

FINLAND

CONCLUSIONS AND RECOMMENDATIONS (see next page)

OUTLINE OF THE REPORT

1. **THE CONTEXT**

Part I

POLLUTION CONTROL AND NATURE CONSERVATION

2. **WATER MANAGEMENT**

3. **AIR MANAGEMENT**

4. **WASTE MANAGEMENT**

5. **NATURE CONSERVATION**

Part II

INTEGRATION OF POLICIES

6. **ENVIRONMENT AND ECONOMY**

7. **SECTORAL INTEGRATION: FORESTRY**

Part III

CO-OPERATION WITH THE INTERNATIONAL COMMUNITY

9. **INTERNATIONAL CO-OPERATION**

ANNEXES

CONCLUSIONS AND RECOMMENDATIONS*

For economic development and trade, Finland relies strongly on forest resources and some energy-intensive industries such as pulp and paper, metallurgy and the manufacture of metal products. Thus, despite its low population density, Finland has experienced relatively high pressures on its sensitive environment as regards both use of natural resources and pollution. During the 1980s, the Finnish economy grew faster than those of most OECD countries, but in 1991 it went into deep recession. After contracting by 11.5 per cent between 1990 and 1993, GDP was almost back at its 1990 level by 1996.

The late 1980s and the first half of the 1990s saw significant changes in the definition and implementation of Finland's environmental policies. The introduction of framework legislation and regulations, and the maturing of the regional and municipal environmental administrations, have extended and modernised environmental management in many areas, partly as a result of Finland's adhesion to the European Union. The fall in economic and industrial activity of the early 1990s brought relief in some pressures on the environment. As the economy returns to stronger growth, the major challenge for the remaining years of the decade is to integrate the concept and practice of sustainable development in all sectors of the economy. Domestic issues such as sound waste management, nature conservation and groundwater protection, as well as international issues such as acidification of inland waters, eutrophication of the Baltic Sea and control of greenhouse gas emissions, are on the environmental agenda of the mid-1990s.

This OECD report sets out the baseline for assessing future environmental progress, and examines Finland's environmental performance in three areas:

- implementation of environmental policies;
- integration of environmental concerns and economic decisions;
- international co-operation on environmental protection.

It also assesses the extent to which Finland's domestic objectives and international commitments are being met, based on environmental effectiveness and economic efficiency criteria. A number of recommendations are put forward that could contribute to further environmental progress in Finland.

1. Implementing Environmental Policies

Achievements and further progress

After the formal creation of the Ministry of the Environment in 1983, it was necessary to consolidate environmental administrations, and to create regional and municipal environmental institutions and expertise. This has largely been achieved in the ten years since the 1986/87 OECD review of Finnish environmental policies. The 13 Regional Environment Centres of the Ministry of the Environment are taking on increased environmental responsibilities and supporting environmental progress at local level. Municipalities are carrying out their new environmental responsibilities. The institutions for environmental management are thus well in place. Some institutional adjustments may be needed, for instance to balance nature conservation and forest resource management and to move towards integrated pollution prevention and control.

The legislative and regulatory framework for environmental management has been considerably extended and updated in the 1990s. This effort has undoubtedly contributed to the reduction in conventional pollution observed in Finland, and further benefits should be felt as the implementation of these new measures reaches completion. Finland implements environmental policies through a mix of instruments: mainly regulatory instruments, supplemented by a range of economic and social instruments, land use planning and voluntary agreements.

Regulatory instruments are principally applied case by case without the use of binding ambient standards or emission limits, with water management (via the Water Courts) separated from air and waste management (carried out by the environmental administration per se) and from nature management. Several EU directives have had or will have a considerable impact on Finnish environmental legislation. These include the directives on urban waste water, nitrates, habitats, environmental impact assessment (EIA) and integrated pollution prevention and control.

* Conclusions and Recommendations approved by the Group on Environmental Performance at its June 1997 meeting.

A number of economic instruments, including the world's first carbon tax, have been introduced in Finland to supplement regulatory instruments and to support the financing of environmental protection measures taken by public authorities. The main purpose of environmental taxes and charges is to promote changes in production and consumption patterns. At central government level, earmarking of revenues is used only exceptionally. The rates of taxes and charges are not always sufficient to promote changes in behaviour, however, and there is also room to introduce new instruments. At municipal level, most pollution abatement and control expenditure is financed by user fees.

Overall, pollution abatement and control expenditure amounts to 1.1 per cent of GDP, and this is financed in line with the polluter pays principle more than in most OECD countries. There is no evidence that this effort has affected the overall competitiveness of the private sector. On the contrary, Finnish industry sees environmental performance as an important element of its own competitive advantage. Significant increases in expenditure for water and waste related services are likely to be needed.

Nevertheless, the cost-effectiveness of environmental policies should be further strengthened. An integrated pollution prevention system is needed, and legislation to this end has been proposed. The implementation of environmental regulation is evolving from the traditional Finnish case-by-case approach to practices incorporating the body of EU regulation based on quality standards or emission limits. In line with the EU Common Agricultural Policy, large subsidies are provided for agricultural production, a small part of which is allocated to specific agri-environmental measures. Though environmental data availability is generally satisfactory, the coverage and timeliness of environmental information needed for policy formulation should be improved.

To promote greater environmental and economic effectiveness, it is recommended that consideration be given to the following proposals:

- consider ways and means to foster the development of more cost-effective integrated pollution prevention and control for industrial facilities;
- continue working towards greater use of economic instruments to promote more cost-effective environmental policies; consider possibilities for increasing the rates of certain charges in order to give appropriate price signals to consumers and also to finance environmental investments and services provided by public authorities in conformity with the polluter pays principle; consider new environmental taxes and charges without necessarily raising the overall tax burden;
- ensure that the coverage and timeliness of environmental data respond to the needs of policy formulation and implementation; further develop environmental performance indicators and environmental accounting.

Water management

Finland's abundant water resources are more than adequate to meet the needs of its population and industry. Water quality is good by conventional criteria in most rivers and lakes; however, the humus content is naturally high and there are risks posed by acidification and eutrophication. The quality of drinking water has substantially improved with increased use of groundwater and improved water treatment, and now generally meets health-based standards. Substantial progress has been made in reducing discharges from industry and municipalities. In industry, especially the pulp and paper industry, process changes and pollution control have led to large reductions in discharges of phosphorus, BOD, organochlorines and heavy metals. Municipal sewage collection and treatment has also improved, bringing reductions in related discharges of organic matter and phosphorus. These achievements largely result from case-by-case use of the permitting system to introduce best available technologies, and careful planning of investments with a view to meeting specified domestic and international targets (e.g. those of the Convention on the Protection of the Marine Environment of the Baltic Sea Area). Water management programmes now address a wider, more stringent set of pollution reduction targets.

Nevertheless, Finland faces a major challenge concerning reduction of nitrogen discharges, and thus has much work to do implementing the EU nitrate and urban waste water directives, as well as contributing to limiting the alarming levels of eutrophication of the Baltic Sea. Reaching targets for nitrogen removal involves a very large investment in waste water treatment, as well as improved control of nutrient loadings from agriculture, forestry and fish farming. The national targets for the reduction of toxic industrial discharges are also challenging. The case-by-case approach to licensing discharges should be complemented by a greater emphasis on setting quality objectives for

water and aquatic ecosystems. EU membership and the changing emphasis in Finland's water problems may be a reason to emphasise a river basin perspective and integrated pollution prevention and control.

It is recommended that consideration be given to the following proposals:

- continue to take more effective measures to reduce nitrogen and phosphorus discharges from agriculture and other sectors, and to invest in nitrogen removal for municipal waste water;
- continually monitor progress in meeting domestic and international objectives concerning nutrients, both overall and by sector;
- give further attention to the appropriate use and disposal of sewage sludge;
- monitor progress in reducing toxic industrial discharges in the context of a permitting system evolving towards integrated pollution prevention;
- consider wider use of economic instruments to improve the environmental and economic efficiency of water management policy and to help finance needed investments;
- place greater emphasis on receiving water and ecosystem conditions (in relation to relevant EU water directives) and a river basin perspective in water management, notably through river basin based Integrated Water Resource Management Plans;
- further increase the use of groundwater sources for drinking water supply, strengthen monitoring systems for groundwater quality and resources, and upgrade regional and local groundwater quality assessment and information systems.

Air management

Finland has made progress in reducing or containing emissions of conventional atmospheric pollutants, with an 81 per cent decline for SO_x and stabilisation for NO_x over 1980-95. This is largely a result of structural changes in the economy and in energy production, as well as abatement measures such as fuel quality standards, permitting, environmental taxes and voluntary agreements. The Ministry of the Environment's practice of setting up task forces on emission reduction plans related to Finland's international commitments has also proved effective. Finland has met all its commitments on conventional pollutants and ozone-depleting substances. Air quality has improved in terms of pollutants such as SO₂ and lead, and acid deposition has declined. The adoption of an Action Programme for Reducing the Adverse Effects of Transport on the Environment shows Finland's recognition of the importance of emissions from transport.

Finland's progress is less striking than it seems, however, since emissions per unit of GDP and per capita were very high in the mid-1980s, and the 1991-93 recession helped contain some emission growth. There is some uncertainty on the potential for reductions in the late 1990s and beyond 2000. CO₂ emissions grew by 1.3 per cent over 1990-95, though annual variations have ranged from -12 per cent to 12 per cent during this period; CO₂ emissions are not likely to reach their maximum in the 1990s. Finland's commitment to the Sofia Declaration of a 30 per cent NO_x reduction between 1980 and 1998 is proving to be a challenge, as is a 30 per cent VOC emission reduction target for 1999 compared with 1988. Increasing road traffic is fuelling growth in road transport's share of emissions of CO₂. Some relatively low energy prices, for instance for electricity, make it difficult to promote renewable energy resources and energy efficiency improvements. Though the Government has developed a broad range of energy efficiency policies and programmes, additional measures would be necessary to achieve the significant potential for energy savings that remains, and thereby limit emissions.

It is recommended that consideration be given to the following proposals:

- continue to improve cost-effectiveness in air management through the combined use of economic instruments, regulations and voluntary agreements and emphasis on integrated pollution prevention and control;
- ensure that environmental taxation of energy products is well defined and announced, as part of a clear framework for the integration of environmental concerns into energy policies, to help energy users and producers plan emission reduction measures more efficiently;
- further promote energy efficiency improvements and the use of renewable energy resources;
- develop and implement a strategy to contain the increase in road traffic and reduce its environmental effect; this strategy would include, as appropriate, land use and transport planning, and regulatory measures and pricing mechanisms designed to limit car use, especially in urban areas.

Waste management

Finland has also made progress in recent years in addressing its waste management problems. The 1993 Waste Act took account of the concepts of waste reduction and prevention, as well as the hierarchy of waste management options. Economic instruments have been introduced to support the stricter new regulations. The number of landfills has been reduced by two-thirds and the quality of waste management in landfills has improved significantly. Industrial waste management has also improved significantly in the last ten years, with recovery rates reaching an average of 61 per cent in 1994. Business awareness of the need to address waste management is growing, and more industries are undertaking waste prevention and recovery measures. Collection of hazardous waste has become more efficient and treatment capacity is by and large sufficient for the short to medium term. The 1996 national waste plan includes many ambitious targets for waste reduction and recovery over the next five to ten years. Efforts have been made to inventory contaminated sites and assess the environmental risks they pose.

The new policy and plan have to be implemented, however, and waste monitoring has to be carried out if progress and performance are to be evaluated. Without broad-ranging waste prevention measures, industrial waste generation is expected to increase in the next few years as industrial production expands following the end of the recession. The Ministry of the Environment needs to promote its cleaner production programme, ensuring active industry-wide promotion of the concept, as well as initiating producer responsibility programmes. Voluntary agreements aimed at waste minimisation should also be actively pursued. Meeting the recovery targets of the national waste plan will require substantial development of selective sorting, particularly at municipal level. Measures to address the issue of contaminated land are recent, and their effectiveness will need to be carefully monitored to ensure that they are sufficient; in particular, the contribution of revenue from the waste tax to the funding of clean-up measures for orphan sites will have to be assessed regularly.

It is recommended that consideration be given to the following proposals:

- further implement with determination the overall waste management policy, including the use of economic instruments, and consider moving towards integrated pollution prevention and control;
- step up efforts to establish reliable, timely, consistent and internationally comparable waste data at national, regional and local level to support the monitoring of policy implementation;
- vigorously implement a specific waste prevention programme;
- initiate producer responsibility programmes for selected waste streams;
- examine the economic and environmental effectiveness of waste management options, notably recycling and incineration with energy recovery;
- consider a medium- to long-term strategy to change production and consumption patterns in order to increase the efficiency of natural resource use and prevent waste generation;
- ensure the timely and comprehensive implementation of the remediation programme for contaminated sites, as well as its appropriate monitoring and continuous evaluation.

Nature conservation

Finland has recently accelerated its programmes for establishing protected areas. Additional resources have been allocated to complete these programmes over 12 years. There have been successes with individual species protection projects, such as that concerning the white-tailed sea eagle. Finland is party to all the global wildlife conventions and most regional ones. As part of the programme to acquire land for nature conservation, it has recently allocated funds to the protection of habitats important for threatened species. Good progress has been made on plants, and conservation programmes cover more than 50 plant species. A system of fines for illegal collecting, killing, hunting or removal of wild plants and animals is a unique way to protect species.

Nevertheless, the state of Finland's nature is still highly vulnerable. Pressures from forestry have been the main threats to biodiversity; changes in forestry practices are relatively recent and have yet to prove their effectiveness. The total amount of land under protection (8.1 per cent of total area, IUCN categories I to V) is below the IUCN guideline of 10 per cent and there is considerable variation of achievement between different ecosystems and different parts of the country. Conservation outside protected areas and the far north has been neglected. The conservation of shores, wetlands and old growth forests presents particular problems. There is not enough variety in the tools used to promote nature conservation. The 1923 Nature Conservation Act proved inadequate to protect species outside designated reserves. In addition, enforcement of species protection laws outside reserves is poor: neither local authorities nor the police have taken the lead in this area. A number of these issues are addressed by

the 1996 Nature Conservation Act and Forest Act, as well as the forthcoming national biodiversity strategy. An underlying institutional weakness affects Finland's nature conservation performance, as responsibility for conservation is shared among at least five government bodies, all of which also have duties that can conflict with conservation. The establishment of a green belt of protected areas in the Finnish-Russian border area should be further supported.

It is therefore recommended that consideration be given to the following proposals:

- give high priority to the implementation of the 1996 Nature Conservation Act, finalise and implement the government strategy on biological diversity, and monitor progress towards explicit nature conservation targets (e.g. on protected areas);
- reconsider institutional arrangements for nature conservation with a view to promoting more focused, independent and transparent arrangements for delivering public nature conservation services; review the relationship between conservation and commercial functions;
- seek to carry out nature conservation more cost-effectively through partnerships involving, for instance, state bodies offering grants to meet some conservation costs incurred by owners, voluntary bodies or conservation trusts of interested parties and individuals acquiring land for conservation, and Finnish-based industries and conservation bodies sponsoring individual species and providing joint project funding;
- in co-operation with other Baltic Sea states and the European Commission, intensify the implementation and development of the Salmon Action Plan to increase the protection of the wild Baltic salmon and reconsider the case for imposing a moratorium on salmon fishing.

2. Integrating Environmental Concerns and Economic Decisions

Integration of environmental concerns in economic policies

Promoting sustainable development has been a key goal for Finland since the late 1980s. Industry has been successful in decoupling discharges of suspended solids and BOD, as well as emissions of SO_x, from production. This was partly achieved through cleaner production processes (e.g. new pulp and paper mills and smelters). Many actions have been taken to adopt and implement sustainable development programmes in municipalities covering half the population of the country.

In the early 1990s, by contrast, the economic recession was not always accompanied by a commensurate fall in environmental pressures. Pressures from the energy sector, such as CO₂ emissions, actually rose. Agriculture and fish farming are recognised as sources of serious eutrophication. Concern about the sustainability of forestry practices has been expressed, notably with respect to biodiversity.

Today, green consumerism, eco-labelling and eco-certification concerns, and awareness of environmental considerations in public procurement, as well as government policy aiming at full cost pricing of goods and services, are encouraging developments for consumption patterns in Finland. However, road traffic intensity remains very high, well above the OECD average, as is the energy intensity of the country's economy; the latter is a consequence of a very energy-intensive production structure, low population density, a harsh climate, and some relatively low energy prices, such as those for electricity.

Finnish authorities are aware of the importance of integrating environmental considerations into various sectors to buttress the cost-effectiveness of their environmental efforts and are using institutional mechanisms to do so. Finland has introduced environmental considerations into sectoral plans for transport, forestry, agriculture, energy and industry. The 1994 Action Programme for Reducing the Adverse Effects of Transport on the Environment is a good example and includes specific environmental targets. Lower taxation of income and labour has been compensated in part by the new landfill tax, and restructured and increased energy taxation. The use of quantitative environmental objectives and targets is relatively limited in other sectoral plans, however.

The National Environmental Policy Programme 2005, prepared by the Ministry of the Environment in 1995, is Finland's first comprehensive environmental planning effort. Actions needed to achieve a sustainable society are examined by focusing on sectors with a particularly significant impact on the environment. This programme, although it lacks quantitative objectives and targets, should stimulate interministerial progress in integrating environmental concerns in sectoral policies and lead to clearer commitments, including sectoral targets

like those for transport. To promote active co-operation towards sustainable development across society, the Finnish National Commission on Sustainable Development, chaired by the Prime Minister, was created in 1993. Its mandate was renewed by the new Government in the spring of 1996. It is drawing up an action programme for sustainable development, which is expected to be completed in the autumn of 1997. In addition, local Agenda 21 work is under way in many municipalities.

Environmental impact assessment of projects, a major tool for external integration, was adopted only in 1994, after very long preparation. Sixty projects, including several roads and motorways, have been subject to an EIA procedure. The application of EIA to policies and plans required in the EIA Act has been studied and pilot projects have been conducted. Council of State guidelines are being drafted, as are guidelines for assessing the environmental impact of government bills.

It is therefore recommended that consideration be given to the following proposals:

- strengthen institutional mechanisms to encourage better integration of environmental concerns in sectoral policies, particularly those concerning agriculture, energy and regional development;
- set quantitative environmental objectives and deadlines for implementation in comprehensive plans;
- continue to integrate environmental concerns in fiscal policies;
- identify environmentally damaging subsidies and remove them, as far as is possible;
- widen the use of EIA at project level and develop EIA for strategic programmes and plans;
- pursue efforts to modify consumption and production patterns through consumer information, appropriate pricing and other means; strengthen and speed up the greening of government operations.

Integration of environmental concerns in the forestry sector

Sustainable development of wood resources is now secured in quantitative terms in Finland. The forested area, which was already very extensive, is increasing. Annual mean increments in standing timber have exceeded felling for several decades and the distribution of age classes is satisfactory for production purposes. Forest management techniques increasingly integrate environmental concerns. Intensification of silvicultural methods with a harmful impact have largely been discarded. Objectives relating to the integration of environmental concerns in the forestry sector, and especially to the maintenance of biological diversity in commercial forests, are taken into account in the Forest Act adopted in 1996. On the whole, pollution discharges into water and air from forestry related industries are well under control. Finland's international commitment to sustainable development of forest resources is considerable. This is reflected by the Helsinki process and by co-operation with neighbouring countries and regions. Although certain points of contention inevitably remain, the main social actors and the general public agree on the need to maintain the forestry sector to drive the Finnish economy while achieving effective environmental protection.

The forestry sector is changing: Finnish wood industries are concentrated in three major multinational groups; the state has experienced drastic budget restrictions; and private owners can no longer negotiate standing timber prices collectively. Instead, prices are negotiated regionally between the companies and representatives of forest owners. Care should be taken to ensure that this new balance does not jeopardise the priority given to environmental objectives. Funding or compensation programmes for environmental actions are largely financed by the state from its reduced budget. Suitable methods for taking biodiversity into account are not yet fully operational on a scientific or technical level. Suitable operational methods to effectively monitor objectives relating to biodiversity maintenance are being developed, despite theoretical difficulties and a lack of data on the components of diversity (key habitats, old forests, etc.). A broad based working group on forest certification approved in April 1997 a set of criteria for certification of forest management in Finland.

It is recommended that consideration be given to the following proposals:

- give high priority to the implementation of the 1996 Forest Act and the Act on the Financing of Sustainable Forestry, with their emphasis on integrating environmental concerns in forestry policies and practices;
- pursue and expand research on the operation of forest ecosystems so as to characterise their biological diversity in more detail, to develop operational methods for evaluating the effects of various forest management practices on biological diversity, to understand the ecosystems' natural dynamics better and to develop forest management techniques ensuring very long-term stability of forest populations while respecting these dynamics;
- assess more closely the role of forests and the forestry sector in the overall carbon balance and review the various uses of forest biomass (including energy production) accordingly;
- further develop and implement operational systems (e.g. criteria and indicators) to monitor the practical application of the principles of sustainable forest management;
- expand financing for environmental actions by involving other sources than the state budget, focusing in particular on the actors likely to benefit from the economic-environment “double dividend” expected from more sustainable management of wood resources worldwide;
- further develop certification schemes and standards for forest management and labelling of forest products in support of sustainable forest management;
- continue promoting internationally the sustainable development of all forest resources and pursuing related international co-operation.

3. International Co-operation

Finland has developed an elaborate network of co-operative regional activities to promote sustainable development and combat transboundary pollution. Co-operation with Russia, Estonia and other central and eastern European countries has progressed considerably in recent years. Finland and other OECD countries have provided technical know-how and financial contributions. Significant progress is being made in the Barents Sea region to prevent major environmental risks. Regional co-operation has also led to a significant decrease of acid deposition in Finland, which reduced its own SO_x emissions by 80 per cent, well ahead of its international commitments; further progress would require improved emission abatement from Russia and Estonia. Finland is phasing out use of ozone-depleting substances ahead of internationally agreed schedules. Before becoming a member of the European Union, Finland had introduced EU environmental legislation in its legal system, with only a few exceptions. In the preparation of Finnish positions on EU proposals, various ministries and stakeholders are consulted; this transparency has helped increase the social acceptability of EU common policy. Finland actively supports the development of international environmental law, particularly the preparation and adoption of new legally binding instruments. It gave the original impetus to some international agreements and is supporting new mechanisms to facilitate and verify the implementation of agreements. It provides strong support to NGOs, which contribute to its development policy, and it channels a sizable part of its official development assistance through NGOs. In the area of international trade, Finland would support restrictive trade measures where environmentally justified and arising from multilateral agreements, but is against unilateral action. It is aware that foreign public opinion concerning environmental protection in Finland can affect its exports. Finland actively promotes international co-operation to further sustainable development of forest resources.

The significant success of Finnish foreign policy in the area of the environment has not been sufficient to solve a number of issues. Eutrophication in the Baltic Sea, and in particular in the Gulf of Finland, has increased and bloom episodes are more frequent. Like other Baltic Sea states, Finland has agreed to reduce its nitrogen releases to marine waters by 50 per cent, but it did not take the measures needed to meet this objective by the 1995 deadline. NO_x deposition, which was supposed to have been decreased by 30 per cent from the 1980 level, will have fallen by only 15 per cent by 1998. Combating pollution from diffuse sources proved more difficult than expected. Concerning climate change, Finland has proposed ambitious targets in international negotiations but has had to revise its national objective of stabilising CO₂ emissions at the 1990 level, and accept that CO₂ emissions would continue to grow until 2000. Furthermore, it is still unclear whether CO₂ emissions will stop growing after 2000, since measures taken so far are not enough to reverse the trend. Finland's difficulties in reducing emissions of nitrates, NO_x and CO₂ while enhancing exports point to a need for much closer integration of environmental and other policies, in particular those for agriculture and energy. As an EU member, Finland has found it difficult to meet the deadlines in the habitat and urban waste water directives. Modifications of its legal set-up are slow, especially because Finland protects land owner property rights very strongly. In the area of development aid, Finland had to decrease its level of aid when it

met severe economic difficulties in the early 1990s, though it is now committed to bringing this level back to 0.4 per cent of GNP by 2000.

It is recommended that consideration be given to the following proposals:

- ratify environmental agreements already signed in areas such as maritime transport, prevention of industrial accidents and compensation for environmental damage (Annex III);
- continue to invest in waste water treatment to reduce nitrogen releases in the Baltic Sea and take more effective measures to reduce nitrogen releases from agriculture and fish farms, with a view to reaching the 50 per cent reduction target;
- strengthen nationally and internationally co-operative programmes with central and eastern European countries to facilitate the construction and use of facilities that would reduce transboundary air pollution and marine pollution in the Gulf of Finland;
- strongly support the creation of a green belt of protected natural areas along both sides of the Finnish-Russian border;
- set targets for greenhouse gas emissions beyond 2000 and develop corresponding strategies; adopt technical and fiscal measures ensuring that energy policies take better account of commitments concerning CO₂ emissions;
- restore the level of official development assistance, according to a set schedule, to the UN target of 0.7 per cent of GNP as soon as budgetary constraints permit.

