

Key note speakers

Evert Vedung, Emeritus professor, Uppsala University, Institute for Housing and Urban Research (IBF) and Department of Government

He is currently active as author and educator in the following fields

- 1) Evaluation in public policy and public administration, esp methodology, intervention theory, client-oriented evaluation, utilization of evaluation
- 2) Evaluation as 2nd order public policy, evaluation history (four waves)
- 3) Policy instruments (carrots, sticks, sermons and combinations), governance doctrines like results-oriented management, network governance, client-oriented governance
- 4) Implementation in public policy and public administration
- 5) Urban policy with focus on Swedish metropolitan policy (storstadspolitik) and role of evaluation policy and evaluation utilization
- 6) Environment policy, global regimes, ozone layer
- 7) Energy policy, nuclear energy, hydroelectric, conservation, energy crises
- 8) Analysis of political and policy ideas, argument analysis, deliberative dialogue

<http://www.ibf.uu.se/PERSON/evert/evert.html>

Nanny Bressers wrote her PhD thesis (2011) on the evaluation of complex multi-actor knowledge and innovation programs. The central argument of this thesis is that the impact of these programs cannot be assessed with standard evaluation approaches, due to the complex causality of actions/outcomes. She developed an evaluation method in which programs are evaluated based on the receptivity of the program and its environment towards each other, instead of looking at the achievement of pre-set objectives (as standard evaluation/ monitoring tends to do). Furthermore, she has participated in a variety of projects, including transition monitoring of Transumo and Living with Water, the organization of an innovation impulse in the Transumo A15-project, the interim evaluation of policy program Room for the River, and an evaluation of program and test grounds of Waterkader Haaglanden. Her current research concentrates on two research projects. First, an international comparison (Netherlands-China) of urban water and climate adaptation projects, with a current emphasis on learning evaluation of two Rotterdam urban water initiatives. And second, an ongoing internal learning evaluation of EU FP7-project BRAINPOoL (a project about Beyond GDP knowledge brokerage). If you are interested to learn more about Nanny Bressers, see the following link:

http://www.eur.nl/fsw/english/publicadministration/staff/profiel_mis/10175/

Key note speakers

Hans Bruyninckx is director at HIVA – Research Institute for Work and Society associated to the KU Leuven. He is professor international relations and global environmental policy and governance and is part of the steering committee of the strategic transition processes of the Flemish government. He is also the promoter of the Policy Research Centre on Transitions for Sustainable Development (TRADO).

http://hiva.kuleuven.be/nl/overhiva/onsteam_detail.php?id=249

Per Mickwitz, Research Director, Professor, D.Sc.(Admin.), Adjunct Professor (Environmental Policy, University of Tampere). As Research Director he is responsible for the research at the Finnish Environmental Institute (SYKE).

During the last years much of his work has focused on the theory and practice of environmental policy evaluation. Based on his research he has published several monographs and numerous articles in academic journals. Recently the focus of his work has shifted to energy and climate policy issues. During 2011 he worked as acting Professor (Environmental Policy) at the University of Tampere (Department of Regional Studies). Between 2003 and 2005, he was the president of the Finnish Evaluation Society (FES). From January 1 2007, he is an Adjunct Professor in Environmental Policy at the Department of Regional Studies at the University of Tampere.

<http://www.ymparisto.fi/default.asp?contentid=408459&lan=en&clan=en>

Lisa Eriksson and Marie Wiktorsson, Evaluation Section, Swedish Environmental Protection Agency. They will show and discuss results and experiences from the latest in-depth evaluation of the Swedish environmental objectives and methodological challenges connected to the overall analysis. A new approach was used in the latest evaluation. One aim of the overall analysis was to analyze using new perspectives – starting from an overall level and then to divide and find new patterns. Major areas of cause and development are visualized in the analysis in order to broaden the picture for future environmental efforts.

<http://www.naturvardsverket.se/Documents/publikationer6400/978-91-620-6500-3.pdf>

<http://www.swedishepa.se/>

Public acceptance of Environmental Tax Reform: an empirical analysis

2nd European Environmental Evaluators Network

9 - 10 April, 2013 | Swedish Environmental Protection Agency, Stockholm, Sweden

Kris Bachus, University of Leuven

Elsy Verhofstadt, University College Ghent and Ghent University

Luc Van Ootegem, University College Ghent and University of Leuven

Abstract

We add new empirical evidence to the discussion on public support for Environmental Tax Reforms (ETR). Weak support is sometimes used by politicians to reject the often heard calls by experts to increase the use of environmental taxes to remedy persistent environmental problems. This in spite of widespread support for this economic policy instrument in academic circles.

Many authors put forward the revenue neutrality of an ETR as a response to the public opinion turning against plans for a green tax reform (Hsu, 2008). However, experiences with ETR in several European countries have revealed that revenue neutrality is not well understood by the taxpayer (Thalman, 2004). Theoretical studies on the endowment effect (Knetsch, 2012) and on hyperbolic discounting (Laibson, 1997) claim that citizens apply non-rational explanations and weighting rules calculating their own wins and losses. In most studies (e.g. Dresner, 2006), a positive correlation is found between support for ETR and trust in the government.

We test some of these correlations and hypotheses using two different Flemish surveys. First, we use the SCV data (official data collected on behalf of the Flemish government) for 2010 consisting of a select sample of 1500 Flemish people. These data allow to estimate a model that explains the willingness to pay (environmental) taxes by variables as trust, environmentally friendly behaviour, being confronted with environmental degradation, knowledge about environmental policy instruments and some socio-economic variables. Secondly, the LEVO 2012 data are based on a quota sample of 1300 respondents. These data have a more experimental nature, and they allow a more detailed analysis of the willingness to pay for specific environmental policy proposals. Also, the data allow to test the relation with revenue neutrality and other compensating mechanisms (eg the use of the tax income budget).

Methodological challenges in evaluations: The case of consumption and waste
Hans ten Berg; Lisa Eriksson, Swedish Environmental Protection Agency

The Swedish Environmental Protection Agency is responsible for compiling statistics in the area of waste disposal. These are used mainly for monitoring the national environmental goals in the area, as well as reporting on Swedish conditions to the EU and international organizations. There are extensive underlying documented data for waste statistics, compiled by many different entities and subject to a great deal of uncertainty. At the same time, compiling data is costly. The waste statistics reported to the EU are often not transferable for use in monitoring national environmental goals. This evaluation elucidates the current methods and conditions for producing waste statistics, and evaluates whether the compilation of statistical information about waste is being done in an efficient manner within the constraints of prioritizations, resources and norms. In the suggested presentation we wish to discuss the methodological challenges to address these difficulties. The presentation and discussion will be held by Hans ten Berg and Lisa Eriksson at the SEPA's Evaluation Section at the Research and Assessment Department.

Evaluation in the field of public health – the work of The Swedish National Institute of Public Health

David Berglund, Evaluator, Swedish Environmental Protection Agency, Sweden

The presentation gives an overview of the monitoring and evaluations used by the Swedish National Institute of Public Health. The aim of the session is to present methods of evaluation used outside the environmental field. This can serve as a benchmark for comparing environmental evaluations to another field.

It has now been 10 years since the Swedish government established a national public health policy based on the social determinants of health, embodied by one overarching goal: to create societal conditions that will ensure good health, on equal terms, for the entire population. Eleven goal areas which covered the most important determinants of Swedish public health were established under this overarching goal, together with a comprehensive set of indicators to follow the health progress of the population.

The monitoring and evaluation of these goal areas are done in different ways. This presentation will cover 4 aspects:

- 1) A national public health survey, Health on Equal Terms, has been conducted yearly since 2004. The survey shows the state of the population's health and follows changes over time. The survey selection consists of a total of 20 000 people, aged 16-84 year.
- 2) Public Health Policy Report 2010. The report shows how health has developed in recent years and indicates future challenges and ways to tackle these challenges.
- 3) Health economics is becoming a more important tool for determining if investments in health will likely be Cost effective.
- 4) Systematic reviews as evaluations (ex ante) of expected outcomes of measures aiming to improve public health

Conceptualizing learning in sustainability transition initiatives

A theoretical contribution to the assessment of learning processes

Key words:

transitions, practices, evaluation, innovation, sustainability, consumption

Authors:

Name	Surname	Mail	Organisation
Matthias	Bussels	matthias.bussels@kuleuven.be	HIVA – Research Institute for Work & Society
Sander	Happaerts	sander.happaerts@kuleuven.be	HIVA – Research Institute for Work & Society
Hans	Bruyninckx	hans.bruyninckx@kuleuven.be	HIVA – Research Institute for Work & Society

Abstract

A common feature of academic contributions on transition processes is the emphasis on learning as a driving force of, and precondition for achieving the aspired system innovation. Transitions after all involve complex, long-term and multi-factor change processes aimed at a complete reconfiguration of the basic pillars of societal systems in the long-run, i.e. cultures, structures and practices (Frantzeskaki and De Haan 2009; Rotmans et al. 2001). The inevitable uncertainty pervading such profound change processes has inspired contributions focusing on how to engage and stimulate such transitions – predominantly through small-scale transition initiatives - to attribute major attention to the necessary and achieved learning as a potential indicator of success (Kemp and van den Bosch 2006; Raven et al. 2008; Schot and Geels 2008; Szejnwald Brown et al. 2004; van de Kerkhof and Wieczorek 2005).

However, despite such widespread mention of learning processes as the backbone of transition processes, the subject has not been met with equal attention in research. Therefore, this paper sets out to develop a clear understanding of learning in transition processes, guided by the following questions: what is learning?; what types of learning are expected to occur in, or required for transition processes?; how can such learning be conceptualized and stimulated?; what are learning obstacles?; how can we assess whether learning has occurred or not?; ...

The paper draws heavily on theories on learning and system innovation (Argyris 1977; Argyris and Schön 1978; Bastrup-Birk and Wildemeersch 2011; Senge 1990; Wildemeersch et al. 1998) in order to define learning, and combines those insights with existing instruments and frameworks constructed to assess and evaluate change in complex settings (Forss et al. 2011; Patton 2011). Combining both strands of literature, the paper aims to address the questions mentioned above. It will therefore look at how to assess whether learning has taken place, and in which forms learning might substantiate.

The paper will address the current caveat in transition thinking by explicating how learning in transition processes comes about, how it can be defined and assessed, and stimulated. In bringing together studies on learning processes in transition initiatives, it provides an oversight of the various nuances that they each emphasize, and enables a clear perspective on remaining lacuna and useful further research.

Selected challenges in the evaluation of marine spatial planning

Gonçalo Carneiro

World Maritime University, Malmö, Sweden

gc@wmu.se

Abstract

Marine spatial planning (MSP) has been promoted over the last decade as the recommended process for ordering increasingly diverse claims over limited maritime space. It has been endorsed by several countries as a complement to other integrated marine management interventions with the dual aim of fostering the maritime economy and protecting marine ecosystems. MSP is envisioned as an adaptive process with monitoring and evaluation as essential steps for generating and transmitting performance information between subsequent planning cycles.

This contribution discusses specific issues that need to be confronted when evaluating MSP. It starts by touching upon criteria and approaches to the evaluation of planning processes and plan contents. Quality elements in planning are briefly reviewed and their usefulness as evaluation criteria is discussed. Emphasis then turns to the challenges of evaluating plan implementation, its direct outputs and especially plan outcomes. Concepts of plan performance and conformance are reviewed with respect to the role assigned to marine spatial plans, as are methods used in these two approaches to planning evaluation. Options are considered relative to designs for evaluating outcomes of MSP, highlighting the particular challenges in attributing causality of observed environmental changes to spatially-defined planning measures.

A reflection on priority research domains within evaluation of MSP closes this contribution.

Abstract submitted to EEEN Forum 2013.

Title:

How Supreme Audit Institutions can contribute in evaluating environmental policies and objectives through environmental auditing

Presenter: Camilla C. Fredriksen, EUROSAI WGEA Secretariat

The role of Supreme Audit Institutions (SAIs) is to conduct independent audits of governments' activities. These assessments provide the national parliaments with objective information to help them examine their government's public spending and performance. In the last 20 years there has been an increasing concern that public and private organizations should be held accountable for their actions that affect the environment. In environmental auditing, SAIs around the world are holding federal bodies to account for their environmental performance assessing the economy, efficiency and effectiveness of the adopted environmental policies.

The EUROSAI Working Group on Environmental Auditing (EUROSAI WGEA) is a regional umbrella organization for Supreme Audit Institutions working with environmental auditing. The aim of the working group is to contribute to increasing the SAIs' capacity in auditing governmental environmental policies, to promote cooperation and to exchange knowledge and experiences between SAIs in this field.

This presentation addresses the basic aspects of the work of the WGEA community. It seeks to introduce the vast array of environmental topics that SAIs can address within their mandates, but also reflects on the limitations they face compared to other evaluators. Further the presentation will reflect on the role that environmental auditors have in the evaluation community, and what the impacts of environmental auditing are and can be. The presentation also addresses the methodology of environmental auditing, touching upon inventive methods used, as well as challenges related to methodology in auditing. It will also cover reoccurring audit findings within the field, related to sustainable development and governance of the environmental policy area.

EEE forum subtheme: Evaluation of environmental policies and objectives

Is plenty of good still good? Assessing territorial impacts of Natura 2000 in a biodiversity hot spot country

Prof. Mojca Golobič, University of Ljubljana, Biotechnical faculty, Department of Landscape Architecture, mojca.golobic@bf.uni-lj.si

Dr. Naja Marot, Urban Planning Institute of the Republic of Slovenia, naja.marot@uirsi.si

Špela Kolarič, University of Ljubljana, Biotechnical faculty, Department of Landscape Architecture, spelakolaric@gmail.com

Network Natura 2000 has been for two decades the most important measure of biodiversity protection policy, introduced by two EU Directives. Transposition of the policy to the national legislation brought quite diverse outcomes. Slovenia for example designated 35.5% of national territory, the highest share of all member states. This generous decision was taken in a fast and non-transparent designation process under pressure of accession, and resulted in Natura2000 being one of the most controversial policies in Slovenia. Territorial impact assessment (TIA) is one of the recently developed tools aimed at supporting optimization of EU policies and their implementation across territorial levels. Taking territorial cohesion and/or national territorial development policies as reference framework for evaluation of impacts, TIA covers environmental, territorial (e.g. land use, settlement organization), economic, social and administrative impacts. As such it broadens the scope of assessment of traditional (S)EIA, yet even more importantly it aims to adapt the policy implementation to the context of affected territorial units. The contribution presents TIA approach as developed within an international ESPON project EATIA and the results of its testing on impact of Natura 2000 in Slovenia as assessed on NUTS3 level. The impacts were evaluated in collaboration with experts, administrators and policy makers on national and local levels. The results have shown that impacts depend on regional context and were most negative in regions with high share of protected areas overlapping with areas of high development potential. Most of the identified negative effects refer to increased administrative burdens and constraint to the use of renewables, e.g. locating the new wind and hydro power plants. On the other hand, society is benefiting from gaining the new knowledge and increased awareness on biodiversity, improved quality of life. As a conclusion we argue that a more open and systematically organized approach to transposition might have prevented a lot of the negative effects. An opportunity to do better is just at hand with the Natura 2000 under revision process.

A Magnificent Mountain Landscape - Understanding the connection between management objectives and how and what to measure in a system dynamic perspective

Hördur Haraldsson, Swedish Environmental Protection Agency

The Swedish Environmental Quality Objectives were stipulated in 1999 in order to enable foster policies and management towards long-term sustainable development of the Swedish society. The Swedish Environmental Quality Objectives (EQO) are sixteen in total and describe the desired state of the environment within one generation in each of the areas the EQO addresses. In the brief history of the EQO, there has been need of understanding how cumulative effects of the different activities and stakeholders that influence, and are influenced by policies in order to towards fulfilling the EQO. Previously, it has been difficult to measure success in management since many of the key actors and their activities and interaction have not been mapped in a systematic way. Therefore it has not been possible to determine in a systematic way which of two different policies are likely to have a desired effect, when including all the direct and indirect impacts and feedbacks and their unintended side effects onto other EQOs. In this regard, the Swedish EPA started a pilot study in 2009 with the aim to understand the different stakeholders' interest and activities in the Swedish mountain regions in which the EQO "A Magnificent Mountain Landscape" is formulated. The purpose was to understand how the different stakeholders (private, enterprise as well as authorities) interacted in a systematic way and what driving forces and feedbacks were important to understand in order to formulate proper management objectives and indicators for measuring success. This study looks at the first results of the systematic mapping and its connection to the current management steps and indicators. The overall goal is to have all the EQO system mapped in an integrated and transparent way. This will enable a proper scenario analysis of policies and their intended and unintended upon management and the ultimate goal of fulfilling the EQOs.

Keywords: Environmental Quality Objectives, indicators, stakeholders, System Dynamics, Causal Loop Diagrams, management, scenario analysis

The impact of the Global Megatrends upon the Swedish Generational Goal Hördur Haraldsson, Swedish Environmental Protection Agency

The Swedish Generation (SGG) goal is a national goal formed and stipulated in 2010 by the Swedish parliament for long-term sustainable development in seven main indents overlapping natural, societal and economical goals for sustainability. The SGG is an overarching goal and links into the current Swedish Environmental Objective system. Although the SGG is a national goal, its intention is to have a clear connection to the international arena and global agreements. This requires a clear definition of scales between the local, national and global level. In order to understand the different scales it is necessary to understand what driving forces and feedback loops are at work as well as the actors and external forces are influencing locally and globally. This study takes a top-down approach to analyze to what extent the so-called Global Megatrends influence and impact the possibilities of Sweden to fulfill the Swedish Generation Goals in the near and long term, towards sustainable development. The study shows that external driving forces can both be indirect supportive as well as hampering the different SGG indents. This information can aid us in understanding what key leverage points are important to influence to support policies as well as what type of indicators should be developed in order to measure success of those policies.

Keywords: Global Megatrends, Swedish Generation Goals, System Dynamics, Causal Loop Diagrams, sustainable development, indicators

Evaluation of municipalities' efforts to reduce littering

Sara Holmgren, PhD, Swedish Environmental Protection Agency

ABSTRACT

This contribution highlights the efforts done by municipalities to prevent littering in the Swedish society. People leave traces of their presence in the form of the rubbish they leave in urban and natural settings, and along shorelines. It is of interest to evaluate the efforts done by municipalities to prevent littering since littering costs society money and can negatively impact human and animal health.

The purpose of the evaluation was to give an indication of how many municipalities are currently working with public attitudes regarding littering, and identify the factors that contribute to success in combatting littering, and to learn from municipal experiences. The insight deriving from the municipalities will be presented at the session. Finally, methodological challenges will be discussed.

Evaluators as a bridge between scientists and decision-makers

Sif Johansson, Claes Bernes, Magnus Land and Matilda Miljand

Mistra Council for Evidence-based Environmental Management (EviEM)

How can evaluators make it easier for environmental agencies and other decision-makers to use scientific knowledge as a basis for their decisions? Can evaluators be the bridge between scientists and decision-makers? Systematic reviews are designed to summarize and scrutinize available knowledge on certain well-specified issues. The quality and usefulness of such reviews can be improved by a close dialogue between the scientists who conduct the review and decision-makers who are interested in applying the results. How can this dialogue be facilitated?

Mistra EviEM (www.eviem.se) invites to a discussion around this theme. The session begins with an introduction by a scientist and a representative from an agency. They will give their views on their roles in the evaluation process and how a constructive and useful dialogue could be developed. This is followed by an open discussion where the audience can share good examples and discuss how evaluators of environmental management can support the dialogue between the scientific community and decision makers.

Mistra EviEM

The Royal Swedish Academy of Sciences

Box 50005

SE-104 05 Stockholm

Sweden

A framework for assessing the effectiveness of environmental programmes – the case of LIP and Klimp

Author: Magnus Larsson

Complexity is arguably *the* shared quality of environmental evaluation that stands out among the rest (Mickwitz & Birnbaum 2009). These complexities span over a large amount of topics and issues such as impacts over time and space and dealing with two-system evaluands (human and natural systems). Since environmental issues in general are littered with these complex issues the great challenge for environmental evaluations is to be able to make credible and valid assertion of impacts and effects while still accounting for these inherent complexities. The task of adjoining these two issues becomes perhaps even more challenging in large programmes where multiple evaluations are performed. This paper considers this challenge as it explores evaluations conducted on two Swedish environmental programmes; the Local investment programme (LIP) and the Climate investment programme (Klimp). The purpose of this paper is to develop a framework for assessing the effectiveness of environmental programmes and apply it on LIP and Klimp. In total, 16 evaluations of LIP and 6 evaluations of Klimp make up the empirical part of the paper. More specifically, this paper focuses on (1) what effects has been measured and (2) what these measurements suggests about the programmes (un)successfulness. This is achieved by developing a framework, which assesses LIP and Klimp evaluations, grounded in issues that accompany environmental evaluations. The framework draws on Rowe's (2012) understanding of environmental evaluations as a two-system evaluation. That is, environmental evaluations are necessarily a human as well as a natural endeavour. Human systems and natural systems involve different properties and are governed by different circumstances and are therefore treated separately in this framework. Temporal and spatial effects are in this approach not assumed to be identical for human and natural systems. Rather the inherent properties of each system suggest that effects in human systems may differ significantly from natural system effects.

References

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- Rowe, A. (2012) "Evaluation of natural resource intervention." *American journal of sociology*, 2012, 33(3): 384-394.

Environmental technology diffusion in developing countries: the roles of different actors in the transition to a sustainable society.

Saskia Manshoven, Dirk Nelen

Innovative clean technologies play a critical role in the evolution to a more sustainable society. Both developed and developing countries face important challenges in the fields of energy supply, resource efficiency and environmental management. As developing countries are often most vulnerable to the impacts of environmental problems, the eco-effectivity of innovations that are pursued in the face of poverty abatement and economic development, is especially relevant for them. Access to and accelerated implementation of technology improves the competitive advantage of developing countries and gives the opportunity for leapfrogging: adopting clean technology from the start, without having to go through the technological learning curve and the early environmental inefficiencies that were observed in the developed countries.

A common misconception is that appropriate innovations diffuse automatically in a passive way. This is rarely the case as new technologies often suffer from system inhibition and resistance to change. The processes of diffusion and up-scaling are complex and appear to be case-specific. Numerous actors are involved and their respective roles may change in the course of the diffusion process. This calls for dedicated innovation management.

This study focuses on the the roles that different actors and background conditions play in the transfer of environmental technologies to developing countries. An integrated analytical framework is developed, based on transition theory and the analysis of technological innovation systems. The study is built around several eco-innovation case studies in developing countries, covering different technologies and diffusion stages. Key questions are how the transition concept can help to contextualize the role of different actors of a technological innovation system in order to accelerate sustainable technological changes in developing countries, how that process can be accelerated and how the roles of different actors can be optimized to eliminate barriers and seize opportunities.

Impacts of voluntary forest management certification: Challenges for evaluating uptake of complex settings of legal and negotiated standard requirements.

Dr. Marion Karmann, Monitoring & Evaluation Program Manager

FSC International, Global Development, Charles-de-Gaulle Str. 5, 53113 Bonn

m.karmann@fsc.org

Third-party forest management (FM) certification emerged in the 1990s as a tool for assessing and communicating the environmental and social performance of forest operations. Today forest certification or elements of it are directly or indirectly required in a number of national forestry or procurement policies.

Forest management is an intervention in forest ecosystems. The Forest Stewardship Council's standards (FSC), developed in multi-stakeholder processes, strive to minimize the negative impact on the ecosystem and on social issues while guaranteeing financial viability. As of November 2012, FSC has certified more than 1.170 FM companies (with 168 Million hectares) in 79 countries.

Methodological questions of counterfactuals, regional and time scales are challenging, when forest management interventions following certification requirements are to be compared with forest under conservation status or with conventionally managed forests.

From auditors' perspective it is reported, that forest certification e.g. serves as "soft" forest law enforcement: due to annual audits foresters tend to adhere to the relevant laws and regulations. The evaluators' challenge would be to overcome the attribution gap: Is forest management in alignment with legal requirements because of the law or because of the additional control mechanisms? Another challenging research question is whether the quality of stakeholder consultations in negotiating national indicators for forest management and in certification processes is sufficient. Certain stakeholders require stronger reflection of their interests in the standards, which challenges the FSC system for better communication e.g. of certification impacts and of the multi-stakeholder concept. Are all relevant stakeholders identified and engaged?

The paper shows the need for individual researchers' and evaluation teams' assessments of interventions' impacts on forest ecosystems, as well as of related public consultation processes.

Evaluation for improved guidelines on inspection and enforcement for operators

Björn Persson, Swedish Environmental Protection Agency

According to the Swedish Environmental Code, every operator of activities that have undesirable consequences for people's health or impact the environment is responsible for monitoring these activities, and acting to prevent the occurrence of injuries, damage, or nuisance. Compliance by operators with self-monitoring rules has great strategic importance for the implementation of the Environmental Code. This code establishes far-reaching requirements for operators engaged in such activities. Well-developed operator self-monitoring is considered an effective way of assuming this responsibility. The inspection and enforcement authorities are responsible for planning and implementing the inspection and enforcement necessary for ensuring that the aims of the Environmental Code are upheld.

Two evaluations have been performed in recent time studying this from different perspectives. The Swedish Environmental Protection Agency plays a key role in inspection and enforcement guidance with respect to application of the Environmental Code. The overall goal is that the evaluations should contribute to the development of the agency's guidance. The aim of the first evaluation was to study how the inspection and enforcement authorities perform inspection of the operators' self-monitoring. The inspection and enforcement authorities being municipal authorities and county administrative boards. In the second evaluation operators were interviewed on their primary motivations for performing self-monitoring, whether they comply with these rules and whether inspection and enforcement of self-monitoring actually encourages self-monitoring by operators. This contribution discusses the results of these evaluations.

Key words: self-monitoring, inspection, evaluation, operator.

Legal Concepts and Evaluation

Jukka Similä, Petrus Kautto & Jussi Kauppila

Legislative proposals are regularly evaluated in most countries. The variety of the different types of legal proposal is vast: whereas some proposals contain detailed technical rules, some others rather introduce new legal concepts in the form of general principle. The evaluation of policy interventions is generally about defining the relationship between the instrument (inputs/outputs) and its effects (outcomes). Changes in legal concepts and principles may be so flexible or ambiguous that it is not clear if the proposal will change anything except the wording of legislation or, although all would agree that proposal will cause a change, they disagree about the exact legal meaning of it. Any evaluation of the impacts of legislation requires that evaluators must first create an understanding about how “the state of the legal order”, so to speak, changes because of the proposal. It is only after this when the evaluation can move on to assess the effects to the “real world”; environment, business etc.

In our paper, we focus to this early stage of impacts assessment of legislative proposals using examples from legislative practice in Finland. The aim of the paper is first to identify what are key conceptual challenges of evaluation and then develop approaches to overcome the identified problems.

Effectiveness of land-ownership-based municipal policies for increased energy efficiency in buildings

Municipalities play a key role in the implementation of the Swedish Environmental Objectives. Among the goals under the objective *A good built environment* is a one related to decreased energy use for heating buildings. Partly with reference to the Environmental Objectives, municipal authorities are turning to new forms of governance in order to enhance the energy performance of buildings. An increasing number of these municipalities are choosing to utilise their role as a landowners to set energy requirements in land allocation agreements¹. Municipalities report positive experiences but the national government criticises the practice, arguing that the diversity of design in these requirements constitutes a hinder for construction industry to develop standardised building concepts and thereby lower costs. At the same time, the construction industry claims to already apply considerably higher energy standards than those prescribed by the national regulation.

This study evaluates the outcome of the local requirements by studying all multi-dwellings built 2010-2011 in Malmö, one of the municipalities setting energy requirements through land allocation agreements. Calculated energy use, adoption of new technologies and choice of energy supply in the individual building are mapped; and buildings where the requirements apply are compared to those where they do not apply. The study also looks at costs associated with following different energy standards. This is done through structured interviews and document analysis. Methodological challenges addressed and discussed include the choice of appropriate baseline and the existence of parallel national and municipal as well as business initiatives in the field.

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Sub theme: *Evaluation of environmental policies and objectives*

Presentation format: Formal presentation

Author to present the study in the European Environmental Evaluators Forum:

Nora Smedby

PhD Candidate/Research Associate at the International Institute for Industrial Environmental Economics at Lund University
P.O. Box 196, 22100 Lund, Sweden
Email: Nora.Smedby@iiee.lu.se
Phone: 0046 (0) 46 222 02 81

¹ Land allocation agreements are agreements in which a building developer acquires the right to, during a certain time, solely negotiate with the municipality about development of a certain plot of land owned by the municipality, potentially followed by transfer of land from the municipality to the building developer.

Title:

Environmental multi-actor governance versus the environmental policy perspective: what's the difference and why is it critical ?

Igor Struyf, Flemish Environment Agency

Abstract:

Persistent environmental problem sets – such as climate change, the depletion of various critical natural resources and environmental pollution beyond critical thresholds – reveal and boil down to fundamental flaws in major socio-technical systems (STSs) such as the ones that organise spatial planning, energy production and use, and mobility and transport in our societies.

The idea that these STSs ought to qualitatively 'transition' to substantially more environmentally friendly states over the next decades is rapidly gaining ground. Over the last 15 years, first academia and then governmental policy communities around the world have increasingly gained interest in and taken the perspective of how STSs could transform via so-called *system innovation* processes.

When adopting a perspective of (transformation of) entire societal (sub-)systems – i.e. which do not (necessarily) primarily or centrally consist of organisational actors from the policy domain that go through environmental policy cycles (i.e. the environmental policy perspective), the fundamental question arises how governmental environmental policy initiatives, strategies, policy mixes, (innovation) programmes and the evaluation thereof can then be adequately perceived, approached and accommodated for as an integral part of environmental multi-actor governance.

One avenue to start tackling this question is to adopt and apply an organisational network perspective on STSs in general and policy developments in particular. In this context, the concept and practice of *Multi-Actor Governance* (MAG) is gaining ground in both innovation and transition studies as well as increasingly in policy circles.

Moreover, all main types of societal/organisational actors that collectively shape STSs and their consisting organisational networks – business, government, consumers/citizens, etc. – adopt particular, complex '*political-organisational*' perspectives¹ on (certain aspects of) the underlying environmental problem sets, and dispose of a different and varying 'room to manoeuvre' (*agency*) to contribute to transforming STSs.

Given that '[policy] *evaluations are needed to increase knowledge about what works when it comes to policies and measures as being part of political programmes*' and that '*evaluation is an important tool for ongoing learning and knowledge*', this presentation explores:

- ✚ New, additional (network) roles of policy actors within a perspective of STS transformation and environmental multi-actor governance in organisational networks;
- ✚ General rules of thumb, criteria and indications for the adequateness of environmental policy initiatives, strategies, policy mixes, (innovation) programmes and the evaluation thereof.

¹ This construct can be developed by means of (an extended version of) the PAIR-matrix [Diepenmaat (1997)] concept. This tool identifies the positions, actions, interests and roles of an actor, as well as its motivations, objectives, relative power status and mutual trust within the organisational networks they are part of [Smith et al. (2005)].

2nd European Environmental Evaluators Network forum
'Evaluating sustainability transitions, with a focus on innovation programmes
and environmental policies and objectives'

9 - 10 April, 2013 | Swedish Environmental Protection Agency, Stockholm, Sweden

Abstract:

Mihai Tivadar (IRSTEA)* and Odile Heddebaut (IFSTTAR) **

** IRSTEA Centre de Grenoble*

2 rue de la Papeterie BP 76

38402 St-Martin-d'Hères cedex

Tel: +33 (0)4 76 76 27 27

Email: tivadarmihai@yahoo.com

****IFSTTAR DEST**

20 rue Elisée Reclus BP 70307

59666 VILENEUVE D'ASCQ Cedex

tel : +33 3 20 43 83 57

Email: odile.heddebaut@ifsttar.fr

The evaluation of transport public policies on commuters
travels environmental consequences

Urban congestion that is known to provoke a high level of green house gas emission and fuel consumption is mainly due to car use and specially for go to work travels. Decision makers are willing to reduce the car pressure and they describe a set of possible action in urban travel plans. One solution is to plan the realization of right of way systems in order to enhance public transport (PT) performance.

In our presentation we simulate the introduction of a new tramway line on the former coal mining area in the Nord-Pas-de-Calais region in the northern part of France where two tramway projects are scheduled. We determine a basis scenario model linked with the introduction of one of these new tramway lines around the city of Lens. We use the 2006 census data for commuters from INSEE the national statistics institute. Based on this scenario we calculate the different flows for the PT users and for car drivers and the congestion effects that affect the costs and transport times. This allow us to determine the generalized costs of transport for PT users and for car drivers that gives an explanation on the different usages.

Transport public policies as public interventions are after set up in order to evaluate if they are able to change transport behaviour for these commuters on our study area. A set of different public policies have been sorted out and tested such as measures to enhance the PT use for instance deciding free access to PT or measures that increase the cost of car trips for example introducing a toll on the motorway, taxing the parking in the inner centre of the three main towns or raising the price of fuel. We then are able to calculate the ecological impacts of these measures that give elements for the transport public policies evaluation.

Evaluation of the 2008 increase in nitrogen oxide charge

Ficre Zehaie, Swedish Environmental Protection Agency

The nitrogen oxides charge (NO_x charge) is a tax and refund system for stationary energy production introduced in Sweden 1992. In 2008 it was increased from 40 to 50 SEK/kg emissions of nitrogen oxides. The Swedish Government has commissioned the Environmental Protection Agency (Naturvårdsverket) to evaluate the effects of the increase on the emissions and how the cost to businesses has been distributed amongst various industries.

The evaluation includes an interview study, an econometric analysis and some trend analyses. The results show that increase of the NO_x charge in 2008 has no or limited effects on emissions. Furthermore the statistical and trend analysis indicate that the charge did not lower total emission even when compared to the levels in 1992, when the NO_x charge was introduced. There are some redistribution of costs among industries but it is too early to draw conclusions compared to the trends observed before 2008.