 1973.¹

Some months ago, this document was announced to the committee as the 'second programme on the environment' and, for the sake of simplicity, this name will also be used in this report.

2. The second programme covers the period 1977 to 1981. The duration of the environmental programme of 22 November 1973 (first programme) has thus been tacitly extended by one year in recognition of the fact that there have been considerable delays in implementing the measures contained in it, because of the limited staff and materials available. Originally, it was intended that the projects contained in the first programme 'should as far as possible be completed within two years (i.e. 1974) and (1975) ... the last six months of this period (i.e., the second half of 1975) being allocated ... to preparing the programmes of work to be carried out in subsequent years'.²

It will be remembered that Mr JAHN and others tabled an oral question on behalf of the Christian Democratic Group (No. 0-73/75) to the Council on the implementation of the European Communities' environment programme³, in which they protested against the delay in taking decisions on environmental questions.

The Committee on the Environment, Public Health and Consumer Protection points out that there has indeed been a considerable delay, amounting to a full year, in implementing the first environmental programme. The Council must take a large part of the responsibility for this since, as indicated on page 7 of the introduction to the second programme, it has adopted only 15 of the 35 proposals forwarded to it by the Commission, leaving 20 still to be approved. The Council is therefore again requested to speed up its activities in the field of environmental protection in order to meet the commitments it has accepted.

3. The second environmental programme is of course organically linked to the first in order to preserve the necessary continuity. Much of it concerns the continuation and completion of projects contained in the first programme. The second programme also makes provision for additional tasks,

¹ OJ No. C 112, 20 December 1975,

² Op. cit., p. 12

³ Doc. 30/76

e.g., a campaign against waste and increased attention to environmental questions in the context of cooperation with developing countries. The Commission lays special emphasis on measures for setting up the machinery for preventive action, particularly as regards pollution, land use and waste management. This is in accordance with the general principles defined in the first programme which stated that 'the best environment policy consists in preventing the creation of pollution or nuisances at source, rather than subsequently trying to counteract their effects'¹.

4. The Commission points out, correctly, that the protection of fresh and sea water should take priority in the field of the reduction of pollution and nuisances.

New developments are required in the field of noise abatement. Furthermore, as stated above, the environment policy has to be made more preventive. Finally, special importance is to be attached to the protection and more rational management of space, the environment and natural resources.

It is remarkable that, in the draft resolution which precedes the second programme, the Council undertakes to act on the proposals within 9 months of their submission by the Commission. The Council failed to honour a similar undertaking in the first programme. Your Committee therefore appeals to the Council to take the present undertaking most seriously.

5. Your committee is perturbed by the fact that, because the Commission has insufficient staff to carry out the second programme, its timetable is particularly vulnerable. It consequently requests the Council to create the staffing and financial conditions necessary for the Commission to fulfil its work in the field of environmental protection. Of course it falls to the Commission to include sufficient permanent established posts and funds in the preliminary draft budget for 1977. Only then will the European Parliament be able to give the Commission effective support in its efforts to build up its environment services. The Commission rightly points out, that the existing staff (13 officials in career bracket A for pollution problems, 13 officials in career bracket A for other problems concerned with protecting and improving the environment, 3 officials in career bracket B and 10 officials in career bracket C) is completely inadequate to face the manifold tasks involved in implementing this action programme.

6. Furthermore, attention was drawn in committee to the fact that a Community environment policy is not sufficient in itself. The measures provided for must be strictly implemented in all areas of the Community and the Member States will have to adapt and integrate their structures with this aim in view.

¹OJ No. C 112, 20 December 1973, p.6

7. The present report does not intend to re-examine in detail the positions taken by the European Parliament on the first environmental programme. It is sufficient to refer to the three reports by Mr JAHN (Doc. 9/72, 74/72 and 106/73) and the accompanying resolutions of 18 April 1972¹, 6 July 1972² and 3 July 1973³. The main concern of the present report is the new tasks laid down in the second programme.

II. Restatement of the objectives and principles of a Community environment policy

(see Part I, Titles I and II of the first programme)

8. The relevant section of the first action programme on the environment is reproduced here verbatim as a reminder (Part I, Titles I and II).

On the basis of the report by Mr JAHN on the Community action programme on the environment⁴, the European Parliament expressed a favourable opinion on these objectives and principles and therefore they do not need to be re-examined in detail here.

III. Reduction of pollution and nuisances

(See Part II, Title I of the first programme)

(a) Objective evaluation of the risks to human health and to the environment from pollution

(See Part II, Title I, Chapter I of the first programme)

9. There will be a continuation of work started under the first programme, concerning mainly the examination of pollutants in order to assess the dangers they present to the environment and to draw up appropriate concrete proposals for Community legislation (particularly directives) in the areas

¹ OJ No C 46, 9 May 1972, p. 10

² OJ No C 82, 26 July 1972, p. 42

³ OJ No C 62, 31 July 1973, p. 16

⁴ Doc. 106/73, Explanatory statement, paras. 9-12

affected. In carrying out this work, the Commission will bear the following points in mind:

- (a) Many pollutants are present simultaneously in several media such as air and water, as well as in foodstuffs and certain manufactured products so that measurement of man's exposure to such pollutants requires calculation of the overall exposure.
- (b) An investigation into synergism of:
- various first and second-category pollutants¹,
 - pollutants and pathogens,
 - pollutants and meteorological factors,
 - pollutants and the composition of foodstuffs,
 - pollutants and chemical and pharmaceutical products.
- (c) Account will be taken of critical and sensitive groups of the population.

Your committee expresses its appreciation of the work that the Commission has so far accomplished in this area and which has been crystallized in the proposal for a directive on biological standards for lead and on screening of the population for lead (Doc. 23/75) and the proposal for a directive concerning health protection standards for sulphur dioxide and suspended particulate matter in urban atmospheres (Doc. 5/76). A few months ago, the directive concerning the danger from lead was the subject of a motion for a resolution adopted by Parliament on the basis of a report by Mr NOË (Doc. 399/75). The directive on sulphur dioxide was approved by your committee on the basis of a report by Mr Willi MÜLLER (Doc. 88/76) on 26 April 1976.

Your committee points out to the Commission that the proposals for directives so far submitted are only a relatively modest beginning. It urges the Commission to propose concrete measures to limit the use of other pollutants as soon as possible.

- (b) Preventing and reducing the pollution of fresh and sea water
(See Part II, Title I, Chapters 1 - 6 of the first programme)

10. The Commission begins by stating that, under normal conditions, constant supplies of water are guaranteed for almost all the Community's regions by virtue of water's natural mechanism of self-purification. Unfortunately, as

¹ Examples of first-category pollutants: sulphur compounds and suspended particles, nitrogen oxides, carbon monoxide, phenols, hydrocarbons;
Examples of second-category pollutants: vinyl chloride, fluorine and its compounds, cadmium, pesticides, chlorine and its compounds.

a result of the density of population and their relatively high standard of living and of the intensity of Western European industry, pollution has made part of the available water resources unusable.

The first programme recognized that the pollution of the sea had already reached a high level. It said, for example, that a disturbing accumulation of certain pollutants could be detected in plankton, and in other living organisms and in sediments, and that coastal areas were badly affected by eutrophication¹. This is why the protection and purification of fresh water and sea water in order to meet economic and social needs and to guarantee the maintenance of vital ecological balances are given priority in the action programme on the environment.

11. Clearly, the Commission must energetically pursue the anti-water-pollution measures defined in the first programme. In addition, the Commission has acquired fresh responsibilities with regard to the implementation of the Council Directives

- of 16 June 1975 concerning the quality required of surface water intended for the abstraction of drinking water in the Member States²
- of 8 December 1975 concerning the quality of bathing water³,
- of .4. May. 1976... on pollution caused by certain dangerous substances discharged into the aquatic environment of the Community⁴.

These responsibilities cover such actions as

- examination of national plans for the purification of surface water,
- examination of the reasons for the utilisation of low quality water;
- the presentation of a proposal for a directive on percolating water;
- participation by the Commission in the joint action of the Member States to guarantee the quality of bathing water as regards sea water in the vicinity of frontiers and water crossing frontiers;
- presentation of proposals concerning the amendments needed to adapt the methods of analysis and certain parameter values of bathing water to technical progress;
- the publication of a consolidated report on bathing water in the Member States and on its most important characteristics;

¹ Eutrophication is the excessive concentration of phosphorous and nitrogen compounds in the aquatic environment arising from domestic and industrial sewage rich in nutrients and run-off from agricultural land. Particularly during warm weather, sunlight produces a mass of vegetable plankton, mainly blue and green algae.

² OJ No. L 194, 25 July 1975, p. 34

³ OJ No. L 31, 5 February 1976, p. 1

⁴ OJ No. L 29, 18 May 1976, p. 33

- the presentation of proposals concerning the protection of underground water;
- the presentation of proposals on the limit values, maximum periods, quality objectives and the monitoring procedure for dangerous substances (List I);
- proposals for the revision of dangerous substances (Lists I and II) in the light of experience gained.

Your committee emphasizes the need for the Commission to have sufficient staff to deal with these extensive duties.

12. This also applies to the implementation of Council decisions on action by the European Economic Community within the framework of international conventions, which places a considerable work-load on the Commission. These are:

- the convention for the prevention of marine pollution from land-based sources (Paris Convention);
- the outline convention accompanied by protocols for the protection of the Mediterranean against pollution (Barcelona Convention);
- the convention on the protection of the Rhine against chemical pollution;
- the convention on the protection of international watercourses against pollution (Strasbourg Convention);

The Commission has already presented to the Council proposals on Community participation in the Strasbourg Convention and will ask the Council to adopt these proposals finally as soon as the negotiations within the Council of Europe are completed.

In addition, the Commission intends in due course to put forward to the Council a draft decision authorizing it to negotiate Community accession to the Helsinki Convention on the Baltic Sea.

The Community has observer status at the London Conference on the problems of safety and protection against pollution during prospection for and the production of mineral resources in the sea in North-West Europe.

At present, your committee is also engaged in examining a Commission proposal for a directive on the dumping of wastes at sea (Doc. 497/75), on which Lord Bethell has submitted a draft report (PE 44.303).

13. To sum up, your committee notes that the Communities' work in the field of the prevention and reduction of the pollution of fresh and sea water concentrates on the following topics:

- the setting of quality objectives for water;
- joint research to establish minimum quality requirements which would be satisfactory in the long term;
- the exchange of information between the surveillance and monitoring networks dealing with water pollution in the Community;
- the prevention and reduction of marine pollution from land-based sources;
- the application of international conventions on fresh water which the Community has signed or is to sign;
- steps to ensure collaboration in programming the construction of water treatment plants and pollution monitoring and control stations.

Your committee repeats its request to the Commission to urge the signatories of the international agreements to set up systems of continuous control, since it has been shown that there are still no effective means of control to ensure observance of these international conventions¹.

14. The pollution of the Rhine remains a sensitive question in the field of the prevention of water pollution. Here, reference is again made to the own-initiative report by Mr BOERSMA on the protection of inland waters with special reference to the pollution of the Rhine, which was submitted on behalf of the then Committee on Social Affairs and Public Health (Doc. 161/70).

This report emphasised the urgency of the problem as long ago as 1970, stressing that the riparian states must join forces against the pollution of the Rhine in order to guarantee complete success.

In addition, your committee emphasized in the report by Mr JAHN on the first environmental action programme that preliminary or further studies were not sufficient and that the Community must at last embark on immediate practical measures. In point 14 of its resolution of 6 July 1972 on a European Communities environmental programme, the European Parliament regretted that the Commission had not complied with the request made in its resolution of 19 November 1970, to submit at an early date appropriate harmonization proposals on the protection of the Rhine, with special attention to the latest scientific findings, in fulfilment of the duties assigned to it by the European treaties².

On this subject, the Commission does explain (p 21 of the second programme), that it will continue to assist in the work of the International

¹ See report by Mr JAHN, Doc. 106/73, explanatory statement, para. 27.

² OJ No. C 82, 26 July 1972, p. 42

Commission for the Protection of the Rhine against Pollution. It intends to present appropriate proposals for the conclusion by the Community of the Convention on the Protection of the Rhine against Chemical Pollution. It will also seek to ensure that measures to prevent and reduce the pollution of the Rhine take account of measures at Community level to combat water pollution, the special features of the water of the Rhine and of the pollution to which it is subject.

Your committee points out that it was assured by the Commission during the first half of 1973, when the first programme on the environment was being examined, that it would itself submit appropriate proposals for the protection of the Rhine against pollution 'if the International Commission for the Protection of the Waters of the Rhine against Pollution fails to produce any definite results by the end of October 1973¹'. No definite results were produced either before or after the end of October 1973, so that your committee's demand for Community measures to protect the Rhine against pollution is now more warranted than ever. In any event, the Commission is urged to increase its activities substantially in this field.

This is evident from the protests and appeals from the people living along the Rhine, particularly in the Netherlands.

(c) Atmospheric pollution

(See Part II, Title I, Chapters 1 - 5 of the first programme)

15. The Commission makes the point in its introduction to this chapter that the chemical complexity of atmospheric pollutants, and the possible simultaneous influence of weather conditions, often make it difficult to assess the effects of various atmospheric pollutants on health and the ecological balance.

While your committee is fully aware of these difficulties, it emphasizes that it is precisely this uncertainty that makes preventive action against atmospheric pollution a matter of urgency at Community level.

16. As in the other areas, activities started under the first programme will be continued. The most important of these are:

- Determination of criteria for atmospheric pollution;
- formulating quality objectives for the air, mainly concerning its content of lead, nitrogen oxides, carbon monoxide, sulphur dioxide and suspended particles, photochemical oxidants, asbestos, hydrocarbons and vanadium;
- Determination of criteria with regard to atmospheric pollution, for the purpose of protecting men, animals and plants as well as buildings, etc.

¹ See report by Mr JAHN, Doc. 106/73, explanatory statement, para. 31.

- from exposure or at least to keep the exposure within limits;
- Exchange of information between the surveillance and monitoring networks;
- Measures relating to certain products (e.g., the lead content of petrol, the sulphur content of gas oils, the permissible exhaust system of motor vehicles);
- Action specific to certain industrial sectors and to energy production (e.g., the chemical industry, refineries, combustion engines, domestic fuels) with priority to be given to those in respect of industries emitting dust, oxides of sulphur and nitrogen, hydrocarbons and solvents, and fluorine and heavy metals.

In this connection, your committee welcomes the Commission's intention to submit provisional Community standards on health protection for approval by the Council. The Commission has already made a start on this by submitting a proposal for a directive concerning health protection standards for sulphur dioxide and suspended particulate matter in urban atmospheres (Doc. 5/76) and on which the European Parliament will deliver its opinion on the basis of a report by Mr Willi MULLER (Doc. 88/76). Your committee requests the Commission to follow this up with similar initiatives as soon as possible.

17. Another important facet of the second programme is the implementation of the Council resolution of 3 March 1975 on energy and the environment¹. In particular, this concerns problems arising from:

- the supply of clean fuels, e.g., low-sulphur crude oil, in particularly polluted areas and to users causing severe pollution;
- the promotion and development of desulphurization and other processes for selectively reducing the discharge of sulphur dioxide into the atmosphere.

Your committee deplores the absence of any precise description of the Community measures mentioned here and calls on the Commission to take positive steps to promote these processes.

Furthermore, your committee points out, as a matter of principle, that the Council in paragraph 3 of its resolution on energy and the environment stressed inter al. that, despite temporary or long-term supply problems, there should be no lowering of quality standards and no slackening of efforts to protect and improve the environment, nor should those efforts be pursued with any less diligence. This comment has greater validity today than ever before

¹ OJ No. C 168, 25 July 1975, p. 2

particularly since we no longer have the quantitative supply problems that existed approximately two years ago.

18. In addition to the duties devolving upon it in connection with the practical implementation of existing Community legislation¹, the Commission will - through a panel of experts - organize an exchange of information on the ways of combatting atmospheric pollution at national or regional level, particularly with regard to the following:

- launching national or regional plans;
- setting up specific structures;
- use of economic measures;
- listing sources of pollution;
- organizing a procedure for the exchange of information between early warning networks;
- use of mathematical models;
- establishment of emission standards for certain pollutants regarded as dangerous; and
- the monitoring of establishments causing pollution.

In this connection, your committee draws attention to the fact that pursuant to the programme of action of 22 November 1973 (Part II, Title I, Chapter 8, paragraph 2), the Commission was to publish, in an annual report on the state of the environment in the Community, details supplied by each Member State on the measures taken to ensure compliance with the pollution and nuisance control regulations, existing case law, and information on the improvements made and the practical experiments carried out in this connection within the Community. Your committee deplores the fact that the Commission has so far not published such a report and calls upon it to fulfil this obligation at an early date.

19. Your committee attributes special importance to the Commission's intention to study:

- the influence of fluorine and chlorine compounds and nitrogen oxides on the upper layers of the atmosphere;
- pollution resulting from the increasing use of gas turbines;

¹ Council directive on 24 November 1975 relating to the sulphur content of certain liquid fuels (OJ No. L 307, 27 November 1975, p.22) and Council decision of 24 June 1975 establishing a common procedure for the exchange of information between the surveillance and monitoring networks based on data relating to atmospheric pollution caused by certain compounds and suspended particulates (OJ No. L 194, 25 July 1975, p. 32)

- pollution problems arising from the use of small installations (domestic heating equipment, incineration appliances etc.,)

and, where necessary, to present appropriate proposals to the Council.

In this connection, your committee feels that the effect on the atmospheric ozone layer of the propellant gas Freon used in spray cans is in urgent need of investigation.

In written question No. 855/75 concerning the replacement of propellant gas in spray cans by compressed air¹ Mr JAHN asked the Commission to state whether it was prepared to submit, in the near future, a proposal for a directive aimed at strictly prohibiting the manufacture and marketing of spray cans containing propellant gas and limiting the use of products in aerosol form to an absolute minimum. The question suggested at the same time that the use of the new type of spray can developed in Switzerland, which is filled with normal compressed air, should be encouraged.

In its answer, the Commission stated that many products are more effective and easier to use in aerosol form. Furthermore, the propellant chosen depends on the product to be sprayed and the solvent used. The Commission intended to present a proposal for a directive during the course of 1976 which would standardize the size of spray cans and improve labelling by requiring the exact quantity of the product and the propellant gas or liquid to be specified.

Your committee insists that the Commission should intensively pursue its investigations in this area and, in order to maintain the ozone layer which protects human being and animals from excessive ultra-violet radiation liable to cause skin cancer, examine whether the propellant gases contained in spray cans are harmful and, if necessary, provide for the use of harmless propellants.

(d) Measures against noise

(see Part II, Title I, Chapter 3, Section 2, Sub-Section E of the first programme)

20. In the first programme, consideration of measures against noise was deferred. Under Part II, Title I, Chapter 3, Section 2, Sub-Section E, one merely finds the statement that 'methods for defining quality objectives for noise will be defined later'. In point 27 of its resolution of 18 April 1972 on the first memorandum from the Commission on a Community environmental policy², the European Parliament had already requested the Commission to deal with the question of effective measures against noise and to present appropriate concrete proposals as soon as possible. The Commission has now met this request (albeit belatedly) inasmuch as it has devoted a special chapter in the second programme to measures against noise.

¹OJ No. C 128, 10 June 1976, p. 22

²OJ No. C 46, 9 May 1972, p.10

21. Noise is generally defined as a number of tonal components disagreeable to man and intolerable to him because of the discomfort, fatigue, agitation and, in some cases, pain it causes. The effects of noise range from discomfort to various psychological and pathological reactions. The Commission states that the measurable psychological and pathological effects include disturbance in:

- verbal communication,
- efficiency,
- sleep, and
- health

as well as auditory damage. Noise has greatly intensified with the growth of modern industrial society, because of the increasing application of noisier machinery in almost all areas of human activity:

- Rail, road, and air traffic, mechanization of agriculture, industrial growth, increase in household appliances and communications equipment (radio, tv).

The Commission points out that for several years the undesirable, disturbing and harmful effects of noise have been studied at both national and international level.

22. This being the case, your committee stresses that now is the time for taking Community measures against noise.

A legal basis for a Community action in this area exists under Article 100 of the EEC Treaty. According to the Commission, the measures introduced by the Member States with a view to reducing the effects of noise inevitably affect the functioning of the common market, since they create technical barriers to trade in products subject to anti-noise specifications and may cause distortions in investment and prices as regards noisy installations. More important, however, they produce disparities in the quality of life in the individual Member States of the Community whose peoples, in the words of the preamble to the EEC Treaty, are entitled to 'the constant improvement of living and working conditons'.

23. The Commission has already presented a number of proposals in the form of directives to limit noise emissions from pneumatic drills, tower cranes, electrical power generators, electrical generating sets for welding, motor vehicles and aircraft. In addition to these, it intends in the near future to submit an overall programme, the broad outlines of which will be defined at Community level and which will contain proposals for combating noise at various levels, together with an appropriate timetable.

Your committee regrets that this overall plan is not part of the present second programme. It therefore calls upon the Commission to deal with the announced anti-noise programme as a matter of priority and to submit it not only for a Council decision but also for the opinion of the European Parliament.

24. The Commission is right to point out that measures should cover not only the sources of noise emission but should also take into account the conditions governing the propagation and reception of the noise. For example, noise from vehicular traffic can be limited not only by reducing the noise level of the vehicle engines, but also by better road surfacing materials and by siting roads with greater care.

The measures to be taken by the Commission include:

- continuing research into the little-known effects of noise on man;
- fixing permissible noise levels in accordance with medical and social criteria;
- drawing up specifications for noisy products and equipment;
- regulating the use of noisy products and equipment;
- providing products with informative labelling on the noise level or affixing of 'low noise' stickers;
- procedures for classifying and authorizing the building and operation of noisy installations;
- deciding on any taxes and/or levies on manufacturers or users of sources of noise;
- establishing insulating standards (road surfacing materials, housing, industrial plant);
- rules on the awarding of compensation for any damage caused.

25. In addition, the Commission intends, with the aid of national experts, to submit proposals for directives to determine:

- quality objectives (permissible noise levels) for particular zones (rest zones, residential areas, leisure areas, industrial estates, roads, railway lines, airports, international waterways);
- noise measurement methods;
- specifications for regulations governing the use of, and rules for labelling and providing noisy appliances with the appropriate stickers;
- sound-proofing standards.

Your committee welcomes these intentions and calls upon the Commission to pursue its work in the area of noise abatement which has until now been a rather neglected one, and to submit the announced proposals for directives at an early date.

(e) Action specific to certain industrial sectors and to energy production

(see Part II, Title I, Chapter 5 of the first programme)

26. Here again the accent is on the continuation of work begun as part of the first programme. Studies are planned or are already in progress on pollution problems arising from the production process in the following sectors:

- production of nitrate and phosphate fertilizers;
- hide processing,
- the food industry (canning, sugar refining, potato flour, starch);
- the combing, washing and dyeing industry;
- industrial establishments;
- agriculture, and in particular factory-farming.

All these sectors employ production processes which result in the emission of pollutant compounds and other nuisances.

Your committee requests the Commission to submit concrete proposals or directives to reduce pollution arising out of the above-mentioned production techniques. This is prompted by the fact that until now efforts to develop production methods less harmful to the environment have at least had partial success.

27. In the context of action specific to energy production, the Commission will devote particular attention to the problem of thermal discharges from power stations and carry out the following work with a view to presenting proposals to the Council:

- improving knowledge of the effects of thermal discharges on the environment;
- exchange of information at Community level on planning the siting of new power plants, taking into account pollution and nuisance hazards;
- investigation into the need to equip new power stations with cooling towers;
- improvement of the design and technology of dry cooling towers;
- utilization of waste heat.

Your committee urges the Commission to submit proposals as soon as possible to counteract the dangerous rise in temperature and the consequent eutrophication of the rivers of the Community and the heating of the atmosphere due to thermal discharges from power stations.

Your committee notes with interest the Commission's announcement that it will give further consideration to the European Parliament's resolution of 13 January 1976 on the conditions for a Community policy on the siting of nuclear power stations taking account of their acceptability for the population¹. It hopes that the Commission will have come to some conclusions in the near future.

¹OJ No. C 28, 9 February 1976, p.12

It will be remembered that your committee made a contribution by adopting the opinion drawn up by Mr PREMOLI and annexed to the report by Mrs WALZ on siting policy which was submitted on behalf of the Committee on Energy and Research (Doc. 392/75).

(f) Measures relating to certain products

(see Part II, Title I, Chapter 4 of the first programme)

28. The Commission is currently examining a number of measures aimed at limiting the adverse effects of new chemicals on man and the environment with a system of controls before they are brought on to the market.

The Commission also intends to set up a standing review, at Community level, of the environmental impact of chemical compounds, because in recent years, there have been increasing difficulties caused by the use of existing chemicals (e.g. PCB's, Freon and compounds of mercury) about the environmental impact of which there had not been sufficient knowledge. The Commission will therefore conduct appropriate studies, with the assistance of a committee of national experts, to determine the specifications for and manner of use of chemical compounds according to their toxicity, biodegradability and persistence.

Your committee welcomes the Commission's work in this area.

IV. Non-damaging use and rational management of space, the environment and natural resources

(a) Non-damaging use and rational management of space

(see Part II, Title II, Chapters I and 3 of the first programme)

29. The Commission begins by stating that problems of space management were already evident at national and regional levels during the establishment and operation of the common market and that these are becoming increasingly acute. The most important of these are:

- optimum spatial distribution of people and activities;
- the adverse or undesirable effects on man and the natural environment of the intensive use of space.

The activities to be pursued during the coming years relate to:

- development of a method of mapping combining environmental data with space management;
- the solution of certain of environmental problems arising from intensive farming;
- management of urban space, and coastal and mountainous regions.

30. The Commission is at present engaged in classifying the territory of the Community on the basis of its environmental characteristics with the aid of a mapping system. This enables environment-related data and values to be introduced into the physical organization of space usage. The economic model of social demand will thus be compared with the ecological model of environmental supply.

Correct use of this system will make it possible for

- the decision-making processes linked with physical planning to include preventive consideration by the authorities of environment-related data;
- to define the areas receiving regional, sectoral, agricultural or other aid from the Community.

Your committee welcomes the fact that the Commission is to propose concrete measures based on a comparison between the resulting maps and maps showing the present or planned use of space, particularly in certain sensitive areas.

31. As to the measures relating to rural areas, the Commission's endeavours will have two main aims:

- to accentuate the beneficial effects of agriculture on the environment;
- to reduce its adverse effects.

In examining this subject, the Commission has given special attention to

- the use of pesticides and the feasibility of replacing conventional control methods with biological and integrated control methods of protecting growing crops;
- the treatment of waste produced by intensive livestock units (high-density stockraisings).

In the past, your committee has repeatedly demanded that the use of chemical pesticides should be kept within reasonable limits. It agrees with the Commission that it should be possible to reduce the nuisances caused by pesticides by taking four kinds of measures in combination:

- (a) prohibition of the use of the most hazardous substances;
- (b) testing of pesticides before marketing;
- (c) improvement of application methods and appliances in order to reduce application densities;
- (d) development of alternative methods, to replace chemical (pest) control.

The Commission therefore intends to submit several proposals to this end to the Council. They consist of:

- forbidding the use for agricultural purposes of persistent organochlorine pesticides and of organomercury substances used for pesticide purposes;
- the EEC type approval and marketing of plant-protection products which is to be limited to pesticides which
 - (a) when used appropriately to the ends in view have no undesirable effects on plants or plant products,
 - (b) have no noxious effects on human health or the health of domestic animals,
 - (c) have no unacceptable adverse effect on the environment including wildlife;
- action to reduce excess usage when applying pesticides by drawing up a code of practice on the application of plant-protection products and incentives for the development of new application equipment;
- promoting the development of biological and integrated control for the protection of growing fruit crops;
- making available Community funds for research into the application of this technique to other plant products, e.g. vegetables of all kinds.

Your committee calls upon the Commission to give priority to the above-mentioned proposals and to submit them by mid-1977 at the latest since their implementation is urgently required in connection with the protection of human health.

32. High-density stockraising causes three main types of pollution and nuisance: smells, bulk waste (droppings) and noise.

The Commission will take the following steps in order to reduce these types of pollution and nuisances:

- it will submit a proposal for a directive relating to the treatment of wastes from stockraising, laying down
 - (a) the mandatory technical requirements for waste collection and storage equipment,
 - (b) limits on the spreading of wastes on cultivated land;
- it will submit proposals on health requirements and permissible maximum levels for undesirable substances in stockraising wastes intended for spreading, as well as those relating to other forms of organic wastes given the same treatment.

33. Your committee attaches particular importance to the Commission's statement that as part of its common agricultural policy and consumer protection policy it will continue the schemes laid down in the first programme of action on the environment in connection with the quality of

foodstuffs (see Part II, Title II, Chapter I, Section B, Sub-Section D of the first programme). The reasons given for these schemes were that Community consumers were increasingly paying attention to the quality of foodstuffs and that therefore the demand for quality products would expand even further in the future. Although the farming industry was increasingly developing biological products, i.e. those obtained without the use of pesticides, the consumer was not always sufficiently protected as regards the authenticity of so-called 'natural' products, which were sold under a very wide variety of names.

According to the first programme, there were two studies in progress in this sphere which were to be completed by the end of 1973¹:

- on the conditions and possibilities for developing integrated and biological anti-pollution methods in agriculture;
- the possibilities for developing the marketing of typical quality agricultural produce and biological products.

The first programme goes on to say that these studies should enable the Commission to take measures, where appropriate, to encourage farmers who make a special effort to improve the quality of their produce and also to increase consumer safeguards.

In answer to questions, the Commission representative stated that completion of the studies had been delayed. He promised to forward the results to the European Parliament in the near future. They would provide the basis for practical measures.

This is, moreover, an example of the close relationship between environmental policy and consumer protection policy. In fact, in most cases, environmental protection implies consumer protection. Therefore, your committee, which has recently been made responsible for consumer protection as well, sets great store by the improvement of the quality of foodstuffs by means of action to protect the environment.

¹OJ No. C 112, 20 December 1973, p.39

34. The question of the use of mineral fertilizers (artificial manure) is similar to that of wastes from stockraising. In both cases the point is to prevent carry-over into water of ecologically noxious substances, particularly nitrogen and phosphorus. According to the Commission document, the study of the ecological consequences of modern production techniques has so far yielded no more than conclusions of limited significance regarding the eutrophication of surface waters and nitrate enrichment of underground waters. Since, however, experience has shown that the use of mineral fertilizers is becoming increasingly intensive and has acquired decisive importance for crop yields, the Commission will carry out further studies on the following points:

- (a) In what conditions can certain surface waters tolerate only a limited input of fertilizing elements in order to maintain the quality objectives relating to their use?
- (b) Under what conditions can certain underground waters tolerate only a limited input of fertilizing elements so that the quality objectives relating to their use can be observed?
- (c) How great is the impact on land use (nature of crops, methods of cultivation, intensity of production) of measures designed to limit leaching of fertilizing elements?
- (d) What compensation systems are necessary?

The Commission states that it will put forward appropriate proposals when these studies have been completed.

Your committee protests against the fact that these studies, although of great importance, are only to be begun at some point in the future. Particularly those questions mentioned under (a) and (b) above could have been dealt with earlier without great difficulty. The Commission is requested to submit its first concrete proposals on this subject by the end of 1977 at the latest.

35. The Commission has recognized that it is necessary to take stock of the ecological consequences for the natural environment of the use of modern methods of cultivation. It will therefore study the ecological consequences of land-use changes and development operations (re-parcelling, alteration of woodland structures, draining of wet areas, straightening of watercourses). It will carry out a detailed analysis in a number of small regions of the Community.

Your committee suggests that proposals for directives should be submitted in due course in this sphere as well.

36. In 1977 the Commission is to hold a conference on urban problems for elected representatives and permanent expert staff of local and regional authorities from all member countries. The main subject of this conference will be urban growth and urban decline.

Your committee expects that:

- the Commission will also invite members of the European Parliament;
- those taking part will be given the opportunity to make comments, suggestions and criticisms.

37. The Commission has presented to the Council a proposal for a decision concerning a research programme on the development of large conurbations. The aim of this two-year programme, in which a number of research activities in the field of urban development conducted by the Member States are to be coordinated, is to produce a comparative analysis of the causes, dynamics and consequences of the development of large conurbations in the Community. Priority will be given to three subjects:

- identification of the forces causing urbanization and concentration;
- analysis of the dynamics of the process of concentration and elucidation of its consequences;
- assessment of policies in this field.

While your committee does not consider that Community legislation in this field is necessarily urgent, it looks forward with interest to the submission in due course of the conclusions of these investigations. The Council is requested to adopt this research programme proposed by the Commission at an early date.

38. The Commission states that the rapid growth of tourism in many of the Community's mountain regions poses a number of problems connected with nature protection. It feels that a balance must be sought between the natural use of these areas (agriculture in particular) and their use for and by tourists. It announces that it will look at the many facets of this matter and lay proposals before the Council.

Your committee doubts that the Council directive of 28 April 1975 on mountain and hill farming and farming in certain less-favoured areas¹, which contains special aid measures for these areas, is being applied satisfactorily.

¹OJ No. L 128, 19 May 1975, p.1

Article 3(1) of the directive states that the less favoured farming areas shall include mountain areas, in which farming is necessary to protect the countryside, particularly for reasons of protection against erosion or in order to meet leisure needs; they shall also include other areas where the maintenance of a minimum population or the conservation of the countryside are not assured. Article 3(2) of the directive lays down that these areas must have adequate infrastructures, including access roads to farms, electricity and drinking water, and in tourist and recreation areas, disposal of sewage. Should such amenities be lacking, their provision should be envisaged in the near future in public amenity programmes.

Your committee is convinced that implementation of these provisions would considerably alleviate the problem raised by the Commission. It therefore calls upon the Commission to press the Member States to implement properly and rapidly the directive of 28 April 1975 and to report in due course to the European Parliament on the measures taken. Only once the results of these are known, should the Commission examine the advisability of submitting further proposals.

39. As the Commission states, the work on the development and ecological management of European coastal regions so far carried out by the Commission and also the work by international organizations (OECD, Council of Europe) in this sphere has underlined the urgent need for international solutions.

These problems derive mainly from the rapid development of industry and tourism over the last few years. In many cases they are made more acute by the lack of any overall, long-term planning, which leads to many conflict situations involving different activities and clashes of interests.

Basic principles for the integrated development of coastal regions have already been formulated in the OECD and Council of Europe recommendations. The Commission intends to submit appropriate proposals for the application of these principles at Community level.

The committee awaits these proposals with interest before the end of 1977.

b) Protection of flora and fauna

(See Part II, Title II, Chapter 1(f) of the first programme)

40. As the Commission rightly points out that wild flora and fauna perform a number of functions of benefit to man, providing:

- protection against parasites and crop pests;
- protection of the soil against erosion;
- regulation of aquatic systems;
- a genetic reserve for the improvement of species of cultivated plants and domestic animals;
- an early warning of certain types of pollution (bio-indicators);
- a laboratory for scientific research and teaching of the natural sciences;
- a source of recreation and outdoor leisure activities.

It is therefore vital that wildlife and plants should be given effective protection. This can be done by taking action to protect endangered species of flora and fauna and by safeguarding their habitat. In addition, flora and fauna can be protected by reducing the pollution of their habitat and food.

The Commission points out that, in implementing these projects, it will draw largely on work carried out at international level, particularly by the Council of Europe.

41. The studies which the Commission has made in connection with the protection of migratory birds and certain animal species threatened with extinction, have shown that the problems transcend national frontiers and that any solution requires initiatives at both international and Community level.

In this connection, your committee repeats the opinion it has expressed many times before, that the Commission should wait no longer for initiatives to come from third countries but must act independently.

In its resolution of 21 February 1975 on petition no. 8/75 'Save the migratory birds'¹, the European Parliament requested the Commission and the Council to propose and adopt in the near future practical measures for the protection of migratory birds, to include particularly:

¹ OJ No. C 60, 13 March 1975, p.51

- a) a general prohibition on the trapping of birds with nets,
- b) a shorter season for hunting migratory birds by other means,
- c) a general prohibition on cruelty to captured birds,
- d) a strict prohibition on the importation into the Community of dead song birds and migratory birds and import controls in the case of live birds.

In addition to this, the European Parliament's resolution supported all positive measures to protect bird life, such as:

- the creation of bird reserves in which hunting is generally banned,
- the preservation of certain species of birds and the creation of suitable breeding grounds, and
- the safeguarding of a healthy environment.

Your committee expects that the proposal for a directive on the harmonization of legislation in Member States on the protection of birds which the Commission has announced but still not submitted will take full account of the European Parliament's demands.

Reference should be made here to the oral question put to the Commission by Mr JAHN on the committee's behalf in February 1976, on the subject of binding Community regulations on bird protection (Doc.473/75). In his answer Mr SCARASCIA MUGNOZZA, Vice-President of the Commission, told the European Parliament on 9 February 1976 that a proposal for a directive on bird protection had already been drawn up by the Commission at the end of 1975.¹ The programme for 1976 submitted by the Commission to the European Parliament on 10 February 1976 states that the Commission would submit the proposal for a directive on the protection of certain bird species during the first quarter of 1976.

Your committee regrets that this timetable has not been respected. It calls upon the Commission to make sure that this directive will afford better protection for birds during the coming winter of 1976/77.

42. Your committee welcomes the intention of the Commission to submit suitable proposals on Community application of the Washington Convention on international trade in endangered species of wild flora and fauna at the earliest opportunity.

¹ OJ Annex No. 199, February 1976, p.16

Having regard to the fact that the decline in the populations of salt-water fish and mammals is a serious threat to the ecological balance of the sea, the Commission will examine the feasibility of improving the conservation of salt-water mammals and particularly those species in danger of extinction. It will also investigate the advisability of approximating national laws on underwater fishing.

Finally, in the view of the Commission, Community action may be necessary in respect of various hunting laws in order to attain the objective of the conservation of animal species.

Your committee requests the Commission to forward the relevant proposals to the Council as soon as possible.

43. In its recommendation of 20 December 1974¹ concerning the protection of birds and their habitat, the Commission suggested to the Member States that they should accede to the Ramsar Convention of 2 February 1971 on wetlands of international importance, especially the zones which are habitats and staging-points for migratory birds. On 1 February 1976, i.e. over one year later, this convention had been signed and ratified by only six of the Member States. It cannot enter into force until a total of seven States have acceded to it. The Commission is requested to urge the Member States to ratify the Convention quickly.

The Commission itself concedes that the accession of Member States to the Ramsar Convention is only the first prerequisite for the protection of wetlands. It must therefore be supported by other initiatives at both Community and national level. The Commission will draw up an inventory of Community wetlands which it thinks need protection. The Commission will submit the results of this work to the Council and make proposals on the protection and management of certain wetlands and contiguous zones.

Your committee approves these Commission initiatives and points out the urgency of concrete measures since the effectiveness of the Ramsar Convention may not be demonstrated for some time to come.

44. The measures contemplated by the Commission are to help to preserve the integrity of the genetic resources represented by plants and animals. The Commission emphasizes that apart from this conservation, specific action is needed on domestic animals, cultivated plants and related species.

¹ OJ No. L 21, 28 January 1975, p.24

Given the ecological and economic importance of conserving genetic resources of domestic animal species and cultivated plants, particularly in connection with the long-term objectives of the common agricultural policy, the Commission will give its support to the various national projects undertaken in this field by:

- setting up of an inventory of all the collections of species and gene banks in the Member States;
- drafting standards for documentation and exchanges of information;
- implementing Community participation in the creation of a world network of gene banks.

c) Protection and management of natural resources

(See Part II, Title I, Chapters 6 and 7 and Part II, Title II, Chapter 2 of the first programme)

45. Until recently, only arid zones had to worry about the availability and distribution of water. Now much stricter planning and control is needed because of economic growth, urban concentration and the degradation in quality of available water resources throughout the Community.

Studies carried out by the Commission have revealed that, taken overall, the Community's water resources are adequate to meet the foreseeable requirements for a number of years. Since there are considerable differences in the amount of water available as between regions and from one year to another, water supply problems are regional.

The Commission therefore considers that it is necessary to take measures 'at the appropriate level' in connection with water resources management:

- to take account of economic growth and environmental quality standards;
- to take account of the physical interdependency of the various media which cannot be independently managed;
- not to dissociate problems of quantity and quality.

46. The Commission therefore intends to submit suitable proposals to the Council on:

- the improved use of available and potentially available resources with a view to guaranteeing minimum water resources in those areas of the Community where there is a permanent shortfall and in tourist areas where the shortfall is seasonal;
- the protection of high quality resources, involving:
 - a) gradually restricting the use of certain underground waters to human consumption only,
 - b) protecting groundwater and abstraction points against pollution and against any change in the groundwater system,
 - c) building up groundwater levels by artificial or natural means to increase its capacity,
 - d) combatting water pollution in general;
- improved presentation and comparability of the statements of available water resources and foreseeable water requirements.

In addition, provision is made for exchanges of information on methods of national or regional water management and, on the basis of the results obtained, the Commission will submit suitable proposals to the

Council. The main subjects will be:

- implementation of national or regional plans;
- creation of special structures;
- use of economic instruments;
- use of management models.

While your committee approves of these commission projects it feels that the Commission should concentrate its efforts in the first instance on concrete proposals for the frontier areas, since it is here that rationally coordinated action is required most of all.

47. Experience has shown that the annual increase in the quantity of waste in the Community is about 5%. The accumulation of these wastes is often accompanied by air and water pollution and they can cause substantial nuisances. The rubbish tip, still one of the most widely used means of disposal, involves serious risks to human beings owing to the presence in many wastes of toxic and dangerous substances. The quantity of these substances may well increase further as a result of anti-pollution measures already taken to prevent the discharge of dangerous substances into water-courses.

On the other hand, wastes contain valuable substances, such as metal, glass, rubber, textiles, oil and plastics, the amount of which is difficult to calculate but is certainly large. The value of these substances is augmented by the fact that it includes the cost of the energy expended in their production. The Community depends on imports for many essential raw materials:

- 60% of its paper pulp and paper;
- 80% of its non-ferrous metals, iron, tin and zinc.

Rational management of waste is therefore indispensable for reasons of:

- environmental protection;
- sound economic management of resources;
- efforts to reduce the Community's dependence on raw material producers;
- the rational longterm management of natural resources.

48. Your committee therefore welcomes the fact that the Community intends to promote an active anti-waste policy. In general terms, the Community's waste programme will include measures to encourage and improve methods of recycling and re-using waste, measures to prevent the generation of waste and to ensure the disposal of non-recoverable residual waste in ways which do not hold dangers for man and the environment.

The Commission points out that the difficulties encountered in re-using wastes arise from the combined effects of the following factors:

- the instability of the market for secondary raw materials (recoverable substances) ;
- the shortage of exact economic data;
- the technical inadequacy (i.e. non-profitability) of reclamation processes;
- the difficulty of making reclamation processes pay for themselves, owing to the fact that there are many operators concerned, their activities are different and they are widely scattered;
- inadequate and unreliable market outlets;
- structural inertia and apathy in industry.

Therefore, on the basis of opinions delivered by the Committee on Waste Management, the Commission will carry out a number of studies and, in the light of its findings, present suitable proposals to the Council with the aid of overcoming the difficulties which have been identified. The Commission's work in this area will cover metals, paper, glass, plastics, rubber, textiles and waste oils.

Your committee emphasizes that practical measures on recycling are urgently needed to halt the ever-increasing squandering of resources. It therefore calls upon the Commission to submit its first proposals by the end of 1977. At the same time, the Commission must work with Member States, in the context of its information drives and consumer information and protection policy, to make the public aware of the waste recycling projects and encourage their cooperation.

49. As stated above, one of the aims of a waste management policy must be to obviate the generation of waste as far as possible and to ensure that materials are used as efficiently as possible at every stage in the life of the products.

This will mean studying the possibility of using alternative substances in place of materials which are very rare or likely to become so within a reasonable period. Furthermore, industry should be encouraged to design and manufacture products with an eye both to avoiding wastage and to facilitating the recovery of raw materials.

Your committee calls upon the Commission to submit concrete proposals for an effective campaign against wastage.

50. The Commission goes on to state that a system aimed at environmental protection 'could' be introduced whereby an independent body would award environment labels to products complying with certain criteria. In this way, the consumer would be able to choose products which occasion minimum pollution and wastage in production and use. In response to greater consumer demand, more products complying with these criteria would be brought on to the market. The Commission itself concedes that a Community solution to this problem is advisable in view of the magnitude of the work to be performed, the greater impact of a multinational system and the obstacles which the existence of different national regulations could put in the way of the smooth operation of the common market.

The Commission then points to the difficulties of such a scheme. Nevertheless it announces that, with the assistance of the Committee on Waste Management and the Consumers' Consultative Committee, it will study all the problems inherent in the introduction of a system of environment labels. It will forward the results of these studies to the Council together with, where appropriate, suitable proposals.

Your committee criticizes the Commission for not having begun its work in this area earlier. The European Parliament has made very precise demands with regard to the Community's environmental policy in three basic statements contained in resolutions adopted over three years ago:

'The European Parliament

- Points out that a Community policy on the environment must have the additional objective of promoting the manufacture of goods which are durable, cause no pollution and can easily be reprocessed¹;

¹ Point 17 of the Resolution of 18 April 1972, OJ No. C 46 of 9 May 1972, p. 10.

- Calls upon the Commission to introduce in the Community an environment seal of quality for durable products which can easily be reprocessed and cause little contamination of the environment during the production and consumption stages, and to prohibit the sale of products which do not comply with the requirements for the award of this seal of quality¹;
- Repeats its demand for an 'environment seal of quality' to be introduced in the Community for durable products which can easily be reprocessed and cause little contamination of the environment during the production and consumption stages, and for the sale of products which do not comply with the requirements for the award of this seal of quality to be allowed only on condition that they are marked with an appropriate warning².

The Commission is therefore requested to comply with these demands at an early date, even if certain difficulties have to be overcome.

51. With regard to the safe disposal of non-recoverable residues, the Commission will continue the action instituted by the Council directives of 16 June 1975 on the disposal of Waste oils³ and of 15 July 1975 on waste⁴. It will also consider how to tackle the problems caused by the production of certain residues by the primary sector (residues from the production of titanium dioxide, phosphorous gypsum, mining wastes). Similarly, it will study the problems involved in storing toxic products and the insurance problems connected with the processing of such products.

Your committee emphasizes that these studies, while undoubtedly welcome in themselves, must yield results at the earliest opportunity in the form of concrete Commission proposals for Community action. At the same time, it points out that the Commission has neglected to mention in the second programme that it has already completed its investigations on the residues from the production of titanium dioxide and on 14 June 1975 submitted a proposal for a Council Directive on waste from the titanium dioxide industry (Doc. 213/75). An indication to this effect should therefore be added to the second programme. The European Parliament delivered its opinion on the proposal for a directive in its resolution of 13 January 1976⁵, on the basis of a report by Mr Premoli (Doc. 457/75).

¹Point 24 of the Resolution of 6 July 1972 - OJ No. C 92, 26 July 1972, p.42

²Point 13 of the Resolution of 3 July 1973 - OJ No. C 62, 31 July 1973, p.16

³OJ L 194, 25 July 1975, p.31

⁴Op cit, p.47

⁵OJ No. C 28, 9 February 1976, p.16

The aim of this proposal is the gradual reduction and final elimination from the sea of pollution caused by waste from the titanium dioxide industry. It instructs Member States to take the necessary measures to ensure that the waste is disposed of:

- without endangering human health;
- without risk of contamination to water, air or the soil or to the flora and fauna;
- without adversely affecting beauty spots and the countryside.

Furthermore, the Member States are obliged to promote the treatment, recycling and recovery of the wastes.

Your committee calls upon the Council to adopt the directive at an early date taking due consideration of the demands contained in the European Parliament's resolution of 13 January 1976, so that these measures can be put into effect in the foreseeable future.

52. In addition to the programme on management and storage of radioactive wastes¹ which was approved by the Council on 26 June 1975 and is now being carried out, the Commission will study the problems which arise when nuclear installations, particularly reactors and reprocessing plants, are permanently closed down. For the most part, the wastes produced consist of large concrete blocks and structures calling for specialized techniques for dismantling, decontamination, breaking-up and transport. Special installations which can take large elements should be established for final storage, so that the greatest precautions are taken against any escape of the radioactivity contained by these large elements.

It is evident that the problems of decommissioning nuclear installations will become very much more acute in the course of the next few decades as a growing number of installations reach the end of their useful life. The Commission will therefore carry out the following work in this area:

- estimation of the quantities of radioactive waste of different categories likely to be produced by the decommissioning of nuclear installations;

¹OJ No. C 153, 9 July 1975, p.10

- comparison of available studies and past experience relating to decommissioning operations and the various possible methods for the final storage of radioactive wastes;
- drafting certain guiding principles for the design and operation of nuclear plant in order to simplify their subsequent decommissioning;
- drafting guiding principles for the decommissioning of nuclear plant.

The Commission states that it will present suitable proposals to the Council on the basis of the results of this work.

Your committee hopes that the Commission will shortly submit its first proposals for a solution of these questions.

53. The Commission will continue the work initiated under the first programme to solve problems connected with the depletion of certain natural resources. Studies were to be carried out with a view to:

- examining future supplies and demand for certain non-regenerating mineral resources, the depletion and rate of consumption of which could have repercussions on economic and social development and environmental policy: this study to be at both world and Community level and to take account of various factors;
- analysing the potential medium and long-term effects of the depletion and increasing use of these resources on environmental policies and on the Community's industrial policy;
- examining to what extent conservation of these resources by means of recycling and substitution is important for environmental protection.

The Commission has already launched studies on metals of the platinum group, mercury, fluorine, phosphates and chromium.

Your committee hopes that a particular examination will be made of the extent to which the results of the studies can be translated into practical action at Community level.

V. General action to protect and improve the environment

(a) Environmental impact assessment

(see Part II, Title I, Chapter 1 of the first programme)

54. The Commission rightly lays particular emphasis on the principle of a preventive policy as laid down in the first programme. It states that the best environmental policy consists of preventing the creation of pollution or nuisances at source rather than subsequently trying to counteract their effects. One of the objectives of a Community environment policy adopted by the Council which follows similar lines is to ensure 'that more account is taken of environmental aspects in town planning and land use'.

The United States has shown the way in which this principle may be applied by introducing under the National Environmental Policy Act 1969 an environmental impact assessment. This procedure has aroused great interest in numerous industrialized countries and steps are being taken towards applying it in Germany, France, Great Britain and the Netherlands.

The Commission has made provision in the second programme for introducing environmental impact assessment at Community level. It justifies this step in view of:

- the need to implement the objectives and principles of the Community environment policy laid down in the first programme;
- the need to integrate national legislation into an overall policy at Community level, taking into account the even closer economic and social ties between the Member States, while, however, preventing such procedure from becoming a source of economic distortion.

The Commission's studies will cover:

- the scope of environmental impact assessment;
- the content of the assessments (the environmental effects which should be considered, the criteria to be used, the need for alternative solutions to be proposed);
- organizational aspects;
- the cost and financing of the procedures.

55. On the basis of the results of these studies, the Commission will submit appropriate proposals to the Council. It is right in pointing out that when drawing up these proposals, special care should be taken to see that the assessment procedures contain appropriate provisions to protect commercial operators from serious delays in their investment programmes, and to ensure that public authorities are not gradually overwhelmed by planning procedures and authorizations.

Your committee notes that the Commission's intentions conform with the wishes of the European Parliament as expressed in point 11 of its resolution of 13 December 1974 on the outcome of the Third International Parliamentary Conference on the Environment held in Nairobi on 8 to 10 April 1974¹:

'The European Parliament advocates the world-wide application of the technique of preparing environmental impact statements to ensure that environmental factors are taken into account as part of the legislative and project-orientated decision-making processes and supports the view that this technique should also be applied to construction work by public authorities (particularly the building of roads and motorways).'

Your Committee calls upon the Commission to follow the European Parliament's suggestion and extend the procedure to public sector projects. Finally, it requests the Commission to continue its studies in this field and to present concrete proposals by the end of 1978 at the latest.

(b) Economic aspects of environmental protection

(see Part II, Title I, Chapter 9 of the first programme)

56. The Commission begins its consideration of the economic aspects of environmental protection by observing that an environmental policy is not opposed to economic development, but constantly reminds us that such development cannot be made at the expense of man's environment which shapes his destiny, whether we think of his natural surroundings or the living conditions he creates for himself. An environmental policy does therefore influence economic development by imposing certain limits on it and making certain reasonable and consistent structural changes. For example, new economic activities are created to ensure renewal of depleted natural resources. Such a policy can therefore be used by the authorities within the framework of their economic policies.

The Commission intends to pursue work initiated under the first programme, giving priority to the following:

- evaluation of the costs of anti-pollution measures and the benefits resulting from improvement of the environment;
- rules for applying the 'polluter pays' principle;
- promotion of measures to improve the environment.

¹ OJ No. C 5, 8 January 1975, p.60

57. Your committee points out that, in accordance with the first programme:

- a study of the effectiveness of the economic instruments which can be applied in the fight against pollution was to be carried out before 1 July 1974;
- the first results of the study on the evaluation of the costs of anti-pollution measures was to be made available during the second half of 1974.

In answer to questions, the Commission stated that these studies had been completed and the results were currently being examined.

In addition, the first programme made provision for the following work to be commenced in 1973:

- the study of possible methods of estimating the cost to society of damage to the environment with a particular view to including these costs in national accounting figures and in the determination of the Gross National Product;
- the development of a common method for the classification and description of anti-pollution measures.

The Commission stated that it would submit to the European Parliament and the Council of Ministers a proposal for a Recommendation based on the results of this work.

58. Your committee is in fundamental agreement with the Council recommendation of 3 March 1975 regarding cost allocation and action by public authorities on environmental matters¹ which contains rules for the practical application of the 'polluter pays' principle. However, in its opinion, this principle must be given greater precision, the means of application should be defined and allowance should be made for certain exceptions on account of the interrelationship between environmental policy and other policies. Consequently it agrees with the Commission's statement in the second programme that certain aspects regarding the strict application of the 'polluter pays' principle require further thought and study, and this the Commission intends to undertake. In the Commission's view, this mainly concerns the application of the 'polluter pays' principle to commercial operators causing pollution in a territorial zone situated in one or several states.

¹ OJ No. L 194, 25 July 1975, p.1

Your committee therefore calls upon the Commission to fulfil its obligation under paragraph 8 of the Annex to the abovementioned Council recommendation of 3 March 1975 and to present the Council in the near future with all appropriate proposals connected with the harmonization of instruments for administering the 'polluter pays' principle and its specific application to the problems of transfrontier pollution.

In general terms, the Commission is requested to speed up this work on the economic aspects of environmental protection.

(c) Dissemination of information relating to environmental protection

(see Part II, Title I, Chapter 11 of the first programme)

59. The first major step taken in this important area was the Council Decision of 8 December 1975 establishing a common procedure for the setting up and constant updating of an inventory of sources of information on the environment in the Community¹. The Commission states that implementing this decision will be one of the more important duties of the Member States and the Commission in this field over the next few years.

In addition, the Commission will continue the studies and activities contained in the first programme.

Amongst other things, it will give priority to ensuring that the Community makes a common contribution to the International Referral System (IRS). It will submit to the Council any proposals concerning participation in the IRS by the Community, in the role of regional or sectoral focal point.

60. A coordinated body of information services will be established in the near future. Pursuant to the Council Decision of 18 March 1975 adopting an initial three-year plan of action in the field of scientific and technical information and documentation², the European information and documentation network will make available to users a varied body of automated data bases produced by the chief world abstracting services and by the Community.

Furthermore, the Commission intends to forward proposals to the Council for the completion of a system of information on national and Community environmental legislation. This system should be integrated into the wider system planned to cover all Community law (CELEX) as well as the international system now being set up by the International Union for the Conservation of Nature and Natural Resources in collaboration with the United Nations Environment Programme (UNEP).

¹ OJ No. L 31, 5 February 1976, p.8

² OJ No. L 100, 21 April 1975, p.26

In addition, the Commission will submit proposals to the Council concerning the establishment of a specialized information network covering congresses and conferences on the environment. Finally, it will consider how to set up and operate a data bank on chemicals likely to contaminate the environment and will put a proposal to the Council concerning the introduction of such a system.

When taking all these undoubtedly welcome initiatives, it must not be forgotten that the public at large also has a legitimate right to be informed about at least the main lines of Community action in the field of environmental protection.

In point 23 of its resolution of 3 July 1973¹ the European Parliament recalled its earlier request to the Commission to publish its memoranda on protection of the environment in an easily comprehensible summary form, and urged the Commission to make good this shortcoming and provide the public with comprehensive information on the hazards of environmental pollution and the means of combating it.

In reply to your committee's question, in what way it had complied with this repeated demand by the European Parliament, since Parliament had so far received no information whatsoever on the Commission's activity in this important sector, the Commission representative stated that, because of inadequate facilities and staff, it was temporarily impossible to draw up a report on the state of the environment.

OJ No. C 62, 31 July 1973, p.16

(d) Research projects concerning the protection of the environment
(see Part II, Title I, Chapter 10 of the first programme)

61. It is clear that the realization of the Community action programme on the environment must rely on a diversity of scientific and technical knowledge concerning the natural environment, ecology, toxicology, chemistry and technology. Appropriate research programmes have therefore been set up consisting of direct and indirect projects.

It will be remembered that in its Decision of 14 May 1973, the Council defined an environmental research programme for a period of four years beginning on 1 January 1973¹. This programme makes provision for direct projects, to be carried out at the Ispira Joint Research Centre, covering the following subjects:

- analysis and monitoring of pollutants (including the development of a multi-detection unit, the remote sensing of atmospheric pollution and a data bank on chemicals likely to contaminate the environment);
- the transport of pollutants in the environment and their effects (particularly bioindicators of water pollution);
- models and systems analysis studies of the eutrophication of a lake and the dispersion of atmospheric pollutants;
- theoretical study of thermal pollution and the catalytic oxidation of water pollutants.

This programme finishes at the end of 1976.

In reply to questions, the Commission stated that completion of these studies would be delayed because of the Council's failure to take binding decisions at the right time. The first results of the research were now available.

¹OJ No. L 153, 9 June 1973, p.11

62. According to the second action programme (p. 85) 'in 1976 the Commission submitted a detailed proposal for direct research projects on environmental subjects' and hopes that these will be carried out by the research centres during the period 1977 - 1980.

Your committee points out that this submission has still not taken place. Therefore, the Commission is asked when its announcement will bear fruit and by what time does it consider that the European Parliament needs to deliver its opinion to enable the Council to take the required decisions in good time before the beginning of this new programme (1 January 1977).

The Commission did however, forward a communication to the Council in October 1975, setting out the overall concepts for the next multi-annual JRC programme (COM(75) 529 final). This overall concept indicates that the Ispra research establishment, on the basis of the existing structures and in the interests of continuity, has an important task to carry out concerning Community research into environmental protection. In connection with this problem, your committee had repeatedly demanded that the direct activities should be coordinated as closely as possible with the indirect activities in order to avoid overlapping and hence unnecessary duplication of work.

63. The indirect actions included in the first research programme were completed by the end of 1975. They included research contracts with institutions of the Member States, with the financial participation of the Community, on the following subjects:

- epidemiological surveys on the effects of air and water pollution;
- the nocivity of lead;
- the effects of micropollutants on humans;
- evaluation of the ecological effects of water pollutants;
- remote sensing of atmospheric pollution;
- establishing a data bank on chemical products likely to contaminate the environment.

On 15 March 1976, the Council adopted a new pluriannual environmental research and development programme (indirect action) for a total amount of 16 m u.a. for the period 1976 - 1980¹. It will cover the following four main areas:

- research designed to establish criteria (exposure/effect ratios) for pollutants and potentially toxic chemicals;

¹ OJ No. L 74, 20 March 1976, p. 36

- research and development on environmental information management, with particular reference to chemicals likely to contaminate the environment (ECDIN project);
- research and development on the reduction and prevention of pollution and nuisances giving special attention to the treatment of waste water, sewage sludge, industrial effluent and waste processing;
- research and development related to the protection and improvement of the natural environment including reclamation of spoiled or waste land, the ecological implications of land development and modern methods of farming.

In this connection, your committee points out that the European Parliament delivered its opinion on the Commission's proposal for a programme in its resolution of 14 November 1975¹ on the basis of a report by Mr JAHN (Doc. 328/75). It made a call for the research in the fields under consideration to be sufficiently broad-based and intensive to yield significant results. The Commission was also urged to apply where necessary for additional appropriations to ensure continuity in Community environmental research. Your committee awaits with interest the report to be submitted annually on the implementation of the programme, pursuant to Article 5 of the Council Decision of 15 March 1976.

64. Finally, on 15 March 1976, the Council adopted a five-year research programme (1976 to 1980) in the field of biology-health protection ('radiation protection' programme)². The aim of this programme, to which 39 m u. a. has been allocated, is to supplement, broaden and deepen the scientific and technical knowledge necessary for determining and renewing the permissible radiation levels in man and the permissible level of contamination of the various components of the environment, and for the improvement of the practical organization of radiation protection by the Member States. The programme includes studies on:

- the path which radioactive contaminants follow in man and the environment;
- the effects of radiation on living matter;
- dosimetric methods and instruments.

¹ OJ No. C 280, 8.12.1975, p.59.

² OJ No. L 74, 20.3.1976, p.32

The research work is to be carried out mainly under contracts of association or shared-cost contracts and partly by the Commission Biology Group set up at the Ispra establishment. It will be remembered that the European Parliament delivered its opinion on the Commission's proposal on this subject in its resolution of 14 November 1975¹, on the basis of the report by Mr MEINTZ (Doc. 336/75). The report expressed the opinion that it was of the utmost importance for the protection of health and of the environment that the Commission should examine in what areas there was still no research, or inadequate research, in relation to the dangers associated with ionizing radiation, and should if necessary introduce proposals.

Your committee welcomes the fact that in accordance with Article 3 of the Council Decision of 15 March 1976, on a proposal from the Commission the programme will be reviewed during the first year to ensure, if necessary, its harmonization with the new direct action programme mentioned in paragraph 62 of the present report. Furthermore, Article 4 of the Council Decision complies with the wishes of Parliament in that the Commission will be responsible for the continuous supervision of the implementation of the programme in order to ensure that real coordination has been achieved and to decide whether developments in the situation or unforeseen research results necessitate changes to the programme. Your committee therefore awaits with interest the report which the Commission is to submit to the Council and the European Parliament before the end of 1977 and in which it will propose any necessary amendments.

¹ OJ No. C 280, 8.12.1975, p. 61

(e) Promotion of public awareness of environment problems and education

(see Part II, Title II, Chapter 6 of the first programme)

65. Your committee has always attached great importance to the promotion of public awareness of environment problems and the provision of information to those interested in such problems.

In order to conserve and improve the environment, everyone has to be made aware of the existence and importance of the risks and responsibilities involved. We can all, by our actions and attitudes use and mould our environment, and consequently we all bear an individual and collective responsibility. Furthermore, it should be remembered that, in the first programme, the ninth principle of the Community environment policy stated:

- 'The protection of the environment is a matter for all in the Community, who should therefore be made aware of its importance. The success of an environment policy presupposes that all categories of the population and all the social forces of the Community help to protect and improve the environment. This means that at all levels continuous and detailed educational activity should take place in order that the entire Community may become aware of the problem and assume its responsibilities in full towards the generations to come.'

Proceeding on this principle, the Commission will continue with the activities in this area provided for in the first action programme, particularly:

- regularly publishing reports on the state of the environment in the Community;
- preparing educational brochures for lecturers and primary and secondary school teachers and a school textbook for use in primary school teaching;
- Community support for university activities;
- cooperation with non-governmental organizations, particularly the European Environmental Bureau.

In this connection, your committee notes that the European Environmental Bureau, founded in December 1974 with its headquarters in Brussels, organized a seminar in Louvain on 12 December 1975 on the subject of the 'Environmental Impact Statement'. The committee secretariat has in its possession a summary report on this seminar (in English). The secretariat has drawn up a memorandum on the Commission's ideas on the content of a Community directive on environmental impact assessment as expressed at this seminar (PE 44.677) to which those interested should refer.

66. The Commission will also be taking up the new activities listed below:

- publishing popularized versions of studies connected with the protection and improvement of the environment in order to ensure that the results of these studies are disseminated as widely as possible;
- contributions to projects involving the active participation of the population in recovery, recycling and other measures to save certain natural resources, particularly as the Community's contribution to the objective of World Environment Day (5 June);
- organisation of competitions of all types on problems of environmental protection;
- designing a series of Europa stamps representing various aspects of problems connected with the quality of life;
- organisation of a mobile European exhibition on environmental problems and the solutions which the Community has in view;
- making farmers more aware, particularly of the harmful effects, and more efficient methods, of applying certain products used in agriculture (e.g. pesticides), the effects of certain farming techniques on the environment and, more generally, of the activities a farmer can undertake to prevent certain types of damage to the environment or even to improve it.

Your committee welcomes these projects, but would like to make certain comments. In point 2 of its resolution of 18 April 1972¹, the European Parliament considered it necessary that the Commission should contribute to full public awareness of the environment by means of comprehensive and determined activity in the fields of information and education. Point 22 of the resolution of 6 July 1972² contains the similar statement that Parliament acknowledged with satisfaction the Commission's intention to inform the public of the situation of the environment by publishing reports at regular intervals and, in view of the rapid increase of sources of danger to the environment, it considered it appropriate that these reports should be drawn up at least annually and submitted to the European Parliament for its opinion.

¹ OJ No. C 46, 9.5.1972, p. 10

² OJ No. C 82, 26.7.1972, p. 42

Finally, in point 23 of its resolution of 3 July 1973¹, the European Parliament recalled its earlier request to the Commission to publish its memoranda on protection of the environment in an easily comprehensible summary form, and urged the Commission to make good this shortcoming and provide the public with comprehensive information on the hazards of environmental pollution and the means of combatting it.

Your committee regrets that the Commission has still not complied with these demands. Certainly no reports of this type have yet been submitted to the European Parliament. Your committee again stresses that, in order to be relevant, these reports must be drawn up every year. They would not need to be very long and should only contain essential information without going into technical details which the public at large does not generally understand. The fact remains that the peoples of the Community have so far been very poorly informed of the activity of Community institutions in the field of environmental protection.

67. Finally, your committee recalls its suggestion contained in point 25 of the European Parliament's resolution of 3 July 1973² that the Commission should take the initiative in providing basic teaching material for school use in all Member States, so that the young will take an active interest in the problems of the European Communities in general and of a Community and world-wide environmental policy in particular.

Since apparently nothing has been done in the meantime, your committee would like to make its demand clearer. It considers it necessary for school children in the Community to receive education in environmental protection. At the same time, schools across the Community's frontiers should coordinate their efforts in this field and, in particular, make the teaching materials they use available to each other and exchange the experience gained. The Commission is therefore urged to submit suitable proposals within a reasonable period.

¹OJ No. C 62, 31.7.1973, p.16

²Op. Cit.

(f) European Foundation for the Improvement of Living and Working Conditions

(See Part II, Title II, Chapter 5 of the first programme)

68. In the first programme of action on the environment, provision was made for the creation of a European Foundation for the Improvement of Living and Working Conditions. The European Parliament had adopted two resolutions on 12 June 1974¹ embodying its opinion on the Commission's proposal on this subject (Doc. 306/73), on the basis of reports by Mr JAHN (Doc. 93/74) and Mr MARRAS (Doc. 94/74). The first resolution strongly urged the Council to ensure that the regulation should come into force by 31 July 1974 at the latest. Unfortunately, the Council has not complied with this demand and only adopted this long-awaited regulation on 26 May 1975²; it came into effect on 2 June 1975. Ireland was chosen as its seat and it has in the meantime commenced operations in Dublin.

69. The Foundation's task is to contribute to the planning and establishment of better living and working conditions through action designed to increase and disseminate knowledge likely to assist this development. Its object is to record all the factors which combine to influence the living and working environment and to carry out a long-term forward study of those factors which may endanger the conditions of existence and those which are capable of improving them.

In pursuance of the second programme, the Commission will take care to ensure that the research and other activities undertaken by the Foundation are complementary to the programmes on the environment and on social affairs undertaken at national and Community level.

Your committee asked the Commission for information on:

- a) what studies the Foundation has undertaken so far;
- b) whether it has exhausted the financial resources allocated to it;
- c) whether its activity is hindered by the lack of qualified personnel or sufficient funds, and if so to what extent.

In reply, the Commission stated that the foundation's Administrative Board had met for the first time in Dublin on 6 May 1976 and discussed questions concerned with the staff and organization. The director will probably be appointed in June. The Committee of Experts will also be formed in the near future. Because of the delay in setting up the foundation, the allocations have not yet been used up. The foundation is not expected to take up normal activities before the beginning of 1977.

¹OJ No. C 76, 3.7.1974 p. 33-36

²OJ No. L 139, 30.5.1975, p.1

(g) Improvement of the working environment

(see Part II, Title II, Chapter 4 of the first programme)

70. The aim of the measures for improving the working environment contained in the first programme is largely to:

- obtain more effective protection of workers by modernizing industrial medicine, hygiene and safety techniques;
- make work more acceptable by the introduction of the same criteria for the working environment as are being progressively applied to the living environment as a whole.

The Commission will continue with those actions it has already initiated and will also adopt new measures on the basis of the general guidelines contained in the first programme, particularly as regards 'humanizing work'.

In this connection, your committee draws attention to the fact that the European Parliament adopted a resolution on 24 September 1975¹ on the basis of a report by Mr MEINTZ (Doc. 211/75) embodying its opinion on the guidelines for a Community programme for safety, hygiene and health protection at work (COM(75) 138 fin.)

In the resolution, the hope was expressed that the proposals by the Commission would not deal mainly with theoretical and administrative aspects but that emphasis would be placed on the ultimate objective of introducing practical measures in individual undertakings.

Your committee requests the Commission to submit a practical proposal in the near future on the safety programme itself so that its implementation can begin within the foreseeable future.

¹OJ No. C 239, 20.10.1975, p.36

(h) Measures to ensure compliance with environmental protection regulations

(see Part II, Title I, Chapter 8 of the first programme)

71. The Commission will continue to implement the measures described in the first action programme concerning the organization at Community level of exchanges of information on the checks made and of measures taken by the Member States to ensure compliance with the rules concerning:

- the specifications for and use of polluting or other products which are liable to harm the environment;
- plant, with particular regard to plant situated in areas for which identical or similar quality objectives have been adopted;
- substances, the discharge or dumping of which will be prohibited or restricted.

72. Your committee supports the remark made in the first programme, that the success of joint action on the environment depends both on satisfactory application of Community legislation and effective and harmonized surveillance of the measures taken.

Furthermore, the Commission was obliged under the first programme to publish in an annual report on the state of the environment in the Community, details supplied by each Member State of the measures taken by then to ensure compliance with the pollution and nuisance control regulations, and information about existing case law and on the improvements made and the practical experiments carried out in this connection. Your committee calls upon the Commission to fulfil this obligation and to submit the first annual report at an early date.

VI. Community action at international level

(see Part II, Title III of the first programme)

(a) Action by the Community and its Member States in international bodies and organizations and cooperation with non-member countries

73. As the Commission rightly states, one of the objectives of the action programme is to seek common solutions to environmental problems together with states outside the Community, particularly in international organizations.

The eighth principle of the Community environment policy states that the effectiveness of efforts aimed at promoting global environmental research and policy will be increased by a clearly defined long-term concept of a European environmental policy. This principle goes on to demand

that, in the spirit of the Declaration of Heads of State or Government at Paris, the Community and the Member States should make their voices heard in the international organizations dealing with aspects of the environment and must make an original contribution in these organizations, with the authority which a common point of view confers on them.

Finally it states that a global environmental policy is only possible on the basis of new, more efficient forms of international cooperation which take into account both world ecological correlations and the interdependence of the economies of the world.

Again in this sphere, the Community will continue with the work begun as part of the first programme in international bodies and organizations (eg UNEP, the CSCE, the Euro-Arab Dialogue, the ECE in Geneva, the OECD, the Council of Europe, WHO, UNESCO, FAO). It will also continue with its efforts to combat fresh and sea water pollution.

74. In accordance with paragraph 1 of the environment Information Agreement of 5 March 1973¹, the Commission and the Member States are to be kept informed of any international initiative concerning the protection or improvement of the environment, i.e. particularly agreements concluded or to be concluded between Member States and third countries. The Commission is asked what communications of this kind it has so far received from Member States on the conclusion of agreements with third countries.

The second programme also lays down that the Commission will continue its technical cooperation with the authorities in certain non-member countries, and especially with those which have to cope with pollution problems similar to those encountered in the Community.

Your committee requests the Commission, on the basis of the decisions of the ECSC in Helsinki, to make contact with the Eastern bloc states bordering the territory of the Community, where this has not been done already. These States are undoubtedly confronted by very similar environmental problems and, notwithstanding political and ideological antagonism, solutions reached by mutual agreement would be more satisfactory for all concerned.

(b) The special case of cooperation with developing countries

75. One of the principles of the second programme is that the Community must in future pay greater heed, in its work, to the problems of the protection and improvement of the environment in the context of its cooperation with the developing countries, especially the Lomé Convention signatories. The Commission rightly points out that the

¹ OJ No C 9, 15.3.1973, p.1

European Development Fund can give financial support to projects such as those designed to:

- create and improve human settlements;
- protect the natural environment;
- develop new technologies enabling natural resources to be worked more economically.

Your committee calls upon the Commission to see that full consideration is given to the above in the projects financed by the European Development Fund.

76. The developing countries do not see any need to be bound by environmental protection standards which are as strict as those required in the highly industrialized countries, for as long as the natural absorptive capacity of the environment in the developing countries is adequate. This attitude is acceptable to the Community but with certain limits:

- In cases of persistent pollution which without doubt endangers the environment, the developing countries must also take the necessary measures to combat pollution.
- Production methods causing less pollution could be adopted more easily by the developing countries if they were not more expensive and if, in addition, they could help to solve other problems. 'Intermediate technologies', using more labour and/or space and less capital and know-how, often fulfil these requirements.

The example is quoted of the application of methods involving biological techniques and integrated measures to ensure plant protection, which have considerable effects on the environment. These methods would reduce the pollution resulting from the application of the large quantities of pesticides in tropical countries and the adverse effects on the balance of payments of developing countries, which would thus be able to reduce their imports of pesticides considerably.

77. Furthermore, provision is made for a study of whether, and to what extent, the constraints on the environmental policies of the Community and the redeployment of industry could affect trade between the Community and the developing countries.

In addition, precautions must be taken to ensure that the achievement of certain agricultural objectives, e.g. increased production of existing crops, the use of new land or the introduction of new cultivation or stock-rearing methods, does not jeopardize the soil's production capacity or the protection of the environment. Therefore, in drawing up development projects, attention should be paid to the dangers inherent, in certain processes, e.g. erosion, overgrazing, deterioration of

forests and salting of irrigating land, which may be aggravated by the local climate.

Your committee calls upon the Commission to report in due course on the outcome of the studies planned.

78. The Commission has attached a financial record as an annex; it shows the expected financial implications of carrying out the second programme on the environment. Budget headings 3540 (environmental studies) and 3541 (environmental projects) are those most affected.

Estimates for item 3540:

1966	960,000 u.a.
1977	1,286,000 u.a.
1978	1,450,000 u.a.
1979	1,900,000 u.a.
1980	2,000,000 u.a.
1981	2,000,000 u.a.

and for item 3541:

1976	100,000 u.a.
1977	240,000 u.a.
1978	250,000 u.a.
1979	280,000 u.a.
1980	300,000 u.a.
1981	300,000 u.a.

Your committee asks the Commission to explain why the estimates increase relatively sharply during the course of the programme.

For an assessment of the Financial Statement, please refer to the Opinion of the Committee on Budgets which has been published separately.

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VII. Examination of the opinions attached to the report

79. Your Committee on the Environment, Public Health and Consumer Protection has carefully considered the opinions of the Committee on Agriculture, and the Committee on Energy and Research, which are attached to the present report.

The main points made in these opinions have been reflected in the motion for a resolution.

(a) Committee on Agriculture

80. The opinion which Mr FREHSEE has drawn up on behalf of the Committee on Agriculture points out that the initial experience gained by the Commission from its studies of environmental problems has led to a realistic assessment of the difficulties and possible solutions, as is shown clearly by the second action programme on the environment. The Committee on Agriculture welcomes the fact that, before final measures are decided upon, every effort will be made to draw up as comprehensive and careful a diagnosis of the individual problem areas as possible. Together with your committee, it assumes that the European Parliament will in future be consulted promptly on all Commission proposals designed either to promote the positive effects of agriculture on the environment or to restrict the negative ones which it causes.

81. The Committee on Agriculture considers that in each individual case a compromise must be considered which always takes equally into account the objectives of active environmental protection and the resulting economic disadvantages for the farmer concerned.

The Committee on Agriculture further considers that the purpose of the second programme on the environment is to preserve a natural environment and develop new methods which permit economic progress without unduly endangering the environment.

It believes that sensible and convincing results - precisely in the agricultural sector - can only be achieved if technology and practical experience are both put to use in working out common solutions.

Your committee agrees with these observations and has expressed them in point 17 of its resolution.

(b) Committee on Energy and Research

82. The opinion drawn up by Mrs DRUCHOW on behalf of the Committee on Energy and Research examines the aspects of environmental protection relating to energy policy. The committee attaches the greatest importance to the environmental research programme and the meteorological effects of emissions from nuclear power stations.

The demands mentioned under the conclusions of the opinion, to which your committee subscribes, are reproduced in points 15 and 16 of the resolution.

(c) Committee on Budgets

83. The opinion of the Committee on Budgets was not available at the time the present report was adopted. It will apparently be adopted on 5 July 1976.

(d) Committee on Economic and Monetary Affairs

84. Although the Committee on Economic and Monetary Affairs was advised in writing by your rapporteur of the need to present its opinion on time, this committee was not able to submit a written opinion. It has, therefore, suggested that discussion of the report in plenary session should be deferred until the autumn.

Having heard Mr Scarascia Mugnozza emphasize the urgency which requires that the second programme on the environment should be adopted by the Council in good time, your committee has come out unanimously against any such deferment. It insists that this report should be considered during the July part-session.

It does, however, point out to the Committee on Economic and Monetary Affairs that it does have an opportunity, pursuant to Rule 44(4) of the Rules of Procedure, to present its opinion orally to Parliament during the debate on the report.

OPINION OF THE COMMITTEE ON AGRICULTURE

Draftsman: Mr FREHSEE

At its meeting of 3/4 June 1976, the Committee on Agriculture appointed Mr Frehsee draftsman.

It considered the draft opinion at its meeting of 21/22 June 1976 and adopted it unanimously.

Present: Mr Houdet, chairman; Mr Laban, vice-chairman; Mr Frehsee, draftsman; Mr Brègègère, Mrs Dunwoody, Mr Haase, Mr Hansen, Mr Howell, Mr Kofoed, Mr de Koning, Mr McDonald, Mr Martens, Lord St. Oswald, Mr Suck and Lord Walston.

1. On 22 November 1973 the Council of the European Communities adopted a Declaration on a Community action programme on the environment, on which the European Parliament delivered a detailed opinion¹. The Community institutions thus complied with the request made at the October 1972 Paris Summit and submitted a programme with a precise timetable. This defines, for the first time and in a comprehensive fashion, the aims of a Community environmental policy and sets out the actions required to achieve them. This breakthrough was possible because public opinion had at last become aware that only coordinated, transfrontier measures could play an effective part in overcoming the problems of environmental protection.

The Commission has since proposed a series of individual measures implementing the programme, some of which have been adopted by the Council.

Parliament and its committees concerned fully supported the action programme.

2. After considering the agricultural aspects of the programme, the Committee on Agriculture broadly supported the Commission's detailed proposals, although at the same time it expressed concern that the extremely ambitious timetable might not be adhered to. This realistic assessment of the possibilities turned out to be correct, and a proposal on the continuation and implementation of the action programme on the environment to cover the next five years (1977 - 1981) has now been submitted. The Commission has taken this opportunity to propose an extension of certain activities.

3. Amongst the restated objectives particular emphasis should be placed on the one seeking to 'ensure the sound management and avoid any exploitation of resources or of the natural environment which causes significant damage to the ecological balance', because it is precisely here that a direct link to agricultural policy exists. Such an objective might well result in a conflict of interests with a modern agricultural system utilising a whole range of technical resources designed to produce optimum yields, at least in cases where modern production techniques may play a part in disturbing the environment. This apparent conflict between modern agriculture and active protection of the environment must be solved by balanced measures which meet the requirements of both. Practical solutions are only possible, however, if each specific situation is carefully and thoroughly examined with a view to drawing a clear distinction between relevant damage and the effective application of modern production methods to increase yield. Sensible and convincing results - precisely in the agricultural sector - can only be achieved if technology and practical experience are both put to use in working out common solutions.

¹Resolution of Parliament of 3 July 1973, OJ C 62 of 31 July 1973, report by Mr Jahn (Doc. 106/73) and opinion by Mr Baas on behalf of the Committee on Agriculture.

4. The question of the influence of agriculture on the environment is dealt with in the Action Programme under Title III, Section 2, headed 'measures relating to rural areas'.

The section begins by pointing out that agricultural activities have both positive and negative effects on the natural environment. In consequence, attempts must be made not only to deal with and control the adverse effects of agriculture, but, above all, to accentuate its positive effects on the environment. If this dual objective is to be successfully achieved, therefore, efforts must be made to find out precisely how and to what extent agricultural activity causes certain changes in the environment. The data thus gathered can then be used to develop suitable measures to increase agriculture's positive effects and reduce its adverse ones.

5. Several Community initiatives show its awareness of the positive role of agriculture in preserving and restoring the natural environment.

Article 5 of Directive 160/72¹ lays down, for example, that areas used for agriculture where farming has ceased are to be made available in part for afforestation or for purposes of recreation and public health. This measure takes into consideration the dual objective of structural modernisation and, simultaneously, an improvement of environment in functional terms.

This approach, which has a somewhat incidental character as far as the modernisation of agricultural structures is concerned, is developed in more detail in the proposal for a directive concerning forestry measures². According to the preamble of this directive, forestry measures can contribute

- '- to the beauty of the landscape and its enjoyment by those seeking recreation,
- to the conservation and/or the improvement of the soil, fauna, flora and of the superficial and subterranean water regime,
- to the productivity of adjacent agricultural land by the provision of shelter against wind,
- to the quality of the air and water.'

The directive on mountain and hill farming³, finally, provides for a system of aids to assist less-favoured farming areas 'in order to ensure the continuation of farming, thereby maintaining a minimum population level for conserving the countryside' in the effected areas.

¹ Directive No. 72/160/EEC of the Council of 17 April 1972, OJ L 96 of 23 April 1972, page 9.

² See revised proposal for a Council directive (EEC) concerning forestry measures (submitted to the Council pursuant to Article 149, second para., of the EEC Treaty) - COM. (75) 88 final.

³ Council directive No. 75/268/EEC of 28 April 1975 - OJ L 128 of 19 May 1975, p. 1

These examples clearly show the positive effect that agriculture is considered to have on the environment and that it therefore deserves support.

6. To establish the negative consequences of agricultural activity on the environment the Commission has instituted a number of research projects designed to provide preciser knowledge regarding the influence of various agricultural production techniques on the environment. These projects concern the ecological effects of modern production techniques employed in farming, an integrated campaign against harmful insects and the treatment of waste water from farms with intensive stock breeding. The action programme stated merely that these research projects would 'possibly' be carried out. They have in the meantime all been started. Final results are not yet available, so that they will be continued under the new programme and, in the Commission's view, be brought to completion before conclusion of the period covered by the action programme.

Specifically, the Commission intends to introduce legally binding measures intended to reduce the excessive use of pesticides and the effluents caused by intensive stockbreeding. The Council has, incidentally, already taken a decision¹ on the latter question, which assures the financing of coordinated and joint research in the high density stock-raising sector. The ecological consequences of the use of mineral fertilisers are also included in the programme. It is still too early to draw any conclusions from the initial studies carried out in this sector.

Finally, the Commission is proposing 'to draw up a balance sheet of the changes to the natural environment which go hand in hand with the introduction of modern methods of cultivation'. The importance of a comprehensive study of this kind is self-evident. It should not be forgotten, however, that such studies require a considerable amount of time and results with suitably specific proposals for solutions should not be expected too soon.

Conclusions

7. The continuation and extension of the Community's action programme on the environment gives the impression that initial experience gained from the studies has led to a realistic assessment of difficulties and possible solutions. Following the useful impetus provided by the first Club of Rome report 'The limits to growth' (even if the latter did pay insufficient attention to the role played by man himself as a natural regulator in relation to his environment), a sober and practical basic approach to

¹Council decision of 22 July 1975 No. 75/460/EEC - OJ No. L 199 of 30 July 1975 - report by Mr Gibbons (Doc. 134/75) - OJ C 157 of 14 July 1975.

environmental policy appears to have established itself - precisely the approach, in fact, which clearly characterizes the action programme. The over-used slogan 'ecology before economy' appears to have given way to the recognition that ecology is impossible without economy. The slogan is applied equally to agriculture and to industry.

The Committee on Agriculture welcomes the fact that, before final measures are decided upon, all efforts will be made to draw up as comprehensive and careful a diagnosis of the individual problem areas as possible. It assumes that Parliament will, as in the past, be consulted on all legal provisions designed either to promote the positive effects of agriculture on the environment or to restrict the negative ones which it causes.

The Committee on Agriculture believes that in each individual case a compromise must be considered which always takes equally into account the objectives of active environmental protection and the resulting economic disadvantages for the farmer concerned. The schematic and undifferentiated application of theoretical overall solutions must not be allowed to exclude practical solutions geared to individual cases, which take into account the rightful interests of those involved. A programme on the environment could be defined as follows: preservation of a natural environment and development of new methods which permit economic progress without unduly endangering the environment.

The approach of the Commission's programme appears to meet this dual requirement.

Finally, the Committee on Agriculture wishes to state that the measures relating to pesticides contained in Title III, Chapter 1, Section 2(B) taken together with harmonization of the national provisions concerned, should be implemented as a matter of urgency because of their importance in protecting the health of men and animals.

OPINION OF THE COMMITTEE ON ENERGY AND RESEARCH

Draftsman: Mrs E. KRUCHOW

On 1 June 1976, the Committee on Energy and Research appointed Mrs Kruchow draftsman.

It considered the draft opinion at its meeting of 25 June 1976 and adopted it unanimously.

Present: Mr Springorum, chairman; Mr Flämig, vice-chairman; Mr Leonardi, vice-chairman, Mrs Kruchow, draftsman; Mr Burgbacher, Mr Berkhouwer, (deputizing for Mr de Broglie), Mr de Keersmaeker (deputizing for Mr Pisoni), Mr Delmotte, Mr Giraud, Mr Giraud, Mr Hougardy, Mr Krall, Mr Marras (deputizing for Mr Hartog), Mr Knud Nielsen, Mr Osborn, Mr Santer (deputizing for Mr van der Mei), Mr Schmidt (deputizing for Mr van der Hek), Mr Schwabe, Mr Schwörer (deputizing for Mr Vandewiele), Mr Suck (deputizing for Mr Mitchell) and Mrs Walz.

I. Introduction

1. The Committee on Energy and Research has been asked to draw up an opinion for the Committee on the Environment, Public Health and Consumer Protection, the committee responsible, on the European Communities' new action programme on the environment submitted to the Council by the Commission on 24 March 1976.

2. The first programme, forwarded on 17 April 1973 to the Council, which approved its objectives on 22 November 1973, will now be replaced by the new programme, which both extends and in some respects reinforces its predecessor.

3. Chapter 5 of Title II of this new action programme on the environment refers in Section 2 to action specific to energy production and is concerned with the implementation of measures which our committee has already dealt with on several occasions.

4. In July 1974 our committee delivered an opinion (draftsman: Mr Lagorce) for the Committee on Public Health and the Environment (report by Mr Noè, Doc. 320/74) on a proposal for a resolution on energy and the environment.

5. In that opinion we expressed our regret that the Commission's proposals were no more than a declaration of intentions (paragraph 15 of the opinion) and at the same time we listed all the measures to be encouraged to establish a harmonious balance between the two objectives of energy production and protection of the environment.

II. Specific measures

6. As regards the measures relating to air pollution from power stations, your draftsman points to the need to produce as much primary electrical energy as possible which has definite advantages in respect of protection of the environment, and can help to reduce the Community's dependence on imported energy.

Again with a view to reducing this dependence, as much encouragement as possible should be given for the production of indigenous coal, while ensuring that its utilization complies with the rules for the protection of the environment and miners' health.

7. As regards measures relating to radioactive waste, the European Parliament has always approved the principle whereby those responsible for producing the waste also bear the responsibility - and this not only in financial terms - for its disposal or storage (the 'polluter pays' principle) (see opinion drafted by Mr Hougardy for report by Mr Noè, Doc. 23/75).

8. In this connection our committee suggests that the Commission should undertake supervision and an extensive and continuing information campaign, and establish an agency specializing in the transport, storage and disposal of radioactive waste.

Ideas such as disposal centres used both for fuel reprocessing and final storage of highly active waste should be considered. They would have the advantage of practically eliminating the risks involved in the transport of this highly active waste.

The Commission should also further consider the development of the 'new' energy sources which present a negligible threat to the population or the environment.

9. The Committee on Energy and Research also welcomes the fact that the Commission is to continue with the tasks specified in Chapter 5, Section 2 (Part II, Title I) of the Action Programme of 22 November 1973 and in the Council Resolution of 3 March 1975 on energy and the environment.

10. Our Committee favours the harmonization of the regulations on environmental protection particularly as regards the emission of sulphur into the atmosphere and thermal discharges. It has repeatedly underlined the importance of indirect research projects, with reference to the environmental action programme.

11. On page 34 the Commission refers to the exchange of information on planning the siting of new power plants, taking into account pollution and nuisance hazards.

12. The public are not always adequately informed about such matters. In her report (Doc. 392/75), Mrs Walz proposed that this gap should be filled by means of a coherent policy of full information available to all.

Mrs Walz's report showed the way to reconcile the development of nuclear energy with the needs of our people, who want safety, protection of their health and a clean environment.

13. If the use of nuclear energy is to be developed and the degree of energy independence which is the basis and purpose of the common energy policy, as approved by the Council, is to be attained, we also believe that an extensive and sustained information drive must be undertaken. The Commission itself has carried out a number of studies and has begun this work.

14. One of the important features in this is to propose the setting up of a body to ensure at Community and national levels that all safety regulations for nuclear installations are observed.

15. As regards the need to equip new power stations with dry or wet cooling towers, the Commission has already started work in this sphere in implementation of the Council Resolution of 3 March 1975 on energy and the environment.

16. A suggestion was made about this by the Committee on Public Health and the Environment in the motion for a resolution in Mr Noè's report (Doc. 320/74) and the Committee on Energy and Research attaches great importance to this question.

17. In conjunction with a group of government experts the Commission is at present studying the problems raised by these cooling towers.

A comprehensive report on the effect of such cooling towers on the environment is in course of completion.

It will serve as a starting point for the group to organize specific studies aimed at improving the design and technology of wet and dry cooling towers.

18. As regards the effects of thermal discharges from power stations, utilization of the waste heat which is the practical outcome of such discharges is also mentioned on par. 4 and it should not be forgotten that this has already been called for by the European Parliament in the motion for a resolution by Mr Springorum (Doc. 344/73) on the medium and long-term measures for the alleviation of the energy supply crisis.

19. Groups of government experts are in fact at present considering the possibilities for the utilization of waste heat, although the studies are limited to the use of the waste heat in the form in which it leaves the power station, the question of a change in the thermodynamic cycle being disregarded.

However, the possibilities offered by changing the cycle are being examined by the Commission as part of the programme on the rational use of energy.

III. Conclusions

20. The Committee on Energy and Research approves the draft Council resolution submitted by the Commission.

21. However, it must not be forgotten that recourse to nuclear energy is inevitable at the present time. Energy is an important, even crucial factor in economic and social policy.

22. If a start is to be made in implementing the objectives of the Community's energy policy, which includes nuclear energy, there must at the same time be a 'siting policy' for nuclear installations; this is essential for the Community both as regards protection of public health and the environment.

Our committee attaches the greatest importance to the development of the environmental research programme: pollution of the atmosphere and meteorological effects of nuclear power station waste.

23. In her report on the conditions for a Community policy on the siting of nuclear power stations taking account of the foreseeable effects on the population, Mrs Walz lists a number of conditions which must be fulfilled, viz.:

- the establishment of a nuclear power station at a particular site must be necessary to the energy supply situation and must be socially and economically acceptable;
- a Community siting programme, giving priority to the safeguarding of public health and the environment should be evolved;
- the radiation standards in force should be regularly reviewed in the light of progress made in research and technology, and separate checks made on each installation to determine whether these standards should be adjusted.

24. The use of nuclear energy will certainly become more extensive in Europe between now and the end of the century and, therefore, of necessity the Community will have to draw up common rules for the siting of power stations.

25. For all these reasons, and to coordinate activities in the two sectors, the Committee on Energy and Research requests the Committee on the Environment, Public Health and Consumer Protection the committee responsible, to include in its motion for a resolution references to:

- (a) the need for the Community to make the best possible use of all available sources of energy;
- (b) the fact that all sources of energy involve potential hazards for the environment which can and should be reduced as far as possible by the use of appropriate measures. Opposition to the use of these sources would, in the last analysis, restrict economic and social progress. It should, moreover, be borne in mind that the regulations currently in force regarding nuclear power stations allow the use and development of nuclear energy;
- (c) supervision, an extensive information campaign and the creation of an agency specializing in the transport, storage and disposal of radio-active waste;
- (d) the siting of nuclear power stations, based on economic considerations, safety and protection of the environment, account being taken of the purpose of the common energy policy;
- (e) the need for a policy for the rational use of energy and therefore for energy saving, especially in the industrial sector where energy consumption per unit produced should be reduced;
- (f) better regulations, on the emission of sulphur compounds and thermal discharges;
- (g) the need to give more support to research projects in the area of pollution and environmental damage caused by energy production.

OPINION OF THE COMMITTEE ON BUDGETS

Letter from the chairman of the committee to Mr Libero DELLA BRIOTTA, chairman of the Committee on the Environment, Public Health and Consumer Protection

Luxembourg, 7 July 1976

Subject: Opinion on the draft Council resolution submitted by the Commission (COM(76) 80 final) on the continuation and implementation of a European Community policy and action programme on the environment

Dear Mr Chairman,

At its meeting of 5 July 1976 the Committee on Budgets considered the draft Council resolution submitted by the Commission (COM(76) 80 final) on the continuation and implementation of a European Community policy and action programme on the environment.

The committee paid particular attention to the financial record annexed to the resolution and noted that it had been drawn up in accordance with the standard model. As far as the 1976 budget is concerned no increase in expenditures is envisaged, and budget revenues are not affected, either. The following table represents an estimate of the budget expenditure on the programme from 1976:

	Item 3540	Item 3541	Expenditure for meetings, etc.	Total
	<u>m u.a.</u>	<u>m u.a.</u>	<u>m u.a.</u>	<u>m u.a.</u>
1976	0.960	0.100	0.296	1.356
1977	1.286	0.240	0.397	1.923
1978	1.450	0.250	0.655	2.355
1979	1.900	0.280	0.655	2.835

Less detailed figures are available for the years 1980/81.

These figures do not, however, represent the total amount of probable costs. The funds to meet staff expenses and in particular the funds for the increase in staff that will be necessary to implement the programme will be requested in applications to be submitted in accordance with normal budgetary procedure for the financial years 1977 and 1978.

The Committee on Budgets would have preferred the financial record to contain additional and more detailed particulars, especially with regard to research expenditure and probable staff costs, as this would have given a clearer picture of the likely effect of the programme on the general budget.

At each annual consideration of the budget the Committee on Budgets will have to deal with these questions and can therefore deliver a favourable opinion even though the financial information given is incomplete.

Yours sincerely,

(sgd.) Erwin Lange

Present : Mr Lange, chairman; Mr Artzinger, Lord Bruce of Donington, Mr Clerfäyt, Mr Cointat, Mr Dalyell, Mr Fletcher, Mr Lautenschlager, Mr Memmel (deputizing for Mr Brugger), Mr Notenboom, Mr Patijn, Mr Suck, Mr Radoux, Mr Terrenoire, Mr Vandewiele (deputizing for Mr Mursch).

