Evaluation of conservation policies needs attention to implementation

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SEVENTH FRAMEWORK PROGRAMME

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Conservation policy evaluations

- Biodiversity
  - Complex
  - Degrading

→ Conservation evaluations rely on science

  - Elaborate ways of measuring
  - Increasing evidence on degradation
  - But the alarming findings do not change practice

→ **Why does biodiversity policy fail?**

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Conserving biodiversity = preserving habitats and species

- EU 2020 biodiversity strategy targets:
  - Halt the loss of biodiversity and the degradation of ecosystem services
- Biodiversity convention 2020 targets:
  - Prevent extinction of known threatened species
  - Protect at least 17 per cent of terrestrial and inland water areas

→ **What to evaluate?**

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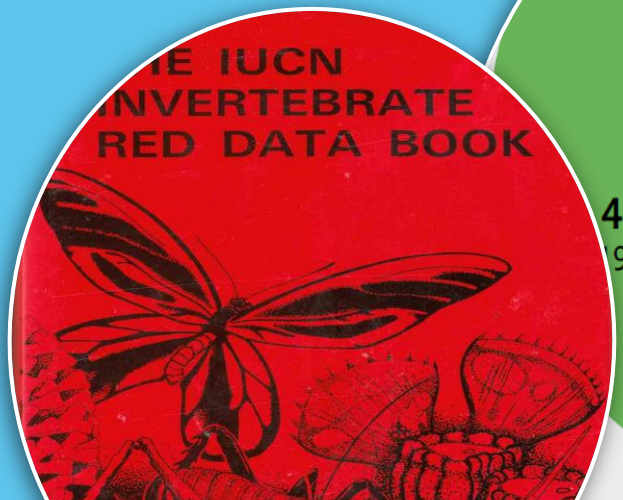
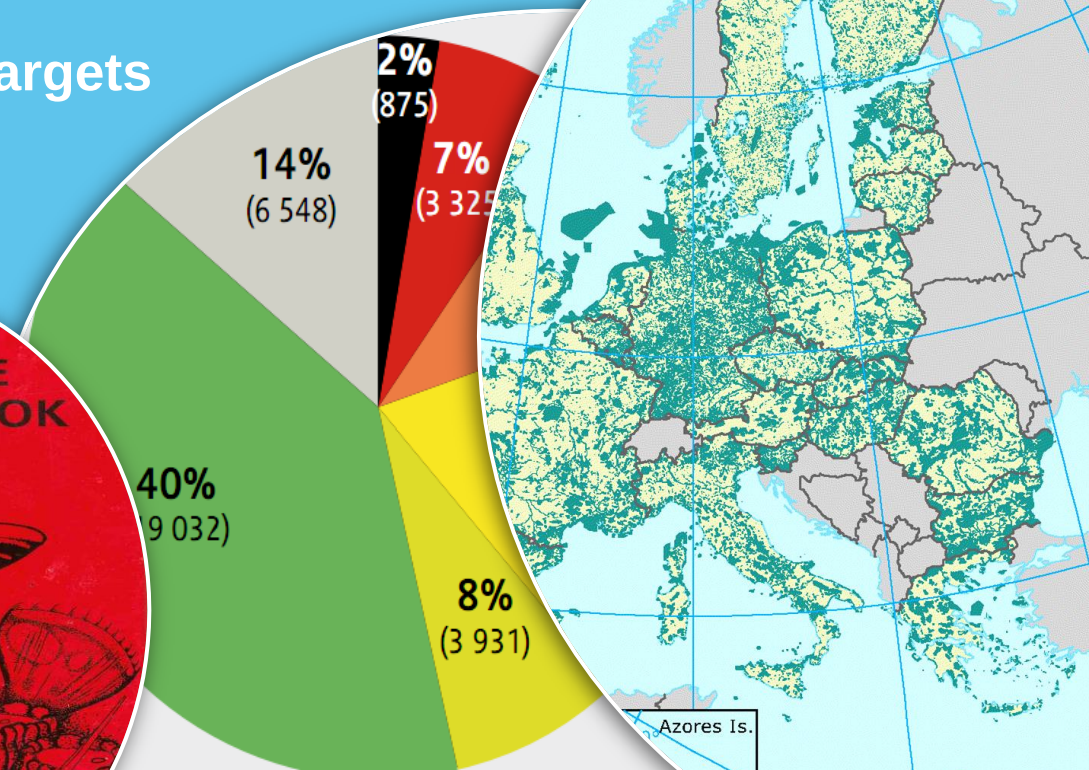
What to evaluate

- Numbers of endangered species
- Percentages
- Hectares

→ **What lies between targets and outcomes?**





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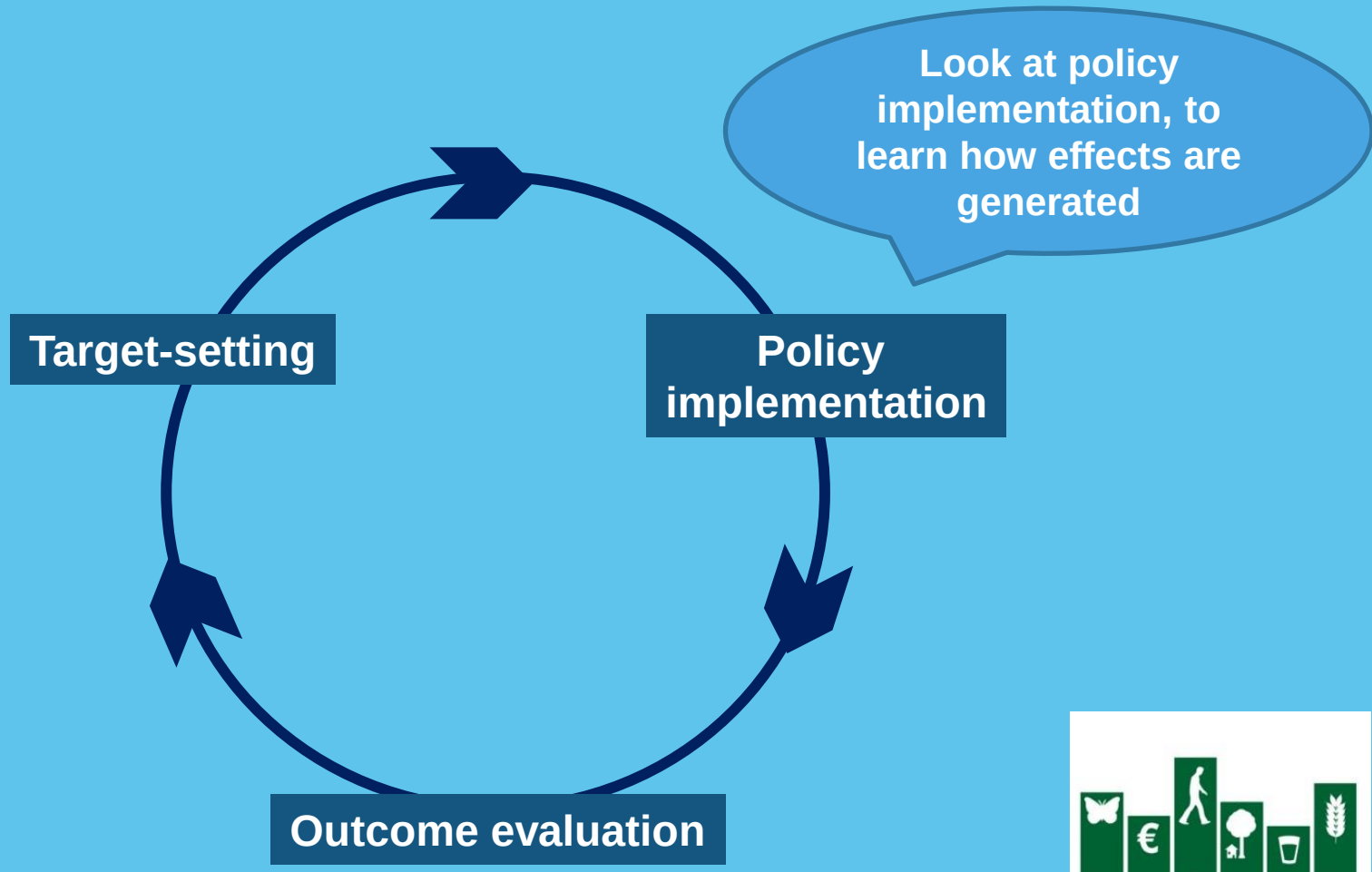
What lies between targets and outcomes?



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Implementation rests on people, groups, and organizations

Policy implementation and governance

- Top-down implementation
- Scientific-technical implementation

- Adaptive governance & collaboration
- Managing strategic behavior

→ **How do these produce effects?**

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Top-down implementation

Rules and policies are enforced at lower levels

- Policies express values based on generalizations, negotiations and compromises

- Assumes bureaucratic responsibility & matching institutions

→ **Mismatches might undermine policy**

Analyze lower level and sector policies

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Primmer, E. 2011. Analysis of institutional adaptation: integration of biodiversity conservation into forestry, Journal of Cleaner Production, 19:16, 1822-1832.

Scientific-technical implementation

Feeding scientific knowledge to implementation

- To support conservation

- Assumes that too little knowledge is used

→ **In addition to knowledge, practice is conditioned by competencies and professional norms**

Analyze resources and integration into existing practices

- Primmer, E., Wolf, S. A. 2009. Empirical accounting of adaptation to environmental change: organizational competencies and biodiversity conservation in Finnish forest management. *Ecology and Society* 14(2): 27.
- Primmer, E., Karppinen, H. 2010. Professional judgment in non-industrial private forestry: Forester attitudes and social norms influencing biodiversity conservation, Forest Policy and Economics, 12:2, 136-146.

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Adaptive governance & collaboration

Integrating knowledge and interests into practice

- Allows negotiating & iterating

- Assume that networks at policy, project and operational levels learn and commit

→ **But knowledge is transferred also through closed contract-like ties**

Analyze information and trust in open and contractual relations

Primmer, E. 2011. Policy, project and operational networks: channels and conduits for learning in forest biodiversity conservation. Forest Policy and Economics, 13:2, 132–142.

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Managing strategic behavior

Negotiating with competing interests

- Goals are constantly redefined and iterated

- Assumes narrow interests

→ **Proactive early implementation can frame practice more broadly**

Analyze private and public sector actor's interestsand behavior

• Saarikoski, H., Åkerman, M., Primmer, E. 2012. The Challenge of Governance in Regional Forest Planning: An Analysis of Participatory Forest Program Processes in Finland. Society & Natural Resources, 25:7, 667-682.

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New holistic approaches: ecosystems and ecosystem services

- Complexity & systemic interactions
- Humans
- Benefits
- ”Decision-making”

→ Target something like ”Harnessing complex ecosystems because they provide benefits”

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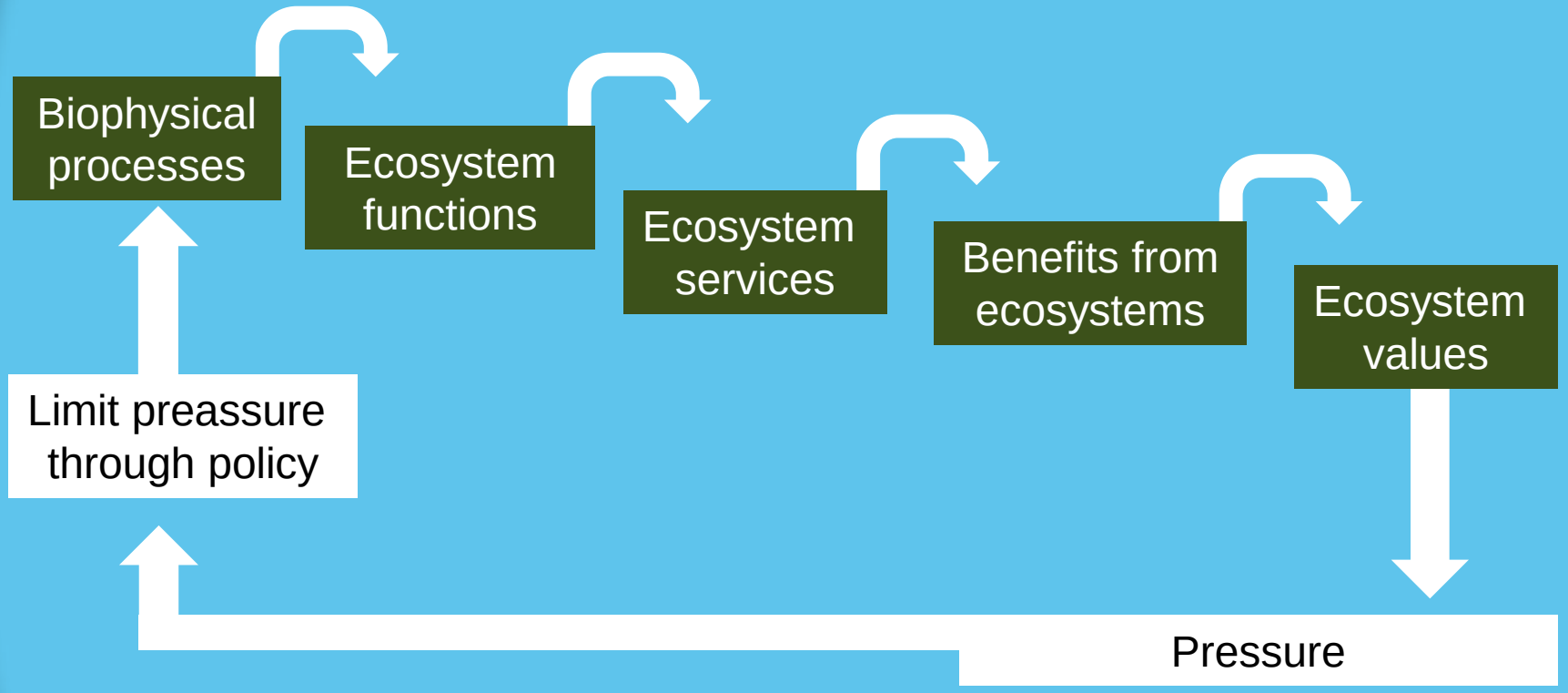
A conceptualisation of ecosystem services pays attention to interactions



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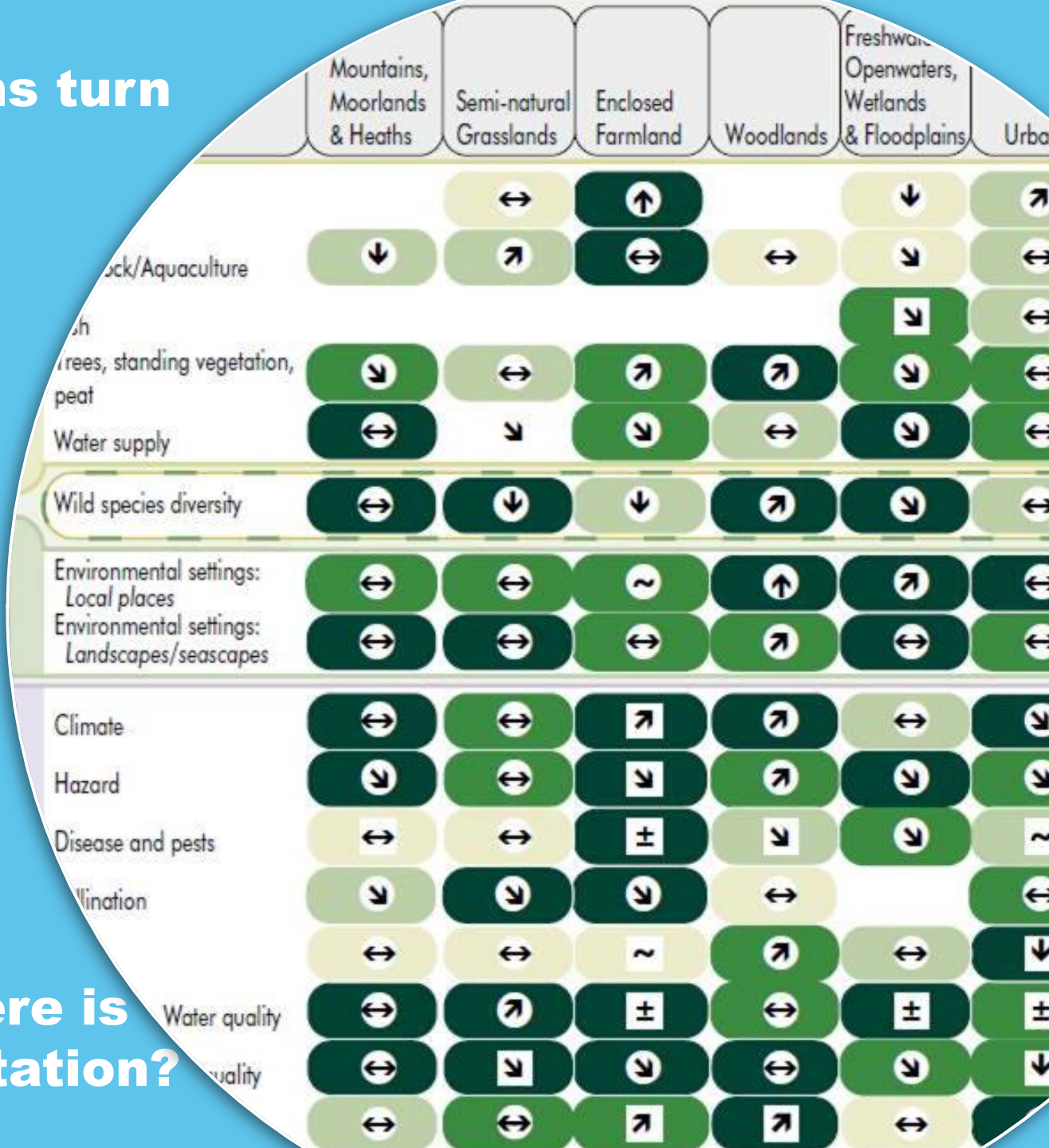
Haines-Young, R. & Potschin, M. (2010): The links between biodiversity, ecosystem services and human well-being. In: Raffaelli, D. & C. Frid (eds.): Ecosystem Ecology: a new synthesis. BES Ecological Reviews Series, CUP, Cambridge, p.110-139.

Evaluations turn complex...



... but where is implementation?

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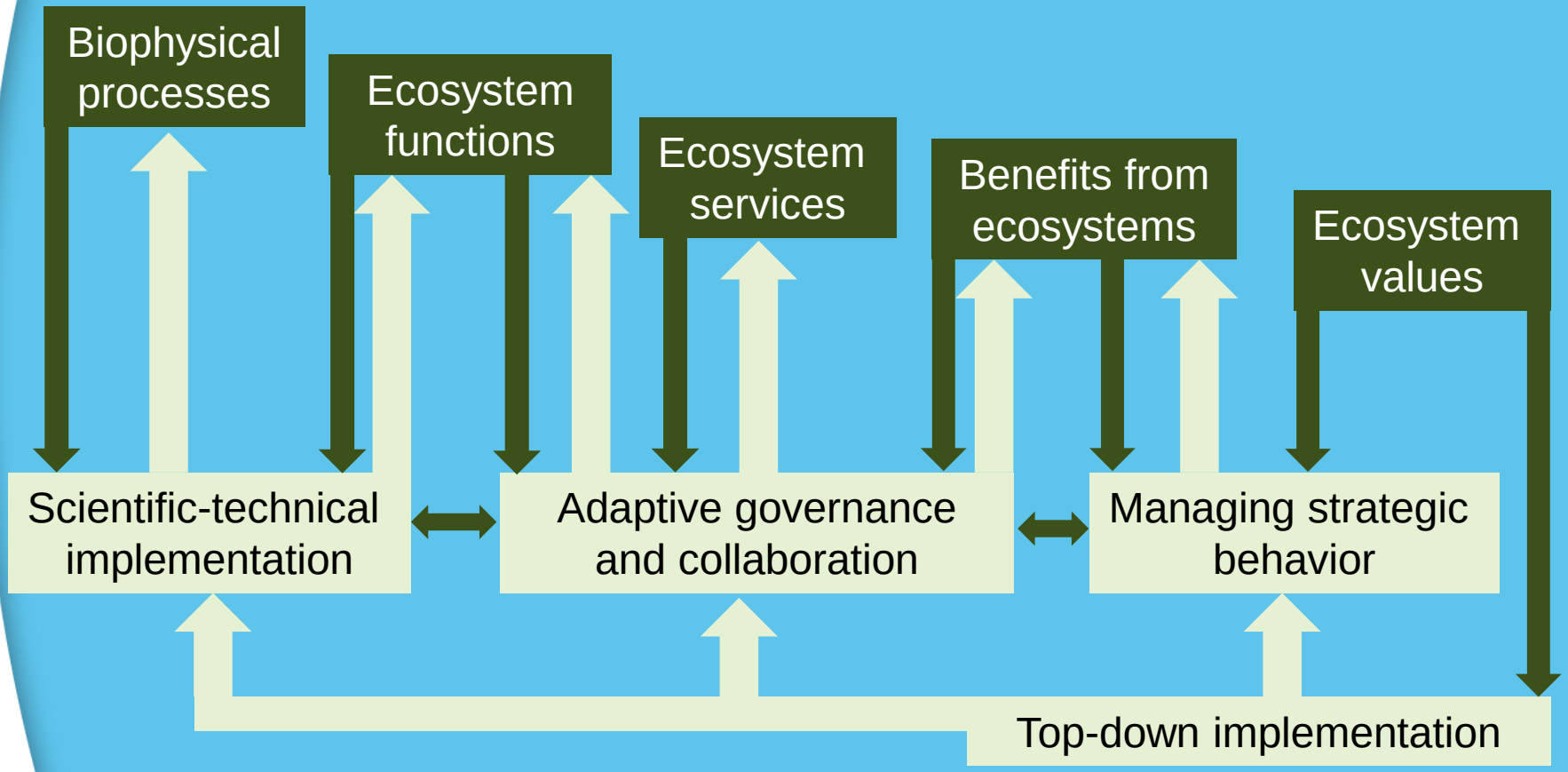
Conceptual model for governance of ecosystem services



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Implementation aznalysis is not new

- Public administration
- Planning practice
- Biodiversity conservation & natural resource management practice
- Adaptive governance

→ **We need to make use of the findings and methods out there!**

Primmer, E., Furman, E. 2012. Operationalising ecosystem service approaches for governance: Do measuring, mapping and valuing integrate sector-specific knowledge systems? Ecosystem Services 1, 85–92.

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Take home

- If we plan to change practice,

→ **We must analyse implementation empirically and make use of already existing research!**

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Thank you!

- Thanks go also to
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  - David Barton
  - Per Mickwitz

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