

# **THE TRANSFORMATION OF THE EUROPEAN UNION**

## **The Impact of Climate Change in European Policies**

**This page intentionally left blank**

# THE TRANSFORMATION OF THE EUROPEAN UNION

## The Impact of Climate Change in European Policies



Editor

**Xira Ruiz-Campillo**

Complutense University of Madrid, Spain

 **World Scientific**

NEW JERSEY • LONDON • SINGAPORE • BEIJING • SHANGHAI • HONG KONG • TAIPEI • CHENNAI • TOKYO

*Published by*

World Scientific Publishing Europe Ltd.

57 Shelton Street, Covent Garden, London WC2H 9HE

*Head office:* 5 Toh Tuck Link, Singapore 596224

*USA office:* 27 Warren Street, Suite 401-402, Hackensack, NJ 07601

**Library of Congress Cataloging-in-Publication Data**

Names: Ruiz-Campillo, Xira, editor.

Title: The transformation of the European Union : the impact of climate change in European policies / editor, Xira Ruiz-Campillo, Complutense University of Madrid, Spain.

Description: London ; Hackensack, NJ : World Scientific Publishing Europe Ltd., [2020] |

Includes bibliographical references and index.

Identifiers: LCCN 2019047660 | ISBN 9781786348142 (hardcover) | ISBN 9781786348159 (ebook) | ISBN 9781786348166 (ebook other)

Subjects: LCSH: Environmental policy--European Union countries. | European Union countries--Environmental conditions. | Climatic changes--Political aspects--European Union countries.

Classification: LCC HC240.9.E5 T73 2020 | DDC 363.738/74561094--dc23

LC record available at <https://lccn.loc.gov/2019047660>

**Library Cataloguing-in-Publication Data**

A catalogue record for this book is available from the British Library.

Copyright © 2020 by World Scientific Publishing Europe Ltd.

*All rights reserved. This book, or parts thereof, may not be reproduced in any form or by any means, electronic or mechanical, including photocopying, recording or any information storage and retrieval system now known or to be invented, without written permission from the Publisher.*

For photocopying of material in this volume, please pay a copying fee through the Copyright Clearance Center, Inc., 222 Rosewood Drive, Danvers, MA 01923, USA. In this case permission to photocopy is not required from the publisher.

For any available supplementary material, please visit

<https://www.worldscientific.com/worldscibooks/10.1142/Q0241#t=suppl>

Typeset by Diacritech Technologies Pvt. Ltd.

Chennai - 600106, India

Printed in Singapore

*To every single person working for a more  
sustainable and better world.*

**This page intentionally left blank**

# Contents

<i>List of Figures</i>	<i>xi</i>
<i>List of Tables</i>	<i>xiii</i>
<i>List of Contributors</i>	<i>xv</i>
<i>Introduction</i>	<i>xix</i>
<b>1. Leadership in the European Union: Climate, Energy and Economy</b>	<b>1</b>
<i>Xira Ruiz-Campillo</i>	
1.1 The EU as a Normative Power in Environmental Negotiations	3
1.1.1 The Emergence of the EU's Environmental Leadership	5
1.1.2 European Leadership in Climate Negotiations Since 2009	9
1.2 From the International to the Internal Domain: The Impact of the Kyoto Protocol and the Paris Agreement on the EU	13
1.2.1 The Kyoto Protocol and the ETS System	13
1.2.2 The 2020 Package: Binding Domestic Reductions to Lead International Negotiations	15
1.3 The Transformation of the EU's Energy Model	18
1.4 The Transformation of the European Economy	22
Conclusions	25
References	28

<b>2. The European Union and Its Role in Climate Change Negotiations at the UNFCCC: From a Loss to a Recovery of Leadership with Costs 2009–2018</b>	<b>33</b>
<i>María del Pilar Bueno</i>	
Introduction	33
2.1 The Sequence Copenhagen–Cancun–Durban and the Beginning of the Shared Leadership	37
2.2 The EU Leadership Towards the PA	44
2.3 The First Period of Implementation of the PA 2016–2018	50
Conclusion	57
References	59
<b>3. Evolution and Overview of the Current European Legal Commitment Heading for a Unique Model of Sustainable Development</b>	<b>63</b>
<i>María Dolores Sánchez Galera</i>	
Introduction	63
3.1 A Brief History of Sustainability: A Conceptual Approach to “Sustainability” and “Sustainable Development”	64
3.2 Sustainable Development Today as a Multidimensional Concept	66
3.3 Some Notes on Global Governance and Sustainability: Global Environmental Governance	69
3.4 A European Vision of Sustainability: Normative Framework	74
3.5 EU Sustainability Model: Work in Progress with Many Challenges	79
Conclusions	83
References	86
Charters, Resolutions, Reports, Treaties	89
Case Law	89
<b>4. Climate Change and Development Cooperation in the European Union</b>	<b>91</b>
<i>Katty Cascante Hernández</i>	
Introduction	91
4.1 The Evolution of the Goals of the International Development Cooperation Agenda	94

4.2	The International Sustainable Development Agenda (2015–2030) and the EU	105
4.3	Challenges between the EU Global Security Strategy and SDGs Agenda	110
	Conclusions	113
	References	114
<b>5.</b>	<b>A European Action Plan for Circular Economy</b>	<b>119</b>
	<i>Elena Bulmer Santana</i>	
5.1	A European Circular Economy	119
5.2	The Four Stages of CE	121
5.2.1	Stage 1: Production	121
5.2.2	Stage 2: Consumption	124
5.2.3	Stage 3: Waste Management	126
5.2.4	Stage 4: From Waste to Resources: Boosting the Market for Secondary Raw Materials and Water Reuse (i.e. Competitiveness and Innovation)	126
5.3	Barriers to the Implementation of CE in Europe	127
5.4	Funding CE in Europe: Innovation and Investment	131
5.5	CE Priority Areas	132
5.5.1	A New Plastics CE	133
5.5.2	The Plastic Problem at Present	133
5.5.3	Transitioning Towards a New Plastics Economy	135
5.5.4	Europe's New Plastics Economy	136
5.6	The CE Monitoring Framework	138
5.7	Initial EU CE Findings	138
	Conclusion	140
	References	140
<b>6.</b>	<b>The Energy Union: The EU at work</b>	<b>145</b>
	<i>María Isabel Nieto</i>	
6.1	Current Political Framework of the Energy Policy	149
6.2	Most Significant Results	154
6.2.1	Attainment of the Internal Market for Energy	154
6.2.2	Improvement of Energy Efficiency	156
6.2.3	Improve Internal Energy Resources, Especially Renewable Energy	158

6.2.4	Increase the Security of Energy Supply	160
6.2.5	Research & Development & Innovation (R&D&I) Projects	164
6.2.6	Main Funding Instruments	166
	Conclusion	168
	References	169
<b>7.</b>	<b>Implementing Climate Security in the European Union</b>	<b>175</b>
	<i>Rosa Giles-Carnero</i>	
	Introduction	175
7.1	Conceptualization of Climate Security in EU Common Foreign and Security Policy	180
7.2	EU Action for Promoting Climate Security	187
	Conclusion	193
	References	195
	Legislation	197
<b>8.</b>	<b>The Role of European Cities in the Fight against Climate Change: Networking for Local Climate Policy Convergence</b>	<b>199</b>
	<i>Ekaterina Domorenok</i>	
	Introduction	199
8.1	The Establishment and Evolution of the CoM: Work in Progress	201
8.2	Policy Convergence through Coordination: Guiding Principles and Operational Tools	204
8.3	Opportunities and Costs of the CoM Membership	209
8.4	Barriers and Obstacles to Participation in the CoM	211
8.5	The Dynamic Accountability of Multilevel Settings: Strengths and Weaknesses of Flexible Commitment	214
	Conclusion	219
	References	222
	<i>Index</i>	225

# List of Figures

<b>Figure 4.1</b>	The Paris Declaration on aid effectiveness (2005).	99
<b>Figure 5.1</b>	Kirchherr et al's (2018) theoretical circular economy barriers.	128
<b>Figure 6.1</b>	2030 Framework for Climate and Energy – Agreed Headline Targets.	146
<b>Figure 6.2</b>	Spanish Public Opinion about the need of a Common Energy Policy.	148
<b>Figure 6.3</b>	Spanish Public Opinion about the priority of the objective of a Common Energy Policy.	149

**This page intentionally left blank**

# List of Tables

<b>Table 4.1</b>	The Millennium Development Goals (2000–2015).	95
<b>Table 6.1</b>	Clean energy for all Europeans package – state of play (27 March 2019).	153
<b>Table 8.1</b>	CoM signatories as of January 2019.	203
<b>Table 8.2</b>	SECAP step-by-step process.	208

**This page intentionally left blank**

## List of Contributors

**Xira Ruiz-Campillo** is a professor of Environmental Regimes and International Relations at the Complutense University of Madrid. She holds a PhD in International Relations from the same university. She has worked at the Spanish Ministry of Foreign Affairs, the Spanish Ministry of Defence and at the United Nations High Commissioner for Refugees' (UNHCR) Headquarters in Geneva. She has several publications on conflict prevention and crisis management. Her current research interests are related to climate change and sustainable policies in the European Union as well as the role of cities at the international level.

**María del Pilar Bueno** is a researcher at the National Council for Scientific and Technical Research of Argentina CONICET, teacher and professor at several universities including Universidad Nacional de Rosario, Universidad Nacional de Entre Rios, Universidad Nacional de La Plata and Universidad de San Andrés, among others. Climate change negotiator and advisor of the Argentinean Ministry of Foreign Affairs since 2013; leading negotiator of the G77 and China on Adaptation from 2016 to 2018; co-chair of the Adaptation Committee since 2018 and member of the Task Force of Displacement at the UNFCCC from 2017 to 2018.

**María Dolores Sánchez Galera** LLB (Honours) Glasgow University, LLM, PhD (Scuola Superiore Sant'Anna, Pisa). She is currently a CONEX-Marie Curie Fellow at Carlos III University (Madrid), member of the Urban Land Planning and Environmental Law Pascual Madoz Institute of Carlos III University and member of the Sustainable Development Solutions Network (SDSN) (Spain). She has been a legal officer for IDLO and has published extensively in international journals on different environmental and energy law topics. She has taught undergraduate- and postgraduate-level courses on Environmental Law and Sustainability in different European Universities.

**Katty Cascante Hernández** is a professor in Complutense University of Madrid at the International Relations and Global History Department on Faculty of Political Science and Sociology. She holds a PhD in International Relations by the Complutense University of Madrid. She has extensive experience as a consultant for the evaluation of projects led by the European Union (EU) and other international agencies or programs responsible for development countries. Part of her relevant publications focuses on development and sustainable cooperation system as well as on the speculation on the food system and food crisis.

**Elena Bulmer Santana** holds a PhD from the Complutense University of Madrid; PhD Candidate in Project Management applied to Stakeholder Management at the University of Manchester; PMP® by P.M.I.®; PRINCE-2; Fundraising Certificate. She has 15 years of international experience in the management of environmental conservation and biodiversity projects. She presently teaches at various business schools and academic institutions such as E.A.E. Business School-Madrid Campus.

**María Isabel Nieto** is a professor of European Union Policy and International Relations at the Complutense University of Madrid. Her research interests focus on European Neighbourhood Policy, regional policy and international relations. Apart from her academic experience, she has a long professional experience on European politics and international relations, having worked as an advisor in European Affairs for local and regional governments in Spain since 2003.

**Rosa Giles-Carnero** is a professor of Public International Law at the University of Huelva and member of the research group Public Law and Governance. She holds a PhD in Public International Law and has published on international and EU environmental law, peace and security, and gender studies. Currently, her main research interest is related to international action on climate change, and environmental governance in a global context.

**Ekaterina Domorenok** is associate professor of Political Science at the University of Padua. Her research interests mainly concern policy design, implementation and learning in multi-level settings, with particular regard to European Union policies for climate, sustainability, environment and cohesion. She has taken part in several European research and cooperation projects dealing with regional and local development, environmental governance, climate policies and participatory forms of policy-making at the local level. She is the author of four monographs and has published a number of articles on the aforementioned topics.

**This page intentionally left blank**

# Introduction

It is evident that climate change has impacted our lives and our environment. Without any doubt, it was developed countries the most responsible for accelerating that change in our climate although developing countries are increasingly greatly contributing to it. It is our responsibility as human beings to leave future generations with a better world or, at least, not one worse. We are not the owners, but only the casual dwellers of a planet that has given us the opportunity to live and to enjoy a breathtaking environmental wealth that we must preserve. It is the duty of all countries and citizens to take care of what we have been given for the years we are here, and it is our responsibility to analyse the best way of doing that.

This book is a collective effort made by eight women concerned and united by the research on climate change, sustainability and cooperation policies within the European Union. This work tries to shed light on the evolution the European Union has experienced since 1992 in its fight against climate change in the search of a more sustainable Europe. Without wanting to be exhaustive, the book aims to depict the evolution of the European Union's policies on climate, cooperation, sustainability, security, economy and energy with the final aim of being a trustworthy and reliable actor at the international level. The impact that international agreements on climate, cooperation and sustainability have had on European policies is analysed in different chapters.

It was not intentional that all the authors were women, but probably what is offered here is a unique perspective on how we see the European Union is managing and weathering the most challenging threat of the 21st century.

Chapter 1 analyses the transformation that the European Union (EU) has undergone to incorporate international climate agreements. Agreements at the international level such as the Kyoto or the Paris Agreement have led the EU to adopt binding internal targets to reduce its greenhouse gas emissions and increase its share of renewable energy that have resulted in the promotion of a circular economy and the change of the energy system within the European borders. Both a circular economy and renewable energy are considered strategic areas to set the EU into a sustainable path of growth. Although the promotion of sound and ambitious climate and sustainable policies at the international level has been part of the European identity for long, the truth is that its credibility depends on the achievement of EU targets—nothing easy to achieve.

María del Pilar Bueno analyses the changes experienced in the EU leadership in climate change diplomacy, in particular, at the United Nations Framework Convention on Climate Change (UNFCCC) from Copenhagen Summit in 2009 to Katowice Conference in 2018. This period is portrayed by an adjustment in the leadership of the EU that can be considered in isolation after the withdrawal of the United States from the Kyoto Protocol. However, Copenhagen illustrated the beginning of a shared leadership with the United States and China that continues to generate great challenges to the EU regionally and internationally. Considering the vast trajectory of leadership literacy applied to climate change negotiations, the chapter underscores four features of EU leadership at the international climate change arena including its vision, internal coherence, the degree of achievement of its objectives and proposals and the flexibility to adapt to changing contexts.

In her chapter, María Dolores Sánchez Galera presents an overview of how the evolution of EU environmental law and governance has taken the lead towards the emergence of a unique EU sustainability model with its imperfections and challenges, but with greedy ambitions within the global scenario. All in all, the EU sustainability model is, of course, a dynamic process resembling the European integration process itself. A complex process full of changes triggered by globalisation and the global governance processes born, especially after the end of the Cold War. This analysis aims to deliver greater understanding of the actual legal commitment of the EU to implement sustainable development laws, principles and policies that can

only be understood through the lenses of a multidisciplinary framework that could help us to unpack the complex global paradigm of sustainable development.

Kattya Cascante Hernández analyses how the commitments adopted in the Agenda 2030 have impacted European cooperation and the development cooperation policies of the EU and how the EU has been present in the International Development Cooperation policy. Europe's support of the International Development Cooperation policy has overcome the weight of the financial crisis and the isolationist behaviour of other relevant actors, although the EU may be wasting the opportunity created by the distancing of China and the USA from the implementation of the Sustainable Development Goals (SDGs) Agenda. All that political performance should have been reflected in the improvement of the European leadership to advance, without gaps and with less rhetoric, a form of governance based on sustainable development, responsible and coherent with the commitments acquired and, most importantly, the initiative of constructing common global goods to address climate change.

Elena Bulmer Santana describes the strive of the EU for a low-carbon, resource-efficient and competitive economy through the development of a circular economy. The step from a linear to a circular economy can be understood as a tool to reduce emissions and set the EU towards a more sustainable Europe. In addition, this new economy will protect businesses from the risk of scarcity and will develop new opportunities and jobs at all levels of the value chain. The current implementation of a circular economy nevertheless is still in its initial stages and has to cope with different barriers such as the actual production model, the resource consumption processes or societal behaviours.

In her chapter, María Isabel Nieto seeks to clarify the progress made to date on the EU's energy policy, especially with the entry into force of the Lisbon Treaty. Energy, innovation and sustainability are examined in the chapter. Although the challenges are huge and steps have been taken to establish a common energy policy and an integrated climate and energy policy of the EU since 2014, results have proven mixed. The chapter examines the Juncker Commission's transition to cleaner energy and many of the policies and instruments underway: a whole battery of programmes, normative acts and measures aimed at achieving an integrated energy market, the interconnection of energy networks and the proposals in the domain of energy efficiency and renewable energy sources, among others.

Rosa Giles-Carnero, through a securitisation lens, analyses how the EU is confronting the effects of climate change. As she points out, using a securitisation approach for the analysis of governance provides a new opportunity to incentivise the adoption of actions to mitigate and to adapt to climate change. The chapter looks into the concept of climate security and stresses how climate security instruments in the EU play a significant contribution to the EU's credibility in international climate negotiations and how the relationship between climate change and security has been reinforced in EU documents as the EU has aimed to increase its role in climate negotiations.

Ekaterina Domorenok focuses on how enhancing polycentric policy making and strengthening the role of sub-state authorities have been among the EU's main endeavours in the effort to comply with its international commitments in the field of climate policies. The chapter explores the experience of the EU Covenant of Mayors programme that was launched by the European Commission in 2008 in order to enhance and support the local action for climate change across EU countries. Besides presenting an overview of the programme's evolution over time, the analysis focuses on the functioning and the main policy tools incorporated therein, bringing also some evidence on how and why cities join this initiative, and to what extent they exploit the opportunities provided by the Covenant of Mayors membership.