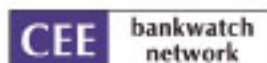


OFF TARGET

EUROPEAN COMMISSION 2004-2009
ENVIRONMENTAL PROGRESS REPORT
& LESSONS FOR THE NEXT COMMISSION



OFF TARGET

EUROPEAN COMMISSION 2004-2009

ENVIRONMENTAL PROGRESS REPORT AND LESSONS FOR THE NEXT COMMISSION

The Green 10 coalition of environmental organisations has a track record of producing European Commission scorecards. This latest publication presents the final grades for the 2004-2009 Barroso Commission, assessing its performance in a number of areas that impact on the environment.

The results are summarised in the table below.

This document also contains an environmental checklist for the next European Commission. For each of the twelve topics outlined, we present a 'to-do' list for the next team of Commissioners.

REPORT ON:	European Commission 2004-2009	
COMPILED BY:	Green 10	
	ISSUE	FINAL GRADE (2009)
	1. Agriculture	4/10
	2. Biodiversity & Ecosystems	4/10
	3. Budget & Cohesion Policy	4/10
	4. Climate	7/10
	5. Energy	6/10
	6. EU Law Enforcement	5/10
	7. External Dimension & Trade	4/10
	8. Health	5/10
	9. Natural Resources	3/10
	10. Sustainable Development Strategy	2/10
	11. Transparency	3/10
	12. Transport	6/10
		OVERALL GRADE: 4.4/10

TABLE OF CONTENTS

SUMMARY	3
INTRODUCTION	5
1. Agriculture	6
2. Biodiversity & Ecosystems	6
3. Budget & Cohesion Policy	7
4. Climate	8
5. Energy	9
6. EU Law Enforcement	10
7. External Dimension & Trade	10
8. Health	11
9. Natural Resources	12
10. Sustainable Development Strategy	13
11. Transparency	14
12. Transport	14

INTRODUCTION

The European Commission has a unique role in the governance of the European Union: it is the so-called 'guardian' of the treaties. And in its opening articles, the Treaty establishing the European Community reads:

"Environmental protection requirements must be integrated into the definition and implementation of the Community policies and activities [...] in particular with a view to promoting sustainable development."

(Article 6)

The Green 10 group of environmental organisations active at EU level regularly assesses how far this treaty article is being applied. Of course, there are many different players that can get in the way of achieving the best possible environmental outcome. Very often, these include the negative positions of recalcitrant EU member states.

However, this assessment only focusses on the environmental record of the 2004-2009 Barroso Commission. It is the result of our analyses of relevant legislative proposals and the actions of Commissioners. The individual sections briefly summarise the activities of the Commission in different policy areas and present our verdict. Each section also sets out important recommendations for the next Commission.

Overall, the biggest challenge for the Barroso Commission has been to formulate EU policies that truly promote sustainable development. Environmentalists have been warning for decades that climate change and the rapid extinction of animals and plants are the biggest threats to humanity.

Healthy ecosystems and biodiversity are essential for the development of our economies, yet much economic activity today pollutes and irreversibly destroys the environment, and people's health. There is an urgent need for the EU to ensure its economic policies are sustainable and contribute to, rather than undermine, prosperity.

When the 2004-2009 Commission started its term in office, President Barroso explicitly rejected the idea that the EU should jointly pursue environmental and economic objectives. In 2005, he expressed the view that Europe should take a narrow focus on growth and jobs, and that environmental (and social) concerns should take a back seat. During its first two-and-a-half years, under strong pressure from President Barroso and Vice-President Verheugen, 'competitiveness' was the number one objective, and environmental policies were seen as an obstacle.

Despite the commitment of environment Commissioner Dimas, the Commission consistently missed opportunities to bring about win-win solutions for the environment and the economy. On important legislation, such as the REACH chemicals regulation, it did not even uphold the modest ambitions of its predecessor. Where it was obliged to deliver on previous commitments, such as on strategies on air and water quality, the Commission delayed and produced timid proposals which, in some cases, even weakened existing obligations.

By the end of 2006, the tide began to turn, prompted mainly by public and media attention to climate change. The Commission drafted ambitious legislation for the EU climate and energy package, and President Barroso started speaking out in favour of economic policies with a sound ecological basis. However, this readjustment has not yet led to other significant initiatives, which are urgently needed on biodiversity, transport and natural resources. The Commission may therefore have some of the answers, but it is still off target when it comes to its responsibility for taking us off the road to environmental degradation and putting us on track for sustainable development.

For these reasons, the Green 10 rating of the outgoing Commission is 4.4 out of 10. The next European Commission will have to double that score if sustainable development can transcend the treaty text and become a reality.

1. AGRICULTURE

Relevant Commissioner: Mariann Fischer-Boel

Progress by the 2004-2009 Commission:

Despite a promising start, Commissioner Fischer-Boel adopted a disappointing business-as-usual approach to the Common Agriculture Policy (CAP). Overall, she failed to address the pressing environmental problems (biodiversity loss, climate change, soil and water crisis) that undermine the long-term productivity of farmland ecosystems.

The opportunity of the 'CAP Health Check' was wasted, leaving the grossly distorted system of subsidies virtually unchanged and environmental measures underfunded. Succumbing to farm lobby pressure, Commissioner Fischer-Boel scrapped the set-aside obligation.

On the other hand, she introduced important improvements into the Rural Development Policy and transparency was improved on subsidies as part of a broader initiative (see also the TRANSPARENCY section).

Finally, Commissioner Fischer-Boel pushed for a weakening of EU rules on Genetically Modified (GM) imports and on coexistence of GM, conventional and organic crops, which would put farming at real risk of contamination (see next section on BIODIVERSITY).

Final Grade: 4/10

'To Do' List for the next Commission:

- Ensure the EU Budget review is used for a major overhaul of the CAP in order to meet 21st century challenges;
- Put forward a comprehensive CAP reform proposal departing from subsidies distributed on a 'historic' basis, transforming it into a sustainable food, agriculture and rural development policy which would support well-specified public goods;
- Include concrete measures to move European farming towards sustainability: reducing water use, chemical inputs and fossil fuels, conserving soils, and

restoring biodiversity. Introduce obligatory Environmental Priority Areas at farm level to compensate for the loss of set-aside (which will also contribute to climate change adaptation);

- Promote initiatives to address the question of global sustainability of agricultural production, based on rigorous life-cycle assessments and in cooperation with developing countries.

2. BIODIVERSITY & ECOSYSTEMS

Relevant Commissioners: Stavros Dimas, Mariann Fischer-Boel, Joe Borg, Andris Piebalgs, Danuta Hübner, Markos Kyprianou/ Androulla Vassiliou

Progress by the 2004-2009 Commission:

It was only in 2006 that the Commission adopted an ambitious and detailed Action Plan to follow up on the 2001 EU Summit agreement to halt biodiversity loss by 2010. On the implementation of the Birds and Habitats Directives, there has been some progress on the designation and (in parts) protection of terrestrial Natura 2000 sites. However, lack of funding, poor communication, counter-productive sectoral policies (e.g. CAP) and highly inadequate member state implementation undermine this policy's effectiveness. The Barroso Commission refused to support demands from the European Parliament's environment committee to ring-fence funding for Natura 2000 in the 2007-2013 EU budgets.

On forests, the implementation of FLEGT (EU Action Plan for Forest Law Enforcement, Governance and Trade) has finally begun. This includes a Commission legislative proposal related to placing timber on the EU market, recommendations to member states for green public purchasing for wood products, and the first partnership agreements with tropical forest countries.

On oceans, the Commission's original proposal for the new Marine Directive was poor. The positive aspects of the finalised Directive are now threatened by the failure to tackle wasteful and destructive fishing, and the delay in implementing Natura 2000 offshore. At the same time, the Commission took the lead in strengthening EU governance in relation to illegal fishing and control policies. As required by international agreements, the Commission did the bare minimum and tabled an action plan for shark conservation. It failed to act on discards. On the issue of bluefin tuna, the Commission chose to defend the economic interests of three EU countries to the detriment of the long-term sustainability of the stock. Finally, in 2009, the Commission tabled some valuable first proposals for the reform of the Common Fisheries Policy.

On GMOs (Genetically Modified Organisms), the Commission attacked national GMO bans and pushed for more GM crops to be imported and grown in the EU - despite its own admissions that risk assessment must be improved. The precautionary approach (advocated at times by Commissioners Dimas and Kyprianou/Vassiliou) has been ignored by President Barroso. The EU GMO legal framework remains poorly implemented and incomplete.

In conclusion, while Commissioner Dimas has achieved some progress on biodiversity, the Barroso Commission as a whole has failed to embrace the aim of healthy ecosystems as a cross-sectoral priority, which is a precondition for long-term economic prosperity and human well-being. And in areas where the Commission did make some timid steps, member states failed to implement them. Consequently, the EU will probably not meet its 2010 biodiversity target.

Nature (6/10), Forests (5/10), Oceans (4/10),
GMOs (2/10)

Final Grade: 4/10

'To Do' List for the next Commission:

- Implement a new post-2010 strategy to protect and restore biodiversity and ecosystems, including ambitious 2020 targets, integrated with climate change policies;

- Improve implementation and financing of the Birds/Habitats, Water Framework, Marine and Environmental Impact Assessment Directives. Introduce new legislation on invasive alien species and soils;
- Speed up FLEGT implementation (partnership agreements, national green public purchasing policies, effective legislation);
- Address the drivers of ecosystem breakdown within and outside the EU by
 - i) reforming relevant sectoral policies (e.g. CAP, Common Fisheries Policy, transport)
 - ii) limiting use of energy, water, natural resources
 - iii) addressing the root causes and impacts on forests from the demand for food and non-food commodities, and take similar action for other ecosystems;
- Finalise and strengthen the EU legal framework on GMOs. Halt new imports and cultivation until this happens. Propose legislation on liability and contamination based on a 0.1% 'coexistence' threshold.

3. BUDGET & COHESION POLICY

Relevant Commissioners: Dalia Grybauskaitė, Danuta Hübner

Progress by the 2004-2009 Commission:

Commissioner Grybauskaitė is to be congratulated for the 'no taboo' consultation process on the EU Budget Review. Yet, the decision to delay the publication of the results raises concerns over whether environmental protection will be mainstreamed in the new EU budget. Despite some improvements in the 2007-2013 Financial Framework, the Commission again missed the chance to support sustainable development.

President Barroso introduced an earmarking

provision under the Lisbon agenda (for jobs and growth). This, combined with a 'leave-it-to-the-member-states' approach has led to some skewed results. In the newest member states, road construction receives twice the amount of funds compared to railways and urban transport, and across the EU, renewable energy and energy efficiency receive less than 3% of the regional funds. Investments in other environmental areas like biodiversity and nature protection receive less than 4%.

Finally, while the European economic recovery plan could have a direct positive environmental impact, investments in areas like road infrastructure are actually environmentally counter-productive and will not create green jobs. There is a lack of transparent climate criteria for European Investment Bank loans.

Final Grade: 4/10

'To do' list for the next Commission:

- Put sustainable development at the heart of the next financial framework. Continue the participatory approach started in this EU Budget Review;
- Ensure, through meaningful criteria, that any EU spending is contributing to, rather than weakening, the resilience of ecosystems, climate protection and resource efficiency;
- Propose an EU Cohesion policy that reconciles social and economic spatial development with ecological and cultural assets;
- Ensure high transparency and easily accessible information on EU funds and spending;
- Enforce EU environmental law in projects supported by the European recovery plan and national stimulus packages, including rigorous impact assessments.

4. CLIMATE

Relevant Commissioner: Stavros Dimas

Progress by the 2004-2009 Commission:

Climate change became a flagship issue for this Commission. Internationally, Commissioner Dimas supported global climate action under the UN and helped facilitate progress in the negotiations. At home, the Commission did not ensure sufficient progress on the 2012 EU targets, although it did improve some national allocation plans under the emissions trading scheme. However, the 2020 EU climate target it proposed (-20% for unilateral action, to be raised to -30% if other countries take part, including the possibility to offset a major part of these targets abroad) is inconsistent with the EU objective of keeping global warming below 2 degrees Celsius.

Commissioner Dimas proposed positive changes to the emissions trading scheme, but the Commission as a whole did not adequately tackle transport and energy efficiency (see ENERGY and TRANSPORT sections). On forests, the Commission made some suggestions on reducing emissions from deforestation and forest degradation.

Finally, the Commission did not treat the issue of adaptation with the necessary urgency, and only at the end of its term did it start embracing ecosystem resilience as an underlying principle for adaptation and mitigation policy.

Final Grade: 7/10

'To Do' List for the next Commission:

- Champion an ambitious and fair global climate agreement under the UN that limits global warming to as far below 2 degrees Celsius as possible;
- Support a dual EU-wide mitigation target for 2020:
 - i) a more than 40% greenhouse gas reduction target compared to 1990 levels, with at least 30% domestic emission cuts,

ii) an additional and separate EU commitment to support developing country actions;

- Push EU countries to mobilise additional funds (at least €35 billion annually) to support developing country efforts on adaptation, mitigation and deforestation protection;
- As a minimum safety threshold to try and prevent the worst effects of external credits, propose strict criteria and environmental safeguards (at least 'Gold Standard'¹) to ensure the additionality and environmental integrity of any offsets used by the EU;
- Strengthen the post-2012 EU Emissions Trading Scheme in its implementation and in its post-UN agreement review;
- Champion emission performance standards for all new and existing power stations;
- Champion an effective mechanism to reduce emissions from deforestation under the new climate regime, and propose a respective action plan before the end of 2010;
- Propose additional policies in all sectors (energy, agriculture, transport, chemicals etc.) and a shift in EU public spending to support the necessary emission cuts;
- Ensure adaptation and mitigation policies are consistent with the need to strengthen ecosystems, protect and promote public health and combat biodiversity loss.

5. ENERGY

Relevant Commissioner: Andris Piebalgs

Progress by the 2004-2009 Commission:

The Barroso Commission recognised the need for climate protection as a guiding principle for energy policy in its 2008 climate & energy package, as well as its two strategic energy reviews. While the increased emphasis on renewable energy and energy efficiency was positive, the Commission stopped short of

giving these clean technologies the undisputed priority.

The most remarkable achievement of this Commission was its binding 20% renewable energy target for 2020. Its adoption in EU law marks an important step for the development of clean energy. However, the inclusion of a binding target for renewable energy in the transport sector will likely require a large contribution of biofuels whose environmental and social safeguards are insufficient. The Commission played a critical role in the negotiations on biofuels and is largely responsible for this particular outcome.

While the Commission also proposed an objective of a 20% increase in energy efficiency by 2020, this remains indicative and measures for its implementation are insufficient. The Energy Services Directive contains no binding targets and the proposed recast of the Energy Performance of Buildings Directive is inadequate. Although the implementation of the 2005 Energy-Using Products Directive was delayed, it is now progressing in at full steam.

The Barroso Commission has not cut subsidies and state aid to nuclear energy and fossil fuel-based technologies, which are hindering the transition towards a clean energy system. It also made a poor proposal for a new Directive on 'Nuclear Safety', based on the lowest common denominator.

Final Grade: 6/10

'To Do' List for the next Commission:

- Endorse an EU-wide binding energy efficiency target and a legal framework implementing it;
- Set the regulatory and financial framework to promote the development of a smart and interconnected electricity grid system that enables the optimal integration of large quantities of renewable energy and greater use of high efficiency co-generation;
- Review the role of biofuels and strengthen their environmental and social safeguards;
- Prevent and phase out all subsidies for nuclear and fossil-fuel based technologies

¹www.cdmgoldstandard.org

and shift public financial support to renewable energy and energy efficiency;

- Increase nuclear safety levels for reactor life-time extension and new-build to Best Available Technology and Best Regulatory Practice.

6. EU LAW ENFORCEMENT

Relevant Commissioner: Stavros Dimas

Progress by the 2004-2009 Commission:

Under this Commission, the considerable deficit in enforcement of existing environmental legislation continued. In some cases, poor implementation was rewarded with reduced obligations. As late as the end of 2008, the Commission published a Communication on environmental law, containing modest proposals. The Commission was slow in ensuring the transposition of laws like the Environmental Liability Directive. It was also slow in responding to complaints from the public and was susceptible to political pressure from authorities promoting projects that are in clear conflict with EU rules (e.g. Venice lagoon, Sabor dam, Madrid M501 motorway). The recent increase in staff in the Infringement Unit is very much welcome but not sufficient to redress the problematic situation with regard to the handling of complaints, which also lacks transparency.

On the positive side, this Commission defended the draft Directive on Access to Justice against member state pressure.

We also congratulate Commissioner Dimas for the strong position he took to save the Rospuda valley in Poland from destruction and for at least temporarily ending spring hunting in Malta. Also, the Commission started to organise NGO meetings prior to member state discussions on pending complaint cases.

Final Grade: 5/10

'To Do' List for the next Commission:

- Reconfirm the credibility of the EU and EU law by resisting member state pressure on infringement cases. Introduce measures to better implement EU environmental law;
- Report on all enforcement initiatives in an easily accessible and understandable way;
- Monitor the correct national implementation of agreed compensation measures;
- Continue to fight for a Directive on Access to Justice (which is an Aarhus Convention requirement);
- Propose a new initiative to allow NGOs access to the European Court, in the spirit of the Aarhus Convention;
- Improve the Access to Documents Regulation (to be adopted under the 2009 Swedish Presidency) and ensure that all Commission services comply with it. Improve cooperation with the European Ombudsman on transparency and access to documents;
- Introduce a systematic and transparent 'cross compliance' system for EU spending for infrastructure projects;
- Following the European Parliament request, prepare a strong proposal for a draft Directive on Minimum Requirements for Environmental Inspections;
- Work on the revision of the Directive on Environmental Crime, including provisions for penalties.

7. EXTERNAL DIMENSION & TRADE

Relevant Commissioners: Louis Michel, Peter Mandelson/Catherine Ashton

Progress by the 2004-2009 Commission:

In 2008, the Commission finally revised the 2001 strategy on the integration of environment

into development cooperation, in part responding to criticism from the EU Court of Auditors. However, the current document is a staff working paper, which does not do justice to the critical role of environmental sustainability in achieving the Millennium Development Goals, and is very vague on concrete action. On the positive side, the EU-China-Africa trilogue and the joint EU-Africa strategy highlight initiatives on natural resource management, climate change and desertification. Some progress has been made in transparency and integrating environmental concerns. For example, Environmental Profiles have now become more accessible. However, more is needed to facilitate the involvement of civil society actors.

On trade, in 2006 the Commission launched its 'Global Europe' strategy on external competitiveness, which marked a shift away from previous EU sustainable development commitments. Through bilateral negotiations, the EU is seeking to obtain tariff concessions favourable to its industry. For example, with respect to the export of raw materials, the Commission has tried to eliminate export restrictions and other non-tariff barriers, jeopardising the principle of sovereignty over natural resources, industrialisation efforts in developing countries, as well as sustainability policies. This raises serious questions over the coherence of trade policies with global development and EU environmental objectives. Nonetheless, in certain policy areas, the Commission has started integrating some environmental concerns (see FLEGT agreements in the BIODIVERSITY section).

External Dimension (6/10) Trade (2/10)

Final Grade: 4/10

'To do' list for the next Commission:

- A comprehensive and operational strategy for environmental integration in development cooperation;
- A new global public goods strategy to restore and conserve ecosystems, stressing the links to livelihoods and poverty reduction and the costs of inaction;
- Ensure that European development

expenditure overseas, channelled through the European Investment Bank and other financial institutions supports the EU sustainable development objectives;

- Improve coherence in EU policies to protect the environment and climate change;
- Ensure that EU trade policy prioritises sustainable development, environmental protection and human rights, with a focus on the needs of the world's poorest communities and people;
- Review the role of trade and financial liberalisation strategies in the global financial crisis and the food and climate crises;
- Acknowledge the right to protect and use domestic natural resources for economic development and abandon efforts to ban export duties and export restrictions.

8. HEALTH

Relevant Commissioners: Stavros Dimas, Markos Kyprianou/Androulla Vassiliou, Günter Verheugen

Progress by the 2004-2009 Commission:

The Barroso Commission has not made enough progress on addressing the growing public health challenges stemming from the state of the environment, despite its contribution to achieving a global mercury ban, and proposals to reduce air emissions.

On chemicals, the Barroso Commission was seriously divided over REACH, the new EU chemicals law proposed by the Prodi Commission. Resistance from Commissioner Verheugen, backed by President Barroso, resulted in a watered-down law with respect to the protection of the environment and health, as well as innovation. Continued internal controversies between Commission units, for example on the criteria for some very hazardous chemicals, have since hindered the start of effective implementation of REACH.

On air quality, the Commission proposed standards that were lower than those recommended by the World Health Organisation for ultra fine particles, thus failing to ensure adequate health protection. On the enforcement of further air quality standards, the Commission is granting delays to member states in meeting crucial limit values. The revision of the National Emission Ceilings Directive is still on hold for an undetermined period, undermining better air quality for all and missing the health co-benefits of climate protection.

On pesticides, the Commission played a key role in supporting criteria to eliminate the most hazardous pesticides on the market like carcinogens, mutagens, reproductive toxins and hormone disruptors. However, it failed to ban other dangerous substances, i.e. those that harm the development of children's brains, and to adopt quantitative targets for reducing pesticide use.

Final Grade: 5/10

'To Do' List for the next Commission:

- Ensure adequate resources within the Commission for REACH implementation;
- Task the European Chemicals Agency with making dossiers for as many high concern substances as possible to be included in the 'candidate list';
- Use upcoming legislative reviews to improve REACH further (like the proper inclusion of nanomaterials) and ensure that sector-specific legislation (e.g. electronics) complements, but is not limited, by REACH;
- Ensure the timely enforcement of the Air Quality Directive and limit time extensions for certain pollutants, particularly those most damaging to health;
- Reactivate and strengthen the revision of the National Emissions Ceilings Directive and propose new stricter ceilings so that interim 2010 environmental and health objectives can be met;
- Ensure compliance with Best Available Techniques and support an extension of ambitious binding requirements for other

industry sectors covered by the Industrial Emissions Directive. Ensure ambitious and high quality reference documents (BREFs). Increase information on links between pollution from these installations and their health impacts;

- Propose concrete actions to reduce cancer, respiratory, cardiovascular diseases and obesity under the EU Action Plan on Environment and Health 2004-2010 and a clear vision post-2010, particularly for children.

9. NATURAL RESOURCES

Relevant Commissioners: Stavros Dimas, Günter Verheugen

Progress by the 2004-2009 Commission:

This Commission gave very little political importance to the increasingly urgent issue of natural resources, instead focussing on the UN-level, or commissioning studies, but not proposing concrete measures. It produced a Thematic Strategy on the use of natural resources, which aims to reduce relative and not absolute environmental impact. The 2008 Action Plans on Sustainable Consumption & Production and Sustainable Industrial Policy were one of the first documents to feature the objective to make Europe 'resource-efficient', yet the Commission did not even extend the Energy-Using Products Directive to include natural resources into ecodesign considerations. Its proposals with respect to waste prevention and treatment were unhelpful, weakening the principle of prevention first, followed by re-use and material recycling.

Furthermore, it stubbornly refused to produce a draft Biowaste Directive, which could substantially contribute to improving soil quality across the EU.

Under this Commission, new laws on groundwater and priority substances were adopted. Although the Commission has continued implementing the Water Framework

Directive, its reaction to infringement cases has been slow (see also the section on EU LAW ENFORCEMENT).

Final Grade: 3/10

'To Do' List for the next Commission:

- In 2010, review the Thematic Strategies on Sustainable Use of Natural Resources and on Waste Prevention and Recycling, setting targets to reduce absolute levels of resource use and prioritising EU policy funding for reducing and recycling waste;
- Produce a draft Biowaste Directive without further delay;
- Abandon the current Raw Materials Initiative which centres around easier access to domestic and international supplies for European companies instead of sustainability;
- Launch a High-Level Forum made up of senior member state officials and stakeholders, as stated in the 2005 Resource Strategy;
- Treat the 2012 review of the Sustainable Consumption and Production and Sustainable Industrial Policy Action Plans as an opportunity to incorporate sustainability into industry policy and to address consumption;
- Complement the Water Framework Directive by proposing new instruments, which set strong targets to reduce water consumption, as well as standards for water use in products and buildings.

10. SUSTAINABLE DEVELOPMENT STRATEGY

Relevant Commissioner: José Manuel Barroso

Progress by the 2004-2009 Commission:

In 2005, the Commission presented an uninspired and, it must be said, slightly incomprehensible, proposal for a new EU

Sustainable Development Strategy. Although the 2006 Austrian Presidency contributed some vision and an institutional follow-up process, the end result was disappointing. And although the Lisbon Strategy is always presented as part of the wider Sustainable Development Strategy, this simply does not work in practice. Under the Lisbon Strategy, the reduction of administrative burdens and 'competitiveness proofing' of policies are the norm. The rest of the world are seen as competitors. Sustainable development requires government leadership, clear social and environmental tools, and solidarity with other parts of the world. Since 2006, the Commission started to prioritise some climate policy issues (see CLIMATE and ENERGY sections).

But, its performance under the Sustainable Development Strategy has been poor: it has not produced the promised roadmap on removing environmentally problematic subsidies nor proposals for environmental tax reforms. The Commission also failed to present a 50-year vision for the EU, which it had previously agreed to do as part of the Sustainable Development Strategy. This Strategy is languishing in the bottom drawer of the Secretary-General's desk.

Final Grade: 2/10

'To Do' List for the next Commission:

- Take the existing 'Objectives and Principles' of the Sustainable Development Strategy as the starting point for all action;
- Produce the promised 50-year vision for the EU;
- Combine the Lisbon and Sustainable Development Strategies, making them into a 'green and social deal' that puts people and the planet first;
- Propose the tools for implementing the Strategy, including agriculture, cohesion and research policy and spending reform;
- Promote environmental fiscal reform through voluntary national policies.

11. TRANSPARENCY

Relevant Commissioners: Siim Kallas, Margot Wallström, Danuta Hübner, Mariann Fischer Boel

Progress by the 2004-2009 Commission:

In 2005, the Commission launched 'The European Transparency Initiative'. It includes: a lobby register, more disclosure about the use of EU funds and a review of the rules of public access to EU documents. Commissioner Kallas launched the Commission lobby register in 2008, urging lobby organisations to disclose information about the interests they represent and the source of their funding. Transparency campaigners criticised the register for its voluntary nature, its poor and confusing financial disclosure rules, and the fact that there is no requirement to name lobbyists. Because of these fundamental flaws, it provides no real benefit for increasing transparency in EU lobbying.

On the positive side, in 2008, the Commission adopted a Regulation requiring member states to publish the recipients of EU agriculture and regional development subsidies.

But on the negative side, it also proposed a changed Access to Documents Regulation that would further limit access to documents that play an important role in its policy preparation. (see also AGRICULTURE and BUDGET sections)

Final Grade: 3/10

'To Do' List for the next Commission:

- Make the lobby register mandatory, list names of lobbyists, require clear and comparable data on lobbying expenditure and ensure compliance;
- Increase access to documents, including infringement cases;
- Establish ambitious information requirements to ensure that member states disclose comparable, quality data regarding agricultural and regional development subsidies;
- In general, stimulate a real culture of openness.

12. TRANSPORT

Relevant Commissioners: Jacques Barrot, Antonio Tajani, Stavros Dimas, Günter Verheugen

Progress by the 2004-2009 Commission:

The Barroso Commission's start on transport was very poor, with virtually no meaningful action to tackle environmental impacts in the first half of its mandate, and even explicitly rejecting a target to make Europe's economy less transport dependent. Things got better as of 2007, when Commissioner Dimas took on the powerful car industry, after it had failed to respect its voluntary commitment, and proposed a legally binding standard to reduce the climate impact of cars.

The Commission also introduced legislation to include aviation in the emissions trading system, on road fuels and tyres, and on air pollution from, and road charges for, trucks. But these efforts are still too timid; emissions from transport are still expected to keep increasing instead of decreasing.

Most regrettably, the Commission did not attempt to tackle, or even question, the inexorable rise in transport demand, and stubbornly continued to promote quantity targets for biofuels, explicitly ignoring scientific advice to get rid of them.

Final Grade: 6/10

'To Do' List for the next Commission:

- Commit to making Europe the most transport-efficient economy in the world;
- Cut average CO₂ emissions from new cars to 80 g/km by 2020;
- Introduce fuel efficiency standards for vans, trucks, aircraft and ships;
- Ensure emissions from aviation and shipping (so-called bunker fuels) are tackled in the upcoming global climate agreement;
- Completely revise transport spending in the upcoming budget review so that spending contributes to, rather than goes against, climate and biodiversity objectives.

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