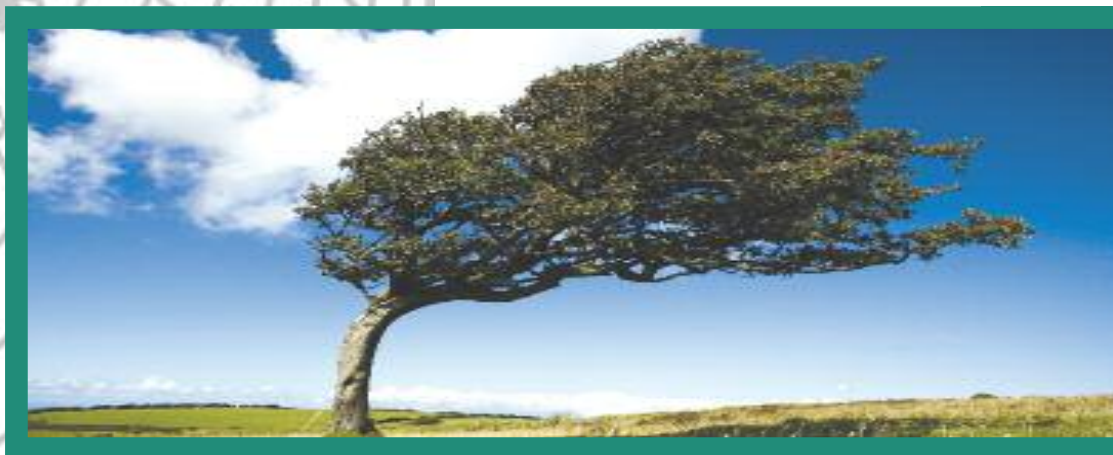




# PLANNING FOR CHANGE

*Guidelines for National Programmes  
on Sustainable Consumption and  
Production*

UNITED NATIONS ENVIRONMENT PROGRAMME



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*Guidelines for National Programmes on Sustainable  
Consumption and Production*



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## Executive summary

Unsustainable patterns of consumption and production is a primary cause of climate change and lead to other ecological and social challenges. These include: land degradation, air and water pollution and resource depletion. Hence, promoting sustainable consumption and production is one of the key responses to protect the environment and improve human well-being through sustainable development.

Many countries have instituted individual policies to promote sustainable consumption and sustainable production. However, these actions are often neither coherent nor driven by an integrated programme. Individual national initiatives – no matter how innovative – stand little chance of bringing about wholesale changes in consumption and production patterns. Therefore, the Marrakech Process on Sustainable Consumption and Production (SCP) is encouraging the development of integrated national programmes on SCP.

Today more than 30 countries from all over the world have developed or are developing national SCP programmes. These national level initiatives are diverse in nature. They constitute national frameworks, programmes, action plans and strategies. Often the programmes are incorporated in existing national strategies on sustainable development and poverty reduction. Africa, Europe and Latin America and the Caribbean also have regional programmes in place.

These Guidelines provide advice to governments and other stakeholders on how to plan, develop, implement and monitor a national SCP programme. The Guidelines are also useful to countries that already have a SCP programme but are keen to improve and sustain the process. This is a flexible approach to SCP programme development that can be adapted to local circumstances. The 10 steps are to:

1. Establish an advisory group
2. Conduct a scoping exercise
3. Set the institutional framework

4. Select the priority areas
5. Define objectives and set targets
6. Select policies and initiatives
7. Obtain official approval of the programme
8. Implement the programme
9. Document, monitor and evaluate
10. Sustain and improve.

There is also an important cross-cutting step to link the programme to existing strategies such as national development plans (e.g. poverty reduction strategy papers) and national sustainable development strategies. A country's policy framework can be quite complex. Therefore, identifying potential linkages early on in the process is important.

There is no single method by which national SCP programmes can or should be instituted. Nevertheless, there is a general agreement on the key principles that should be respected. Some of these include: obtain high-level national commitment and leadership; initiate a multi-stakeholder process; define objectives, actions, targets, indicators; base the programme on comprehensive and reliable analysis; build from existing national policies (e.g. integrated product policy and cleaner production policy); integrate with existing national strategies; and develop sector or issue based action plans (e.g. resource efficiency or sustainable government procurement).

The setting of objectives and targets is crucial to the success of the programme. It is also important to monitor progress on the goals incorporated in the programme. For this reason, the Guidelines include a special focus on the application of indicators to measure progress toward SCP.

These Guidelines contain nine case studies and several other examples of good practice, which illustrate how governments are implementing SCP programmes all over the world. An analysis of the case studies highlights some key lessons learned. Updated information on the existing national initiatives can be found on the UNEP Clearinghouse for SCP Programmes at <http://www.unep.fr/scp/nap/clearinghouse/>

## Résumé Exécutif

Les modes de consommations et de production non durables sont une des causes premières du changement climatique. Ils conduisent également à d'autres problèmes environnementaux et sociaux, tels que la dégradation des sols, la pollution de l'air et de l'eau et l'épuisement des ressources. L'adoption de modes de production et de consommation durables est une des réponses clés aux questions de protection de l'environnement et à l'amélioration du bien-être humain à travers un développement durable.

Beaucoup de pays ont mis en place des politiques individuelles pour promouvoir des modes de consommation et de production durables. Pourtant ces actions ne sont souvent ni cohérentes ni menées dans un programme intégré. Les initiatives nationales individuelles, peut importe qu'elles soient innovatrices, ont peu de chance d'apporter des changements à grande échelle dans les habitudes de consommation et de production. C'est pourquoi le Processus Mondial de Marrakech sur les modes de Consommation et la Production Durables (CPD) encourage le développement de programmes nationaux intégrés de CPD.

Les programmes nationaux de CPD devraient chercher à obtenir des résultats doublement gagnants au travers de dialogues avec plusieurs parties prenantes, à impliquer l'industrie et les consommateurs (partenaires clés pour un développement durable) et à promouvoir les politiques et les solutions qui se basent sur le marché.

Aujourd'hui plus de trente pays à travers le monde ont développé ou développent des programmes nationaux de CPD. Ces initiatives au niveau national sont de diverses natures. Il peut s'agir de structures nationales, des programmes, de plans d'action et de stratégies. Les programmes sont souvent incorporés aux stratégies nationales existantes. L'Afrique, l'Europe et L'Amérique latine et Les Caraïbes ont aussi des programmes nationaux en place.

Ces Recommandations donnent aux gouvernements et autres parties prenantes des conseils détaillés, étape par étape, sur les moyens de mettre en pratique, de contrôler et de perdurer un programme national de CPD. Ces étapes font partie d'un processus itératif d'amélioration continue, qui fait souvent partie des plans ou stratégies existants. Elles proposent une approche flexible pour le développement d'un programme de CPD car les circonstances locales doivent bien entendu être prises en compte et respectées. En pratique, certaines étapes ne seront pas nécessaires ou seront incluses dans d'autres étapes. Ces recommandations

sont aussi utiles aux pays qui ont déjà un programme de CPD mais qui aimeraient améliorer et poursuivre le processus.

Les 10 étapes sont les suivantes: mettre un place un comité consultatif ; définir l'étendue du programme; établir un cadre institutionnel ; sélectionner les domaines prioritaires ; définir et fixer les objectifs ; sélectionner les politiques et instruments ; obtenir une approbation officielle du programme ; mettre en place le programme ; documenter, contrôler, évaluer ; poursuivre et améliorer le programme. Il y a également une étape transversale importante qui consiste à recouper le programme avec les stratégies nationales existantes tels que les plans de développement nationaux (ex : les documents de stratégies sur la réduction de la pauvreté) et les stratégies nationales de développement durable. Cela aidera à savoir où le programme de la CPD devrait être inclus dans la structure politique nationale au début du processus.

Il n'existe pas d'approche ou de formule unique par laquelle les programmes nationaux de CPD peuvent ou devraient être établis. Néanmoins, il y a certains principes clés qui devraient être respectés, tels qu'obtenir un haut niveau national d'engagement et de leadership ; promouvoir un processus impliquant plusieurs parties prenantes ; définir des objectifs, actions, cibles, indicateurs ; baser le programme sur une analyse fiable et complète ; construire le programme à partir des politiques nationales existantes (ex : politique de produit intégrée et politique de production plus propre) ; s'intégrer aux politiques nationales existantes ; et développer des plans d'actions basés sur un secteur ou un problème (ex : efficacité de ressources ou approvisionnement durable d'un gouvernement).

La définition d'objectifs et de cibles est cruciale pour le succès du programme. Contrôler et évaluer les progrès en fonction de la finalité du programme est un autre point critique à prendre en compte. Elle permet de mettre en évidence la responsabilité des parties impliquées et de montrer les réalisations et l'utilité du programme. Pour ces raisons, les Recommandations insistent sur la mise en place d'indicateurs pour mesurer les progrès en faveur de la CPD.

Ces Recommandations comprennent neuf études de cas et plusieurs autres exemples de bonne pratique qui illustrent comment les gouvernements appliquent les programmes de CPD à travers le monde. Une analyse de ces études de cas met en évidence certaines leçons clés. Une mise à jour des informations sur les initiatives régionales et nationales existantes est disponible pour les programmes de CPD dans la base de données du PNUE (<http://www.unep.fr/scp/nap/clearinghouse/>).

## Resumen ejecutivo

Los patrones insostenibles de consumo y producción son la principal causa del cambio climático, e implican asimismo, nuevos desafíos en términos ecológicos y sociales. Esto incluye la desertificación, contaminación del agua y del aire, y la devastación de los recursos naturales. El enfoque del consumo y producción sostenibles (CPS) es una de las respuestas clave para proteger el medio ambiente y mejorar la calidad de vida a través del desarrollo sostenible.

Varios países cuentan con políticas para promover el consumo y la producción. Sin embargo, a veces estas acciones no están integradas en un programa o carecen de la coherencia necesaria. Las acciones individuales –sin importar cuán innovadoras sean– presentan limitadas oportunidades de extender el cambio en los patrones de consumo y producción más allá de su ámbito inmediato de aplicación. Por ello, el Proceso Global de Marrakech en CPS promueve el desarrollo y adaptación de las políticas de manera integrada a través de la generación de programas nacionales.

Los Programas Nacionales en CPS buscan generar situaciones óptimas (gana-gana) a través de la promoción del diálogo entre diversos actores, la participación de productores y consumidores (actores clave para el desarrollo) y alentar la promoción de la innovación en las empresas y en la sociedad en general a través de instrumentos de política y soluciones de mercado.

Actualmente más de 30 países en el mundo ya cuentan con una política o programa nacional en CSP o los están desarrollando. Estas iniciativas son diversas en su naturaleza; constituyen marcos nacionales, programas, planes de acción y estrategias. África, Europa y América Latina y el Caribe cuentan también con programas regionales en funcionamiento.

Estas Guías ofrecen lineamientos detallados -paso a paso- para los gobiernos y otros actores interesadas sobre cómo desarrollar, implementar, monitorear y mantener programas nacionales en CPS. Los pasos o etapas propuestas en las Guías, forman parte de un proceso interactivo de mejora continua vinculado generalmente a estrategias y planes existentes. Asimismo, representa un enfoque flexible para el desarrollo de programas de CPS que deberá adaptarse a las circunstancias locales y definir finalmente qué forma tomará el proceso. En la práctica tal vez, algunos de los pasos propuestos no serán necesarios o pueden ser combinados entre sí. Las guías pueden resultar útiles también para aquellos países que ya cuenten con un programa de CPS pero buscan fortalecer y mejorar el proceso.

Estos diez pasos que propone la Guía son: establecer un grupo o consejo asesor; realizar un diagnóstico y análisis de oportunidades; definir el marco institucional; identificar áreas prioritarias; definir objetivos y metas; seleccionar políticas e instrumentos; obtener aprobación oficial del programa; ejecutar el programa; documentar, monitorear y evaluar; mantener y mejorar el programa. Asimismo, uno de los diez pasos, es “transversal”, el cual sugiere vincular del programa de CPS con otras estrategias nacionales existentes tales como planes nacionales de desarrollo (por ejemplo, reducción de la pobreza) y estrategias nacionales de desarrollo sustentable. Esto ayudará a identificar más oportunidad y fortalecer el programa en CPS en el marco institucional desde el inicio del proceso.

No existe un enfoque único ni una fórmula única sobre cómo debe o debería ser instituido un programa en CPS. Sin embargo, existen principios clave que deberían ser considerados en todos los casos. Algunos de ellos incluyen obtener el compromiso y liderazgo de las máximas autoridades; iniciar un proceso de consulta abierto y participativo; definir objetivos, acciones, metas, e indicadores; basar el programa en un análisis comprensivo y confiable. Así como complementar el programa de CPS con otras iniciativas y/o políticas nacionales existentes (e.g. política integrada de producto y política de producción más limpia); integrarlo con estrategias nacionales existentes; y desarrollar planes de acción sectoriales o temáticos (e.g. eficiencia de recursos o compras públicas sustentables).

La definición clara y concisa de objetivos y metas es crucial para el éxito del programa. El monitoreo y evaluación del progreso en el cumplimiento de las metas establecidas es otro aspecto crítico del programa. Esto provee información importante para todos los actores involucrados y demuestra los resultados alcanzados y el valor del programa en sí mismo. Por esta razón, las Guías hacen un énfasis específico en la aplicación de indicadores para medir el progreso en la adopción CPS.

Las Guías contienen nueve estudios caso y otros ejemplos de buenas prácticas, los cuales ilustran la forma en que varios gobiernos alrededor del mundo están implementando programas de CPS. Un análisis de los estudios de caso ofrece algunas lecciones importantes. Mayor información actualizada sobre las iniciativas nacionales y regionales sobre programas en CPS se podrá encontrar en la base de datos del PNUMA (<http://www.unep.fr/scp/nap/clearinghouse/>).

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## Foreword

It is becoming increasingly clear that the world cannot achieve sustainable economic growth with old fashioned consumption and production patterns. Decoupling environmental impact from economic growth is an essential prerequisite for sustainable development. Innovation on the supply and demand sides of the market is needed at once. Companies have to accelerate the trends of polluting less and of designing, producing and marketing better products and services. Consumers have to get used to the fact that environmental considerations are as important in their daily choices as considerations of price, convenience and quality. Governments and civil society have a key role to play in inspiring such a process.

One of the most challenging questions of the World Summit on Sustainable Development, held in Johannesburg in 2002, was how to initiate a worldwide process where governments could facilitate and ensure that significant progress was made in achieving sustainable consumption and production (SCP). The response was to initiate a process which would lead to a ten-year framework of national and regional initiatives, later called the "Marrakech Process".

The process, with UNEP as one of the main leaders within the UN system, has revealed an enormous interest in the issue. Not only developed countries, which were called upon to take the lead, but also many developing countries have gathered and have worked together over the last few years to contribute to a meaningful set of activities on the international level.

We will not arrive at sustainable patterns of consumption and production by just talking among ourselves. Taking action on the national level is also paramount. Indeed, it has been quite heartening for me to see that in the survey used to gather information for these guidelines so many countries are already implementing coherent programmes of action. It is true that some questions still need to be answered. And so many countries are still in need of guidance on how to follow the good examples of

others. That is why UNEP has responded to the call to draft non-prescriptive guidelines for national programmes on SCP. The guidelines have not been written in isolation, but rather represent the common output of many practitioners, in many countries. Indeed, more than thirty countries have developed or are developing a national programme on SCP. In a dynamic and interactive way, many of these countries have been involved in preparing these guidelines.



I believe it can be said that this work has shown once and for all that governments and other stakeholders have rejected the prejudice that "SCP is complex and vague". The fact is that countless organisations have started to work on achieving more sustainable consumption and production patterns, even though some goals remain undefined.

The guidelines show how national governments can plan, develop, implement and monitor a national programme on SCP. I consider it a flexible approach, respecting the diversity of different countries. Obtaining high-level national commitment and leadership is of crucial importance everywhere. Objectives, targets and indicators should also be defined, preferably integrated with existing national strategies on sustainable development.

It is my conviction that the guidelines will be a major source of inspiration for many government and civil society personnel who have always realised that action was needed; but were not exactly sure what steps to take. I trust that these guidelines will help them, and help us, in planning for change.

A handwritten signature in black ink that reads "Achim Steiner". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

**Achim Steiner**  
Executive Director  
United Nations Environment Programme

# Introduction

1

Purpose and structure

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# Introduction

## Purpose and structure

National programmes on Sustainable Consumption and Production (SCP) can contribute to achieving progress towards sustainable development and help to mitigate climate change. During the regional consultations on SCP under the Marrakech Process the development of national programmes on SCP was identified as a key priority. The request to develop flexible guidelines for national governments was a concrete recommendation at the 3rd International Meeting on the *10-Year Framework of Programmes on SCP*, held in Costa Rica (September 2005). UNEP, with the support of the UK Government, has followed up this key recommendation of the Marrakech Process, and is pleased to present these Guidelines for National Programmes on SCP. The implementation of the project has been monitored by an international advisory committee made up of experts from several world regions. The experts are from civil society, national governments and international organisations.

The Guidelines highlights how a national programme on SCP can be developed in several different ways, including being integrated in existing national development plans or national sustainable

development strategies. The Guidelines are informed by earlier work to develop national action plans on SCP in Asia<sup>1</sup> and work carried out by the OECD and UNDESA<sup>2</sup> to develop national sustainable development strategies. Experts from the project's advisory group have also provided significant inputs. The draft Guidelines are being tested in several demonstration projects throughout 2007-08. National case studies of existing programmes and some preliminary results of demonstration projects in Indonesia, Mauritius, Senegal, Tanzania and elsewhere are included to illustrate the guidelines. Likewise, an introduction to indicators to monitor progress toward SCP is a core element of the Guidelines.

These Guidelines provide practical and easy to follow steps for the development, implementation and monitoring of national SCP programmes. They also consider the key building blocks involved in programme development such as the political, technical, participatory and resource mobilisation dimensions.

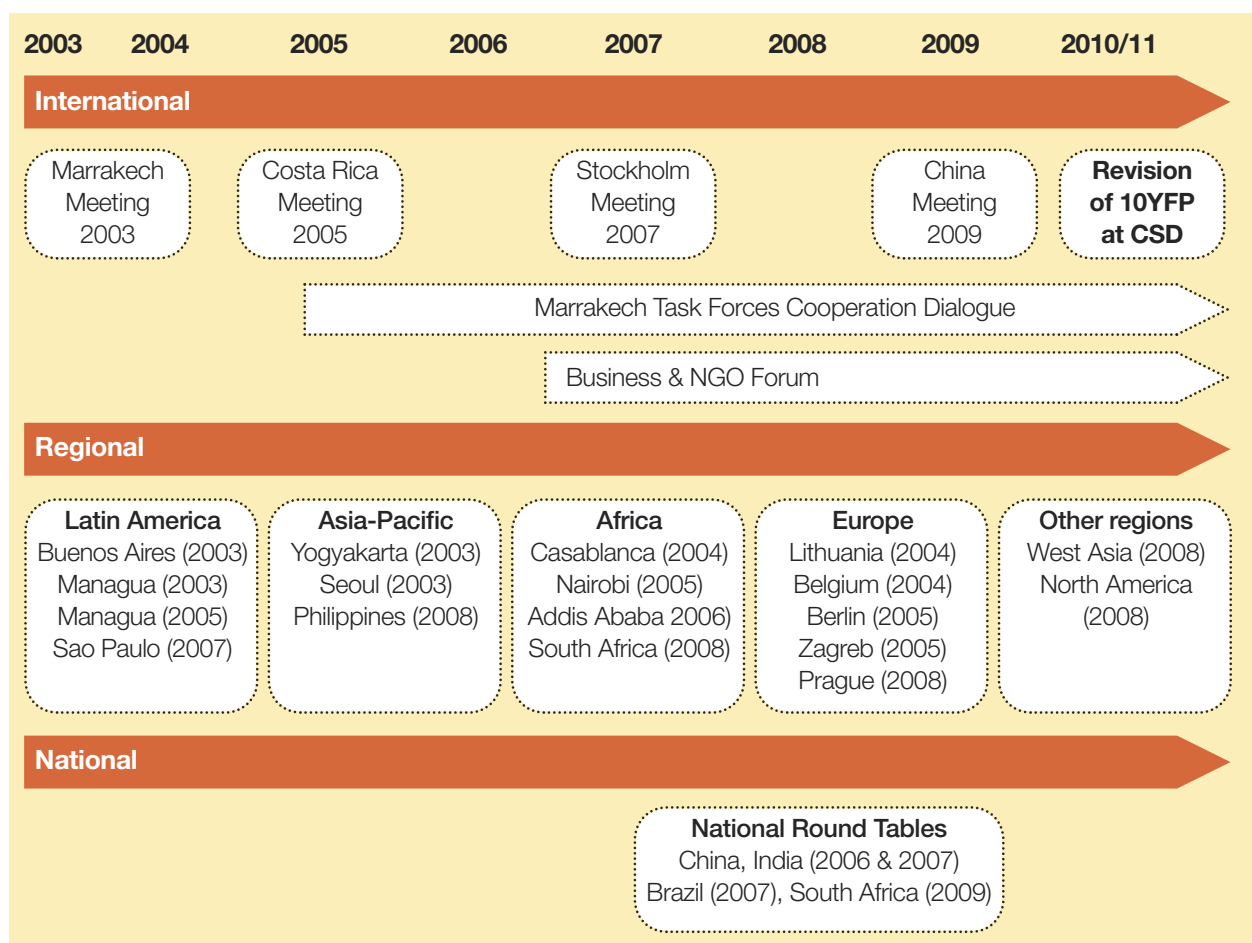
The experiences of several developed and developing countries that have already instituted national SCP programmes were instrumental in the preparation of the Guidelines. Through an iterative process many more countries were engaged in the process. The Guidelines take inspiration from the

### What is the Marrakech Process on SCP?

It is a global platform that brings together all stakeholders to work jointly in the promotion and implementation of SCP patterns. The Marrakech Process is elaborating a "Global Framework for Action on SCP"; the so-called 10-Year Framework of Programmes on SCP which will be reviewed by the Commission on Sustainable Development in (CSD) in 2010-11. The Marrakech Process is named after the city where the First International Expert Meeting on the 10YFP took place in 2003.

UNEP and UNDESA are the leading agencies of this global process, with an active participation of national governments, development agencies, private sector, civil society and other stakeholders. Knowing that SCP has a different meanings and present different challenges in each region of the world, the Marrakech Process has taken a participative and bottom-up approach. For more information on the Marrakech Process see: <http://www.unep.fr/scp/marrakech/>

**Figure 1: Marrakech Process Consultations and Meetings**



issues raised in the several national, regional and international meetings of the Marrakech Process to develop a *10-Year Framework of Programmes on SCP* (10YFP).

The Guidelines are targeted to national governments in both developed and developing countries. However, they will also be made available to a broader range of SCP experts and practitioners worldwide.

**Chapter 2** consists of a succinct introduction to sustainable consumption and production, highlighting the critical importance for all governments to implement comprehensive SCP programmes. The chapter also provides some information on the status of national SCP programmes worldwide.

**Chapter 3** articulates key principles and common elements of national SCP programmes. It points to a

need to understand and encourage linkages between the array of existing national level policy mechanisms and offers guidance on managing the critical processes involved in developing a SCP programme.

**Chapter 4** describes the actual steps for developing, implementing and monitoring the programme. Examples of current good practice in a range of countries are provided throughout the chapter.

**Chapter 5** provides some basic principles for developing indicators to measure progress toward SCP and an overview of some of the existing sets of SCP indicators.

**Chapter 6** presents nine case studies on national SCP programmes and discusses some key lessons learned.



# Rationale for the Guidelines

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# Rationale for the Guidelines

## Consuming the planet

### Introduction

In 2006, the world spent more than US\$24 trillion on goods and services at the household level. This is up from \$US4.8 trillion in 1960.<sup>3</sup> Increases in productivity and population in the 20th century have driven much of the consumption boom. The cause and effect is also connected to the advancing prosperity in many parts of the globe. More and more natural resources are needed to fuel this new demand. Some non-renewable resources are at risk of complete exhaustion, while many renewable resources such as water, soil and forests are under extreme stress.

*“The 12 percent of the world living in North America and Western Europe account for 60 percent of global private consumption spending, while the one third living in South Asia and sub-Saharan Africa account for only 3.2 percent.”*

(The Worldwatch Institute, 2004)

Promoting and adopting sustainable consumption and production patterns is a global concern. Today more than ever, in a context of climate change, it has become clear that our global community urgently needs to adopt more sustainable lifestyles to both reduce the use of natural resources and CO2 emissions. This is crucial in order to decouple economic growth from environmental degradation; as well as to create the “space” for the poor to meet their basic needs. The Johannesburg Plan of Implementation (JPol) calls for the development of a 10-Year framework of programmes (10YFP) to accelerate the shift towards sustainable consumption and production (SCP), thus promoting social and economic development within the carrying capacity of ecosystems by de-linking economic growth from environmental degradation.

*“By 2050 we will need more than two planets due to unsustainable patterns of consumption and production.”*

Addis Ababa Meeting of the Marrakech Process, June 2006

The impacts of our consumption and production processes are considerable and varied. For instance, major environmental concerns such as climate change can be traced to the demands put on nature by contemporary consumer society.<sup>4</sup> The latest Vital Signs 2007-2008 report by the Worldwatch Institute comes to that very same conclusion in stating “unsustainable consumption patterns were responsible for climate change linked to carbon emissions and other ecological woes.” Consumption and production patterns in developed countries influence labour rights, animal rights, poverty and well-being in developing countries. Too much consumption also affects health. Obesity and tobacco-related illnesses cost national health systems billions of dollars every year. While these problems are disturbing, they pale beside those of the 2.8 billion people around the world who do not have adequate access to food, water and shelter. Consumption provides one of the most potent examples of the inequalities that exist today.

### Environmental, social and economic costs

The environmental, social and economic costs derived from consumption and production patterns are significant and mounting.

*“Increasingly, we are witnessing natural disasters that are closely associated with weather variability and climatic changes, soil erosion and land degradation, mismanagement of the aquatic ecosystem, pollution from hazardous chemicals and wastes, loss of biodiversity and biological resources.”*

President of Ethiopia, Mr. Girma Wolde Ghiorgis, Addis Ababa Meeting, 2006

### Environmental costs

There are several interconnected problems including water scarcity, land degradation, deforestation, loss



**Figure 2: Consumer spending and population, by region, 2000**

Region	Share of World Private Consumption Expenditures (percent)	Share of World Population (percent)
United States and Canada	31.5	5.2
Western Europe	28.7	6.4
East Asia and Pacific	21.4	32.9
Latin America and the Caribbean	6.7	8.5
Eastern Europe and Central Asia	3.3	7.9
South Asia	2.0	22.4
Australia and New Zealand	1.5	0.4
Middle East and North Africa	1.4	4.1
Sub-Saharan Africa	1.2	10.9

Source: Worldwatch Institute (2004). State of the World 2004. Washington DC: Norton.

of biodiversity and pollution.<sup>5</sup> However, it is climate change that is presently attracting the most media attention. Without reorienting current consumption and production patterns there can be no genuine mitigation of climate change. Policies and initiatives aimed at reducing greenhouse gas emissions such as providing energy efficiency systems, adequate low energy public transportation systems are also related activities of SCP.

The environmental effects of current production and consumption patterns are neither localised nor fairly distributed. For example, while deforestation is concentrated in developing countries, much of it has taken place to meet developed countries' demand for wood and paper. Similarly, it is predicted that climate change, which is largely a result of intensive fossil fuel use in OECD countries, will most adversely affect countries such as Bangladesh and Pacific island nations.<sup>6</sup>

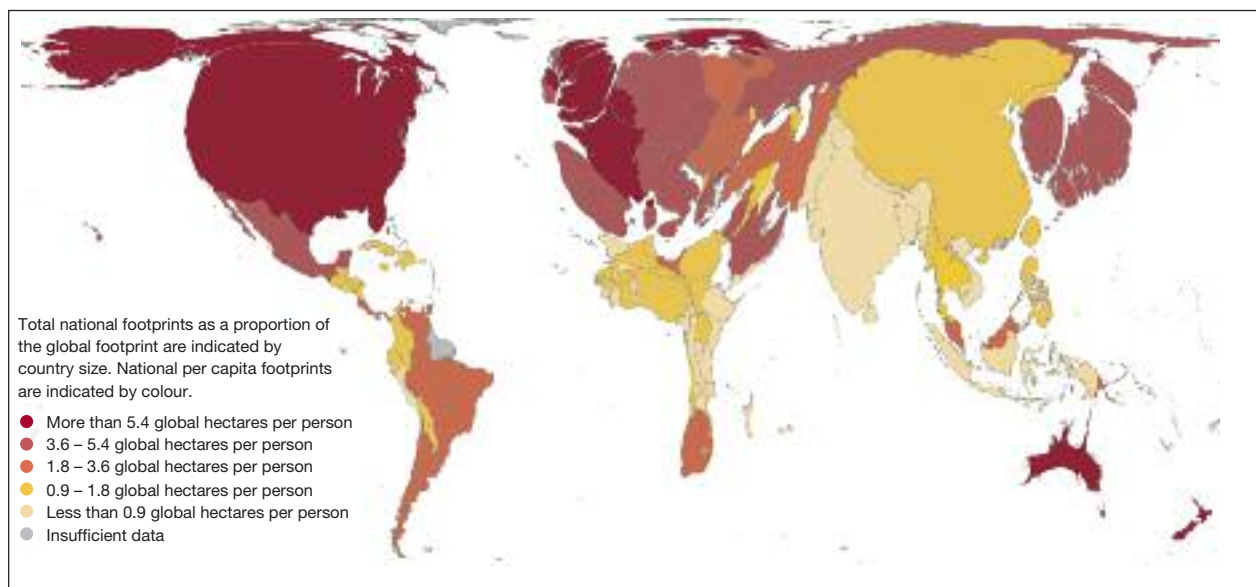
The Ecological Footprint is a popular method for measuring the pressure on the biosphere arising

from human consumption of natural resources. Since the late 1980s, we have been in "overshoot" – the Ecological Footprint has exceeded the Earth's biocapacity – as of 2003 by about 25%. According to the WWF, "effectively, the Earth's regenerative capacity can no longer keep up with demand – people are turning resources into waste faster than nature can turn waste back into resources. Humanity is no longer living off nature's interest, but drawing down its capital. This growing pressure on ecosystems is causing habitat destruction or degradation and permanent loss of productivity, threatening both biodiversity and human well-being."<sup>7</sup>

### **Social costs**

Consumption and production patterns do not only impact upon the environment but are also directly related to labour rights, animal rights, poverty, and economic and social inequality.<sup>8</sup> Poverty is inextricably linked to under-consumption, and in turn to economic, social and environmental stresses. Governments that lack economic capacity are less capable of protecting ecological systems and

**Figure 3: Footprints across the world, 2003**



Source: WWF (2007), Living Planet Report: 2006

providing for their citizens in a sustainable way. People who go without basic necessities will make short-term economic decisions that could lead to long-term ecological and other problems. An often quoted example is the destruction of forests by poor farmers across the developing world. This occurs in pursuit of timber for heating and cleared land for farming.

*“Environmental problems go together with social and economic problems, such as new health problems (e.g. obesity, respiratory diseases).”*

Ostend Meeting, Belgium 2004

Health is another concern related to our current consumption and production patterns. Today the World Health Organisation estimates that over 1 billion adults are overweight, with at least 300M of them clinically obese. Overweight and obesity lead to adverse metabolic effects on blood pressure, cholesterol, triglycerides and insulin resistance. These effects in turn increase the likelihood of cardiovascular disease, diabetes and cancer. Developed countries such as Germany, the UK and the US are the worst affected with more than 50 percent of their populations overweight. However obesity rates in the developing world are rising as new wealth brings a more unhealthy animal-based diet. Five percent of China’s population is obese,

although estimates are as high as 20 percent in the major centres. In Thailand, the prevalence of obesity in 5 to 12 year olds rose from 12.2% to 15.6% in just two years.<sup>9</sup>

### **Economic costs**

The costs from environmental and social pressures from unsustainable consumption and production patterns can be of concern to developed countries, and debilitating to developing countries. China, Vietnam, and the Philippines have spent billions of dollars in recent years on afforestation programs. Participants at the Marrakech Process meeting in Seoul pointed out “some countries are trying to improve air quality in their major cities” and others are trying to better manage open sea fishing. But these measures pale beside the likely environmental challenges of the future. On the health front, obesity accounts for an average 2-6% of total health care costs in many countries. There are also several other related economic costs. For example, the UK Government estimates that resource inefficiency costs the manufacturing sector about 7 percent of its profit per annum. Sustainable production techniques can make industry more profitable.

The costs of inaction related to current consumption and production patterns are high. The full range of costs associated with consumption and production

patterns have yet to be determined. However, as an example, according to the Stern Report, climate change could cost anywhere between 5 to 20% of global GDP.<sup>10</sup> UNEP's Executive Director Achim Steiner has pointed out that tackling climate change will cost just 0.1 percent of annual GDP, perhaps less. "Climate change will touch every corner and every community on this planet but equally, overcoming climate change can touch on every facet of the global economy in a wealth of positive ways. Measures to reduce emissions can, in the main, be achieved at starkly low costs especially when compared with the costs of inaction. Indeed some, such as reducing emissions by 30% from buildings by 2020, actually contribute positively to GDP. It is now up to governments to introduce the mechanisms and incentives to unleash the ingenuity and creativity of the financial and technological markets in order to realize these economic, social and environmental gains."<sup>11</sup>

## World consumer class on the rise

People living in developed countries have been traditionally marked out as the world's largest consumers of natural resources: with their production and consumption patterns having major environmental, social and economic impacts around the world. The 20% of the world's population living in OECD countries earn 85% of the world's annual income; consume 75% of global energy; and over 80% of other resources annually. They also generate 75% of annual global pollution.<sup>12</sup>

Even though a lion's share of total consumer spending still occurs in the wealthier regions of the world, the number of consumers in developing countries is rising rapidly. Indeed, recent evidence points to the existence of a world consumer class, comprising some 1.73 billion people in 2002.<sup>13</sup> Almost half of the world's consumers now live in the developing world (see Figure 4 on page 18).

These people have annual incomes over \$7000 (international dollars) of purchasing power parity (an

income measure adjusted for the buying power in local currency), which is roughly the level of the official poverty line in Western Europe. Levels of wealth and actual consumption vary widely between members. These consumers are typically buyers of televisions and other common household goods. However, as a sign of rising affluence, the share of income spent on such basics as groceries and home appliances has been falling in many parts of the developing world, as people spend more on everyday luxuries such as takeaway meals, the cinema and mobile phones. Even the traditionally high savings rates of countries like India have been giving way to increased consumer spending as the lure of material accumulation takes hold. Of course, it is important to note that this increased wealth has brought with it many social and economic benefits.

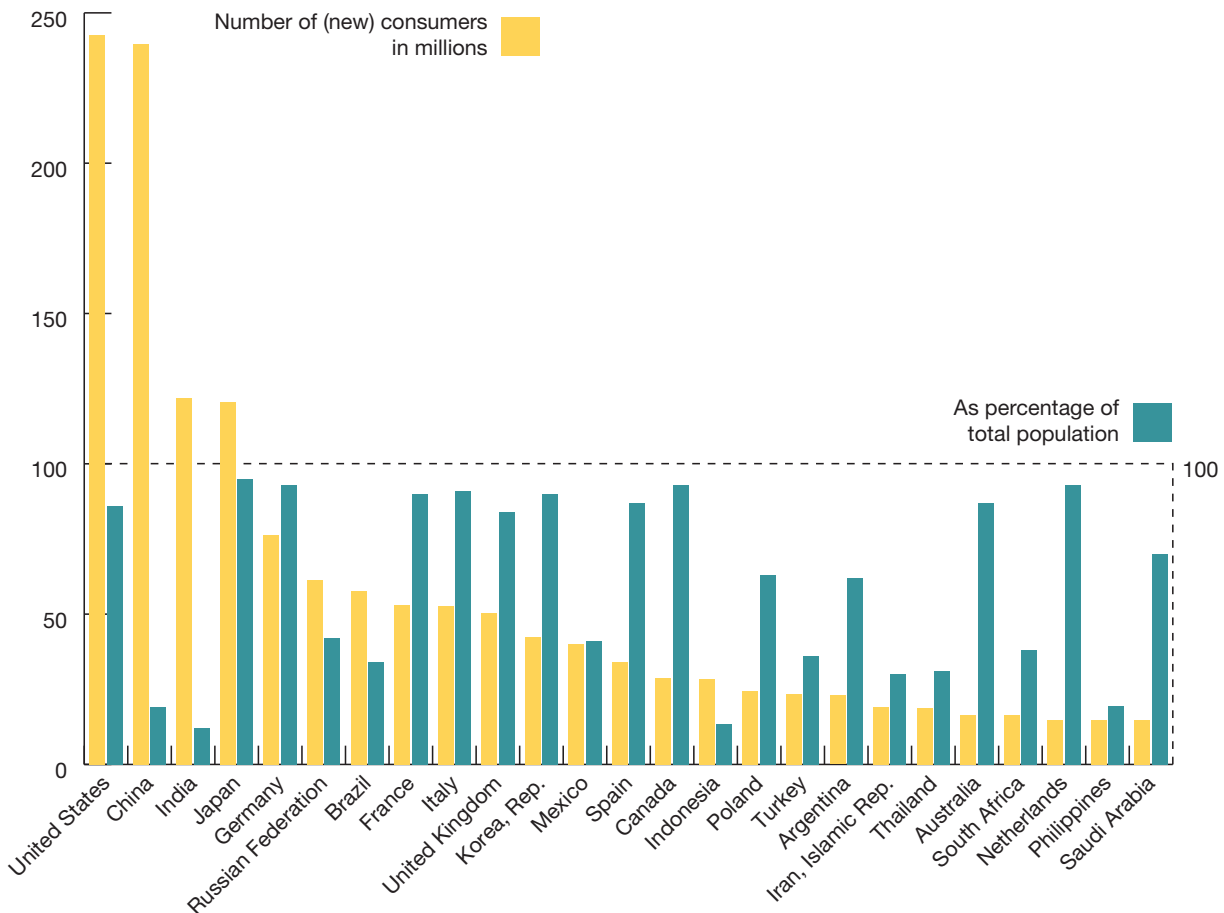
In 2002, China's consumer class (240M) was only narrowly smaller than that of America's (243M). China and India's huge consumer sets alone account for about 20% of the entire world's consumers. Brazil (59M), Indonesia (28M) and South Africa (16M) are also home to significant numbers of new consumers. While consumer class numbers are already large, consider the potential for growth. For instance, China and India's large consumer sets constitute only 19 and 12% of national population respectively (see Figure 4 on page 18). The major emerging economies' capacity to consume is enormous. As the Background Paper to the Yogyakarta meeting (2003) pointed out "If car ownership in China, India and Indonesia reached the world average, 200M vehicles would be added to the global fleet – twice the number of cars in the United States today."<sup>14</sup>

*"India's population has crossed one billion and it has a young population which is soon going to join an already burgeoning consuming class."*  
Mr. Siddharth Behura, MoEF, India at Mumbai Meeting (2006)

## Poverty and SCP

The importance of meeting the UN Millennium Development Goals (MDGs) cannot be understated.

**Figure 4: Consumers in total figures and as share of population in 25 countries (2002)**



Source: Bentley, 2003

For instance, halving extreme poverty and halting the spread of HIV/AIDS by 2015 is a massive challenge. Despite some progress, it is clear that the MDGs remain a huge challenge. Today nearly half the world's people live on less than two dollars a day. Nearly a billion people entered the 21st century unable to read a book or sign their names.<sup>15</sup> By 2050, under normal conditions world population will rise to around 9 billion.<sup>16</sup> This will add further pressure to the world's social, ecological and economic systems unless sustainable development takes root now.

*Poverty reduction was a central theme of many of the Marrakech Process meetings including in Marrakech (2003), Costa Rica (2005) and Addis Ababa (2006)*

In the developing world there is a growing disparity between population growth and carrying capacity that is fuelled by the dominance of the subsistence

form of agriculture and growing dependency on the available natural resources. The Marrakech Process on SCP highlights how certain actions can help to alleviate poverty. As we will see in the next section, one of the main goals of SCP is to provide access to basic goods and services for everyone including health, education, sanitation and housing.

Activities that can help people escape poverty include manufacturing and consumption of local produce, organic farming, alternative forms of power generation including solar energy and waste recycling.<sup>17</sup> For example, organic agriculture can help raise the productivity of low-input agricultural systems. It provides new market opportunities, offers the prospect to discover, through the blending of traditional knowledge and modern science, new and innovative production technologies in rural areas, and it can contribute to environmentally sustainable social and economic development in rural areas.<sup>18</sup>

## What is Sustainable Consumption and Production?

### Sustainable consumption and production defined

Sustainable consumption and production (SCP) is a holistic perspective on how society and economy can be better aligned with the goals of sustainability. SCP can be defined as:

*“the production and use of goods and services that respond to basic needs and bring a better quality of life, while minimising the use of natural resources, toxic materials and emissions of waste and pollutants over the life cycle, so as not to jeopardise the needs of future generations.”*

Norwegian Ministry of Environment, Oslo Symposium, 1994

The SCP approach is a practical implementation strategy to achieve sustainable development, which addresses economy, society and environment. SCP is also about technological and social innovation. Cross-cutting in character, SCP needs an active involvement of all stakeholders and a wide range of locally-adapted policy responses. Some key SCP policy challenges currently include achieving decoupling of economic growth from environmental degradation, meeting basic needs, and preventing the rebound effect, where growing consumption outstrips technology improvements and efficiency gains. A key element of the SCP approach is the use of a range of public policies, private sector actions and investments which influence both the supply of and demand for goods and services, thus reducing the negative impacts of both their production and consumption in an integrated manner.

### Making sustainable development real

SCP is an overarching objective of and essential requirement for sustainable development. Indeed the Johannesburg Plan of Implementation (JPol) from the World Summit on Sustainable Development (WSSD) highlighted the importance of changing unsustainable consumption and production patterns alongside other

issues like poverty eradication, protecting and managing natural resources, globalisation and health. At the Mumbai meeting of the Marrakech Process, Mr. Siddharth Behura stated that “sustainable consumption and production are the two legs on which sustainable development stands.”

*Fundamental changes in the way societies produce and consume are indispensable for achieving global sustainable development.*

JPol, WSSD, 2002

### Sustainable production

There is still an ongoing need to promote sustainable production. This includes the application of technological innovation in the design and improvement of products and/or production processes such as the promotion of industrial ecology and the lifecycle approach.

Sustainable production practices need to be mainstreamed in all sectors including in the increasingly important service sector. Cleaner production, pollution prevention, eco-efficiency and green productivity are all preventative environmental approaches. Throughout this report a conscious effort has been made to use the term *cleaner production* to refer to all such activities.

In developed countries, production process innovations have reduced industrial energy use, emissions of specific pollutants such as sulphur oxides and heavy metals and saved business money. However, the environmental and economic gains realised through these improvements are offset by trends on the demand-side such as population growth and increasing standards of living. Ironically, efforts to improve the environmental compatibility of products and services or to enhance their economic performance have opened up opportunities to consume more of them and, thus, to negate the benefit derived from the original improvements (the “rebound effect”).<sup>19</sup>

### Sustainable consumption

The goal of sustainable consumption takes into

account the complete product lifecycle making more efficient use of renewable and non-renewable resources. In simple terms, it means adopting an alternative way of consumption that results in reduced material and energy intensity per unit of functional utility. Governments, industry and private households are all consumers. Actions to foster sustainable consumption include recycling, waste minimisation and resource efficiency measures (for more information see Chapter 4, **Step 6** and the *UN Guidelines for Consumer Protection*, sustainable consumption section in Appendix 3).<sup>20</sup>

*“SCP is a basic precondition of sustainable development. Consumption means both the use of products and services and the use of natural resources, energy, water, land, etc. SCP is not an obstacle to economic development; on the contrary, it is a challenge and an opportunity, for the private sector to optimise the production process in terms of energy and material intensity and to make products with a competitive advantage for the increasingly aware consumer market in the European Union – products with an emphasis on quality, health and protection of the environment. It also offers an opportunity to create new jobs and thus considerably contributes to finding a solution to the social problem of highest priority – unemployment.”*

Ministry of Environment, Czech Republic

In the developing world at least two billion people need to increase their consumption in a sustainable manner to escape poverty. In contrast, millions of new consumers in developing countries – like their counterparts in the developed regions – need to reorient their consumption patterns toward sustainability. So for the developing world it can mean both more and less (or more sustainable) consumption. The developing world has the opportunity to meet its increasing consumption and production needs in a more sustainable manner than the developed countries have done so in the past. For example, by harnessing innovation and sustainable technologies and more efficient and cleaner production processes.

## Linking consumption and production

Sustainable consumption is closely linked with sustainable production by dealing with the use of natural resources both in the production and disposal phases of the product lifecycle as well as during the actual consumption of goods and services. They also assume an iterative process through which producers can influence consumption through product designs and marketing with consumers, in turn, influencing production through their market choices.

## A common agenda

It was during the Rio Earth Summit in 1992 that sustainable consumption and production first secured international prominence. The action plan from the summit, Agenda 21, included a chapter on changing consumption patterns calling on developed countries to take the lead. In response to a need to address implementation, the Johannesburg Summit (WSSD) in 2002 recommended developing and promoting a 10-Year framework of programmes (10YFP) in support of regional and national initiatives to accelerate the shift towards sustainable consumption and production, thus promoting social and economic development within the carrying capacity of ecosystems by de-linking economic growth from environmental degradation.

*“A major challenge at the national level is the internal resistance of some stakeholders to implement SCP programmes. In such cases it will be necessary to increase the level of political will and commitment for the implementation of SCP strategies.”*

Marrakech Meeting, 2003

The Marrakech Process is the global and collective effort to promote the implementation of SCP and to develop the 10YFP. It is named after its first international expert meeting on the 10YFP which took place in Marrakech, Morocco, in 2003. The proposal for the 10YFP will be presented and

reviewed at the 2010-2011 cycle of the Commission on Sustainable Development (CSD). UNEP and the United Nations Department for Economic and Social Affairs (UNDESA) are the coordinators for the Marrakech Process and the development of this framework. The Marrakech Process involves the following four phases, which are being implemented simultaneously:

1. Organising regional consultations in all regions to promote awareness and identify priorities and needs for SCP
2. Building regional strategies and implementation mechanisms with regional and national ownership
3. Implementing concrete projects and programmes on the regional, national and local levels
4. Monitoring and evaluating progress, as well as exchanging information and experience at the international level.<sup>21</sup>

## Why develop National Programmes on SCP?

### Individual SCP policy responses

In 2002, UNEP reported that implementation of sustainable consumption policies at the national level had been slow.<sup>22</sup> The UNEP *Tracking Progress* surveyed focused on efforts to develop sustainable consumption policies, but many countries also reported on cleaner production activities. Fifty-two countries responded to the survey.<sup>23</sup> More than a quarter of the world's governments identified a range of policies and actions utilised to make consumption and production patterns more sustainable. Amongst the most widespread were initiatives focusing on reuse and recycling, eco-design, eco-labelling and certification programs, product testing by consumer groups and awareness-raising campaigns. Mauritius, India, Senegal, Chile, and Indonesia had launched awareness-raising campaigns on issues such as energy and water saving, waste recycling and sustainable transport, but little else. Nevertheless, 82 percent of countries surveyed had implemented some form of recycling practices. Some countries

had begun to introduce environmentally sensitive fiscal policies, including eco-taxation and subsidy reform. Extended producer responsibility requirements were enforced in various countries, including at least eight in Asia.

The survey showed, however, that these actions are often not sufficiently coherent nor driven by a specific strategy or programme. Because of the global nature of production and consumption, individual national policies and activities – no matter how innovative – stand little chance of bringing about wholesale changes in consumption and production patterns.

## Towards integrated national SCP programmes

### National SCP programmes

Several international and regional Marrakech Process meetings, and in particular the international expert meeting in Costa Rica (Sept 2005), expressed the importance of supporting national SCP programmes or action plans and mechanisms to measure progress. It was agreed that to make SCP a reality, coordinated and integrated programmes were essential, considering in particular the cross-sectoral nature of consumption and production patterns.<sup>24</sup> In many cases, countries are in the process of incorporating sustainable consumption elements into revised cleaner production strategies. National programmes are to be an instrumental part of the 10YFP.

*“SCP action plans could be a cornerstone for achieving progress. Such plans should, where relevant, be integrated into the national sustainable development strategy (NSDS) or poverty reduction strategy (PRS).”*

Costa Rica Meeting, 2005

A strategic programmatic approach can help balance the necessary interventions for the *consumption* and *production* of and *market* for goods and services. It should connect long-term vision to medium-term targets and short-term action. A multi-stakeholder

## Top reasons for developing a national SCP programme

- ✓ SCP is focused, and thus, relatively easy to communicate and implement
- ✓ SCP is one of the main pillars of sustainable development
- ✓ Integrates supply (production) and demand-side (consumption) activities in coherent market strategy
- ✓ Uses life cycle thinking to ensure that problems are not pushed into other phases of the life cycle
- ✓ Seeks to achieve “win-win” outcomes through a multi-stakeholder setting
- ✓ Can help to attract funds from donors for projects (e.g. development organisations)
- ✓ SCP targets business and industry – key players in achieving sustainable development
- ✓ initiatives can create jobs and investment and encourage social and business innovation.

approach is an important prerequisite for implementing SCP. An effective SCP programme should be flexible enough to withstand a process of continuous improvement. Linking to existing national policy frameworks and measuring progress toward SCP are also key principles for SCP programmes (see Chapter 3 for a fuller explanation of the key principles). Of course, the SCP programme needs to adhere to the wider goals of sustainable development and poverty alleviation. A SCP programme can also help to attract funds for projects from development and other funding organisations.

There are an increasing number of integrated SCP programmes. The Czech Republic, Finland and UK programmes were among the first and remain among the most comprehensive. However, there are many more, including programmes in Ethiopia, France, Jamaica and Japan.

### Indicators of SCP

Many of the programmes reviewed do not include targets and mechanisms to monitor policy and programme implementation or measure progress towards SCP. This makes it difficult to monitor the effectiveness of the programme. There are a number of ways to monitor and evaluate a national SCP programme including national peer reviews, external auditing and quantitative indicators. Only a limited number of countries such as the UK and Japan include sets of SCP indicators or targets as part of their national programmes (see Chapters 4, 5 and 6).

*“Indicators were recognised as a key element of any national strategy on SCP. It would be useful to establish a small set of key, globally accepted indicators that would reflect the ecological, social and economic dimensions of SCP from which countries could select, as appropriate, in creating their own indicator sets.”*

Costa Rica Meeting, 2005

## Current status of National SCP Programmes

### A regional overview on SCP programmes

One of the key outcomes of the Marrakech Process is that it has supported the development of regional SCP strategies, including in Africa and Latin America. Europe is currently developing its SCP action plan. North America, West Asia and Asia-Pacific have not yet developed their own regional strategies; nevertheless some progress has been made in these three regions. Asia-Pacific has launched its “Regional Help Center on SCP” and West Asia and North America are planning their first regional meetings on SCP.

There are several bodies that are leading the way on SCP in the regions including the UN Economic and Social Commission for Asia and the Pacific (ESCAP), the European Commission, the African Roundtable on SCP, together with the African Ministerial



Conference on the Environment (AMCEN) and the Latin American and Caribbean Regional Council of Government Experts on SCP, among others. The regional programmes and institutions can provide valuable resources and foresight for both the regional and national processes. They often maintain key priority areas and a shared vision and contextual basis for SCP in the region.

## A national overview on SCP programmes

The 2002 UNEP *Tracking Progress* survey showed that no country had implemented an integrated programme on SCP. Since then there has been steady progress. More than 30 countries have developed or are developing national SCP programmes. These include Belgium, Czech Republic, Finland, France, Poland and the UK in Europe; Ethiopia, Mauritius, Senegal and Tanzania in Africa; Brazil, Costa Rica and Jamaica in Latin America and the Caribbean; and Indonesia, Japan and Thailand in Asia and the Pacific. These national level initiatives are diverse in nature. They constitute national frameworks, programmes, action plans and strategies. Often the programmes are integrated as a priority issue in the country's sustainable development, environment or poverty reduction strategy (see Figure 5 overleaf). This is the case in almost half of the programmes reviewed during the development of these Guidelines.

In addition, countries such as Austria, Germany, Hungary, the Netherlands and Norway have dispersed SCP elements throughout their sustainable development strategies, often including SCP as a priority area or major theme. They also have a range of national initiatives that deal with various aspects of SCP. Many other countries have national frameworks that deal primarily with sustainable production activities including national cleaner production strategies in Latin American countries such as Colombia, Ecuador, Panama and Peru. There is great potential for these strategies to be redeveloped into integrated SCP programmes.

The majority of the existing programmes include a combination of new and existing SCP actions. Some SCP programmes focus on providing economic incentives and internalising external costs. This is the case with the Finland and the UK initiatives. The Finnish programme also includes a particular emphasis on technology. By contrast, the Japanese programme concentrates on resource efficiency measures. Ethiopia's programme sets several targets in areas such as recycling, waste management and natural resource management. The targets are to be met through several initiatives including education and the use of environmentally sound technologies.

Environmental issues are the key focus of many of the programmes and plans, especially with respect to cleaner production and resource use. The link to economic development is normally made through a focus on resource efficiency as a competitiveness issue. Social issues are addressed in some programmes. However, there is limited focus on the linkages between social and environmental issues.

An important point is that some programmes are beginning to consider the internationalisation of SCP, in particular how government, business and consumer actions can affect sustainability at the global level as well as in other regions and countries. This is a crucial prerequisite for achieving SCP. Governments and businesses are increasingly entwined in the social, ecological and economic systems of other countries through, for example, international trade and investment.

The following sections provide a snapshot of progress to date in adopting and implementing SCP programmes in each region. The information is based on voluntary submissions from governments and other stakeholders. It is not meant to paint a complete picture of global efforts to develop national SCP programmes nor is it the purpose of this section to evaluate in detail the merits of each of these SCP programmes (see "Lessons Learned" in Chapter 6).

### **Africa**

The African 10-Year Framework Programme on Sustainable Consumption and Production was

**Figure 5: Types of selected National SCP Programmes**

Country	Inventory	Framework of Programmes	Action plan / Strategy	Integrated into existing strategy	Other integrated approach*	Under development
Argentina			+			+
Austria	+				+	
Belgium					+	+
Costa Rica					+	+
Czech Republic		+			+	
Ethiopia				+		
Finland		+		+		
France				+		
Germany	+				+	
Hungary					+	
Jamaica					+	
Japan			+			
Mauritius			+		+	+
Netherlands					+	
Norway					+	
Poland			+			
Senegal			+	+		
Sweden			+		+	
Thailand				+		
UK		+		+		

\* SCP is given priority in existing strategies such as National Sustainable Development Strategies, Development Plans (e.g. PRSPs) or National Environmental Action Plans but without a full elaboration of the programme.

This Table has been compiled using ad hoc information received from countries. UNEP has not undertaken a detailed survey or review to produce this Table but rather relied on voluntary inputs and advice from national governments. A more detailed and up-to-date listing can be found on the project's national SCP programmes clearinghouse at: <http://www.unep.fr/scp/nap/clearinghouse/>

developed through a series of regional expert meetings and was approved by the African Ministerial Conference on Environment (AMCEN) in March 2005. The African 10YFP and the Dakar Declaration that was adopted by AMCEN underlined that the promotion of sustainable consumption and production in the African context need to be defined and implemented in the context of the existing challenges of meeting basic needs. In this context, the framework programme document identified the following four thematic priority areas for SCP: 1) energy; 2) water and sanitation; 3) habitat and sustainable urban development; and 4) industrial development. Each thematic priority area was considered in the context of the Environmental Action Plan of the New Partnership for Africa's Development (NEPAD) and regional poverty reduction priorities. The African 10-Year Framework of Programmes on SCP was launched with official support from the African Union and AMCEN in May 2006.

The 4th African Roundtable on Sustainable Consumption and Production (ARSCP-4), which was held in May 2006, identified the key priority activities that need to be undertaken at the regional level in the context of the African 10YFP. This included: supporting the development of national and local sustainable consumption and production programmes for selected pilot countries and cities in the region and the development of an African Eco-labelling Mechanism that improves the environmental profile of African products and promotes better market access. Ethiopia was one of the first countries in Africa to work on their national SCP programme, integrating the strategy in their *Environmentally Sound Development Action Plan*. Senegal has included SCP in its 2006 *Poverty Reduction Strategy* and developed a SCP action plan. Mauritius and Tanzania are in the process of developing national SCP programmes while Cairo (Egypt) and Maputo (Mozambique) are developing city SCP programmes.

### **Asia and the Pacific**

The region has been host to several meetings on SCP since 2002. Two major regional meetings in 2003 discussed preliminary ideas on a regional strategy on SCP. Issues of particular importance to the region are:

main-streaming SCP in regional bodies; development of networks and partnerships; capacity building and guidelines and tools. The region also has some of the most advanced cleaner production initiatives, including the green productivity organisation.

UNEP coordinated an EU funded project "Capacity Building for Implementation of UN Guidelines on Consumer Protection (sustainable consumption) in Asia" (SC.Asia) in 2004. A key output of the initiative was a guidance manual entitled *Advancing Sustainable Consumption in Asia* which provides Asian governments with practical tools for developing national action plans. The project also consisted of training on sustainable consumption tools and how to develop national action plans. As a result of this work several countries have started to draft national SCP programmes. For example, Thailand's SCP programme is currently awaiting official approval as part of the national development plan.

In 2003, Japan adopted the Basic Plan for Establishing a Recycling-Based Society as its 10-Year programme on sustainable consumption and production. This plan includes specific targets such as a 40% increase in national productivity and a 20% reduction in waste per person per day over a 10-year period. China's national Circular Economy approach is being implemented through several initiatives. At present, legislative work for the *Law on Circular Economy* has been launched by the State.

In June 2006, the UN Economic and Social Commission for Asia and the Pacific (ESCAP) and UNEP established the Regional Help Desk for SCP ([www.scp-help.org](http://www.scp-help.org)). National level roundtables were hosted by China and India in 2006. The national roundtables aim to encourage host countries to start their own national SCP programmes including identifying their own SCP priority issues.

### **Europe**

Several regional expert meetings on SCP have been convened in recent years. Two regional meetings were held in Belgium and in Germany. In 2006, the

European Union included SCP as a priority issue in their revised Sustainable Development Strategy. The European Commission is in the process of developing an EU action plan on SCP. The action plan should be completed in 2008.

European countries have made steady progress towards instituting SCP programmes. Several countries have developed or are in various stages of developing SCP programmes. These include Austria, Belgium, Czech Republic, Finland, Germany, Greece, Hungary, Poland, Romania, Sweden, and the UK. Some of the programmes are currently being updated and SCP is being incorporated in new and existing policy frameworks.<sup>25</sup> For example, Austria is preparing a new Action Plan for Resource Efficiency. SCP programmes take a number of shapes and sizes including frameworks and integrated strategies. Several countries such as the Netherlands and Norway have integrated SCP issues throughout their national sustainable development strategies.

### **Latin America and the Caribbean**

There have been four regional meetings of the Marrakech Process: the first one in Buenos Aires (2003); two others in Managua; and the latest in Sao Paulo (2007). High priority issues identified for the region included economic issues such as competitiveness and trade, urban environment, waste management, water resources and institutional issues such as environmental education.<sup>26</sup>

The Regional Council of Government Experts on SCP developed the Regional Strategy on SCP which defines concrete actions and specific pilot projects. The Strategy, approved at the 14th Forum of Environment Ministers, emphasises the importance of strengthening the capacity of the various stakeholders required to implement SCP policies and activities. MERCOSUR approved a strategy on SCP in July 2007 and agreed to an action plan to implement the strategy in November 2007. SCP was included as a cross-cutting issue in the Andean Environmental Agenda 2006-2010.

A UNEP sponsored initiative on the Implementation of a Regional Programme on Sustainable Consumption and Production in Latin America and the Caribbean will encourage the development and adoption of several national SCP programmes through national pilot projects and training exercises.

Several countries in Latin America and the Caribbean have developed or are developing SCP programmes. This includes: Argentina, Brazil, Colombia, Cuba, Ecuador, Panama and Peru. In many cases these countries are in the process of incorporating sustainable consumption elements into revised cleaner production strategies. Jamaica has included SCP as a priority issue in its *National Environmental Action Plan* (JaNEAP). Costa Rica has also developed its national SCP programme.

### **North America**

There has been little progress by the North American countries toward development of formal programmes on SCP. However, countless SCP initiatives have been instituted by governments including many state level pollution prevention programmes: the Energy Star program in the US; green procurement activities in Canada; and the EcoLogo environmental certification mark in all North American countries.

Various non-governmental organisations including the North American Sustainable Consumption Alliance (NASCA) and the Canadian Center for Pollution Prevention host meetings on SCP. In 2005, NASCA and other stakeholder groups released their collective statement *Producing and Consuming in North America: A Call for Action and Leadership on Sustainability*. Proposing action by all stakeholders, government is called on “to develop and implement policy frameworks, strategies and programs addressing sustainable production and consumption issues and objectives.”

## Which stakeholders need to be involved in SCP policies?

### Introduction

Governments, industry (including SMEs) and civil society have started to accept the fact that the costs of inaction will be too high. These key stakeholders are also taking note that SCP initiatives can reduce poverty and drive sustainable economic growth in both developed and developing countries. Many opportunities can be derived from the production and marketing of more sustainable goods, not to mention the savings attributed to taking on a life cycle approach to doing business. The following section provides some basic information on the key players in SCP and what they can contribute.

### Governments have a prime responsibility

Governments as both consumers and policy setters have an instrumental role to play in SCP. Decision makers directly and indirectly influence consumer behaviour and the sustainability of production. Information and education campaigns, economic instruments (taxes and rebate schemes) or regulation (standard setting) can influence consumption and production patterns, as can taking no action at all. Government is also one of the biggest consumers of

products and services. It can leverage its support for sustainable procurement to promote change. The various policy instruments available to government have been discussed in detail at several Marrakech Process meetings and in several recent reports. For instance, participants of the working group on policy instruments at the Marrakech meeting in 2003 identified the elements of a public policy framework (see Appendix 2). The OECD, UNEP and several other organisations have done extensive work in identifying the policy instruments on SCP available to national governments.<sup>27</sup> The UNEP and Consumers International training guide *Hands-on Sustainable Consumption* provides advice on selecting and developing specific SCP policy instruments (See Chapter 4, **Step 6** for more information on selecting the right SCP policies).<sup>28</sup>

There is a growing recognition of the need to determine which SCP policies are the most effective. Voluntary initiatives are often deemed less effective. Social and technological innovation is considered crucial as is the need for economic incentives.<sup>29</sup>

### Development agencies in support of SCP

The Development Cooperation Dialogue under the Marrakech Process aims at highlighting the contribution of SCP policies and tools to poverty

### How SCP initiatives lead to reduced poverty

- Avoid depletion of water reserves by adopting sustainable water usage plans, by minimising distribution losses and pollution of water reserves and by promoting technologies using less water (by industry and households)
- Provide access to safe and affordable transport by giving preference to public transport systems for medium distances and non-motorised transport systems for short distances
- Ensure secure food items by applying a labelling system, supported by independent testing / verification of product features
- Avoid littering and illegal waste dumping by promoting sustainable product design and by establishing a recycling system supported by economic initiatives that also support small-scale waste / recycling centres that provide valuable jobs to “waste pickers”
- Establish markets for sustainable products, such as organic food, by adopting sustainable procurement.

reduction and sustainable development, and better integrating SCP objectives in development plans. SCP can contribute to the achievement of the UN Millennium Development Goals. For developing countries, SCP offers new opportunities such as the reduction of production costs, increased industrial competitiveness, pollution prevention and reduction of environmental damage, creation of new markets and job generation, improved management of natural resources, and the decoupling of economic growth and environmental degradation. It is also an opportunity to promote innovation and leapfrog to modern environmentally sound technologies, thus avoiding the high polluting pathways of industrialised countries.<sup>30</sup> This will be particularly important for Least Developed Countries (LDCs) as a means to also achieving sustainable economic growth.

In a study conducted by UNEP under the auspices of the Co-operation Dialogue it was discovered that most development agencies integrate SCP issues in their sectoral projects including energy and resource efficiency (86%), waste management (75%) and water and sanitation (76%). The majority of agencies surveyed believed that SCP could contribute further to poverty reduction.<sup>31</sup>

In acknowledgement of this crucial link to poverty alleviation UNEP is carrying out pilot projects in developing countries to support integration of SCP in poverty reduction strategies. Anecdotal evidence in these countries suggests that SCP is considered one of the most effective ways to bring about poverty alleviation and sustainable development.

*“National newspapers in Senegal have reported the fact that the promotion of sustainable consumption and production is the best means to achieve the goals of poverty alleviation and sustainable development.”*

Department of the Environment and Urban Planning, Senegal, 2007

## Business, industry and retailers

Many developing countries have singled out the importance of trade and competitiveness issues at various Marrakech Process meetings (e.g. Buenos Aires, 2003, Casablanca 2004 and Managua 2005). Partly because of the inter-connected nature of the global market for goods, and partly due to size, consumption and production patterns can impact on the environment and the well-being of people far from the source of the original consumer purchase. For instance, considerable amounts of products made in Asia today are sold in the US and Europe.<sup>32</sup>

*“There is a need to establish incentives for the creation and improvement of markets for sustainable goods and services, to reduce the barriers to trade, improve access to markets and promote fair trade. This is key to ensuring the competitiveness of sustainable goods and services.”*

Marrakech Meeting, 2003

What is more, the quality of life for increasing numbers of people in developing countries is dependent on the practices of multinational corporations and small and medium sized enterprises (SMEs) as well as the behaviour of governments and consumers. That is precisely why ensuring the fair and sustainable exchange of good and services between rich countries and between the developed and developing regions of the world is so important. Governments need to work more at the bilateral and multilateral level to ensure a fair trade system for all people.

## Media and advertising sector

The media is also another important stakeholder for pursuing changes in consumption and production patterns. The media has the power to influence consumer preferences toward sustainable products

and lifestyles. For more information see the work of the Marrakech Process Task Force on Sustainable Lifestyles, <http://www.unep.fr/scp/marrakech/> and UNEP's Advertising and Communication Initiative, <http://www.unep.fr/scp/communications/>

## Consumers and civil society support change

Several major international studies have detailed increasing public concern over social and environmental problems. Consumers can make governments and business stand up and take notice through their shopping behaviour. Consumer organisations and other non-governmental organizations have been instrumental in raising awareness and providing information on sustainable

lifestyles.<sup>33</sup> Movements on fair trade, organic and local food for example have arguably benefited the environment and the well-being of some people. It is unrealistic however, to expect the heroic minority of “green consumers” to solve environmental problems that face us all.<sup>34</sup> Governments working through multi-stakeholder SCP programmes need to implement the necessary sustainability infrastructure.

*“Consumers are increasingly interested in the world that lies behind the product they buy. Apart from price and quality, they want to know how, where and whom has produced the product. This increasing awareness about environmental and social issues is a sign of hope. Governments and industry must build on that.”*

Klaus Topfer, former UNEP Executive Director, 2002

## Choice editing

Over the past 20 years manufacturers, retailers and regulators have been able to raise sustainability standards for certain products like refrigerators, paints and timber, helping to make sustainable options the norm rather than the exception. This process has become known as “choice editing”. Editing out high-impact products and services and replacing them with low-impact ones that consumers see as equally good or better is a process that can come about in a number of ways. The UK Government, through its SCP programme, is testing a new approach to work closely with businesses that have demonstrated best practices to plot roadmaps that will achieve a rapid market shift towards low-impact products by set deadlines. This can be achieved through:

- Understanding the issues and range of possible solutions
- Clear deadlines for achieving the desired level of transformation
- Labelling products as a basis for incentives and standard-setting
- Robust incentives tied to product sustainability
- Supportive public procurement specifications
- Raising the bar through progressive regulation.





# The Building Blocks

3

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# The Building Blocks

## Introduction

This chapter articulates key principles and common elements of national sustainable consumption and production (SCP) programmes, describing some of the key benefits of the process. It points to a need to understand and encourage linkages between the array of existing national level policy mechanisms and offers guidance on managing the critical processes involved in developing a SCP programme.<sup>35</sup>

*“To promote SCP it is necessary to identify national and regional priorities and to develop strategies tailored to national and regional conditions.”*

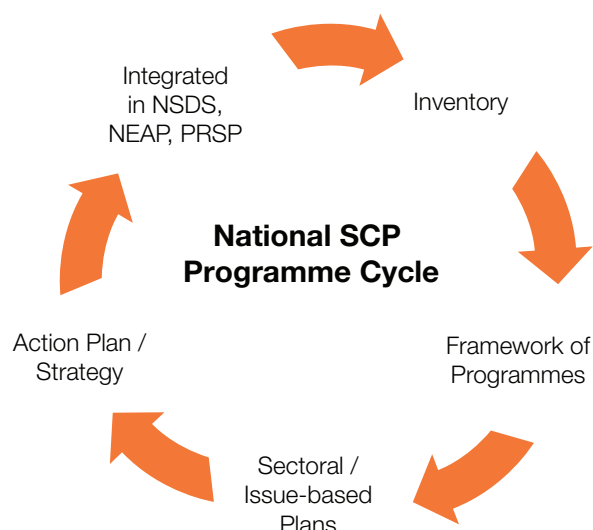
Buenos Aires Meeting, Marrakech Process, 2003

There is no one type of approach and no single formula by which national SCP programmes can or should be instituted. Every country needs to determine, for itself, how best to approach the development, implementation and monitoring of its SCP programme considering the existing political, cultural, economic and ecological conditions.

The *SCP Programme* has been used in these Guidelines as the umbrella term to describe the various strategic ways countries approach SCP. In reality the prevailing programmes are diverse in nature. They constitute national inventories, frameworks of programmes, action plans, strategies and multi-stakeholder dialogues as well as often being treated as a priority issue in another policy framework.

It may be useful to consider the SCP programme as a cycle that moves from a national *inventory* or general catalogue of ongoing SCP activities to the full integration of SCP in a major national level policy framework such as a *national sustainable development strategy* (NSDS), *national environmental action plan* (NEAP) or *national development plan* including poverty reduction strategy papers (PRSP). A *framework of*

Figure 6: National SCP Programme Cycle



*programmes* tends to include a strategic overview for SCP and highlights priority areas for further work. This often leads to the development of *sectoral or issue-based action plans* on such topics as sustainable government procurement, energy efficiency and education for SCP which are also sometimes linked to other national strategies or plans. An *integrated action plan or strategy* deals with SCP more thoroughly and generally includes objectives, targets and monitoring mechanisms. However, due to discrepancies associated with language translation and how certain regions apply terminology even these basic definitions can not be relied upon completely.

These Guidelines are designed to be flexible enough to provide assistance to experts regardless of their preferred approach to SCP. A country that already has a SCP programme can use the Guidelines to help test, improve and sustain the process. A defined or “blueprint” approach for national SCP programmes is neither possible nor desirable. What is important is the ongoing application of the underlying principles and elements of SCP programmes (see next section). In many cases this will indeed result in progression through the SCP programme cycle as described above.

## Taking a strategic approach to SCP

SCP programmes have the power to effect positive change. For example, mitigation of global warming can come about through making consumption and production patterns more sustainable. But integrated solutions are required. Some top reasons for developing a national SCP programme were discussed in Chapter 2. They include the fact that SCP is relatively focused and thus easy to communicate and implement, that SCP programmes seek to achieve “win-win” outcomes through a multi-stakeholder setting and that SCP targets business and industry – key players in achieving sustainable development.

*“SCP is the basis for sustainable development: the best way to make people understand sustainability is approaching and convincing them through consumption and production”*

Ministry of Environment and Water, Hungary

A strategic approach can help balance the necessary interventions for the consumption and production of and market for goods and services. A national SCP programme should be used as a tool for informed decision making that provides a framework for systemic thought across sectors. It should link long-term vision to medium-term targets and short-term action. Working in concert with other socio-economic and sector strategies, a SCP programme can help to institutionalise sustainability elements and processes for negotiation and consensus building on priority societal issues where interests differ.<sup>36</sup> However, it is also a highly flexible approach. A SCP programme can start with a focus on an immediate national priority such as energy efficiency and move on to a more advanced programme in the future. For example, many Latin American countries are now expanding their sustainable production (cleaner production) strategy to include sustainable consumption elements. The SCP programme needs to adhere to the wider goals of poverty reduction and sustainable development.<sup>37</sup>

## Links to sustainable development strategies and national development plans

SCP is an overarching objective of sustainable development. Therefore it is prudent, wherever possible, to include SCP as a priority issue in the national sustainable development strategy (NSDS) or national development plan such as the poverty reduction strategy paper. Approximately 70 countries have completed a full or interim poverty reduction strategy document<sup>38</sup> and more than 60 countries have a NSDS.<sup>39</sup> It is important to note that a NSDS can be a PRSP and vice versa. However, countries that do not have a national development plan such as a PRSP or a NSDS should not be deterred from developing a SCP programme. Some countries without a NSDS have developed a SCP programme, in many cases, integrating it in existing national environment plans.

*“The process of developing the SCP programme enabled us to identify the importance of decoupling economic growth from environmental degradation, using lifecycle analysis to identify priority resources/products and the need to integrate SCP in all policy development and implementation.”*

Department for Environment, Food and Rural Affairs, UK

Countries with a NSDS, but without a SCP programme, may choose to include SCP as a priority area in future updates of the strategy. In this case the UN-DESA and OECD guidance<sup>40</sup> on NSDS and these guidelines can be used simultaneously. Clearly the SCP programme and the NSDS have a particularly important association.

*“To achieve the ultimate goal of sustainable development, specific strategies, road maps and work plans are required. Thailand’s SCP Strategy has been developed in conjunction with other national strategies to ensure the success of the 10th National Economic and Social Development Plan, 2006-2011.”*

National Economic and Social Development Board, Thailand

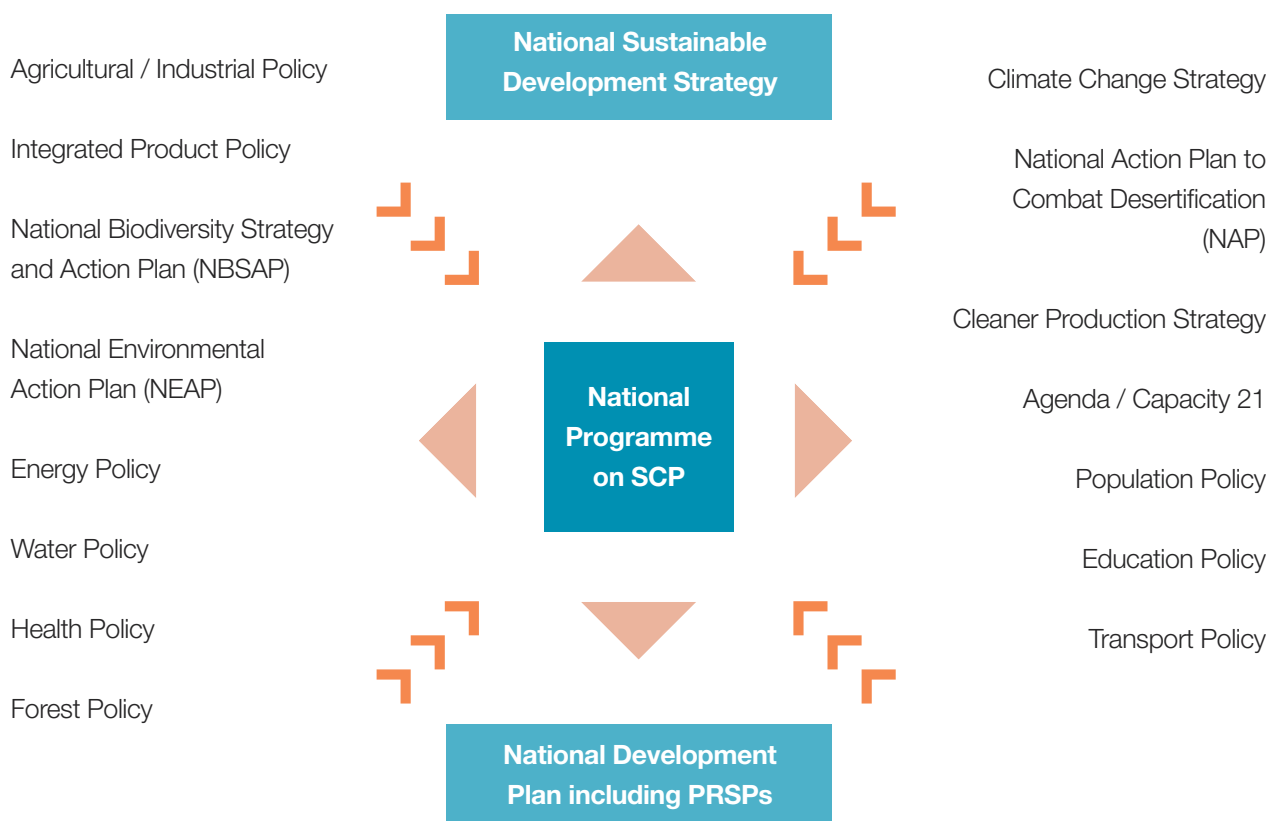
Figure 7 (below) illustrates a sample of the prevailing policies and strategies in some countries. Most of the strategies and policies are mutually supportive and include elements of sustainability. In many countries national sustainable development strategies and national development plans such as poverty reduction strategies are important documents and are often one in the same. In general, national development/growth plans and convention-oriented strategies do not include strong environment components and as mentioned above in many countries there are no sustainable development strategy. On the other hand, national environmental action plans (NEAP) do not include many economic and social considerations. The diagram shows that a SCP programme process offers an opportunity to strengthen the sustainability elements of existing national strategies and has the potential to develop synergy among them. This also implies mainstreaming SCP through existing activities in

such areas as education and construction. The cross-sectoral nature of SCP – meaning it can address multiple problems in a coordinated manner – adds to its appeal.

### Lessons learned from other strategic approaches

As noted above, most countries have employed a host of strategies to move closer to the sustainable development concept. Using up valuable time and resources they often do more harm than good, particularly when uncoordinated and unsustainable. National sustainable development strategies strive to bring coordination and focus to sustainable development issues. However, in a 2004 study of 19 national sustainable development strategies entitled *Challenges, Approaches and Innovations in Strategic and Co-ordinated Action*,<sup>41</sup> the authors conclude: “That few countries are acting truly strategically.

**Figure 7: Integrating with existing national level strategies**



Many challenges remain in the continuous cycle of strategic management. The key challenges include:

- The feedback mechanism – including monitoring, learning and adaptation
- Co-ordination of strategy objectives and initiatives with the national budgetary process
- Co-ordination with sub-national and local sustainable development action
- Implementing a mix of policy initiatives, and in particular, environmental fiscal reform initiatives which are typically underleveraged.”

Similarities are evident in the process to prepare national development plans including PRSPs. A 2002 review concluded that the “development of PRSPs is a major challenge for low-income countries, both in terms of analysis and organisation.”<sup>42</sup> Indeed the poverty reduction strategies have the advantage of being linked to concessional lending and employ more substantial support mechanisms. Heavily Indebted Poor Countries (HIPC) must have a PRSP before they can seek new programme support from the IMF or World Bank. Successful strategic approaches share certain characteristics. They set priorities and establish a long-term vision: seek to promote convergence between already existing planning frameworks; promote ownership; can demonstrate national commitment; and are built on appropriate participation. Common pitfalls include developing a strategy that forms a one-off effort to produce a document with separate initiatives.<sup>43</sup> These lessons have been incorporated in the guidelines, particularly by stressing the importance of integrating SCP programmes with existing national level strategies.

### Integrated approaches for applying SCP

There are a number of ways to approach the implementation of SCP at a strategic level. SCP is often thought of as an overarching policy goal supported by a range of dedicated tools and instruments. The policy level would include a general SCP policy framework, sector strategies and specific

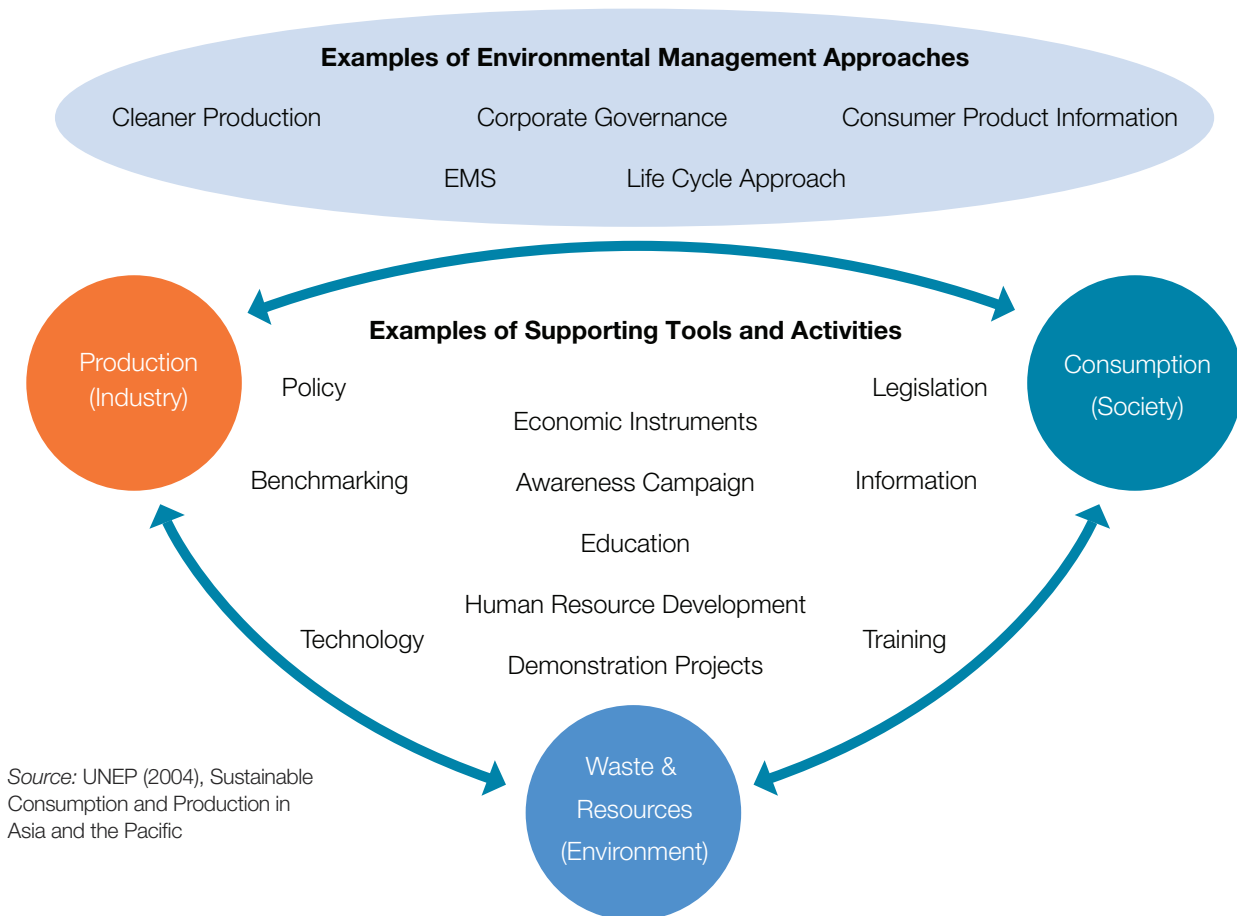
approaches for generic issues such as economic instruments, information tools and legislation. It is a relatively flexible approach as it allows countries to focus attention on different priority sectors (e.g. housing, food, mobility and waste) or policy tools and activities (e.g. information campaigns, sustainable technology). This is the basis for many existing national SCP programmes.

*“Many parts of Ethiopia now experience moderate to severe levels of problems emanating from environmental degradation and pollution. The problem is not only that of unsustainable consumption or irrational use of resources. Poverty places pressure on the environment and environmental resources. The overall objective is to build national capacity that enables to slow down, permanently reshape and halt the trend of unsustainable production and consumption while enhancing accelerated and sustainable development to end poverty starting from the lowest effective administrative unit.”*

National SCP Programme, Ethiopia

Figure 8 presents another model for SCP.<sup>44</sup> It makes life cycle thinking central to the SCP approach. The model follows the entire life cycle of all goods and services from the extraction of resources through to production and consumption and then back again to the environment in the form of waste. It assumes that SCP is made up of various elements and is approached in policy terms by the same, or similar, tools and instruments. At the top of the figure various environmental management approaches are positioned according to their relevance to consumption and production. The central space reflects tools and resources that may be used to influence the performance of the three main building blocks including legislation, economic instruments, consumer information and demonstration projects. Applying tools in such a manner as to highlight and strengthen the links between consumers, producers and the natural resource base / environment helps to achieve the synergies that are at the core of SCP. It is also possible to broaden the model to consider actions at the level of the *market*.

**Figure 8: An integrated approach to SCP**



Life cycle thinking is about going beyond the traditional focus on production site and manufacturing processes to include the environmental, social, and economic impact of a product or service over its entire life cycle. This includes extraction of materials, manufacturing, product use, disposal and distribution. Extended Producer Responsibility and Integrated Product Policies mean that the producers can be held responsible for their products from cradle to grave and therefore should develop products which have improved performance in all stages of the product life cycle. The main goals of life cycle thinking are to reduce a product's resource use and emissions to the environment as well as improve its socio-economic performance throughout its life cycle.<sup>45</sup>

Carefully considering the alternatives and applying the most compatible approach to local

circumstances is paramount. Either way there is no question that taking on too much at once, although preferable in a theoretical way, will be neither possible nor desirable for most developing countries. A focus on key priority areas at first, while aspiring to a broader programme of action in the future, is one way to tackle SCP.

### Elements of national SCP programmes

There exists extensive literature on programme and strategy development at the national level. The OECD and the United Nations have both developed principles for effective national sustainable development strategies. There is also information available on the shortcomings of recent strategic approaches at the national level. The following discussion is based on these general principles and

prevailing challenges as well as the experiences of SCP experts in developed and developing countries.

*“The Framework is necessary to tackle the issue of SCP in a systemic and active way, in view of the increasing consumption of natural resources and growing environmental burden. SCP is a basic precondition of sustainable development.”*

Framework of Programmes on SCP in the Czech Republic

There are certain key principles and elements of national programmes that should be considered. These include the programme being country-led with a high level of political commitment and based on comprehensive and reliable analysis. It also means building on existing capacity, participatory, targeted with clear budgetary priorities, integrated with existing national frameworks and monitored and improved regularly. It is true that putting some of the principles into practice in strategic planning and policy processes can be a real challenge. That is, even if they mainly represent aspects of general good governance. Further consideration of the key principles for a SCP programme can be found in Chapter 6. Some key points include:

### **National commitment and leadership**

To increase the likelihood of the programme’s success, countries should assume active leadership and in most cases initiate proceedings. A long-term commitment to SCP is an essential underlying principle. Consulted national SCP experts highlight the importance of soliciting high-level political support and selecting the appropriate ministry or ministries to lead the ongoing initiative. Setting up an inter-ministerial advisory group to manage the process is a good first step. The mechanics for such groups may already exist with prevailing sustainable development or national development/growth committees and working groups. Linking to the international and regional SCP programmes is also important.

### **Initiate a multi-stakeholder process**

It is important that the programme development and implementation process is as participatory as possible. This includes reorienting SCP away from its

traditional focus on environment to consider also economic and social issues. A multi-stakeholder dialogue as instituted in the case of Finland for example, can help to engage a wider consortium of ministries and other stakeholders including civil society and business.

### **Based on comprehensive and reliable analysis**

The local, regional and global context (i.e. threats and opportunities) should be properly articulated in the SCP programme development process.

Consumption and production patterns have social, economic and ecological impacts. This needs to be duly recognised. The programme should not be completed until a comprehensive review of problems, needs, existing activities and required actions is conducted. The information and research utilised needs to be robust.

### **Define objectives, targets and indicators**

The setting of objectives and targets is crucial to the success of the programme. Monitoring and evaluating progress toward the programme’s goals is another critical consideration. It provides for accountability of those parties involved and demonstrates achievements and worthiness of the programme itself. Japan and the UK are among the countries that have set targets and are monitoring progress towards these goals.

*“Integrating policies and initiatives are one of the challenges to overcome.”*

Environment and Sustainable Development Secretariat, Argentina

### **Integrate within existing national strategies**

A SCP programme should be an ongoing, flexible and iterative process that does not constitute a one-off initiative to produce a document. It should also pursue a process of sensitising all existing national strategies to SCP and integrating relevant components of these strategies where possible. In some cases this could equate to full integration of the SCP programme in a sustainable development,

poverty reduction or other existing strategy. For example, France and the UK have included SCP as a priority area in their national sustainable development strategies and Ethiopia, Jamaica and Mauritius have done the same in their national environmental action plans. However, there is also a need to integrate with mainstream activities in other policy areas that can drive SCP policy goals including skills/education and building/infrastructure. Indeed, a good starting point for many countries is the national cleaner production programme. Such a programme can be extended by incorporating sustainable consumption elements.

### ***Develop sectoral SCP action plans***

In most countries there are at least some SCP-related policies and actions in operation, particularly those related to preventive environmental approaches affecting energy and water efficiency and waste recycling. Many of these activities are delivered through existing strategies and plans. Other countries, particularly those in Latin America, have sustainable production strategies that include mainly activities concentrated at the production-side of SCP. These ongoing activities and the results of a review will lead to the identification of priority areas for the country's SCP programme. A national SCP programme is usually concentrated on a few initial key priority areas because attempting to do everything at once is neither practical nor possible. Another way to approach a SCP programme is to develop one or two sector-based action plans that link to a framework document or existing strategy. This can be a more efficient means to tackle SCP for some countries, at least in the short-term.

## **Administering the key processes**

Making the principles mentioned above operational will be a challenging task. To help accomplish this, it may be necessary to harness and bolster a number of critical processes. The main contributing mechanisms to the development of an ongoing national SCP programme constitute the political, technical, participatory and resource mobilisation processes.<sup>46</sup>

## **Political process**

Arguably this is the most critical process to manage for the development of a successful SCP programme. Many countries that have achieved a SCP programme have highlighted the importance of having a strong political commitment from the top leadership. A country needs to think strategically about SCP and its leaders must be convinced that such a national approach is necessary. Those responsible for driving the process need to be fully informed on SCP and continue to raise its profile both with the country's leaders and the general public.

*"High political commitment [is important] as it helps with the integration process and the allocation of funds."*

Ministry of Environment, Finland

The political considerations are varied and will be further communicated through the illustrative steps in Chapter 4. But some of the key variables are:

- Identify an influential person to lead the initiative, designate a strong lead institution or form an advisory group to oversee the process (on any level this should include inter-ministry coordination and participation)
- Make clear the benefits of SCP (and dispel any misconceptions) early on in the process
- Understand a SCP programme is a long-term process of continuous improvement
- Consider linking SCP programme with a new or existing national strategy in order to ensure higher profile for SCP and to benefit from established national processes
- Engage all levels of society and solicit wide support from within and outside the country.

## **Technical process**

There is no prescriptive response to SCP in strategic terms. It requires the implementation of an array of policies and instruments working in an integrated manner. An understanding of the local problems,



identifying policies and monitoring and evaluating the programme will all involve some form of technical expertise.

Drawing on the available technical know-how locally and regionally as well as internationally will be a key element to an efficient process. An advisory group or multi-stakeholder committee should include appropriately skilled SCP technical experts. Advice in some cases should be solicited from persons outside the coordinating institution (e.g. consultants to conduct the original scoping review and evaluate the effects of various policy responses). In other cases regional and international bodies such as UNEP and UN-DESA with experience in SCP could be consulted. Improving the capacity of officials coordinating the process and agencies mandated with the implementation of the programme will also be important considerations. The development of indicators to measure progress toward SCP – a key programme component – will certainly involve comprehensive analyses where relying in part on available mechanisms (indicators / data) at the national, regional and international levels should be encouraged.

## Participatory process

SCP is a major cross-cutting societal issue that requires integrated and holistic responses. Active participation of all relevant groups (e.g. government, business, civil society) is of critical importance to the development of a comprehensive SCP programme. For example, small and medium sized enterprises (SMEs) are a crucial source of economic development in many developing countries and therefore need to be involved in the development of the SCP programme. This implies the ongoing involvement of all stakeholders from programme development through to implementation and monitoring and revision. From the outset of programme development it is necessary to decide how much participation is possible and necessary, and to develop mechanisms for participation such as roundtables, workshops, public consultations and full multi-stakeholder dialogues.

Limited financial resources will often require a targeted approach to the participation process. Therefore, carefully selecting the key stakeholders and breadth of the consultations early on in the process will be important. This may mean that only one multi-stakeholder forum is possible. But this can be supplemented by questionnaires and other targeted consultations. The participation process must also be transparent and as inclusive as possible. The media and the Internet can be useful tools for widening the consultations and ongoing participation of the public at a low cost. Once again, it could be useful to benefit from prevailing processes such as national councils on sustainable development (NCSD). For example, a sub-committee of a NCSD may be created to focus on the SCP programme. The steps in Chapter 4 will provide more detail on employing participatory techniques.

## Resource mobilisation process

Mobilising the necessary resources is often the biggest challenge for countries developing and implementing SCP programmes. Many SCP policies will generate income and save resources. However, implementing a programme may indeed require some additional resources. The identification of win-win responses, particularly at the beginning, will be important. As will the bringing together of existing policies and instruments such as waste recycling and energy efficiency activities under the auspices of the SCP programme. Where possible, designating specific resources for new and ongoing actions is crucial and it also demonstrates political commitment and national leadership on SCP.

Of course, developing the SCP programme itself can require some additional resources, both financial and otherwise. Most developed countries and some developing countries can find these resources from existing ministerial budgets and networks. In some cases, resources for the programme development process may need to be mobilised from both domestic and international sources. For example, UNEP does have several demonstration projects underway that support the development of SCP

programmes. But ensuring the availability of adequate domestic support for the process is essential. A SCP programme is not a static one-time endeavour, and therefore can not rely solely on regional or international assistance. Its sustainability, and long-term success, relies on the ongoing management by the national government. To reiterate, one method to reduce the inherent costs in programme development and implementation is to tie the SCP programme to a new or existing national strategy such as the national development plan and the national sustainable development strategy.

# The Steps

# 4

<b>Cross-cutting Step: link to existing national strategies</b>	<b>42</b>
<b>Step 1 : Establish advisory group</b>	<b>44</b>
<b>Step 2 : Conduct scoping exercise</b>	<b>45</b>
<b>Step 3 : Set institutional framework</b>	<b>47</b>
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<b>Step 5 : Define objectives and set targets</b>	<b>51</b>
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<b>Step 7 : Official approval of programme</b>	<b>55</b>
<b>Step 8 : Implement the programme</b>	<b>56</b>
<b>Step 9 : Document, monitor and evaluate</b>	<b>58</b>
<b>Step 10 : Sustain and improve</b>	<b>61</b>

## The steps

The subsequent steps are the basic tasks normally involved in preparing a national SCP programme. The 10 steps are divided into four phases to: Plan, Develop, Implement and Monitor the programme (see Figure 9). They represent an iterative process of continuous improvement that is often embedded into existing plans or strategies. The model was built on elements from earlier methodologies to develop national action plans in Asia<sup>47</sup> and from consultations with several SCP experts that have been involved in formulating national programmes. The steps also assume adherence to the principles and elements of national SCP programmes discussed in Chapter 3.

It should not be assumed that the following steps should be undertaken as a rigid sequence. In practice, in some countries with a specific context, some steps may not be required or will be combined with other steps. Some countries may choose to undertake several steps in parallel. In other cases additional steps will be required. As mentioned before, this is a flexible approach to SCP programme development and local circumstances will dictate the final process to be followed. These Guidelines will also be useful to countries that already have a SCP programme but are keen to improve and sustain the process (see Figure 6, Chapter 3). Examples of good practice included below help to underline the different ways countries approach each phase of the process.

### Crosscutting Step: Link to existing national strategies

There are several ways to go about developing and implementing a national SCP programme. The programme can be either wholly integrated in an existing national strategy on sustainable development or national development / poverty reduction, mainstreamed through existing national strategies or developed as a “standalone” programme. It helps to consider where the SCP programme should be included in the national policy framework early on in the process. The decision on how the SCP programme is to be developed and integrated depends a lot on local conditions.

The ten steps each describe how integration and linkages can be considered and/or pursued at the different phases of the programme development and implementation process. These include for example reviewing and linking up with SCP actions included in existing strategies (**Step 2**) and evaluating priority areas in existing strategies to help set priorities for the SCP programme (**Step 4**).

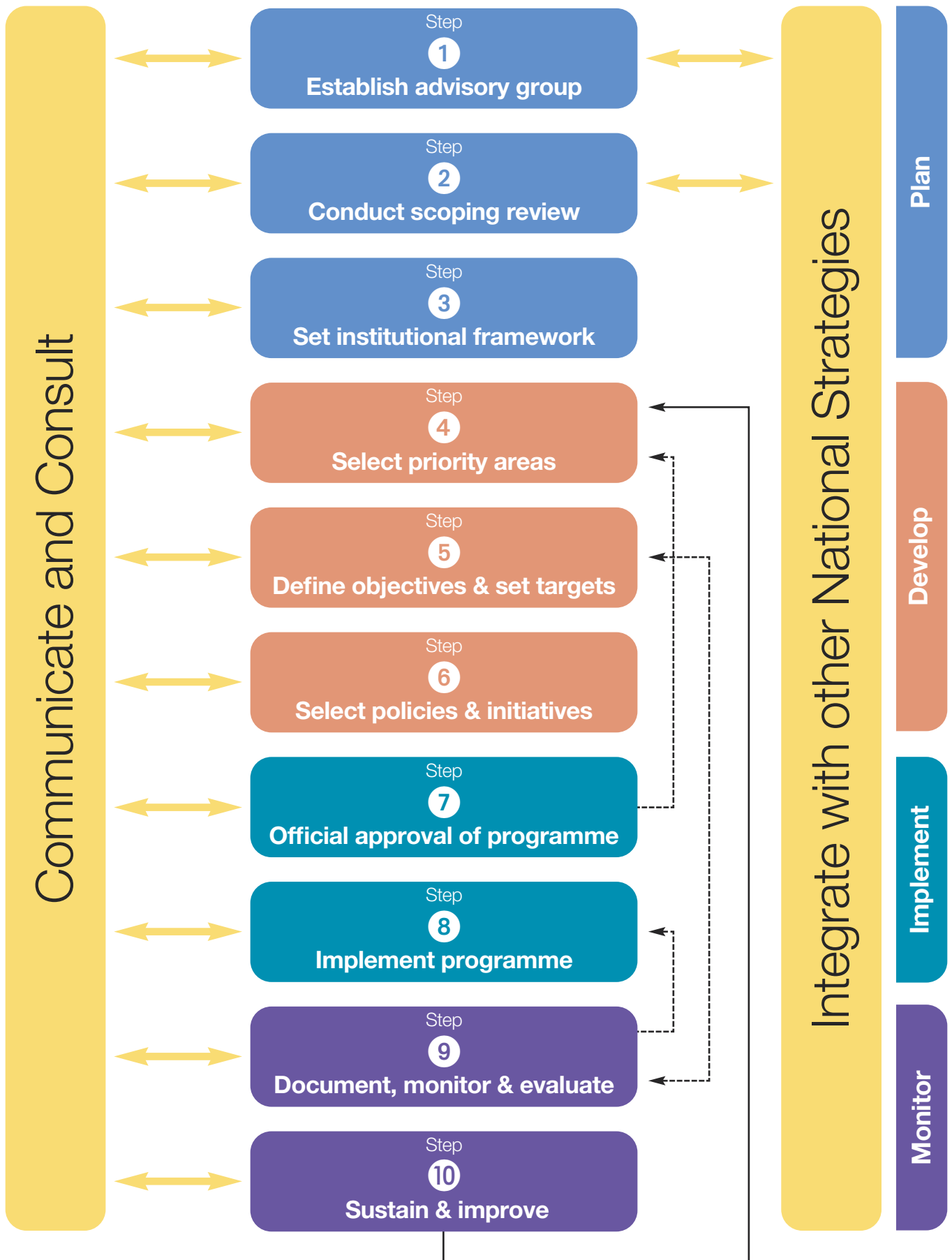
### Good practices in integrating with existing national strategies

**France:** Following the *European Union Sustainable Development Strategy*, France includes SCP as one of its seven key challenges in its *National Sustainable Development Strategy*. The SCP programme has been fully integrated into the NSDS.

**Senegal's** *Second Poverty Reduction Strategy* includes references to the sustainable consumption and production programme.

Latin American and Caribbean countries such as **Argentina, Brazil, Cuba, Colombia, Costa Rica** and **Ecuador** have national cleaner production policies that include some consumption-based activities. Some of these programmes are undergoing redevelopment into SCP programmes.

**Figure 9:** The SCP Programme Development Process



## 1

## Establish advisory group

There is a multitude of events that can signal the start of the development process for a national SCP programme. In some circumstances the decision to begin the process comes from the country's leadership (top-down), while in other cases the SCP agenda is driven by a government agency or group of motivated individuals (bottom-up). The initial discussions and negotiations often lead to a context or draft vision and sometimes some initial priorities and focus areas being established that provide direction at least for the next few steps of the process. This vision is then often revised after rounds of consultation and analysis. A country should also look to any existing regional framework of programmes on SCP (such as the 10YFP in Africa) for advice on vision and priority areas.

Generally, a good opening course of action is to set up an advisory or coordinating committee to manage the process. This group can be responsible for just the early steps of the process, or the full process from development through to implementation and monitoring and evaluation. Inviting as many government agencies and other stakeholders such as civil society and business as is practical to join the group is important. The involvement of key

institutions that have a role in innovation in the country is important. SCP is about innovation – technological and social – and it is important that these business and academic institutions are involved in the process. In most cases the advisory group comprises of between eight and ten people.

Coordinating the process, in particular managing negotiations on the selection of priority areas and SCP policies, is a considerable challenge. Therefore, appointing a strong lead agency or coordinating committee is important in this regard. The SCP programme should also be viewed as a long-term process of continuous improvement where particularly in the short-term accessible wins and “success areas” should be encouraged.

In many cases the initial “champion” of the SCP programme is the Ministry of Environment. However, partnership arrangements among various ministries are also very common and should be encouraged wherever appropriate. Indeed, in order to ensure integration with a national development plan or national sustainable development strategy, other leading institutions may be the President's or Prime Minister's Office, Ministry of Finance, Ministry of Planning or a special commission.

### Good practices in establishing the context

**Finland:** The Government appointed a multi-stakeholder advisory group (called the KULTU Committee) in November 2003 to develop the SCP programme. The programme was unanimously agreed to by the KULTU Committee in June 2005 and entered in to force in December 2006 as part of the country's sustainable development strategy.

**Thailand** set up a SCP advisory committee (SCPC) consisting of representatives from various

government and non-government bodies to oversee the development process. The vision statement was revised and priority areas selected after a scoping exercise was carried out. Thailand's SCP programme was approved by the Cabinet in June 2007.

**United Kingdom:** The UK Government Framework for Sustainable Consumption and Production was among the first national SCP programmes. The framework document was a precursor to an integrated SCP action plan included as a part of the UK's 2005 Sustainable Development Strategy.

## Conduct scoping exercise

It is almost impossible to proceed past the point of preliminary contextual discussions without the advent of a formal review of the main related needs, problems and challenges. Understanding SCP in the local context, cataloguing existing SCP policies and activities and reviewing potential linkages with existing strategies should be important objectives of the review. The review provides a baseline from which to proceed with further tasks.

There are a number of prime objectives that this scoping exercise should consider. These include, but are not limited to, the following:

- Evaluation of ecological, economic and social impacts of consumption and production patterns possibly related to key sectors (e.g. water, energy and waste)
- Clarification of benefits of SCP in the local context
- Overview of recently completed and ongoing SCP policies and activities particularly those at the international/regional level (regional 10YFPs) and those included in existing national policies and strategies such as Cleaner / Sustainable Production Policies, NEAP, NSDS or PRS. Review these national policy frameworks with a view to possible linkages and / or integration of SCP

- Evaluation of compatibility of various existing policies and instruments (i.e. some actions may impact negatively on the objectives of other actions and some actions may be repeated unnecessarily by different bodies)
- Presentation of possible stakeholders that should be involved in the process
- Study of good practices on programme development and policy responses (e.g. guidelines and case studies developed by regional and international bodies)
- Identification and discussion of possible priority / focus areas and policy responses
- Review of enabling conditions to implement SCP locally and possible obstacles to overcome in the programme development and implementation process.

Some of the above components may already have been studied, but not necessarily using the term SCP. Before starting the scoping exercise countries can look to regional and international organisations for guidance and possibly review good practice examples from neighbouring countries. There are an increasing number of examples of scoping exercises for national programmes (see for example the scoping report for the development of the

### Good practices in conducting scoping exercise

**Argentina:** The Secretariat of Environment and Sustainable Development's SCP Unit has carried out several background studies including a review of existing policies and instruments, consumer attitude surveys and an evaluation of case studies.

**The Czech Republic:** *Framework of Programmes on SCP* was prepared by a working group chaired by the Minister of Environment and

adopted by the Government Council for Sustainable Development (GSD) in 2005. The working group conducted research and analyses to arrive at the content of the framework.

**Ethiopia:** undertook a number of studies including one that looked at creating synergy among national and international instruments and another that explored what was required to meet the SCP goals. The African 10-Year Framework Programme on SCP served as an important starting point.

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Mauritius SCP programme in the UNEP clearinghouse, <http://www.unep.fr/scp/nap/clearinghouse/>. Other background information that could be studied as part of the review include international and regional documents of the Marrakech Process, particularly guidelines, case studies, sector studies and regional programmes on SCP (see Chapter 2). Regional programmes such as the one in Africa include information on priority areas that should be considered and possibly implemented.

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The scoping exercise should wherever possible be carried out by an independent body, consultant or multi-stakeholder group set up to coordinate the process. A clearly defined methodology is a must. The review could consider combining both quantitative and qualitative data from desk-based reviews, surveys and interviews of SCP experts, policy experts, non-governmental and business stakeholders, and the public.

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## Set institutional framework

Following the outcomes of the first two steps it is important at this stage to formalise the institutional framework for the process. In many cases from the outset a preliminary institutional framework has been devised often involving an advisory committee or working group. But it is important now to settle on the group's responsibilities and the mechanisms required for developing, implementing and monitoring the programme. The overview in **Step 2** may signal certain other changes to the contextual setting for the programme. For example, the original vision and goals of the SCP programme could be revised or a decision could be made to base the SCP programme on an existing cleaner production policy as is the case of some Latin American countries.

The institutional framework ideally should include three components:

- The coordination mechanism for government agencies and other stakeholders to contribute to and participate in the development, implementation and monitoring of the programme
- The mechanism to ensure the effective multi-stakeholder participation in the entire process (including a public consultation and communication mechanism)

- The policy basis for the development of the national programme.

Many of these elements may already be in place due to an earlier decision to set up an advisory group or multi-stakeholder task force. In this case the point acts as a reminder that before taking the process any further an agreed platform should be in place.

Some countries choose to give the programme development and implementation responsibility to a single government agency. In some cases the Environment Ministry may choose to take on SCP as a strategic objective or priority work area thus raising the profile of SCP within the ministry and the government as a whole. This should help maintain the ministry's interest in the subject and help engage other stakeholders in the task of implementing and monitoring the programme. However, inter-ministerial cooperation needs to be encouraged due to the cross-sectoral nature of SCP. The incorporation in the functions of the Finance Ministry is also often a good choice given its ability to ensure appropriate resources are allocated to the proposed actions. Although this has certain advantages, multi-stakeholder discussions should continue throughout the process.

### Good practices in formalising institutional framework

**Brazil:** As part of efforts to develop a national SCP programme, a national network has been set up and eight regional roundtables on SCP took place in 2006.

**Germany:** The Federal Ministry for Environment (BMU) started a national process on SCP in February 2004. The process involved all relevant stakeholders and started with a conference in Berlin with 280 participants.

**Norway:** National action plans on sustainability (including SCP) are integrated as part of the national budgetary process in the Ministry of Finance and published annually. This was considered the best way to ensure coherence between the various policies pursued by each government department.

**Thailand:** A SWOT methodology was adopted for making decisions on key priorities and actions for the national programme on SCP.

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The importance of the multi-stakeholder orientation can not be underestimated. Only by effectively engaging stakeholders through a formalised process can their perspectives be reflected in the decision making process. The process will often include public consultations (focus groups and surveys), multi-stakeholder task forces and working groups, national roundtables and workshops, to name but a few. **Step 2** should have identified the main stakeholders to be engaged. But key representatives from the business community (e.g. companies that have been leaders in sustainability), the non-governmental sectors and government need to be involved. But also sub-sectors such as the media, industry associations, consumer organisations and academia should be represented. If a sectoral approach is expected to be followed (i.e. a focus on one or two key priorities) then all organisations related to these sectors should be invited to participate. Public participation can be more of a challenge in developing countries, but there are several ways to solicit input including public forums and questionnaires.

Multi-stakeholder processes can take on other aims, for example, at the initiative level. Governments may prefer to initiate new activities that are driven by non-government and business stakeholders. Activities for instance on SME's can result from multi-stakeholder workshops and roundtables. An ongoing participatory approach to SCP will also bring other benefits medium to long-term such as better coordination of implemented activities and more reliable monitoring.

Effective coordination at the governmental level is often one of the biggest challenges, especially when it comes to implementation (**Step 8**). Therefore, it is important to involve a number of different ministries early on in the process. Some relevant government departments could include the Ministry of Consumer Affairs, Ministry of Trade or Commerce, Ministry of Agriculture, among others. This broad government participation also provides the basis to discuss potential conflicts between different policies and activities being undertaken by different ministries

and at different levels of government. The scoping exercise should have identified the possible conflicts and potential overlaps of the prevailing policies, activities and strategies. However, making decisions on which priority areas or policies to select will require negotiation. A participatory approach is the best way to make the negotiated outcomes workable in the long-term. One method to arrive at mutually acceptable outcomes for the programme is by instituting a Strength-Weakness-Opportunity-Threat (SWOT) analysis.

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## Select priority areas

It is necessary to narrow down the specific priority areas to be targeted. This may include a differentiation between short-term and longer-term priorities. Priority areas may vary as the programme undergoes continuous improvement over the years (e.g. 5 years). No developing country has the capacity to implement the full range of SCP policies and instruments at one time. Developed countries too prefer to limit their focus to a certain number of key areas initially. It is important to select priority areas that are most likely to bring about “win-win” outcomes in the short to medium-term. There is the potential for stakeholders to lose interest early on in the process if they do not see tangible results. The public also may feel less inclined to support a complex and overly ambitious programme or action plan. But some countries may consider it possible to take on more ambitious actions in some circumstances. A country should build on its strengths (competitive advantage), expertise, needs, interests and ongoing activities.

However, the selection of priority areas should first and foremost respond to each country’s development needs and specific conditions. This could include, for example, a country’s desire to reduce waste, foster sustainable technologies, improve access to energy, water / sanitation or alleviate poverty. Recent research on the environmental impacts of products suggests the key sectors (considered as consumption clusters) for a country are housing, food and mobility.<sup>48</sup> The scoping exercise discussed in **Step 2** should have

highlighted potential priority areas for the country. This should have considered priority areas included in an existing regional framework of programmes on SCP. There are many other possible tools to apply here including SWOT analysis, risk management analysis, World Bank costs of inaction indicators and national, regional and international sector studies. The set of following questions applied to the results of the scoping exercise may help to select priority areas.

- **What areas have been covered by existing policies, instruments and activities?** Certain patterns of focus may emerge from an analysis of existing SCP and other related initiatives. For example in many Latin American countries national cleaner production policies already focus on many specific SCP issues. Evidenced-based research should also be considered to help determine the key sectors/priorities based on environment/social impacts.
- **What areas have been covered by discontinued policies or completed activities?** Activities recently concluded should not be discounted from the analysis. Important lessons from previous efforts to promote certain SCP priorities may be useful.
- **What have other similar countries used as their priority areas?** Consideration should be given to what priority areas have been selected by countries with similar economic, social and

### Good practices in selecting priority areas

**Austria:** An inter-departmental collaboration is preparing a National Action Plan for Resource Efficiency as a main contributing element to achieving SCP.

The **Jamaican** 2006-09 *National Environmental Action Plan’s* (JaNEAP) SCP sections give

priority to promoting environmental management systems (EMS) and energy efficiency initiatives.

**Sweden’s** action plan for sustainable household consumption (*Think Twice!*, currently being revised) focuses attention on three key priority areas: food, housing and transport.

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ecological conditions. An understanding of why certain priority areas have been selected is also important.

■ **What areas would be the most challenging to implement?** The most critical priority areas may not always be selected in the first phase of the national programme (short-term goal) because of the complexities involved in implementation.

■ **What important areas have yet to be covered at all?** Some SCP priority areas may have been completely neglected in work to date. These priority areas could possibly be the less complex of focus areas (e.g. waste minimisation in some cases).

These and other questions should be discussed in the multi-stakeholder environment established in **Steps 1-3**. Careful consideration and lengthy negotiations will normally be required before a final set of priority areas can be identified. In many cases a country may arrive at only one or two short to medium-term priority areas. This could be because of capacity constraints or alignment with national priorities. This leads us to a crucial point. Some countries may even decide to instead adopt a sector-based approach to their SCP programme. For example, a country may choose sustainable public procurement or energy efficiency as the key overriding theme for the programme which would include various related activities.

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## Define objectives and set targets

This is a crucial step of the development process. Without clearly defined and stated objectives with short, medium and long-term targets it will be difficult to monitor and evaluate the programme. Including easy-to-understand targets should also help engage various stakeholders such as the general public. Moreover, the targets need to be verifiable. If so, they can provide a basis from which to undertake future monitoring and evaluation of the programme (see **Step 9**). This is a key point because if targets can not be tracked easily by the government or the SCP programme coordinating body they can not be communicated on an ongoing basis to stakeholders such as the general public. The business sector and the public in particular need to understand the merits of a strategic approach to SCP as early on in the process as possible.

The targets should be specific and as realistic as possible. They should be linked to the objectives and priority areas being pursued in the plan. Targets can constitute overriding goals for the particular priority area (e.g. phase out entirely the use of plastic shopping bags within two years). They can also be more specific. For example, a country could set a target to ensure by 2010 that 25 percent of plastic consumer good containers are manufactured from recycled or biodegradable materials. Each priority area may require several targets at different time periods, (e.g. short, medium and long-term goals).

The more challenging targets will normally be set in the medium to long-term periods.

Targets are always difficult to determine and to agree on. They can of course be adjusted through the process of continuous programme improvement. As stated earlier a target should be realistic but should also provide some scope to challenge society to make appropriate efforts on SCP. The multi-stakeholder consultation process will have to play an important role at this stage. The targets need to address the political and economic realities of the country as well as the prevailing method for designing and communicating national targets. These targets should be linked to any related targets included in other national policies and strategies and not contradict or repeat already stated objectives and targets. The scoping exercise should have unearthed all the related SCP objectives and targets included in other plans so that an efficient and effective process of integrating all the competing and complementary targets can be undertaken.

Some of the existing national SCP programmes do not set targets. This is a common weak point of many of the programmes reviewed for the development of these guidelines. This is clearly an area where many of the existing and in-development programmes can be improved.

### Good practices in defining objectives and setting targets

**France:** Specific targets are identified within the five key objectives of the SCP action plan incorporated in the *National Sustainable Development Strategy* (NSDS).

**Ethiopia's** SCP programme included as part of the Ethiopian *Environmentally Sound*

*Development Vision* sets several detailed targets within five key focus areas.

**Japan's** SCP programme entitled the *Basic Plan for Establishing a Recycling-Based Society* includes a number of quantitative targets for 2010. The targets are linked to indicators that are verifiable.

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## Select policies and initiatives

It is now important to reach agreement on the actions to be implemented. The policies and initiatives should be selected on the basis of their support of the objectives and targets agreed on in **Step 5**. It may also be important to prioritise the actions (e.g. selecting some initial pilot activities) and look at the cost effectiveness of the relative options (e.g. which will deliver the objectives and targets at the most effective price). At this point it may also be useful to identify the appropriate actors alongside the policies and instruments.

The policy and instrument mix for a SCP programme will undoubtedly be quite varied. As was discussed in Chapter 3 there is neither a standard strategic model for SCP nor are there definitive policies used generally or in specific sectors like water and energy. What is clear, however, is that many SCP policies and instruments do exist (see Chapter 2) and that it is necessary to use a mix of the available instruments. These policies can be categorised into several areas including economic instruments like taxes and subsidies, information and communication campaigns and regulatory interventions to support, for example, sustainable

technologies and sustainable procurement. Policies on SCP should also adopt a full life cycle perspective of the products and services that they address. This is to help prevent that positive actions in one way may lead to negative outcomes in another. The added value and crucial aspect of a national SCP programme is to bring together all these policies in an integrated and coherent manner.

There are a few basic prerequisites for starting the process of policy and instrument selection. These include a review of the papers / studies on SCP policies prepared for the background exercise (see **Step 2**). In many cases a separate paper on existing and recommended policies is initiated by the coordinating body. Understanding driving forces, enabling conditions and major obstacles is crucial for arriving at effective tool selection. Evidence-based research needs to be harnessed to ensure the most effective SCP activities are chosen. Ongoing related activities in other national strategies such as international conventions signed by the country will need to be carefully evaluated. Some required actions such as information campaigns may be in existence already but simply require modification to meet the demands of the stated objectives.

### Good practices in selecting policies and initiatives

**Czech Republic:** The *Framework of Programmes on SCP in the Czech Republic* outlines the broad principles and priorities for the programme. Action Plans on the several priority areas include specific goals, activities, targets and resource allocation.

**Finland's** SCP programme includes vision, goals and action points in eleven priority areas. There are 73 proposed measures including the establishment of a material efficiency service centre and development of user-friendly models to assess the environmental impacts of consumption.

**Mauritius** is considering two pilot projects under its SCP programme, one on ecological and carbon footprint analysis and reporting by the Ministry of Environment and a second on TV spots on sustainable consumption for awareness raising and education purposes.

**Colombia's** *National Policy on Cleaner Production* includes an assortment of consumption and production-side actions including eco-labelling schemes, energy efficiency policies and waste management activities.

Wasting limited resources on competing, ineffective or redundant policies should not be tolerated by the coordinating body. Another important prerequisite for a selection of policies is the advice of policy experts at both the national, regional and international levels. Regional programmes on SCP may include examples of actions for countries in certain areas and national case studies are a further source of information on the successful SCP policies available. Any external advice would then need to be carefully diagnosed considering local conditions.

Adoption of the correct mix of SCP policies and activities will take some careful consideration, and in many cases, negotiation. Sometimes, selecting a set of well considered pilot activities for short-term action may help keep the programme focused and help source the necessary resources for these activities. Development organisations can be a possible good source of funding for such activities. There will often be conflict over the best way to meet a certain objective or target.

The coordinating body should keep in mind that simply placating the concerns of all stakeholders by selecting policies of the lowest common denominator may not succeed in achieving desired medium to long-term results. It is possible that some stakeholders may have to emerge from discussions about SCP policies and instruments not fully satisfied at the result. However, it is important to, as much as possible, balance the views of all stakeholders and work toward shared outcomes.

This step is not only concerned with the final selection of a mix of activities and policy instruments. The actions need to be supported by practical implementation considerations such as who will implement the action (which stakeholder/ stakeholders), who will fund the action (internal budget / external partners), how will it be implemented (specific actions should be spelled out as well links to other ongoing actions) and when will it be implemented (timeframes targets) (see **Step 8**).<sup>49</sup>

### UNEP-Consumers International Training Guide on Sustainable Consumption Policies

The Hands-on Sustainable Consumption training guide developed by UNEP and Consumers International in 2005 provides advice on how to go about identifying, developing and implementing some sustainable consumption and cleaner production policies. The training guide focuses on the key policymaking aspects identified in the sustainable consumption section of the United Nations Guidelines for Consumer Protection. Accordingly, each chapter addresses a key topic covered by the UN Guidelines and the UNEP *Tracking Progress* report. The topics covered are: regulatory instruments, consumer information campaigns, product testing, products and service design, recycling programmes, standards, sustainable government procurement and SCP

indicators. The chapters of the training guide are not designed to present an exhaustive set of solutions. Rather they offer tools, which can be used based on the specific needs of a country to strengthen their efforts toward implementing the SCP programme. The training guide is available in English, French and Spanish at <http://www.consumersinternational.org/Templates/Publications.asp?NodeID=89704> In addition, see other cleaner production and sustainable consumption reports on the UNEP website at <http://www.unep.fr/scp/>



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As pointed out in Chapter 2, there are several publications and other materials available to help identify and implement SCP policies. UNEP, for example, has several training and information resources on specific SCP topics such as sustainable buildings and construction, sustainable tourism, education for sustainable consumption, resource efficiency, eco-design and sustainable advertising and communication. More information can be found on the UNEP SCP website: <http://www.unep.fr/scp/> The OECD has conducted research on sustainable consumption policies in particular, see for example, *Promoting Sustainable Consumption: Good Practices in OECD Countries* (OECD, 2008).<sup>50</sup>

In conjunction with these selected actions and objectives and targets to which they respond, a monitoring and evaluation programme should be incorporated in the wider SCP programme. There are many ways to approach this task. In many cases, SCP programmes include only limited or no information on how the programme is to be monitored. This is a critical phase of programme development as it provides a basis for carrying out the ongoing monitoring of the programme (see **Step 9**). The section can include information on: who should carry out the monitoring; what level of monitoring will occur (process, content/products, outcomes or impacts); what relevant national monitoring is already being done; and what indicators and mechanisms could be employed to provide the necessary information.

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## Official approval of programme

Seeking official approval of the programme is a step that presents many common challenges but that is wholly reflective of the local political conditions. It can obviously take some time for a plan or programme to be ratified by the government or other decision-making body. But this can vary greatly. Some countries' have their programmes approved by the Environment Minister while other programmes are required to be submitted to a more senior official or body (e.g. parliament) for approval. Sometimes a programme may be endorsed by a group of ministers or a committee instead of being put forward for official government approval. It is indeed possible that it may be easier to obtain official approval when the SCP programme is linked to another new or existing national mechanism such as a national development plan or national sustainable development strategy. This could possibly also have the effect of raising the profile of the programme. Wherever possible it would also be preferable to have the SCP programme approved by various ministries

like the Parliament or Cabinet. This will help in the goal of mainstreaming SCP themes in all government policies.

It will be important to demonstrate to the decision making body that a thorough and participatory process has been followed. The objectives, targets and actions of the programme will need to fit with the country's overall priorities. Therefore, highlighting links to all relevant existing macro and sectoral strategies and delineating the complementary status of the programme's actions will be crucial. The SCP programme should clearly define its short, medium and long-term goals and benefits to the country.

It should be highlighted that if official approval is not granted at this stage further modifications to the programme may be required before resubmission to the appropriate decision-making body. This could require the coordinating body to go back to **Step 3** or **Step 4** and re-follow the steps accordingly.

### Good practices in obtaining official programme approval

**Costa Rica's** *National Development Plan 2006-2010* includes SCP as a strategic objective. The country has now developed a national SCP programme.

**Jamaica:** The SCP programme included in Jamaica's *National Environment Action Plan*

(*JaNEAP*) – 2006-2009 was approved by the Government in 2006.

**Senegal's** second *Poverty Reduction Strategy* that includes reference to the National SCP Action Plan was approved by the Prime Minister in April 2006.

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## Implement the programme

Once official approval is granted, programme implementation can begin. Some activities may have already started while the programme was going through the approval process. But in most cases actions will not get underway until this approval has been obtained.

The actual process for implementation will depend on the programme itself as well as the operating conditions in the local country. As much as possible the measures and steps proposed in the programme should be followed. Agencies and organisations responsible for implementing the activities will need to take the appropriate actions such as drafting legislation, developing information campaigns and conducting research. Partnerships with business and industry and civil society groups may also need to be established. As with any programme, when it comes time to actually implement the actions some adjustments may need to be made. Any adjustments should be made with respect to the vision, objectives and targets of the programme.

Obtaining the funds for activities and policy instruments identified in the programme will be another challenge for many countries. Support can be solicited from internal budget mechanisms as well as from external sponsors

such as bilateral donors (e.g. development / aid agencies). Developing a robust programme which includes well thought out partnerships and initiatives (e.g. pilot activities) from the outset will certainly help mobilise the required resources. Bilateral donors and international funding bodies will be more inclined to support the programme's pilot activities once an integrated and measurable programme has been put in place.

In many cases the SCP programme can be used as a means to explore potential opportunities. In other words from the beginning of the implementation process new and existing programmes may warrant special attention due to their degree of impact on SCP. For example, a major resource efficiency, business or technology initiative could be modified or engaged in such a way that it better incorporates SCP elements in its objectives and delivery mechanisms. See Chapter 6 on national case studies for examples of how selected countries are implementing their SCP programmes including some of the challenges and opportunities they have encountered.

A campaign to communicate the objectives and targets of the SCP programme could also be pursued alongside efforts to implement the programme. In some cases, it may be deemed useful to make the various stakeholders aware of the programme, including the general public. This may also help sustain the SCP programme (see

### Good practices in implementing the programme

**China's Republic:** *Circular Economy* approach is an inter-departmental programme that includes actions aimed at improving the eco-efficiency of production and multiple demand-side activities.

**Finland's** SCP programme *Getting More From Less* has launched studies on environmental impacts of: different material flows and sectors;

started work on an action plan on sustainable public procurement; and will open a material efficiency service centre in June 2007.

**United Kingdom:** Some examples of the SCP actions being implemented include the Business Resource Efficiency and Waste (BREW) programme, Environmental Action Fund, Market Transformation Programme (MTP) and the Envirowise programme.

**Step 10).** There are several ways to communicate the programme to the many stakeholders including through a range of different media such as print, internet, television and radio. The campaign can target specific stakeholders on certain topics, provide general information about the programme or do a combination of both.

The ongoing coordinating committee or agency should start monitoring and evaluating of the programme from very early on (see **Step 9**). They should also catalyse support for the programme from all stakeholders and support implementing actors whenever possible.

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### Creative Gallery on Sustainability Communications

UNEP's international database of corporate and public advertising campaigns relating to sustainability issues is online at: <http://www.unep.fr/scp/communications/>

The Gallery is the result of a thorough selection, which started with the viewing of over 40,000 ads. The campaigns highlighted in this Gallery address sustainability issues through various themes, tones, types of media and strategies. Some reflect companies' public commitment towards social and environmental issues. Others feature awareness campaigns from public authorities. Some aim to favour the purchase of green products and services, others strive to change citizens' or consumers' attitudes. The Gallery also

compiles case studies taken from existing UNEP publications like *Communicating Sustainability* and *Talk the Walk*.



## Document, monitor and evaluate

At every stage of the programme development process documentation should be produced for monitoring, compliance, learning and sharing of information. In addition, steps will sometimes need to be repeated later. In these cases the availability of existing documentation will be important. The coordinating body should maintain a library of documentation on the development and implementation process. The information may also prove useful to other countries wanting to learn from the experiences of their neighbours.

The monitoring and evaluation of the national SCP programme is a critical step. It provides accountability of those parties involved and demonstrates achievements and worthiness of the programme itself. Continuous monitoring (typically indicator based) needs to also be clearly differentiated from periodic evaluation of the programme. Chapter 5 focuses on the continuous monitoring of changes in consumption and production patterns. The coordinating or oversight body needs to follow

the monitoring principles and mechanisms described in the actual programme (see **Step 6**). However, it can also build on these principles if more advanced monitoring is deemed appropriate and possible. In essence, the organisation or organisations mandated to carry out the monitoring needs to measure the function and impact of the SCP activities and the level of success in meeting the defined targets.

The programme can and should be monitored on four levels. These include the *process, contents or products, outcomes and impacts*.<sup>51</sup> The process can be monitored throughout the development phases as well as after its inception. The other three elements are generally monitored as implementation gets underway. The process of monitoring is ongoing. It should also evolve as better methodologies and data become available and updated as the programme is continuously improved. As the SCP programme is often incorporated within another national strategy, such as the NEAP or the NSDS, monitoring mechanisms may already be in place and need only to be refined to reflect the objectives and targets of the programme. Many national indicators measuring

### Good practices in documenting, monitoring and evaluating

**Japan:** The *Fundamental Plan for Establishing a Sound Material-Cycle Society* requires the Central Environment Council to annually examine progress of the specific measures and to advise the government, as necessary, to ensure the steady implementation of the plan. For this purpose, the Government provides necessary data to the Central Environment Council.

**Norway:** Programme monitoring is part of the ongoing process that monitors all government expenditure and policy implementation. Apart from scrutiny by Parliament, the independent auditing office, Riksrevisjonen, is able to – and does – look

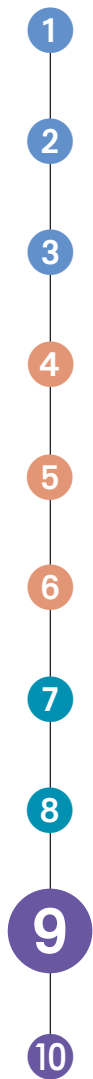
into both the proper use of funds as well as the match between budgetary policy declarations and the effective use of the funds appropriated for that purpose.

**United Kingdom:** Monitoring and implementation is carried out via the Department for Environment Food and Rural Affairs (DEFRA), which has a joint programme with the Department for Business, Enterprise and Regulatory Reform on SCP. Mechanisms are included in the programme documentation. To help evaluate progress on SCP a set of indicators has also been developed to assess the progress of breaking the link between economic growth and environmental damage.

outcomes and impacts relevant to SCP such as energy efficiency and recycling rates are already in existence and should be utilised and further developed where appropriate.

It must be said that monitoring SCP programmes particularly in terms of the impacts of certain policies and instruments and their link to specific objectives and targets is not an easy task. There exists no holistic set of SCP indicators even though attempts to provide a basic indicator framework have been made (see Chapter 5 for more information). There has also been some work done by some countries on so-called decoupling indicators that are essential to assess the progress of breaking the link between economic growth and environmental damage. The full life cycle impacts of certain policies on the economic, social and ecological conditions of a country are difficult to quantify. The other problem is that relevant data is hard to establish. Some relevant data including on energy use and waste generation is more often available so indicators in these areas are possible. But more often, in developing countries in particular, data availability is a major inhibitor to effective monitoring. Progress on making data available and developing statistics is being made all the time. Besides there are other ways to monitor and evaluate the SCP programme. These include:

- **National peer reviews:** This voluntary form of monitoring a SCP programme has the advantage of being able to address all four monitoring elements (Process, Content, Outcomes and Impact). It also facilitates dialogue and information sharing, but could potentially be resource intensive and somewhat impromptu.
- **Internal reviews:** A review conducted by the implementing agencies or coordinating body could address progress on the SCP commitments and target delivery and spur further action if targets are not being met. But it lacks the element of independence, if it is led by government officials, and usually only reports on the content and outcomes elements.
- **External auditing:** This approach can help keep government accountable for the SCP objectives and targets. If the audit body is truly independent of the SCP process then this approach could provide useful results. It could address the content, outcomes and impact elements.
- **Parliamentary reviews:** Standing committees to assess performance of government departments could raise political awareness of SCP objectives and targets and is able to reach into all branches of government and raise debate. But the discussion is often carried out in isolated cases and is short-term focused with the process and impacts rarely being considered.
- **Budgetary reviews:** Government departments could account for their work on SCP usually involving the Ministry of Finance, one of the most influential of ministries. This also has the advantage of being able to argue for further resource allocations on SCP action which is very important and generally raise awareness of SCP among the ministries. But this approach is not always able to consider other stakeholders and rarely considers process, outcomes and impacts. Finance ministries are also difficult to engage, at present, on SCP.
- **Indicator-based monitoring:** As mentioned earlier, indicator-based and quantitative monitoring could be rigorous if indicators are also linked to targets (see **Step 5**). This approach could also allow long-term vision when inter-generational indicators are included. Existing SCP indicator sets generally consider outcomes and impacts. Indicators can be powerful monitoring and reporting tools particularly in the public arena. Indicators are hard to agree on even though some sets of SCP indicators are now available.<sup>52</sup> Measuring some SCP elements is difficult and data reliability and availability are often a concern (see Chapter 5 for more information on SCP indicators).



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■ **Public/local monitoring:** There are also other techniques employed for SCP monitoring such as ecological footprints and local sustainability measures. These types of qualitative and quantitative models could provide information from all localities and regions, engage and build links among many stakeholders, and foster a transparent and participatory environment. But the focus is often on specific aspects of SCP and also localised and not specifically related to the programme's objectives and targets. This approach could consider content, outcomes and impacts.

■ **International monitoring:** Regional or international level monitoring could be carried out by an appropriate international organisation with responsibilities for SCP or another independent body. For example, governments could be asked to provide information on their SCP programme every two years. This approach creates peer pressure, promotes SCP concepts and reports could be used to leverage action at the national level. But the approach is often not rigorous enough, meaning it should go further than the analysis of a simple questionnaire. This approach could consider content, outcomes and sometimes impacts.

■ **Monitoring PRS, NSDS and other existing strategies:** Linking to the other processes that already exist in a country has been a common theme of these guidelines. The same goes for monitoring. National strategies such as the NEAP, NSDS and PRS that include SCP elements generally include some monitoring approaches. These should be considered when monitoring the SCP programme. This will save on time and resources. But the reports are often not focused at all on the targets of the SCP programme and are prepared with specific goals in mind (e.g. donor needs). This approach could consider content, outcomes and impact elements.<sup>53</sup>

A combination of a number of the above approaches would probably lead to the most desirable results. It is difficult to say whether one approach is better than another. It is certainly not likely that the utilisation of one method alone will be adequate. There may also be other approaches that a country finds useful. In essence, a country should determine for itself the preferred monitoring framework for its SCP programme. Countries should carry out their own assessment of the adequacy and effectiveness of programme monitoring as part of earlier steps (see **Step 5** and **Step 6**).

Communicating the results to all stakeholders involved in the process and the general public is a key overriding theme. Where possible, results of continuous monitoring through the use of SCP indicators can be displayed on government websites or made available in short awareness-raising brochures.

## Sustain and improve

From the beginning of the process, mechanisms should be put in place to ensure that the SCP programme is an ongoing process and not a static effort to produce a plan. A schedule to update the programme can be included in the original documentation. Official updates every two to five years could be considered with regular ongoing improvements made to the programme in the intervening period.

However there is more to sustaining the programme than simply setting a schedule to update it. The coordinating body and implementing agencies need to continuously foster interest in the programme and its various actions. This can be achieved in a number of ways. These include: ongoing multi-stakeholder meetings to report on progress and discuss improvements; regular information and communication campaigns targeted at all stakeholders including the general public; and ongoing attempts by the coordinating body to secure additional funding and political support of the programme by other stakeholders, including the government. In many countries engaging business and industry will prove effective. There should also exist a culture of “capturing the moment” in the SCP programme. For instance, if a major retailer shows sudden interest in SCP, the programme managers

should act and maximise the impact of the company’s initiative in the country. However, in order to effectively mobilise “boardroom” support the SCP programme will need to demonstrate tangible results.

Reporting on progress in a transparent way is therefore critical. If stakeholders can see a steady meeting of the agreed targets it should prove easier to mobilise support to continue to enhance and extend the programme. Simple, but reliable, indicators to measure progress toward SCP and other monitoring tools should be well communicated and clearly linked to the SCP programme.

If and when an update of the programme is deemed necessary, the coordinating body will need to repeat many of the steps outlined above. There are several reasons why a SCP programme will need to undergo a major update. These include: a change in the political leadership in the country; revisions based on mechanisms and timeframes identified in the current programme; and major shifts in the social, economic and environmental conditions in the country. It is possible that at some stage due to the complexities of the SCP agenda, programme development actions may need to restart from **Steps 1-3**. But more than likely initiatives to update the programme will start from **Step 4** or **Step 5**.

### Good practices in sustaining and improving

**Cuba:** At the end of each year all ministries involved in implementation of the National Cleaner Production Strategy, which includes both consumption and production-side activities, reports on progress and the plan of action to meet the strategy objectives, then it is revised.

**Finland:** An informal network from different ministries follows the implementation of the SCP programme. The intention is to conduct an evaluation which will form the basis of the revision of the programme after a period of five years (2010).

**Japan:** The Government is in the process of reviewing and revising the Fundamental Plan. The new plan should be completed by early 2008.

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# Indicators of SCP

# 5

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# Indicators of SCP

## Introduction

The preceding chapter describes the importance of employing appropriate monitoring and evaluation techniques for the SCP programme. Indicator-based monitoring is one of the most effective forms of monitoring and evaluation (see **Step 9**).

Indicators are valuable tools for tracking progress on set priorities and targets. Quantitative indicators can help to gauge whether we are moving closer to, or farther away from, sustainable consumption and production patterns. Quantitative indicators can normally be used to monitor the outcomes and impacts, but not the process and content of the SCP programme. They also contribute to accountability and public transparency in programme implementation.

Indicators do have certain drawbacks however. Measuring some of the related dimensions of SCP – particularly social and international elements – is difficult and data reliability and availability are often a concern. It is also sometimes hard to reach consensus on the right indicators to be used.

This chapter aims to address some of these concerns by detailing some of the key principles for selecting good indicators. It also highlights some example sets of SCP indicators with a discussion of the related strengths and weaknesses. This chapter includes some recommendations for future work on indicators of SCP. It will concentrate on the field of quantitative indicators of SCP. Qualitative estimates of change are the principal way we can gauge our progress, but it is becoming increasingly important for policy making to have quantitative indicators.

This chapter has drawn inspiration from ongoing work being carried out by the European Environment Agency's Topic Centre for Resource and Waste Management in preparation for the development of a new set of SCP indicators for the EU.

## What are SCP indicators?

An indicator is a number or ratio (a value on a scale of measurement) derived from a series of observed facts that can describe the state of a phenomenon and/or reveal relative changes as a function of time.<sup>54</sup> Indicators are aggregates of raw and processed data which helps us to quantify and simplify phenomena and understand complex realities.<sup>55</sup> Indicators are an important tool for stimulating debate and focusing attention, in this case on SCP. What goes unmeasured is often ignored.

Indicators of SCP can indicate progress, or lack of it, towards the specific objectives of the SCP programme. They can also indicate whether a society's consumption and production patterns are becoming more sustainable and hence bringing about more equitable and sustainable development. In that regard, indicators of SCP are inextricably linked to broader sets of indicators on environment and sustainable development, including poverty reduction.

## Principles for the development of SCP indicators

As noted in Chapter 4, the monitoring of a programme is ongoing. Programme monitoring should evolve as better methodologies and data become available. This is also the case for the process of developing SCP indicators. Indicators of SCP should generally take account of social, economic, environmental, international and sometimes institutional issues. It is important to first consider whom the end users of the indicators are as this will affect the final framework (e.g. government officials and general public). A strategy to communicate the indicator results should also be considered early on in the development process. SCP programmes incorporated within other national strategies such as national sustainable development strategies and national development plans will generally utilise the existing indicator models and selection criteria. Keep in mind, SCP indicators will also often be integrated in the

national development plan or sustainable development strategy without there being a fully developed programme on SCP. These indicators can be used to help measure progress toward several national goals including poverty alleviation, sustainable development and SCP. Some of the key principles for developing SCP indicators include:<sup>56</sup>

### **Link to existing indicator sets**

Indicators selected to measure progress toward SCP should also be in-line with existing national indicator frameworks (linking work on SCP with existing national initiatives is an overriding principle of these guidelines). Often indicators for SCP are incorporated within broader sets of development, poverty reduction, environment or sustainable development indicators. Sometimes the SCP indicators will be a subset of the broader national indicators or interspersed within the framework. If they are fully integrated they should be at least identifiable as indicators of SCP so progress toward SCP can be tracked. The indicators also need to be owned by SCP policy makers and linked as far as possible to specific (groups of) policies on SCP.

### **Develop comprehensive framework**

It is important to give consideration to how the indicators will be organised within the framework. There are many methodologies available to categorise SCP indicators. These include the use of the Driving-Force-Pressure-State-Impact-Response (DPSIR)<sup>57</sup> model or sorting by topic area or major theme. DPSIR is a general framework for organising information and reporting about state of the environment covering *driving forces*, *pressures*, *state of the environment*, *impacts* and *responses*. Several organisations such as the EEA and UNEP use the DPSIR model to report on the environment.<sup>58</sup> For instance, UNEP's Global Environment Outlook indicators provide an overview of the main environmental developments over the past three decades and how social, economic and other factors have contributed to the changes that have occurred.<sup>59</sup> However, the DPSIR framework is typically not used for sustainable development

indicator sets as indicators may simultaneously describe drivers, pressure, state, impact or response for the varying dimension of sustainable development.

Making a decision on the level of aggregation of the various indicators is another important consideration. Aggregated indicators can give a clearer picture of where the country as a whole is heading with respect to SCP. Disaggregated indicators relating to certain themes and sectors may carry more methodological weight. However, they can tell a mixed story when some indicators are moving in one direction and some are moving in another direction. Finding a balance between aggregated and disaggregated indicators is often the best option.<sup>60</sup>

Quantitative indicators are only one tool for measuring progress toward SCP, as noted earlier. Therefore, they can not always be relied on to tell the full story on SCP. An important part of developing SCP indicators is being upfront about the limitations and uncertainties of the different indicators.<sup>61</sup> It is also useful to provide detailed explanations for each indicator in order that they are not misunderstood and used inappropriately.

### **Select the right indicators**

Whether an indicator is useful or not depends very much on context. For example, the use of eco-labelled products is an important measure for many countries in Europe, but is still of limited importance to Africa and Asia. A careful selection process is needed to determine what a relevant indicator is in a given context. During this process indicators are selected based on context-specific conditions and general selection criteria.<sup>62</sup> There are numerous considerations that need to be made when agreeing on criteria to help select appropriate indicators. Factors such as target audience, compatibility with scientific research and allowances for cultural and national differences are amongst the issues at hand.<sup>63</sup> As pointed out in Chapter 4, outcome and impact indicators are often more difficult to develop, but can help provide more tangible results. Several different sets of criteria

have been developed to select SCP indicators for a given framework.<sup>64</sup> As a general rule SCP indicators should be:

- Conceptually well founded
- Uncomplicated and attractive
- Based on targets, where possible
- Focused on internationally accepted principles of SCP
- Limited in number and adaptable to future change
- Inclusion of all key resources and consumption clusters
- Realistic about data availability and its associated quality.<sup>65</sup>

### **Define absolute or directional targets**

It is not an easy task to define the target against which the indicator is to measure progress. This is because there are few concrete or absolute targets related to SCP that define the quantifiable limits or time frames involved.<sup>66</sup> As an alternative measure, directional targets or policy targets that at least aim to measure whether we are moving towards or away from sustainability could be used. When setting targets against specific policies, indicators may be measuring policy effectiveness in reaching those targets.<sup>67</sup> Possible policy targets include those related to greenhouse gas emissions (national Kyoto-targets) and resource consumption (e.g. in EU countries). However, there is no guarantee that meeting these policy targets will bring about SCP in full. In fact, in cases where measuring distance-to-target against policy, it will only be possible to show directional trends with regards to SCP.<sup>68</sup> This is also why a wide range of SCP indicators need to be employed to give a better account of progress toward SCP. The UN Millennium Development Goals and other international policy commitments may also provide a basis for some SCP indicators.

## **Overview of SCP indicator sets**

The 2002 UNEP-CI *Tracking Progress* survey on national sustainable consumption policy

implementation found that more than half of the governments surveyed had not intentionally measured progress towards sustainable consumption. This was one of the weakest action areas reviewed. Since then the proliferation of integrated national SCP programmes has brought with it increased efforts to measure progress on SCP, which has led to the development of SCP indicators.

A number of international organisations as well as a handful of European governments have developed sets of indicators for SCP, mostly as part of broader indicator sets for environment and sustainable development. In these cases, the SCP indicators often comprise only those indicators which do not have relevance elsewhere under other sustainable development themes such as agriculture, energy and transport. This generally results in the set of SCP indicators being limited in scope to some surplus indicators comprising material flows, sector specific eco-efficiency indicators and consumption-based indicators (e.g. sales of eco-labelled goods). However, some sets do make an effort to draw links between all the SCP-related indicators under the various themes in wider national indicator sets in order to draw more complete conclusions on progress toward SCP (e.g. see UK SCP indicator set below).

Several developing countries also use some SCP-related indicators in their national development or environment plans, without necessarily referring to them as such. These include indicators related to energy and water efficiency and reporting on environmental management systems. Pilot activities in several countries such as Mauritius and Indonesia will include work to develop sets of SCP indicators linked to the national programme, currently being developed.

The existing sets generally include indicators to measure *outcomes* and *impacts*, but typically not for monitoring strategy *process* and *content* (see **Step 9**, Chapter 4). Many of the indicator sets, however, also include *decoupling indicators*. Some examples of existing sets of SCP indicators follow:

## United Nations Commission on Sustainable Development

The third, revised CSD indicator set was finalised in 2006 by a group of indicator experts from developing and developed countries and international organisations.<sup>69</sup> It consists of a set of 50 core indicators, which are part of a larger set of 96 indicators of sustainable development. The set includes 13 major themes, including one on SCP. (see Figure 10) The UN Millennium Development Goals are the basis for many of the other themes.

The indicator set includes 12 on SCP under the theme ‘consumption and production patterns’. Another 34 indicators from other themes are characterized as being linked to SCP. Essentially all CSD indicators, including those in the SCP theme, are “direction-based” (in the sense that changes in values can be regarded as positive or negative, depending on the issue under consideration and

national circumstances) and have the potential to be linked to policy at the national level. UNDESA is also currently in the process of revising its publication on SCP indicators from 1998 to reflect new priorities and key emerging issues on SCP, for example, impacts of consumption and production patterns on climate change.

## Organisation for Economic Cooperation and Development (OECD)

The OECD developed a set of sustainable household consumption indicators in 1999.<sup>70</sup> (see Figure 11) Emphasis is given to final household and government consumption in developed countries (as opposed to intermediate consumption and production, which is undertaken by companies). There is also a focus on the environmental pillar of sustainability.

**Figure 10: Indicators of Consumption and Production Patterns (UN CSD)**

Sub-theme	Core indicator	Other indicator
Material consumption	Material intensity of the economy	Domestic material consumption
Energy use	Annual energy consumption, total and by main user category	Share of renewable energy sources in total energy use
	Intensity of energy use, total and by economic activity	
Waste generation and management	Generation of hazardous waste	Generation of waste
	Waste treatment and disposal	Management of radioactive waste
Transportation	Modal split of passenger transportation	Modal split of freight transport
		Energy intensity of transport

**Figure 11: Indicators of Sustainable Household Consumption Patterns (OECD)**

Theme	Indicator Topic
<b>Environmentally significant consumption trends and patterns</b>	<p><b>Economic trends</b> <i>E.g. Level and trends of private final consumption expenditure</i></p>
	<p><b>Socio-demographic trends</b> <i>E.g. Urban versus rural population: in 1000 inhabitants, and as % of total population</i></p>
	<p><b>Sector-specific trends including transport, tourism, and consumption of durable and non-durable goods</b> <i>E.g. Average length of product life, by selected product groups</i></p>
<b>Interactions between consumption and the environment</b>	<p><b>Air</b> <i>E.g. Air emission from passenger transport (as a share of total emissions, and related intensities in kg per capita or per-passenger km and per-vehicle km)</i></p>
	<p><b>Waste</b> <i>E.g. Waste recycling rates (paper, glass, batteries, PVC bottles, metals, other waste streams)</i></p>
	<p><b>Water</b> <i>E.g. Waste water discharges by households</i></p>
	<p><b>Noise</b> <i>E.g. National population exposed to noise levels from various sources</i></p>
	<p><b>Land and biodiversity</b> <i>E.g. Urbanisation: land covered by urban development in km<sup>2</sup> and as % of total land area</i></p>
<b>Economic and policy aspects</b>	<p><b>Regulatory instruments</b> <i>No indicators proposed at this stage</i></p>
	<p><b>Economic instruments</b> <i>E.g. Tax rates on natural resource use compared to tax rates on services</i></p>
	<p><b>Information/social instruments</b> <i>E.g. Eco-labelled products: share of purchase of eco-labelled products/total consumption purchase (%)</i></p>
	<p><b>Trade aspects</b> <i>E.g. Ratio between imported and domestically produced goods in domestic consumption</i></p>

There are three overriding themes in the framework: i) sectoral trends and patterns of environmental significance; ii) interactions with the environment; and iii) economic and policy aspects. Specific indicator topics include economic trends, resource use and trade aspects. The framework includes a total of 45 indicators, a few examples of which are shown in the below table. The OECD is currently working on a new report on sustainable consumption indicators. This report should be available by the end of 2007.

In 2002, the OECD also developed a detailed framework of 31 decoupling indicators covering a broad range of environmental issues.<sup>71</sup>

## European Commission (EC)

Eurostat, the European Commission's statistics office, has developed a set of sustainable development indicators. The indicators are linked to the EU Sustainable Development Strategy. The strategy, adopted by the European Council in Gothenburg in June 2001, and renewed in June 2006, aims to reconcile economic development, social cohesion and protection of the environment. Monitoring progress towards this overarching goal is an essential part of the Strategy.

The indicator framework includes 10 themes that reflect major sustainable development priorities. Sustainable consumption and production is one of these themes. (see Figure 12) Other indicators of SCP are included in many of the other themes.

There are also some other SCP indicator initiatives underway in Europe by several research institutes and public institutions. The study by Spangenburg and Lorek (2001) proposes an indicator framework that can be used by households and policy makers.<sup>72</sup> Indicators on construction and housing, food and transport are presented. The indicators are for households in developed countries. There are also other indicator initiatives funded by the European Commission that have relevance to the SCP indicator agenda. These include initiatives on *life cycle based indicators for sustainable consumption*

*and production in the European Union*<sup>73</sup> and *eco-innovation indicators for Europe*.<sup>74</sup> Furthermore, work is being conducted by the European Environment Agency's Topic Centre for Resource and Waste Management on a new set of *SCP Indicators for Europe*.

## National level initiatives

Several countries have developed and utilised indicators for SCP. This includes efforts to develop complete frameworks of SCP indicators and to develop individual SCP-related indicators as part of wider indicator frameworks on economic and sustainable development. Research organisations have also conducted work on SCP indicators (e.g. The Society of Non-Traditional Technology, Japan<sup>75</sup>). Two example initiatives are discussed briefly below.

### United Kingdom

A set of national sustainable development indicators was developed and consulted on as part of the UK's sustainable development strategy.<sup>76</sup> They represent the four UK priorities, including SCP. There are presently 25 sustainable consumption and production indicators. (see Figure 13) The UK Government is in the process of updating their set of SCP indicators.

### Belgium

In 2002, the Centre for Sustainable Development (Ghent University, Belgium) developed a set of SCP indicators for Belgium. The study also considered measures for evaluating specific SCP policies.<sup>77</sup> The methodology aims to cover the four pillars of sustainability. The social pillar is covered by ethical, equality and participation indicators. However, no targets are included – all indicators are directional only. The final result is a set of twenty-five indicators. (see Figure 14) The indicators are partly used in the Federal Reports on sustainable development and in particular in the 'Tableau d'indicateurs de développement durable' published in 2005 as a supplement of the third Federal Report on Sustainable Development 2000-2004.

**Figure 12: Indicators of Sustainable Consumption and Production (EC)**

Level 1	Level 2	Level 3
	Sub-theme: Resource Use and Waste	
Resource Productivity	Municipal waste generated	Components of domestic material consumption
		Domestic material consumption by material
		Municipal waste treatment, by type of treatment method
		Generation of hazardous waste, by economic activity
		Emissions of acidifying substances by source sector
		Emissions of ozone precursors by source sector
		Emissions of particulate matter by source sector
	Sub-theme: Consumption Patterns	
	Electricity consumption by households	Final energy consumption by sector
		Consumption of certain foodstuffs per inhabitant
		Motorisation rate
	Sub-theme: Production Patterns	
	Enterprises with an environmental management system	Eco-label awards by products
		Area under agri-environmental commitment
		Area under organic farming
		Livestock density index
<b>Contextual indicators</b>	Number of households	
	Household expenditure per inhabitant, by category	



**Figure 13: Indicators of Sustainable Consumption and Production (UK)**

Indicator Topic	Indicator Topic
<p><b>Greenhouse gas emissions</b> E.g. Kyoto target and CO<sup>2</sup> emissions, 1990 to 2012</p> <p><b>Carbon dioxide emissions by end user</b> E.g. CO<sup>2</sup> emissions from industry, domestic, transport sectors (excluding international aviation and shipping), 1990 to 2005</p> <p><b>Aviation and shipping emissions</b> E.g. Greenhouse gases from UK-based international aviation and shipping fuel bunkers, 1990 to 2005</p> <p><b>Household energy use</b> E.g. Domestic CO<sup>2</sup> emissions, domestic energy consumption and household spending, 1990 to 2005</p> <p><b>Road transport</b> E.g. CO<sup>2</sup>, NO<sup>x</sup>, PM<sup>10</sup> emissions from road transport and Gross Domestic Product, 1990 to 2005</p> <p><b>Private cars</b> E.g. Private car CO<sup>2</sup> emissions, car-kilometres and household spending, 1990 to 2005</p> <p><b>Road freight</b> E.g. Heavy Goods Vehicle (HGV) CO<sup>2</sup> emissions, freight moved and Gross Domestic Product, 1990 to 2005</p> <p><b>Manufacturing sector</b> E.g. CO<sup>2</sup>, NO<sup>x</sup>, SO<sup>2</sup>, PM<sup>10</sup>, emissions and output, 1990 to 2005</p> <p><b>Service sector</b> E.g. CO<sup>2</sup>, NO<sup>x</sup> emissions and output, 1990 to 2005</p> <p><b>Public sector</b> E.g. CO<sup>2</sup>, NO<sup>x</sup> emissions and output, 1990 to 2005</p> <p><b>Resource use</b> E.g. Domestic Material Consumption and Gross Domestic Product, 1990 to 2005</p> <p><b>Water resource use</b> E.g. Total abstractions from non-tidal surface and ground water, leakage losses and Gross Domestic Product, 1990 to 2005</p>	<p><b>Domestic water consumption</b> E.g. Litres per person per day, 1995 to 2005</p> <p><b>Waste</b> E.g. Waste arisings by sector, 1998-9 to 2002-3</p> <p><b>Household waste per person</b> E.g. Recycled or composted, 1991-2 to 2005-6</p> <p><b>Agriculture sector</b> E.g. Fertiliser input, farmland bird population, ammonia and methane emissions and output, 1974 to 2006</p> <p><b>Land recycling</b> E.g. New dwellings built on previously developed land or through conversions, 1990 to 2006</p> <p><b>Fish stocks</b> E.g. Sustainability of fish stocks around the UK, 1998 to 2005</p> <p><b>Emissions of air pollutants</b> E.g. NH<sup>3</sup>, NO<sup>x</sup>, PM<sup>10</sup> and SO<sup>2</sup> emissions and GDP, 1990 to 2005</p> <p><b>River quality</b> E.g. Rivers of good biological quality, 1990 to 2005</p> <p><b>Economic growth</b> E.g. Gross Domestic Product, 1990 to 2006</p> <p><b>Productivity</b> E.g. International comparisons of productivity growth, 1991 to 2005</p> <p><b>Investment</b> E.g. Total investment and social investment relative to GDP, 1990 to 2006</p> <p><b>Demography</b> E.g. Population and population of working age, 1970 to 2006</p> <p><b>Households and dwellings</b> E.g. Households, single person households and dwelling stock, 1971 to 2004</p>

**Figure 14: Indicators of Sustainable Consumption and Production (Belgium)**

Indicator
Number of companies with a certified eco-management and/or socio-management audit system
Total Material Requirement (TMR) per GDP
The total amount of used packaging material by companies per GDP
Total energy use in the industry sectors per GDP
Share of electricity from renewable sources (wind, water, sun, earth heat and biomass) on the Belgian electricity market
Total amount of tonne-kilometres on Belgian roads per GDP
Total tap and ground water consumption by companies per GDP
Total waste production by companies per GDP
The emissions of greenhouse gases (CO <sub>2</sub> , CH <sub>4</sub> en N <sub>2</sub> O) in CO <sub>2</sub> -equivalents from companies
Surplus on nutrient balance
Share of total agriculture area used for organic agriculture
Surpluses of the Belgian agricultural sector
Companies with 20 employees or more without trade union representation
Number of cases of labour diseases and accidents
Number of employees in a position of trust per 100 employees
Number of products taken off the shelves
Number of relevant charges of misleading consumer information
Market share of labelled products (Iso type I)
Average amount of kilometres per vehicle per year (total amount of road kilometres per year per size of Belgian vehicle fleet)
Share of imported food compared to locally produced food
Share of ethical trusts in the total investments
Amount of granted construction licences for new houses compared to amount of granted licences for renovations
Total domestic energy consumption per inhabitant
Total domestic tap or ground water consumption per inhabitant
Total amount of domestic waste per inhabitant

**Figure 15:** Examples of SCP indicators included in other national-level indicator sets

Selected themes	Argentina	Japan	South Africa	Sweden	Tanzania	Vietnam
Cleaner Production / Eco-efficiency	+	+	+	+	+	+
Consumption patterns		+	+	+		
Agriculture	+	+	+	+	+	+
Corporate responsibility		+	+		+	+

Note: This table provides an indication only of the types of SCP indicators used in these selected countries. Information collected from government websites and relevant government publications such as national development plans and national sustainable development strategies

**SCP indicators integrated in other indicator sets**

Most national development plans including PRSPs and NSDSs include some indicators of SCP. These often include eco-efficiency and decoupling indicators in European countries and agriculture or natural resource management and sometimes eco-efficiency indicators in developing countries. The following table provides a snapshot of the types of SCP indicators used in some selected countries.

**Decoupling indicators**

Decoupling indicators usually show how an environmental pressure variable (e.g. greenhouse gas emissions) is changing relative to an economic driver variable (e.g. change in GDP). Decoupling indicators are a type of indicator that is often employed to measure progress on one aspect of SCP. These

indicators specifically measure trends in breaking the link between economic growth and environmental degradation.<sup>78</sup>

Many of the indicator sets presented above include decoupling indicators. For example, these are indicators that measure decoupling between economic growth and environmental pressures such as natural resource use, greenhouse gas emissions or energy and water use. The OECD and the European Commission have carried out studies on decoupling indicators. Several individual countries such as Australia, Canada and Sweden have introduced decoupling indicators in their sustainable development indicator frameworks. Some more advanced decoupling indicator methodologies include the Material Flow Accounting (MFA)-related indicators and the Environmentally-weighted Material Consumption (EMC) indicator.<sup>79</sup>

Decoupling indicators, like the other outcome indicators discussed above, have several limitations. These limitations will be discussed below. However, it is important to be aware that *relative decoupling* of the two variables may still represent an unsustainable position, whereas *absolute decoupling* may be preferable.

## Conclusions and recommendations

Overall national efforts to monitor SCP policy and programme implementation or measure progress more generally towards SCP are inadequate. This is a problem as it greatly weakens the effectiveness of the SCP programme. Only a few countries such as the UK include a detailed set of SCP indicators as part of wider efforts to monitor their national programme. Some countries include a small number of indicators related to SCP as part of national sustainable development strategies and national development plans. However, these indicators do not provide a full account of SCP. Other countries such as Indonesia, Mauritius and Thailand are currently developing SCP indicator frameworks. Several SCP-related indicators are often included under other sustainable development themes such as energy and health.

The existing sets of SCP indicators are in many respects quite similar. They include an emphasis on environmental and economic considerations (e.g. resource efficiency) with little or no attention paid to relevant social and international issues. For example, health problems related to over-consumption (e.g. heart disease, obesity) are rarely considered. Development concerns (e.g. poverty) from under-consumption are treated separately in broader indicator frameworks on development and not always connected to the SCP indicators. These are points that can potentially be overcome by properly incorporating the SCP indicators into the sustainable development indicator framework, where also social and international issues are widely included. There is also a lack of indicators that track the full lifecycle of products and services. It could also be important to

consider other existing indicator sets on ecological footprints, quality of life and human development when measuring progress toward SCP. More robust and encompassing measures of society's well-being such as the genuine progress indicator (GPI)<sup>80</sup>, the Human Development Index (HDI) and the Human Well-being Index (HWI)<sup>81</sup> are proliferating. These are complemented by several national and community based studies on well-being and happiness.

Existing indicators do not deal well with changes resulting from increases in international trade. This includes the potential social and environmental impacts both imported and exported as a result of increased trade between countries. The OECD set of sustainable consumption indicators is one of the few to tackle this important issue by including "trade aspects" as a key theme. To resolve this issue, adjustments to the existing indicators can be made rather than developing new indicators. Furthermore, the indicators generally take no account of environmental limits. In other words, a relative positive movement in a particular indicator may still represent an unsustainable situation. Linking ecological footprint data to the indicators may be one solution. It might be particularly relevant to resource depletion in developing countries. Decoupling indicators – indicators that highlight trends in the link between economic growth and environmental degradation – have the additional weakness that the relationship with the main driver is not always well established.

Indicators of SCP are also not always well linked to specific policies or initiatives on SCP. Impacts of SCP policies are in many cases extremely difficult to measure. This is because policies interact with each other and operate in a dynamic society. It should be possible to develop outcome measures which reflect the objectives of SCP at an international level. For instance, this can be achieved by measuring behaviour change by households and individuals and changes in the market through changes in procurement practices. However, obtaining the appropriate data through business and household surveys will often require significant resources.<sup>82</sup>

Some governments are starting to conduct work to measure the impacts of certain SCP policies. For example, the Japanese Society of Non-Traditional Technology (SNTT) has studied the likely impacts on individual consumer behaviour of certain SCP interventions.

Defining the target against which the indicator set is to measure progress is a difficult task. Absolute targets for SCP are not easy to come by because there is a dearth of widely accepted evidence on what constitutes the appropriate limits of consumption or production or related time scales. It may instead be possible to set directional targets or policy targets that aim to measure whether the city/country is moving towards or away from sustainability. For example, the UN Millennium Development Goals may provide a basis for some SCP indicators. It is also important to decide on the level of aggregation of the various indicators.

Aggregated indicators can give a clearer picture of where the country as a whole is heading. Disaggregated indicators relating to certain themes and sectors may carry more methodological weight. However, they can tell a mixed story when some indicators are showing a positive result and others are showing a negative result. A balance between aggregated and disaggregated indicators is often desirable. Other important elements of an indicator framework include making determinations about the end users of the indicators and the organisation of the indicators (e.g. core/non-core, DPSIR, themes and sectors).

Clearly there is a need to further develop and expand the set of available indicators that reflect the ecological, social, economic and international dimensions of consumption and production patterns from which countries could select, as appropriate, and adapt in creating their own indicator sets. Indeed at the Third International Expert Meeting on SCP, held in Stockholm from 26 - 29 June 2007, it was acknowledged that there is no need for harmonised [or a set of global] SCP indicators, given the different needs and circumstances in developed and developing countries.

There are ongoing initiatives at the European and OECD level to develop more comprehensive frameworks of indicators of SCP. This includes the EEA/ETC/RWM set of SCP Indicators for Europe and the updated OECD set of sustainable consumption indicators, both currently being developed. To support developing countries, UNEP intends to prepare a guidance document building on these Guidelines for preparing indicators that measure progress towards more sustainable patterns of consumption and production. This will include the development of a framework and methodology for the selection of a set of developing country-relevant indicators as well as an actual first set of indicators. These initiatives will need to take into account and where appropriate establish links to existing mechanisms and frameworks such as the UNEP Global Environment Outlook indicator series and the UN CSD sustainable development indicators.

Research will also have a crucial role to play in defining new indicators. This will include indicators that reflect the core objectives of SCP such as the need to decouple economic growth from environmental degradation. UNEP's International Panel for Sustainable Resource Management is expected to contribute to the overall policy goal of "decoupling" through definitions, indicators, and methodologies.

What is also important is to build capacity in developing countries through pilot activities and partnerships. It will be possible for many countries to get to the stage of proposing a set of SCP indicators, indicating their names and broad methodological description. However, the next step of finding appropriate data to quantify the various indicators will not be so simple, particularly for developing countries.



# National Case Studies

## 6

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## Introduction

This chapter presents nine case studies of national SCP programmes. Programmes in Argentina, Czech Republic, Ethiopia, Finland, Jamaica, Japan, Senegal, Thailand and the United Kingdom are profiled. Programmes in Argentina and Ethiopia are still to be finalised but have been included to provide a more representational view of regional activities. Other programmes are undergoing further work as part of a process of continuous improvement. Preliminary results from some UNEP sponsored demonstration projects on SCP programmes are also included.

The case studies aim to highlight key elements and principles of existing programmes from different regions. The development process and implementation challenges are discussed as well as key priority areas and policy tools. The means of programme monitoring and evaluation are also discussed. This includes whether a programme uses targets and/or indicators to measure progress toward SCP. A discussion on the key lessons learned follows the presentation of the case studies.

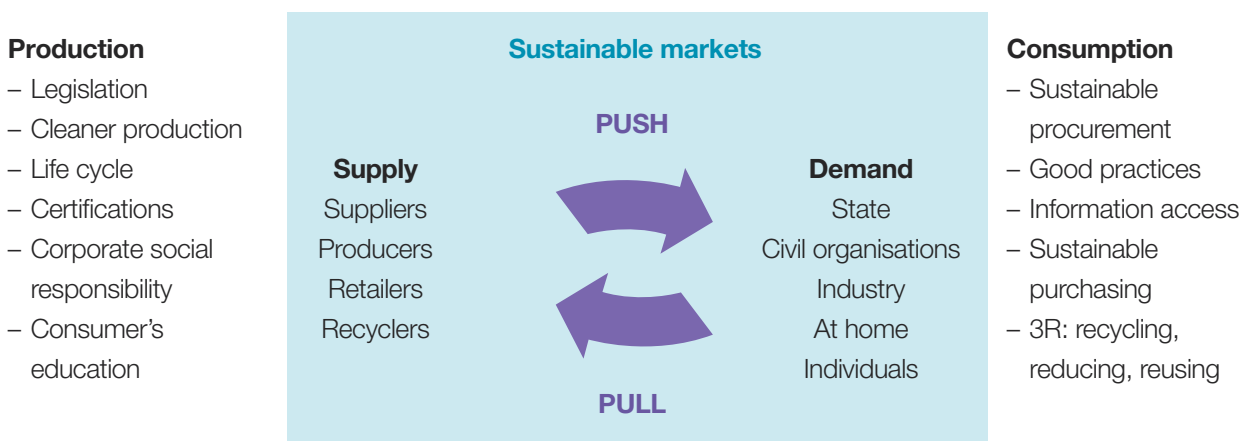


## Argentina

A *National Cleaner Production (CP) Policy* was approved in 2003, with the CP programme starting in 2005. A Sustainable Consumption Policy is under development through a process of consultation with various stakeholders. As of November 2007, the combined National Sustainable Consumption and Production Programme was not yet finalised.

The SCP Programme has been devised to change the long-term perception of industry toward sustainable development and to create sustainable markets by encouraging sustainable patterns of consumption. It will be an official programme that will include economic and social targets. The SAYDS (Environmental and Sustainable Development Secretariat), reporting to the Ministerial Cabinet, is responsible for developing the national programme supported by a Multi-Stakeholder Advisory Council created in 2004. The SAYDS administers the programme. The programme will have an initial duration of six years.

**Figure 16: Integrating Consumption and Production Activities**



Source: SAYDS (Environmental and Sustainable Development Secretariat), Argentina, 2007



Several stakeholders including universities, non governmental organisations, businesses and civil society are being consulted in the development of the programme. The key elements of the scoping exercises conducted as part of the development of the programme were surveys, several rounds of consultations with multi-stakeholder groups as well as research studies on specific issues.

### **Programme highlights**

The SCP programme is linked to the Marrakech Process and the MERCOSUR regional initiatives. The programme is also linked to the National Sustainable Development Strategy, which is now under development, to the National Procurement Office Strategy, and to ongoing waste management and social development initiatives.

The Programme takes into account the identification of industrial environmental and social impacts and pays special attention to the quantification of savings resulting from better practices and BAT (Best Available Technologies). It is oriented to promote industrial development with growing economic results and less environmental and social damage. It will also include activities on the demand-side such as sustainable procurement and recycling initiatives.

The programme has a specific geographical and sectoral approach. It deals with local priorities of eight provinces which have the greatest potential economic growth. Argentina is subdivided into twenty-three provinces and one federal district. At the national level, sectors with greater potential environmental impact are given priority (paper mills, tanneries, galvan-plastic, slaughterhouses, chemistry and citric industries, and sugar mills). Market and financial based instruments are to have a special focus. The programme is communicated by the Secretariat through its web-site as well as local journals and public meetings.

### **Programme monitoring and evaluation**

Internal reviews and indicator-based monitoring is part of the current set of activities being implemented mainly on the supply-side. The SAyDS supervises

the implementation, and programme monitoring is conducted by local authorities and auditors.

The programme's indicators are being specifically formulated to measure progress. Sectoral indicators have also been developed. The indicators will be connected to the national indicator system in the near future. Certification is also being considered as a mechanism to ensure continuous improvement.



**Czech  
Republic**

The *Framework of Programmes on Sustainable Consumption and Production in the Czech Republic* was adopted by the Government Council on Sustainable Development in June 2005. The framework document is valid for 10 years. SCP was also identified as one of the priorities of the updated Czech Sustainable Development Strategy which is to be adopted by a government resolution in 2008. The programme is also reflected in other national strategies such as the National Programme of Reforms (National Lisbon Strategy) and the Economic Growth Strategy. The related action plan for Eco-agriculture and Organic Food was adopted by the Government Council for Sustainable Development on 10 May 2007. It was prepared under the leadership of the Ministry of Agriculture which is also responsible in cooperation with others for its fulfillment.

The SCP programme was developed in order to stop the increasingly unsustainable patterns of our consumption and production. This is to be achieved, for example, by increasing energy and material efficiency and changing consumer behaviour. The Ministry of the Environment in cooperation with a Working Group for SCP (multi-stakeholder group established as a working group of the Government Council for Sustainable Development) was responsible for creating the framework. It is an official document adopted by a Government Council resolution. The Council is led by the Prime Minister. The executive vice chairman is the Minister of the Environment and other vice chairs are the Minister of

Trade and Industry and the Minister of Labour and Social Affairs.

There were only limited financial resources available for creating the overall framework. Specific action plans to be developed within the programme will be the responsibility of relevant members of the SCP working group – generally the ministerial representatives. This includes making the financial resources available for implementation. For example, the action plan for sustainable transport is to be the responsibility of the Ministry of Transport.

There were several studies prepared as background papers for analysis of the status in the area of SCP in the Czech Republic (reviewing existing strategies and policies, public surveys, compilations of existing data). The following stakeholders were consulted on the framework's development: Ministries of Trade and Industry; Agriculture; Education; Labour and Social Affairs; Health and Regional Development as well as representatives of NGOs, research organizations and the Confederation of Industry and Transport of the Czech Republic.

### **Programme highlights**

The SCP Programme is linked to the Marrakech Process and to relevant EU activities such as thematic strategies. The programme takes into account relevant economic, social and environmental issues and also partially considers the impacts on people in other regions of the world.

The framework document defined the long-term vision and mid to short-term objectives based on a detailed analysis of the present situation in the Czech Republic. The framework document defines the following strategic priorities:

- Education and transfer of information
- Integration of objectives of policies, strategies and programmes
- Eco-efficiency throughout the lifecycle
- Local SCP initiatives
- Sustainable public administration
- Market conditions.

Education and transfer of information is the basic precondition for achieving sustainable consumption and production. The framework document defines the necessary policy tools on the general level. Specific policy tools will be defined in the action plans which are to be developed for the key priority areas (in May 2007 the first action plan on eco-agriculture and organic food was adopted by the Government Council, next should be the action plan on transport).

### **Programme monitoring and evaluation**

The framework document defines the priorities and targets on the general level. Some specific budgetary priorities will be defined in the action plans which are to be developed for the priority areas. The SCP programme's activities will be monitored as part of the annual progress report on sustainable development. In addition, the working group on SCP is obliged to inform the Government Council about its activity and the achieved results. Monitoring and evaluation is expected to be one of the key elements of the specific action plans.

The framework document does not presently include a clear set of indicators (just an indication of possible indicators). There is a proposal on a set of indicators which will be part of the updated Czech Sustainable Development Strategy and they will be linked to the indicators on sustainable development.



### **Ethiopia**

Ethiopia was one of the first countries in Africa to start to develop a national programme on SCP, integrating it in their Environmentally Sound Development Vision (Action Plan). The goal of the Action Plan is to enhance capacity at all levels for a productive environment, self-reliance and improved quality of life and equity among generations. However, as of November 2007, the SCP programme has yet to receive official government approval.

Once the national vision was set, strategic goals and thematic areas for intervention were identified. The vision, the strategic goals and the thematic areas were discussed and agreed upon during the national experts forum. Out of the seven strategic goals, one of them is reversing the trend of unsustainable production and consumption. Under this strategic goal, five initial targets have been selected. These targets will be implemented over the coming five years.

The major reason for taking action to reverse the trend of unsustainable production and consumption is predicated on the understanding that degradation and depletion of the environment, and those resources linked to it, has not been slowed down, let alone halted. Renewable resources such as soils, fisheries, forest and ground water have been treated as non-renewable. Agricultural practices often treat the land in the same manner as when mineral resources are extracted. Many parts of Ethiopia are experiencing moderate to severe levels of problems emanating from environmental degradation and pollution.

Ethiopia undertook a number of studies including one that looked at creating synergy among national and international instruments and one that explored what was required to meet the SCP goals. The African 10-Year Framework Programme on SCP served as an important starting point.

### **Programme highlights**

The overall objective of the SCP programme is to build national capacity that aims to slow down, permanently reshape and halt the trend of unsustainable production and consumption while also enhancing sustainable development to end poverty, starting from the lowest effective administrative unit. The overall mission of the capacity building initiative to reverse the trend of unsustainable production and consumption in Ethiopia is to:

- Enhance environmental sustainability through removing constraints faced by government

agents, individuals, civil society and the private sector to know, explore and utilize fully their own potential as well as to increase their choices for undertaking their respective functions in an environmental friendly manner.

- Build on the wealth of local knowledge, institutions and capacities to perform functions, to solve problems, and set and achieve at the lowest effective rural and urban administration levels, the goals of reversing the trend of unsustainable consumption and production to benefit and end poverty through an accelerated pro-poor development strategy.

The five key target or priority areas under the programme are:

- Enhancing environmental planning skills of rural communities
- Enhancing capacity of ecosystems to provide goods and services
- Enhancing the balance between the built environment and nature
- Fostering municipal waste management
- Evaluating environmental measures to save industry costs.

In addition to specific activities in these areas, standards and regulations are prepared and submitted to the legislature so that the compliance of industries to SCP measures can be supported by law. Education and training as well as incentive measures will be applied to supplement the regulatory measures.

### **Programme monitoring and evaluation**

Ethiopia's SCP programme will set several detailed targets within five key focus areas. One of the goals of the capacity building initiative is the formulation and implementation of environmentally sustainable development management tools such as the development of: regulatory frameworks; standards; voluntary partnerships; guidelines; the evaluation of impact statements; and the undertaking of environmental audit, monitoring and enforcement

measures. It is also required to monitor and eliminate, or at least mitigate, any negative developments.



## Finland

Finland was one of the countries that lobbied for the inclusion of sustainable consumption and production in the Johannesburg Plan of Implementation. Finland's SCP programme – *Getting More from Less* – was approved by the Government in December 2006. The government made a decision in December 2006 to include the SCP programme in the national sustainable development strategy. The *National Waste Plan* that is being developed also includes linkages to the SCP programme.

The SCP programme is valid until 2025, with most of the activities to be implemented in the next ten years. A multi-stakeholder committee developed the SCP programme. The administration of the programme is the responsibility of the Ministry of the Environment and the Ministry of Trade and Industry. An informal network from different ministries follows the implementation of the SCP programme.

The programme development committee was chaired by the Chancellor of the University of Helsinki and its 31 members included officials from various ministries as well as representatives from business and industry and environmental and consumers organisations. The committee invited inputs from 37 experts and specialists mainly from Finland, but also from the Wuppertal Institute<sup>83</sup> and from the International Centre for Integrative Studies (ICIS).<sup>84</sup> The programme was based on three background studies on environmental policy tools and their effectiveness in solving the key environmental challenge – the environmental burden of consumption and on Finland's role in the international business environment. At the beginning of the development process the Ministry of the Environment launched an internet consultation to promote the theme and to collect ideas from the public. Once the

programme was finalised the Ministry organised workshops and seminars to continue the development of different themes and actions. Different stakeholders have also promoted the SCP programme through consumer or citizen awareness material and new and existing initiatives (e.g. organic food strategy by Finfood and sustainable value chain initiative by the Confederation of Finnish Industries).

### **Programme highlights**

The programme considers the “hidden impacts” from imported and exported products. One of the objectives is to increase the levels of eco-efficiency in production throughout product chains.

The intention is that Finnish companies particularly strive to meet their social responsibilities when procuring raw materials and unfinished products from abroad. Environmental and social innovations frequently give rise to new business opportunities and jobs. Another aim is that levels of natural resource use do not exceed the capacity of the natural environment. The programme highlights the following overriding principles:

- Economic instruments must be effectively applied to promote sustainable production and consumption
- Quantitative and qualitative targets must be set for material- and energy-efficiency and specific emissions, with a view to the international discussion on medium-term international goal of doubling well-being while halving the rate of consumption of natural resources
- Environmental impacts throughout product life cycles must be considered during the planning and development of products and services, in order to reduce the overall burden on the environment
- International co-operation and controls must be enhanced to improve the state of the environment and working conditions and to ensure that companies can work in international markets with a level playing field

- Improvements in energy efficiency and energy saving must halt the rising trend in energy use within a decade. With the use of energy from renewable sources increased in-line with Finland's National Climate Strategy and the programme to promote renewable energy.

The programme has 73 action points, which are sorted under 11 main fields of action. The 11 main fields of action areas are as follows:

- Forms of production that save materials and energy
- Fewer material goods, but a higher quality of life
- Building pleasant and functional communities
- Improving the quality of construction
- Getting transport on the right track
- Sustainable food production from the farm to the table
- Promoting well-being in workplaces and leisure activities
- Setting an example in the public sector
- Increasing sustainability through new technologies and innovations
- Values, knowledge and skills
- An active international role for Finland.

The programme includes a range of policy tools. Most of them fall in the categories of market-based instruments, information activities and voluntary agreements.

### **Programme monitoring and evaluation**

The programme has objectives and targets. Some of them are concrete and easy to follow, some of them more abstract and general. Some of the actions are linked to the national budget (setting up the centre for material efficiency, energy conservation programmes and research on specific topics).

An informal network from different ministries follows the implementation of the programme. The intention is to conduct an evaluation, which forms the basis for the revision of the programme after a period of five years (2010). The OECD is also conducting a country study on Finland in 2007-2008. SCP will be one of the focus areas in this study.

The programme does not include quantitative indicators to measure progress. However Finland does have national indicators on sustainable development and these will probably be used to measure progress on specific fields. Indicators for SCP will be discussed in a follow-up forum.



## **Jamaica**

The Jamaica National Environmental Action Plan (JaNEAP) 2006 – 2009 incorporates major SCP themes including green consumerism, demand-side management and EMS. JaNEAP was approved by Cabinet in 1995 and status reports to track the actions prepared yearly. Major revisions of JaNEAP were made in 1999 and 2006. JaNEAP 2006-09 is a three year action plan. Further work on the SCP programme is expected.

The National Environment and Planning Agency (NEPA) in association with the Ministry of Local Government and Environment are responsible for leading the development of JaNEAP. Specific Corporate Planners in the respective Ministries and Agencies are responsible for tracking and reporting to NEPA on the status of the relevant actions.

Even though the programme was approved by the Cabinet, it is not legally binding. However, the Ministry of Local Government and Environment has ensured that the actions are signed off by the relevant Ministry/Agency and reflected in the Operational Plans of the Ministry/Agency and therefore a budget is assigned. In reality, there should be no reason for the specific action not to be accomplished.

The original JaNEAP (1995) was developed with support from the World Bank. However, the current JaNEAP was developed using government resources. JaNEAP 2006-2009 was specifically prepared to address obligations of the MDG, SIDS Mauritius Strategy of Implementation, WSSD Johannesburg Plan of Implementation and the Marrakech Process. JaNEAP 2006-2009 benefited

from wide input from government ministries, academia and to a lesser extent the private sector. A number of workshops were held with key sector groups to define the major themes and the international targets and obligations that the government is committed to meeting.

### **Programme highlights**

JaNEAP is reported on in the context of Jamaica's Medium-Term Socio-economic Framework (MTSF) – Environmental targets. It is expected that JaNEAP or the reporting of the outcomes, will be an integral part of a National Sustainable Development Plan (NSDP) being developed by the Planning Institute of Jamaica.

The JaNEAP is environmental in focus. In some ways it considers external impacts, for example, the issues of bio-safety and the trans-boundary movement of hazardous waste. JaNEAP does articulate a vision with clear and specific goals with indicators to measure progress. The NSDP process is developing a broader "SD vision". Discussions have taken place with regard to including SCP objectives within the national sustainable development plan.

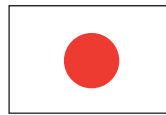
The JaNEAP covers 16 thematic areas of which many are SCP-related such as green consumerism, demand-side management and EMS. A specific section of the JaNEAP is devoted to SCP which includes various mitigating policy initiatives. The overall themes are based on the themes of the National Environment and Planning Policy and Strategy (NEPPS) which was arrived at following stakeholder discussion. The strategy mostly follows the areas covered in the SIDS Mauritius Strategy of Implementation.

The programme is supported by a large number of government stakeholders and is a reference document used by the private sector, academia and non-governmental organisations. The document is also available on NEPA's website.

### **Programme monitoring and evaluation**

Over the years the Ministry of Local Government and Environment has realised the importance of

establishing realistic targets. Criteria largely being established based on the amount of financial resources available and institutional capacity. The most recent JaNEAP 2006-2009, has a set of indicators that will be tracked. Monitoring will be done by NEPA supported by the advisory committee. Status reports on the actions will be reported annually. The programme includes quantitative indicators. These indicators support the MDGs to a large extent, and they are also linked to other regional and national information systems.



**Japan**

The *Fundamental Plan for Establishing a Sound Material-Cycle Society* was formulated according to the law of the same name which aims to restrain the consumption of natural resources and minimise the environmental burden. The Fundamental Plan was established as a 10 Year programme for accelerating the change of unsustainable patterns of production and consumption, based on the Plan of Implementation of the World Summit on Sustainable Development.

The Fundamental Plan, which was approved by the Cabinet in 2003, sets quantitative targets, for fiscal year 2010. In order to set the quantitative targets, a wide range of simulations were conducted by researchers of the National Institute for Environmental Studies (NIES).

The Ministry of the Environment (MOE) drafted the Fundamental Plan in close consultation with the Central Environment Council. The Council is an advisory body for the process of environmental policy making, and the members of the Council include lawyers, economists, scientists, representatives of local governments, business sectors and NGOs. In parallel, MOE consulted with other ministries. MOE is also administering and monitoring the Fundamental Plan with the Central Environment Council, while actions based on the Plan are implemented by several ministries including MOE. The Government is

in the process of reviewing and revising the Fundamental Plan. The new Fundamental Plan should be completed by March 2008.

### **Programme highlights**

The Fundamental Plan aims to implement a Sound Material-Cycle Society by the year 2010. The Fundamental Plan focuses on such themes as the efficient use of natural resources and the environmentally sound management of waste. The Fundamental Plan does not fully consider the impacts of people in other regions of the world.

The Fundamental Plan sets perspective targets. In order to achieve the targets a variety of policy tools including regulation, market-based instruments, financial assistance, information devices and voluntary agreements are used.

### **Programme monitoring and evaluation**

The progress of the Fundamental Plan is monitored every year and the results are made available to the public. A review of the Plan is conducted every five years by the Central Environment Council.

The Fundamental Plan includes two types of quantitative targets, which are targets for indicators based on Material Flow Accounts and targets concerning effort indices. The action items in the plan are not directly linked to the national budget. The quantitative targets were selected to track progress towards a Sound Material-Cycle Society.

As an example of non-governmental initiatives, the Japanese Society of Non-Traditional Technology (SNTT), has also conducted research on the development and utilisation of indicators for sustainable consumption.<sup>85</sup>



## **Senegal**

Senegal's SCP programme is integrated into several policy frameworks. There is a specific national action plan for SCP – *Plan d'Action National décennal sur*

*les Modes de Production et de Consommation Durables au Sénégal*. This was approved by all of the concerned ministries in the first quarter of 2007. Additionally, SCP elements are integrated into the recent *Poverty Reduction Strategy Paper* (PRSP) that was released in June 2006. An operational document has also been produced to implement SCP according to the objectives outlined in the PRSP.

The study for the national action plan was undertaken by a consultant under the responsibility of the Ministry of Environment with some financial assistance of UNEP. The study looked at the international and national context of SCP as well as the key sectors and key actors in Senegal.

When the national SCP programme was published, statements were printed in the media pointing out that SCP was one of the best means to bring about poverty reduction and sustainable development.

### **Programme highlights**

Senegal's SCP programme is aimed at reversing unsustainable environmental management practices that serve to exacerbate the poverty and vulnerability of the population.

The SCP programme is based on an improved institutional framework that works towards improved environmental management and the promotion of SCP in order to preserve the natural resources. Attention in the strategy is paid to many sectors including: natural resource production of forestry; agriculture; water; fisheries and mining; industry; energy; and transportation and tourism. The action plan proposes key actions and programmes that will require funding for implementation. Some example actions include water saving techniques in the production processes of certain dyes and other products.

### **Programme Monitoring and Evaluation**

A wide range of qualitative and quantitative indicators have been developed to monitor progress. The evaluation process for the programme includes

several key phases including the “identification of relevant data and information” and the “identification of the various actors”. The evaluation process is instrumental in determining future policies and actions for the programme. It is also very important that the evaluation results are easily accessible to all stakeholders including to the general public. The national focal point for the programme is responsible for strategic coordination between the different parts of the programme.



## Thailand

The SCP programme for Thailand has been incorporated in the 10th National Economic and Social Development Plan. The SCP programme, developed by the National Economic and Social Development Board (NESDB), is effective from 2006 – 2011. The programme received Cabinet approval in June 2007.

The programme was developed under NESDB’s budget and is being implemented through the national budget. The implementing authority is the National Sustainable Development Council (NSDC), with the Prime Minister as its chairman.

The following organisations were consulted on the programme’s development: Ministry of Natural Resources and Environment; Ministry of Industry; Ministry of Finance; National Research Promotion Fund; and the National Adviser for Economic and Social Development. The development team reviewed other country’s SCP programmes, conducted national surveys, and undertook a Strength-Weakness-Opportunity-Threat (SWOT) analysis of national consumption and production conditions.

### **Programme highlights**

The SCP strategy is one of the four national strategies of the *10th National Economic and Social Development Plan*. The programme articulates how consumers and producers consume natural

resources and emit waste back to the environment. The degradation of the environment reduces national economic competitiveness and social well-being. The programme does not take into consideration the impact of Thailand’s consumption and production patterns on the wider world, but rather how the global demand for Thai products effect its own environment.

The programme’s long-term vision is to maintain a moderate level of production and consumption that serves basic needs and provides quality of life. The goal is to have a balanced state of happiness, self sufficiency and social security for present and subsequent generations by means of recognition of the limitation of natural resources and ecological absorption capacity of pollutants. Education and public awareness campaigns were among the priority areas for the programme which were identified by a series of public seminars. Some of the policy themes selected include:

- Increase the proportion of national income from green service sectors
- Reduce government subsidies and support for dirty production and service sectors
- Tax more on dirty sectors and less on incomes
- Promote government green procurement.

### **Programme monitoring and evaluation**

NSDC is responsible for overall programme implementation. Therefore, its main tasks are to monitor implementing government bodies and communicate with all stakeholders so that they are in alignment with the strategies.

The programme has three key themes and seven sub themes. Each sub-theme includes between 2 to 10 policy measures adding up to a total of 28 policy measures. There are 28 responsible organisations that have to develop road maps and clear targets for all of these policy measures. The implementing organisations use a set of indicators which have been suggested by NESDB and approved by the Cabinet. The *National Economic and Social Development Plan* which includes the SCP programme is evaluated yearly and updated every five years.





## United Kingdom

The main objective of the UK's Sustainable Consumption and Production Programme is to address the increasing environmental impacts from the lifecycles of goods, services and materials whilst still achieving economic growth. The Department for Environment Food and Rural Affairs (Defra) leads development and implementation of the programme in conjunction with the Department for Business, Enterprise and Regulatory Reform.

The UK has had a range of activities addressing various elements of an SCP approach for a number of years. However, the formal drawing together of this activity under an SCP "umbrella" began with the UK signing up to the commitments at the World Summit on Sustainable Development (WSSD) in 2002. The UK subsequently formally set out a framework outlining how it would be taking forward the WSSD commitments in *Changing Patterns* in 2003.

Building on this framework in 2005, the UK formally adopted sustainable consumption and production as one of four shared priorities for UK action in the revision of its sustainable development strategy. *One Future Different Paths* – setting out the common goals for the UK and its devolved regions, was launched alongside *Securing the Future* – the UK government's Sustainable Development Strategy. The development of *Securing the Future* was subject to a wide consultation and stakeholder engagement exercise. Questions and issues on the approach to encouraging more sustainable patterns of consumption and production were raised as part of that process.

Although SCP is a shared priority, the devolved regions in the UK are developing their own strategies. The material in this case study relates to the approach being taken in England.

### **Programme highlights**

The aim of the SCP programme is to decouple economic growth from environmental degradation.

The recognition that reducing waste and the use of resources, such as energy and water, can help both the environment and contribute to economic growth and competitiveness is an underlying theme to all activity. Social aspects are taken into account where significant when developing policy.

The programme activity is focused around measures to achieve the following:

- Better products and services, which reduce the environmental impacts from the use of energy, resources (such as water), or hazardous substances
- Cleaner, more efficient production processes, which strengthen competitiveness
- Shifts in consumption towards goods and services with lower impacts.

There is an ongoing programme of evidence development to support the UK Government's approach to SCP. Within these above areas the Government has used the evidence base to help to identify the policy priorities. A range of policy tools are used - the selection of which depends on the problem being addressed. Policy tools include regulation, fiscal instruments, voluntary agreements, best practice advice, innovation programmes, business support programmes, procurement standards, environmental labelling, international cooperation on traded products, environmental management systems and reporting and information and awareness raising.

Working closely with stakeholders is a key part of the programme and is generally on an issue- by-issue or product-by-product basis using standard methods (workshops, meetings, seminars). However, some areas do need more regular liaison and the programme leaders look to bring stakeholders into the policy development process in developing evidence, agreeing priorities, potential options and the way ahead. The UK Government has a number of communications initiatives which aim to raise awareness, change attitudes and encourage behaviour change to ensure consumers and

businesses make more sustainable choices. These include websites, marketing campaigns, guidance for consumers on greener living and guidance for business on resource efficiency.

### **Programme monitoring and evaluation**

Progress on the overall decoupling goal is measured by the Government's sustainable development indicators. A set of national sustainable development indicators was developed and consulted on as part of the UK's sustainable development strategy. They represent the four UK priorities including SCP. There

are presently 25 sustainable consumption and production indicators.

Defra's work on SCP is linked through to national budgets by the system of Public Service Agreements (PSA) each government department has with Her Majesty's Treasury. Work under the SCP programme feeds into the delivery of five cross government PSA targets. Each department is required to prepare regular progress reports on this work.

Progress is also monitored through Defra's internal

## **UNEP Demonstration Projects**

UNEP is sponsoring a number of demonstration projects designed to support the development of national SCP programmes. The projects have the following key objectives:

1. To provide support to the government to develop a national or city programme on SCP
2. To improve understanding and appreciation of the key stakeholders on the importance of promoting SCP
3. To test the UNEP guidelines for developing and implementing SCP programmes and feed local knowledge and experiences into the process.

A brief update on progress made thus far follows

### **National programmes**

**Argentina** has a *National Cleaner Production Policy* and Programme that was undergoing redevelopment into an integrated SCP programme; now it seems an action plan on sustainable procurement will be initiated.

**Ghana** and **Senegal** are integrating SCP elements into their updated Poverty Reduction Strategy Papers (PRSPs). Senegal's *Second Poverty Reduction Strategy* includes reference to SCP and the national SCP action plan has been developed.

**Indonesia** has set up a national advisory group to guide the development of the national programme. A local consultant is in the process of drafting the programme and carrying out consultations with key stakeholders.

**Mauritius** has highlighted SCP as one of nine objectives in the country's draft White Paper on National Environmental Policy (2007). An Advisory Committee was set up in August 2007 to guide, steer and influence the whole process. A local consultant was also hired to work on the programme. A Cabinet Information Paper on the SCP project was presented to the Cabinet of Ministers on 5 September 2007 to apprise ministers and parliament members on the SCP programme. The local consultant conducted face to face interviews with key stakeholders in order to identify the 5 SCP priority areas for Mauritius. Technical Committees consisting of key stakeholders will shortly be set up for the five priority areas.

**Tanzania** has started work on its national programme by setting up an expert group and hiring a consultant to develop the programme document.

### **City programmes**

**Cairo**, Egypt and **Maputo**, Mozambique are currently developing city programmes on SCP.

programme management mechanisms which report progress to the department's ministers and allow adjustments for longer term planning.

## Lessons learned

These nine national case studies exemplify the myriad of ways in which countries are developing integrated programmes on SCP. There is no one model to implement a national SCP programme. Nevertheless, there are several key principles that should be considered. Many of which are evident in the above case studies.

The countries profiled have shown a strong traditional commitment to addressing environmental issues which also manifested itself in implementing activities on SCP. Some countries such as Argentina and the Czech Republic have based their programmes on earlier cleaner production initiatives. Some countries have designated the Ministry of

Environment as the lead organisation, while others have a combination of two or more responsible ministries. In fact, in many countries the work on SCP will be overseen by advisory committees or national councils comprising a wide range of experts from government, business and non-government organisations. These multi-stakeholder bodies are often extensions of preexisting mechanisms including national sustainable development and environment councils, like those in Japan and Thailand.

These countries are consulting widely with key stakeholders on the development of their SCP programmes. This is a critical task given the cross-sectoral nature of consumption and production patterns and the involvement of so many actors in the lifecycles of products and services. The vision, objectives and key priorities for the SCP programme should receive broad support. Research is also considered an important element, particularly in the programme development process. Conducting

### Top tips from case study countries

- Ensure the actions are related to the core function of specific entity/entities; that a budget is available before the commitment is made; and that the action is related to a realistic outcome.
- Education and public awareness campaigns were selected as key actions of the programme. It is likely that some economic measures such as taxes, subsidies and pricing are more effective. However, these measures were not chosen as priorities probably because they are more difficult to be accepted by politicians.
- Integrating policies and initiatives is one of the main challenges to overcome.
- The actual implementation of the programme is far more challenging than the development of the framework. Limited financial and human resources and a lack of will to accept commitments are two major problems.
- The development of a programme needs to incorporate evidence gathering needs to enable priorities and policy approaches to be developed.
- A programme needs to work effectively in partnership with the wide range of stakeholders and actors involved in order for policy to be developed and implemented.
- Some of the participants in the process were on board just to protect their interests, so their input in developing a more sustainable future or commitment to different actions is quite vague. It would have been good to invite other stakeholders such as representatives from business (not the lobby organisations), youth organisations and the media.

scoping studies such as in the case of Argentina, Czech Republic, Ethiopia, Finland and Senegal provide essential baseline data and an evaluation of past and current activities on SCP. Making decisions on the right policy instruments and other activities is often only possible after a cost-benefit (e.g. SWOT) analysis and a comparative study.

Another crucial element of the SCP programme is to build on and integrate with existing mechanisms and strategies. Incorporating the programme in existing mechanisms helps to leverage the existing resources and helps to ensure the SCP programme receives

the official approval of the government. Most of the SCP programmes evaluated have demonstrated some form of integration with existing national initiatives, including national development plans and national environment and sustainable development strategies. For example, the Finnish and British SCP programmes are incorporated in the national sustainable development strategy, the Ethiopian and Jamaican programmes in the national environment strategy, and the Senegalese and Thai programmes in the national development plan. There are also many inter-linkages between the SCP programme and other plans and sector strategies. These efforts

**Figure 17: Key Priority Areas for National SCP Programmes**

Priority areas	Argentina	Czech Republic	Ethiopia	Finland	Jamaica	Japan	Senegal	Thailand	UK
Agriculture/food		+	+	+	+	+	+		
Cleaner production / eco-efficiency	+	+	+	+	+	+	+	+	+
Consumption patterns	+	+			+	+	+	+	+
Education/transfer of information	+	+	+	+	+	+	+	+	+
Energy		+		+	+	+	+		+
Local initiatives	+	+	+			+	+		+
Market conditions		+	+	+				+	+
Public procurement	+	+		+		+	+		+
Social needs	+	+	+	+	+	+	+	+	+
Transport		+		+			+		
Waste & recycling	+		+		+	+	+	+	+
Water					+		+		+

often link local and national levels, which is important. The Czech Republic's SCP programme is also reflected in other national strategies such as the National Programme of Reforms (National Lisbon Strategy) and the Economic Growth Strategy. In Finland, the National Waste Plan that is being developed also includes linkages to the SCP programme.

Certainly one of the greatest identified weaknesses of these SCP programmes is a lack of defined targets with clear budgetary priorities. Targets linked to the vision and objectives of the programme should be set and, where appropriate, supported by the national budget (e.g. making necessary resources available for SCP actions). Ethiopia, Finland and Japan, for example, include targets. Progress towards meeting the defined targets should then be monitored periodically.

The use of advanced monitoring mechanisms such as quantitative indicators of SCP is limited to only a few cases. Japan and the UK seem the most advanced in this area. For example, the UK has developed a set of SCP indicators as part of their framework of sustainable development indicators and is using other means to monitor the effectiveness of the programme. Indeed most countries attest to the critical importance of indicators of SCP by noting that they plan to do further work in this area in the near future. Furthermore, most, if not all, countries understand the importance of continuously updating and improving the programme. For instance, the Czech Republic is currently developing a number of sector-based action plans and Japan is in the process of reviewing and revising their SCP programme.

Each country's vision and objectives for its SCP programme will differ, if sometimes only slightly. Countries will naturally select priorities based on local economic, social and environmental conditions. Some countries have several key priority areas while others have just a few. Having only a small number of key priorities is not a reflection of a less effective programme. Often reducing the number of key

priority areas to just a couple can keep the programme focused and on target, particularly in the short-term.

Cleaner production, education and social needs are universal priorities. These are key principles of SCP and it is not surprising to see their wholesale inclusion. Around half of the countries include waste/recycling, public procurement and agriculture/food as a priority. Only the Czech Republic, Finland and Senegal include specific priorities on transport and Jamaica, Senegal and the UK include priorities on water. Changing consumer behaviour is a priority in all but two countries.

Evidently, the programme's choice of policy instruments depends largely on the stated objectives and key priorities. Some countries are more inclined to use more voluntary and less regulatory instruments. Voluntary instruments such as eco-labels, eco-design and environmental management systems are used by eight countries. Normative instruments such as regulatory standards are only applied in six of the nine cases. Education and training as well as institutional arrangements such as sustainable public procurement are used universally. Indeed as are economic instruments such as taxes and subsidies. Clearly a policy area where government can have a deep and lasting affect. Some countries use a package of instruments that is directed more towards encouraging changes through the market (e.g. Czech Republic, Finland, Japan and UK). This often includes the gathering, processing and transferring of information across instruments and sectors (e.g. technology, product and consumer research). Other countries rely more on a suite of normative and voluntary arrangements.

**Figure 18:** Summary of Policy Instruments for National SCP Programmes

Selected Instrument	Argentina	Czech Republic	Ethiopia	Finland	Jamaica	Japan	Senegal	Thailand	UK
Normative Instruments (obligations, limits, standards, prohibitions and directions)			+		+	+	+	+	+
Economic Instruments (taxes, fees, penalties, subsidies)	+	+	+	+	+	+	+	+	+
Informative Instruments (gathering, processing and transferring information)		+		+		+	+	+	+
Education and Training (public, business, school)	+	+	+	+	+	+	+	+	+
Institutional Arrangements (green government, procurement)	+	+	+	+	+	+	+	+	+
Voluntary Agreements (eco-label, eco-design, EMS)	+	+	+	+	+	+	+	+	+

# Appendices

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## Appendix 1

### Country and Regional Resources

Below is a list of some resources available from countries that have developed or are developing

national SCP programmes. For updated information see the online UNEP clearinghouse at:  
<http://www.unep.fr/scp/nap/clearinghouse/>

Country	Programme documents	Document location
<b>Austria</b>	■ <i>Sustainable Consumption and Production Patterns</i> (SCPP), 2005 [English, German]	<a href="http://www.nachhaltigkeit.at/bibliothek/pdf/publikationen/SCPP05_ENG.pdf">http://www.nachhaltigkeit.at/bibliothek/pdf/publikationen/SCPP05_ENG.pdf</a>
<b>Brazil</b>	■ <i>Plano Nacional De Ação para a Produção e Consumo Sustentável, fase 1, 2007</i> [Portuguese]	See UNEP Clearinghouse
<b>China, People's Republic of</b>	■ <i>Activities Related to a Circular Economy in China (Section 3.2) from Policy Reinforcement for Environmentally Sound and Socially Responsible Economic Development in China</i> (PRODEV), 2007 [English]	See UNEP Clearinghouse
<b>Czech Republic</b>	■ <i>Framework of Programmes on Sustainable Consumption and Production in the Czech Republic</i> , 2005	See UNEP Clearinghouse
<b>Finland</b>	■ <i>Getting more and better from less. Proposals for Finland's national programme to promote sustainable consumption and production</i> , 2005	<a href="http://www.ymparisto.fi/default.asp?contentid=62075&amp;lan=en">http://www.ymparisto.fi/default.asp?contentid=62075&amp;lan=en</a>
<b>France</b>	■ <i>Production et consommation durables (Section IIC) from La Stratégie Nationale de Développement Durable</i> , 2003-2008 [French] ■ Overview of SCP activities [French]	<a href="http://www.ecologie.gouv.fr/IMG/pdf/DEFIS-II-C.pdf">http://www.ecologie.gouv.fr/IMG/pdf/DEFIS-II-C.pdf</a>  <a href="http://www.ecologie.gouv.fr/-Production-et-consommation-.html">http://www.ecologie.gouv.fr/-Production-et-consommation-.html</a>
<b>Germany</b>	■ <i>Sustainable Consumption and Production: Inventory of Relevant Policies, Activities and Instruments in Germany</i>	See UNEP Clearinghouse
<b>Hungary</b>	■ <i>National Sustainable Development Strategy</i> , 2007 [English, Hungarian]	<a href="http://www.ff3.hu/upload/NFFS_20070629_en1.doc">http://www.ff3.hu/upload/NFFS_20070629_en1.doc</a>
<b>Jamaica</b>	■ <i>Jamaica's National Environmental Action Plan (JaNEAP)</i> , 2006-2009	See UNEP Clearinghouse
<b>Japan</b>	■ <i>Fundamental Plan for Establishing a Sound Material-Cycle Society</i> , 2003 [English, Japanese]	<a href="http://www.env.go.jp/en/recycle/">http://www.env.go.jp/en/recycle/</a>



Country	Programme documents	Document location
<b>Korea, Republic of</b>	<ul style="list-style-type: none"> <li>■ <i>National Strategy for Sustainable Development of the Republic of Korea, 2006–2010</i> [English, Korean]</li> </ul>	<a href="http://pcsd.go.kr/board_eng/read.php?db=eng82&amp;uid=11&amp;page=1&amp;keyfield=&amp;key=&amp;skin=">http://pcsd.go.kr/board_eng/read.php?db=eng82&amp;uid=11&amp;page=1&amp;keyfield=&amp;key=&amp;skin=</a>
<b>Mauritius</b>	<ul style="list-style-type: none"> <li>■ <i>Draft White Paper on National Environment Policy (NEP)</i></li> <li>■ <i>Meeting Report, National Consultative Workshop, Development of a National Programme on SCP, Port Louis, Mauritius, 25-26 October 2007</i></li> </ul>	See UNEP Clearinghouse
<b>Norway</b>	<ul style="list-style-type: none"> <li>■ <i>National Strategy for Sustainable Development, 2003</i> (Under revision)</li> </ul>	<a href="http://www.regjeringen.no/upload/kilde/ud/bro/2003/0013/ddd/pdfv/171847-nsbu.pdf">http://www.regjeringen.no/upload/kilde/ud/bro/2003/0013/ddd/pdfv/171847-nsbu.pdf</a>
<b>Poland</b>	<ul style="list-style-type: none"> <li>■ <i>Strategy of changing production and consumption patterns to favour the implementation of sustainable development principles, 2004</i></li> </ul>	See UNEP Clearinghouse
<b>Senegal</b>	<ul style="list-style-type: none"> <li>■ <i>Plan d'Action National Décennal sur les Modes de Production et de Consommation Durables au Sénégal, 2006</i> [French]</li> <li>■ <i>Document de Stratégie de Réduction de la Pauvreté, 2006</i> [French]</li> </ul>	See UNEP Clearinghouse
<b>Sweden</b>	<ul style="list-style-type: none"> <li>■ <i>National report on SCP for the integration of SCP aspects into relevant policy areas and issues.</i></li> <li>■ <i>Sweden's National Strategy for Sustainable Development, 2002</i></li> </ul>	<a href="http://www.sweden.gov.se/content/1/c6/02/05/15/a64eb2d7.pdf">www.sweden.gov.se/content/1/c6/02/05/15/a64eb2d7.pdf</a>
<b>Thailand</b>	<ul style="list-style-type: none"> <li>■ <i>Thailand's Strategies on Sustainable Consumption and Production, 2007</i> [English, Thai]</li> </ul>	See UNEP Clearinghouse
<b>United Kingdom</b>	<ul style="list-style-type: none"> <li>■ <i>Securing the Future</i> (Chapter 3, "One Planet Economy", Sustainable Consumption and Production), 2005</li> <li>■ <i>Changing Patterns: UK Government Framework for Sustainable Consumption and Production, 2003</i></li> </ul>	<a href="http://www.defra.gov.uk/Environment/business/scp/">http://www.defra.gov.uk/Environment/business/scp/</a>

Region	Programme documents	Document location
<b>Africa</b>	<ul style="list-style-type: none"> <li>■ <i>African 10-Year Framework Programme (10YFP) on Sustainable Consumption and Production</i>, 2005 [English, French]</li> </ul>	<a href="http://www.unep.org/roa/Projects_Programmes/10YFP/index.asp">http://www.unep.org/roa/Projects_Programmes/10YFP/index.asp</a>
<b>Asia and Pacific</b>	<ul style="list-style-type: none"> <li>■ The Asia and Pacific region does not have a SCP strategy. However, the region has launched its website of the Help Desk on Sustainable Consumption and Production.</li> </ul>	<a href="http://www.unep.fr/pc/sustain/10year/regional.htm">http://www.unep.fr/pc/sustain/10year/regional.htm</a>
<b>European Union</b>	<ul style="list-style-type: none"> <li>■ <i>National Sustainable Consumption and Production Strategies (SCP) in the EU – A comparative review of selected cases, Background paper for the conference Time for Action - Towards Sustainable Consumption and Production in Europe, ETC/RWM/EEA</i>, 2007</li> <li>■ <i>Background document to the Consultation on the Action Plans on Sustainable Consumption and Production and Sustainable Industrial Policy</i>, 2006</li> <li>■ <i>Sustainable consumption and production in the European Union</i>, 2004</li> </ul>	<a href="http://www.mop.gov.si/en/">http://www.mop.gov.si/en/</a>  <a href="http://ec.europa.eu/environment/eussd/escp_en.htm">http://ec.europa.eu/environment/eussd/escp_en.htm</a>  <a href="http://ec.europa.eu/environment/wssd/documents/scp_eu.pdf">http://ec.europa.eu/environment/wssd/documents/scp_eu.pdf</a>
<b>Latin America/ Caribbean</b>	<ul style="list-style-type: none"> <li>■ <i>Política de Promoción y Cooperación en materia de Producción y Consumo Sostenibles en el MERCOSUR: Plan de Acción en Producción y Consumo Sostenible en el MERCOSUR</i>, 2007 [Spanish]</li> <li>■ <i>Política de Promoción y Cooperación en Producción y Consumo Sostenibles en el MERCOSUR</i>, 2007 [Spanish]</li> <li>■ <i>Latin America and the Caribbean Regional Strategy on SCP</i>, 2003 [Spanish]</li> </ul>	<a href="http://www.unep.fr/pc/sustain/10year/regional.htm">http://www.unep.fr/pc/sustain/10year/regional.htm</a>

## Appendix 2

### Example Policy Tools for Sustainable Consumption and Production

Public Policy Framework	Programme Approaches	Policy Instruments and Analytical Tools
<ul style="list-style-type: none"> <li>Policy coherence (integration and coordination within and across government institutions)</li> </ul>	<ul style="list-style-type: none"> <li>National sustainable development strategies</li> </ul>	<ul style="list-style-type: none"> <li>Regulatory instruments (e.g. technology, performance and product standards)</li> </ul>
<ul style="list-style-type: none"> <li>Policy mixes and combination of tools</li> </ul>	<ul style="list-style-type: none"> <li>National development plans including poverty reduction strategies</li> </ul>	<ul style="list-style-type: none"> <li>Economic instruments (e.g. taxes, tradable permits, deposit-refund)</li> </ul>
<ul style="list-style-type: none"> <li>Participatory approaches and partnerships for policy design and implementation (public participation including all relevant stakeholders)</li> </ul>	<ul style="list-style-type: none"> <li>Sustainable consumption programmes at the national, regional and international level</li> </ul>	<ul style="list-style-type: none"> <li>Remove environmentally harmful subsidies and promote environmentally sound incentives</li> </ul>
<ul style="list-style-type: none"> <li>Setting objectives and priorities</li> </ul>	<ul style="list-style-type: none"> <li>Sustainable public procurement</li> </ul>	<ul style="list-style-type: none"> <li>Voluntary approaches</li> </ul>
<ul style="list-style-type: none"> <li>Policy principles (e.g. precautionary principle, polluter pays principle)</li> </ul>	<ul style="list-style-type: none"> <li>Sector strategies</li> </ul>	<ul style="list-style-type: none"> <li>Social instruments (e.g. information, education)</li> </ul>
<ul style="list-style-type: none"> <li>Policy evaluation, design and reform</li> </ul>	<ul style="list-style-type: none"> <li>Corporate social responsibility and accountability</li> </ul>	<ul style="list-style-type: none"> <li>Monitoring and assessment (e.g. indicators, LCA, CBA)</li> </ul>
<ul style="list-style-type: none"> <li>Sector-specific policies</li> </ul>	<ul style="list-style-type: none"> <li>Elimination of harmful substances and materials</li> </ul>	<ul style="list-style-type: none"> <li>Environmental management accounting</li> </ul>
<ul style="list-style-type: none"> <li>Internalisation of environmental and social costs</li> </ul>	<ul style="list-style-type: none"> <li>Integrated product policy</li> </ul>	<ul style="list-style-type: none"> <li>Information between governments</li> </ul>
<ul style="list-style-type: none"> <li>Enforcement and compliance</li> </ul>	<ul style="list-style-type: none"> <li>Extended producer responsibility</li> </ul>	<ul style="list-style-type: none"> <li>Product and service certification and mutual recognition</li> </ul>
	<ul style="list-style-type: none"> <li>Improving product design</li> </ul>	<ul style="list-style-type: none"> <li>Eco-labelling and energy labelling</li> </ul>
	<ul style="list-style-type: none"> <li>Development and diffusion of sustainable technologies</li> </ul>	<ul style="list-style-type: none"> <li>Risk assessment</li> </ul>
	<ul style="list-style-type: none"> <li>Consumer protection</li> </ul>	<ul style="list-style-type: none"> <li>Green accounting</li> </ul>
	<ul style="list-style-type: none"> <li>Research and development programmes</li> </ul>	<ul style="list-style-type: none"> <li>Delineation of property rights for natural resources</li> </ul>
		<ul style="list-style-type: none"> <li>Intellectual property rights and traditional knowledge.</li> </ul>

## Appendix 3

### United Nations Guidelines for Consumer Protection, Section G: Promotion of Sustainable Consumption (Paragraphs 42-55), 1999

42. Sustainable consumption includes meeting the needs of present and future generations for goods and services in ways that are economically, socially and environmentally sustainable.
43. Responsibility for sustainable consumption is shared by all members and organizations of society, with informed consumers, Government, business, labour organizations, and consumer and environmental organizations playing particularly important roles. Informed consumers have an essential role in promoting consumption that is environmentally, economically and socially sustainable, including through the effects of their choices on producers. Governments should promote the development and implementation of policies for sustainable consumption and the integration of those policies with other public policies. Government policy making should be conducted in consultation with business, consumer and environmental organizations, and other concerned groups. Business has a responsibility for promoting sustainable consumption through the design, production and distribution of goods and services. Consumer and environmental organizations have a responsibility for promoting public participation and debate on sustainable consumption, for informing consumers, and for working with Government and business towards sustainable consumption.
44. Governments, in partnership with business and relevant organizations of civil society, should develop and implement strategies that promote sustainable consumption through a mix of policies that could include regulations; economic and social instruments; sectoral policies in such areas as land use, transport, energy and housing; information programmes to raise awareness of the impact of consumption patterns; removal of subsidies that promote unsustainable patterns of consumption and production; and promotion of sector-specific environmental-management best practices.
45. Governments should encourage the design, development and use of products and services that are safe and energy and resource efficient, considering their full lifecycle impacts. Governments should encourage recycling programmes that encourage consumers to both recycle wastes and purchase recycled products.
46. Governments should promote the development and use of national and international environmental health and safety standards for products and services; such standards should not result in disguised barriers to trade.
47. Governments should encourage impartial environmental testing of products.
48. Governments should safely manage environmentally harmful uses of substances and encourage the development of environmentally sound alternatives for such uses. New potentially hazardous substances should be evaluated on a scientific basis for their long-term environmental impact prior to distribution.
49. Governments should promote awareness of the health-related benefits of sustainable consumption and production patterns, bearing in mind both direct effects on individual health and collective effects through environmental protection.
50. Governments, in partnership with the private sector and other relevant organizations, should encourage the transformation of unsustainable consumption patterns through the development and use of new environmentally sound products

and services and new technologies, including information and communication technologies, that can meet consumer needs while reducing pollution and depletion of natural resources.

51. Governments are encouraged to create or strengthen effective regulatory mechanisms for the protection of consumers, including aspects of sustainable consumption.
52. Governments should consider a range of economic instruments, such as fiscal instruments and internalization of environmental costs, to promote sustainable consumption, taking into account social needs, the need for disincentives for unsustainable practices and incentives for more sustainable practices, while avoiding potential negative effects for market access, in particular for developing countries.
53. Governments, in cooperation with business and other relevant groups, should develop indicators, methodologies and databases for measuring progress towards sustainable consumption at all levels. This information should be publicly available.
54. Governments and international agencies should take the lead in introducing sustainable practices in their own operations, in particular through their procurement policies. Government procurement, as appropriate, should encourage development and use of environmentally sound products and services.
55. Governments and other relevant organizations should promote research on consumer behaviour related to environmental damage in order to identify ways to make consumption patterns more sustainable.

The full version of the UN Guidelines for Consumer Protection can be found at:  
<http://www.un.org/esa/sustdev/sdissues/consumption/cpp1225.htm>

## Endnotes

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- <sup>56</sup> Many key points below have been inspired by the recent work of the European Environment

- Agency's Topic Centre for Resource and Waste Management in preparation for the development of a new set of SCP Indicators for Europe
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## About the UNEP Division of Technology, Industry and Economics

The UNEP Division of Technology, Industry and Economics (DTIE) helps governments, local authorities and decision-makers in business and industry to develop and implement policies and practices focusing on sustainable development.

The Division works to promote:

- > sustainable consumption and production,
- > the efficient use of renewable energy,
- > adequate management of chemicals,
- > the integration of environmental costs in development policies.

### **The Office of the Director, located in Paris, coordinates activities through:**

- > **The International Environmental Technology Centre** - IETC (Osaka, Shiga), which implements integrated waste, water and disaster management programmes, focusing in particular on Asia.
- > **Production and Consumption** (Paris), which promotes sustainable consumption and production patterns as a contribution to human development through global markets.
- > **Chemicals** (Geneva), which catalyzes global actions to bring about the sound management of chemicals and the improvement of chemical safety worldwide.
- > **Energy** (Paris), which fosters energy and transport policies for sustainable development and encourages investment in renewable energy and energy efficiency.
- > **OzonAction** (Paris), which supports the phase-out of ozone depleting substances in developing countries and countries with economies in transition to ensure implementation of the Montreal Protocol.
- > **Economics and Trade** (Geneva), which helps countries to integrate environmental considerations into economic and trade policies, and works with the finance sector to incorporate sustainable development policies.

*UNEP DTIE activities focus on raising awareness, improving the transfer of knowledge and information, fostering technological cooperation and partnerships, and implementing international conventions and agreements.*

For more information,  
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*These guidelines show how national governments can plan, develop, implement and monitor a national programme on sustainable consumption and production (SCP). This is a flexible approach to SCP programme development which will be adapted to local circumstances. The guidelines are also useful to countries that already have a SCP programme but are keen to improve and sustain the process.*

*Obtaining high-level national commitment and leadership is of crucial importance everywhere. Establishing a multi-stakeholder and participatory process is also paramount. Objectives, targets and indicators should also be defined, preferably integrated with existing national strategies on sustainable development and poverty reduction.*

*These Guidelines contain nine case studies and several other examples of good practice, which illustrate how governments are implementing SCP programmes all over the world. The guidelines are an important contribution to the UN Marrakech Process.*

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