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April 30th, 1993

D e c l a r a t i o n

by the Ministers of the Environment of the region of the United Nations Economic Commission for Europe (UN/ECE) and the Member of the Commission of the European Communities responsible for the Environment

THE POLITICAL DIMENSION OF THE PROCESS "ENVIRONMENT FOR EUROPE"

1. We are determined to intensify our cooperation in the field of environmental protection in Europe, to assume our responsibility on the global level and to offer our partnership to the other regions of the world. We will work to ensure that actions within one country do not have adverse environmental effects in others. We will endeavour to mitigate above all those environmental problems which affect human health.
2. We will work together more closely at regional, subregional and bilateral levels to preserve our natural heritage and to prevent the degradation of our common environment. We are determined to preserve ecological and cultural diversity, to save threatened species,, and to rehabilitate depleted areas and ecosystems in our region.
3. Our cooperation towards convergence of environmental quality and policies in Europe represents a strong integrating force and provides one of the corner stones for the construction of the new Europe. In pursuing, this cooperation, and aiming at peace, stability and sustainable development, we are acting on the basis of the decisions and recommendations of the Conference on Security and Cooperation in Europe (CSCE) and the United Nations Conference on Environment and Development (UNCED) processes; we supplement and enhance the cooperative efforts within existing international fora and environment conventions; and we involve in this cooperation all levels of government and the informal sectors.

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PREPARATIONS FOR THE LUZERN CONFERENCE

4. The ministerial conference "Environment for Europe" at Dobris Castle in June 1991, which built upon the 1990 conferences of Bergen and Dublin, called for an Environmental Action Programme for Central and Eastern Europe, a Report on the State of the Environment in Europe to be completed before the end of 1993, and a longer-term Environmental Programme for Europe.
5. Preparatory work has been undertaken on all these issues in a comprehensive and coordinated preparatory process by governments, the Commission of the European Communities, international organisations and financial institutions, and informal sectors. Our conclusions on the specific items are as follows:

ENVIRONMENTAL ACTION PROGRAMME FOR CENTRAL AND EASTERN EUROPE

6. We endorse the broad strategy, with its principles and general priorities, contained in the Environmental Action Programme for Central and Eastern Europe (EAP) as a basis for action by national and local governments, the Commission' of the European Communities and by international organisations and financial institutions and private investors active in the region.
7. The EAP represents a consensus on a broad approach based on three main pillars:
 - the integration of environmental considerations into the process of economic reconstruction to ensure sustainable development;
 - institutional capacity building, including an efficient legal and administrative framework as well as managing capacity, training and education;
 - immediate assistance programmes comprising actions, which bring immediate or short term relief to regions where human health or natural ecosystems are severely jeopardized by environmental hazards, taking into account also transboundary environmental problems. The EAP also offers illustrative investment projects for priority areas.
8. Economic transformation in Central and Eastern Europe should have a positive impact on many aspects of environmental quality. However, there will still be areas where pollution affects human health, where ecosystems are at risk of suffering irreversible changes, or where the economic costs of environmental damage are very high.

The EAP outlines how these priority problems may be addressed in a cost effective manner, drawing on the

experience of past and current programmes and offering proposals for reinforcing or reorienting ongoing programmes and improving their coordination. It emphasizes the need for international cooperation through, various forms, including investments and joint ventures, for the facilitation of the transfer of environmentally sound technologies, and for the move towards applying international standards, bearing in mind economic and financial problems as a result of the transition to a market economy.

9. We firmly support the implementation of the broad strategy contained in the EAP in a spirit of partnership.
 - 9.1. Governments of central and Eastern Europe will undertake essential policy and institutional reform as well as, in accordance with their priorities and capabilities, providing resources for actions and priority investments, while Western governments, the Commission of the European Communities and international organisations and financial institutions' will continue and intensify their support for the reforms and for specific priority projects and programmes.
 - 9.2. This partnership should include cooperation between different levels of government, local authorities, local financial institutions, private industry, and the indispensable participation of the informal sectors. We will therefore encourage and promote active participation by the informal sectors, including the major groups mentioned in Agenda 21, through, to begin with, regular dissemination and discussion of information relating to the implementation process,
 - 9.3. We note the adoption of Guiding Principles on the Environment, Industry and Investment Decisions in Central and Eastern Europe at the Budapest Conference of November 1991.
 - 9.4. We call for the strict application of environmentally sound standards and requirements in all assistance to Central and Eastern Europe by governments and international organizations and financial institutions.
10. We firmly endorse the establishment of an effective process to implement the EAP and monitor and review the implementation by taking the following steps:
 - 10.1. We are committed to expanding investments and promoting project oriented action to improve the environmental situation in Central and Eastern Europe. We plan to pursue this goal through strengthening the relationship between donors, international financial institutions, and Central and Eastern European countries.

By launching an immediate action programme we are therefore establishing a framework to facilitate the project preparation and investment process. *Its* objectives will be to strengthen the linkage between donors, international financial institutions and Central and Eastern European countries, and facilitate the mobilisation of resources for the region, for the purpose of investment and helping channel new and existing resources into the region.

We call for the establishment and/or strengthening of national and local bodies, for the identification, preparation and implementation of investment projects, as appropriate. We welcome the establishment of a Project Preparation Committee (PPC) composed of significant donors contributing to the project preparation framework, and the international financial institutions, with the full participation of the Central and Eastern European countries, as appropriate. The PPC will disseminate regular information on its activities to the UN/ECE member states.

A small staff, using existing resources, will be made available to support the work of the PPC for a period, after which time the PPC will determine its future needs for staff support.

The PPC will help to provide feasibility studies leading to concrete investment projects; it will identify possible sources of financing for small projects as well as large capital intensive projects, including private sector projects. The PPC will take into account efforts within the wider contest of EAP-implementation to develop the capacity in Central and Eastern European countries to elaborate project proposals.

We welcome the initiative by individual countries and the European Communities to participate in this process by setting aside specific funds for this purpose and the preparedness of international financial institutions actively to support this process.

- 10.2. Existing information systems on resource flows will be streamlined in order to provide an improved data base covering all the countries in transition covered by the EAP. The UN/ECE, the OECD and the Commission of the European Communities in cooperation with UNEP, UNIDO, the World Bank and EBRD will make coordinated proposals to the follow-up process by the end of the year. Special efforts will be made to disseminate information on resource flows within recipient countries through local information units and publications. Western assistance would be particularly useful in this regard, given the lack of experience with such approaches in Central and Eastern Europe.
- 10.3. Mechanisms for coordinating assistance to countries in transition covered by the EAP will be strengthened on the

basis of proposals from the preparatory process, including those contained in paragraph 10.1.

- 10.4. All the partners concerned undertake to review the implementation of the EAP as appropriate, inter alia through environmental performance reviews, and they will maintain the EAP as an evolving document to be developed in the light of experience, and to be adapted to reflect the specific circumstances of individual countries.
11. Transboundary pollution causes increasing damage to ecosystems, forests, soils, watercourses, lakes and man-made structures. We call for actions and programmes under the EAP which address both local and transboundary problems comprehensively; including appropriate and timely investments and taking due account of relevant international conventions. The potential for realizing synergy effects in combatting local and transboundary problems should be fully used. Further, we call for completion of the second sulphur protocol under the Convention on Long-Range Transboundary Air Pollution.

BIODIVERSITY CONSERVATION

12. We welcome the initiative for a European Year of Nature Conservation in 1995, and we endorse the report by the Council of Europe on "Nature Conservation in Europe. An Overall Strategy on a Continental Scale: Some Important Aspects" as an important basis for discussion.
13. The Council of Europe, in cooperation with the IUCN, UNEP the EC Commission and interested governments and organisations, will pursue activities related to protected areas, promoting the development of methods for the sustainable use of natural resources, model legislation and pilot projects to promote sustainable tourism, including education and training.
14. We call, within the context of the EAP, for more detailed analysis and proposals for the conservation and the sustainable use of biological and landscape diversity, especially in the form of site based model projects and institutional strengthening, leading to practical action on the ground.

REPORT ON THE STATE OF THE ENVIRONMENT IN EUROPE

15. We endorse the progress report on the European State of the Environment Report. This Report will become available to governments at the end of 1993 and will preparation of the serve as the basis for the further development of the Environmental Programme for Europe (EPE). It will be considered at our next Ministerial Conference.

ENVIRONMENTAL PROGRAMME FOR EUROPE

16. We endorse the report by the Senior Advisers to ECE Governments on Environmental and Water Problems (SAEWP) on "Elements for a Long-Term Environmental Programme for Europe (EPE)".
17. We call for the development, in so far as appropriate, of the European Environment Agency into a European instrument for coordinated data collection and analysis, as soon as possible after it has formally been established by the European Communities.
18. While we reaffirm our commitment to the Polluter Pays Principle, as contained in Principle 16 of the Rio Declaration, we acknowledge that the special situations of the CEE countries during their transition to market economies must be taken into account in the application of this principle. We call for more intensive efforts to develop and use innovative policy instruments for environmental management, including the prevention of man-made environmental disasters. Specifically:
 - 18.1. We call for further exploration by the OEGD, in cooperation with the UN/ECE, of ways and means to facilitate a wider use of economic and fiscal instruments in the UN/ECE region and for elaboration of concrete recommendations on how to achieve this.
 - 18.2. We call for appropriate consideration of burden sharing to assist countries in executing projects under the Environmental Action Programme and in achieving objectives under the protocols to the Convention on Long-Range Transboundary Air Pollution, and within the flow of financial resources to Central and Eastern European countries. In the context of the sulphur protocol under development, we encourage the Executive Body of the Convention to examine, if appropriate, the possible application of new instruments aimed at facilitating the mobilisation of resources. Interested governments will pursue consultations on this issue with relevant institutions, as appropriate.
 - 18.3 We welcome the emerging consensus on the importance of coordinating the use of economic and fiscal instruments, including those aimed at reducing CO₂ emissions, with a view to ensuring an efficient effort. We appreciate the steps already taken in this respect and we call for decisions, as soon as possible, on such measures in the European Community and its member states and all the other industrialized countries, taking into account the particular conditions and policies in individual countries. The European delegations urged timely decisions to introduce as soon as possible taxation that leads to an

effective limitation in CO₂ emissions and to an improvement in the efficient use of energy.

19. In view of continuing grave concerns about unsafe nuclear installations, almost seven years to the day after the Chernobyl accident, we strongly support the G-7 multilateral programme of action, and other international and national programmes, on operational safety, technical improvements to plants based on safety assessments, and strengthening regulatory regimes. Additional support by other OECD countries to the G-7 programme is required and will be welcome. This should be accompanied, through enhanced international cooperation, by phasing out as soon as possible unsafe nuclear installations, in particular unsafe nuclear reactors, promoting more efficient use of energy, developing new and renewable sources of energy and enhancing prompt and effective responses to environmental emergencies in this context.¹
20. We call for early completion of the negotiations of the European Energy charter Treaty and the related protocols on energy efficiency and environmental aspects of energy systems.
21. The UN/ECE will expand the scope of its Energy Efficiency 2000 campaign, resources permitting, to emphasise the role of energy efficiency measures and renewable energy sources for the reduction of greenhouse gas and acidifying substance emissions; and to identify opportunities for developing energy efficiency standards and labelling.
22. We call for intensified cooperative efforts to strengthen tools and mechanisms of monitoring, compliance and enforcement of environmental law and policy. In particular:
 - 22.1. The OECD Country Environmental Performance Review Programme will be developed and gradually extended, in cooperation with the UN/ECE, to Central and Eastern Europe, initially through three pilot reviews of Poland, Bulgaria and Belarus.
 - 22.2. We call for the elaboration of proposals by the UN/ECE for legal, regulatory and administrative mechanisms to encourage public participation in environmental decision making, and for cost-efficient measures to promote public participation and to provide, in cooperation with the informal sectors, training and education in order to increase the ability of the public to understand the relevance of environmental information.

¹ 'Austria, Iceland, Ireland, Luxemburg, Norway and Sweden would have preferred to include in this paragraph *the* following sentence:

"The use of nuclear energy in general should be phased out in the long term. "

- 22.3. We call for the development by the OECD in cooperation with the UN/ECE, UNEP and other relevant international organisations taking forward the activities already undertaken in this field, of an integrated approach to pollution prevention and control.
23. We endorse the report on International Legal Instruments of 2nd April 1993, which calls for effective monitoring as well as improvement of the implementation of and compliance with, international legal instruments in the field of the environment.
- 23.1. We urge Contracting Parties to environmental conventions in the UN/ECE region, where appropriate, to cooperate within the respective governing bodies of those Conventions towards non-compliance regimes which:
- aim to avoid complexity;
 - are non-confrontational ;
 - are transparent;
 - leave the competence for the taking of decisions to be determined by the Contracting Parties;
 - leave the Contracting Parties to each convention to consider what technical and financial assistance may be required, within the context of the specific agreement;
 - include a transparent and revealing reporting system and procedures, as agreed to by the Parties.
- 23.2. We urge the Contracting Parties to environmental Conventions in the UN/ECE region to cooperate within the respective governing bodies in taking appropriate steps to:
- improve knowledge of the objectives and obligations of environmental Conventions in the UN/ECE region;
 - assist governments in building the necessary administrative and legal structures, including enforcement and implementation mechanisms, inter alia by initiating or pursuing the elaboration of guidelines, assisting where requested with the drafting of legislation, and by providing for the exchange of legal and technical experts;
 - facilitate regular participation in meetings by representatives of countries in transition;
 - supply all relevant information with regard to implementation without necessarily being required to do so.
24. We call on all UN/ECE member States and the European Community to consider ratification of or accession to, as appropriate, environmental conventions in the UN/ECE region, as soon as possible.

THE PROCESS "ENVIRONMENT FOR EUROPE"

25. We gratefully acknowledge the offer of the Government of Bulgaria to host and prepare our next Ministerial Conference in 1995. Governments have indicated that they will provide the necessary support for the Government of Bulgaria.

The Government of Bulgaria will establish an internationally composed organizing committee.

The agenda of our next meeting will include: a review of the implementation of the Environmental Action Programme including Nature Conservation; and the further development of the Environmental Programme for Europe, both by reviewing the progress of the work on the initial elements and by intensifying our cooperation in other areas, such as transport and the environment, transboundary air and water pollution, or human settlements.

26. The Senior Advisors of ECE Governments on Environmental and Water Problems (SAEWP) will establish an ad hoc working group of senior officials. The Commission of the European Communities, international organisations and financial institutions, UNEP, and the international informal sector organisations active in the UN/ECE region will be invited to participate.

The working group will serve as the central coordinating body for the further development of the process "Environment for Europe". It will oversee the follow-up to the Luzern Conference and the substantive preparations of our next Ministerial Conference. In particular, it will pursue the further development of the Environmental Programme for Europe on the basis of the State of the Environment Report for Europe to be published before the end of 1993.

27. A Task Force established by the Ministers and co-chaired by the Commission of the European Communities, together with a Central and Eastern European country on a rotating basis, and with the OECD as the secretariat, actively supported by the World Bank and the EBRD, and with participation of interested governments and other international organisations and financial institutions will facilitate the implementation of the Environmental Action Programme for Central and Eastern Europe. A way should be found to involve the informal sector in the process, and the OECD will make proposals on the appropriate mechanisms, including reporting mechanisms. The Task Force, in pursuing its institutional and policy work, will liaise with the Project Preparation Committee concerning investments coordinated through the Project Preparation framework. The Task Force will facilitate support for national and local project preparation and investment bodies.

28. The Council of Europe, in cooperation with IUCN and other relevant international, governmental and non-governmental organisations, will pursue the implementation, review and adoption processes in the field of Nature Conservation.

29. Progress reports from these and other relevant preparatory efforts will be submitted to the Ministerial Conference through the ad-hoc working group of senior officials as the central coordinating body referred to in paragraph 26.