

# Contents

	<i>page</i>
Table of EU legislation	xiv
Table of international conventions	xviii
Table of legislation	xxi
Table of cases	xxiii
Acknowledgements	xxix
Preface	xli
<b>Part I Introduction: Law in Context</b>	<b>1</b>
Preface to Part I	1
<b>1 Environmental law in context</b>	<b>9</b>
1 Introduction	9
2 The scientific paradigm	12
(a) The role of science	12
(b) Risk assessment and the environment	15
(c) Scientific uncertainty and the precautionary principle	18
(d) Accounting for the authority of science	31
3 Environment and economics	34
(a) Cost benefit analysis	37
4 Beyond expertise: the political (and popular) dimension of environmental protection	40
5 'Alternative' ways of viewing the world: ecological theories	47
(a) Deep ecology	48
(b) Social ecology	50
(c) Ecofeminism	51
(d) Gaia theory	54
(e) Ecological law?	55
6 Conclusions	57
7 Further reading	59
<b>2 Genetically modified organisms: introducing a dilemma</b>	<b>61</b>
1 Introduction	61
2 Environmental concerns	64
3 Human health concerns	64



4	'Other' issues	65
5	The benefits of GM technology	72
6	Consultation and beyond in the UK	76
	(a) Science and GMOs	77
	(b) Economics and GMOs	79
	(c) The public debate	79
	(d) The public dialogue on GMOs: the response	81
7	Conclusions	83
8	Further reading	84
<b>3</b>	<b>Public participation in environmental decision making</b>	<b>85</b>
1	Introduction	85
2	The attractions of public participation	87
	(a) The process rationale for public participation	87
	(b) The substantive rationale for public participation	93
	(c) The Aarhus Convention	97
	(d) Why participation?	100
3	Access to environmental information	101
4	Public participation in environmental decision making	110
5	Access to justice in environmental matters	114
6	The challenges of public participation	128
7	Conclusions	132
8	Further reading	134
	<b>Part II The EU Context</b>	<b>135</b>
	Preface to Part II	135
<b>4</b>	<b>The development and state of EU environmental law and policy</b>	<b>143</b>
1	Introduction	143
2	Current EU environmental law and policy	145
	(a) Environmental policy	145
	(b) Legislative framework	151
3	An evolutionary framework: four phases	155
	(a) First phase: recognising the need for action	156
	(b) Second phase: establishing a firm legal base	158
	(c) Third phase: 'new' environmental governance and 'integration'	164
	(d) Fourth phase: constitutionalism	170
4	'Free and fair trade'? Trade/environment dilemmas and the EU	171
	(a) Internal trade	176
	(b) External trade	182
5	Conclusions	184
6	Further reading	184



<b>5</b>	<b>Multi-level decision making: the EU and GMOs</b>	<b>186</b>
1	Introduction	186
2	Risk regulation and GMOs: the authorisation process	189
	(a) The judiciary and science	198
	(b) Politics and science	199
	(c) The purposes of the legislation	200
	(d) The authorisation process	201
3	Co-existence and the EU's 'market citizen'	202
4	Conclusions	208
5	Further reading	209
	 <b>Part III The International Context</b>	 <b>211</b>
	Preface to Part III	211
<b>6</b>	<b>Sustainable development: quality of life and the future</b>	<b>217</b>
1	Introduction	217
2	The evolution of sustainable development in international law	219
3	The elements of sustainable development	231
	(a) The future and sustainable development	231
	(b) The 'three pillars' and global poverty	237
4	The implementation of sustainable development: the UK	243
5	Sustainable development and environmental limits	250
6	Sustainable development as a normative objective	256
7	Conclusions	262
8	Further reading	263
<b>7</b>	<b>'Globalisation' and international trade</b>	<b>264</b>
1	Introduction: the international trading system	264
2	The promise of trade: Johannesburg and sustainable development	266
3	Trade and the environment	270
	(a) The main issues	270
	(b) The legal regime: domestic measures	272
	(i) The basic provisions	272
	(ii) Science and risk in the WTO	283
	(c) The legal regime: multi-lateral environmental agreements	303
4	Reconstructing world trade?	306
	(a) Participation in decision making	307
	(b) Environmental integration	310
	(c) Environmental standards: domestic or international?	311
5	Conclusions	316
6	Further reading	318



<b>Part IV Mechanisms of Regulation I: Pollution Control</b>	<b>319</b>
Preface to Part IV	319
<b>8 The institutional architecture of pollution control</b>	<b>323</b>
1 Introduction	323
2 The historical context of pollution control	325
3 The modern machinery of government	331
4 The Environment Agency	334
5 Advisory bodies	339
6 An environmental court?	340
7 The role of the modern common law	341
8 Conclusions	350
9 Further reading	351
<b>9 Licensing as a regulatory technique: the example of integrated pollution prevention and control</b>	<b>352</b>
1 Introduction	352
2 The integration of pollution control	354
3 Flexibility and decentralisation in the IPPC Directive	358
4 Standard setting in environmental regulation	362
5 Soft harmonisation and flexibility	369
6 Proceduralisation	373
(a) Reflexive law?	374
(b) Public participation	375
7 Conclusions	380
8 Further reading	380
<b>10 Enforcement and implementation of direct regulation</b>	<b>381</b>
1 Introduction	381
2 National enforcement of environmental law	382
(a) The criminal law: the principal water pollution offence	382
(b) Discretion in enforcement	387
(c) Sanctions: fines and beyond	394
(d) Alternatives to the criminal law	400
3 Implementation of EC environmental law	403
(a) The Commission as guardian of the treaties	403
(b) Reform	411
(i) EU-level reform: enforcement	411
(ii) National reform: implementation	412
4 Conclusions	415
5 Further reading	415
<b>11 Regulatory techniques: beyond licensing</b>	<b>417</b>
1 Introduction: 'Command and control'?	417
2 Economic instruments	421



(a) Green taxes	422
(b) Emissions allowance trading: greenhouse gases	428
(c) Criticisms of economic instruments	432
3 'Reflexive' law	435
(a) The EU's Environmental Management and Audit Scheme (EMAS)	437
4 Green consumers?	446
5 The example of waste: diversity in regulation	451
(a) Waste management licensing	454
(b) Reducing landfill: taxing and trading	454
(c) Recycling obligations	456
6 Conclusions	458
7 Further reading	459

## **Part V Mechanisms of Regulation II: Controls Over Land Use and Development**

461

Preface to Part V

461

<b>12 Historical context of land use and development controls</b>	<b>469</b>
1 Introduction	469
2 Origins	470
(a) Public health and 'amenity'	470
(b) Utopianism and the garden city movement	471
3 Phases of development of controls over land	475
(a) Early planning law	475
(b) The post-war land settlement and the great divide between urban planning and countryside controls	479
(c) Enhancing participation	487
(d) Entrepreneurial planning	489
(e) Planning and sustainable development	494
4 Conclusions	502
5 Further reading	503
<b>13 Planning and environmental protection</b>	<b>505</b>
1 Introduction	505
2 Elements of the planning system	510
(a) Planning policy	511
(b) Scope of town and country planning	513
(c) Applications for planning permission	515
(d) Inter-relationship between planning and pollution controls	516
(e) The decision: reasons, appeals and enforcement	518
(f) Major infrastructure projects	521
3 Integrated spatial planning	522
(a) Origins: European spatial planning and other influences	523
(b) 'Bringing in' space: reform of the planning system	526



4	Public participation in planning	530
	(a) The argument for enhanced public participation	530
	(b) Procedural safeguards	536
	(c) Participation in practice	538
	(d) Public perceptions of risk as material considerations	542
5	Conclusions	545
6	Further reading	547
<b>14</b>	<b>Environmental assessment</b>	<b>548</b>
1	Introduction	548
2	The positive idea of environmental assessment: changing the conditions and nature of decision making	550
	(a) Environmental assessment as a regulatory technique	551
	(i) Procedure/self-regulation	551
	(ii) Anticipation/integration	556
	(iii) Participatory democracy and protest	557
	(b) Operationalising sustainable development via environmental assessment	560
	(c) The 'power to seduce': the Kentish Flats wind farm	563
3	Environmental impact assessment	567
	(a) EIA Directive	568
	(b) Assessment procedure under the EIA Directive	572
	(i) Screening: the selection of projects for environmental assessment	573
	(ii) Scoping and the gathering of information	580
	(iii) Consultation and participation	583
	(iv) Problems of implementation: the case of 'revived' mining permissions	587
	(v) The decision: what difference does environmental assessment make?	590
4	Extending EIA: Strategic Environmental Assessment	597
	(a) SEA Directive	599
	(b) Sustainability analysis	601
5	Future evolutionary paths	604
	(a) Post-assessment monitoring: 'living assessments'	604
	(b) Digitalisation and freedom of access to information	607
6	Conclusions	608
7	Further reading	609
<b>15</b>	<b>Nature conservation and biodiversity: the technique of designation</b>	<b>611</b>
1	Introduction	611
2	Designation	614
	(a) Sites of Special Scientific Interest	618
	(b) The demise of voluntary controls	625



3	European sites	627
	(a) Special protection areas	627
	(b) Special areas of conservation	634
	(i) The designation process	636
	(ii) Economic and political influences	639
	(iii) The protection regime	647
	(iv) Threats: an 'appropriate assessment' and general prohibition on development	649
	(v) Walland Marsh wind farm: an 'inappropriate assessment'?	655
	(vi) The general prohibition on development and derogations	661
	(c) Natura 2000: the inter-relation of the Birds and Habitats Directives	665
4	Conclusions	668
5	Further reading	669
<b>16</b>	<b>Nature conservation and biodiversity: beyond designation</b>	<b>670</b>
1	Introduction	670
2	Biodiversity action plans	671
3	Integrating conservation in planning	673
	(a) Environmental 'compensation'	677
4	Changing agricultural practices	680
	(a) The 'reform' of the CAP	682
	(b) An ethic of stewardship?	685
	(c) The story of field margins	687
	(d) Protecting hedgerows	689
5	Conclusions	691
6	Further reading	692
<b>17</b>	<b>Wind farm development and environmental conflicts</b>	<b>694</b>
1	Introduction	694
2	Planning policy conflicts	698
	(a) Central government policy	699
	(b) Overcoming local resistance	709
3	Offshore wind farm development	719
	(a) The new licensing regime	721
	(b) Invoking environmental assessment	723
	(c) Robin Rigg in the Solway Firth	730
4	Conservation objections	735
5	Conclusions	742
6	Further reading	743
	Index	745