"The changing dynamics of environmental policy: challenges for evaluation"

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Outline

1. The changing dynamics of climate policy – greater polycentricity?
2. More polycentric climate governance: implications for policy evaluation
3. Climate policy evaluation – ‘formal’ vs ‘informal’ – what we (don’t) know
4. New opportunities – a COST network (INOGOV)

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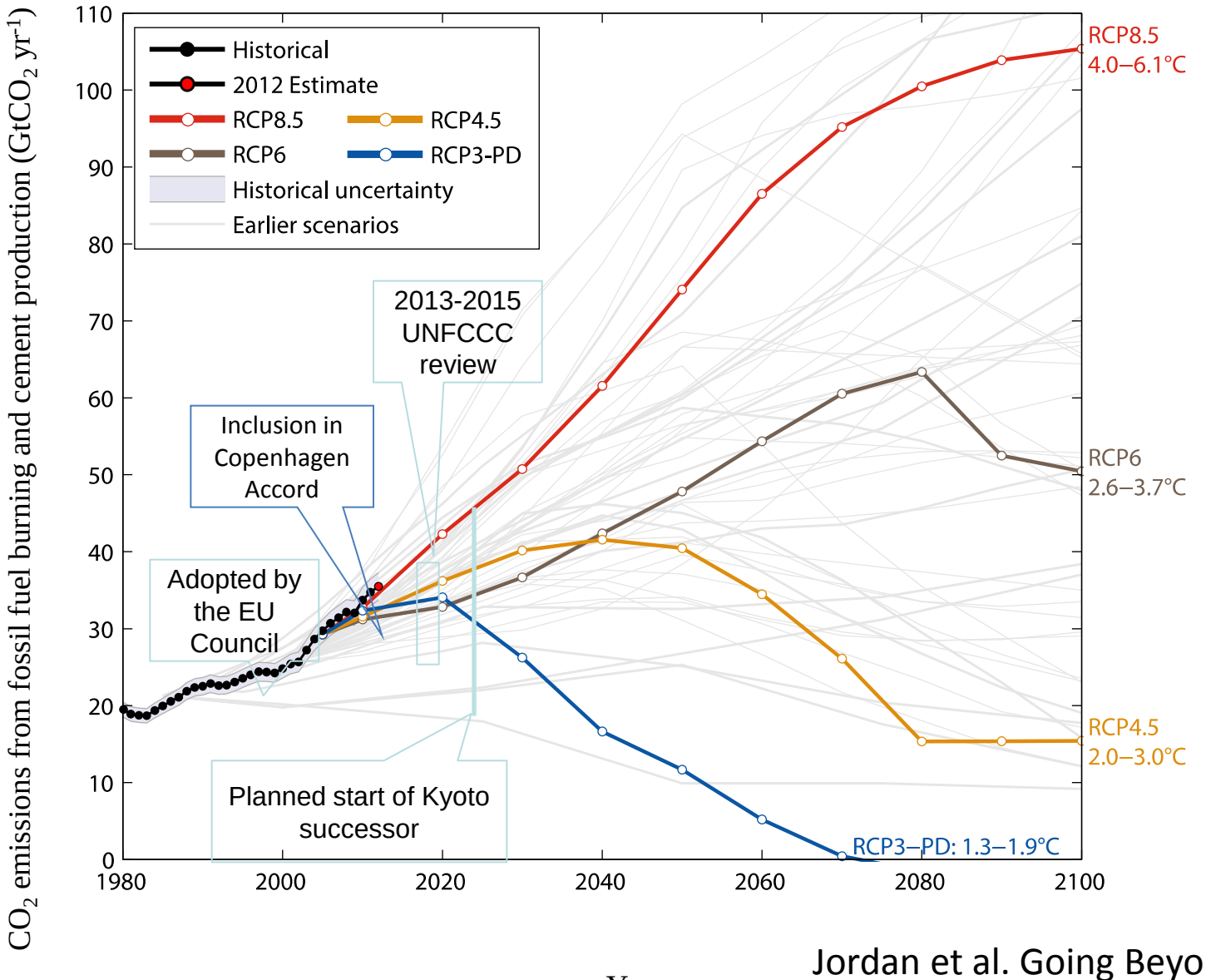


Jordan et al. Going Beyond Two Degrees? *Clim Policy*, 2013, 13, 6, 751-69.

International Gridlock?

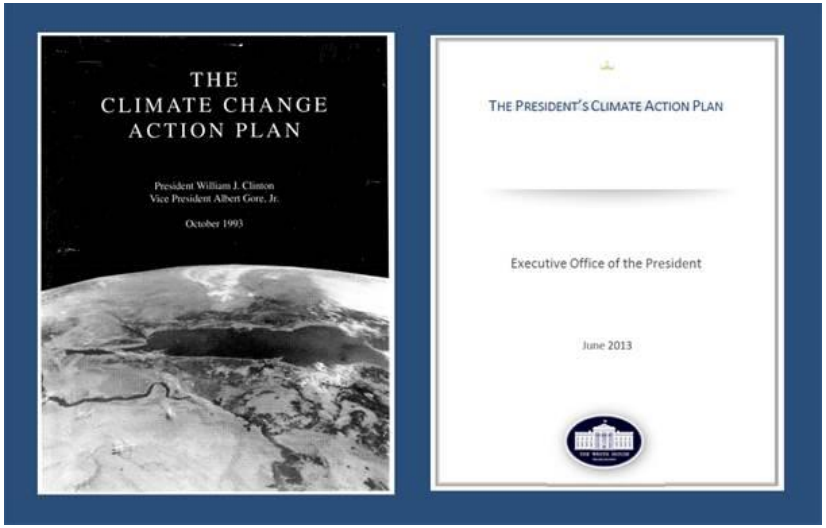
Pi

National Policy Innovation?

Climate Action
Energy for a Changing World

Climate Change Act 2008

CHAPTER 27



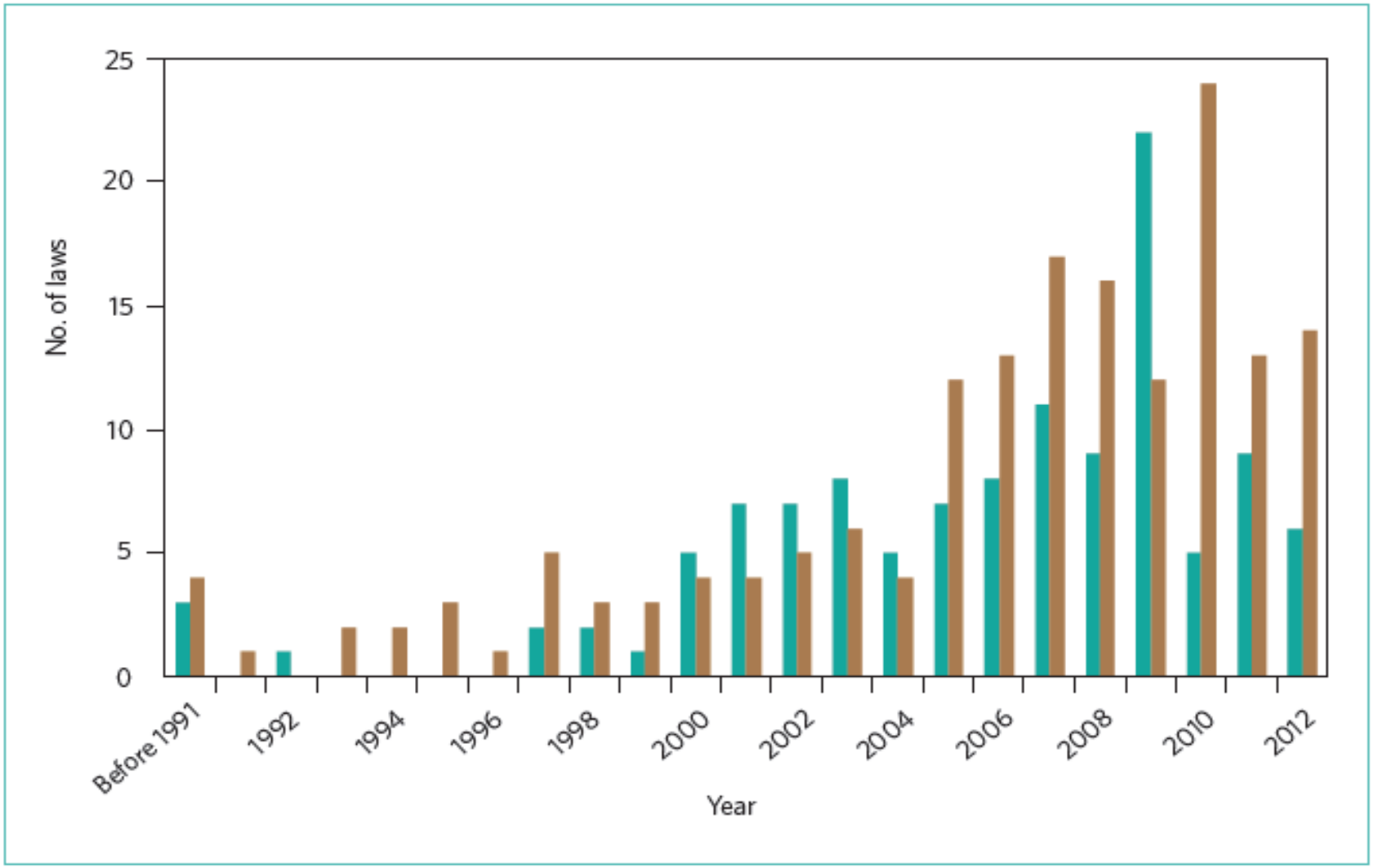
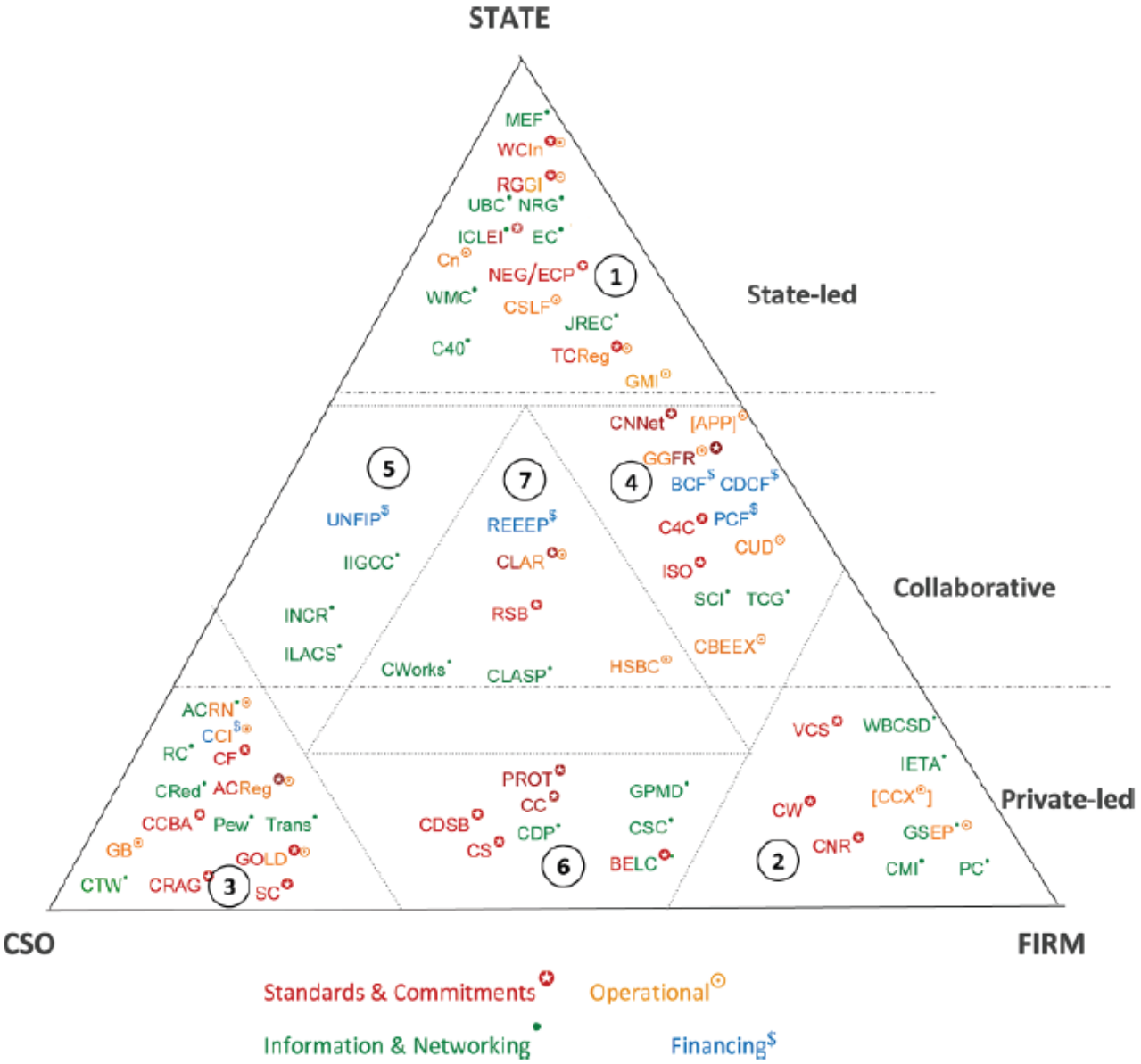


Figure 1 | Climate change legislation over time. The sample includes 10 Annex 1 countries (indicated in green) and 23 countries outside Annex 1 (brown). Data from ref. 2.

Townsend, T. et al. (2013) How national legislation can help to solve climate change. *Nature Climate Change*, 3, May, 430-432.

Hilden, M., Jordan, A., & Rayner, T. (2014). Climate policy innovation: Developing an evaluation perspective. *Environmental Politics* (in press)



Note: Key to acronyms is given in figure 3.

Figure 2. [In color online.] The transnational climate change governance triangle.

Abbott, (2013) the transnational regime complex, Env Planning C, 30, 4, 571-90

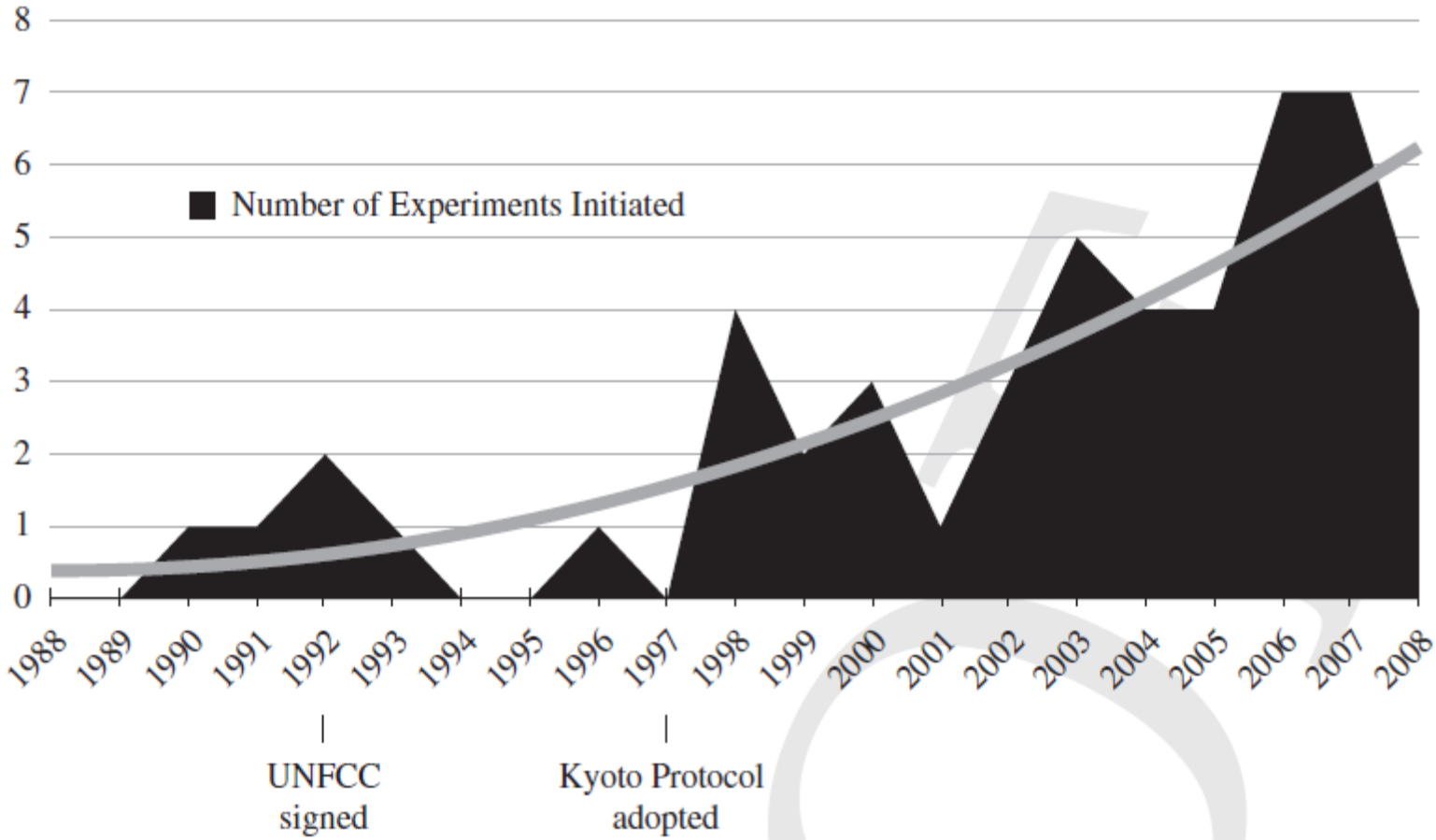


Figure 4.1. Trend in transnational collaboration on climate change.

Bulkeley et al., *Transnational Climate Governance*, CUP, 2014 (in press)

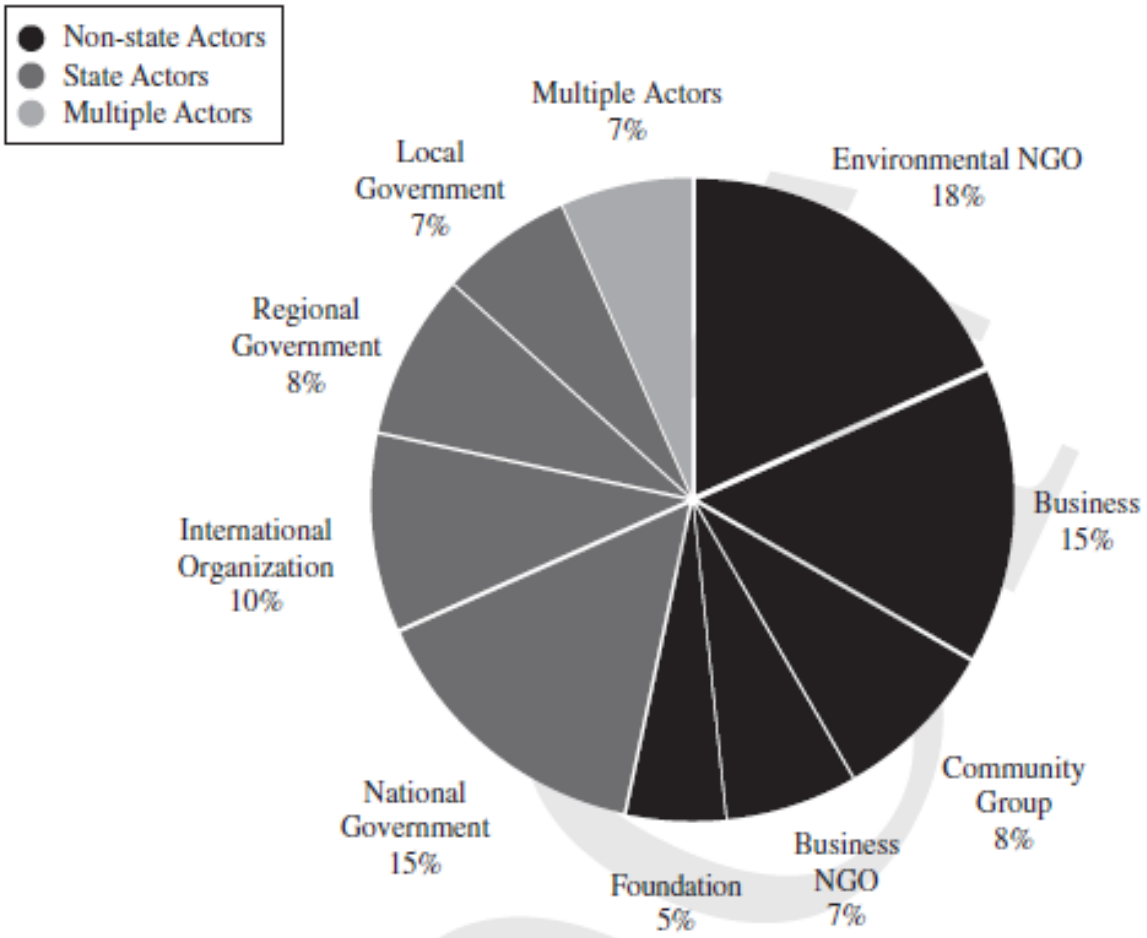


Figure 2.1. Initiating actors.

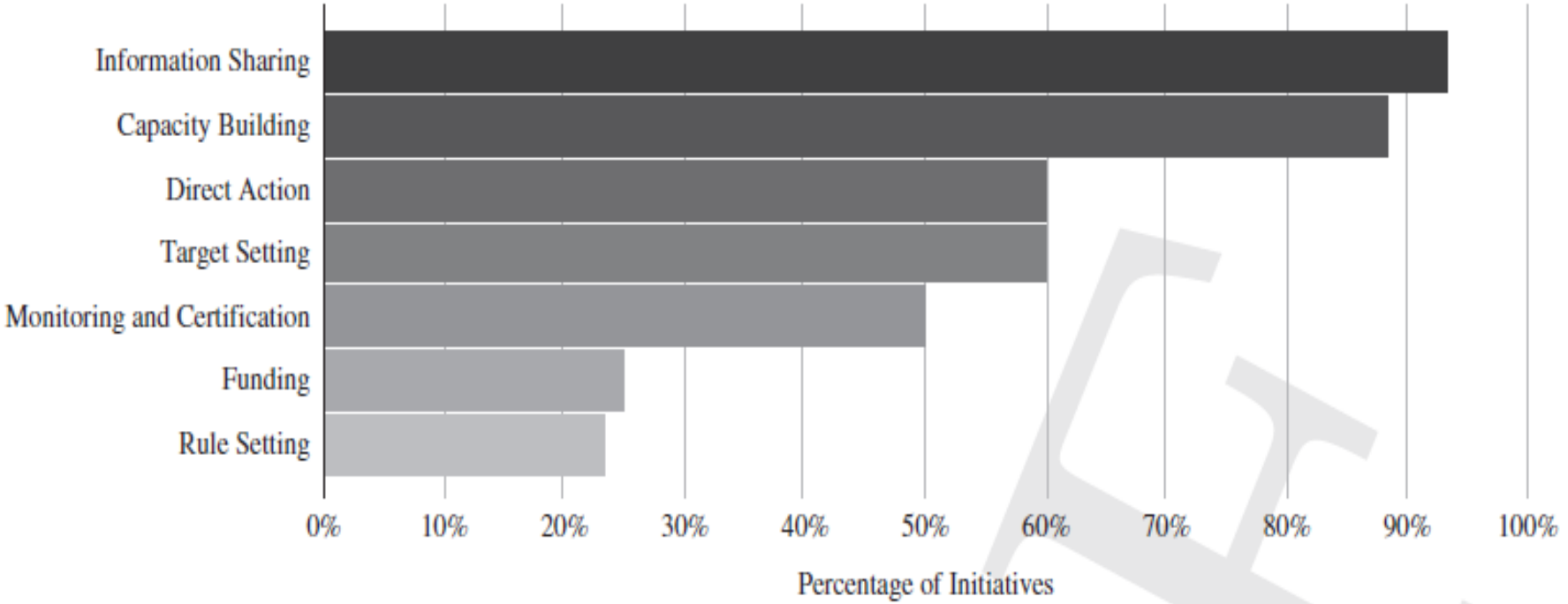


Figure 2.2. Functions.

the halls of multilateral treaty negotiations. This governance activity is institutionally innovative, operating across multiple scales and engaging a wide range of actors in the global response to climate change. Yet perhaps the most important question has yet to be addressed: what does it all add up to? In other words, so what?

Bulkeley et al., *Transnational Climate Governance*, CUP, 2014 (in press)

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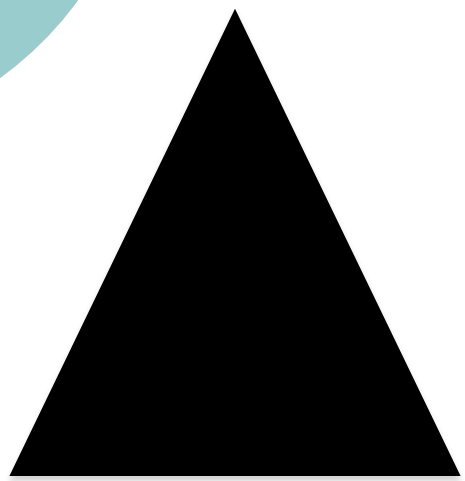
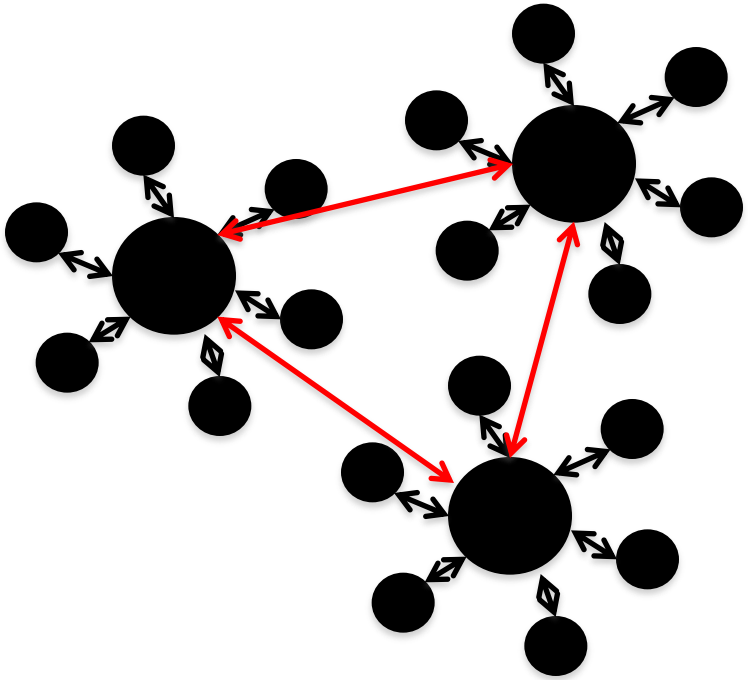
Implications for evaluation…

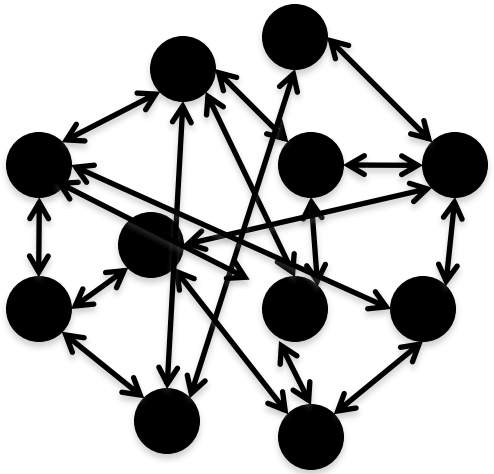
Polycentric governance



Hierarchy



Polycentrism



Network

Advantages and problems

Advantages	Potential problems
• Actors making their own rules/norms – **avoiding gridlock + ensuring local fit** • **Allows experimentation,** informed by **methods that share information about 'what works'** • **Mutual monitoring & learning** among centers (not imposed monitoring) •**Greater legitimacy** – locals involved in designing responses and monitoring	• Leakage • Inconsistent policies • **Inadequate certification (evaluation!)** • Gaming the system • Free riding

Ostrom, E. (2010). Polycentric systems for coping with collective action… *Global Environmental Change*, *20*(4), 550-557.

Insights from earlier work

- Monitoring absolutely essential for credible commitments
- But monitoring often works better in the hands of localities
- Better to involve key actors (legitimacy, trust, reciprocity)
- Uniform, centralized methods unlikely to work (hence inadequate monitoring?)

Ostrom, E. (1990). *Governing the commons: The evolution of institutions for collective action*. CUP.
Ostrom, E. (2014). A Polycentric Approach For Coping With Climate Change. *Annals of Econs and Fin*, *15*(1), 71-108.

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3. What we (don't) know

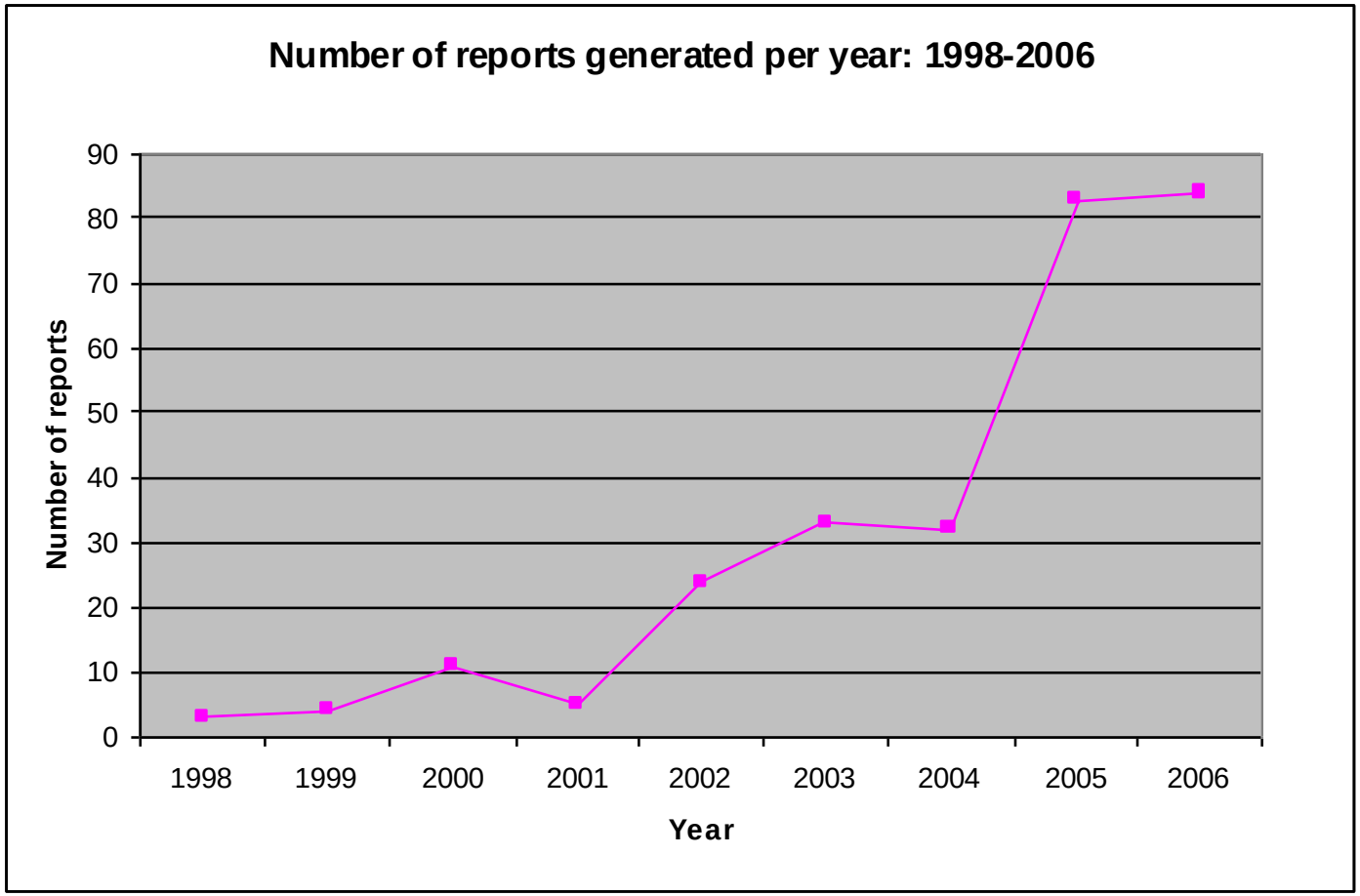
that are likely to continue to grow, and whose effects can now start to be considered in conjunction with other areas of global climate governance. The question no longer focuses on *either* TCCG *or* UN climate negotiations, but in what ways they may link up and create potential for fruitful future developments. Moving forward, we need to develop a more detailed understanding of how and why such initiatives work (or fail to work) and what their combined force might be. We hope to have offered an initial step in the right direction.

Bulkeley et al., *Transnational Climate Governance*, CUP, 2014 (in press)

3. Climate policy evaluation: what we (don't) know

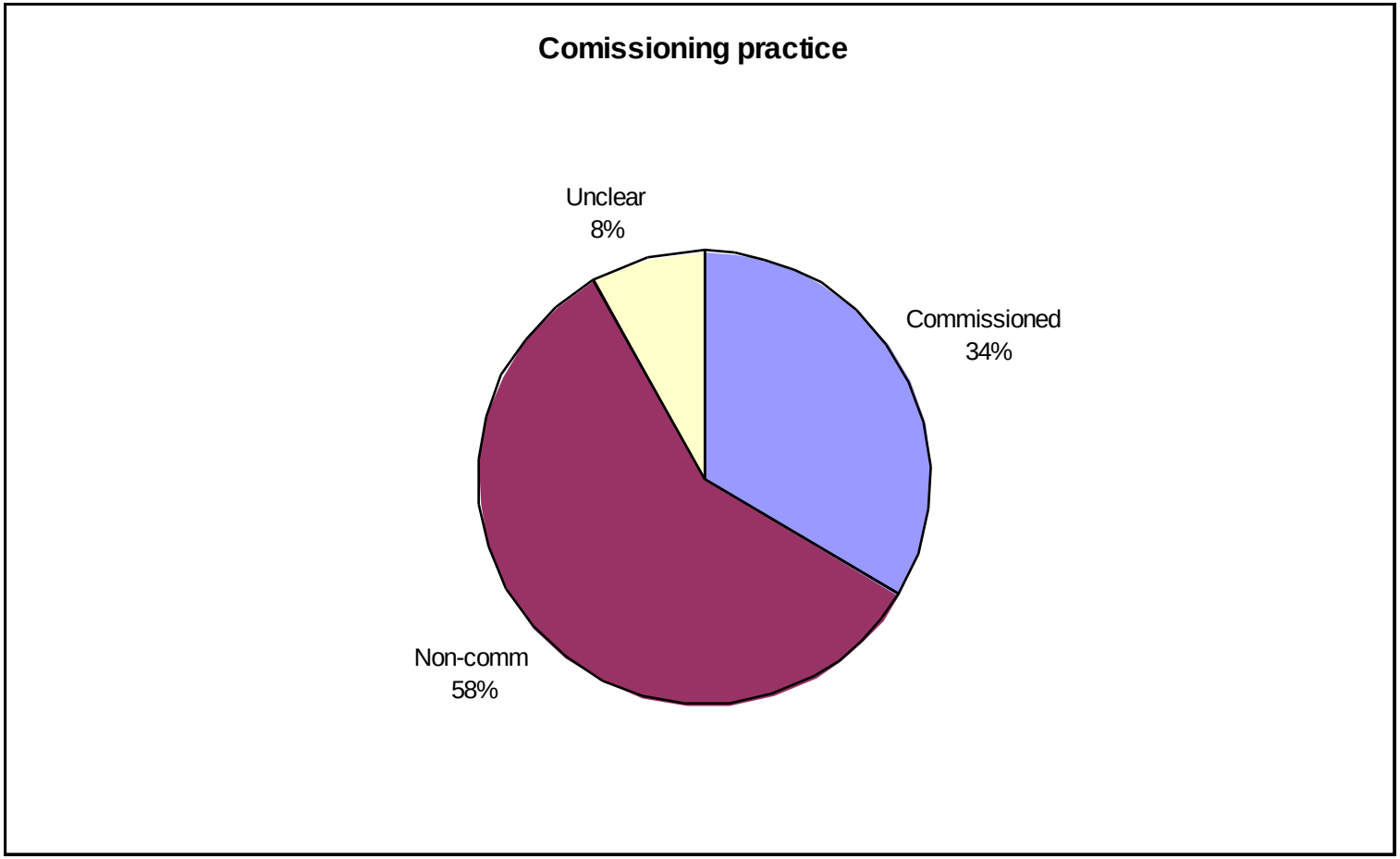
1. **'Informal' evaluation** - commissioned / performed by non state actors; voluntary ; ad hoc etc.
2. **'Formal' evaluation** – commissioned / performed by state actors - UNFCCC driven; EU Monitoring Mechanisms (1993 -); somewhat standardised etc.

‘Informal’ - how many?

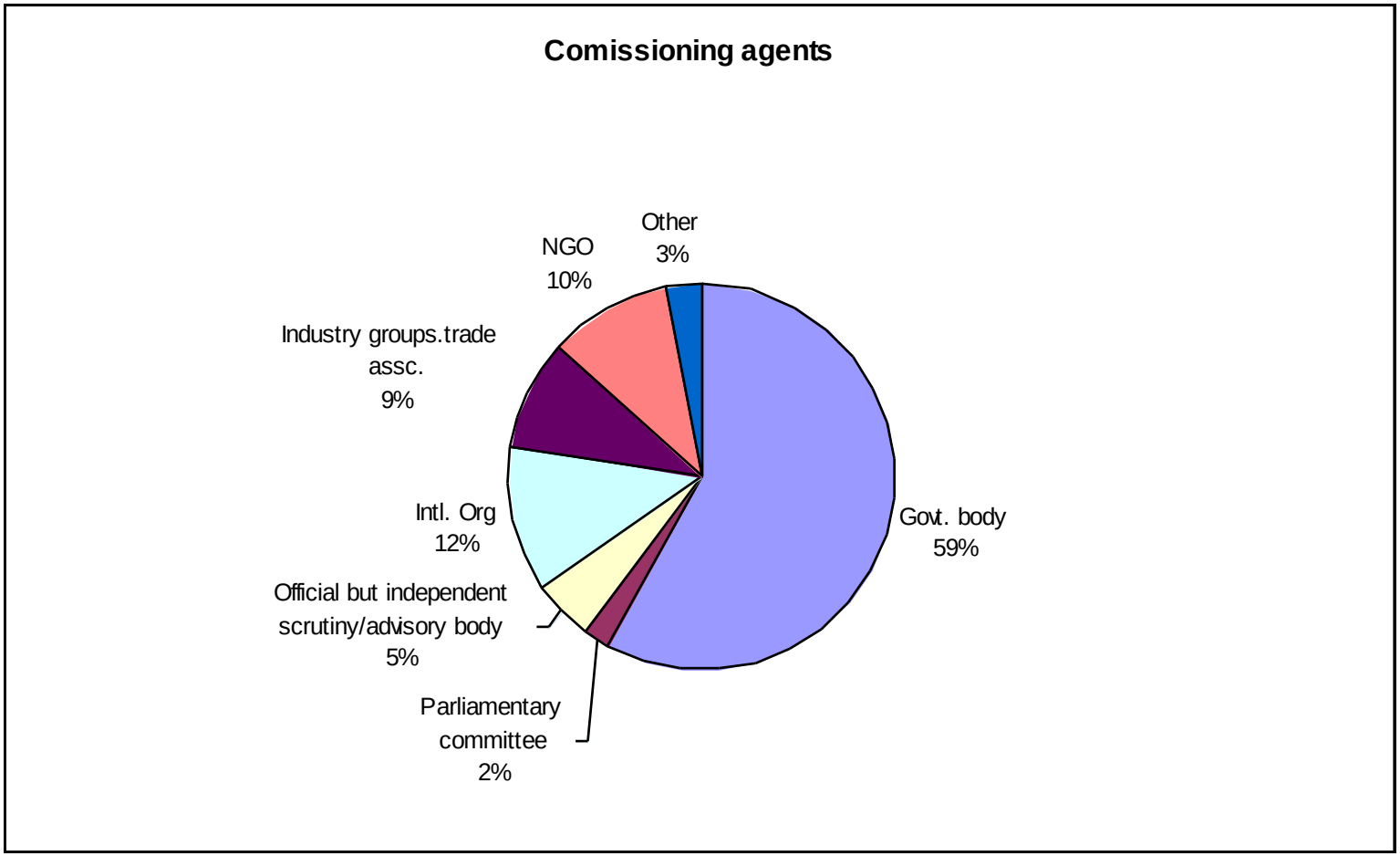


Huitema et al. (2011). The evaluation of climate policy. *Policy Sciences*, *44* (2), 179-198.

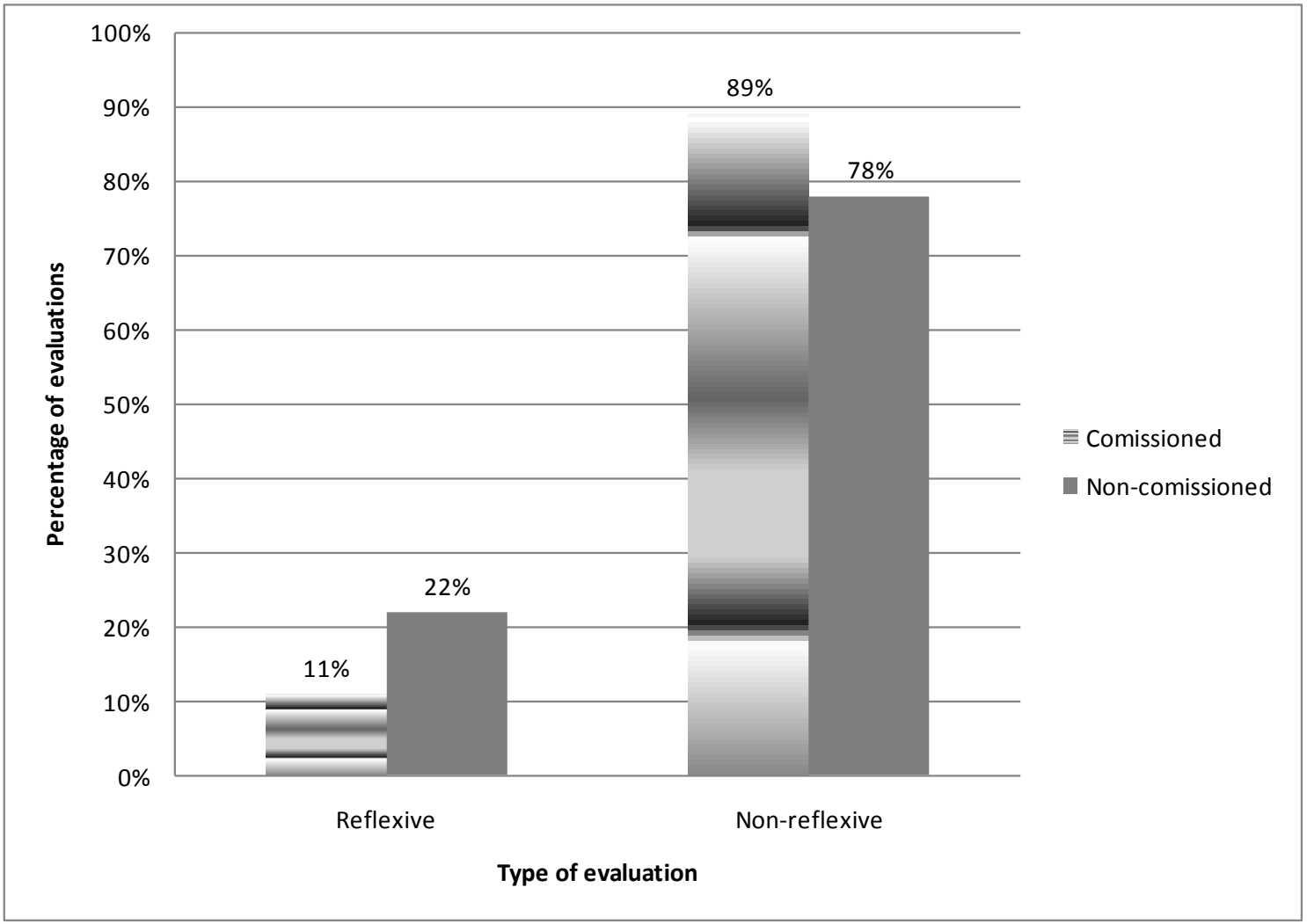
‘Informal’ – what is the impetus?



‘Informal’– who commissions?



‘Informal’: how reflexive?



Policy evaluation in the EU

- **Formal Monitoring Mechanism**
  - Centralized; mostly ex-ante
  - Limited focus: carbon dioxide emissions only
  - Often reports on 'bundles' of measures

- **Informal Climate Policy Evaluation in the EU**
  - more ex post in nature
  - but limited reflexivity

Hilden, M., Jordan, A., & Rayner, T. (2014). Climate policy innovation: Developing an evaluation perspective. *Environmental Politics* (in press)
Auld et al. (2014) Evaluating the effects of policy innovations, *Global Env Change* (online)

Policy evaluation in the EU

Formal Monitoring Mechanism

- Hard to understand experimentation if policies are reported in bundles
- Methodological standardization is difficult

Informal Climate Policy Evaluation in the EU

- large gaps in coverage
- lack of coordination?

Governing policy evaluation?

	Formal evaluation (government-led)	**Informal evaluation (governance led)**
Hierarchical	**Common standards & methods** *(an EU evaluation agency – EEA? Policy focus?)*	**negotiated standards & methods** *(Formal network of evaluators – EEEN ++?)*
Polycentric	**Negotiated standards & methods, OMC like** *(EU Monitoring Mechanism ++ ?)*	**A la carte standards and methods; any convergence via learning** *(crowd sourced evaluation?)*

Summary

- evaluation is polycentric but….
- … its coverage is extremely partial
- little is evidence based – hence scope for partisan claim making
- we don't know how the formal + informal interact (but 'self organisation' seems unlikely)
- therefore - reduced capacity for longer term learning about 'transformational' change?

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New Opportunities….

Innovation in Climate Governance (INOGOV)

RUPRECHT-KARLS-
UNIVERSITÄT
HEIDELBERG

INOGOV – key themes

Policy innovation as:

- *invention:* sources of truly novel interventions
- *dissemination*: new patterns as innovations spread and take root
- *impactful* interventions*: ex post* analysis to evaluate what effects (if any) are generated

INOGOV - composition

- 20 countries
- 5 partner countries – (Aus, Can, Geo, SA, USA)
- June 2014 – June 2018
- Early career involvement supported
- Interdisciplinarity encouraged

Products - a lasting legacy

- Academic outputs +++
- Ideas on nurturing innovations
- Guidelines on better evaluation
- Online courses
- New funding proposals

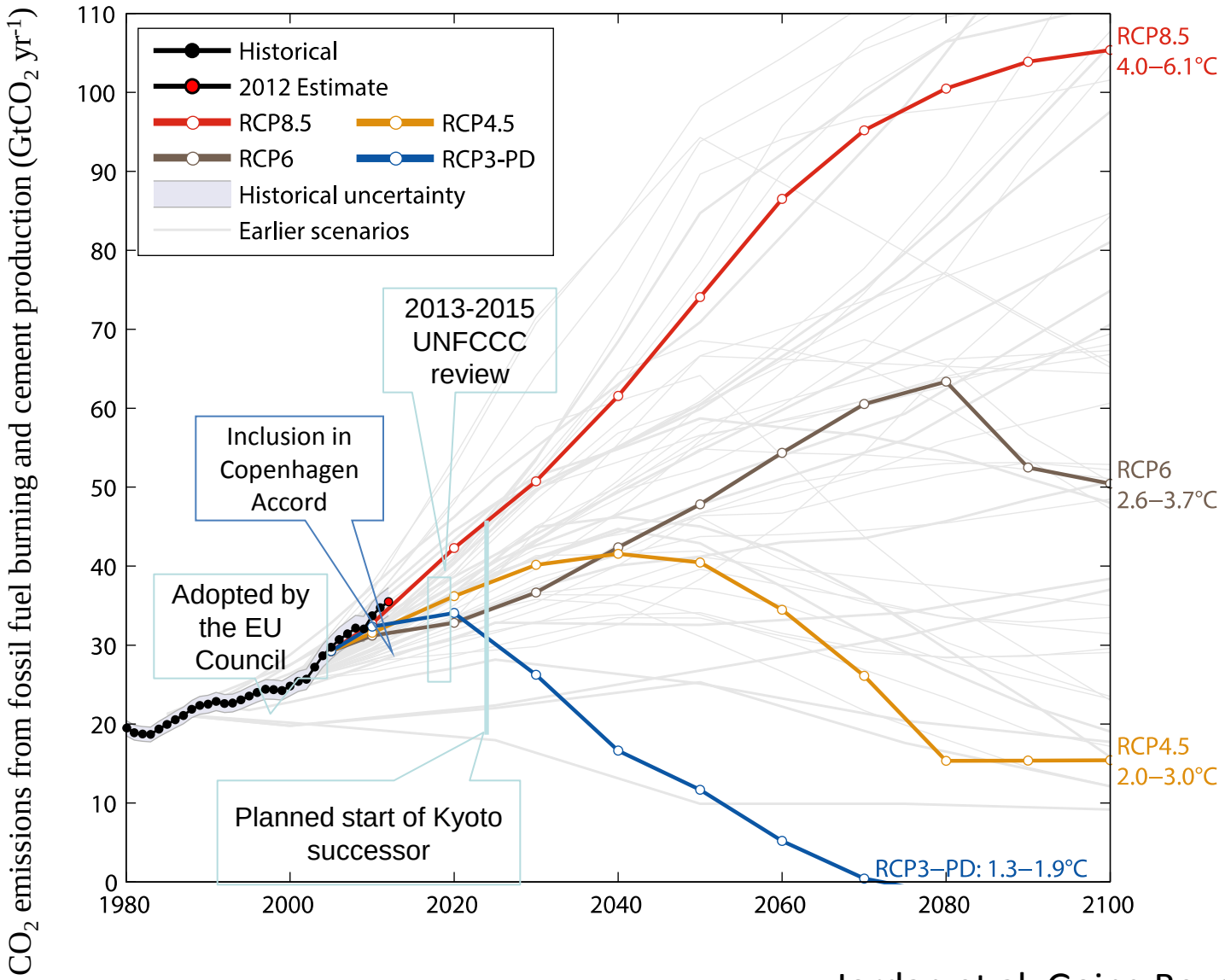
Jordan and Huitema, Innovations in Climate Policy, *Env Politics* (special issue), Sept, 2014 (in press)
Jordan and Huitema, Policy Innovation in a Changing Climate, *Global Env Change* (special issue), July, 2014

INOGOV – opportunities

- Funded research workshops – (esp. WG 3 – ‘effects’)
- Visiting fellowships (3 or 6 months)
- Summer schools (2015, on methods)
- Dissemination – open access
- Conferences

INOGOV – further details

- Google – ‘COST IS1309’
- A.jordan@uea.ac.uk
- Mikael Hilden - SYKE



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International Gridlock?

Conclusions

1. The dynamics of climate policy are changing – greater polycentricity
2. But the implications for policy evaluation (both normative and positive) remain unclear
3. Formal and informal evaluation are important elements – but how could / should they interact?
4. For academics – many new opportunities!

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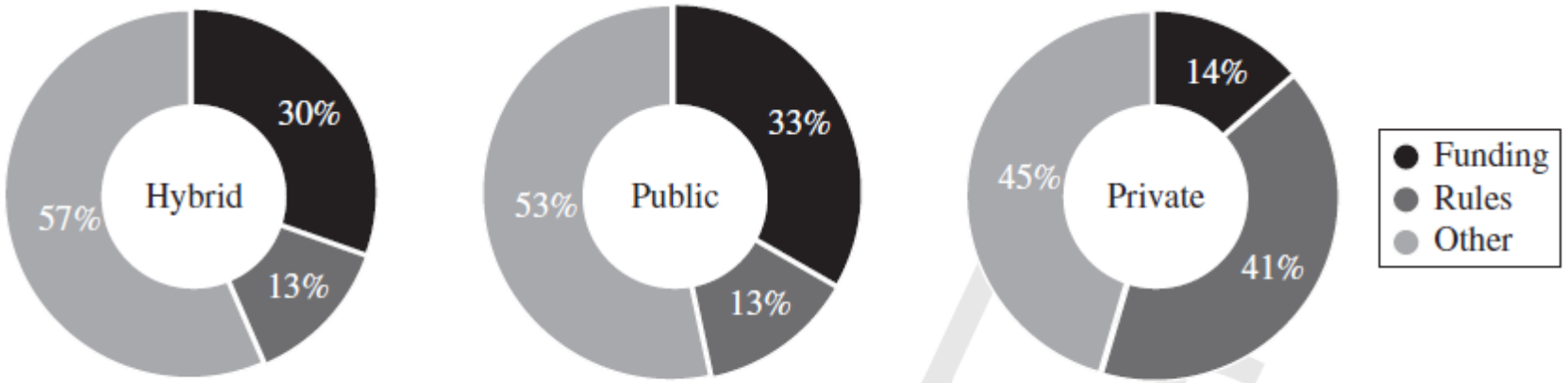


Figure 2.3. Key functions by actor type.

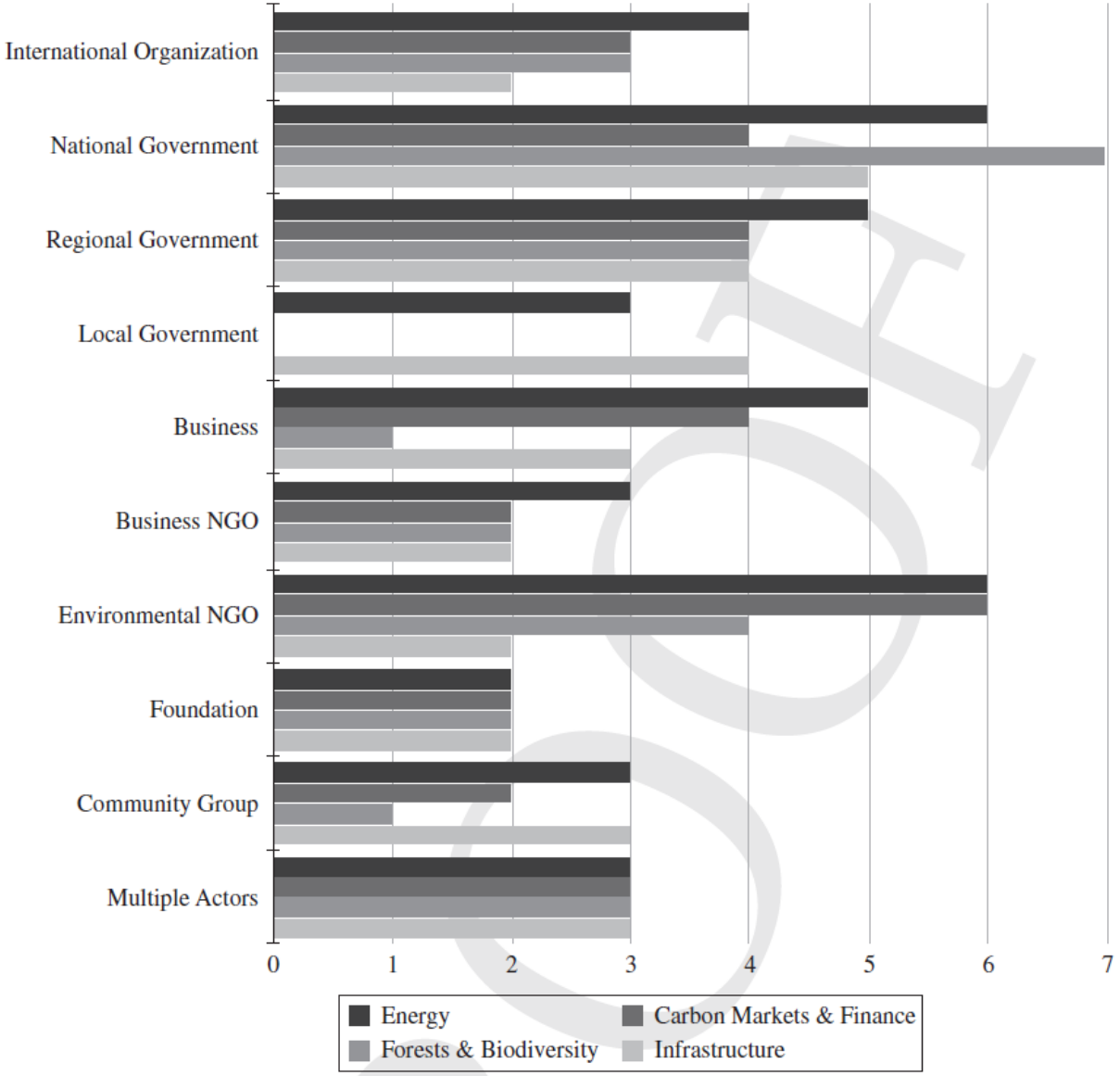


Figure 2.6. Issue areas by initiating actor.

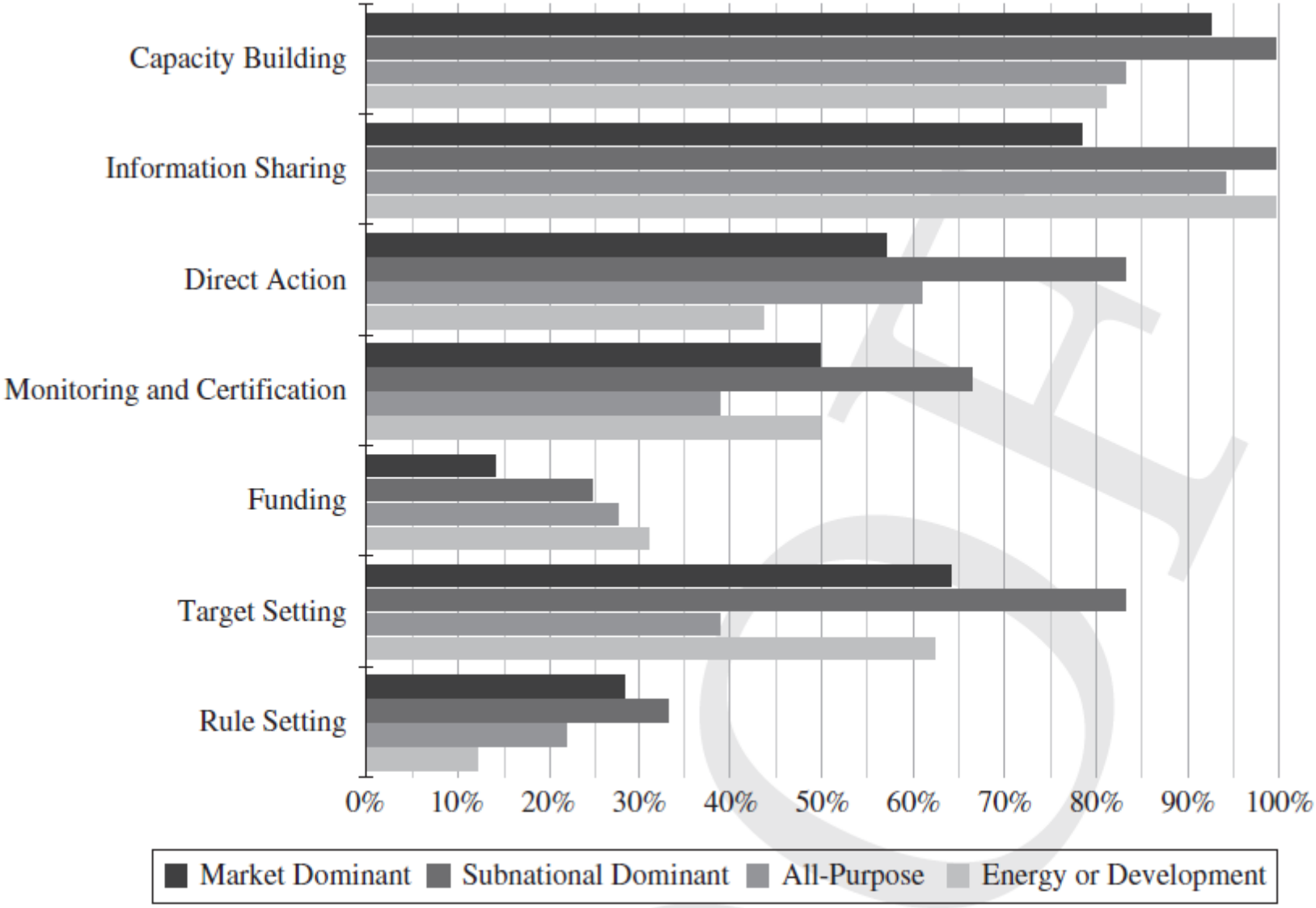


Figure 5.1. Functions by cluster.

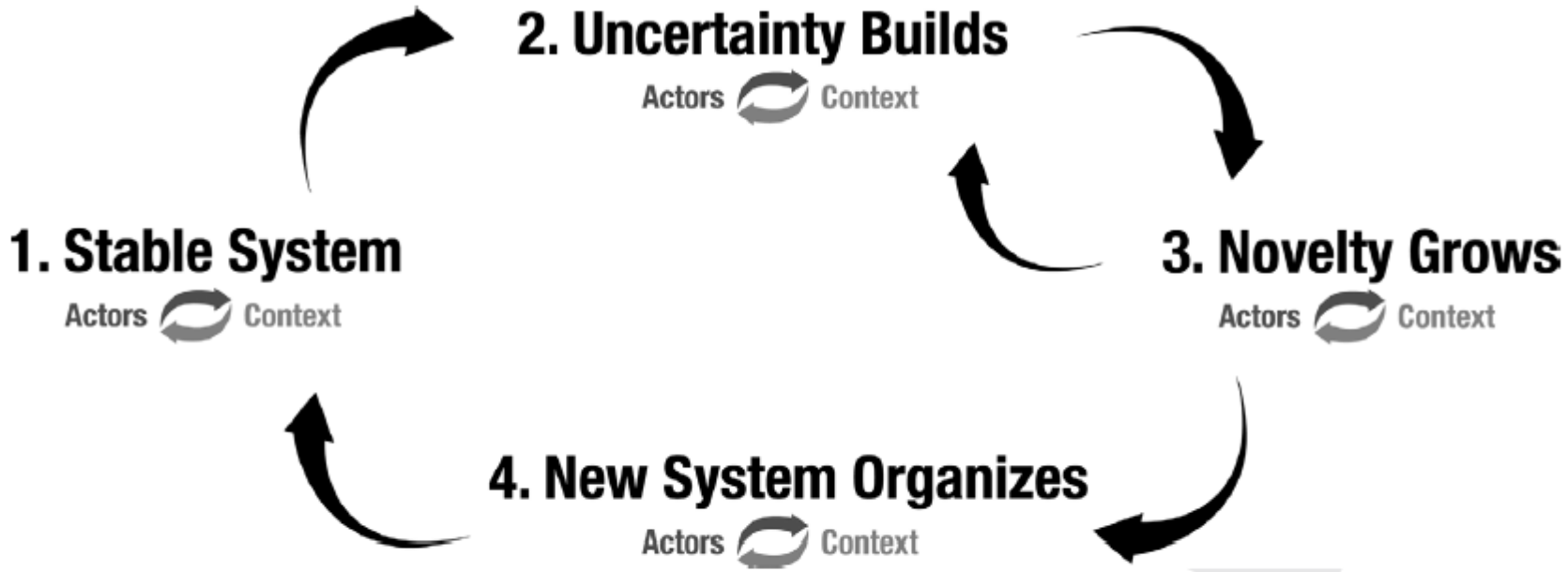
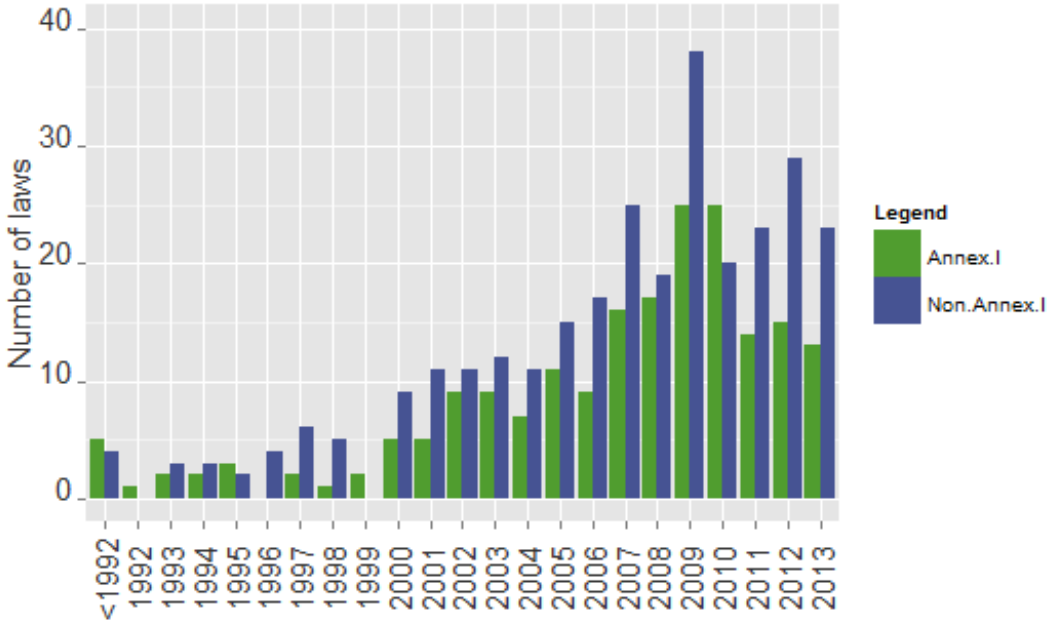

2. Uncertainty Builds
Actors Context
1. Stable System
Actors Context
3. Novelty Grows
Actors Context
4. New System Organizes
Actors Context

Figure 3.1.


Number of laws
40
30
20
10
0
<1992
1992
1993
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2005
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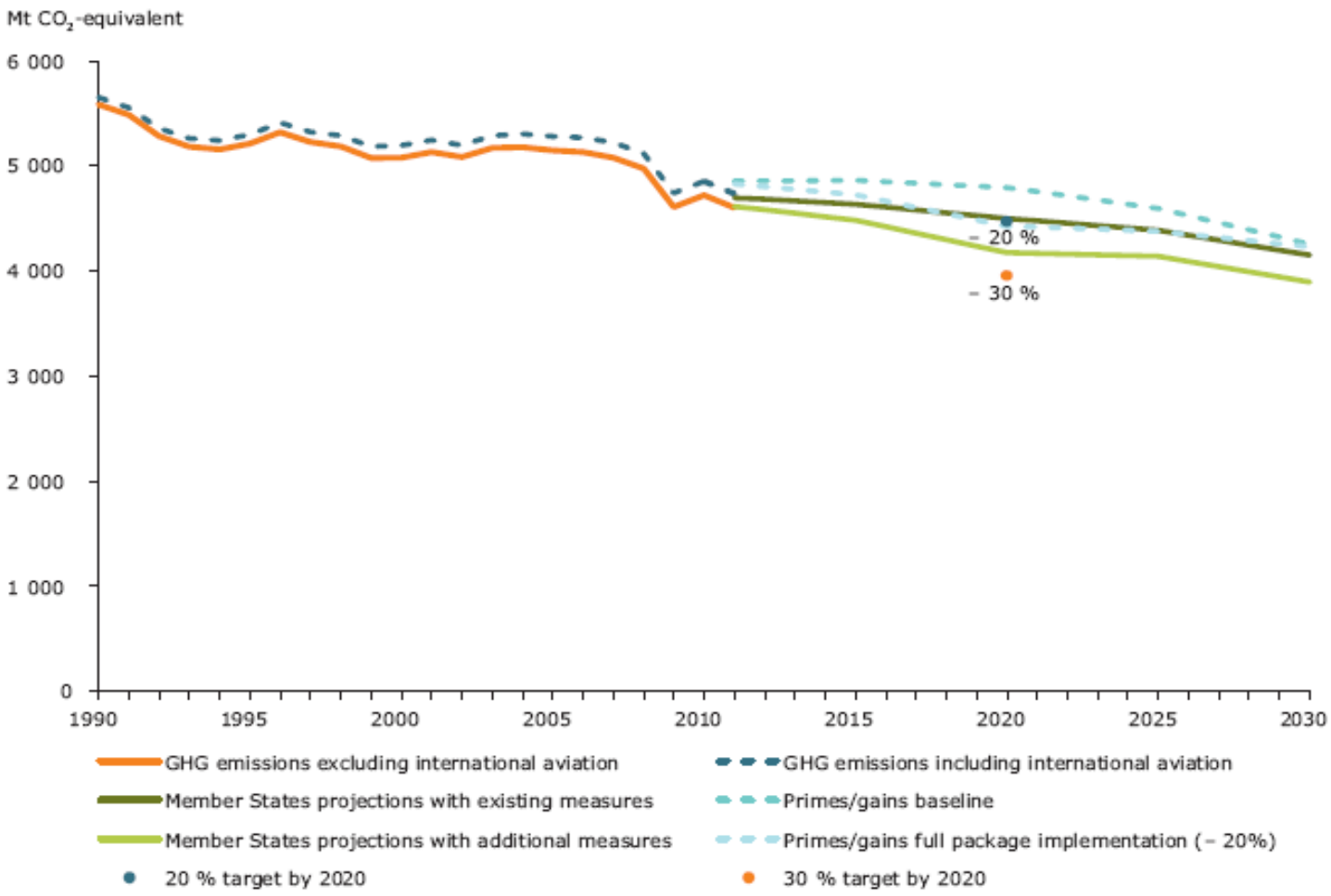
2007
2008
2009
2010
2011
2012
2013
Legend
Annex.I
Non.Annex.I

Implications for evaluation?

- Develop standardized approaches to compare approaches – to enhance learning… but
- polycentrism in evaluation – experimentation in evaluation?
- local approaches – involve key actors + pay attention to local circumstances/needs
- climate change: highlight the local co-benefits from climate policy

Figure 6.1 Trends and projections of EU total GHG emissions, 1990–2030



Note: PRIMES/GAINS projections recalibrated by EEA, based on 2010 GHG emissions.
Member State projections do not include international aviation, while the PRIMES/GAINS scenarios do.
2025 and 2030 projections are based on information provided by 12 Member States. For other Member States, 2030 projections were gap filled using the 2020–2025 and 2020–2030 relative trends available from the Commission's scenarios based on the PRIMES and GAINS models.

The gaps observed between the end of historic trends and the start of projected trends are due to the fact that the absolute projection data was not calibrated on the latest 2011 GHG proxy inventory data.

Source: EEA, 2012a; EEA, 2012b; EC, 2010a.

INOGOV - Main Objectives

1. Integrate a fragmented research landscape

2. Build capacity – a new generation of researchers

3. Inform future policy designs