

# POLICY COHERENCE FOR DEVELOPMENT IN CATALONIA FROM AN ENVIRONMENTAL PERSPECTIVE.

[Are we contributing to the  
environmental destruction on a  
planetary scale?]

**DAVID LLISTAR BOSCH,**

PHYSICIST SPECIALISING IN INTERNATIONAL RELATIONS AND RESEARCHER FOR ODC  
([WWW.ODG.CAT](http://WWW.ODG.CAT)), APRIL 2015. AUTHOR OF THE BOOK "ANTICOOPERACIÓN". (@SUPERLLISTI).

## **A WHOLE-OF-GOVERNMENT APPROACH TO ENVIRONMENTAL GLOBAL GOVERNANCE**

There is evidence that some of the most harmful global problems affecting vulnerable and impoverished countries (poverty and inequality, global warming, the destruction of biodiversity in tropical forests, armed conflicts over natural resources, migrations and refugees, etc.) are increasing and will probably continue to increase for the rest of this century. A century which some are calling the "Century of the Great Test" (Riechmann, 2013).

With a view to eradicating these problems, we are seeing systematic calls for international agreements, the opening of lines of international aid, or even military intervention. The resulting international agreements are usually agreements of minimums, insufficient, or simply not complied with in practice. The international environmental regime is made up of over 500 different and overlapping international agreements (Marchal et

al., 2012). Likewise, international aid measures are often discretionary, insufficient, and geared towards pacifying public opinion or serving specific geostrategic interests. Overall, they prove to be ineffective (Sogge, 2004).

Meanwhile, it is becoming more and more evident that policy decisions in one country can generate pressure and negative interferences not only within (as per the classical interpretation) but also outside the borders of that country, often thousands of miles away; and that seeking to minimise such actions is a valid political option. That is why, whether it is in the name of planetary sustainability, the human rights of the population of the whole world, intergenerational justice or even political realism in the medium to long term, there are increasing calls for urgent measures to descale countries, reorganising their economies, regulations, value systems, etc. It is about achieving the appropriate insertion of countries into the international system, so that they don't contribute to increasing global problems, while at the same time building societies



that are internally more resilient, in which there are fewer undesired *boomerang* effects. As a result of this, a series of view points are emerging from different disciplines that are concerned with the interconnection between domestic decisions and global problems.

From the world of development and international aid, this new vision is articulated in the attempts to deploy models of **policy coherence for development** (PCD from now on). These are geared towards modifying the current institutional, regulatory and conceptual architecture of public administrations with the aim of ensuring that public policies in general do not harm third parties. Above all they seek to take advantage of international synergies. In other words: Effectiveness in the eradication of global inequalities and poverty (and its environmental causes) should not only be a question of Official Development Assistance policies (ODA), but are to be achieved through non-ODA policies. This requires what is known as a *whole-of-government approach*.

The principal rationale for the deployment of the principle of coherence is to be found in the fact that it is a more efficient force than international aid in terms of the results achieved in sustainable global human development, relative to the effort and public funds expended<sup>1</sup>. Furthermore, from the perspective of values, coherence is presented as an element of any just and modern society.

Definitively, PCD is a sensible strategy for:

- (i) Downscaling the planetary boundaries into the domestic regime to comply with the optimum requirements of international environmental governance (multilateral response);
- (ii) Increasing the effectiveness of the local international cooperation system (unilateral response);
- (iii) A citizen's mandate that demands a fairer, safer, freer world, and that their own society behave responsibly at a global level;

The application of the principle of coherence in the countries that issue international aid is a relatively recent and patchy phenomena. The more mature international aid systems, such as those of the Nordic countries, Britain, Switzerland, Holland or the EU are the most advanced in terms of its implementation. In the Spanish State, a reasonable institutional design was created during the last Socialist government, however it was never launched, and the conservative *Partido Popular* government has dismantled it.

### WHAT ABOUT POLICY COHERENCE IN CATALONIA?

The international solidarity movement has traditionally been very important in Catalonia, creating a rich fabric of NGOs and solidarity committees. Public institutions from local councils to the government of Catalonia itself, have invested effort into what is being called decentralised cooperation. In the sphere of official international aid, Catalonia has an International Cooperation and Development Law (*Llei de Cooperació Internacional al Desenvolupament* 26/2001) which set the Catalan aid system in motion, with a specialised agency, the Catalan Agency for Development Cooperation (ACCD by its Catalan acronym), created in 2003, and four-yearly plans, and finally of a Law on Foreign Policy and Relations with the EU (*Llei d'Acció Exterior i de relacions amb la Unió Europea* 16/2014) geared towards promoting Catalan diplomacy within the framework of the creation of State structures. Without going into an analysis of the effectiveness or the pitfalls of the Catalan aid system over the years it has been functioning, it is nevertheless worth considering the use made of different specific elements of PCD in Catalonia. Having researched the Catalan administration both internally and externally, conducted interviews, and con-

<sup>1</sup> International aid is understood as the transfer of economic and technical resources to poor countries.

sulted the planning documents of both the ACCD and active departments, the summary is:

i) **Prior knowledge:** Three studies have been detected, none of which have been published. The first is a very generic assessment of the PCD of the Catalan *Generalitat*, the second is the study that is summarised below, and the third is a two-part study of the introduction of Human Rights and Peace as criteria in the guiding principles for contracts drawn up by the *Generalitat*. Awareness among parliamentarians and civil servants of the transnational effects on biodiversity is almost zero, and knowledge about the ACCD in general is quite nebulous. With the exception of the Planning Service and the Director General of Environmental Policy, who commissioned the study.

ii) **Implementation:** The application of the principle of coherence is mentioned a number of times in successive plans for cooperation, with a greater or lesser amount detail about its implementation. The ACCD has a formal space for exchange, the Interdepartmental Committee, that has met from time to time in order to exchange information, but which has no power over the actions of the most important departments, such as those of economy or industry.

### COHERENCE IN DOMESTIC POLICIES IN ORDER TO AVOID GOING BEYOND PLANETARY LIMITS

This paper is a first step in approaching one of the key aspects of PCD in Catalonia as a country: environmental responsibility abroad. What influence does Catalonia have on the planet's natural environment? Which of the Catalan Administration's policies, instruments or values are particularly significant?

The analysis of the impact of consumer economies on the natural environment at a global level is a broad

and complex field that is currently being documented, particularly in recent years for obvious reasons. The work on «planetary boundaries» by the **Stockholm Resilience Centre** and Johan Rockström's team, establishes 9 great planetary boundaries that must not be surpassed as a result of human actions if we do not wish to take the planet (a thermodynamic system) out of a state of equilibrium that is biologically similar to the current situation (what is known as the «safe operating space»). These 9 boundaries are: climate change, acidification of the oceans, stratospheric ozone, biochemical nitrogen and phosphorous cycles, the global fresh water cycle, the rate of the loss of biodiversity, chemical pollution and the atmospheric load of aerosols. Transgressing one or more of these limits could have grave consequences and could even be catastrophic, as it would put the system out of line, into an unstable equilibrium that could lead to brusque environmental changes on a continental or planetary scale.<sup>2</sup>

Given the limitations and the introductory nature of this paper, the analysis of Catalonia's foreign responsibilities will be focussed on just one of these limits: the loss of biodiversity on a global scale. This choice is justified by the research work already conducted by the ODG in this field since 2008, and also because biodiversity loss is one of the most visible limits in terms of public opinion.

### EXTERNAL RESPONSIBILITY IN BIODIVERSITY LOSS. THE CASE OF CATALONIA.

*Who is destroying global biodiversity and how? There is clear evidence that the areas of the planet with the highest rates biodiversity loss are areas that are subject to considerable pressure from the consumer economies. This pressure is the result of interferences transmitted over large distances. Yet relatively little effort is being made to control and prevent the transnational phenomena linked to this global problem which some are calling the "6th great global extinction" (Barnosky et al., 2011).*

<sup>2</sup> The authors estimate that three of the nine limits have already been surpassed: climate change, rates of biodiversity loss, and changes to the global nitrogen cycle.



Several scientific studies have been conducted worldwide that analyse how public policies should be deployed in order to guarantee that the environmental 'extra-territoriality' dimension of the governmental responsibilities and obligations is properly taken into account.

There are reference case studies at the national level in the UK (Scott Wilson Ltd, 2006) recently completed and updated (West et al., 2013); Holland (Kamphuis et al., 2010); Sweden (Nykvist et al., 2013) and Switzerland (Jungbluth, Stucki, & Leuenberger, 2011) (Frischknecht et al., 2014) (Hy et al., 2015); and also at the European Union level (Watson, Acosta, Wittmer, & Gravgard, 2013).

At a subnational level there are studies concerning the economies of Catalonia (Llistar, Jurado et al., 2009, internal document, updated, completed and forthcoming) and Basque Country (Urkidi et al., 2014), both in Spain. Footprint studies such as those conducted by the Global Footprint Network (Galli, Wackernagel, Iha, & Lazarus, 2013) at different governmental levels must also be considered.

The Catalan study was commissioned by the Government of Catalonia in 2008 to complement its own conservation policies as well as the international agreements it had engaged with common sense measures that could close the gap between the ideal situation and the reality. It was foreseen as an opportunity to redirect local policies towards the conservation of global biodiversity. In other words, as a progress towards a social and environmental transition to socioeconomical models that do not delocalize the destruction of biodiversity. The importance of the Catalan study stems from the fact that is maybe the first study that refers to a subnational economy, and that it uses a methodology that is relatively simple to replicate in order to identify the sensitive geographical areas subject to the interference of the economic subsectors and agents that most contribute to the loss of biodiversity.

The **conclusions** reached by all the previous studies confirmed the same hypotheses, even though different methodologies were used. From the point of view of conservation policies, and above all in the light of the serious problem of global biodiversity loss, in all cases, the growing internationalisation of the economies analysed was, to differing extents, interfering in the destruction of the major biodiversity hotspots. Furthermore, the transnational mechanisms were mostly found to be out of control, demonstrating the habitual North-South anti-cooperation processes (Llistar, 2009).<sup>3</sup> There are no public controls to limit the pressure exerted on biodiversity components and processes beyond national borders (with the exception of controls over the wildlife trade), nor is there any assessment of which internal policies cause most damage, through which transnational mechanisms they work, or which ecoregions, ecosystems, habitats, species and endemisms they affected. The studies therefore recommend the inclusion of external responsibility criteria relating to global biodiversity loss in different government measures, such as, for example, the import of transgenic soya for local meat production. In other words, they suggest introducing the principle of extra-territoriality -or "global responsibility"- into domestic policies.

### **HOW DOES A LOCAL ECONOMY INTERFERE WITH THE BIODIVERSITY OF THE REST OF THE WORLD? NOTES FROM THE CATALAN CASE TO BE REPLICATED IN OTHER CONTEXTS**

The research we are referring to was designed to be a prior and necessary step in the design of public policies on biodiversity conservation in Catalonia, aimed at giving them a global dimension. Nevertheless, the results can easily be extrapolated in general terms to other resource-devouring economies. The study can also be useful as a methodological reference in the field of na-

<sup>3</sup> "Environmental anti-cooperation" is defined as those political activities and transnational mechanisms that exert negative interference on biodiversity and the people who depend upon it.

ture conservation in other economic and administrative contexts. It offers a way of mapping indicators for political ecology that provides a geographical focus on impacts on biodiversity or on any social or environmental asset, going beyond the more simplified indicators such as the ecological footprint or the human acquisition of net primary productivity (HANPP). This paper provides a description, without going into too much detail, of the methodology and the results of the study, looking at each of the transnational mechanisms, and it concludes with some reflections that may be useful for political ecology.

Given the scope of the study (global, in geographic terms, multisectoral in economic terms and multi-level in terms of biological diversity), the **methodology** consisted in first defining the search margins, and then limiting them to specific geographical areas of biodiversity that met three conditions: they had to show high intensity loss of biological richness, some clear evidence of environmental interferences originating in the activities of the Catalan economy; and that those activities had a significant effect on the destruction of biodiversity. To summarise, three focusses were established for the mapping: the location of biodiversity hotspots, the activities related to Catalan internationalisation, and the specific impactology of each activity on biodiversity elements and processes (through impact matrices). This avoided analysing all areas of the globe for any kind of economic activity.

## THE CATALAN FOOTPRINT

In 2012, 7.5 million people lived in Catalonia. Today the economy of Catalonia represents around a fifth of the Spanish Gross Domestic Product (Idescat, 2013). Historically, Catalonia has had a significant industrial base, and highly specialized. The percentage of production generated by the industrial sector in 2010 was 18.5%, compared to 18.6% in the Euro Zone and 15.6% in the Spanish State as a whole. To this industrial foundation, we must add a

widely diversified tertiary sector that today is the most relevant in the Catalan economy, at 71.2% in 2010. The construction sector comes below industry and services, amounting to 9.1% of GDP, and it is currently severely hit by the recession, following the crisis (in 2005 it amounted to 16% of GDP). As in most other European countries, the role of agriculture in the economical structure is small, and in 2010 it represented only 1.1% of GDP.

**Table 1. GDP at market prices – 2010**

Sector	GAV <sup>4</sup> (%)
Services	71.2
Industry	18.5
Construction	9.1
Agriculture	1.1

Source: Statistical Institute of Catalonia (2012)

Nevertheless, this type of economic classification does not take into account the consumption of resources represented in biophysical terms, nor the impact of their import in terms of social and environmental costs –present and future– for the whole global system. The most widely used simplified indicator that gives an idea of the availability of resources and the impact of the economic, social and environmental model of a territory (in our case, Catalonia) in the planetary ecological system is the ecological footprint (Wackernagel & Rees, 1998).

If we analyse the **ecological footprint** of the entire Catalan population, we can see that in 1998, maintaining the Catalan standard of living required a biologically productive area 6.19 times greater than the area of Catalonia, and in 2003 this relationship was 7.77 times its territory (Mayor, Quintana, & Belmonte, 2005). The most recent measure of the Catalan ecological footprint is for the year 2006 and the figure given is 8.39 times the area of Catalonia (Mayor, 2008). Since the 1998 calculation, the country has increased in a 34.7% (2.15 times its area) its demands

<sup>4</sup> Global Added Value..

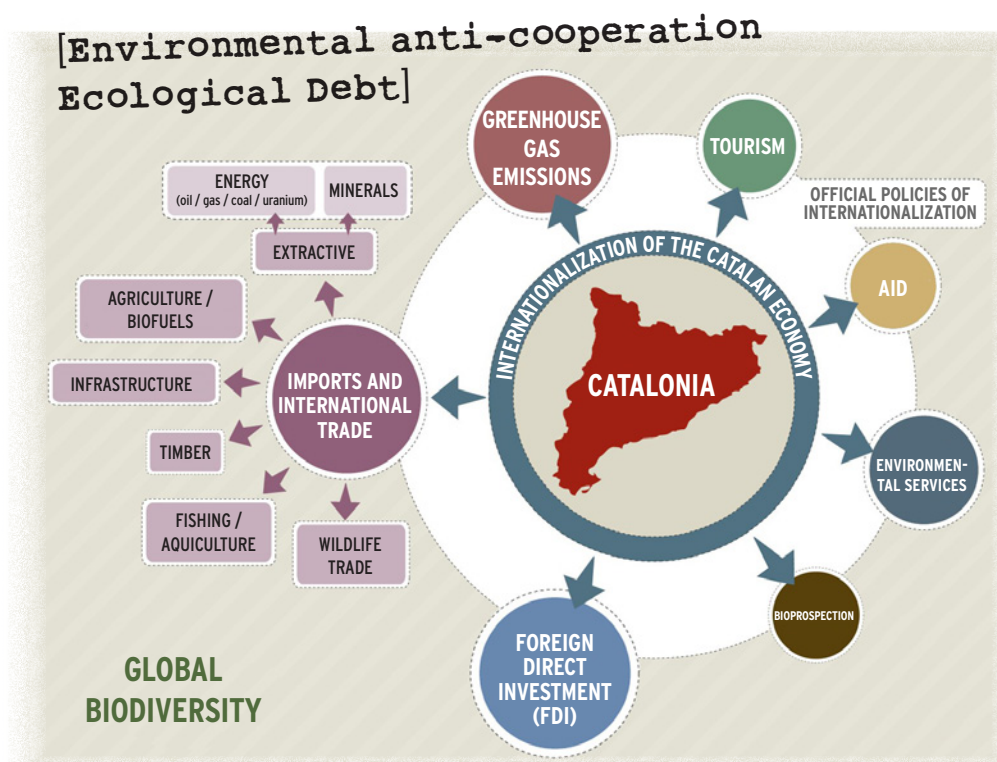


on the surface of the planet. It therefore seems that Catalonia's ecological footprint is not only increasing because of the size of the population, that is increasing, but also because each inhabitant has increased its own average consumption. This means that our economy is closely linked to resource consumption and, on the contrary, is not turning into a dematerialized economy. An updated ecological footprint assessment would probably show an important increase, perhaps reaching double figures.

Taking into account the relative weight of each of the categories of activity that make up the ecological footprint, it is worth highlighting food production and energy consumption, as these are the categories that require the greatest amount of territory in order to guarantee current standards of living. Together (in 2006) they represented almost 90% of the total value of the ecological footprint (50.65% and 39.16%, respectively). After these, in order of greatest consumption of space, we find the import of goods (7.57%), which is quite significant, and forestry (1.83%). Urbanised land comes last (0.78%) together with the production of other organic goods (0.12%), with considerably lower contributions<sup>5</sup>. The study of the ecological footprint is useful because it indicates which economic activities grab most social and environmental space, be that transnationally or transgenerationally. However, it does not specify where that grabbing takes place.

To know where it takes place we used the methodology described above. Maps of the areas of greatest biodiversity and greatest destruction at a global level (critical areas known as

biodiversity **hotspots**, to use the concept introduced in the 1980s by *Conservation International* and later widely used in the scientific literature (Myers et al., 2000)) were cross referenced with the impacts of the "Catalan factor", often traced through direct references made by the affected collectives, environmental justice networks, or from grey literature found through searches on the internet and in journal collections. The relationships that ODG has with a variety of environmental justice networks such as Oilwatch, Enlazando Alternativas, ECAwatch or Counterbalance were key in many cases. The list of findings was organised according to the anti-cooperation mechanisms, and to the habitual conceptual frameworks used by the social and environmental justice networks, and in the activist research conducted by ODG and other similar groups, to be then described in the *Teoría de la Anticooperación* (Llistar, 2009). The results are as follows and are resumed in this diagram:



<sup>5</sup> For a complete and actualized description of materials and energy use of the Catalan economy (social metabolism), see *El metabolismo socio-económico de Catalunya, 1996-2010*. (González, Sastre, & Ramos, 2015)

## IMPORTS

The **first vector** of anti-cooperation is that of **imports**. Imports act as the principal transnational driving force resulting in the loss of biodiversity. The sequence starts with local demand in an administrative framework such as Catalonia. This is transmitted to exporters through a chain of commercial and financial operators seeking to maximise profits in the shortest possible time. Together with similar demands transmitted from similar consumer economies, this generates a sort of extractive pressure on territories rich in raw materials and live species, creating conditions that are favourable to the capital involved. Attention has been drawn to this process of extraction on many occasions, in the academic and grey literature, as it is the central cause of biological degradation and the advance of the agricultural, oil and mining frontiers, and of the detriment of forests, human communities and other ecosystems of biological and cultural diversity. Delocalized models of agrofoods production (including fisheries), and the energy and mineral extraction models created by internationalised economies like Catalonia become, in practice, systems of **delocalized predation**, where the buyer claims ignorance of the exploitation conditions at origin, or appeals to competence, delegating responsibility to the debatable capacities of the governing authorities in the exporting countries. The difficulties faced by the governments of small, fragile and/or corrupt states to protect biodiversity, the asymmetry of the forces involved, and the partial interests of governing elites in these countries lead to a “law of the jungle” against the jungle itself.

Different imports have been analysed: those of oil, gas and coal, uranium, soya, palm oil, flowers and fish, timber products, and also bioprospecting activities by pharmaceutical companies, and copper mining. The first six **commodities analysed**, for example, have a direct link to the **energy metabolism of the Catalan society** and to the model put into practice by political decision makers. 93% of primary energy consumed by the Cata-

lan economy in 2009 came from non-renewable sources (oil and its derivatives accounted for 47.2%, natural gas 24.6% and uranium 20.1%) (ICAEN, 2010). Furthermore, these energy sources are not available within the Catalan territory, which means a total dependence on external imports. In the period 2007-2011, the main sources of oil imports, in order of importance, were Russia, Mexico, Saudi Arabia, Iran, Nigeria and Libya. During the same period, natural gas imports were coming from Algeria, Nigeria, Qatar, Egypt, and other minor suppliers. Oil and gas consumption have led to one of the greatest human and ecological disasters in the world, that of the Niger Delta. Meanwhile, Indonesia and Colombia were the principal suppliers of coal. Biodiesel imports came from Argentinian soya and Indonesian palm oil imports. Nuclear fuel used in the three Catalan nuclear power stations was in the form of bars of uranium extracted in Russia, Australia, Niger and Kazakhstan.

The available statistics in the majority of cases do not offer information about the area of extraction, although some cartographic institutes, such as that of Ecuador, are beginning to georeference the sites and offer their data on official websites. However, it is sometimes effective to cross-check reference official extraction maps with those of conflict zones, mostly through collaborative efforts with networks of affected communities and/or of environmental resistance, such as Oilwatch, the Mexican Network of Environmentally Affected Communities, the Rivers Network, etc. In the case of the Nigerian oil or Colombian coal arriving at the Spanish borders, it is logical to relate these to oil extraction in the Niger Delta and to the great open coal mine of Cerrejón en la Guajira, as these are the principal zones of exploitation for these two energy stocks in those countries.

The second significant vector of anti-cooperation is that associated with the effects of **climate change** on habitats, ecosystems and species in sensitive zones. There is no new information on this factor to add to that already available (Campbell et al., 2009). Some predic-



tions suggest that approximately a quarter of the Earth's species could be lost by 2050 as a result of climate change if there is not a change of model.

### FOREIGN INVESTMENT AND TRADE IN SERVICES

A third vector is that of companies of Catalan origin operating outside the boundaries of Catalonia, under different formulas associated with **foreign investment** or **trade in services** (plant investments, construction contracts for infrastructure, the presence of financial capital, tourism services, etc.). This requires an analysis of the presence of Catalan transnationals and the financing or underwriting of operations carried out by third parties, where these are in some way destroying local biodiversity. While the nature of Catalan investment in Latin America and Africa is linked to the export of raw materials, which is what causes the greatest impact on biodiversity, in Asia, investments are principally associated with industrial delocalization. The financial services and banking sector, energy, water, raw materials, chemicals, pharmaceuticals, construction and hotel industries were all analysed to assess their relevance. The results are varied, and provide evidence that needs to be further developed in future studies. Cases such as the construction of 40,000 luxury houses in the dunes close to the Brazilian city of Natal co-financed by a Catalan bank, with the project name "Natal Elegance"). Or that of a well known Catalan cement company operating in Bangladesh close to the Indian border which has been denounced by local groups. Or the grabbing, in Gambia, of between 150 and 200 thousand hectares of land for the production of agrofuels ( "Project Afropalm 2020 Gambia", co-financed by another Catalan bank). Or the investment funds offered by banks with their headquarters in Catalonia that speculate with food prices.

Linked to the flow of foreign investment, the study also analyses the arrival of the phenomena of *biodiversity offsetting*, which refers to the financial mechanisms

related to the commercialisation and compensation of biodiversity. A new vector exerting pressure on nature is that of financialisation, which can act as an incentive for the restoration of ecosystems, but which also acts as a new source of conflicts over dispossessions and the destruction of complex and mature ecosystems (Sullivan, 2013).

### TRADE OF WILD SPECIES

The fourth vector of anti-cooperation relates to the **trade of wild species** (alive or dead) and was analysed both in terms of the legal traffic as reported to CITES, and in terms of illegal trafficking circuits. At a global level, illegal trafficking is estimated to be worth around 55,000 million euros, making it the third most important illegal trade after drugs and arms. Owing to its strategic geographical location, more than 30% of this illegal trade in plants and animals passes through the Spanish State. Spain is used as a link point between the countries of origin and the destination countries (from tropical Africa and Latin America to Europe and Japan; from South East Asia to the USA and Canada). There have been some reported cases in Catalonia.

As CITES-Spain reports (2012), between 2004 and 2009 the trade was dominated by the import of skins, flanks and pieces of animals that in 98% of the cases came from reptiles, above all, skins from lizards (genus *Tupinambis* and *Varanus*), snakes (genus *Python* and *Ptyas*) and crocodiles (genus *Cayman* and *Alligator*). Once imported, many of these are re-exported in the form of dyed and finished skins, shoes, bags and other leather products. A small percentage of the skins imported are mammal furs (Argentinian fox, red lynx, Canadian lynx, etc.). The import of live animals has decreased since 2005 owing, to a large extent, to the restrictions in the import of live birds following the outbreak of bird flu. Approximately 85% of live imports are reptiles, predominantly the common iguana (*Iguana iguana*) bred in captivity, turtles and tortoises (of



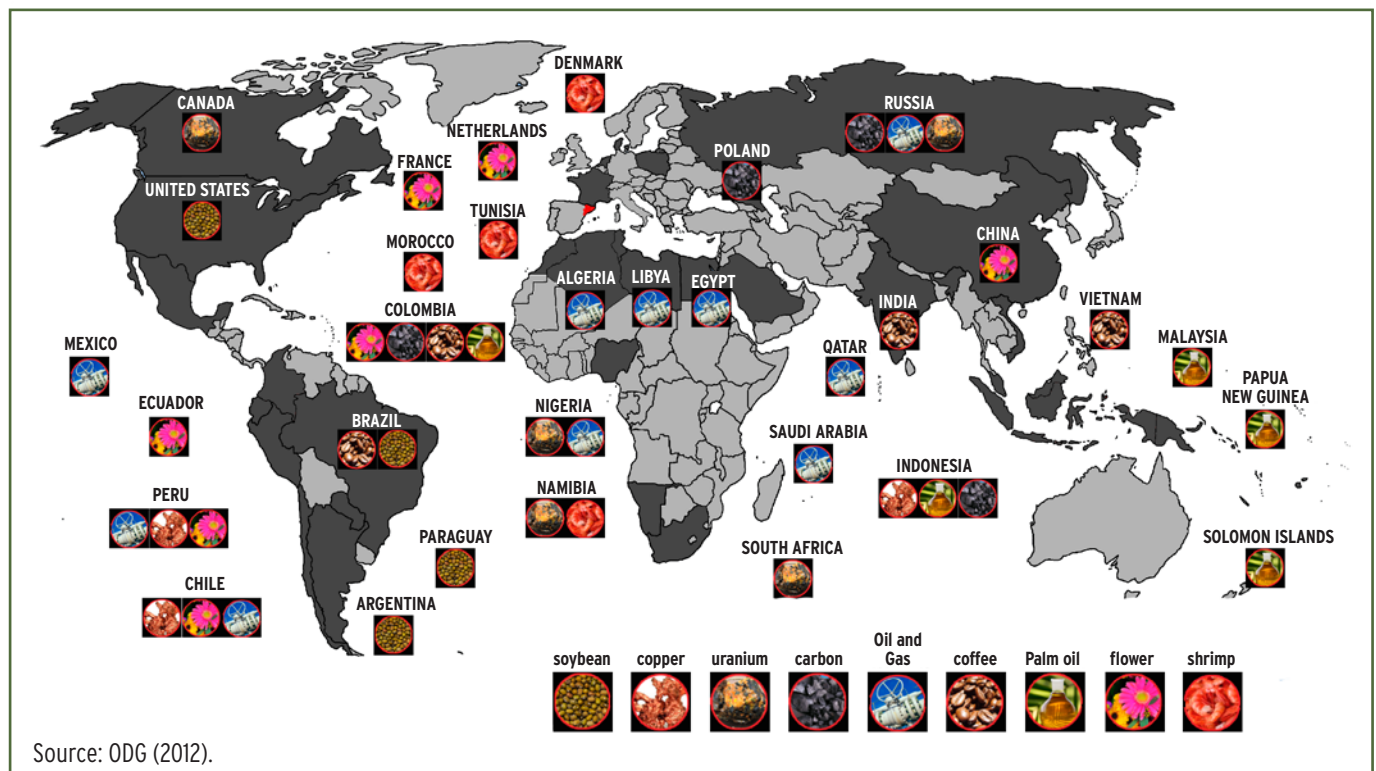
the *Testudinidae* and *Emydidae* families) and some pythons. To give a representative example, Catalonia has legally imported 514 hippopotamus from Tanzania and Zambia, and 2,175 chameleons from Ghana, Madagascar, Tanzania and Cameroon in 2006-2007. Why is that so? The driving force behind the trade in species, both legal and illegal, are fourfold: luxury (furs and leather, jewellery, restaurants) linked to the exclusivity of rare, and therefore expensive species; nutraceuticals (for example, the Omega3 capsules from seal fat consumed in Catalonia as parapharmaceuticals); trophies, hunting and sport fishing; the possession of pets (such as the barbary macaque, an endemic species in the Rif and Atlas mountains of North Africa, introduced into Europe through Algeciras).

### OTHER SPECIFIC DRIVERS

Other specific drivers have been considered and analysed, including the consumption patterns of Catalan tourism (3.5 million foreign trips during 2011), the import of illegal timber, and specific official active policies that have a potential impact outside the administrative territory of the Catalan government, such as ethical public spending, support for the internationalisation of Catalan business and even the impact of official Catalan development aid.

Finally, given the importance of language and culture in Catalonia, the study examines the links between the loss of biodiversity and the loss of cultural and linguistic diversity, which has been particularly devastating for indigenous communities. The study looks at the areas inhabited by indigenous populations that are potentially affected by pressure from the Catalan economy, and

### Dynamic map showing cases of loss of biodiversity caused by Catalan anti-cooperation.



at the problems produced associated with biodiversity conservation. In particular it examines the case of the Wayúu people, affected by the largest open-cast coal mine in Latin America, on the border between Colombia and Venezuela, whence the coal imported by the Spanish economy comes.

## DISCUSSION

The study described here demonstrates the multiple direct and indirect channels through which a consumer driven capitalist economy (like that of Catalonia) interferes negatively with the conservation of biodiversity beyond its political borders. It describes Catalan environmental anti-cooperation from the perspective of the conservation of nature. Some results can be inferred that are potentially useful both for Catalan policy makers:

- **i)** If environmental anti-cooperation really exists, then external environmental responsibility also exists, within a framework in which responsibilities are in fact shared and differentiated. Perhaps it is better to say that there is a “**global responsibility**” as it is distributed across the Globe (although there is a predominance of interference in the highly biologically productive tropical ecoregions, and/or in poorer countries with states that are unable to control the pressures exerted on their territory). To economies and societies like Catalonia, this global responsibility means, in the first instance, a moral obligation which some have called the **ecological debt**, which is historical in its nature. However, there is also an urgent pragmatic obligation to close the existing gap between the official rhetoric about the global problem of the “Sixth great extinction” of species and ecosystem “services”, and the direction taken by national and sub-national public policies. Ultimately it is a question of including criteria of respect for global ecology across the entire spectrum of measures implemented by all governments, particularly those of the economies that devour more raw materials. To use the most politicological

jargon we could call for the application of the principle of “**policy coherence for conservation**” when talking about the planet’s biodiversity. This could be inspired by other emerging fields of public policy that seek to apply the principle of extra-territoriality from a cosmopolitan and internationalist perspective, as, for example, in the field of policy coherence for development (PCD), or laws that aim to avoid the violation of human rights in third countries, such as the US Aliens Tort Act.

- **ii)** In terms of PCD in Catalonia relative to the accelerated loss of global biodiversity, there is currently no control within the Catalan Administration over the principal vectors for the destruction of the natural world on a planetary scale. The study commissioned by the Department of the Environment and Habitat, on the issue of Territory and Sustainability, is nevertheless a step in the right direction.

The study concludes that the policies directly or indirectly involved in the phenomena of the destruction of global biodiversity, which are all or partly the competence of the *Generalitat de Catalunya*, are 1) Policies on consumption; 2) Industrial policies; 3) Policies for the internationalisation of Catalan business; 4) Energy policies (including mobility and the electricity sector); 5) Agrofoods policies including fisheries. 6) Education and cultural policy; 7) Policies promoting the tourism industry; and others.

If we broaden the view to consider any or all of the planetary boundaries, the diagnosis would probably be very similar. There are growing initiatives such as reports commissioned by the Council for Sustainable Development (CADS by its Catalan acronym) on the society’s energy metabolism (Ramos Martín, Cañellas Boltà, & Russi, 2007) and descriptions of some of the experiences of the planetary limits (CADS, 2014) that could be helpful.



## RECOMMENDATIONS FOR CATALONIA'S COHERENCE AND ENVIRONMENTAL RESPONSIBILITY

For the conservation of global biodiversity	For global environmental governance within the planetary boundaries
<ol style="list-style-type: none"> <li>1. Deploying an institutional system for the implementation of the principle of coherence within the <i>Generalitat de Catalunya</i>, with a similar focus to those applied in Norway or Sweden, using the <i>whole-of-government</i> approach. In environmental terms that would be the equivalent of promoting a process of progressive socio-ecological transition in Catalonia, as is already foreseen in other countries such as Germany</li> <li>2. Pushing through a Biodiversity Law that would regulate the external impact of the Catalan economy.</li> <li>3. Promoting research that is a continuation of the previous study, assessing which policies are a priority for reform in terms of global biodiversity loss; a study of Catalonia's ecological footprint; and finally, a study of how the Catalan economy threatens the planetary boundaries.</li> </ol>	<ol style="list-style-type: none"> <li>1. Introduction of criteria for green public spending, to control public contracting by the <i>Generalitat</i>.</li> <li>2. Determining the measures and producing a road map for the transition of the Catalan economy towards sustainability and respect for other peoples and generations. For that it would be necessary to first conduct a full analysis of «Catalonia and the Planetary Limits» and update the studies of Catalonia's ecological footprint.</li> <li>3. The creation of a super-agency with the rank of counsellor, whose role is to seek coherence in all Catalan public policy for a responsible and sustainable Catalonia, and to apply the policies (educational, economic and cultural) necessary for that transition.</li> </ol>

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