Evaluating policy coherence in the EU's power sector
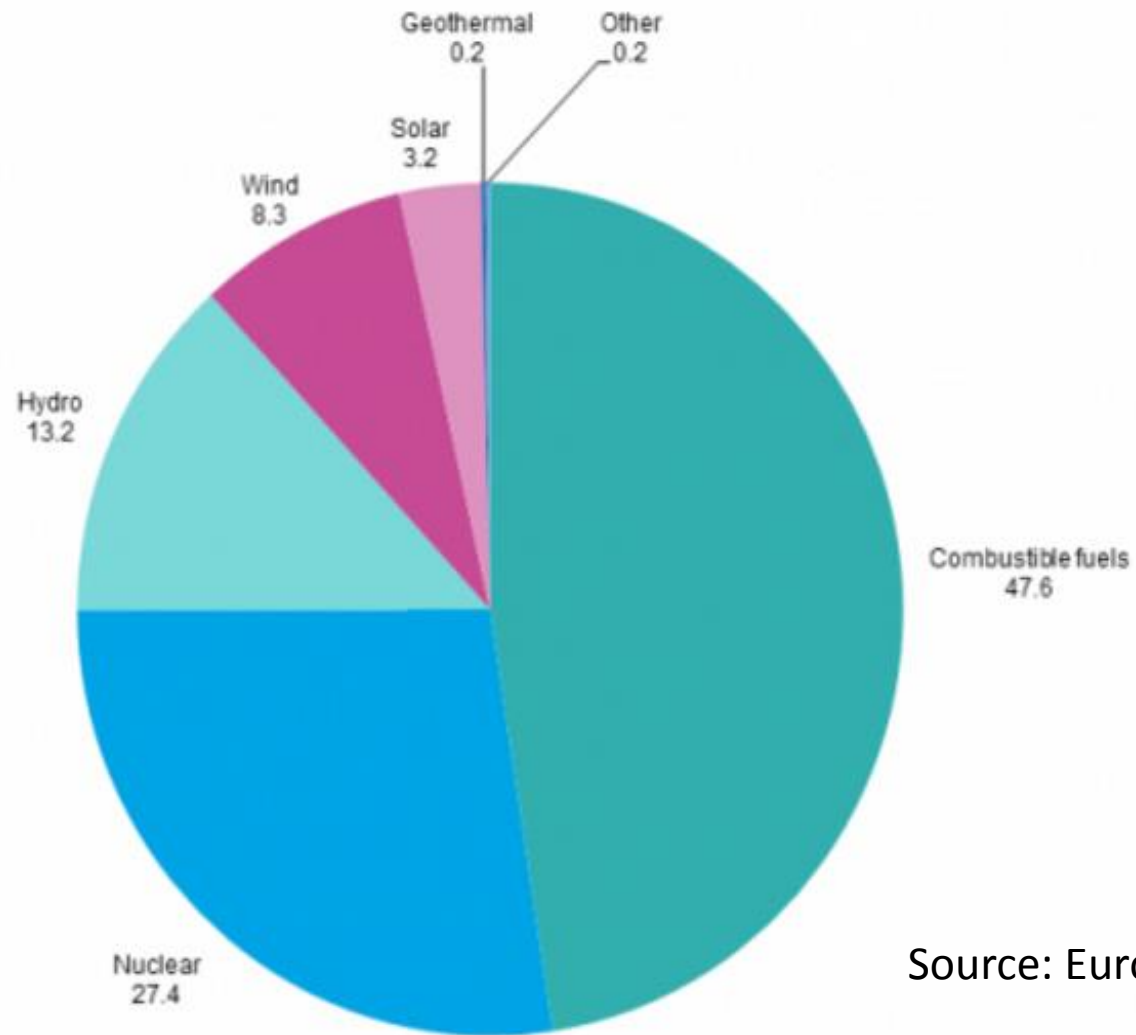
Claire Dupont

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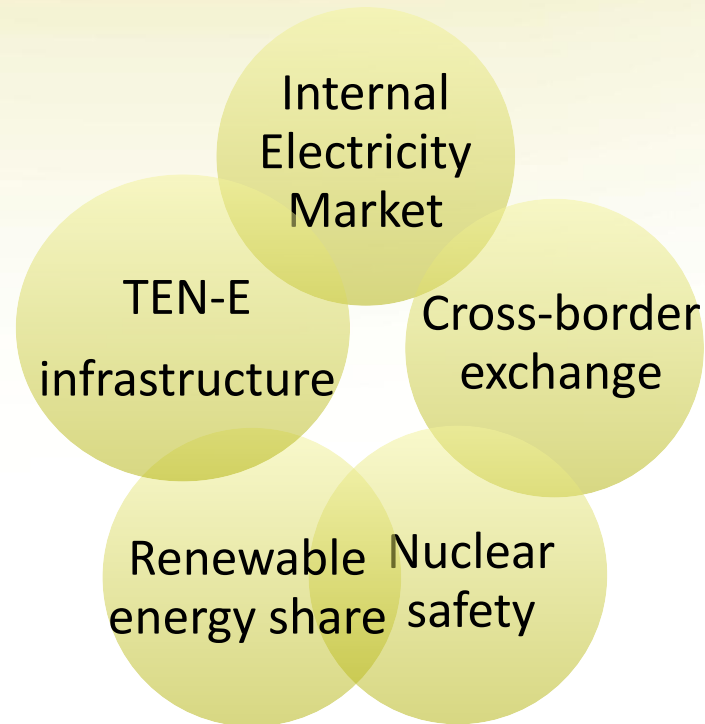
EEEN, Copenhagen

Overview

- The EU's power sector in 2014
- Policies, strategies and sectors
- Evaluating Policy Coherence
- Example: infrastructure policies Summary and conclusions

The EU's power sector in 2014
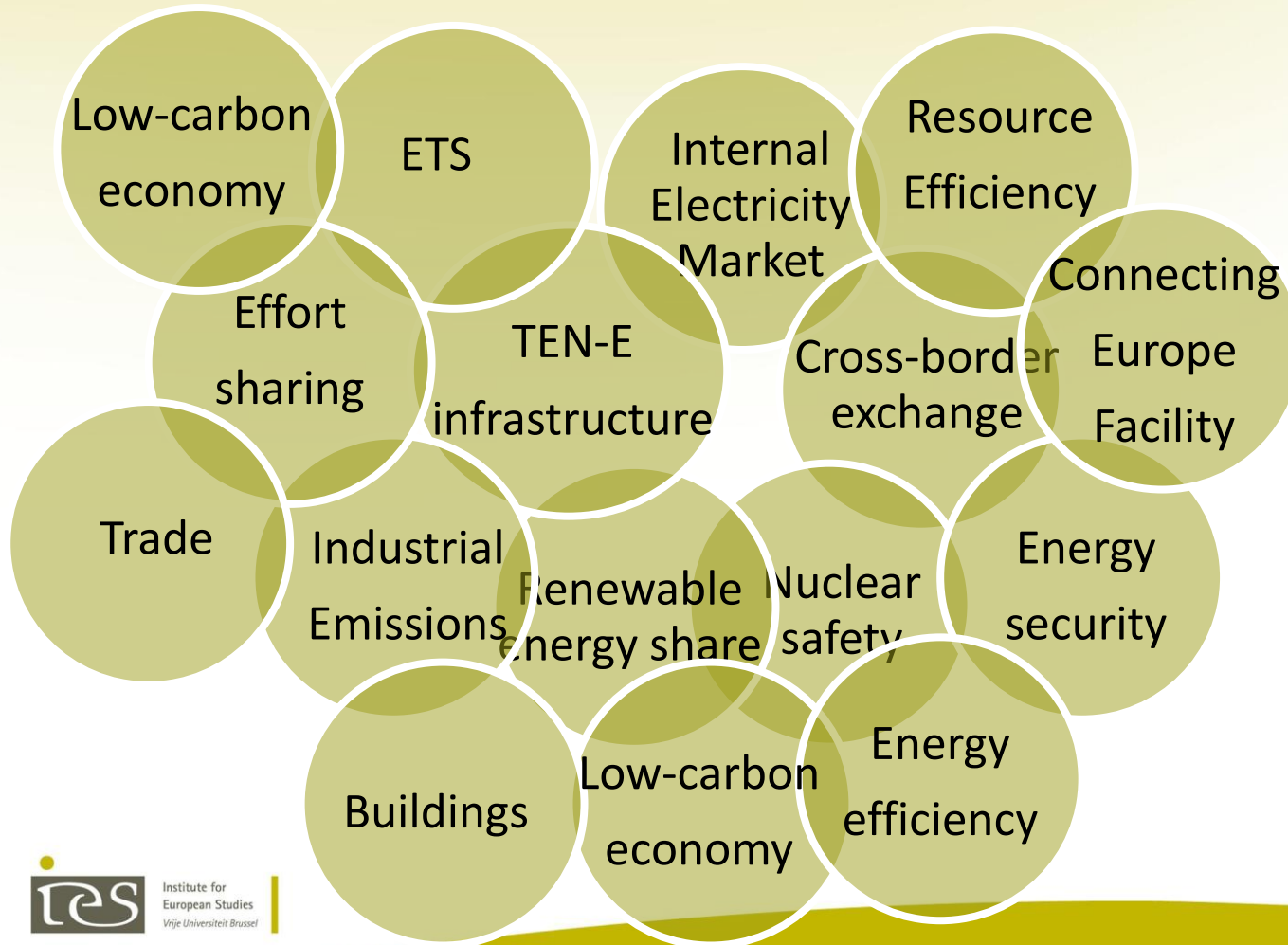

Geothermal 0.2
Other 0.2
Solar 3.2
Wind 8.3
Hydro 13.2
Combustible fuels 47.6
Nuclear 27.4

Source: Eurostat

EU policies

Internal Electricity Market

TEN-E infrastructure

Cross-border exchange

Renewable energy share

Nuclear safety

EU policies and strategies

Low-carbon economy

ETS

Internal Electricity Market

Resource Efficiency

Connecting Europe Facility

Effort sharing

TEN-E infrastructure

Cross-border exchange

Trade

Industrial Emissions

Renewable energy share

Nuclear safety

Energy security

Buildings

Low-carbon economy

Energy efficiency

EU policies, strategies, sectors

agriculture

transport

Low-carbon economy

ETS

Internal Electricity Market

Resource Efficiency

health

Water

Effort sharing

TEN-E infrastructure

Cross-border exchange

Connecting Europe Facility

Land-use

Trade

Industrial Emissions

Renewable energy share

Nuclear safety

Energy security

industry

Air pollution

Buildings

Low-carbon economy

Energy efficiency

Energy poverty

ETC…

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Evaluating coherence in complexity

- Horizontal policy coherence = coherence across sectors/policy outputs = no contradictions or inconsistencies
- Holistic policymaking

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Evaluating coherence in complexity

- Policy integration = policy coherence in outputs + policy coordination in process = sometimes single overarching policy sector, overarching 'government' programme, (more than?) 'mainstreaming'
- Even more holistic policymaking

Evaluating coherence or integration in complexity

- Environmental evaluators are used to dealing with complexity
- Evaluating coherence/integration often calls for a combined *ex post-ex ante* approach (or even a disregard for these distinctions)
- Beyond effectiveness, goal attainment and efficiency evaluations
- Holistic evaluation…

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Example

- Are (EU) policies on electricity infrastructure coherent with objectives to decrease GHG emissions by 2050 (low carbon society)?

Evaluating policy coherence

- Establish benchmark
  - (Almost no GHG emissions from electricity in 2050*)
- Assess policy output against benchmark – distance?
  - (c. 45% of gross electricity generation in EU in 2013 from fossil fuels[+]; long lifetime of fossil infrastructure)
- Assessment: Any support for new fossil infrastructure heightens incoherence/contradicts objective

- *Source: European Commission, 2011
- [+]Source: EEA

Evaluating policy coherence

- Why?
- Political science explains based on policy process, institutions, politics, economics, actors, interests, and interactions among all
- Recommendations possible?

Example

- Assessing coherence with 'decarbonisation' objective (long-term perspective)
- Priority projects
- Short-term (e.g. energy security) versus long-term objectives (decarbonisation)
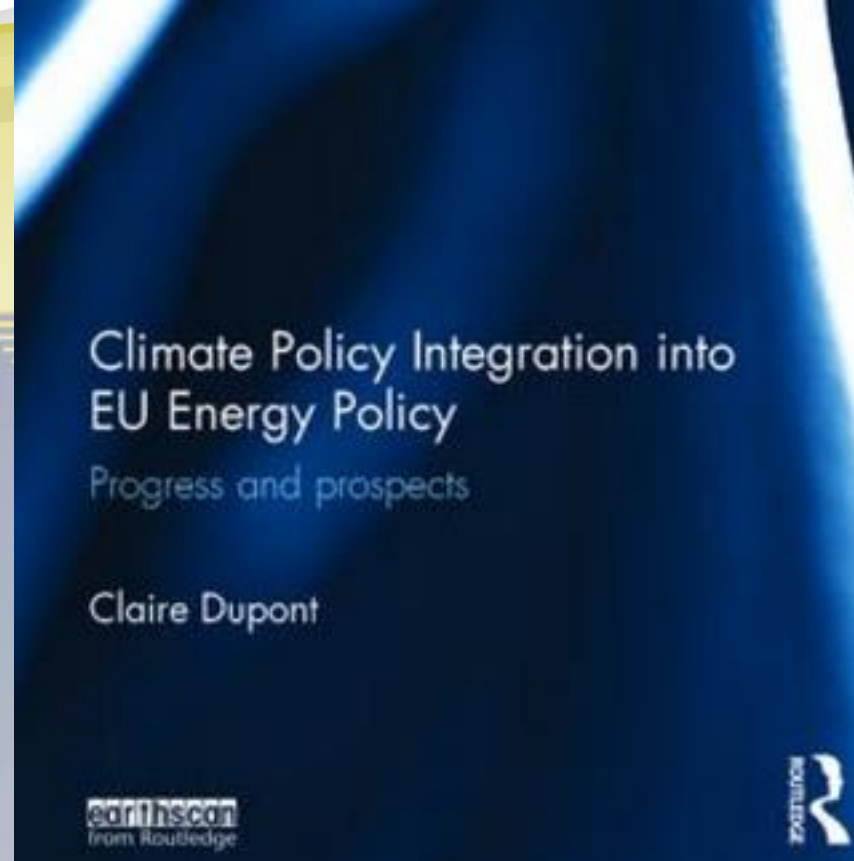- Continued investment in fossil infrastructure
- => Low coherence

Example

- Reasons (sample):
  - Policymaking traditions
  - Short-term action
  - Power of incumbents
  - Political context (crises etc.)…
- Recommendations:
  - Policymaker training (long-term views)
  - Ex ante assessment to include long-term goals
  - Heightened political commitment…

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Example

- Assessing coherence with 'energy security' goals or with 'competitiveness' goals having different results and recommendations
- This would show incoherence among objectives
- Environmental benchmarks + irreversible damage + principled priority
- Holistic evaluation difficult when policymaking is not holistic

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Studies

DECARBONIZATION IN THE EUROPEAN UNION

Internal Policies and External Strategies

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Climate Policy Integration into EU Energy Policy

Progress and prospects

Claire Dupont

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Studies

DECARBONIZATION IN THE EUROPEAN UNION
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Climate Policy Integration into EU Energy Policy
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2009:4

Camilla Adelle, Marc Pallemaerts and Joana Chiavari

Climate Change and Energy Security in Europe
Policy Integration and its Limits

Policy Sci
DOI 10.1007/s11077-016-9248-y

RESEARCH ARTICLE

Toward a processual understanding of policy integration

Jeroen J. L. Candel[1] · Robbert Biesbroek[1]

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Understanding Policy Coherence: Analytical Framework and Examples of Sector–Environment Policy Interactions in the EU

Måns Nilsson,[1]* Tony Zamparutti,[2] Jan Erik Petersen,[3] Björn Nykvist,[1] Peter Rudberg[1] and Jennifer McGuinn[2]

[1]Stockholm Environment Institute, Stockholm, Sweden
[2]Milieu Ltd, Brussels, Belgium
[3]European Environment Agency, Copenhagen, Denmark

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y Policy

2009:4

Camilla Adelle, Marc Pallemaerts
and Joana Chiavari

EUROPEAN UNION
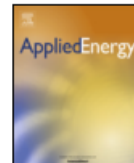Internal Policies and
External Strategies

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Climate Change and

RESEARCH ARTICLE

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Toward a processual understanding o

Jeroen J. L. Candel[1] · Robbert Biesbroek[1]

The '2°C capital stock' for electricity generation: Committed cumulative carbon emissions from the electricity generation sector and the transition to a green economy

Alexander Pfeiffer [a,b], Richard Millar [a,c], Cameron Hepburn [a,b,*], Eric Beinhocker [a,d]

[a] Institute for New Economic Thinking, Oxford Martin School, University of Oxford, United Kingdom
[b] Smith School for Enterprise and the Environment, University of Oxford, United Kingdom
[c] Department of Physics, University of Oxford, United Kingdom
[d] Blavatnik School of Government, University of Oxford, United Kingdom

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In sum…

- EU's power sector crucial for achievement of many interconnected goals and objectives, in multiple sectors, especially decarbonisation

- Evaluating coherence (in the power sector) is complex, due to overlapping objectives, multiple sectors, evaluator choices

In sum…

- Progress on coherence depends on:
  - political and policy processes taking account of long-term realities instead of sticking to short-term responses
  - Adjustments in interest/power configurations, institutional traditions and political commitment
- (And we haven't even spoken about implementation in a multi-level setting…)

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In sum…

- Value-laden evaluation to improve the state of the environment…?
- Holistic thinking
- Ongoing debates about coherence/integration

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Thank you!

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