

***ADVICE ON THE NEW PROPOSAL OF A NATIONAL STRATEGY FOR
SUSTAINABLE DEVELOPMENT (ENDS 2005 – 2015) AND ITS PLAN OF
IMPLEMENTATION (January 2006)***

Following a political decision of June 2005, the proposal of a National Strategy for Sustainable Development (ENDS) was redrafted. CNADS was invited to participate in the preparatory work of the new ENDS and appointed a representative therefore. However, the draft version of the ENDS proposal was only available to CNADS on December 5th 2005 only, which made it impossible to submit a timely advice.

In the meanwhile, the team responsible for the drafting of the proposal and its plan of implementation (PIENDS) kept working and on December 23rd 2005 it sent CNADS an “official version” of the proposal of a National Strategy for Sustainable Development¹, which takes into account new inputs originated from the focal points established within the scope of the Project Team and which will be the subject matter of this report.

1. Following an assessment and reflection on the documents received (the ENDS, the respective summary table crisscrossing objectives and goals and the PIENDS), CNADS concluded that it is not essentially different from the previous version that had been reviewed in November 2004. However, there were two main reasons for the political decision of submitting a new version of the ENDS and PIENDS instead of keeping the process that had been initiated:
 - i) The need to adjust some substantive aspects associated with ENDS (objectives, strategic priorities and goals) to the policy measures already approved by the Government, or under analysis, and which have a direct relationship with the proposal;
 - ii) The interest in clearly including the ENDS and PIENDS, both conceptually and financially, in the list of priorities of the next National Reference Strategic Framework (QREN – 2007-2013) and its operational programs.

The analysis of the new ENDS proposal shows three main differences vis-à-vis the previous version:

- i) **A positive effort, which should be remarked, towards a better coordination between sustainable development issues and technological innovation, employment, competitiveness and the emergence of a new model of economic growth based on**

¹ The proposal maintains year 2005 as its starting date. Since the Government has still not approved the proposal and there has not been the necessary parliamentary debate, it should be updated to year 2006.

information-intensive sectors and activities, dematerialization of administrative processes and wealth creation. This effort is visible mainly in the redrafting of goals of the previous ENDS proposal and the establishment of new targets, which quantification sought to make them more consistent with the targets established by the Technological Plan and the National Action Plan toward Growth and Employment (Reform Plan);

- ii) **The inclusion of a seventh and new objective (“*A more efficient and modern Public Administration*”)**, the wording of which underlines the bodies and services structuralize, the professional skills of their agents and the investment in information and communication new technologies, namely in the field of justice, health and education. However, they neglect aspects associated with a “responsible governance”, particularly in terms of the transparency of procedures, access to administrative documents, public participation in decision-making processes, engagement of the civil society in all stages of the planning process at the central or local level, as well as public-private partnerships;
- iii) The deletion of the long relevant chapter of the previous ENDS proposal regarding its implementation model; the minimization of references to the institutional format of the body that will be responsible for its implementation and to the expected coordination, information, mobilization, assessment, monitoring and revision tasks.

2. Taking into account other experiences tested in some European Union Member States, a **participative methodology of follow-up of the ENDS implementation could be used, similar to the so-called “peer review” where foreign counterparts review documents written by their peers.** Also, the table presenting goals, priorities, strategic vectors and targets show the same deficiencies detected in the previous version, in terms of **education for sustainable development or urbanism.** In the latter case, despite the numerous references to objectives such as “the balanced upgrading of the territory” and “promotion of the territorial cohesion”, as well as greater attention to natural hazards, there is an evident lack of a wide and integrated view of land and maritime management.

On the other hand, there is a **significant improvement in the approach to subjects associated with the knowledge society.** It now includes strategic vectors and quantified goals concerning human resources, training policies and R&D policies; it is particularly worth mentioning the new commitment to reach triple the private investment in business R&D and double the public investment in R&D to achieve 1 per cent of the GDP.

The ENDS proposal is based on the increasingly consensual belief that the **upgrading and the efficient utilization of the human capital** are constraints to the country's development. By acknowledging this, however, it puts particular emphasis on aspects of the education policy associated with the acquisition of skills, competences, and technical and professional qualifications within the scope of the legitimate concern of successfully facing the competition challenge in an increasingly globalized world.

Also, it underestimates perhaps the biggest challenge to a successful sustainable development strategy: **education for citizenship**, mentioned *en passant* only once in the whole document; and yet, it is in fact an essential condition for a change in cultural paradigms and ethical values, without which "responsible governance" or public participation in wide institutional networks at the various decision levels are not possible.

3. Similarly to the previous ENDS Proposal, it is CNADS understanding that **it would be worth exploring some aspects** associated with public issues and policies that are vital for Portugal's sustainable future. Namely:
 - i) **Energy**, by coordinating the ENDS Proposal with the new National Energy Plan (PEN) that is underway and the national plan for climate change (PNAC), which is under review. All references to this theme (greenhouse emissions, renewable energy, use efficiency and conservation) are nothing but a copy of proposals put forward in PNAC 2004. No quantified targets were announced or scheduled in terms of objectives of energetic and carbon efficiency for the Portuguese economy, diversification of primary energy sources or reduction of the external dependency on fossil fuels;
 - ii) **Agriculture, forest and rural development**; new Plans are also underway to reflect the Common Agricultural Policy (CAP) reform and the introduction of agro-environmental measures, and which will include objectives and guidelines towards the promotion of "biologic agriculture" and a sustainable forest. Therefore, it is vital that the ENDS refers to this matter not aiming simply at promoting "biologic agriculture" but rather at integrating such important aspects as a rational agriculture, best agricultural practices, certification, membership drive and trading;
 - iii) **Tourism and fisheries**, despite the numerous references to the strategic importance of the oceans, should be addressed taking into account their environmental, social and economic impacts and their strategic value;
 - iv) **Regional and local development**, particularly considering the development of a second generation of Municipal Master Plans and the anticipated dissemination of Local Agenda 21 (AL21). Although it is recognized that the Autonomous Regions of

Madeira and the Azores have specific characteristics and require their own strategies of sustainable development, the ENDS is still exclusively focused on the Continent and it constrains a real effective national strategic reach;

- v) **Environment and human health**, mainly in terms of soil contamination with hazardous industrial waste, pollution of hydric resources and air pollutants emissions, and taking into account their coordination with the future Environment and Health Action Plan (PAAS);
 - vi) **The ecological tax reform**, which is one of the major omissions in the ENDS proposal, including in the interface with the wealth tax reform and its effects on land use and finite natural resources;
4. As far as the objective of “Portugal playing an active role in the Europe’s building up and in international cooperation”, including the cooperation policy with the Community of Portuguese Speaking Countries (CPLP), it is worth mentioning that the ENDS proposal just describes the goal of allocating 0.7% of the GDP to the Official Development Assistance (ODA)² however, this objective should include aspects ranging from the portuguese language and culture to scientific and technological cooperation.

In this context,

- CNADS reiterates the overall recommendations in the precedent advice of November 30th 2004;
- Having in mind to reach the indispensable political and public visibility of ENDS and ensuring the necessary citizen information and participation, CNADS suggests that the public discussion period is properly coordinated with the public discussion of the Land Use Policy National Program (PNPOT).
- CNADS recommends also that ENDS will be approved based on a wide consensus within the political and institutional system, i.e. as wide as possible in order to be able to ensure that *“the timeline of legitimacy and validity of the National Strategy for Sustainable Development is understood throughout successive legislative periods as indicated by the 2006-2015 duration period”*³
- CNADS believes that to be successful, it is crucial that ENDS is seen as a participatory process, based on the sharing of responsibilities between the Public Administration and the civil society, which assumes a strong commitment of economic and social stakeholders that is essential for the success of its implementation, in addition, the importance of the information and communication new technologies in this field should not be neglected.

² According to Chapter 33.13 of Agenda 21 (1992) and reiterated in the Johannesburg Plan of Implementation (2002).

³ CNADS advice on National Strategy for Sustainable Development of November 30th 2004

- CNADS considers that the goals and quantified targets in the PIENDS should be consistent with the point of view of the relevant civil society stakeholders in order to ensure their actual achievement and the adjustments originated from the monitoring process.