

**EEAC series**  
**Background study no. 2 (2005)**

## **Sustaining Sustainability**

a benchmark study on national strategies towards  
sustainable development and the impact of councils  
in nine EU member states



**EEAC**  
the network of  
European Environment and  
Sustainable Development  
Advisory Councils

**Ingeborg Niestroy**  
commissioned by the EEAC Working Group Sustainable Development  
*January 2005*

## 9 United Kingdom

COMPREHENSIVE SDS WITH INDICATORS AND SOME OBJECTIVES, AND SYSTEMATIC REVIEW; ENVIRONMENT LEAD; 'DEVOLVED' GOVERNMENTS AS A MAJOR CHALLENGE

- UK as one of the earliest countries to prepare a SDS: encouraged this approach internationally.
- SDS is comprehensive with a clear system of headline indicators against which progress has been measured since 2000 in a transparent and understandable way; quantitative targets depend on commitments of Ministries, and are not systematically and transparently monitored; because of the multitude of sub-strategies, measures and action it is difficult to keep oversight, and also the system of priorities, sub-priorities and guiding principles is a bit opaque.
- Dealing with the situation of devolved governments and competences (Wales, Scotland, Northern Ireland) is a major issue; include SD in local community strategies is a future challenge.
- Lead responsibility with the Ministry of Environment is partly questioned; commitment of other departments remains limited.
- The EU SDS was not considered; might happen in the course of the review 2004.
- Strong tradition for stakeholder consultation, though there seems to be no fresh impetus, and government appears a bit self-centred.
- The SD council receives a lot of credit.

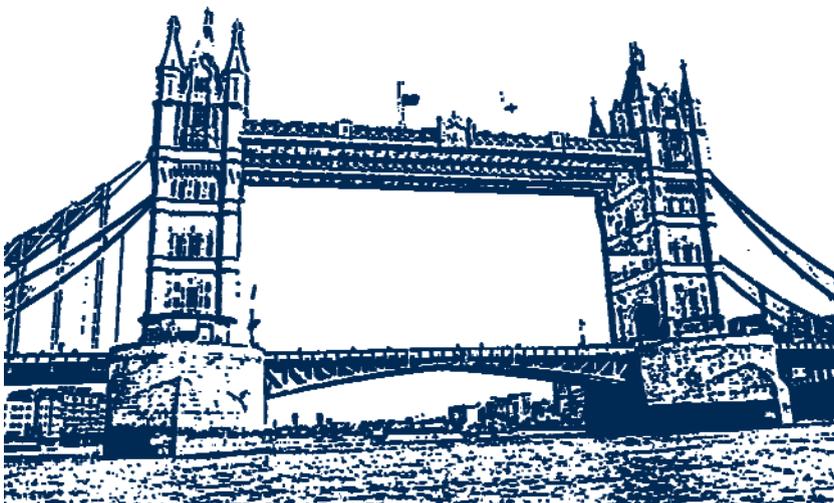


TABLE OF CONTENTS

<b>A</b>	<b>Actors and Process</b>	<b>277</b>
1	Government: SDS process, government coordination and review	277
1.1	SD strategies' development	277
1.2	Lead responsibility and horizontal coordination mechanisms	278
1.3	Monitoring, regular reviewing and long-term perspective	280
1.3.1	Indicators, targets and timetables	281
1.3.2	Review terms, long-term perspective and role of the Parliament	281
1.3.3	Approach for a SD strategy	282
1.4	Vertical coordination: link to the regional and local level	283
2	Non-governmental actors	284
2.1	Corporate Social Responsibility (CSR)	284
2.2	Stakeholder consultation	285
3	SD council (SDC)	286
3.1	Role and functions of the SD council	286
3.2	Internal aspects of operation	287
3.3	Achievements of the council	288
<b>B</b>	<b>Themes and scope</b>	<b>289</b>
<b>C</b>	<b>Relation to the EU (SDS) and other international strategies</b>	<b>292</b>
1	Consideration and impact of the EU SDS	292
2	SD council (SDC): European and international dimension	292
3	Lisbon process: preparation of Spring Summits	293
4	Policy fields upstream and downstream	293
<b>D</b>	<b>Achievements and shortcomings in the national SD agenda</b>	<b>294</b>
1	Successes and shortcomings	294
2	Most difficult policy fields	295
3	Improvement potentials for the national SDS	296
4	National SDS: achievements and challenges	296
<b>E</b>	<b>Recommendations for the EU SDS review</b>	<b>297</b>
	<b>References</b>	<b>298</b>

ABBREVIATIONS AND TERMS

<i>PM</i>	<i>The Head of Government is called Prime Minister</i>
<i>Ministries</i>	<i>In the UK all Ministries are called "Departments"; in this chapter the more common term "Ministry" is used, unless otherwise specified.</i>
	<i>The Ministry of Foreign Affairs is called "Foreign Office".</i>
<i>MinE</i>	<i>Ministry (Department) of Environment, Food and Rural Affairs (DEFRA)</i>
<i>SDC</i>	<i>The SD council in the UK is called "SD Commission".</i>

## A Actors and Process

### 1 GOVERNMENT: SDS PROCESS, GOVERNMENT COORDINATION AND REVIEW

#### 1.1 SD STRATEGIES' DEVELOPMENT

1994	Adoption of the first SDS UK Roundtable on SD and British Government Panel on SD established <sup>1</sup>
1995	Report on commitments given in the SDS
1996	Further report
1997	Further report
1997	Elections
Febr.1998	Consultation document "Opportunities for change"
Nov.1998	Consultation on 13 headline indicators
May 1999	2nd SDS adopted ("A better quality of life")
Dec.1999	Indicators and headline indicators published ("Quality of life counts")
2000	SD Commission (council) established (subsuming the Roundtable and the Government Panel) Wales: SD scheme "Learning to live differently"
Jan.2001	Annual progress report 2000 "Achieving a better quality of life"
2002	Scotland: Statement on SD "Meeting the needs... priorities, actions and targets for SD in Scotland"
Jan.2002	2nd Annual progress report 2001 "Achieving a better quality of life"
Febr.2003	3rd Annual progress report 2002 "Achieving a better quality of life"
2004	Full review of the 2nd SDS: Consultation document of the government (April) "Taking it on, developing a UK sustainable development strategy together"; SDC retrospective assessment of SDS (April); Drafting of the revised SDS in autumn
April 2005	expected adoption of the 3rd SDS

#### Assessment:

UK has been a front-runner for SD strategies, mainly triggered by the Rio-conference 1992, with a then Prime Minister committed to catching up in environmental policy, and the wider framework of SD.<sup>2</sup> UK was hence one of the, if not the, first country to prepare a SDS in 1994.<sup>3</sup> It also promoted this approach internationally, e.g. when hosting a G7-meeting shortly after Rio and at the Rio+5 conference in 1997.

<sup>1</sup> Both were composed of stakeholders and experts, with the Roundtable being a larger stakeholder forum, and the Panel a small think-tank. "Government panel" hence does not mean that it was composed of government officials.

<sup>2</sup> The phases under PM Thatcher caused the country lagging behind. Her successor (election 1992) intended to change this. The Rio conference triggered a spirit of commitment in UK.

<sup>3</sup> Finland prepared 'reports' in 1990 and 1995, and a strategy in 1998. Sweden had a government program for 'ecological sustainability' from 1994.

With the 1997 elections the Labour Party came into power and decided to elaborate a new strategy. The 1st strategy was apparently considered to be not sufficiently overarching, and an approach was needed that “emphasises the social dimension of sustainable development alongside economic issues, the environment and resource use”.<sup>4</sup> Another argument was the forthcoming situation with ‘devolved administrations’ in Scotland, Wales and Northern Ireland, which led to handing over competences relevant for SD to the ‘devolved’ level (cf. ch. A.1.4).

Activities in the UK for implementing the 2nd strategy, both initiated by government and bottom-up, are abundant, - almost difficult to get a good overview. The scope and approach of the 2nd SDS has apparently been quite accepted. Progress made is now under full review, as are priority fields and the headline indicators. It would be desirable if this review made the complex picture a bit clearer again, and fully scrutinised the difficulties and failures.

## 1.2 LEAD RESPONSIBILITY AND HORIZONTAL COORDINATION MECHANISMS

The lead responsibility for the preparation of the 2nd UK SDS was with the former Department for Environment, Transport and the Regions (DETR). Following a reorganisation this responsibility now belongs to the Department of Environment, Food and Rural Affairs (DEFRA). There is a unit for sustainable development (SDU) within this department that is responsible for promoting the SDS across the government departments by liaising with them.

There are three coordination mechanisms on the Ministerial side:

- the Ministerial Committee on the Environment (‘ENV’) consisting of top Ministers<sup>5</sup> (since 1997) reviewing the impact of government policies on SD and mainly resolving differences between Ministries, chaired by the Deputy Prime Minister;
- the cabinet sub-committee of green Ministers (‘ENV(G)’) consisting mainly of less senior Ministers (typically not members of the cabinet) and chaired by the Environment Minister (also a “Junior Minister”); it was formed as an informal committee in 1997 and upgraded to a cabinet sub-committee in 2001; it mainly deals with measures within government (e.g. procurement, and also the relationship of departments regarding SD), and develop policies;
- following the World Summit on SD in 2002, the Secretary of State for Environment etc established an SD Task Force, with Ministers from a few departments and key external stakeholders (including the chairman of the SD council), to develop and take forward action on SD, intending to drive progress. Such a body is very unusual in the UK context.

<sup>4</sup> DETR (1999, p. 10). Apparently the 1994 strategy didn't have a fixed term and a commitment for monitoring and review. It is, besides the introduction in the 2nd SDS 1999, almost not referred to.

<sup>5</sup> i.e. Cabinet Ministers (there are currently 22 Cabinet Ministers, and in addition 38 other Ministers, who are called “Junior Ministers”).

Departments have been asked to develop their own SD ‘strategies’ or policies/measures, which so far has been followed by only a few ones, and also with varying evaluations:

- The Ministry of Environment (DEFRA) as responsible department took the lead in 2002: its departmental SD strategy mainly covers meta-issues<sup>6</sup>, identifies an own set of indicators, and launches an internal awareness-raising campaign.
- The Ministry of Work and Pensions (DWP) followed also in 2002: the strategy focuses on reducing the department’s impact on the environment (e.g. areas of renewable energy, awareness, travel, and the introduction of an Environmental Management System).
- The Action Plan of the Ministry of Education (DfES) proposes measures for school curricula and for buildings etc., and is assessed as a good plan, though with a strategic dimension missing; the SD commission was involved.
- The Ministry of Trade and Industry (DTI) addresses sustainable production and consumption as well as carbon reduction, which is altogether assessed as positive.
- The Ministry of Foreign Affairs (Foreign Office) has a strategy, which focuses on the environmental impact of its UK offices (but not overseas embassies) and with some regard to policy. Again, the SDC offered advice on it.
- The Ministry of Culture, Media and Sports (DCMS) fails to address tourism in its strategy, which the SDC considers to be a major weakness.

Altogether, these departmental strategies seem to vary in their focus from internal business, including e.g. the introduction of an Environmental Management System, to policy proposals. Perhaps the SDS and the call to government departments for preparing own strategies has (partly) triggered the internal business to better integration environmental concerns, which could have been introduced without a SDS. The SDS is considered as having been mainly influential for the Ministry of Environment, and very limited for the other Departments. It has not succeeded to trigger radically different policy options.

In the UK the individual Ministers have a strong position, which apparently leads to some departmental ‘egoism’ (“silo mentality”, cf. also ch. A.1.3.1), which is only partly outbalanced by the principle of cabinet decisions.<sup>7</sup> The work of ENV and ENV(G) is assessed ambiguously, i.e. partly as successful (from within government) inter alia because more staff from within the departments got involved, and partly as still rather deficient though some progress made.

The lead responsibility of the MinE is mainly not discussed pro-actively. It was though addressed that a lead of the cabinet office would be desirable because it works across departments rather than side-lining the SDS as an

<sup>6</sup> *like increased transparency, take a long-term perspective, and ensure that environmental, social and economic costs and benefits of it work are understood and addressed (DETR, 2003, p. 21).*

<sup>7</sup> *Sturm, 2003, p. 233.*

‘environmental issue’. Difficulties to get other Departments seriously committed were also mentioned, which might be an indicator for some deficiencies of the ENV coordination mechanism; a proper evaluation of their delivery regarding SD was asked for. Also, the PM’s recent commitment for climate change is highly welcomed, which perhaps reflects some desire for leadership.

*Assessment:*

It remains unclear why there is no discussion about the lead responsibility in the UK, although the current arrangements are only partly assessed as satisfactory. There seems to be no practice of making the PM office responsible for an overarching policy. Partly this could be due to the small size of this body, which hence concentrates on very selective issues.

Given the strong commitment of the UK for SD it is though not so well understandable why e.g. the Cabinet Office was not asked to take SD on board: It is a unit that was increased after the election of 2001, and also includes a “Forward Strategy Unit” for “developing new political visions”.<sup>8</sup> In contrast to this description it is also said that the Cabinet Office only co-ordinates between Ministries, i.e. it is focused on procedure and not on content. Perhaps the visionary part of a SDS is not found deficient in the UK, but rather the implementing part, which is an inherent task of the Departments. It is still unclear where the overall authority and guidance comes from, and can be reinforced, and who triggers the Departments to developing targets and sticking to them.

The Office of the Deputy PM (which is responsible for land use planning) in the current situation plays a role, e.g. in developing sustainable communities, but it is not considered as favourable to assign overall leadership to it because of its apparently limited commitment to SD.

### 1.3 MONITORING, REGULAR REVIEWING AND LONG-TERM PERSPECTIVE

The 1st SDS has had a five-year term and is currently (2004) under a full review. The SDS announced that the government will report annually about progress against the headline indicators, which happened for 2000, 2001 and 2002 (reports were always published early in the respective subsequent year). A progress document 2003 was issued in March 2004, which now reported on the whole period from the launch of the strategy in 1999 rather than on one single year alone.<sup>9</sup>

At the same time, the SD Commission (SD council, cf. ch. A.3) has undertaken its own assessment of progress against the present UK SDS. This was published in April 2004, just prior to the government’s consultation document and includes both retrospective measuring of the progress on indicators and addresses some ‘key challenges’ on the level of governance, principles and objectives, and priorities.

The government’s consultation document invites comments on priority fields; indicators are planned to be updated in the course of the year.

<sup>8</sup> Sturm, 2003, p. 236.

<sup>9</sup> “2003 Sustainable development annual report – A review of progress since 1999” (SDC, meeting notes of the steering group for UK SDC review, 18.12.2003).

### 1.3.1 Indicators, targets and timetables

The 1999 SDS listed under its priority themes actions and commitments, and some useful indicators for those. Also, a proposal for headline indicators is mentioned.<sup>10</sup> Later in 1999 the “Quality of life counts” report contains the full system of 147 indicators (existing or to be developed) including 15 headline indicators<sup>11</sup>, against which progress has been measured regularly since the first annual progress report, and in the full review 2004.

The indicators reflect 15 qualitative objectives. Quantitative targets in contrast are developed on the basis of the SDS in so-called Public Service Agreements (PSAs), i.e. self-commitments of individual Ministries or agreements of two Ministries<sup>12</sup>. For each indicator/objective there used to be at least one such a PSA, some of them also with a timetable. The annual progress reports (2000 and 2002) list those PSAs in place, but do not explain the links to the indicators. They also do not monitor progress of the PSAs and do not state if any are changed or dropped. E.g. the progress report 2000 specifies the target “increase rail use in Great Britain ... from levels in 2000 by 50% by 2010”, which was not listed in the 2002 progress report anymore. Progress is measured in reports of the individual Ministries, which at the same time mostly do not refer to the SDS.

The devolved administrations also have developed indicators to monitor progress in their areas: Scotland uses 24 indicators, Wales 12, and Northern Ireland is in the process of developing indicators. It is not clear how much they are based on the regional versions of the UK headline indicators, which the UK government had published earlier (“Regional quality of life counts”). Development of quantitative targets for the SDS itself is considered as rather difficult, particularly in the situation of devolved governments. On the other hand the UK has set some ambitious long-term targets such as the target of 60% CO<sub>2</sub>-reduction for 2050<sup>13</sup>.

Overall, the UK system of headline indicators/objectives and regular reporting is outstanding in how transparent, understandable and systematic it is (e.g. the famous traffic light system, invented in the UK). The reporting system however falls short with respect to the quantitative targets, which are set in Public Service Agreements: all Ministries with such a PSA were required to submit separate SD Reports in support of their bids for resources in the 2002 Spending Review<sup>14</sup>, but there is no monitoring of whether and how this is done (cf. ch. D.1). The Spending Review 2004 sought to integrate SD criteria more fully into departmental bids, apparently with some success, but the process is still rather opaque.

### 1.3.2 Review terms, long-term perspective and role of the Parliament

The UK is the prototype of a majority/competition style of democracy, also referred to as “Westminster model of democracy”, with a – in principle – two-

<sup>10</sup> DETR, 1999, p. 21.

<sup>11</sup> DETR, 2001, p. 33.

<sup>12</sup> The latter is rather the exception than the rule, as government departments tend to prefer targets that they can achieve “alone”; this is also a reflection of the situation with rather strong individual Ministries.

<sup>13</sup> The baseline year is unclear.

<sup>14</sup> DETR, 2003, p. 23.

party system and one-party only ruling.<sup>15</sup> This situation might have advantages for implementing policies during a government term, and could have disadvantages for the long-term perspective. The UK has seen quite some policy changes after the labour government came in 1997, but already under the previous conservative PM there were changes regarding SD policies.<sup>16</sup> Long-term objectives are set, but whether they will be long-lasting even in case of a change of government remains to be seen.

The role of Parliament is also determined by this ‘Westminster model’, which leads to the cabinet playing a strong role, and Parliament a lesser controlling one, as there is typically one ruling party with majority also in Parliament. The strong role of the executive is also *inter alia* reflected in a tradition of secrecy of the civil service, also *vis-à-vis* the Parliament (some reform took place in 1989 and 2000).<sup>17</sup> Parliamentary ‘standing committees’ do not work on policy compromises during a law making process, but mainly deal with technical details of a bill.<sup>18</sup> The UK system, which also includes a very strong role of the PM, is with its facets also called “elective dictatorship”<sup>19</sup>. The SDS 1999 was not debated in Parliament.

Parliament in 1997 established an Environmental Audit Committee (EAC) to consider to what extent the policies and programmes of government departments and non-departmental public bodies contribute to environmental protection and sustainable development and to audit their performance against such targets as may be set for them by Ministers. The EAC has had some impact, e.g. the government has taken account of its comments on how the indicators are interpreted.

The 1st SDS did not have a fixed term; the new Labour government 1997 decided to prepare a new/revised SDS, which was published two years later. This 2nd, and current, SDS has a five-year term, and is not directly linked to a government term. The new/revised/3rd SDS will most likely look ahead to 2010, and will hence face an election, perhaps only a few months after being published in 2005, and perhaps even the next election if this should take place in 2009.

### 1.3.3 Approach for a SD strategy

The UK approach for SD seems a good balance between planning and flexibility, with an emphasis on systematic follow-up of progress via the 15 headline indicators. The flexibility portion is reflected in a high number of different approaches from many actors throughout all levels of government and society, and through different government departments. The attempt to break down the complex picture in the annual progress reports falls a bit short, which is already reflected in the not fully clear set of priority fields (cf. ch. B), and particularly the progress of the individual government departments are not monitored in the SDS progress report. There is a separate “SD in Government” report instead (First annual report 2002, launched 27.11.2002),

<sup>15</sup> Lijphart, 1999, p. 9 – 21.

<sup>16</sup> All in all, no further assessment can be given (as the question was not explicitly addressed).

<sup>17</sup> Sturm, 2003, p. 237.

<sup>18</sup> NB: This is less relevant in case of a SDS which mainly is a programmatic document of the government, and mostly only debated in Parliament.

<sup>19</sup> Citation of the cabinet Minister from 1978 (Sturm, 2003, p. 234; Lijphart, 1999, p. 12).

which seems to focus on Ministries' activities regarding own operation (e.g. procurement), and not on their policies (cf. monitoring progress towards the PSAs, giving arguments when a PSA is given up, cf. example above). Long-term SD targets such as the CO<sub>2</sub>-reduction target for 2050 (Energy White Paper from 2002) are most likely a rather courageous approach.

#### 1.4 VERTICAL COORDINATION: LINK TO THE REGIONAL AND LOCAL LEVEL

Regions and local communities used to be comparably weak in the UK: local communities do not have constitutional legitimacy and a rather low independent income. Regional policy in the UK has been dismantled during the era of PM Thatcher.<sup>20</sup>

A pro-'devolution' policy of the current Labour government, and referenda in Scotland and Wales 1997, led to the installation of elected assemblies in these "countries" in 1999, and in Northern Ireland in 1998<sup>21</sup>. UK is hence moving away from the position of being one of the most centralised countries in the Western world.<sup>22</sup> Decentralisation though is asymmetric, because England remains governed by the central government (only), which cannot really be imagined differently, because it is the country with 85% of the UK inhabitants and GDP, and there is also no desire of the population of England to become 'devolved', too.<sup>23</sup>

Major competences relevant for SD policies are now given to the devolved administrations, with the central government mainly remaining competent for economic policy, defence and foreign policy.

It is stated that the central government still has quite some difficulties in dealing with the devolved governments with regard to SD. In the current SDS review it has for example proven to be difficult to agree with devolved governments on the approach and priority fields.

The Labour government in 1999 also established so-called "Regional Development Agencies (RDAs)" in eight English regions and re-established the Greater London Authority, both with the aim to co-ordinate regional economic development and regeneration.

In line with the 1999 SDS, which states that government should consider SD when establishing new public bodies, the RDAs have to take SD into account. They have been following this task and developed "SD frameworks", which combine regional and national priorities (i.e. the UK SDS serves as a framework). But their overall performance in integrating a SD approach into their economic growth objectives is assessed as insufficient, and environmental issues as being marginalised. An evaluation of the RDAs regarding their SD approach is therefore demanded.

LA 21 initiatives were abundant in the post-Rio phase, but it is stated that most has "died away". It is now assumed that the so-called "Community

<sup>20</sup> Sturm, 2003, p. 255; Lijphart, 1999, p. 17.

<sup>21</sup> NB: The fact that there is even no term for the political-geographical dimension of the 'devolved governments' might reveal that these recent developments are still considered as a bit awkward.

<sup>22</sup> Lijphart, 1999, p. 17/18.

<sup>23</sup> This asymmetric situation has led to quite some discussions regarding the rule of England, because the national Parliament includes – naturally – members from the devolved regions, who hence co-decide about policies for England, which are for the other regions devolved (an example was a tuition fee for Universities).

Strategies”, which the central government has called for<sup>24</sup>, will be a reflection of SD on the local level, but achieving this is challenging.

## 2 NON-GOVERNMENTAL ACTORS

The UK has a strong tradition in the ‘self-regulating’ potential of society for organising processes of consensus building. It is also stated that the development of a state apparatus only followed the industrial revolution, economic development, and hence also a societal perception of the common good.<sup>25</sup> Single-issue movements have always intended to influence decision-making rather than become political parties themselves. At the same time political parties, particularly the Liberals and Labour, have been quite open to such movements, which in some cases reach back to the 19th century (e.g. the peace movement, National Trust) and have gained importance during the 1970s and 1980s. The phase of PM Thatcher apparently increased a cost-benefit-, and more individualistic attitude, though the traditional common good orientation has also gained ground again. Overall, NGOs in the UK have a long tradition, are numerous<sup>26</sup>, also in members, and quite influential (e.g. the Royal Society for the Protection of Birds, RSPB, has more members than the three political parties altogether). In light of a ‘self-regulating’ society and an economical liberalism the role of trade unions has varied over time, and is nowadays characterised as being less hostile to the interests of business. As opposed to the continent, social policies in the UK are mainly not framed as employee protection, but covering themes like education/skills, health and crime reduction. There is no institutionalised socio-economic partnership, but singular negotiations on wages between employers and trade unions, in which government does not play a role. Business/employers associations (called “Trade associations”) represent the interests of the member companies. Several have developed SD strategies for their sectors, with help from the Industry Department and advice from the SD council. But they tend to reflect the caution of the majority of their members, rather than the more imaginative approach of some leading companies.

### 2.1 CORPORATE SOCIAL RESPONSIBILITY (CSR)

There is a rather long history of engaging business, including advice to small firms, on environmental issues, which has more recently broadened in remit: Initiatives of the government to encourage SD action in the business community included a special section of the ‘Queen’s Award for Enterprise’ in 2000 with the purpose to recognise the achievement of commercially successful products, services and approaches to management with benefits for the three SD dimensions. This program is still ongoing, though is apparently not well known and has no significant impact.

<sup>24</sup> Government guidance on the Local Government Act of 2000.

<sup>25</sup> Sturm, 2003, p. 248/249.

<sup>26</sup> Numbers from 1994 include about 100 Environmental NGOs, 70 animal protection NGOs, 40 anti-poverty NGOs, and hundreds of others (The Economist, 13.8.1994, cited in Sturm, 2003, p. 248).

There are front-running multi-national companies in the UK, which are engaged in CSR: e.g. the approach of the “triple-bottom line” (“people, profit, planet”) was invented in the UK.

## 2.2 STAKEHOLDER CONSULTATION

The government considers improved awareness of SD as an important tool for change, and stakeholder consultation is very common in UK. Broad consultation was conducted for the preparation of the 2nd SDS and the headline indicators (over 1000 replies), and is currently (2004) undertaken for the full review of the 2nd SDS. It includes a two-stage consultation, mainly conducted via the SD website of the government, with the results of the first stage analysed and published to stimulate further comments in the second stage. This website was launched together with the first progress report 2000<sup>27</sup>. In addition there is a series of regional events, and facilitated workshops and a consultation pack for community groups. The whole exercise is being conducted, and the results analysed, by a consultancy specialising in innovative techniques of consultation. This amended approach had been suggested by the SD Commission.

The SDC was asked to consider its role in this particular consultation process 2004, including to fully running it, but it decided to rather organise events on certain key topics. It started off with a stakeholder seminar with around 30 key interested parties on its proposed ‘key challenges’ and the measurement of indicators it had performed itself.

There is no information yet about the amount and kind of feed-back on the government’s progress report. At a stakeholder seminar conducted by the SDC in March 2004 progress made was assessed critically, including some alarming results (e.g. resource use, particularly road and air transport, waste) and also the selection of indicators was criticised. Overall it was also questioned whether using indicators makes a difference to policy-making at all. In the 1999 SDS the government also announced to consider the potential of other methods for consulting on SD policies, such as consensus conferences and citizens juries<sup>28</sup>, but apparently there has been no significant attempt. In 1998 the SD Education Panel was set up, which has given recommendations for SD education in the national curriculum that were included in 2000. The Panel was wound up in 2003. The Education Department has since published an Action Plan for SD in education.

Also in 1998 already the government also launched a campaign for raising public awareness for environmental actions, called “are you doing your bit?”, which included TV advertisement and other publicity means for the fields of transport, climate change/energy efficiency, waste and water. The evaluation of this campaign was very positive.<sup>29</sup> The government is considering how best to follow it up.

<sup>27</sup> [www.sustainable-development.gov.uk](http://www.sustainable-development.gov.uk)

<sup>28</sup> DETR, 1999, p. 28, based on an advice of the Royal Commission on Environmental Pollution (Report 1998: Setting Environmental Standards).

<sup>29</sup> 90% of the people recognise the campaign, around 70% stated that it made them think and almost as many planned to start or increase environmental actions (DETR, 2001, p. 32).

### 3 SD COUNCIL (SDC)

The 1994 SDS created the British Government Panel on SD and the UK Roundtable on SD, the latter being a broader stakeholder advisory body, the former a think-tank of independent experts. As announced in the 1999 SD strategy the SD Commission (SDC) was established in 2000 subsuming these two bodies.

It is composed of 22 personalities from business, NGOs, local and regional administration and academia, nominated and appointed on a personal basis. It acts as an advisory body from a civil society and expert point of view.

The SDC reports to the Prime Minister, the First Ministers in Scotland and Wales and the First and Deputy First Minister in Northern Ireland. It is though in administrative terms linked to the MinE, and also sometimes seen as the council of this department (which also has the lead for SD policies, cf. ch. A.1.2). The expectation of regular discussion with the PM has not entirely been fulfilled, though the relationship overall is assessed positively. It is partly demanded that the SDC should be linked to an overarching government body (in the same way the SDS should).

The council acts predominantly on its own initiative, occasionally on request of the government.

The SDC's work is highly appreciated by all interview partners.

Somewhat similar bodies have evolved in the devolved countries: "The Scottish SD Forum", the "Welsh SD Forum", and "Sustainable Northern Ireland". Of these, the Welsh Forum is the most similar to SDC, being an advisory body of independent people with its own secretariat, supported by the Welsh Assembly Government. SDC has established close links with all three bodies, its members playing leading roles in them.

The Sustainable Development Task Force is a mixed government/stakeholder body, established after the WSSD 2002 to take forward action for SD (cf. ch. A.1.2).

#### 3.1 ROLE AND FUNCTIONS OF THE SD COUNCIL

*Role vis-à-vis the SDS:*

The role of the SDC in general is to advocate SD across all sectors in the UK, review progress towards it, and build consensus on the actions needed to further progress. It is meant to inspire government, business and society. Within this wider remit it has a clear function in advising on the SDS. Key advice were:

- On energy policy, influencing the White Paper on Energy in 2002, which then did put SD at the centre;
- On economic growth in 2003, urging the pursuit of true well-being rather than growth as an end in itself; this is leading to advice on the objectives of the next SDS;
- "Shows Promise But Must Try Harder" (April 2004), assessing progress made since publication of the 1999 SDS and setting challenges for the next one.

The SDC will also scrutinise the choice of indicators.

In the context of increased importance of the vertical linkages it has undertaken some efforts for better communication with the devolved governments and administrations (besides the council members representing these regions), and continues with prioritising this aspects in their “key challenges” for the SDS review.

*General functions, - views are shared by the council and government:*

- Advisory board to the government: challenging from an independent civil society point of view;
- reminder/watchdog for the holistic/integrated and long-term view: review how far SD is being achieved in the UK in all relevant policy fields, identify processes and policies which maybe undermining this;
- think-tank;
- stakeholder/expert dialogue “among each other”, including that consensus building among the members should take place;
- stakeholder members to take the views into their organisations;
- agenda setting and tackling difficult policy issues (‘identify unsustainable trends and recommend actions to reverse them’); opinion former;
- encourage and stimulate good practice;
- raise awareness on SD policies and fostering stakeholder dialogue.

### **3.2 INTERNAL ASPECTS OF OPERATION**

*Council members operate on equal footing:*

- The council has a cooperative approach with consensus aimed at, - there is no majority voting. The atmosphere is characterised by open, informal brainstorming on themes and strategic issues.
- It has an independent status with no government members.
- “Double-hat” of council members: The council members do not ‘represent’ in a narrow sense the organisation that nominated them (i.e. “their” organisation). They operate and discuss as individual personalities on the basis of pluralism of ideas. No conflicts have occurred.
- All council members have a background in organisations that have a long history for standing for their positions; hence there is an equal self-confidence (incl. environmental NGOs, which is elsewhere not necessarily the case).

*Relation to and role of socio-economic partners:*

As introduced above there is no institutionalised socio-economic partnership in the UK.

There are no members of business associations in the SDC, but representatives of individual companies, which again reflects the more fore-running position of some regarding SD, as opposed to the trade associations (cf. ch. A.2).

*Relation to government departments:*

The relation to government departments varies: The SDC has no government

members, but conducts regular dialogue with the Ministries concerned. It has good relations with several departments, including Environment, Food & Rural Affairs, Health, Trade & Industry and Education.

### 3.3 ACHIEVEMENTS OF THE COUNCIL

#### 1 Government's view

- Valued as stakeholder advisory body with high quality work; independent input is appreciated;
- it is beneficial that the SDC may address issues that are difficult for the government;
- challenges and encourages government.

#### 2 SDC's view

- Significant contributions to the implementation of the 2nd SDS, and input to the full review 2004;
- the council triggered the government to take an innovative approach to consultation on the new SDS;
- it offered detailed advice on farming policy, when this was under review, contributing to a new strategy based on SD principles;
- its policy advice on energy was the most integrative one, and contributed significantly to the 2002 Energy White Paper;
- initiatives on sustainable production and consumption<sup>30</sup>, including the recommendation to government that a Sustainable Consumption and Production Roundtable should be established. This was done in May 2004, co-chaired by a member of SDC and the Chief Executive of the National Consumer Council;
- SDC helped the Department for Education to frame its Action Plan for SD in Education and is now beginning to help them implement it;
- the two most successful activities so far have been the advice on farming and energy policy. Both involved a combination of published documents and advice delivered in person across the table, and both resulted in new policies reflecting the principles of SD. SDC is taking a similar approach to the review of SDS;
- initiatives for communicating SD such as the succession of annual publications in a novel and highly imaginative format, and creation of a network for those seeking to communicate SD.

Overall the council received a lot of credit for its work from all interviewees, its establishment was partly considered as a “sign of good faith”.

#### *Success-factors of a SD council*

- Independence: members should not represent their organisation but act as individual personality with the experience of their organisation as background;
- Try to develop an attitude of experimentation with open dialogue and

<sup>30</sup> E.g. a chairman's paper “Redefining Prosperity” (SDC, 2003a), a policy paper on sustainable consumption (SDC, 2003b).

enthusiasm;

- Gaining acknowledgement of the government through quality of work, and getting to agreements between the stakeholders on the council;
- Strong chair and well-acknowledged experts as council members;
- Good links into government, with a combination of internal (bi-lateral, ‘private’) and external (‘official’) advice, and a combination of both;
- An imaginative approach to communication, to reach people who need to take action.

## B Themes and scope

The second SDS (1999-2004) has four main aims, reflecting the three dimensions of SD:

- social progress which recognises the needs of everyone;
- effective protection of the environment;
- prudent use of natural resources;
- maintenance of high and stable levels of economic growth and employment.

The strategy also establishes 10 guiding principles, which are partly overarching principles, partly objectives in itself: ‘taking a long-term perspective’ and ‘using scientific knowledge’ are example of the former, whereas ‘creating an open and supportive economic system’ and ‘combating poverty and social exclusions’ are rather to be seen as objectives.

A bit confusingly the SDS states five priority areas (paragraph 3.31) and seven “future” priority areas (paragraph 10.3), which in the progress report 2000 are referred to as “specific priorities”<sup>31</sup> (similarities of the two sets are indicated with [#]):

- “Priority area 1 We need more growth not less. Although compared with many countries the UK’s economy is highly productive and our average incomes are high, we have steadily been overtaken by other nations in both respects. [#]
- Priority area 2 That growth must be of a higher quality than in the past. It needs to be achieved while reducing pollution and use of resources.
- Priority area 3 Prosperity must be shared more widely and fairly: some parts of the country and some groups are falling too far behind. [#]
- Priority area 4 Our towns and countryside contribute significantly to our quality of life. We need to make our towns and cities better places to live and work, and to retain the special characteristics of our landscape which we most value. [#]
- Priority area 5 We must contribute to global sustainable development in particular for those in extreme poverty.” [#]

<sup>31</sup> DETR, 2001, p. 59.

The future or “specific” priorities are:

- more investment in people and equipment for a competitive economy; [#]
- reducing the level of social exclusion; [#]
- promoting a transport system which provides choice, and also minimises environmental harm and reduces congestion;
- improving the larger towns and cities to make them better places to live and work; [#]
- directing development and promoting agricultural practices to protect and enhance the countryside and wildlife;
- improving energy efficiency and tackling waste;
- working with others to achieve sustainable development internationally. [#]

In addition, the SD website states as the UK priorities for SD<sup>32</sup>, under which other objectives, and then also measures and key areas of action are grouped:

- a sustainable economy,
- building sustainable communities,
- managing the environment & resources,
- international co-operation and development.

Altogether the priority areas, when and which, and what link between which sets, are not fully clear. Neither is their link to the headline indicators: The “Quality of life counts” report in 1999 established 15 headline indicators from the three SD dimensions, which are linked to qualitative objectives (these were formulated in the annual progress report 2002, cf. Table 1).

Table 1: Headline Indicators in the UK

HEADLINE INDICATOR	OBJECTIVE
<b>Economic</b>	
H1 Economic output (GDP)	Our economy must continue to grow
H2 Investment (as % of GDP)	Investment (in modern plant and machinery as well as research and development) is vital to our future prosperity
H3 Employment	Maintain high and stable levels of employment so everyone can share greater job opportunities
<b>Social</b>	
H4 Poverty and social exclusion	Tackle poverty and social exclusion
H5 Education (qualifications at age 19)	Equip people with the skills to fulfil their potential
H6 Health (expected years of healthy life)	Improve health of the population overall
H7 Housing	Improve the condition of housing stock
H8 Crime	Reduce both crime and fear of crime
<b>Environment</b>	
H9 Climate change (greenhouse gases)	Continue to reduce our emissions of greenhouse gases now, and plan for greater reductions in the longer term
H10 Air quality (days of air pollution)	Reduce air pollution and ensure air quality continues to improve through the longer term
H11 Road traffic Improve choice in transport;	Improve access to education, jobs, leisure and services; and reduce the need to travel
H12 River water quality	Improve river quality
H13 Wildlife (farmland birds)	Reverse the long-term decline in populations of farmland and woodland birds
H14 Land use (% new homes on previously developed land)	Re-using previously developed land, in order to protect the countryside and encourage urban regeneration
H15 Waste (arising and management)	Move away from the disposal of waste towards waste reduction, reuse, recycling and recovery

*The revised/new SDS will likely prioritise climate change, production and consumption and environmental justice. The system of indicators and the 15 headline indicators will be reviewed in the course of 2004.*

## C Relation to the EU (SDS) and other international strategies

### 1 CONSIDERATION AND IMPACT OF THE EU SDS

The Rio conference, and the overall spirit created there, was the key trigger for the UK to preparing a national SDS. It was one of the first countries having endorsed a SDS in 1994. In this position the country was a driving force for other countries to doing alike, e.g. at the Rio+5 conference in 1997. Momentum hence can be created both ways, and national and international agendas always interact.

There was no EU SDS yet when the 2nd UK SDS was endorsed in 1999, but the importance of international action and the shaping role of EU policies for the UK were emphasised. Reference is made to the 5th Environmental Action Program and other efforts of the EU for environmental integration (Treaty of Amsterdam, Cardiff process).<sup>33</sup> The progress report 2000 stated that the UK had strongly supported the conclusions of the Helsinki summit to prepare a SDS for the EU, and also expressed its priorities: to work towards an innovative, highly competitive, resource efficient, low carbon economy. In the progress report 2002 the key development of the EU regarding SD are listed and briefly explained: the UK supporting the work on the follow-up of the WSSD, CAP-reform and pro-actively on Sustainability Impact Assessment. Regarding the EU SDS no link is made. The UK SDS and the EU SDS show some overlap in priority fields (in fact all EU priorities are covered), but the EU SDS has not been explicitly considered in the past. It might be taken into account a bit more for the current review 2004. The Lisbon process is taken seriously (on the government side), with the Ministry of Foreign Affairs in a leading role and the cabinet overall involved. It is stated that mechanisms for input had been well in place since 2000, and that the EU SDS (Gothenburg conclusions) was welcomed to be taken on board. The UK also was the initiator of the “green diplomacy network”, - a cooperation between environment staff in the Ministries of Foreign Affairs. Overall, non-governmental actors perceive the EU as bureaucratic, turgid, remote and no environment for informal debate as required for SD policies.<sup>34</sup> The SD Commission has considered the EU SDS only briefly, mainly because of their national remit including the focus on devolution, and limited capacity, and the personal interests of most members. The overall national focus of the UK might at least partly be driven by the relatively new situation of having ‘devolved governments’, which just gets more attention than the EU.

### 2 SD COUNCIL (SDC): EUROPEAN AND INTERNATIONAL DIMENSION

The SDC has been formally involved in European cooperation through EEAC only relatively late, considerably since 2003. Since October 2002 a council member co-chairs the EEAC Working Group Sustainable Development together

<sup>33</sup> DETR, 1999, p. 12.

<sup>34</sup> It is also partly stated that the language problem stands in the way of informal debate (although English seems to have become the major working language at EU level, individuals with English mother tongue sometimes feels uncomfortable when having to deal with ‘continental’ English).

with the German SDC.<sup>35</sup> The council's reservation vis-à-vis commitment or interest in European cooperation reflects its focus on national policy.<sup>36</sup> The SDC has taken limited interest in other international forums, for the same reason. But several members attended the World Summit in 2002 and SDC used the event as a vehicle for raising awareness of SD in the UK.

### 3 LISBON PROCESS: PREPARATION OF SPRING SUMMITS

The Lisbon process is coordinated by the Ministry of Foreign Affairs ("Foreign Office"), which consults with Departments concerned including the MinE where there is a unit for EU/international affairs. There is also an informal group composed of several Ministries that are more strongly involved. The link to the national SDS though is rather deficient: Staff involved in the national SDS lack knowledge about the EU SDS, and there are no organised links within the MinE between the two units. This deficient link is seen as rather natural in bigger countries, where there are more civil servants involved in details, whereas in smaller countries staff tends to have a better overview. It is though not perceived as urgent to improve the situation. Furthermore, there is a lack of EU integration within each department, which is typically done by one or even more separate units. The SD council has not dealt with Spring Summits so far.

### 4 POLICY FIELDS UPSTREAM AND DOWNSTREAM

*Upstream action - EU activity is desired/required*

- climate change: inter alia promoting renewable energy with European funds;
- trade (poverty reduction);
- aviation (emissions) and transport in general;
- agriculture and fisheries: inter alia labelling of eco-food;
- research;
- product standards: setting minimum efficiency standards (e.g. for white goods and vehicles).

*Downstream impact - EU policies hampering national SD processes*

The underlying approach of the EU for transport policy, encouraging as much movement as possible in light of the overarching aim of free trade and free movement of goods, is in the same way problematic as are national transport policies.

*Conditional targets and implementation*

Do not exist in the UK.

<sup>35</sup> The Working Group comprises SD and other councils engaged in the SD agenda. . It has so far prepared two key statements: "Strengthening sustainable development in the EU", December 2002, as input for the Spring Summit 2003 for the revision of the EU SDS post Johannesburg, and November 2003 as input for the Spring Summit 2004. It was also key author of the "Kinsale Challenge" (April 2004), which addresses key recommendations for the EU SDS review.

<sup>36</sup> In contrast, the UK environmental advisory council (Royal Commission for Environmental Pollution, RCEP) was a founding member of the network in 1993 and strongly committed, e.g. with nominating a council member who was elected chair of EEAC (2000 – 2002). Also, the UK Nature Conservation Agencies (English Nature, Scottish Natural Heritage SNH, Countryside Council of Wales CCW, Joint Nature Conservation Committee JNCC) have been members of EEAC for several years, which reflects their interest in influencing EU policy making (in institutional terms these agencies are no independent advisory councils, but they do have advisory functions for the government and therefore differ from agencies in other countries).

## D Achievements and shortcomings in the national SD agenda

### 1 SUCCESSES AND SHORTCOMINGS

- The SDS has stimulated debate and increased understanding and consciousness of decision-makers. Though it is also criticised for having become a bureaucratic process itself, with deficient implementation of general aspirations, and too many platitudes and window-dressing.
- The comprehensive approach of the SDS is considered as self-evident, and the attempt to link different policy fields has led to some more policy coherence, as well as to some elements of green taxation, and procedural instruments like Environmental Impact Assessment/Integrated Policy Appraisal.
- Getting other departments committed to develop their own strategies for SD: partly commitment and cooperation has increased, and SD is not a narrow “specialist” issue anymore, partly this had led to dilution, and the delivery is not satisfactory. Some government departments realised win-win situation and have moved into this direction. More difficult policy fields have not been tackled.
- Those establishing new public bodies have to consider including SD in their remits.
- Increased resources for the SD unit in the Ministry of Environment.
- The system of monitoring progress against headline indicators is appreciated; more visible targets are missing. Cases with a quantitative target in place have had significant effects on policy development (e.g. the wild birds headline indicator has helped to emphasise the need for an enhanced agri-environment programme).
- The “Greening Government” initiative would benefit from stronger ministerial leadership.
- Project and policy appraisals do not give sufficient attention to SD (e.g. Regulatory Impact Assessment) and/or only rarely influence policy choices (e.g. Integrated Policy Appraisal, which includes “environmental guidance”).
- Momentum has been lost, and there is a constant need to “re-galvanise”, which is aimed at during the full SDS review in 2004.

Achievements and failures in policy fields include:

- The Energy White Paper with its long-term CO<sub>2</sub>-reduction target is considered as success.
- The government’s strategy for sustainable consumption and production is a genuine attempt to reconcile economic, environmental and social perspectives.
- The Spending Review 2002 was a good attempt for ‘greening the budget’, and it is often mentioned as a “success story”, because of the commitment of the powerful Treasury (Ministry of Finance). At the same time the process is criticised for its lack of transparency and monitoring: neither

the criteria were made available nor the way they were applied to which Ministries (even not to the Parliamentary Environmental Audit Committee); in fact the entire implementation phase and outcome of this attempt is fully unknown. The 2002 attempt was partly triggered by the personal commitment of the Junior Minister in the Treasury, who used to be a “green Minister” (cf. ch. A.1.2) in another department. SD criteria were used again in Spending Review 2004, but again not in a transparent way.

- The Treasury is asked to reconsider the priority of GDP growth in light of the quality of life concept of the SDS, and should also give more emphasis on the economic benefits of a high quality environment.
- Taxation for more sustainable transport (“fuel escalator”) was a good cooperation of the Treasury and the Department of Transport, but was given up again after several years, and the department is not committed anymore. It is also criticised for a disappointing aviation white paper. The department is expected to aiming at giving up the ambitious objective of the SDS ‘reduce the need to travel’.
- It is questioned whether the Office of the Deputy Prime Minister’s (responsible for land use planning) agenda for sustainable communities will be environmentally sustainable in its implementation.
- Agriculture policy: UK had delivered modulation of the previous CAP, and demanded compulsory modulation for the CAP-reform, which was not achieved. The Sustainable Food and Farming Strategy (MinE/DEFRA) reflects priorities of the national SDS, though progress made is considered as very slow.
- The SDS has provided for important environmental legislation such as the Countryside & Rights of Way Act.

## 2 MOST DIFFICULT POLICY FIELDS

### *Mobility / Transport*

This policy field is considered as difficult because of short political horizons and the unpopularity of measures like increased pricing for roads as a steering mechanism<sup>37</sup>. Land use planning of the past and the general demand of citizens for an own house have not sufficiently limited spreading of settlement, which causes much commuting by cars.

Particularly aviation is a problem, partly because policy is based too much on a traditional model of ‘predict and provide’ and because of opposition by other countries to the introduction of a kerosine tax.<sup>38</sup> The government claims that the aviation policy has to be tackled internationally, but other actors heavily questioned the likely success of this approach and emphasise the need for a public debate. As opposed to other policy fields (e.g. increase energy efficiency) it is difficult to agree on different aims of transport policy.

<sup>37</sup> *E.g. the London congestion charge was a very courageous measure and a rare event of political change, but highly criticised at the same time, partly for social reasons.*

<sup>38</sup> *The RCEP’s report on aviation is highly appreciated, whereas the government’s aviation white paper is considered as a failure.*

The rail system is improving, but still lags many European countries. Further large investments in public transport would be required to improve the systems.

Regarding a change of modal split the focus does not lie on shifting freight transport to rail: Freight transport is very much road based, and even a substantial increase in rail freight would make little difference to this.

*Energy / Climate change*

The CO2 reduction target for 2050 cannot be achieved with efficiency increase only. Transport, industry and households are difficult main contributors. Increase energy efficiency in housing (a new building regulation is planned) and increase share in renewable energy both remain challenges. The policy field seems to be perceived as going in the right direction nationally.

*Consumption / growth / life style*

Sustainable consumption and production is seen as a major challenge by several actors and the SDC, because it touches fundamentally on the question of growth, and is also conflicting because of consumer habits. The council has started some initiatives in this field (cf. ch. A.3.3), and it also criticised the strategy on sustainable production and consumption (a joint document by the MinE, and the Ministry of Trade and Industry) for lacking a strategic approach.

In the context of consumption and life-style, also waste is mentioned as a difficult policy fields, with a very high growing rate of household waste.

**3 IMPROVEMENT POTENTIALS FOR THE NATIONAL SDS**

Procedural: more clear commitments of government departments and evaluation of their delivery; and/or move the lead responsibility for the SDS to an overarching government body; set more quantitative targets; improve vertical coordination;

Content: changing the objective of economic growth, to reflect a focus on quality of life and the need to live within environmental limits; making carbon reduction a key driver of policy across government.

**4 NATIONAL SDS: ACHIEVEMENTS AND CHALLENGES**

Achievements and challenges are assessed in a summarised way as follows<sup>39</sup>:

- +(◆) Comprehensive SDS with priority fields, but little evidence that they derive from SD considerations as such; they seem to have developed their 'own lives' over time and the relation to the SD(S) has become less clear;

---

39 + achievement  
 (+) partial achievement  
 +/◆ mixed: achievement and challenge  
 (◆) partial challenge  
 ◆ challenge

- +/(◆) Mainly transparent system of headline indicators, regular and systematic monitoring against them, clear and comprehensible progress reports; quantitative targets depend on “Public Service Agreements”, which are more opaque and not reported on comprehensively;
- +/(◆) Stakeholder consultation is taken seriously, and the SD council plays an important part in getting stakeholders as well as the local and regional levels involved;
- +/(◆) Vertical coordination has become a major issue in light of the devolved countries since 1999: the overall irritation/confusion about this situation causes significant challenges;
- (+)/(◆) Leadership deficiencies, though not heavily discussed;
- (+)/(◆) So far poor link to the EU SDS; there are also coordination deficits in this respect; regarding EU policies in contrast the UK has a more pro-active approach.

## E Recommendations for the EU SDS review

- Get the architecture and the link of EU SDS and Lisbon process right; include in the Lisbon strategy the goal “most eco-efficient economy”;
- The Lisbon strategy is in tendency too broad and has to become more digestible;
- “Go public”: SD needs leadership, - bottom-up alone doesn’t work; participation of business, the social sector and civil society is needed at the same time; establishing a stakeholder advisory mechanism would support this;
- Indicators and progress reports are important for the process, which initiates a public debate: include quantitative targets, indicators and timetables in the SDS;
- The EU needs an institutional and procedural framework for SD policies, because the coordination needs are enormous, and a central and/or advisory institution is needed to keep the issue on the agenda.

Creating a SD council on the EU level is partly favoured; but also partly declined, because an atmosphere like in the case of the national SDC cannot easily be reproduced on the EU level and there is not the same constituency of civic society at EU level from which to draw members.<sup>40</sup>

<sup>40</sup> NB: It is well possible that ‘soft factors’, and particularly the language, causes reservations in the UK, like e.g. in France, Spain and Italy. People from bigger countries tend to feel more uncomfortable to deal with foreign languages, even if they do not have to talk in a foreign language themselves.

## REFERENCES

- DETR (Department of Environment, Transport and the Regions) (ed.) (1999): *A better quality of life. A strategy for sustainable development for the UK*. London.  
[www.sustainable-development.gov.uk/uk\\_strategy/quality/life/o1.htm](http://www.sustainable-development.gov.uk/uk_strategy/quality/life/o1.htm)  
(previously at [www.detr.gov.uk](http://www.detr.gov.uk)).
- DETR (Department of Environment, Transport and the Regions) (ed.) (2001): *Achieving a better quality of life. Review of progress towards sustainable development. Government annual report 2000*. London. [www.detr.gov.uk](http://www.detr.gov.uk)
- DETR (Department of Environment, Transport and the Regions) (ed.) (2003): *Achieving a better quality of life. Review of progress towards sustainable development. Government annual report 2002*. London. [www.detr.gov.uk](http://www.detr.gov.uk)
- Lijphart, A. (1999): *Patterns of Democracy. Government Forms and Performance in Thirty-Six Countries*. Yale University Press. New Haven and London.
- Scottish Executive (2002): *Meeting the needs... priorities, actions and targets for SD in Scotland*. Paper 2002/14. Edinburgh.  
[www.scotland.gov.uk/publications](http://www.scotland.gov.uk/publications)
- Scottish Executive (2004): *Indicators of Sustainable Development for Scotland: Progress Report 2004*. Paper 2004/3. Edinburgh.  
[www.Scotland.gov.uk/publications](http://www.Scotland.gov.uk/publications)
- SD Commission (ed.) (2003a): *Redefining prosperity: resource productivity, economic growth and sustainable development*. A report by Jonathon Porritt. London. June 2003.  
[www.sd-commission.org.uk/news/resources.php](http://www.sd-commission.org.uk/news/resources.php)
- SD Commission (ed.) (2003b): *Policies for sustainable consumption. A report to the Sustainable Development Commission by Tim Jackson & Laurie Michaelis*. London. September 2003.  
[www.sd-commission.org.uk/news/resources.php](http://www.sd-commission.org.uk/news/resources.php)
- SD Commission (2004): *Shows Promise, But Must Try Harder: a commentary on progress since the 1999 SDS and key challenges for the next one*. London. April 2004.  
<http://www.sd-commission.org.uk/news/resources.php>
- Sturm, R. (2003): *Das politische System Grossbritanniens [The political system of Great Britain]*. In: Ismayr, W. (ed.): *Die politischen Systeme Westeuropas [The political systems of Western Europe]*. Leske+Budrich. Opladen. P. 225 - 262.

## INTERVIEWEES

Philip Dale, Helen Doran, Val Ellis, Helen Leggett, Derek Osborn, Simon Pepper, Philip Stamp, David Wilkinson

## Colophon

*Sustaining Sustainability* is the second background study of EEAC and the first of this EEAC series.

The first background study, *Environmental Governance in Europe*, was published as RMNO series, Preliminary studies and background studies, nr. V.02 (December 2003), Lemma, Utrecht.

ISBN 90-77893-01-6

### Publication

Uitgeverij Lemma bv, Utrecht

### Copyright

© EEAC, 2005, Den Haag

### Design and Layout

A10plus grafische vormgeving & illustratie, Rotterdam

### More information

European Environment and Sustainable Development Advisory Councils (EEAC)

c/o RMNO - P.O. Box 93051, NL - 2509 AB Den Haag

T 070 31 55 210

F 070 31 55 220

E [ingeborg.niestroy@rmno.nl](mailto:ingeborg.niestroy@rmno.nl)

I [www.eeac-network.org](http://www.eeac-network.org)