European Commission

Evaluation of the SAVE Programme
Final Report

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Executive summary

Main conclusions

From a project perspective SAVE is overall a successful Programme. However, significant possibilities exist for improvement in dissemination and influence. The best chances for improvement can be found at the programme level. Well empowered staff at DG TREN armed with management tools such as a projects database and monitoring tools will improve the awareness of the Programme, the accessibility and availability of information and enlarge the involvement of private parties. A public relations campaign would aid this greatly.

Consultation rounds with a broad spread of stakeholders as to what kinds of projects are most desired would aid the Commission in approving projects with high relevance. Tying the project more strongly to prevailing and anticipated policy and trends will make the programme more relevant to more stakeholders, especially in the private sector. This can be aided by assessing projects for their influence and impact potential.

A two round approach whereby at first only concepts are submitted, followed by invitations to proceed for those considered appropriate will attract more parties to take part. Describing at the application stage the intended target group, how they intent to reach them, and what dissemination strategy will be employed will ensure greater influence and impact. A budget

strategy supporting dissemination and exposure of projects to relevant stakeholders will prevent the disappearance of information that could otherwise have had a great impact.

Introduction and objective

The European Commission institutionalized the SAVE Programme as part of their energy policies. The SAVE Programme, Specific Actions for Vigorous Energy Efficiency, aims at improving energy efficiency by supporting non-technological actions. More then 400 projects have been done under the SAVE Programme.

To understand how and how much the results of SAVE projects influence decision-makers once projects are finished and to work out what actually happened to the project results over the medium to long term, the European Commission initiated an evaluation of the Programme. A consortium consisting of Atos Consulting, CE Delft and IEEP were contracted to conduct an impact assessment of the SAVE Programme, which was carried out between August 2003 and September 2004. The evaluation focussed mainly on the following issues: the focus of the SAVE Programme, dissemination, influence on decision makers, impacts and organisation.

Focus of the SAVE Programme

More then 400 projects have been done under the SAVE Programme. Most projects are studies. Others include ICT, educational, and communication projects. The Programme aims to stimulate measures on energy efficiency in all sectors.

However a stronger focus is needed in the transport sector as it is responsible for a large and increasing amount of energy consumption and CO_2 emissions.

The geographical distribution of the contractors is well balanced, as far as the country of origin concerns. Private parties consume most energy yet are underrepresented as target groups. Thus, a stronger focus on private parties is recommended. This requires a demand driven approach towards involving private parties in an early stage. EC staff with specialised knowledge of sectors and foci within the SAVE Programme needs strengthening to promote greater integration of private and private-public partnership projects.

Dissemination

The general conclusion is that dissemination - the spreading of project results outside the organisations that were involved in the project - is common practise and an integral part of projects. In most cases multiple instruments are used. However contractors regularly consider it the closing part of a project and tend to use *a least cost least effort* approach.

The EC should favour proposals that have a detailed target group analysis and a well defined and detailed dissemination strategy. This will further optimize the current supply driven manner of dissemination. Also a detailed dissemination strategy covering the quality of the work, the involvement of target groups, dissemination through the right organisations and the right timing should be mandatory.

To improve the representation of private parties proposals that focus on and involve private parties should also be favoured. Additionally they should have a clear link with end users as project results rarely reach them. Furthermore it needs stressing that dissemination should be supported by appropriate time and financial budgeting.

While individual projects have met their objectives and have generally been successfully undertaken their influence can be significantly increased by greater availability and dissemination of results through the SAVE Programme itself. Due to a low accessibility of information regarding SAVE projects a huge potential for the dissemination and impact of the SAVE Programme is lost. To address this a more demand driven mechanism for the dissemination of results of SAVE projects is required. This will benefit the SAVE Programme more then further optimising the current supply driven way of dissemination.

The principle recommendation is to develop an information management system to make readily available all project results to all target groups. A well-structured database with the projects, contact information, reports and actions would aid greatly stakeholders in different Member States accessing the information. Secondly separate activities should be created for dissemination of successful projects (those with noted added value). This can be done by introducing a dissemination monitoring tool. For projects that appear to be potentially successful once they are finished, a limited additional budget should be granted to the contractors to promote dissemination activities and results. It is recommended to review such projects once a year for three years.

Influence on decision makers

Interestingly and importantly more than 75% of the people who are aware of the SAVE Programme are also influenced by it. Furthermore a decision maker is on average influenced some 5 times by SAVE projects with the influence being judged as "important" (one of many important factors).

As such further optimization of projects within the current scope of the SAVE Programme will only lead to limited improvement as the influence from individual projects is already relatively high. However it is recommended that the involvement of target groups in the Programme should be improved by making participation as attractive as possible. This can be done by shortening the duration and complexity of applying for Save projects by installing a two round procedure. The first round should be a project summary of a maximum of 5 pages. Those proposals selected[1] would then be invited to further develop the project and attract partners. Such streamlining of the process reduces the time and financial burden both on the Commission and on potential project developers. Also favouring projects that have a relatively short running time and cutting down on the duration of procedures will benefit the SAVE Programme as the influence of SAVE projects has proven to diminish strongly once a project was finished more then a year ago.

The greatest potential to improve and increase the SAVE Programme's influence must be sought at organisations that are not yet aware of the Programme. As 75% of the people who are aware of the SAVE Programme are influenced by it, it is recommended to start a strong PR campaign to raise the awareness of and participation in the SAVE Programme. It was also commonly what decision makers themselves recommended.

The core message should be that the SAVE Programme is easy to use and attractive to participate in. The PR campaign should focus on three key issues:

[1] Criteria for selection should include how target groups are defined and involved, the thoroughness of the dissemination strategy, the relevance of the subject to current and expected topics and polices (at both EU and national level) as well as running time and budget.

- The background, purpose and functioning of the SAVE Programme;
- The availability and accessibility of information created in the past;
- The possibilities and ways to participate in the future.

The focus should be on targeting private parties and local governments as they are relatively unaware of the SAVE Programme.

Impacts

An impact is defined as the effect that the results of SAVE projects create outside the setting of a specific project. Concerning the effects of decisions influenced by the Save programme it has proven impossible to quantify the amount of energy saved by each of the impacts. Only in exceptional cases were respondents capable of mentioning the amount of energy saved or the amount of emission of CO_2 that was avoided. It is recommended to promote projects that can in some way make an estimate of possible energy reduction.

Decisions influenced by SAVE have a broad range of impacts. The most common type of impact is the raising of awareness. This is followed by investments. Impacts on behaviour and policy form the middle group of impacts and institutional, financial, legislative and socio-economic impacts are the smallest categories.

The impact a project has is not directly related to the influence it has. For example legislative influences are small in number but can have a European broad impact and significantly influence energy conservation. It is recommended to promote more projects that aim to influence investments and international legislation as they have high potential for saving energy.

The actual impacts made by decision makers that were influenced by SAVE Projects may take place years after the moment of influence. A limiting factor on the impact that SAVE has, is the extent to which projects can be or are implemented. A number of projects seem to be successful within the scope of the project but appear to be difficult to implement. Therefore, if appropriate, it should be made clear within the project how it can be implemented.

Organisation

The linkage between policy and the SAVE Programme is not always clear. DG TREN should make it more explicit what the link between EU policy and the Save programme is and require projects to demonstrate their relevance to it. Furthermore DG TREN could also consider consulting national authorities, sector-representative organisations, private parties and local governments to further refine the policy links and what kinds of projects would best suit current market conditions.

In support of this DG TREN could and should enforce it's spider in the web role by enforcing manpower and information management systems, especially a WEB based database accessible to all in order to make all project results available to the target group of SAVE.

1 Introduction

1.1 Background of this evaluation

The European Commission institutionalized the SAVE Programme as part of their energy policies. The SAVE Programme, Specific Actions for Vigorous Energy Efficiency, aims at improving energy efficiency and is a non-technological Programme. It has been the principal focus of the Community's non-technological action on energy efficiency and has been active under several Community energy policies since the early 1990s. It is the only Union-wide Programme dedicated exclusively to promoting energy efficiency and encouraging energy-saving behaviour through policy measures, information, studies and pilot actions.

The European Commission is well-informed on the SAVE projects and their content. For all the some 400 SAVE projects contractual obligations were fulfilled with the submission of a final report to the European Commission. However, the impacts of the projects following their completion are not well known to the EC.

This is to a large extent related to the indirect character of SAVE Projects. Results of SAVE have the form of studies and measures designed to support decisions in the public or private domain. If follow-up has been given to these policy recommendations is difficult to determine. Additionally, SAVE projects have resulted in a large amount of promotional and communicational material, including brochures, guidebooks, user guides, etc. The effects of all these dissemination activities on the actual targeted users of SAVE projects has never been investigated.

Because of the knowledge gap concerning how much the results of SAVE projects influence decision-makers once projects are finished and working out what actually happened to the project results over the medium to long term, the European Commission assigned the consortium of Atos Consulting, CE Delft and IEEP to conduct an impact assessment of the SAVE Programme.

1.2 Objectives

The key element to this evaluation is the determination of the impact of the SAVE Programme in qualitative and – where possible - quantitative terms. It should be noted however that since the SAVE Programme is primarily a policy-oriented, non-technical Programme, the quantitative impact is difficult, if not impossible to determine. It may take several years after finishing the activity for impacts to be observed. This is an important limitation to keep in mind when determining the impact of the SAVE Programme.

This evaluation study focuses on the dissemination and impact of projects of the SAVE Programme that took place between 1996 and 2000. This is divided into several objectives: overall objectives, specific objectives and additional objectives.

The overall objectives are concerned with what the Commission ultimately wishes to gain from the study. The specific objectives focus on the study itself. Finally the additional objectives involve what happens to the results of this study including the SAVE congress.

Overall objectives

The overall objective is to fill in the knowledge gap concerning how much the results of SAVE projects influence decision-makers once projects are finished and working out what actually happened to the project results over the medium to long term

Specific objectives

The specific objectives can be described as follows:

1. To investigate SAVE projects between 1996 and 2000, plus some from 2001, concerning:
   - Diffusion of results – how, where and by who results were and are spread;
   - Impacts of results – what impacts on decision making concerning energy efficiency projects.
2. To identify a list of illustrative examples concerning types of diffusion and impacts of resultants of projects;
3. To identify the key factors that either foster or hinder successful diffusion of results over the long term;
4. Recommendations of how to increase projects' long term impacts.

Additional objectives

The dissemination of the results of this study through a conference.

1.3 Issues derived from objective

The issues derived from the project's objectives are:

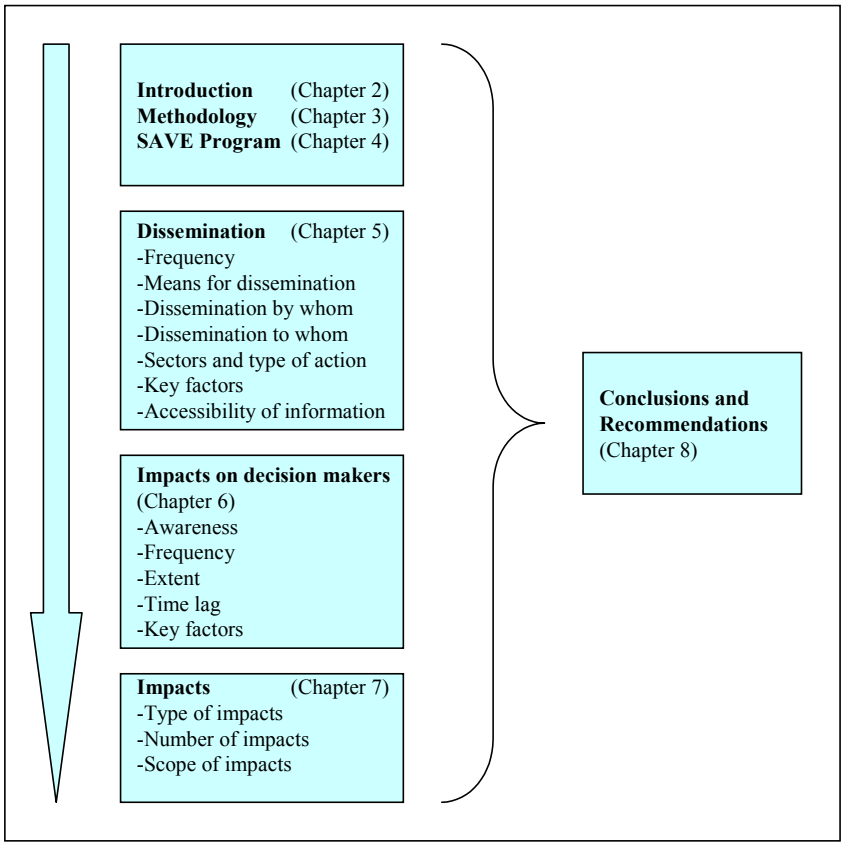
- Results of SAVE projects; The essence of this issue is to know whether the quality of the project results influences dissemination of such results. Lessons may be learned if certain aspects of the projects influence dissemination of the results and the way they are used by decision makers:
  - Transparency of objectives;
  - Linkage of outputs to policy outcomes;
  - Initial expectations versus outcome;
  - Potential versus outcome;
  - Developments over time;
  - Targeted audience.

- An understanding of what happened after the projects finished: how, where and by whom were project results disseminated? Questions will focus *inter alia* on the following topics:
  - Were results disseminated?
  - Was dissemination part of the project?
  - Who were responsible for dissemination of results?
  - How were results disseminated – what were the methods used?
  - What promoted or hindered successful dissemination?
- An understanding of how and to what extent SAVE projects influenced decision makers. Here it is of interest if and how the results of SAVE projects influenced decision makers. Questions will focus on the following topics:
  - What is the level of awareness of the SAVE Programme?
  - What key decisions regarding energy efficiency were made?
  - Were SAVE projects relevant to these decisions?
  - Which role did SAVE projects have in these decisions: eg boundary condition, attention value, etc?
  - Would the outcome of decisions have been different without SAVE?
- An understanding of key factors that promote or hinder successful dissemination. In order to learn from past experiences and further improve the effectiveness of the SAVE Programme this is a key question. Questions will focus on:
  - Which factors are relevant?
  - The (relative) importance of the factors;
  - Reason of ranking.
- Recommendations. To provide conclusions and recommendations concerning the objectives, implementation, and management of SAVE taking into consideration the context of the recently-created Intelligent Energy Europe.

1.4 Guide

This report start with three introductory chapters. After the introduction (chapter 2) the approach and methodology of this study are described in chapter 3. An analysis of the content of the SAVE Programme is given in chapter 4. A full analysis of all aspects of dissemination is given (chapter 5) followed by an assessment of the influence of the SAVE Programme on people involved in the decision making process (chapter 6). The impact of the decisions of the people involved in the decision making process is made in chapter 7. In chapter 8 the conclusions and recommendations are made.

Figure 1: guide



2 Methodology

2.1 Introduction

The methodology is aimed at meeting all the objectives that are set for the evaluation of the SAVE Programme. In this chapter a start is made by outlining the most important target groups of the evaluation. In the next paragraph the approach to collecting the data for the evaluation is described. Instruments of the evaluation are discussed in par.3.4. The chapter is concluded with an overview.

The methodology is not tailored specifically to assess the realisation of the original objectives of the SAVE Programme. However the results of the key questions of the evaluation provide sufficient information to give general conclusion on the original objectives (chapter 8).

2.2 Target groups

In this study two main target groups are identified as crucial in the process of collecting the data for this evaluation:

- **Contractors**: organisations that have carried out SAVE projects. The contractors are a vital group in assessing the *direct* impacts: effects realised within the setting of a project. The contractors that were interviewed were the coordinators of specific projects. When in this report contractors are mentioned these were the contractors that were also the coordinators of projects. Efforts were made to also approach the partners of these projects, this was however without success;
- **Decision makers**: organisations that either prepare or make decisions on energy efficiency. The group of decision makers is crucial in order to identify the *indirect impacts* of SAVE projects. Indirect impacts are effects realised outside the project setting and/or after the SAVE project was finished. The underlying assumption here is that the extent to which the goals of SAVE were met are reflected in the impact on decision makers. Decision makers are furthermore grouped by administrative sector and theme.

2.3 Collecting information: top down and bottom up

In order to collect the relevant information from the target groups a top down and a bottom up approach were combined. The **bottom up** analysis started with a selection of specific SAVE projects (40). Persons involved in SAVE projects were approached, including:

1. The **contractors** of SAVE projects;
2. The **relevant decision makers** connected to the SAVE projects.

This part of the evaluation has been aimed at identifying the dissemination and impact of project results by using the project environment as a starting point. The objective has been to develop an view on impacts of projects after dissemination.

In order to achieve this objective and have a complete view all relevant issues a questionnaire was distributed to some 100 contractors covering almost one half of the total population of SAVE projects. Subsequently, an in-depth analysis of 40 SAVE projects has been carried out (see further par 3.5).

Through the **top-down approach** persons were contacted that work in the field of energy efficiency and are in the position to prepare and make decision that finally lead to energy-efficiency, both in the public and private sector. These people were 'randomly' selected, without knowing whether or not they have a specific relation with or knowledge of the SAVE Programme. The following channels have been used to identify the total population of non-project-related decision makers:

1. Decision makers within **Energy Agencies** throughout Europe;
2. **Committee members** of the SAVE Programme;
3. **Other decision makers** at national governmental level and international branch-organisations that are involved in the process of making decisions on energy efficiency.

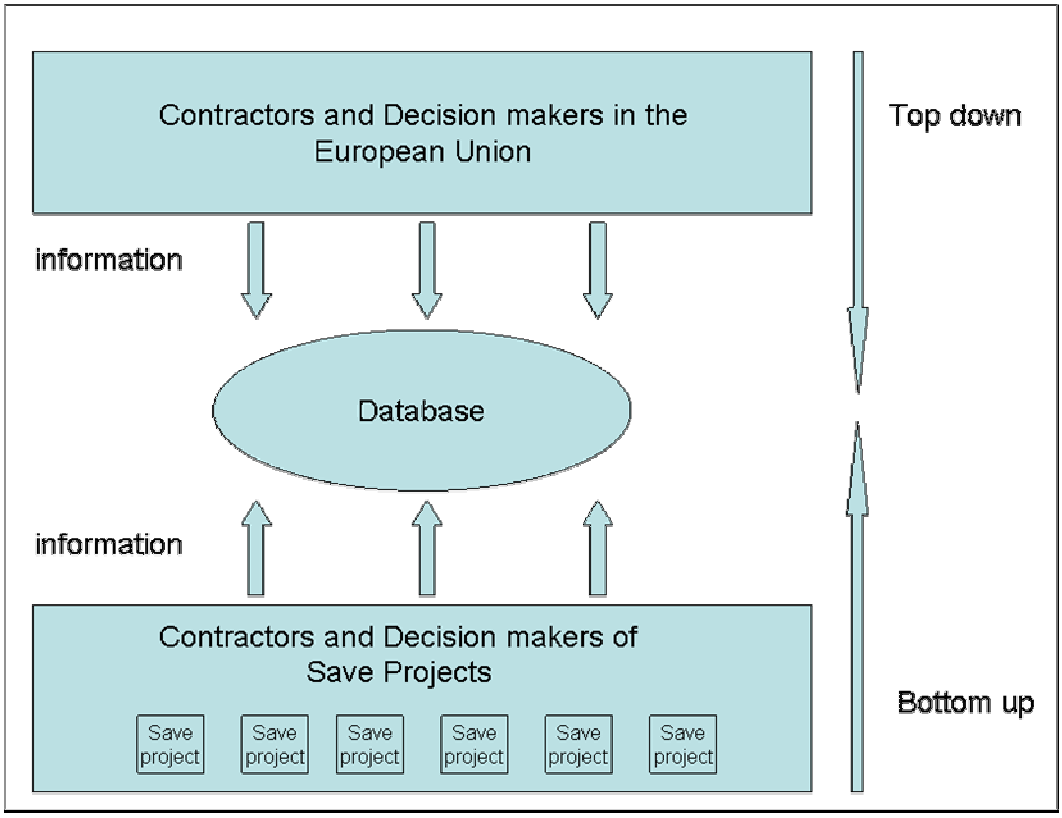
The top-down approach consisted of a questionnaire to decision makers and in-depth interviews with decision makers. Whereas the questionnaire explores the wide range of different types of impacts on decision makers of SAVE projects and their importance, the interviews have resulted in an in-depth insight into patterns of dissemination, key factors of dissemination, success stories, recommendations, etc. The in-depth analysis focused on the relevant decisions the organizations or persons have made, on the influence the SAVE project had in making these decisions and on the key factors that promote or hinder the impact of the specific project (from a decision makers point of view).

Approaching the target groups

The **contractors** of the SAVE projects are of course known, but have been difficult to trace due to job movement and organisational changes. Contact information on some 100 contractors was collected and approached first by telephone and then by E-mail. A response of 47% was realised. This is sufficient for a solid analysis of the *direct impacts*.

The **decision makers** were not known beforehand. Several routes have been followed to identify this group. The evaluation identified approximately 500 persons as EU-stakeholders making or preparing decision regarding energy-efficiency. Inherent to the approach (see top-down) is the fact that the total population of decision makers is by definition not known. As a result, an indication of the representativeness of this sample is not possible. The assumption is that these results are to be considered as a minimum estimation. The picture shows how the top down and bottom up approach were combined.

Figure 2: the top down and bottom up approach



Assessing the impact of SAVE

An important part of the evaluation is the assessment of the impacts on decision makers. To do so, use has been made of the following *impact profiles*:

- **Fundamental**: if the SAVE project was a boundary condition for the decision to be made, then it is assumed that the impact is 'fundamental';
- **Important**: results of the project were one of many significant factors in a decision being made. If the decision maker took notice of the SAVE project's result, plus other factors (such as policy, finance or law) in taking their decision, it is assumed the impact is 'important';
- **Marginal**: the decision would have probably been made even without this project. At best, the decision was marginally influenced by the SAVE project.

2.4 Instruments of the evaluation

In order to gather necessary research data, several instruments were used.

1) Desk research:
   In order to complete the desk research all available reports of SAVE projects completed over the period 98-2001 were collected; in total 210 reports were gathered. Through the European Commission and through Web research other relevant documents were collected. All research material was characterised and catalogued;

2) Questionnaire for contractors of all relevant SAVE projects;

3) Questionnaire for decision makers:
   The questionnaires for contractors and for decision makers were to collect research data in order to perform a quantitative analysis. Most preparatory work consisted of defining the target groups of decision makers who could potentially be aware of the SAVE Programme. Five strategies were used to get in contact with and define decision makers:

   - Interviewing people who are involved in the decision making process at events such as a conference in January in Berlin (European Conference on Renewables);
   - Contacting nearly all the energy agencies throughout Europe to provide persons or organisations that are involved in the decision making process;
   - Selecting SAVE projects and approaching the contractors of these projects. This provided a general idea as to who is the targeted group for dissemination *within* the projects (direct impact) and who are relevant decision makers;
   - Approaching national and international branch-organisations;
   - Approaching committee members.

4) In depth analysis /interviews with contractors and with decision makers:
   For the in-depth study of contractors and decision makers 40 projects were selected[2]. This provided explanations and background information to the role of SAVE in preparing policy.

The tables below present information on the respondents of the evaluation.

[2] The selection has the same composition as the total population of reports for the variables "type of action" and sectors. To a lesser extent also the country were the project took place was taken into account for this selection.

Table 1 presents the amount of questionnaires and interviews realised for each instrument.

Table 1: response per evaluation instrument

Instrument of evaluation	**Number of Respondents**
Questionnaire Contractors	44 44% response
Questionnaire Decision Makers	66 43 % response
In depth analysis contractors and decision makers: telephone interviews	66
In Depth Analysis contractors and decision makers: face to face interviews	130
Total	**306**

Table 2 gives an overview of which issues were addressed by which instruments. It shows that in general several instruments were used per issue.

Table 2: issues addressed by instrument

Means	Desk research	Questionnaire all SAVE projects	In depth study of 40 SAVE projects	Questionnaire	In depth analysis
Target	All	Contractors	Contractors	Decisionmakers	Decisionmakers
Project results	X		X		
Post project events	X	X	X		
Influence decision makers	X		X	X	X
Key factors	X	X	X	X	X
Examples	X	X	X	X	X
Recommendations	X	X	X	X	X

Table 3 presents the numbers and categories of organisations interviewed.

Table 3: numbers and categories of organisations interviewed

Type		**Number of Respondents**
Contractors		86
Decision makers	EU government	5
	National government	56
	Regional government	20
	Local government	71
	Individual private organisations	41
	Intermediate private organisations	27
	Total	220
Total number of respondents		306

Table 4 presents the number of respondents per country.

Table 4: number of respondents per country

Countries	Number of respondents
Austria	12
Belgium	13
Bulgaria	4
Czech Republic	1
Denmark	13
Estonia	1
Finland	12
France	12
Germany	66
Greece	24
Hungary	2
Iceland	1
Ireland	10
Italy	13
Luxembourg	1
Norway	8
Poland	4
Portugal	16
Romania	1
Slovak Republic	1
Slovenia	1
Spain	11
Sweden	5
Switzerland	3
The Netherlands	31
United Kingdom	40
Total	**306**

3 The SAVE Programme

3.1 Overall conclusions

Over 400 projects were financed under the SAVE Programme and some 227 projects were financed under the SAVE II Programme. For a EU-wide Programme with this many projects, ambition in different sectors and a widespread variety of projects the resources in terms of manpower and budget can be considered as relatively limited.

The SAVE projects should be better linked to the actual need of policy making. The main objectives in the energy field should be derived from the priorities of the European Commission. Those objectives should set the frame for SAVE projects that should be tailored to give the right answers

Looking at the type of projects one can conclude that studies are an important element of the Programme (half of the projects). Other types of projects are ICT projects, educational projects and communicational projects.

The Programme stimulates measures on energy efficiency in all sectors. Buildings, industry and to a lesser extent transport are relatively well represented, while projects targeted to households have been underrepresented.

The geographical distribution of the contractors is well balanced, as far as the country of origin concerns. Projects are however relatively biased towards the national background of the coordinator;

Decision makers stated that a real European dimension is sometimes lacking. A second drawback that diminishes the added value of SAVE projects to end users is a lack of integration of different parts of the projects into one coherent product.

3.2 Introduction

This chapter describes the SAVE Programme and gives an overview on the means, the type projects carried out and sectoral and geographical orientation of it's projects. It functions as a set up and reference for the reader before going in-depth into the effects of the Programme and its projects.

The evaluation of the SAVE Programme was based on projects that took place between 1996 and 2000. The reason for this is that these are the projects that are finished now and only finished projects can be integrally evaluated on all aspects. This time frame covers the five-year Programme that was approved in 1996 [Council Decision 96/737/EC of 16 December 1996], up to the end of 2000.

The first SAVE Programme was adopted by the Council in October 1991 and lasted until 1995. Its successor Programme SAVE II was adopted by the Council in December 1996 (96/737/EC) for a period of five years (1996-2000)[3].

3.3 Overview of SAVE Programme

The SAVE Programme is designed to encourage and improve energy efficiency in all sectors. The SAVE Programme is particularly focused on helping to create and extend capacity building for energy efficiency and improving policy analysis. In the textbox below the means and instruments of the SAVE Programme are outlined.

The overall **objectives** of the SAVE Programme are:

- To stimulate energy efficiency measures in all sectors;
- To encourage investments in energy conservation by public and private consumers and by industry;
- To create framework conditions for improving the energy intensity of end-use consumption.

The SAVE II Programme was adopted by the Council with a budget of 45 million for a 5 year-period. It was aimed at improving the energy intensity of final consumption by a further percentage point per annum over and above what would have otherwise been achieved. The scope of the SAVE Programme has been enlarged by the addition of the local and regional energy management agencies.

As stated in the 1997 annual report to Council and the European Parliament, SAVE II reinforces a number of actions started under the original SAVE Programme:

- Labelling and standardisation in the area of energy-using equipment and appliances;
- Pilot actions;
- Dissemination of information.

[3] In February 2000 (647/2000/EC) SAVE was integrated into the Energy Framework Programme. Sequencing the Energy Framework Programme, which finished in December 2002, the Commission has initiated *Intelligent Energy for Europe* (IEE), running from 2003 to 2006. The objectives of the IEE Programme are to implement the strategies outlined in the Green Paper. This evaluation concentrates on SAVE II with the period 1996-2000.

However, SAVE II goes beyond the scope of the original SAVE by:

- Monitoring energy efficiency progress at the national and European Union-wide levels;
- Specific actions in favour of greater cohesion between Member States in the field of the establishment of policies aimed at efficient energy management;
- Specific action aimed at improving energy management at regional and urban levels;
- Actions aimed at establishing energy efficiency; and
- Opening the Programme to the participation of associated Central and Eastern European countries as well as to Cyprus.

Means of SAVE

To achieve these aims, SAVE supports the following **schemes** and **measures**:

- Studies and measures designed to implement and supplement Community schemes such as voluntary agreements, mandates accorded to standardization bodies, co-operative procurement, legislation aimed at improving energy efficiency and studies intended to establish energy efficiency as a criterion within Community Programmes;
- Targeted sectoral pilot projects aimed at speeding up investment in energy efficiency and/or improving energy use patterns. These are carried out by public and private firms or organisations, by existing Community-wide networks and by temporary Community-wide groupings of organisation;
- Measures for fostering exchange of experience aimed at improving co-ordination between international, Community, national, regional and local activities;
- Monitoring of improvements in energy efficiency within the Community and in each Member State; on-going evaluation and monitoring of the schemes and measures carried out under the Programme;
- Specific measures to improve energy management at urban and regional levels with a view to achieving greater cohesion between Member States and regions in the field of energy efficiency.

Respondents in the field of energy efficiency have frequently indicated that SAVE projects should be better linked to the actual need of policy making. The main objectives in the energy field should be derived from the priorities of the European Commission. Those objectives should set the frame for SAVE projects that should be tailored to give the right answers.

3.4 Key figures of SAVE

In this paragraph an overview is presented of some key data of the SAVE Programme as far as project between 1996 and 2000 are concerned. In 1996-2000 227 projects were financed through SAVE. These projects have been carried out by international consortia co-ordinated by the contractor (team leader).

Sectoral orientation[4]

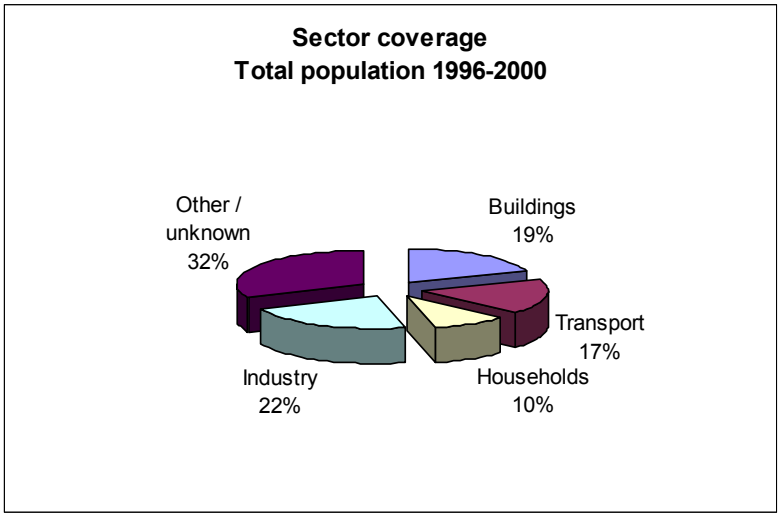
The SAVE Programme II has covered the following sectors:

- **Buildings:** rational use of energy in buildings is a crucial sector for the SAVE Programme because it accounts for 40% of EU energy demand;
- **Transport**: transport is a priority area for energy efficiency since it accounts for 30% of total energy consumption. Furthermore, carbon dioxide emissions from transport are expected to increase compared to the 1990 level by 39% by 2010;
- **Households**; households are an important target as the end-consumers who have a crucial role to play in promoting and adopting energy-saving behavior. The dissemination of information is therefore a priority. SAVE stimulates the dissemination of results and good practice from successful projects, pilot actions and studies in co-operation with the Member States;
- **Industry:** industry is an important end-user of energy and at the other hand indispensable when it comes down to making consumer appliances more efficient. Labeling and energy-efficiency targets as part of negotiated agreements are important instruments to improve the performance. The combined heat and power (CHP) sector is included in this sector;
- **Other:** this is the rest category containing projects with a broad audience, Energy agencies related projects, and projects are difficult to classify in this typology.

In the figure below an overview of the sector coverage of SAVE projects is presented. Buildings, transport and industry are relatively well represented, while projects targeted to the group of households have been underrepresented.

[4] A sector is not defined as a type of business, but as a theme. Defining it as a type of business would imply that only private organisations could be involved. In practice both public and private parties are involved for the different themes such as buildings and transport.

Figure 3: sector coverage (Results based on all SAVE projects)



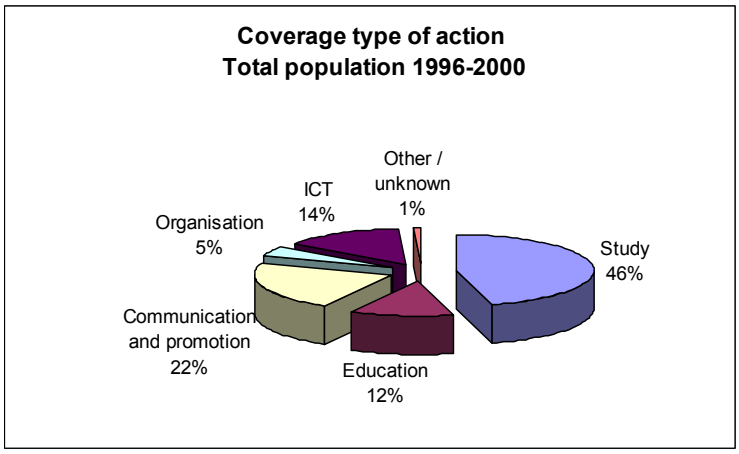
Type of action

The same analysis has been made with respect to the type of action covered in the 227 projects. The projects have been classified according to[5]:

- **Study:** methodology, feasibility, effect, evaluation;
- **Education:** training, courses;
- **Communication and promotion:** conference, workshop, marketing and brochures;
- **Organisation:** development, institutional building;
- **ICT:** website and software.

[5] A project can be classified into different groups.

Figure 4: coverage by type of action (Results based on all SAVE projects)



Main conclusion here is that almost half of the projects can be characterised as *study-based*. Almost a quarter of the projects have an explicit *communication and promotion* character. 14 % of the projects have been explicitly aimed at developing new information media, like websites and cd-roms, in order to encourage energy-efficiency. Projects oriented towards capacity or institutional building form a minority.

Geographical orientation

Below is a table where the geographical distribution of the contractor is presented. It can be concluded that the allocation of pilot projects per Member State seems to be reasonably well balanced considering the potential of the different countries.

Table 5: geographical distribution of contractors (Results based on all SAVE projects)

Countries contractors	% of total
United Kingdom	11%
Denmark	6%
Italy	8%
Austria	6%
The Netherlands	6%
Portugal	6%
Finland	4%
Ireland	3%
Greece	9%
Germany	7%
Sweden	3%
France	14%
Norway	3%
Spain	8%
Luxembourg	0%
Belgium	4%
Total	**100%**

Source: database SAVE (Atos, CE, IEEP)

The SAVE II Programme requires the participation of organisations from a minimum of two Member States for each pilot project, although the involvement of organisations from more than two Member States is favoured. Participants can be state bodies, institutes, federations, regional and local authorities, utilities, private companies (including consulting companies), and universities.

3.5 Organisation

A review was made of issues concerning the organization and management of the SAVE Programme:

- The role of the SAVE Committee;
- Organization aspects of Programme management.

The role of the CM

The Committee is an advisory body made up of representatives of the Member States. The Committee gives feedback and advice to the Commission in the overall administration and feedback of the programme. Projects that are elected for funding are the result of the work of the expert panel. The Committee can reject the overall results of a call, but has limited influence in adding or taking out single projects.

Organizational aspects

Until 1997 the SAVE-Programme had been a relatively close circuit between independent research institutes and certain divisions of the Commission. Research professors were the main persons responsible for evaluating the SAVE project proposals. The Commission was aware of this fact and changed the structure in 1997, when officials of DG TREN and Programme managers were represented in the selection committee. Later changes resulted in a Programme management separated from the policy making unit of DG TREN.

Respondents indicate that DG TREN could and should play a "spider in the web" role but has problems in doing so. One of the main reasons for this is that for a EU-wide Programme like SAVE the resources in terms of manpower and budget can be considered relatively limited. Important facilities such as information management systems to facilitate access to all project results for stakeholders are lacking;

Several respondents indicated that the evaluation process itself is not well planned. Especially considering that evaluation of the old Programme began after the new Programme was already installed.

The co-ordination between policy makers and the research agenda is in general loose. Some DG TREN officials signalled a lack of co-ordination and interaction between the Programme staff and the policy making officials within DG TREN. This included a difficulty of finding relevant reports of SAVE projects. This means that the potential of successful follow-up and application within the EC itself is not fully utilized. Below an illustration is given of the lack of interaction between policy making and results of SAVE projects. A civil servant was responsible for preparing a new directive where energy-efficiency was an important issue. A rough estimate showed that 25 SAVE projects could be of importance to this dossier. In the transfer only 3 projects were specifically mentioned. Apparently, there is not an effective instrument for internal (within the Commission, on intranet) and external dissemination. It struck the civil servant that there is a lack of interaction between civil servants of DG TREN and the programme management of SAVE. As a consequence there is not always a relation of SAVE projects with the (preparation of) EU or national policy. Although policy makers of DG TREN are officially being involved in the assessment of the SAVE proposals, it is questionable whether it is always the right person in practice. Because of the lack of interaction between the Programme staff and the policy making officials, policy makers lack relevant information, despite the fact that the information is available. Another civil servant concerned with energy efficiency at a national ministry found it interesting that despite of his job, they hadn't seen any information about SAVE for 3-4 years. Not even a reminder that SAVE is still existing!

Energy agencies

This evaluation did not include an evaluation of the SAVE and Energy agencies. However it is important to state that the energy agencies have fulfilled an important role by opening their networks to the consortium. The Energy Agencies throughout Europe made it possible for the consortium to reach a large number of people involved in the decision making process on energy efficiency.

4 Dissemination

4.1 Overall conclusions

Dissemination of the results of SAVE projects is common practise and contractors consider it as an integral part of the project. Current dissemination manners can be characterised as supply driven as it is the supplier trying to get the information to the people involved in the decision making process;

A broad range of instruments can be defined in terms of dissemination. In most cases multiple instruments are used. The most common is a presentation. Independent of the type of action contractors tend to use what may be considered the more simple methods of dissemination, namely presentation, internet and some form of mailing. They choose methods which do not require a lot of effort in analysing the target group for the most appropriate dissemination route – in effect a 'least-cost, least effort' approach;

In most cases dissemination was carried out by organisations that were in some way involved in the project. Either in their role as team member of the project, a member of a steering group, a co financer of the project et cetera;

Public parties are the main target group for dissemination. To a significantly lesser extent private parties are targeted. Considering the potential energy efficiency savings in the private sector it is disturbing to realise that they feel unreached and for them that the Save Programme is 'far away'. Project results are disseminated mainly to intermediate organisations and not directly to end users. It must be kept in mind that SAVE is not directly targeted to end users but to market actors who can influence the behaviour of end users.

A supply driven manner of dissemination is common practise and an integral part of projects with multiple instruments used. To further optimize this manner of dissemination:

- A more profound approach of defining target groups is required;
- The use of dissemination methods that are more specifically focussed on these target groups, to effect less volume, though better hit rate;
- Some crucial aspects of a dissemination strategy such as the quality of the work, the involvement of target groups, dissemination through the right organisations, right timing and sufficient budgeting should be better considered and integrated.

Due to a low accessibility of information on SAVE projects a huge potential for the dissemination and impact of the SAVE Programme is lost. A more demand driven mechanism for the dissemination of results of SAVE projects is required. Creating a more demand driven mechanism for dissemination of results of the SAVE Programme will benefit the SAVE Programme more then further optimising the current more supply driven way of disseminating information.

4.2 Introduction

A major point of interest regarding the SAVE Programme is the dissemination of project results. The European Commission knows about the projects and its content. All the some 400 SAVE projects resulted in a final report being provided to the European Commission. The European Commission approved these reports and filed them. However the European Commission does not have a clear picture of what happened after the project were finished, nor too whom results were disseminated either during the course of the project nor after it completed.

It is necessary then to examine project's results dissemination processes. What happened to the results, did they end up in a draw or were they actively disseminated and what difference did they make? In this chapter the dissemination of the SAVE projects is studied and several key questions are assessed:

- How often does dissemination take place (Paragraph 5.4)?
- By which means does dissemination take place (Paragraph 5.5)?
- By whom were results disseminated (Paragraph 5.6)?
- To whom were results disseminated (Paragraph 5.7)?
- What are key factors for successful dissemination (Paragraph 5.9)?
- How accessible is SAVE Programme related information (paragraph 5.10)?

Additionally a review of the relationship between sector, type of action and dissemination groups who received the results, was done. This is provided in Paragraph 5.8.

4.3 Definition of dissemination

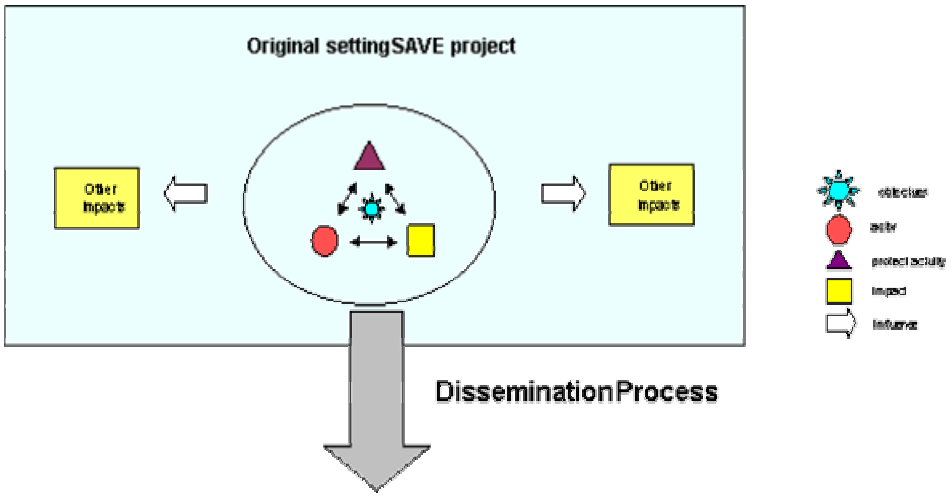
To understand the results a definition of dissemination is required.

The definition of dissemination is: the spreading of project results outside the organisations that were involved in the project.

The consortium has also analysed internal dissemination which was defined as the spreading of project results *within* the organisations that were involved in the project.

Figure 5 is a graphic representation of the definition.

Figure 5: definition of dissemination



4.4 How often does dissemination take place

Dissemination is common practise

In most of the projects dissemination takes place. Detailed examination of a selection of the SAVE projects showed that indeed no dissemination is an exception and that this is valid for a little over 10% of the projects. Projects that lack dissemination tend to be the older projects when dissemination was not an integral part of projects yet.

Interviews with contractors showed that project results were usually also disseminated within the organisation (internal dissemination). Internal dissemination, dissemination of project results within an organisation, was in most cases communicated in an organised manner, typically at meetings, by presentations, or by circulation of written material. The manner differed from project to project as expected when projects range from an independent three person project to a large project team part of a big institution. However the degree of internal dissemination does not always stand the test of time. Tracking down both people and information of projects older than three or four years is difficult. Organisational changes such as labour mobility, reorganisations, mergers, et cetera, appeared to seriously limit the availability of a project‘s results.

Contractors frequently consider or plan dissemination as the closing phase of a contract. Consequently budget and time were at times lacking by the time dissemination should start which can have consequences for the quality of dissemination. This is especially the case for older projects.

Whilst dissemination occurred for 90% of projects, it is not an indicator of effectiveness of getting the message and/or results of projects to stated target groups or interested parties in general. This is a combination of to whom it was disseminated and naturally *how* it was disseminated. These topics are discussed in the following sections.

4.5 By which means does dissemination take place

Presentations favoured often combined with other instruments

A broad range of instruments can be found when considering dissemination. The various instruments were clustered into categories. Dissemination instruments often reflect the nature of the results of the projects, which can range from a conference to a leaflet.

Table 6: instruments of dissemination (Results based on 40 projects)

Dissemination instrument	Description	% of total dissemination
Bulk mailings	large mailings (post or E-mail) of project results, such as report, methodology, guidebook, brochure, leaflets, CD-ROM, info-packs, newsletters, to general not specifically targeted addresses	9
Specific mailing	smaller mailings of project results (as for bulk mailings)to specifically targeted addresses	19
Handouts	handing out of project results at events such as conferences and workshops	2
Web site	all project results that were passively and actively presented through a web site	15
Presentations	presentation of project results at events. A differentiate was made between conferences (large scale, limited interaction, passive attendee), workshops (small scale, extended interaction, active attendee) and seminars (small scale, extended interaction, passive attendee)	36
Media	all project results that were communicated through the various media such as magazines, newspapers and television.	9
None	No dissemination	10

The most common used dissemination instrument is some form of a presentation. Some 36% of all the dissemination instruments used are presentations. Within the cluster of presentations there is a balanced division between conferences, workshops and seminars. Presentations through courses are less common.

Mailing account for 28% of all the dissemination instruments used. Specific mailing, especially of reports are more common than bulk mailing. Perhaps surprisingly, only 15 % of all dissemination methods used internet.

This may in part be due to the rapid and recent growth of internet that wasn't available for earlier projects. The possibilities of hand outs and media were also not fully explored as they scored low.

Respondents receiving information were also asked to answer the question how they received information. From the receivers perspective a similar picture evolves. It is interesting to note that the receivers of information mention the fact that they participated in the project team as the most influential manner of receiving information. The usage of WEB sites and own personal networks scored relatively high if compared to the project based results.

The maximum number of different dissemination methods used was four. The minimum was none. The table below shows the number dissemination methods versus the number of projects:

Table 7: usage of dissemination instruments (Results based on 40 projects)

Number of dissemination instruments	**0**	**1**	**2**	**3**	**4**
Relative usage of dissemination instruments in %	20	23	27	23	7

The results of the table show that there is little variability between no instrument used and three instruments being used per project. It must be kept in mind however that projects which did not disseminate their results tend to be earlier projects when dissemination was not an integral part of the project structure. It can be expected that if only SAVE II projects were investigated that the number with no dissemination would be percentage wise much smaller.

Looking into the selected projects shows that a combination of dissemination instruments is common practice. Over half the projects were disseminated using more than a single dissemination instrument (57%). In 27% of the projects 2 different instruments were used. Whilst a single instrument was used in 23 % of cases. Three instruments were also used in 23 % of projects.

Multiple dissemination instruments common practice:

Labelling and impacts on fuel efficiency & CO2 reduction

The project Labelling and impacts on fuel efficiency & CO2 reduction is a good illustration of the common practice of using a combination of dissemination instruments. Dissemination under the auspices of this project included specific identification of the intended target groups and the numerous dissemination instruments in order to reach them.
In addition to target groups in the public sector, like ministries, this project had large target groups in the private sector: the car industry, umbrella organisations in the car industry and consumers. As the identity of (potential) consumers of cars was not known at the time of dissemination, this group is an example of the miscellaneous target group.

The following dissemination instruments were used: specific mailing, presentation and media. Furthermore, it is not clear whether all target groups in the private sector, especially consumers, have been reached.

4.6 By whom were results disseminated

Planned dissemination through project related parties

Dissemination of information is a step by step process. It may be one step i.e. if a contractor sends a report to municipality. But it can also take more steps. A contractor may disseminate the information to a branch-organisation who disseminates the information to its members who may pass it on to or even implement it for their end-users.

When considering by whom were results disseminated it must be kept in mind that dissemination is a step by step process. Obviously planned dissemination under the auspices of a project starts with the Contractor. This may involve a single step, such as sending a report to a municipality (the final report being sent to the Commission is not counted as a dissemination step). It may also involve sending a report to an industry branch organisation. Subsequently this branch organisation may send the report on to their members which may number anything from tens to thousands.

Close examination of the selected projects showed that in most cases successful dissemination was carried out by organisations that were in some way involved in the project. Either in their role as by being part of the project team, a member of a steering group, a co-financer of the project, et cetera. It appears that some sort of involvement and/or interest at the actual development of the project guarantees the cooperation of the organisation involved and enhancement of dissemination possibilities.

Dissemination that is unplanned would refer to a project results that are picked up by parties unrelated to the project team who then spread the results through their own contacts and networks. This form of dissemination does not form part of this evaluation and as such remains unquantified. As such their role and the degree of effectiveness in disseminating information concerning a SAVE project remains largely unknown. At national level some ministries attempt to play a intermediate role in disseminating information. However this is relatively ad hoc and based on the interests of the ministry and the people in the ministry, which limits its effectiveness. Respondents also indicated that a responsibility lies with Commission who should send abstracts to possible intermediate parties (ministries, branch organisations, large organisations, research organisations, etc) and increase the accessibility of SAVE results. Further assessment on this issue is made in paragraph 5.10.

A boundary condition of SAVE projects is the cooperation with other countries. The idea behind this is that what is invented in one country could be disseminated to other countries who could then" copy" it and learn from it. A large dissemination potential seemed created with this obligation.

In practice however it was found that contractors in only 25% of the cases mentioned other countries as targeted for their projects. From many respondents it seems that the majority of the SAVE projects seem to value the national aspect of the projects highly. Table 8 shows how many times a country other than the country of origin was targeted by a SAVE Project, which is named geographical orientation of the projects[6].

Table 8:geographical orientation of projects (Results based on questionnaire contractors)

Countries of SAVE Projects	Number	Percentage
All member states/all Europe:	11	25%
New member states	2	5%
Austria	7	16%
Belgium	8	18%
Cyprus		0%
Czech Republic	1	2%
Denmark	6	14%
Estonia		0%
Finland	5	11%
France	11	25%
Germany	12	27%
Greece	9	20%
Hungary		0%
Iceland		0%
Ireland	4	9%
Italy	12	27%
Latvia		0%
Lithuania		0%
Luxembourg	1	2%
Malta		0%
Netherlands	11	25%
Norway	3	7%
Poland		0%
Portugal	3	7%
Slovak Republic		0%
Slovenia	1	2%
Spain	6	14%
Sweden	6	14%
United Kingdom	10	23%
NA/unknown/other	3	7%

[6] The geographical orientation is somewhat different from the regional coverage in 3.4. Main difference is that the orientation is defined as the countries targeted, whilst the 'coverage' keeps track of the 'nation of origin' of the contractor. From the evaluation it appears that both overlap to a very large extent. For example a Spanish SAVE projects is not only coloured in from a national perspective also the target group is often located in Spain.

Countries as Germany, France, UK Italy, the Netherlands are equally or even more often targeted than the EU as a whole. An important conclusion to be drawn from the table is that SAVE projects are relatively often carried out in national setting and targeted to national players. Also from the in-depth analysis of decision makers stems that SAVE projects often lack a real European dimension and are too often coloured-in through the glasses of the project leader of an occasional country.

Boilsim – well thought out dissemination

The results of the three BOILSIM projects were disseminated in many ways to relevant organizations and individuals. Dissemination took a variety of forms including a cd-rom, discussion and presentations at labnet meetings with representatives of all laboratories. Also, after finishing the projects a workshop with the EC, sector specifics and the laboratories was held. In this workshop the main issues of boiler directive were discussed.

An improved and simpler tool for measuring annual boiler efficiency provides a sound basis for actual introduction of a labelling scheme in Europe. This has probably been the most important input to the discussion now taking place on adoption of both the boiler directive and the implementation of the EPB-directive (Energy Performance of Buildings). Results from the SAVE projects have also been used in the formulation of guidelines and manuals for installers in Denmark, as an element in the implementation of the EPB directive in Denmark.

Although not explicitly targeted in the project, introducing a national labelling scheme for boilers in Denmark is an important side effect. Once proven to work, such a scheme will definitely contribute to a possible EU implementation of a labelling scheme

4.7 To whom were results disseminated

Public organisations the principal dissemination target

A broad range of possible target groups can be found when dissemination is studied[7]. The various target groups were clustered into categories.

Table 9: categories of target groups (Results based on 40 projects)

Target group	Public/ private	Description (if required)	How often reached	How often reached %
Households	Private	Specific sector & often end users of energy	2	24
Industry		Group of companies within one or more sectors	5	
Branch organisation		Organisation representing the interests of companies of a specific sector	5	
Individual company		A specific organisation	1	
Local government	Public	Cities, towns & localised surrounding regions	4	36
Regional government		Provinces, a group of cities & local regions	0	
National government		Ministries, government departments, actions covering/affecting all regions & local governments	5	
Governmental organisation		Housing companies, hospitals	3	
European Commission			4	
European Union		Member states	2	
Education facility		Schools, universities	2	
Research organisations	Pu & Pr	Consultants, energy agencies	5	9
Miscellaneous	Pu & Pr	Organisations whose identity is not known at the time of dissemination. Such as visitors of conferences and WEB sites	17	31

[7] It is important to know which groups information was actually disseminated to. In general the consortium found that contractors find it hard to provide this information. They usually do not have a solid documentation of the targeted organisations and their representatives.

Public parties[8] are the main groups to which project results were dissemination too representing 36% of recipients. Especially local and national governments are a prime target group. A large group for dissemination of information are what was defined as miscellaneous. This means that a large part of dissemination (31%) focuses on target groups whose identity are not or only partly known. For example, dissemination of information to visitors at a conference allows to some extent for identification as each conference attracts a specific audience. However an exact picture of the attendees is not often known. Visitors of web sites are even less known. Only with complex techniques can a profile of expected visitors be made.

To a lesser extent private parties are targeted for dissemination of project results. Some 24% of the target groups are private parties. Within this group project results are disseminated mainly to intermediate organisations and not directly to end users[9]. Both households (end users) and individual companies rarely received results of projects. As no examples of dissemination to NGOs and CBO[10]s were found it is concluded that they were not part of any dissemination procedure.

It is interesting to note that there is a difference between the stated target groups in a project and the groups that the information was actually disseminated to. In some 30% of the projects not all of the stated target groups were actually reached. On the other hand however in some 25% of projects more organisations were reached than originally planned for.

In practice the dissemination group should be a clear path to the target group, if they are not one and the same. Careful consideration of who and which organisation would be best to receive information from their ability to forward it on to a project's target group would be best as an integral part of project design and development. This would enhance effective dissemination of results.

4.8 Analysis of sector, the type of action, and dissemination methods

Though actions tailored to sector, dissemination method reflects low priority for contractors

In reviewing the 40 projects which were a representative sample of the 200 projects, an analysis was made for the relationship between a project's sector, the type of action and its dissemination target. This was done to see if there were a preference for a type of action targeting a certain group that had more merit for a particular sector than for other sectors.

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8 Public parties is a collective term for: local governments, regional governments, national governments, the European Commission, European Union Member States, and educational facilities.

9 This is not surprising as the SAVE Programme does not target end users but intermediate organisations who can pass information on to end users.

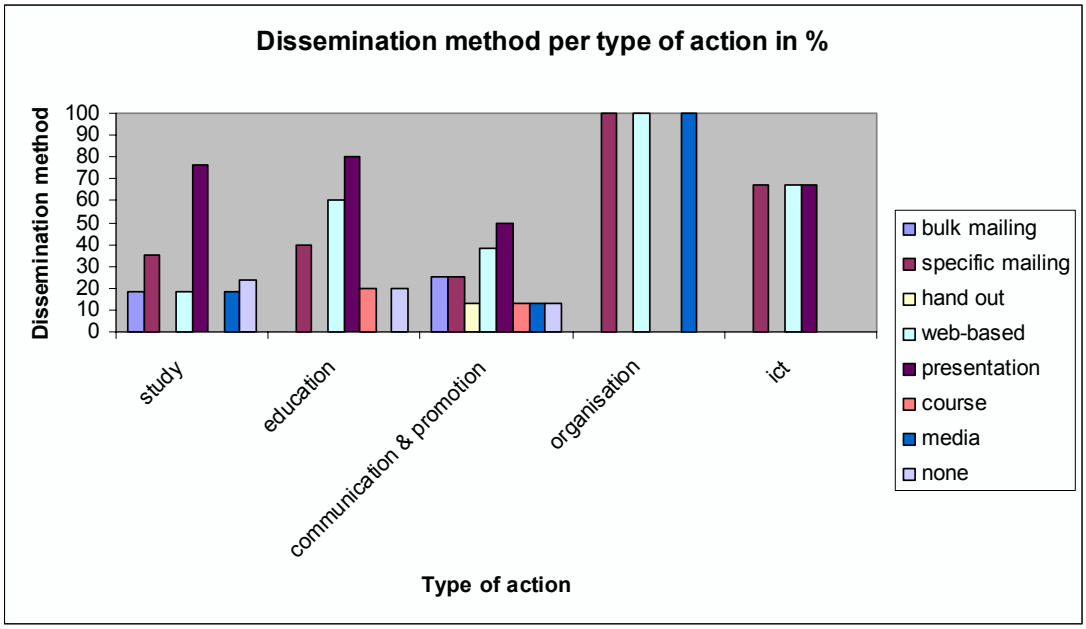
10 Non Governmental Organisations & Community Based Organisations.

4.8.1 Relationship between type of action and the dissemination method

The overall conclusion appears to be that independent of the type action contractors have utilised what may be considered to the simplest methods of dissemination, namely presentation, internet and some form of mailing. What this may mean is that Contractors have chosen methods which do not require a lot of effort in analysing the target group for the most appropriate dissemination route, and yet still be able to claim to have fulfilled the 'dissemination' component of the SAVE Programme, as illustrated in the graph below.

The graph shows what dissemination methods were used per type of action. If each project regarding a certain type of action used always used a certain dissemination method, this method would return a 100% value. Conversely if many different dissemination methods were used, and no particular method dominated then one could expect a broad spread of instruments but with relatively low percentage values.

Figure 6: dissemination method per type of action (Results based on 40 projects)



Studies overwhelmingly preferred a presentation (76%) as a dissemination method, followed by specific mailing (35%). In 24% of studied projects no dissemination was carried out meaning the results of the project must have remained on the shelves of the Contractors' offices. Other dissemination methods such as bulk mailing, internet, and media were used only in 18% of projects.

Presentations and specific mailings can be considered the basic dissemination method of studies: to inform an audience of the results of a study at a conference or workshop; and mailing the results to a chosen list of possibly interested parties.

However, severely underutilised are placing the results on various relevant and accessible internet sites, as well as media channels. Media represents a good method to reach a broad audience however it is very much based on the specific issue researched and thus whether media would pick it up.

Whilst educational actions also preferred presentation as the main method of dissemination (80%) web-based dissemination came second (60%) followed by specific mailing (40%). The high internet score of educational actions appears to be based on the material being freely available as a download. This manner of information availability greatly enhances accessibility by potential users (so long as they know the material is available and on which web sites), and should be a default requirement for all actions where relevant.

Communication and promotion however had a good spread over the different types of dissemination, though with presentation again being most preferred (50%). Web-based dissemination came second at 35% and both bulk and specific mailing were 25%. The other dissemination methods all recorded some 13%. These results make sense considering by definition communication and promotion actions are more likely to utilise a divergent number of dissemination methods, including that presentations would be the most favoured.

The low total values, for example only 50% of communication and promotion actions actually used presentations, can be attributed to the many different possibilities of dissemination available under the auspices of communication and promotion.

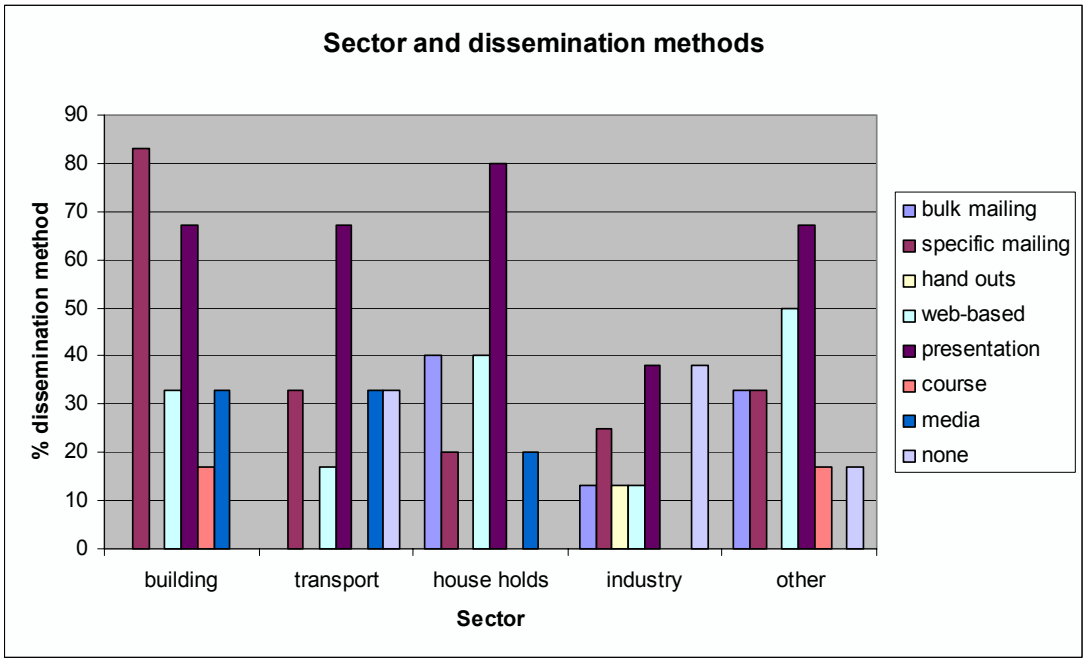
Organisations set up under SAVE, however, all used three types of dissemination actions: specific mailing, web-based actions, and media. Considering what an organisation is, these dissemination methods seem appropriate: specific mailing to parties who could possibly have an interest or use for such an organisation; web-based information such as home page is almost an obligation in today's internet connected society; and use of the media to promote the (new) organisation.

Information communications technology also favoured only three dissemination types: specific mailings, web-based methods, and presentations. Web-based dissemination seems obvious for a ICT project, though specific software tools do not necessarily suggest that the internet must be used to disseminate it. But a company developing software could be expected to use the internet as a promotional activity. Presentations would also be an appropriate method to tell an audience of possibly interested parties at a conference, and thus a specific group of people, of an ICT-based project result.

4.8.2 Relationship between project sector and the dissemination method

The graph below shows the relationship between sector and the most preferred dissemination method. Clearly all sectors had a strong preference for the use of some form of a presentation. The exception is the building sector which used specific mailings in 83% of all projects followed by presentations in 67% of all projects.

Figure 7: sectors and dissemination methods (Results based on 40 projects)



Projects in the household sector overwhelming preferred presentations (80% of all projects) with both bulk mailing and internet coming in a long second at 40%.

Considering the dominant dissemination methods per sector – presentations, web-based, both bulk and specific mailings, and no dissemination at all (in the case of industry no dissemination is on par with presentations at 38% and in transport it accounted for some 33% of projects) it can be concluded that neither the target group nor dissemination strategy were well defined.

So contractors do undertake dissemination but tend to choose broad methods which do not require significant effort, planning nor consideration. Presentations in particular are often quite remote from the audience, especially at conferences. They are by far the simplest manner to qualify for 'dissemination' – a 15 minute presentation attended by 200 participants.

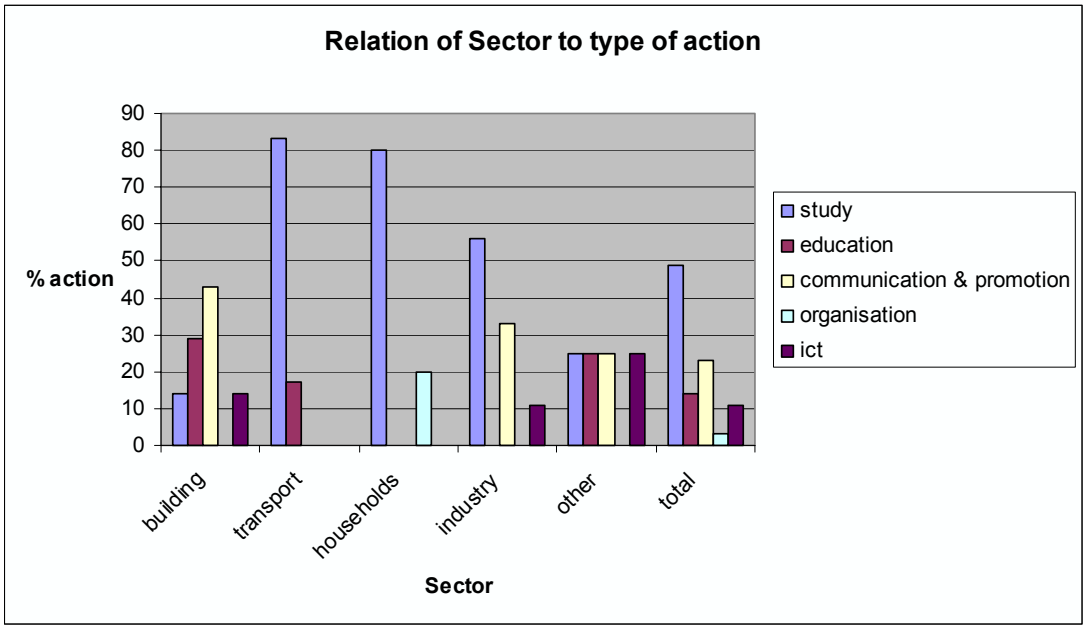
Similarly, bulk and specific mailings require only email addresses (or postal) and subsequent posting. The emphasis of what then happens is fully transposed to the receiving party without due consideration of what actually they need, nor how they should best receive such information. Instead the prevailing approach relies on a series of coincidences for those parties to use the results, such as timing, relevance of topic (to current issues/policies) and quality of work.

Whereas consideration of a target group's needs and requirements during project development with a view to dissemination both in terms of content and method would greatly enhance the chance the information would be well received and used.

4.8.3 Relationship between project sector and type of action

Interestingly for the sectors Transport, Households, and Industry studies were overwhelmingly the most preferred type of action, as the graph below clearly shows. In the sector Other, studies were of equal score with educational and communication and promotion activities. Whereas in the Building sector, studies came third after communication and promotion and education.

Figure 8: relation of sectors to type of action (Results based on 40 projects)



The results appear to support the conclusion that the type of action is related to the specifics of the sector. For example in the building and industry sector, communications and promotion score high, especially in comparison to transport and households in which there are no such actions. Considering both building and industry sectors involve a discrete audience, namely people actually working in the sectors, there are conferences and communication activities targeting them, branch organisations servicing them, large industrial concerns, building companies, and so on. This enables information activities for getting a message across to be tailored for them.

However for both transport and households the target group are excessively broad. So to reach the users of transport and the occupiers of households Contractors must go through indirect routes, such as transport providers and policy makers in city and national governments, or housing corporations, energy providers and/or local governments. For these groups then studies supporting policy interventions are an appropriate method. This is especially true considering the nature of the SAVE Programme which is non-technological. Thus for transport in particular there are few mechanisms under SAVE that could be undertaken which could lead to energy efficient improvements, apart from studies.

For households, similar is true. It is highly unlikely there is a conference that could be set up that could attract householders, nor an educational tool that would be widespread utilised. Instead the only mechanism effectively remaining is studies, the results of which could be used by policy makers, or energy providers.

Also, the fact that Other has a broad spread of actions reflects the more eclectic nature of the sector.

As such there is consideration by Contractors to the specifics related to a sector, however with in this they have chosen the simplest method to disseminate their results.

4.9 Key factors for successful dissemination

4.9.1 Definition of successful dissemination

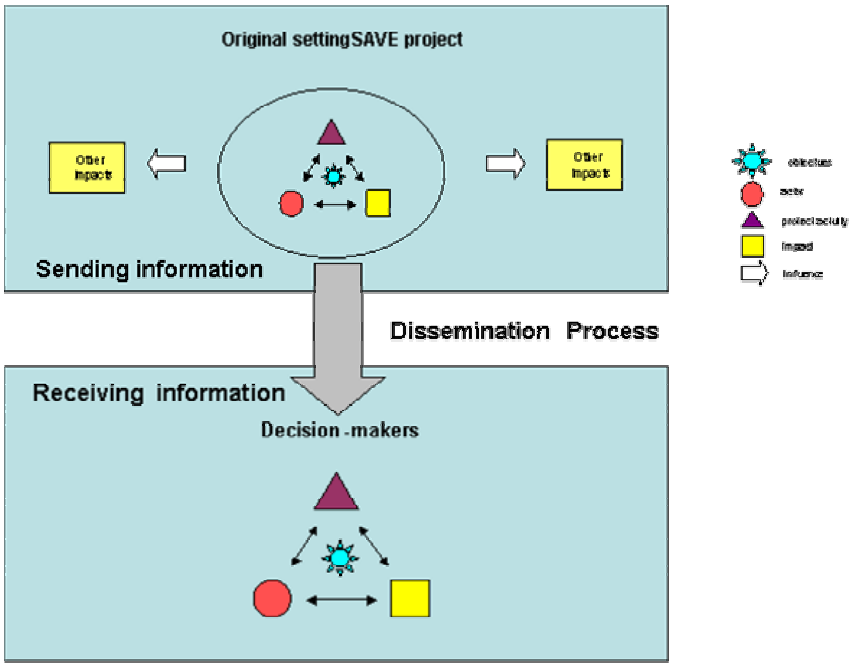
The definition of dissemination focuses only on the sending of information and does not account for how that information is received. In other words, the success of the dissemination.

Successful dissemination is defined as a combination of how it was sent out and how it was received and whether it added value to either party. Successful dissemination requires both a sender and a receiver of information..

Dissemination is a combination of the quality and type of information, the definition of the target group, how it was disseminated, and how it was received (+/- when it was received). If information is disseminated but no organisations actually take notice of the information, does this mean the information was not appropriate, or was the method of dissemination not appropriate, or was the target group not appropriate? Or was it a combination?

In general when both sender and receiver of information feel that the spreading of information had some kind of added value, one can speak of successful dissemination.

Figure 9: definition of successful dissemination

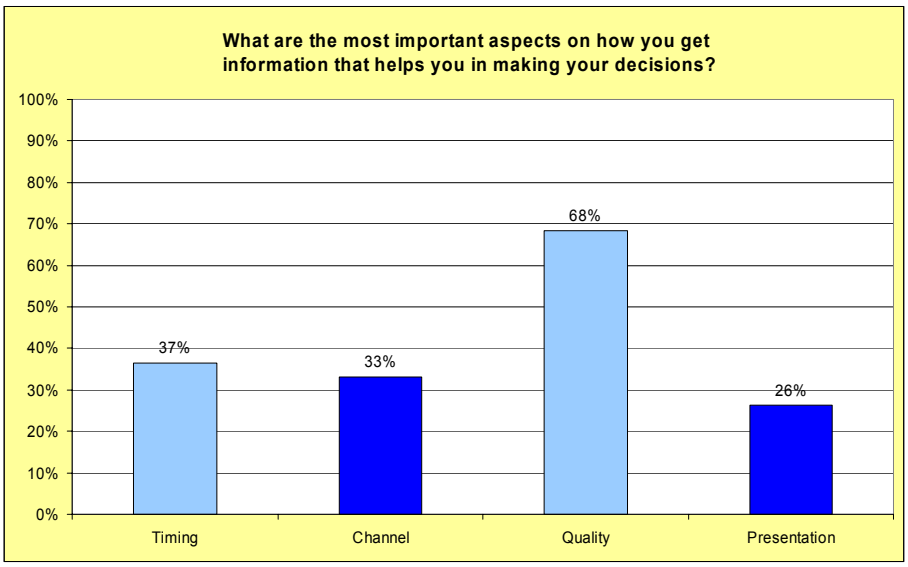


4.9.2 Key factors for decision makers

Both the senders of information - in general contractors and other organisations involved in the project-, and the receivers of information -in general decision makers- were asked for key factors for successful dissemination.

Decision makers that receive information were asked what are the most important aspects on how they get their information.

Figure 10: aspects of getting information (Results based on questionnaire decision makers)



Decision makers value the quality of the information they receive the highest. In effect, quality means how easy is it to extract the desired information. In this respect the core issues regarding quality are: the right subject (content), the format the information is presented, readability or other means of taking in the information, consistency and reliability – how trustworthy is the information. There are two important comments on the quality of the work.

- First of all a general impression is that SAVE projects tend to be more or less based on specific and often nationalistic backgrounds. On some occasions there is a lack of integration in the specific components of the study especially if done in different countries[11]. In these case there is an overall impression that the project teams do not seem to function as a team but rather as units each dealing with separate work items;
- The second comment is that the research-oriented results do not always support discussions held by regulatory committees concerning certain EC Directives.

Also the timing of receiving the information is crucial. Almost all respondents mentioned that if information landed on their desk whilst they were considering the subject it was almost invariably used, as could be expected. Information that is out of date or premature is of no use to the receiver.

In part related to timing, a number of respondents, both from the bottom-up and top-down approach also mentioned that the absence of a database of SAVE projects sortable by sector, subject, topic, etc, meant that the majority of SAVE projects could not be accessed.

[11] With lack of integration is meant that often final reports are written by the different partners but in isolation. Thus the report does read as a cohesive singular document with all aspects – objectives, methodology, conclusions & recommendations – being integrated.

Thus only those projects in which the decision maker played some form of a role were influential. Not one respondent said they individually reviewed all SAVE projects to see if there was one that could interest them in their work. Some did mention that they kept in mind projects likely to be of use at some future date.

Thus, a project that did not fortuitously land on the desk of someone considering such a subject precisely at that time was in effect wasted information.

Consequently and considering issues come and go at a high rate what is an issue today may be no longer on the agenda shortly afterwards. Thus currently a certain amount of coincidence is needed for the right SAVE project with the right information to land at the right desk at the right time.

To a lesser extent, but still significant, the presentation and the channel used are important factors. Other comments of decision makers made very clear that the source that provides the information plays a large role in the appreciation of the information. Here a step by step approach, each time using the organisation closest to the target group to disseminate the information, is a powerful strategy. The box below elaborates on the role branch organisations can and do play in the dissemination of information.

Branch Organisations – a pivotal role

Branch organisations – those organisations set up and funded through membership to represent an industry, for lobbying, centralising information, to promote the interests of the industry, and so on – form a vital and pivotal role in dissemination of information to key decision makers. This is not only because by definition they have all the requisite contact details and that these details will be constantly updated, but also because they represent a trusted source for information.

Considering inclusion of a single branch organisation may increase the potential for dissemination many ten- or hundred-fold (some even have memberships in the thousands), they are often part of the target groups for dissemination. However, still less so than could be expected. During the top down approach numerous branch organisations across the EU were approached, from confederation of industry organisations to specific sectors such as the paper and pulp industry, chemicals industry. In this top down approach most **DID NOT** know of the SAVE Programme or had only limited knowledge of it.

This was a surprise and means an significant opportunity for maximising dissemination with little additional cost is under-utilised. For example in discussion with a Secretary General he pointed out that if a (SAVE Programme) Contractor sent a bulk mail to his membership list they would most likely *not* read it. However if he sent the same mail to the same list they *would* read it. Considering the proliferation of spam and unsolicited mail, knowing the source from which a mail originated has become very important in terms of whether it is read or not.

In the bottom up approach whereby the route of projects to decision makers was traced, branch organisations who were part of the target group naturally knew of the SAVE Programme. However, all of these branch organisations described themselves as playing a role only in the *preparation* of decisions.
That is they form part of the route information passes on the way to a decision maker. Often they said they did not make any judgement on the material they forwarded on.

This emphasises the role of branch organisations a pivotal player in the movement of information to key people in decision making process in industry (**the private sector**).

4.9.3 Key factors for contractors

The most common response by contractors was that a well defined target group was a success factor. A contractor must have a clear picture of their target audience when developing the project. This helps the contractor to address aspects like issues, timing and quality in an early stage and in an adequate way. These aspects should then be combined with a dissemination strategy including intermediate steps leading to project results actually reaching intended target groups.

A point of attention is the budget allocated for dissemination. Contractors feel that the budget for these activities is generally too little. Combined with dissemination often planned as the final stage of a project means that both money and time are often lacking. This results in the dissemination component not being completed to the right degree. Consequently the target group more often than not do not receive the results of the projects.

4.9.4 Conclusions

In all the conclusion is that well defined target groups in combination with well defined dissemination strategy containing multiple dissemination tools are most successful. The dissemination strategy should taken into account aspects such as:

- The quality of the work (content);
- The moment of dissemination (timing);
- An appropriate presentation (consumable);
- Through the right channels (preferably more than one);
- By the right organisation (organisation closest to the targeted organisation);
- Appropriate financial accounting.

Therefore good knowledge of the target groups and its needs by the contractors are essential. Involving representatives of the target group within the project organisation in an early stage is important as this provides current knowledge of the sector and its needs, thus securing dissemination possibilities.

They enable contractors to make a tailored dissemination strategy for the target groups. This however should also be sufficiently planned and budgeted for in the proposals.

In the box below is an example of a project whose dissemination strategy successfully combined both specific targeting methods – lobbying of city authorities via local partners and regional / inter-regional networks, and conference presentations.

BYPAD – bicycle policy audit

BYPAD a bicycle policy audit project targeted towards city authorities enables cities to evaluate the quality of their present cycling policy & to identify areas for improvement. Bypad I finished in 1999 and involved **7** cities. Bypad II currently underway involves **59** cities in **16** Member States. It ballooned from 7 to 59 cities by a highly effective dissemination strategy involving a subject in line with current transport topics and policies – namely sustainable urban transport and reduction of transport related socio-environmental impacts – combined with appropriate specific targeting strategies.

Dissemination took place in several ways:

- Website – reported on different results.
- Workshop – Conference VéloMondial Amsterdam 2000
- Workshop – Conference VéloCity Glasgow-Edingburgh 2001
- BYPAD leaflet – general remarks from cities – used on conferences
- Actively informing user groups related to project partners
- Active marketing and promotion through sector specific membership driven networks - Car Free Cities, now Access, European Cyclists' Federation, City network

How did it go from 7 to 59 cities?

1. conference presentations and workshops, including novelties to engage participants.
2. 'local partners' – the key to success, were engaged at conferences and through existing networks. Their purpose was to get city governments interested in the idea and subsequently to co-finance it. There is a regional based difference on the ease of which this can happen as well it depends on how much effort they put into it, for example in Denmark it is very big success, whilst in France it is not.
3. networks, such as Access, European Cyclists Federation, etc, used their extensive networks to lobby and promote the idea in their cities.
4. marketing strategies, especially at conferences and workshops to engage participants and promote Bypad. Such as gadgets (eg lottery – a number, come to workshop & they can win a 'silly' prize. Lots of people turned up), a Bypad stamp, plus active promotion.

This dissemination effort has lead to the national authorities of Germany and the Czech Republic explicitly stating in their master plan cycling policy mentioned that BYPAD must be used to get national subsidies for cities for investing in cycling policy.

Future efforts
Future efforts for the Bypad concept include an Exchange of Experiences platform between the different cities regarding Bypad. Also to widen the reach of Bypad to small towns and smaller cities (Bypad Mini) and to target regional governments (Bypad Maxi – regional cycling policy).

In these respects the Bypad project represents a very successfully developed and disseminated project fulfilling the parameters of successful dissemination

In the box below is another example of a project whose dissemination strategy was successful is described.

Successful dissemination is a combination of factors

The project End users guidebook for schools gives a clear example of successful dissemination. The City of Helsinki was impressed with the guidebook and its quality. The City of Helsinki even bought the guidebook and sent it to all targeted schools in Helsinki so that it could be used for teaching on energy efficiency.

On the other hand, the guidebook came at the right time. Teachers have to teach on energy efficiency, so the guidebook was quite welcome. Besides, schools and teachers are satisfied in using the guidebook. So it obviously fits their needs and is consumable. As schools didn't have the money to buy the book, it was an excellent move of the City of Helsinki to buy the book and give it to the schools. Hence it was disseminated by the right organisations through the right channel.

By teaching pupils on energy efficiency by means of the guidebook, the project results are disseminated to a very large population.

4.10 Accessibility of information

So far the receiver of information was positioned as a passive party that has to be fed with information in the most effective way. In a supply drive manner an analysis was made to optimize dissemination. What one must not forget is that a lot of people involved in the decision making process are continuously searching for information. Whenever people are involved in the process of preparing or making decisions, there is a need for information. Approaching dissemination from a demand driven perspective creates new possibilities.

The majority of decision makers contacted told of a difficulty – rated from little to extreme - to get hold of the reports of project results carried out under SAVE. A lot of respondents mentioned that finding the information they are interested in is hard if not impossible. By far the largest cluster of recommendations made by decision makers was that the dissemination or accessibility of the information is a problem. Branch organisations in particular are partially or not informed on the relevant studies of SAVE II.

For example the EHI – the European organisation for the heating industry – has spent considerable effort in order to get hold of 20 to 25 reports that are relevant to the sector. Even national governments sometimes depend on external consultants to provide them with the information they want.

A lot of respondents mentioned that finding the information they are interested in is hard if not impossible.

It is safe to conclude that the accessibility of the results of SAVE projects for external parties is not sufficient. Successfully finding information on SAVE projects now depends to a large extent on the personal network of the people involved in the decision making process.

A large potential for dissemination is missed because not only are there many decision makers looking for specific information they are also exactly the kind of decision makers the SAVE Programme needs. These decision makers want specific information, thus the subject needs to be right. And they want it at that very moment, so the timing needs to be right too. What now happens is that people involved in the decision making process need information, but can not find it within the SAVE Programme.

The conclusion is that due to a low accessibility of information on SAVE projects a huge potential for the dissemination and impact of the SAVE Programme is lost. A more demand driven mechanism for the dissemination of results of SAVE projects is required.

Creating a more demand driven mechanism for dissemination in order to raise the accessibility of the results of the SAVE Programme will benefit the SAVE Programme more then further optimising the more current supply driven way of disseminating information .

5 Influence on decision makers

5.1 Overall conclusions

The overall impact of SAVE on energy efficiency decisions can be described as 'important'. ***More then 75% of the people who are aware of the SAVE Programme are also influenced by it;*** *and* ***a decision maker is on average influenced some 5 times by SAVE projects***. The majority of the respondents judge the influence of results of SAVE projects on their decisions as "important" – one of many important factors.

In general further optimization from a project perspective within the current scope of the SAVE Programme will lead only to limited improvement as the influence from individual projects is already relatively high. This combined with the fact that people who are aware of the SAVE Programme also tend to be influenced by it, leads to the conclusion that ***the opportunities for the SAVE Programme to have greater influence and more impact must be sought at organisations not yet aware of the Programme***. New organisations not yet aware of the SAVE Programme can best be found among private parties and local authorities.

In the decision making process regarding energy savings the Programme is an important catalyser at various stages. Two critical notes need be made. First, the involvement of private parties is limited and second within the target group public parties[12] local government had a relatively low awareness of Save. At the local level the number of parties is far larger then for example national government. This means that chances that these parties know individually or have been influenced by SAVE diminish.

To optimally influence decision makers a number of aspects are important:

- Timing: the influence of SAVE projects on people involved in the decision making process takes place during or shortly after the project was finished;
- Involvement: involving target groups in the project ensures a more demand driven approach, as well as a need for the project. It also enables the coordinator to define the right dissemination strategy and opens up important networks;
- Dissemination: disseminating the information to decision makers in the right way requires good quality of information. Specifically it must address the right issues, be reliable and consistent. It must have the right timing and a relation between the organisation sending and the organisation receiving the information. The chance of dissemination failing increase significantly if it is done through organisations that do not have a relation with the target group.

[12] For the purpose of the evaluation public parties are defined as: local, regional & national governments; governmental organizations; the European Commission; European Union (Member States); education facility such as (state) schools & universities.

5.2 Introduction

The European Commission knows about the SAVE projects and their content. The SAVE projects have resulted in several impacts and benefits directly related to the projects. However the European Commission has concluded that the immediate results (at the end of the contract) are comparatively limited when compared with their potential for multiple mid- to long-term impacts. The European Commission does not have a clear picture of what the effects on the mid/ to long term are.

Both the way SAVE Projects may influence decision makers and the impacts of their decisions on energy efficiency were studied. In this chapter the impact of SAVE Projects on decision makers is assessed, the key questions are:

- Awareness of SAVE Programme (paragraph 6.5);
- How many decision makers are influenced by SAVE Projects and how often (paragraph 6.6);
- To what extent do SAVE projects influence decision makers (paragraph 6.7);
- What other factors influence decision makers (paragraph 6.8);
- What is the time lag between the end of a project and the moment it influences a decision (paragraph 6.9);
- What are key factors to maximise this influence (paragraph 6.10).

5.3 Definition of impacts

A definition of impacts is required before one can analyse the results.

For this study impact is defined as the effects that the results of SAVE projects create outside the setting of a specific project.

The impacts of SAVE Projects can be separated in two main categories:

- The impacts that SAVE Projects have on decision makers.
  Through dissemination SAVE project may influence decision makers (politicians, administration, industry, households) on energy efficiency. This in itself is an impact of a SAVE Project. These impacts are discussed in the paragraphs 6.4 to 6.10;
- Impacts of decisions made by decision makers.
  The decisions made by decision makers who are influenced by SAVE projects are also an impact (partially) caused by this SAVE projects. These impacts are discussed in chapter 7.

5.4 Decision making is a process

In order to judge the influence that SAVE Projects have on decision makers one has to understand the decision making process, but first a decision must be defined.

The definition of a decision is: a formal judgement on an issue!

Within the context of this study this definition has to be further elaborated. A final decision on a large energy issue by a national government fits this definition. On the other hand this large and final decision was only made possible by numerous decisions that were made beforehand.

Such as which information was used, whether external consultants were used, how much staff time was spent on it, et cetera, are all decisions too. However they are not the decisions that are considered in this study.

In this study a decision was interpreted as a ***final*** judgement on an energy efficiency issue. This issue could be large (i.e. a national directive) or could be small (i.e. a local awareness campaign), but it had to be the final decision on the issue. In discussion with respondents this was the general way people interpreted "a decision".

The decision making process contains three key steps:

- Preparing a decision: each decision requires some sort of preparation. This step takes the most time, requires the most effort and in a way may be the most important, especially in the consideration of various options and scenarios. It takes people, knowledge and communication to prepare a decision. The people preparing a decision will usually collect and/or generate information that supports them. In most organisations preparation of a decision will be ended with a report or presentation that will be disseminated to the people who will eventually take the decision;
- Making a decision: at some point of time a decision must be made. The people that make decisions use the information that was prepared for them to support their decision;
- Implementing a decision: a decision requires implementation. This requires providing the means (people, money, et cetera) to enforce implementation.

This study focussed on the first two steps as the actual implementation of decisions is outside the scope of this study. When approaching people a distinction was made between people making and people preparing decision makers. As this may provide valid information for the SAVE Programme.

In this evaluation some 72% of respondents were preparing decisions and some 28% were making decisions.

5.5 Awareness of SAVE Programme

Although it is not an objective of this evaluation to measure the general awareness of the SAVE Programme the results give an idea on this issue.

Table 10: awareness (Results based on questionnaire decision makers)

Are you aware of the SAVE-programme?			
	Yes	Slightly	No
Total population	62%	24%	14%
Public domain	68%	20%	12%
Private domain	49%	28%	22%
Decision makers	63%	21%	16%
Decision preparers	62%	25%	13%

Out of the total population some 62% is aware of the SAVE Programme and some 24% is slightly aware. One should realise this evaluation is not a general market research and therefore this sample is not representative for the awareness of the SAVE Programme.

It is interesting to learn more about the difference in awareness between target groups. Awareness of the SAVE Programme among public parties is larger than among private parties. From in depth interviews with private parties it appeared that in some cases they may work with results of SAVE Projects without knowing that this information resulted from SAVE Projects. Even if this is taken into account the awareness of the SAVE Programme is far larger in the public domain than it is in the private domain.

The awareness among people preparing decision is in balance with the awareness among the people who actually take decisions. Apparently both have a strong interest in knowing he sources of information.

Interviews the evaluation team took on a conference in Stuttgart showed a low awareness of the SAVE Programme by local stakeholders(some 20%). Partially this has to do with the large number of local stakeholders but still the awareness could definitely improve among this target group.

5.6 How often do SAVE Projects influence decision makers

To get a picture of the impact of the SAVE Programme a start was made by assessing the question how often people involved in the decision making process were influenced by results of SAVE projects. This proved to be a difficult but interesting question for people interviewed. Quite a number of people are not sure of their position in the decision making process. They find it hard to mention the number of decisions they take on energy issues. And naturally this is hard as a decision is normally a result of many decisions one after another that finally results in a decision.

Percentage of decision makers influenced

More then half of the entire population were influenced by the SAVE Programme. If related to the people who indicated to be aware of the SAVE Programme it appears that more then 75% of the people who are aware of the SAVE Programme are also influenced by it. This proves that raising awareness of the SAVE Programme implies raising the influence of the SAVE Programme. There for many of the decision makers recommend a better PR of the SAVE Programme.

Public parties are more often influenced then private parties. Private parties feel the Programme is far away. A plausible reason could be that project partners are more frequently governmental organisations then private parties. This seems to be the case as private parties indicate that the agenda and subjects of the SAVE Programme do not relate enough to the agenda of the private parties themselves. Another aspect is that it takes significant effort to participate in project proposals whereas chance of winning them are small and procedures are bureaucratic and take long.

A representative of the European branch organisation for the chemical industry (CEFIC) states that energy managers are not interested in programmes but in cost cutting and that the SAVE Programme is “too far away”. Only the big companies have the means to monitor and participate in such programmes but chances of wining a proposal are considered too small. Participation is too big an investment in terms of people and money. The European Commission should work via Trade organisations and interact with European branch organisations in order to attract private parties.

A way to cut down on the effort to make a proposal would be to install a two round procedure. The first round presents only a maximum of 5 pages per proposal. The elected proposals then continue to further develop the project and attract partners.

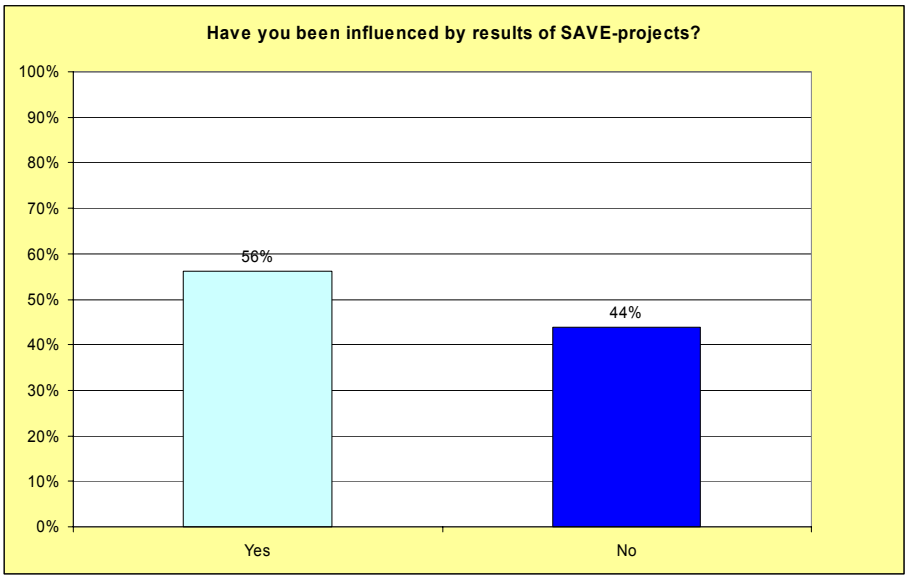
Another, maybe in some ways comical reason for private parties to be less involved is the image of energy efficiency.

A representative of a University in the UK states “yes the main problem with this Programme is that it is preaching to the converted and not to the people who actually need it”. The people who this Programme should be focussing on are the people who actually commission buildings.

At present architects are reluctant to design in a sustainable way out of fear to of coming across as a sandal wearing green hippy. There is nervousness that clients will not take them seriously".

In figure 11 a graphic picture is shown on whether or not people were influenced by the SAVE Programme.

Figure 11: influence of SAVE-projects (Results based on questionnaire decision makers)



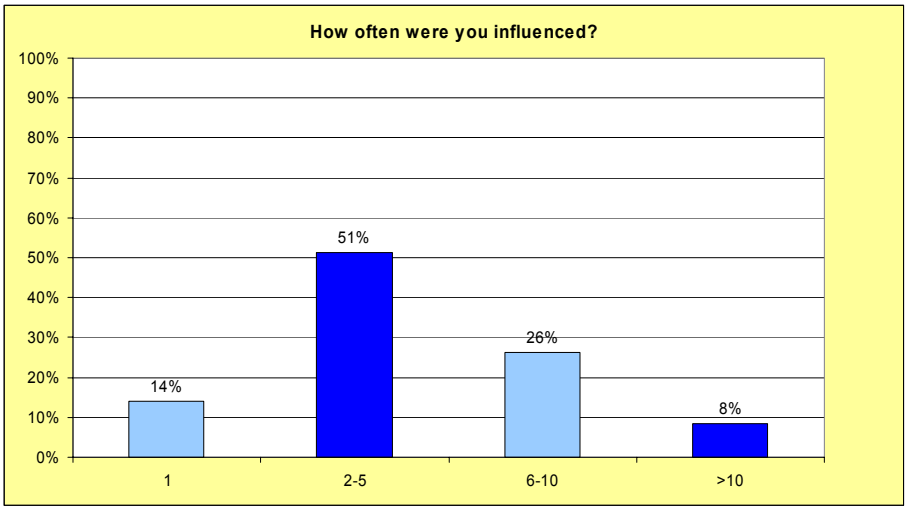
This figure was further broken down along several parameters such as public vs private parties, different sectors and different types of action. This has resulted in two remarkable results:

- If differentiated according for type of action, studies are the most influential. Some 80% of the respondents who were in any way related to a study were also influenced by it. Other types of action such as promotional and communicational projects appeared to have less influence. An explanation may be that the prime target of studies is to create information that organisation are interested in whereas for communicational project the main target may be just to disseminate information without paying attention to the actual influence of it;
- If differentiated on sector an interesting result is that decisions taken by industrial parties are less influenced by SAVE project than decision makers in other sectors. More then 50% of the people involved in the decision making process who work for industries are not influenced by SAVE projects even though they are aware of it.

Number of decisions influenced

Respondents who indicated they were influenced by SAVE Projects were asked to give an estimate of the number of times a decision or the preparation of a decision was influenced by SAVE Projects. Some 51% of the respondent indicated that they were influenced between 2 and 5 times and some 26% was influenced between 6 and 10 times. The respondents that indicated that they were influenced by SAVE projects were on average influenced some 5 times[13].

Figure 12: frequency of influence (Results based on questionnaire decision makers)



A differentiation of this figure is made for type of action. The outcome of this differentiation supported the former finding about the relatively large influence of studies. Studies also seem to influence more decisions then the other types of action do. For sectors the analysis showed again that industrial parties are less times influenced by SAVE projects then representatives of other sectors.

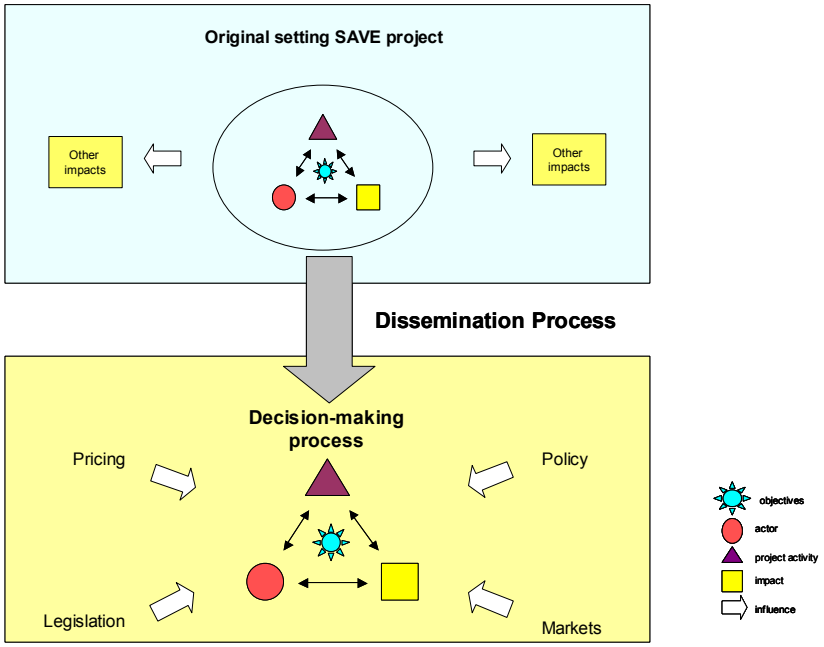
[13] With a certain amount of caution it is possible to make an estimate of the minimum amount of decisions that were influenced by SAVE projects. As the following is known:
- The number of SAVE Projects (400);
- The minimum amount of people influenced by a SAVE Project (> 2);
- The average number of decisions of each person influenced by the SAVE Programme (5).

This would mean that at least 1600 decisions on energy efficiency were influenced by the SAVE Programme. However a multiple of this figure may be possible, but it is not possible to trace these people and their decisions.

5.7 To what extent do SAVE Projects influence decision makers

A SAVE project is not the only factor a decision maker takes into account when making a decision. Other factors such as legislation may play a role. Therefore one is really looking for the contribution of the SAVE project in the final decision in relation to the contribution of other factors. Figure 13 shows this.

Figure 13: contribution of SAVE-projects in relation to the contribution of other factors

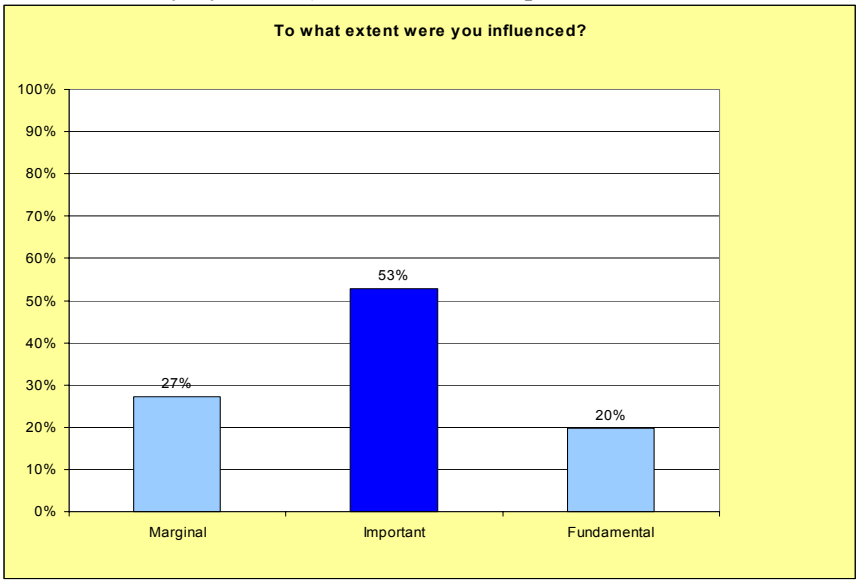


Respondents who had indicated that SAVE Projects have influenced them were given three answering categories to express the extent to which they were influenced:

- Fundamental: A decision was made on the basis of the outcome of the project;
- Important: Results of the project were one of many important factors in a decision being made;
- Marginal: The decision would probably have been made even without this project.

The following graph shows the results for this question.

Figure 14: extent of influence (Results based on questionnaire decision makers)



From the graph it is clear that for the majority (53%) the results of SAVE projects were one of many important factors in a decision being made. This is the category that was defined as "important". It appears that a limited number of decisions were based solely on the results of a SAVE project; the category fundamental scored 19%. Some 27% indicated that the decision would have been made even without the results of the SAVE project.

The figures mentioned are averages for the total population. Cross analyses were made and a differentiation was made between:

- People preparing and people making decisions;
- Public and private organisations;
- Different levels (European, national, regional, local);
- Type of action.

Analyses show there are three differences worth elaborating on:

- Differentiation within the decision making process between people making and people preparing decisions and the type of action showed two interesting deviations. The decision makers scored lower in the category important (39% versus 58% for people preparing decisions) but significantly higher in the category fundamental (30% versus 16% for people preparing decisions). In other words people who make decision value the results of SAVE projects more highly then people preparing decisions;
- As for the type of action it appears that the studies seem to influence decision makers relatively more then the other types of action. Especially promotional and communicational projects appeared to have less influence. An explanation may be that the prime target of studies is to create information that organisation are interested in whereas for communicational project the main target may be just to disseminate information without paying attention to the actual influence of it;

- Concerning sectors, analysis showed that industrial parties are influenced by SAVE projects the least in comparison to other sectors.

Conclusions

- For the majority (53%) of decisions made concerning energy efficiency SAVE projects were one of many important factors;
- The results for different target groups show few differences;
- People who make decision value the results of SAVE projects more highly then people preparing decisions;
- Studies seem to influence decision makers relatively more then other types of action;
- Industrial parties were influenced the least by SAVE in comparison to other sectors.

5.8 Other factors influencing decision makers

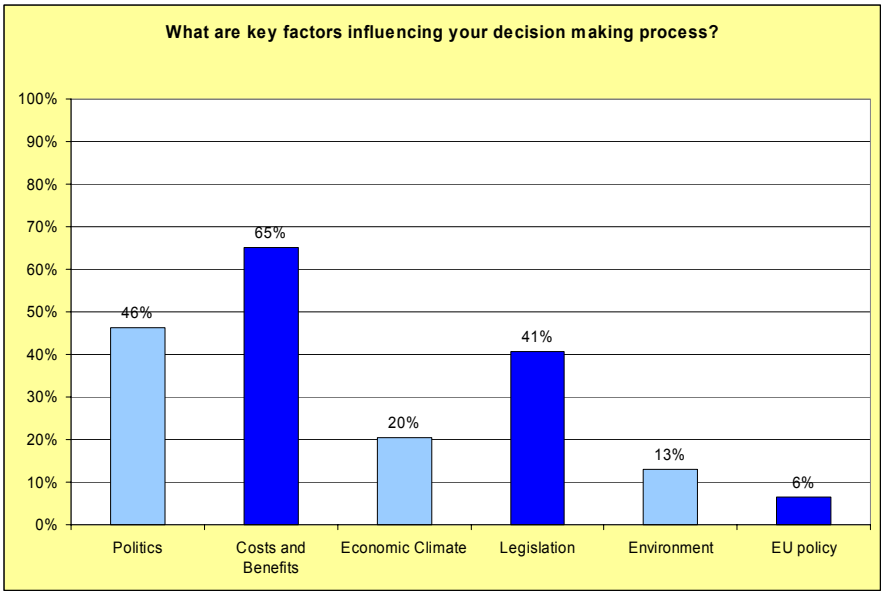
The former paragraph showed that for the majority of decisions made on energy efficiency the result of a SAVE project is not the only factor that influences a decision. What exactly are the other factors that influence a decision maker? A number of other factors that play a role in the decision making process was defined. The main other factors are:

- Politics: politicians and policy (European, national, regional and local);
- Economic climate (the status (conjuncture) of the economy);
- Costs and benefits (the costs and benefits that are related to a decision on energy efficiency);
- Legislation (the total of all laws and regulations);
- Other.

The category costs and benefits was the main category. In 65% of the cases respondents mentioned this category. Either projects could only be realised within budgetary restraints or projects were so successful that they proved to be a profitable investment.

Both politics and legislation (resp. 46 and 41 %) were also mentioned frequently. Respondents indicated that they see them mainly as a boundary condition. One can't take decisions or initiate projects if they are not in line with current politics or if they are not within legislative boundaries. The economic climate (20%) and specific EU policy (6,5%) were of less importance to the respondents. Additionally more then 10% of the respondents mentioned environmental benefits of the decisions to be of crucial importance, even though this was not an answer category.

Figure 15: key factors influencing decision makers (Results based on questionnaire decision makers)



The conclusion is that for the average person involved in the decision making process on energy efficiency, a decision must be made within the boundary conditions of legislation and national and local policy and that an assessment on the costs and benefits of the decision on the one hand and the environmental benefits on the other hand determines which way the decision goes.

5.9 Time lag before influence takes place

SAVE projects on average take more then a year to finish. They are mid to long term projects. The risk of long term projects can be that by the time they are finished, the added value of the information that was created has diminished. Especially regulation on energy-efficiency targets need a certain speed of result, since the revision of standards takes place every five years. There are number of factors that are responsible for a substantial delay of SAVE. They have to do with procedural activities and delays in finishing contracts.

The director of the Association of the European Heating Industry declared that it is of crucial importance that results reach decision makers in time. In the field of labeling and targets (water heaters) SAVE projects have problems in anticipating adequately the time frame of adaptations to energy regulations

This problem is caused by the duration of several activities:

- Selection and assessment of project proposals: on average 14 months;
- Financial agreement and contract: on average 6-10 months;

- Project duration: on average 2 year. It is not unusual that project deadlines are not reached by the contractors.

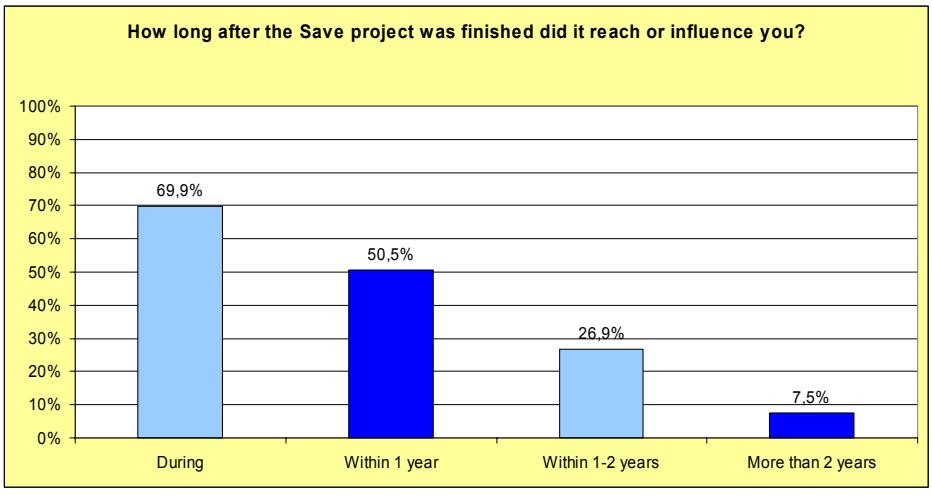
Thus from the onset of a project idea, to the completion of the project proposal, through the evaluation procedure, the contract signing period, and until the project is finalized is at a minimum 48 months or 4 years.

It is interesting to find out how long it takes before the finished projects have an effect on the market. Therefore people involved in the decision making process were asked how long after the SAVE project was finished had it influenced them.

The majority of decisions are influenced **during** a project, some 70%. As a project progresses it appears to reach the people that actually can use this information and thus become influenced by it. As time proceeds people are less and less influenced. Only 7% of the people influenced by SAVE projects were influenced more then two years after the project finished. The results show that indeed the added value of the information created in SAVE projects diminishes over time. Regarding long term projects the risk is that by the time they are finished, the added value of the information created has already diminished.

However this does not mean that the actual decision was made within this timeframe. Especially within public organisations the running time for a decision may take years.

Figure 16: time lag (Results based on questionnaire decision makers)



Conclusions

The added value of results of SAVE projects diminishes over time. Loss of time because of bureaucratic procedures and delays in the project can diminish the value of the results.

The conclusion is that on average the actual influence of SAVE Projects on people involved in the decision making process takes place during or shortly after the project was finished. However the actual decision that may follow, can take a far longer time.

The project 'Driver's Awareness to Energy and Environment' consisted in the development of a common questionnaire in Portugal and Austria aimed at the evaluation of the energy and environmental awareness of Portuguese and Austrian drivers. The questionnaire contained multiple choice questions regarding several themes regarding the relation between transport, energy and environment.

Questions were divided along several themes such as characteristics of the driver, car sharing, public transport, car pooling, alternative fuels, parking politics, road infrastructure, human behaviour and pollutant emissions. The results of the questionnaire were used by the Ministry as input for more extensive research on driver's behaviour and driver's awareness aiming to develop a new policy. Without this project the next step in the development process could not have been taken. Final policy decisions on these mobility issues are nevertheless taken years later.

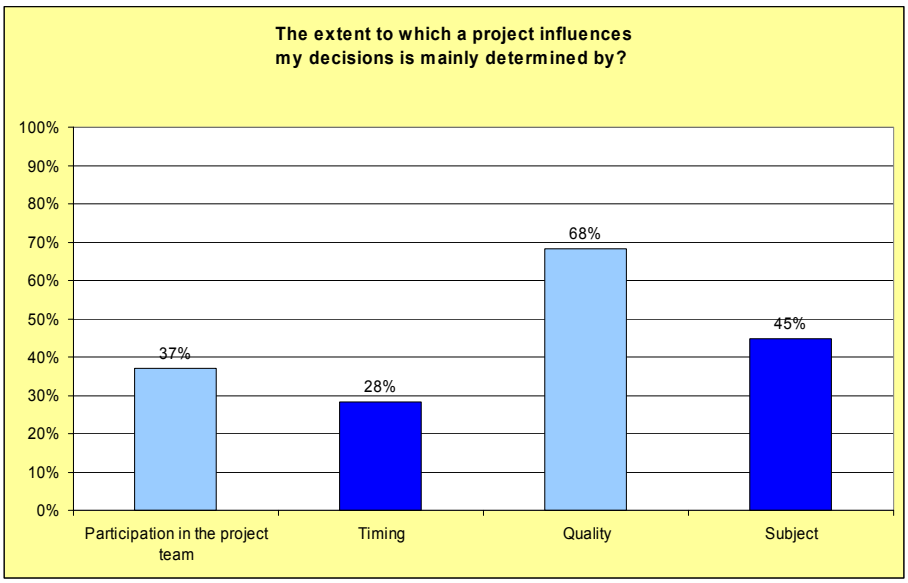
5.10 Key factors for influencing decision makers

Of great interest is which factors play an important role in influencing people involved in the decision making process. A number of factors that play a role in the extent to which a project influences a person involved in the decision making process were defined. The main factors are:

- Participation in the project team;
- Timing: the moment of receiving the information;
- Quality: consistency and reliability of information;
- Subject: the issues addressed in the project.

The graph below gives the main quantitative results.

Figure 17: extent of influence (Results based on questionnaire decision makers)



A first conclusion is that respondents mention more then one factor as being important when it comes to influencing them in their decision making process.

From the quantitative data and the in depth analysis two major conclusions arose. The first is the respondents value the quality of the information they receive as the most important aspect. Results will only influence a person involved in the decision making process if it's content is reliable and consistent (68%). A reliable source could be an article in a scientific magazine, whereas an article in the local newspaper – with the same content – may be put aside.

At the same time the issues addressed must be of interest to the reader. Therefore the subject is the second most important factor (45%). Timing was mentioned less frequently, however respondents indicated that they see this as a boundary condition.

From the in depth analysis it appeared that when people involved in the decision making process consider information the person providing that information plays a vital role. It is not only the information itself but certainly also the person or organization that hands the information over that are also crucial.

Another crucial factor is the involvement of people in the project. Persons involved in the decision making process state that if they are involved in the project it has great impact on further decision making. This involvement could be their own participation in the project team, but it may also be someone in their network involved in the project.

Contractors generally selected more than one factor as crucial for influencing decision makers. Quality of results, subject and involvement of stakeholders in project team were the three categories mentioned mostly.

Conclusions

Two core issues play a crucial role in whether or not a person will be influenced by a project:

- Involvement (participation in the project team, co financer of project et cetera);
- The right dissemination: the right quality (content, integrated, timing, contact person et cetera).

6 Impacts

6.1 Overall conclusions

- Decisions influenced by SAVE have a broad range of impacts. In terms of numbers the most common type of impact is to raise awareness, followed by investments. Impacts on behaviour and policy are the mid group of impacts. Institutional, financial, legislative impacts and socio-economic impacts are the smallest categories of impacts;
- The influence may be small in number but may well have one of the largest impacts on energy consumption. For example projects that influence legislation are small in number but can have a Europe-wide impact[14];
- Concerning measured impacts there are no remarkable differences between different sectors or different types of action;
- A limiting factor on the impact that SAVE Projects have is the extent to which they can be implemented. A number of projects seem to be successful within the scope of the project but appear to be difficult to implement. Implementation requires the results of SAVE projects to be easily understandable and it should be made clear within the project how it can be implemented;
- It would be ideal to quantify the amount of energy saved by each of the impacts. This has proven to be impossible. Only in exceptional cases were respondents capable of mentioning the amount of energy saved or the amount of emission of CO2 that was avoided. Therefore the cost effectiveness of projects is unknown;
- Although cost effectiveness can not be determined the results of some individual projects are well worth the relatively low financial funding:
- The impacts of SAVE projects differs largely depending on its scale and success. The greater the scale the larger the potential of the impact. Conclusions on the success and the possibilities to raise the success were given in the prior chapters.

[14] Should a project influence a company's manufacturing processes, the impact is naturally related to the scale of the emissions of that company. All companies with similar processes could be considered potential target organizations. The dissemination strategy must thus be comprehensive enough to reach them to have a broad impact.
However, if a project influences perhaps a single working panel on energy efficiency at national or EC level, the impacts via changes to legislation or through improved standards, etc, can reach millions of people, tens of thousands of companies and untold process systems. The dissemination strategy in this case need only target those few individuals.
A good example is the current labelling of household white goods. The target group was small, the dissemination strategy simple, the influence limited, the impact massive.

6.2 Introduction

In chapter 6 an assessment was made on the influence that SAVE projects have on people involved in the decision making process. In this chapter an assessment is made of the impact of the decision that were made by these people. As mentioned before the decisions made by decision makers who are influenced by SAVE projects are also an impact (partially) caused by this SAVE projects.

The impacts of decisions made by decision makers are discussed in chapter 7.

- On what kind of issues do decision makers take decisions (paragraph 7.4);
- How often do decisions on these issues occur (paragraph 7.5);
- Scope of impacts (how far do these impacts reach, (paragraph 7.6).

6.3 Impacts through public and private parties

In general all energy consumption takes place through either private or public parties. In reducing energy consumption private parties are mainly involved through their procurement. Public parties are involved in two ways. On the one hand they too consume energy (procurement), on the other hand they play a vital role through their capacity to define both policy and legislation.

This capacity to define legislation and policy can have significant consequences. For example a new EC Directive on boilers will have an impact on all boilers in the EU. In general it is safe to say that the capacity to influence policy and legislation has far more influence on the total energy consumption then their own consumption.

6.4 Type of impacts

The decision made by people involved in the decision making process vary widely. A broad scale of possible impacts of decisions was presented to and discussed with people involved in the decision making process.

Table 11: type of impact (Results based on questionnaire decision makers)

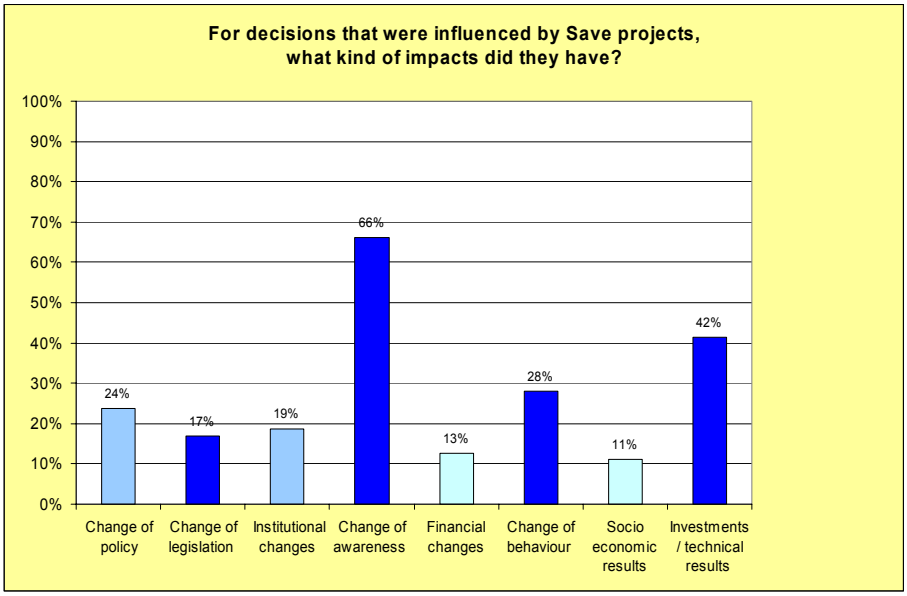
Type of impact	**Description:** ***Because of the results of (a) SAVE project(s) …***
Change of policy	… the policy of private and public parties (at different levels) may change
Change of legislation	… public parties may change legislation

Institutional changes	… institutional changes - such as the development of new organisations/ networks- takes place
Change of awareness	… the awareness of target groups regarding energy efficiency occurs
Financial changes	… financial benefits or costs of energy issues occur
Change of behaviour	… the awareness of target groups regarding energy efficient behaviour occurs
Socio economic results	… changes in employment and wealth occur
Investments	… investments are done in energy efficient goods

6.5 Number of impacts

Respondents were asked what kind of impacts their decisions influenced by SAVE projects have. Respondents were allowed to give multiple answers as SAVE projects may results in multiple impacts. The graph below shows the main results.

Figure 18: impact of decisions (Results based on questionnaire decision makers)



On average (chapter 6) a minimum of two people involved in the decision making process are influenced by a SAVE project. This and the table above gives the opportunity to make a calculated guess of the number of impacts for each category[15].

A limiting factor on the impact that SAVE Project have, is the extent to which they can be implemented. A number of projects seem to be successful within the scope of the project but appear to be difficult to implement. Accurate implementation requires the results of SAVE projects to be easily understandable and it should be made clear within the project how it can be implemented.

6.6 Scope of impacts

One has to take into account that quantitative figures on impacts have limited value as they do not account for the size or scope of the impact. Ten decision on awareness may have a smaller effect on energy consumption than one decision on legislation.

Ideally the amount of energy saved by each of the decisions should be quantifiable. However this is impossible. Only in exceptional cases were respondents capable of mentioning the amount of energy saved or the amount of emission of CO_2 that was avoided. So in order to give a better picture of each of the impact they are described separately and examples are given.

15 It is a minimum estimate because the figures shows the proven cases of impact. However as it is impossible to track all people and organisations that a project may have reached, it can only be a minimum. It is a minimum estimate as most of the projects were started and finished a number of years ago. In some cases people find it hard to remember the exact details of projects. Also in other cases people may have moved to another position or organisations have disappeared.

Table 12: type of impact

Type of impact	Minimum estimated number of impacts
Change of policy	100
Change of legislation	70
Institutional changes	80
Change of awareness	260
Financial changes	50
Change of behaviour	110
Socio economic results	40
Investments	170

Most decisions had an impact on the awareness of target groups regarding energy consumption (some 65% or a minimum of 260 impacts). Perhaps surprisingly, as SAVE is a non technological Programme, investments were the second largest group of impacts (42% or a minimum of 170 decisions). Change of behaviour and change of policy are the mid group of impacts. Institutional, financial, legislative impacts and socio economic impacts are the smallest categories of impacts

6.6.1 Change of policy

A decision can result in a change of policy or in a new policy. In this study policy covers governmental as well as the policy of private companies. The definition of policy is the striving to reach certain more or less well considered objectives with certain means and within a certain amount of time. About a quarter of the decisions (24%) that were influenced by SAVE projects resulted in a change of policy.

For example, during the SAVE project 'Energy rehabilitation methodology for buildings located in urban areas' (Portugal) the needs of energy rehabilitation for the social housing in selected urban areas were mapped. The study showed that costs for rehabilitation in old buildings were too high. The municipality therefore decided to change its policy and now focuses on energy efficiency measures in new buildings.

6.6.2 Change of Legislation

New legislation or a change in the current legislation can have large impacts. For decisions that were influenced by SAVE projects, 17% (or at least 70 decisions) resulted in a change of legislation. The BOILSIM-project is an example of changing legislation. This project resulted in an improved and simpler tool for measuring annual boiler efficiency, providing a sound basis for actual introduction of a labeling scheme in Europe. This has probably been the most important input to the discussion now taking place on adoption of both the boiler directive and the implementation of the EPB-directive (Energy Performance of Buildings).

Results from the SAVE projects have also been used in the formulation of guidelines and manuals for installers in Denmark, and as an element in the implementation of the EPB directive in Denmark. It also resulted in awareness of the need to adopt the CEN-standard for boilers with the CEN-committee members. DGC still lobbies for the adoption of CEN 109.

6.6.3 Institutional Changes

Some decisions result in institutional changes. Institutional changes include the establishment of a new organization, a change in organisational structure, or the start of a network. Nearly one fifth (19%) of the decisions that were influenced by SAVE projects resulted in an institutional change. The BYPAD-project enabled cities to evaluate their present policy and to identify areas for improvement. This project gives an example of an institutional change as the establishment of an Exchange of Experiences Platform between the different cities regarding Bypad is being organised. The creation of a network was an important result of this project.

6.6.4 Change of awareness

It is not surprising to see that the relatively soft impact of change in awareness had a high score. The figure shows that 66% of the decisions influenced by SAVE projects, changed awareness. In fact almost each project will in one way or another raise the awareness, but this should not be mixed up with decisions aimed at raising awareness. A good example of a decision aimed at raising awareness is the project End users guidebook for schools. The project resulted in a guidebook on energy matters of schools. As the decision was taken to give this guidebook to all schools in Helsinki, many pupils are being made aware of energy (saving) matters.

6.6.5 Financial changes

Another kind of impact is a financial change. With financial changes costs in or savings in terms of money are meant. As all energy saving measures result in lower costs, this could be regarded as a financial change. Surprisingly only 13% of the decisions that were influenced by SAVE projects had a financial change impact. Apparently lower costs as a result of energy saving measures are not considered as a financial change. The project promotion of third party finance in the building sector is an example of a financial change as it aims at promoting a new way of financing the implementation of energy saving investment projects.

6.6.6 Change of Behaviour

A decision can result in a change of behaviour of end users. In these cases decisions changed the way end users act or aimed at changing their way of acting. 28% of decisions influenced by SAVE projects resulted in a change of behaviour. The project Improving Municipal Energy Management aimed at reducing energy consumption by improving the energy behaviour of households. In order to realise this a software tool for the analysis of the yearly gas consumption was developed. The tool determines whether the gas consumption of each household is reasonable or relative high compared to the gas consumption to other similar houses. Municipalities, utilities and housing companies can use the tool to track high end users and focus their energy conserving and saving measures on them in order to change their behaviour. In this project the results of the tool were sent to households so they could get a picture of their gas usage. An evaluation of the project proved that households were influenced and prepared to change their behaviour. Whether or not the change of behaviour was durable is not known.

6.6.7 Socio-economic changes

In theory should a SAVE-project have a large impact, social changes in terms of wealth and employment may occur because of this project. This type of changes was called socio-economic. To illustrate these changes energy labeling of for instance cars or kitchen equipment can be used. To coordinate and facilitate the labeling process an organization is set up.

This leads to an increase of employment. Moreover, the national government decides to subsidize energy efficient products by means of an energy premium. This leads to an increase of wealth. However, during the study there was no project found with a socio economic impact as large as the example given. Therefore one must state that socio-economic changes as a result of SAVE-projects are limited. Only 11% of the decisions that were influenced by SAVE projects resulted in socio-economic changes.

6.6.8 Investments

Respondents state that 42% of all decisions that were influenced by SAVE-projects lead to an investment or a technical result. In order for SAVE-projects to result in an increase of energy efficiency often some form of investment is required. In this sense it is not surprising to see that investments have a high score. For example, a study on bicycle policy in a city has been carried out ('BYPAD - bicycle policy audit'). In order for the new policy to be implemented ultimately some form of investment, like the construction of a bicycle track, has to be made in order for the new policy to be implemented. Another example is the promotion of the process of Third Party Financing for energy saving investment projects in the building sector. Here too investments ultimately have to be made in order for an increase in energy efficiency to be realized.

However, during the in depth analysis of the 40 projects evidence to support this high score was not found despite specifically searching for these significant impacts. The vast majority of the SAVE-projects that were evaluated in depth did not reach this level of impact or these kind of impacts could not be proven. Therefore it is concluded that investments as a direct follow-up of a specific SAVE-project are relatively rare. One explanation for this is that there can be a huge time delay (several years) between the moment a decision maker is influenced and the moment investments actually take place. Also it is quite possible for a SAVE-project to play a certain role in decision making processes that are autonomous and were not initiated from the SAVE-Programme.

These findings support the conclusion that the SAVE-Programme is mainly supply driven. A demand driven programme is likely to result in a higher percentage of investments as a direct follow-up of SAVE-projects, while decision making processes on energy saving then originate from the SAVE-action.

7 Summarising conclusions and recommendations

Main points

From a project perspective SAVE is overall a successful Programme. However, significant possibilities exist for improvement in dissemination and influence. The best chances for improvement can be found at the programme level. Well empowered staff at DG TREN armed with management tools such as a projects database and monitoring tools will improve the awareness of the Programme, the accessibility and availability of information and enlarge the involvement of private parties. A public relations campaign would aid this greatly.

Consultation rounds with a broad spread of stakeholders as to what kinds of projects are most desired would aid the Commission in approving projects with high relevance. Tying the project more strongly to prevailing and anticipated policy and trends will make the programme more relevant to more stakeholders, especially in the private sector. This can be aided by assessing projects for their influence and impact potential.

A two round approach whereby at first only concepts are submitted, followed by invitations to proceed for those considered appropriate will attract more parties to take part. Describing at the application stage the intended target group, how they intent to reach them, and what dissemination strategy will be employed will ensure greater influence and impact. A budget strategy supporting dissemination and exposure of projects to relevant stakeholders will prevent the disappearance of information that could otherwise have had a great impact.

7.1 Introduction

The conclusions and recommendations are clustered in five categories:

- Conclusions and recommendations on the focus of the SAVE Programme (paragraph 8.2);
- Conclusions and recommendations on dissemination (paragraph 8.3);
- Conclusions and recommendations on influencing people involved in the decision making process (paragraph 8.4);
- Conclusions and recommendations on impacts (paragraph 8.5);
- Conclusions and recommendations on the organisation of the SAVE Programme (paragraph 8.6).

Where appropriate the conclusions and recommendations are supported by a number of illustrative examples that were found in the evaluation. In paragraph 8.7 conclusion are presented concerning the original objectives of the SAVE Programme.

7.2 Focus of Programme

7.2.1 Conclusions

The main conclusions related to the focus of the Programme are:

- The SAVE projects should be better linked to the actual need of policy making. The main objectives should be derived from the energy priorities of the European Commission. These objectives should set the frame for SAVE projects which should aim to provide appropriate answers;
- Studies are the most common type of project under the Programme: half of the projects. Others include ICT, educational, and communicational projects;
- The Programme stimulates measures on energy efficiency in all sectors. Buildings, industry and to a lesser extent transport are relatively well represented. While projects targeted to the group of households are underrepresented;
- The geographical distribution of the contractors is well balanced, as far as the country of origin concerns. Projects are however relatively biased towards the national background of the coordinator;
- Decision makers stated that a real European dimension is sometimes lacking. A second drawback that diminishes the added value of SAVE projects to end users is the lack of integration of different parts of the projects into one coherent product.

7.2.2 Recommendations on the focus of the Programme

The focus of the Programme is a matter of making choices. Considering the results found by analysing the content of the Programme, there are several recommendations on target groups:

1. When defining the working programme a closer link must be made between SAVE projects and the actual needs of policy making. The main objectives should be derived from the energy efficiency priorities of the European Commission;
2. As in the end private parties consume most energy and they are underrepresented in the targeted groups, a stronger focus on private parties is recommended. This requires a more demand driven approach towards private parties;
3. Involve private parties at an early stage. Including taking their ideas and wishes into account when defining the working programme through consultation rounds;
4. A cost and benefit approach to make clear what there is to gain and what it takes should be used during project proposal evaluation;
5. EC staff with specialised knowledge of sectors should be involved in evaluation and management;
6. Focus within the SAVE Programme on integration of private public partnership projects;

7. An overrepresentation of the building sector was found. A stronger focus on other sectors is recommended especially the transport sector as it is responsible for a large and growing share of energy consumption and CO_2 emission;
8. Enforce the European dimension of projects, ensuring their integral quality, and dissemination of the lessons learned to other countries.

7.3 Dissemination

7.3.1 Conclusions

The SAVE Programme does not involve direct subsidies that would accomplish direct volume effects. Hence, intermediate organisations play a crucial role in implementing the results of SAVE in order to achieve any positive impacts on energy efficiency.

- Dissemination of the results of SAVE projects is common practise and contractors consider it as an integral part of the project. Current dissemination manners can be characterised as supply driven as it is the supplier trying to get the information to the people involved in the decision making process;
- A broad range of instruments can be defined in terms of dissemination. In most cases multiple instruments are used. The most common is a presentation. Independent of the type of action contractors tend to use what may be considered the more simple methods of dissemination, namely presentation, internet and some form of mailing. They choose methods which do not require a lot of effort in analysing the target group for the most appropriate dissemination route – in effect a 'least-cost, least effort' approach – see illustrative example 1 *When dissemination isn't communication* *(page 74)*;
- In most cases dissemination was carried out by organisations that were in some way involved in the project. Either in their role as team member of the project, a member of a steering group, a co financer of the project et cetera;
- Public parties are the main target group for dissemination. To a significantly lesser extent private parties are targeted. Private parties feel the SAVE Programme is "far away". Project results are disseminated mainly to intermediate organisations and not directly to end users. It must be kept in mind that SAVE is not directly targeted to individual end users but to market actors who can influence the behaviour of final users;

  Considering the potential energy efficiency savings in the private sector it is disturbing to realise that they feel unreached and for them that the Save Programme is 'far away'. This issue is explored in the illustrative example 2 *Important but untouched* *(page 75)*;
- A supply driven manner of dissemination is common practise and an integral part of projects and with multiple instruments used. To further optimize this supply driven manner of dissemination:

- A more profound approach of defining target groups is required;
- The use of dissemination methods that are more specifically focussed on these target groups, to effect less volume, though better hit rate;
- Some crucial aspects of a dissemination strategy such as the quality of the work, the involvement of target groups, dissemination through the right organisations and the right timing should be better considered and integrated.

■ Due to a low accessibility of information on SAVE projects a huge potential for the dissemination and impact of the SAVE Programme is lost. A more demand driven mechanism for the dissemination of results of SAVE projects is required. Creating a more demand driven mechanism for dissemination of results of the SAVE Programme will benefit the SAVE Programme more then further optimising the current more supply driven way of disseminating information.

Websites and internet are now common tools for marketing, information access, and communication. But how suitable is it as a *dissemination strategy* to create a website or a webpage; how effective is it; and does it really qualify as a method of dissemination. In the illustrative example 3– *Access but only to those who know* *(page 76)*– this issue is explored.

7.3.2 Recommendations to improve dissemination

Recommendations to improve dissemination are related both to the level of the SAVE Programme and the individual projects.

Recommendations at the SAVE Programme level

1. While individual studies have met their objectives and have generally been successfully undertaken, an improvement in impact can be realised through a better dissemination of results through the SAVE Programme itself. Basically, there are two routes;
2. The first is to create separate activities for dissemination of successful projects. The SAVE II interim evaluation (1999) concluded that dissemination of pilot actions and studies should not be left to the responsibility of individual contractors (often the need for dissemination starts when the study or pilot project contract ends). A separate activity can be developed for the dissemination of the results of studies and pilot projects funded through the SAVE II Programme;
3. The second route is to develop a information management system in order to make all project results easily available. A well-structured database with the projects, contact information, reports and actions would be very useful to lead stakeholders to the information sought. This database can be complimented with information on success stories carried out under SAVE. The Energy Agencies provide a practical platform to facilitate dissemination for SAVE project results. This dissemination should not be left to the contractor, since this has been only partially effective;

4. Introduce a dissemination monitoring tool. For projects that appear to be potentially successful once they are finished, a limited additional budget should be granted to the contractors to report on dissemination activities and results. It is recommended to do so once a year over a period of three years. An example of a good idea that suffered a series of coincidences, poor dissemination strategy which spelt its demise is presented in the illustrative example 4 *Good idea, bad planning and terrible coincidences (page 78)*.

Recommendations at projects level

At the project level significant improvement is also possible.

5. Favour proposals that have a detailed target group analysis and a well defined and detailed dissemination strategy. In other words allow for proposals that do best to ensure the right quality, explain why and when results should be disseminated, who will be responsible, and why and how target groups are involved;
6. Favour proposals that use specifically targeted methods. In some cases this may be the most simple methods in others it may not. Request clarity on why the contractor has chosen such dissemination methods. This request should form one of the parameters in the proposal document;
7. Favour proposals that focus on and involve private parties and have a clear link with end users;
8. Facilitate dissemination with appropriate time and budget.

The illustrative example 5 – *No added value to receiver (page 79)* – provides an example of inappropriate dissemination strategy, lack of understanding of the needs of the target group, complicated by a lack of suitable budget

Example 1: when dissemination isn't communication …

Unexpected eventualities can spell the doom of a great idea regardless of what the idea is. For example, one project focused on information that may be of interest to decision makers. On the surface this is a commendable idea – the compilation of relevant information which is then distributed to a select mailing list. Additionally there was a database, website and secretariat.

Why then is it judged as a failure?

It is known that the receiver must gain added value from a product for the dissemination strategy to be successful. This particular project created a 'network' of some 3000 email addresses, then mailed a newsletter to it. For this evaluation a select group of contacts from the coordinator's database was provided. However, the warning was given not to use the project's acronym since it was unlikely any one on the contact list would know of the project under that name!

At best those who were contacted confirmed that the newsletter had (at one time) been one of several sources of information. It was however not possible to discern what the influence and impact of the project was. This is because the project was an informative newsletter without avenue for feedback over impacts and developments. It suggests that the term 'network' was inappropriate for networks normally imply a form of mutually reinforcing feedback. Therefore it was not possible for either the coordinator nor the decision makers contacted to provide or elaborate over impacts and influences.

In today's globalised information saturated market it can be safe to assume that bulk emailings is at best limited in the penetration of information. The project did not have any space in which to target information specific to an intended recipient. Thus it became 'background noise' along with other information sources. Without a specified target group, the dissemination strategy failed, and with the failure of the dissemination strategy meant the project was unsustainable. Thus, today the newsletter is no longer sent, the website is defunct and secretariat disbanded.

With a target group of 3000 organisations from no less than five parts of a market sector: government, manufacturers, research organizations, retailers, and technical developers, any marketing strategy is going to be vague in its specifics. This means that each target group will receive far more information than is pertinent to their specific needs. In other words the dissemination strategy was not appropriate for the target group(s).

This leads to an overall reduction in the quality of the work. And this aspect of a project was judged as 'most important' by the decision makers that were contacted. Lower quality work is far more likely to be rejected without consideration for its content.

A mailing address of some 3000 clearly means that the distributing organization is highly unlikely to be close to the receiving organizations. Thus the chance that the information was well received each time it came in is likely to be small. Certainly this was backed up by the contacted persons who could only say it was 'one of many sources' of information.

Given the broad base in the network – those five parts of a sector – it is not possible to tie in the information to a specific target group's interest and the issues, topics and policies they consider relevant.

Thus out of the criteria defined as necessary for successful dissemination and thus influence:
1. Well defined target group included in project;
2. High quality work;
3. Dissemination through organisations that are related to target group;
4. Results related to current topics and policies;
5. Sufficient budget and time availability.

The project failed to address the first four adequately.

Example 2: Important but untouched….

Within the SAVE Programme private parties are underrepresented. Relatively less information is disseminated to them and they are relatively less influenced by SAVE projects. As private parties are in the end responsible for a large share of total energy consumption it would be wise to enlarge their involvement in the SAVE Programme.

A representative of the European branch organisation for the chemical industry (CEFIC) states that energy managers are not interested in programmes but in cost cutting and that the SAVE Programme is "too far away". Only the big companies have the means to monitor and participate in such programmes but chances of wining a proposal are considered too small. Participation is too big an investment in terms of people and money. Also the people of the European Commission are not fully aware and informed of the main issues within the industry. The European Commission should work via Trade organisations and interact with European branch organisations in order to attract private parties. This illustrates the recommendation that private parties should have a role in defining the agenda of the Programme and that the procedure to apply for fundings should be made easier and in fact a two step procedure. It also shows that, if private parties are to be more involved, the EC staff should have sufficient sector specific knowledge.

The Dutch chamber of Commerce stated that bureaucracy hinders the participation of private parties in the SAVE Programme. Also the Dutch branch organisation for the chemical industry recommended to lower the amount of forms which need to be filled in order to apply for the programme, but also to increase the amount of money involved in the programme as within this industry the budgets of the SAVE Programme are relatively small.
They also state that it is in the interest of private parties to show the linkage between the national policy and the SAVE Programme. The effort to come to a proposal is experienced as large. This illustrates the recommendation that the procedure to apply for funding should be made easier and that a cost and benefit approach is required. It also illustrates that it has added value for private parties if they can see the linkage between the SAVE Programme and the policy.

A representative of the European Heating Industry states that participation of the sector in Save projects is not self-evident. Main reason is a lack of willingness to be transparent on the sales of their products. There is a general reluctance to provide strategic marketing information to research institutes, unless these have proved to be reliable in the past. This illustrates the recommendation that a cost and benefit approach should be used. The European Commission must be aware of the fact that for private parties participating in the SAVE Programme requires investments in terms of manpower and money but also in terms of providing, sometimes sensitive, information. Private parties must have a clear picture on what investment is required and what the possible benefits are.

Example 3: Access but only to those who know …

Today's market is increasingly focused on high tech telecommunications and computing technologies. The internet is the most prominent example of this. An effective manner of presenting information to potentially vast numbers of people are websites.

Unsurprisingly companies from massive multi-nationals to tiny single person operations have websites. Clever use of marketing leads to an organization's website being popular with internet search engines, such as Google.

Therefore many projects have or had information available on discrete websites.

However websites are effectively static. Essentially a book in a huge library. The accessibility of a website depends therefore on a number of key issues:

1. Is it a web-*page* or a web-*site*?

A web-site is a domain name, whereas a web-page as the name implies is part of a web-site. A discrete website named after a particular project makes it easier to search for. However if it is a webpage it can be difficult to trace as the search engines or people attempting to replicate the name must first know the website followed by the switches that link to a particular page.

2. Who hosts the webpage?

If it is a webpage how well known are the hosts, the domain name and what is their relevance or connection to the project webpage? Tracking webpages becomes easier if the host has some connection or relevance so people can connect the project to the host. Otherwise informative webpages can be lost deep in the labyrinth of websites, particularly if the host is a large multinational or university. This complicates enormously tracking webpages and links.
Even if someone gets onto the website there can be multiple layers of pages effectively hiding the desired page.

3. Readability, ease of navigation, and presentation

Considering English is the lingua franca of the internet it can place non native English speakers at a distinct disadvantage. In the design and concept of the webpage (or site) it is important to make navigation clear, the language short, simple and understandable, and the use of graphics, pictures and other medium need to be relevant and the relevance needs also to be clear. Otherwise people are not attracted to read and absorb the information.

4. User name and password?

It was a surprise during this evaluation that several project websites and pages, especially those of a large organization, required a potential reader to register with the site, creating a username and password. Clearly this is off-putting for a lot of people and does not promote accessibility. Project information should be accessible in the easiest manner possible without awkward and unnecessary impediments.

5. Who knows?

Perhaps the most important aspect of information on the internet is *who knows it's there*? As with the book in the library information has no value unless it is used and for it to be used it needs to be (easily) found. Once the webpage/site is created what marketing and search engine criteria is used determines the visibility of the information. It can be questioned if there is any point in creating a website or page and because there was not marketing done no one outside the project boundary knows it's there. And as defined earlier, dissemination is what takes place *outside* a project's boundary (team).

One of the over-riding concerns regarding webpages and websites is that *is it enough to state that* "a webpage will be created" *as an effective dissemination strategy*? Is it not the same as producing a beautiful final report which then is placed on a shelf somewhere?

Use of internet-based information – downloadable reports, databases, online newsletters, information forums, etc, only has value if accompanied by some form of marketing to bring to the attention of the intended target group that the information exists and where to find it. Effectively a dissemination strategy concerning the presences of the webpage/site.

One project – an educational tool – placed information on the internet. Of the contacted people who had used the material the majority said it was of great value and a good product. However when trying to find the webpage (not a site) on the internet through google key parts of the exact word order of the title had to be typed in for the page to be found. Otherwise simply using key words from the title in various orders returned vast amounts of similar kinds of webpages and websites.

Also, it was tried to find the page through the start page of the university which hosted the site. It was not possible to do this, emphasizing the need for appropriate *dissemination* of the presence of the webpage and how to find it. In the universities search engine the site was only found after typing in a number of the key words from the title as with Google.

In conclusion: simply creating a webpage or website is not an effective dissemination strategy in its own right. Instead it is a information carrier much as a CD-ROM or report. It still requires a dissemination strategy to inform people of where to find the information.

Example 4: Good idea, bad planning and terrible coincidences …

Successful dissemination as defined requires a *sender* and a *receiver* who both must gain added value from the process. This is enhanced by various mechanisms to do with the information, such as:

- Well defined target group included in project;
- High quality work;
- Dissemination through organisations that are related to target group;
- Results related to current topics and policies;
- Sufficient budget and time availability.

During the investigations several projects were discovered whose subject could be not only academically very interesting but also pragmatically very beneficial to the energy efficiency debate.

Such projects included a software tool for the analysis of the yearly gas consumption of households. The tool determines whether the gas consumption of each house is reasonable compared to the gas consumption of other similar houses, or if the gas consumption is relatively high. The tool could be used by municipalities, utilities and housing associations to analyse gas consumption and to track high-end users allowing targeting of energy conserving measures and programmes.

A survey carried of 500 participating households said such information motivated them to work towards reducing energy consumption and would like a continuation of such information over subsequent years.

However, upon project end the tool and the concept completely collapsed. Intrigued by how such a good and innovative idea could fail so spectacularly the Coordinator as well as the partners were contacted to investigate what happened.

Its demise was in part due to a mix of poor dissemination strategy and terrible coincidences.

Primary among them was the extremely small target group, which included only one energy provider and one municipality (a university developed the tool). Further the municipality's support for the project faded as it progressed until eventually they had nothing to do with it. This municipality also has no particular sustainable development policy, nor programmes making it impossible to relate the concept to a current topic or policy.

Because there was only one municipality involved meant that the idea was not carried by other local governments or project stakeholders.

However the question remained as to why the utilities company didn't continue it. When they were contacted they were surprised to hear that they had even participated in the project and that even though the project was not many years old it was a surprise for them. With the reference numbers they were able to track the project down in their archives where it had sat since the project ended.

The project leader had left the company within a year of the project's completion leaving an intellectual gap. This was further complicated by an intended merger with another far larger utilities provider. However despite several years negotiation the merger fell through, common documents, files and information were split. Coincidental with this was the project's end. Subsequently the project's information was placed in archives and buried along with enormous amount of other information until it was revived through this evaluation.

Since the evaluation led to the concept's revival the utilities company is considering how to re-implement the idea as part of their customer services programme.

Effectively then there was a) a very small target group; b) no dissemination strategy; c) lack of policy relevance by the target group; d) labour changes leading to intellectual gaps; e) and a series of external coincidences. Combined they led to a great idea going bad.

Example 5: no added value to receiver …

Previously it was concluded that successful dissemination brings added value to both sender and receiver. In 'Good ideas, bad planning and terrible coincidences" it was demonstrated that inadequate target group definition, a lack of dissemination strategy combined with indifference (by one of the two organizations forming the target group) and a lack of relation to current policy effectively spelt the demise of a very promising concept.

Another example again concerning a software tool shows how lack of attention to the specific needs of the target group combined with a poor dissemination strategy and an insufficient dissemination budget also spells doom for a concept.

In this case a software tool was developed to quantify the energy savings potential of several horizontal technologies in a single application. This project had the objective of producing and disseminating in SME's a multimedia application based on a CD-ROM support.

Given the subject and the potential benefits to SME's it was surprising to find that several participating companies who had tested the software during the project were unaware of the project nor the Save Programme.

Some 63% of the users of the CD found it useful for identifying energy efficiency measures. However, 70% of the companies did not use the CD with data from their own installations. Though those that did use it with their own installation data were nevertheless satisfied with the results.

Why then did the majority find the idea 'useful' but not use it? This can be explained due to the CD being distributed in an anonymous way. Some 2000 CDs were available for pick up at trade fairs. Thus the people who took the CDs remain anonymous and unreachable for support or follow up. Direct mailing of the CD which may have enhanced its penetration and use did not take place because there was insufficient budget to do so.

Unsurprisingly a large number of CDs remain available.

According to the people interviewed this meant it was not possible for industrial companies to actually start using it. As an energy manager put it: “Some sort of money approach should be followed in terms of marketing the CD-ROM. Why should it be used? What are the economic benefits? Companies should be visited and a presentation should be given.”

Essentially then there was little regard given to who must receive the information. For example: no target group definition apart from ‘industrial companies’; a very poor dissemination strategy – CDs available at trade fairs; lack of product support or advice. Which all combined to effectively kill the concept. It can be assumed that the ‘quality’ of the product, which is most important for a decision maker, was low. According to the coordinator – there are plenty of CDs left.

7.4 Influence on decision makers

7.4.1 Conclusions

The overall impact of SAVE on energy efficiency decisions can be described as 'important'. ***More then 75% of the people who are aware of the SAVE Programme are also influenced by it;*** *and* ***a decision maker is on average influenced some 5 times by SAVE projects***. The majority of the respondents judge the influence of results of SAVE projects on their decisions as "important" – one of many important factors.

The influence of SAVE projects on people that know about the Programme is high and important. Considering the relatively limited resources for a EU-wide Programme like SAVE, the influence of the Programme is substantial.

In the decision making process regarding energy savings the Programme is an important catalyser at various stages. Two critical notes need to be made.

- First, the involvement of private parties is limited. The direct influence of the Save Programme in the private sector is weak. Indirectly influence on the private sector mainly takes place through regulations, labelling and energy standards forcing the private sector to take appropriate measures. Quantification of this influence is difficult, if not impossible. However the lack of involvement and participation of the private sector as an important bottleneck in improving energy saving;
- Second within the target group public parties[16] local government had a relatively low awareness of SAVE. At the local level the number of parties is far larger then for example national government. This means that chances that these parties know individually or have been influenced by SAVE diminish. Additionally effects may have taken place without decision makers being aware of the initial / original source of their information.

To optimally influence decision makers a number of aspects are important:

- Timing: the influence of SAVE projects on people involved in the decision making process takes place during or shortly after the project was finished. The added value of results of SAVE projects diminishes over time. Loss of time because of bureaucratic procedures such as application procedures and delays in the project can diminish the value of results. It is crucial to realise the difference between the moment a SAVE project influences a person and the moment that the actual decision is taken, since this difference can be years;

[16] For the purpose of the evaluation public parties are defined as: local, regional & national governments; governmental organizations; the European Commission; European Union (Member States); education facility such as (state) schools & universities.

- Involvement: involving target groups in the project ensures a more demand driven approach, as well as a need for the project. It also enables the coordinator to define the right dissemination strategy and opens up important networks;
- Dissemination: disseminating the information to decision makers in the right way requires good quality of information. Specifically it must address the right issues, be reliable and consistent. It must have the right timing and a relation between the organisation sending and the organisation receiving the information.

  The chance of dissemination failing increase significantly if it done through organisations that do not have a relation with the target group. During the evaluation it was emphasised often that if the source of information is known and trusted the chance that this information will receive attention is greatly enhanced. This forms the basis of the conclusion that the closer the disseminating party to the intended recipient, the greater the chance of *successful dissemination*. The illustrative example 6– *It's not what you know it's who you know (page 84)*– illustrates this.

In discussing dissemination it is clear that if information does not leave the project boundaries there can by the given definition be no dissemination. However what over methods or means that *appear* to spread a message yet fail to engage the intended audience. This in an essence is dissemination but no communication, as discussed in the illustrative example 1 – *When dissemination isn't communication (page 74)*.

In general however further optimization from a project perspective within the current scope of the SAVE Programme will lead only to limited improvement as the influence from individual projects is already relatively high. This combined with the fact that people who are aware of the SAVE Programme also tend to be influenced by it, leads to the conclusion that ***the opportunities for the SAVE Programme to have greater influence and more impact must be sought at organisations not yet aware of the Programme***. New organisations not yet aware of the SAVE Programme can best be found among private parties and local authorities.

7.4.2 Recommendations to enlarge influence

The principle recommendations to improve influence are related to the level of the SAVE Programme and not to the individual projects.

Recommendations at the SAVE Programme level

1. A strong PR campaign to raise the awareness of the SAVE Programme should be conducted. Within this campaign choices must be made as to who are the main target groups. It should focus on private parties and local governments as they are relatively unaware of the SAVE Programme. The European Commission must consider what information it wants to spread. The core message should be that the SAVE Programme is easy to use, accessible, beneficial, informative and attractive to join. The PR campaign should focus on three key issues:

- The background, purpose and functioning of the SAVE Programme;
- The availability and accessibility of information created in the past;
- The possibilities and ways to participate in the future.

Recommendations at the project level

Improvement of influence at the project level is limited. However the following recommendations will promote optimisation of projects and their impacts:

2. Make involvement in the Programme as attractive as possible. This can be done by shortening the duration and by reducing the complexity of doing Save projects. A two round procedure for evaluating projects should be installed. During the first proposal concepts of a maximum of 5 pages are submitted. Those concepts considered appropriate and relevant[17] are then invited to further develop the project and attract partners;
3. Favour projects that make clear how they will reach their target groups during or shortly after the project is finished. This can be stimulated by:
   - Favouring projects with relatively short running times;
   - Cutting down on the duration of procedures;
   - Direct involvement of target group within the project[18];
   - Dissemination strategy specifically tailored to target group[19].

   The illustrative example 7 – *Useful Mechanisms* *(page 85)* describes these aspects.
4. Favour projects in which the recommendations on dissemination (see former paragraph) are well taken care off.

[17] Criteria to use to determine what is 'appropriate' includes relevance to Programme (and thus EC) policy, project partners, the intended target group, how they intent to reach them, and what dissemination strategy, amongst others.

[18] For example as partners, on the board, as review organizations, or through consultation in the project build-up, and so on

[19] Consultation with the target group on what the best method of dissemination is will aid in designing the optimal dissemination strategy

Example 6: it's not what you know it's who you know ….

One of the key findings concerning dissemination and the acceptance of information by the intended recipient is that: *Dissemination is optimised when carried out by organisations that are related and close to the target group*.

To emphasise this one only has to consider the impacts and acceptance of information via brochures, leaflets, bulk mailings, websites, and so on. These mechanisms rely on large scale exposure to a large potential audience. The information and the source of it remain distant from the target group. Success by these means relies on a relatively small number of people taking interest and then seeking further information.

In effect it relies on coincidence – the right information at the right time at the right people.

On the other hand if the target group is analysed in depth, what their needs are and how they are likely to want it, then the chances that information will be received increases. Essentially smaller amounts of information specifically tailored to a small(er) target group, but with increased hit rate.

However still there remains the problem of *is the intended recipient familiar with the information source*?

In the former case – the large scale exposure to a large potential audience clearly this is not going to be likely. In the latter – information specific to the needs and wants of a small potential audience, then the chance is greater.

The importance of the familiarity of the target group with the sender of information is best illustrated by considering the issue of spam, mail filters and junk mail. Today in an information based society almost all companies and people with email addresses suffer some form of unsolicited mail. Therefore often bulk mailings, including from a trusted source but sent to more than one address, end up being filtered out by anti-spam software and ending up in the junkmail folder.

A recipient often has to stipulate who is and who is not 'trusted'. The closer a sender of information is then the greater the chance they will be on the trusted list of a recipient's inbox.

Junk mail and spam aside, considering the shear volume of mail people receive nowadays an email from an unknown sender will almost always be low on the 'must read' priority list. If not immediately relegated to the recycle bin.

Again the closer the sender is to the receiver the greater the chance of an email being read.

This point was driven home when discussing information and how it makes its way to a person with the Secretary of a large European industry representative organisation whose members have grave concerns regarding energy costs.
It was found that such branch organisations play a pivotal role in the movement of information. They are a single contact point with a large membership base.

Therefore in sending them information a person increases their potential exposure many fold.

It is however more than simply 'greater exposure' in terms of numbers. It is also that a branch organisation is almost always a trusted source, if for no other reason than they exist through member subscription. It is unlikely organisations would subsidise their representative then distrust information coming from them.

The Secretary pointed out that if he sent an email to his membership list they would almost invariably read it. On the other hand if somebody else would send the same email to exactly the same list it would almost invariably be ignored!

The example emphasizes that a thorough dissemination strategy requires careful assessment and subsequent involvement of key people and organizations who are close to and represent a trusted voice for a project's target group.

Example 7: useful mechanisms

Projects targeted to a defined and specific group tend to be effective (Boilsim and energy indicators). Whereas, the impact of a Save project on a large and diffuse group of end users (driver´s awareness) is very uncertain. To maximize influence on decision makers they must be reached quickly, be involved in the project and information must be disseminated to them in the right way. In order to have impact on a European level it is essential to show that the results have contributed to national policy and that the recommendations prove to be right. The following examples illustrate a few of these mechanisms.

Boilsim

In the Boilsim project, providing an improved and simpler tool for measuring annual boiler efficiency, the number of target groups were relatively limited. They were confined to European laboratories, manufactures of boilers, the European Commission and the CEN-109 standardisation body – small very specific target group. These parties were addressed in a straight forward manner. Results from this SAVE project were also used as a basis for preparing a national labeling scheme for boilers in Denmark. Such a strategy can even contribute to a possible EU implementation of a labeling scheme and therefore have widespread influence.

Project labeling and impacts on fuel efficiency & CO2 Reduction

The aim of the labeling project was to develop a fuel economy label for new passenger cars and to evaluate the impact of the label on consumer buying behavior, the reduction of fuel consumption and CO2 emissions of the car fleet. The project aimed also at providing recommendations for a labeling strategy. The project has influenced both the policymaker on the European and national level:

- The project influenced legislation on energy efficiency of cars in the Netherlands;
- The project results also influenced the design of the car label for use in the Netherlands;
- The project supported the decision of the EC and the member states to introduce a Directive on fuel information, of which car labeling is one aspect.

The influence on the European level has been far less than on the national level. This is partly due to a direct involvement of a Dutch policy officer in the project team. Moreover, according to the European officer team members were not keen to become involved in the decision making process. It appears that they fail to understand that to implement their recommendations they need to promote their ideas outside their own forum.

Cross country comparison on energy efficiency
The importance of defining your target group for dissemination during or preferably before the design of a project is very well illustrated by a series of three projects on energy indicators. These project aim at developing energy indicators and gathering data in a EU-wide database on values of these indicators.

All relevant member states participate in the project as a project partner with two specific responsibilities: gathering statistical information from their national sources and dissemination of the project results within their country. Workshops have been organized on European and national issues of the member state in question. These workshops have been targeted at statistical, specialised staff of governments and knowledge centres. Other dissemination means like a newsletter, CD-rom, etc, have been approached in the same way. Clearly, such a project has a narrowly defined and specialized target group. This definition of the target group in combination with the inclusion of project partners with a specific dissemination task per country has proved to be a very effective strategy to reach the relevant stakeholders.

Driver's Awareness to Energy and Environment
To influence large, diverse target groups such as households and transport users, requires a thorough dissemination strategy involving parties with comprehensive networks and channels of communication into these sectors.

The driver's awareness to energy and environment project aimed to influence transport users, even gaining the attention of a national government and were reached the final target group – transport users – because sufficient funds and capacity were provided.

The project consisted of a common questionnaire in Portugal and Austria aimed at evaluating the energy and environmental awareness of Portuguese and Austrian drivers. The questionnaire contained multiple choice questions regarding the relation between transport, energy and environment. The questions dealt with themes such as characteristics of the driver, car sharing, public transports, car pooling, alternative fuels, parking politics, road infrastructure, human behavior and pollutant emissions.

Results of the study concerning both methodology and outcome have been used for broad awareness and behavioral research by the Portuguese government. The construction of co-financing (EU and national government) has proved to contribute to a successful follow-up of the study results.

The target group of the driver's awareness project was the general public. Impact on such a large and diffuse group can only be generated with a substantial budget for an awareness campaign. In order to influence these groups more systematically the involvement of local and intermediate consumer organisations would have been far more effective, since these organisations have their own networks, channels and communication instruments.

7.5 Impacts

7.5.1 Conclusions

- Decisions influenced by SAVE have a broad range of impacts. In terms of numbers the most common type of impact is to raise awareness, followed by investments. Impacts on behaviour and policy are the mid group of impacts. Institutional, financial, legislative impacts and socio-economic impacts are the smallest categories of impacts;
- The influence may be small in number but may well have one of the largest impacts on energy consumption. For example projects that influence legislation are small in number but can have a Europe-wide impact[20];
- Concerning measured impacts there are no remarkable differences between different sectors or different types of action;
- A limiting factor on the impact that SAVE Projects have is the extent to which they can be implemented. A number of projects seem to be successful within the scope of the project but appear to be difficult to implement. Implementation requires the results of SAVE projects to be easily understandable and it should be made clear within the project how it can be implemented. The illustrative example 4 *Good idea, bad planning and terrible coincidences (page 78)* could be considered a project successful during its lifespan but difficult to implement.;
- It would be ideal to quantify the amount of energy saved by each of the impacts. This has proven to be impossible. Only in exceptional cases were respondents capable of mentioning the amount of energy saved or the amount of emission of CO_2 that was avoided. Therefore the cost effectiveness of projects is unknown;
- Although cost effectiveness can not be determined the results of some individual projects are well worth the relatively low financial funding;
- The impacts of SAVE projects differs largely depending on its scale and success. The greater the scale the larger the potential of the impact. Conclusions on the success and the possibilities to raise the success were given in the prior chapters.

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[20] Should a project influence a company's manufacturing processes, the impact is naturally related to the scale of the emissions of that company. All companies with similar processes could be considered potential target organizations. The dissemination strategy must thus be comprehensive enough to reach them to have a broad impact.
However, if a project influences perhaps a single working panel on energy efficiency at national or EC level, the impacts via changes to legislation or through improved standards, etc, can reach millions of people, tens of thousands of companies and untold process systems. The dissemination strategy in this case need only target those few individuals.
A good example is the current labelling of household white goods. The target group was small, the dissemination strategy simple, the influence limited, the impact massive.

7.5.2 Recommendations

The illustrative example 8 – *Rising awareness – vast potential (page 90)* – describes a project which not only produced a commendable product with good timing but also marketed it perfectly such that its potential impact may be in the order of 10's of 1000's of people per year.

Recommendations to enlarge impact

- Allow for projects that have a clear European focus;
- If appropriate it should be made clear within the project how it can be implemented;
- Favour projects that can in some way make an estimate of possible energy reduction;
- Favour projects that aim for impacts on (international) investments and international legislation as they, in general have a high potential for saving energy.

Finally the illustrative example 9 - *Influence on private parties within reach (page 91)*- shows that although private parties are underrepresented in terms of impacts this projects shows that this is in fact possible.

Example 8: Raising awareness – vast potential

A project concerning an end-users guidebook for schools regarding energy efficiency is a good example of a project which endeavoured to raise awareness. This kind of impact is the most common on decision makers resulting from the Save programme. The aim of this project was to increase awareness about energy saving and environmental issues in schools among teachers, students and staff. A guidebook on energy matters for teaching staff was produced.

Through a combination of a high quality product, a topic well in line with current policies and issues, and a well defined and considered target group the guidebook was disseminated well. The guidebook was sent to all energy agencies in Finland, introduced at national and international seminars and fairs, as well as introduced to the city government.

Thus considering the target groups of the project were: schools; municipalities; local government; and energy agencies, the dissemination strategy was perfect. Moreover the guidebook and activity plan were translated into national languages and piloted in the four participating countries: Finland, Norway, Austria and Estonia. Consequently the project's (potential) impact reflects this strategy, quality and timing of the product.

The City of Helsinki were very impressed with the guidebook and its quality. As such they bought and sent it to every (appropriate) school in Helsinki so that it could be used for teaching on energy efficiency.

By teaching pupils on energy efficiency by means of the guidebook, the project results were disseminated to a very large population. In following the methodology regarding energy efficiency from the guidebook awareness amongst teachers, staff and pupils was raised. Hence the definite impact of this project is the raising of awareness.

It is impossible to measure quantitatively the impact of the guidebook on the change of behaviour on students and teachers. However it is possible to conceptualise the possibilities. Change of behaviour could be the expected eventual impact of the guidebook as it stimulates awareness over more energy efficient behaviour.

If the behaviour of teachers and pupils indeed changed then the guidebook could have a large impact on reducing the energy consumption. And should the guidebook be used over a period of years the numbers of people influenced (and at an influential age) would be in the tens of thousands. However, the amount of energy saved is of course impossible to quantify.

Example 9: influence on private parties – within reach

One of the important conclusions regarding impacts on decision makers is that public parties are more often influenced than private parties. Private parties find the programme in many ways too far away. A study on the current labelling scheme for washing machines is a good example of a project, which influenced the European Commission, as well as manufacturers of washing machines.

The study recommended a second negotiated agreement with the CECED[21] and maintain the current labelling scheme for washing machines with an extra A+ class. The study also contributed to the consensus that new policy on this matter is needed and a support to contribute to energy savings in the future.

Change of Policy is not one of the most common impacts, as in 24% of the decisions that were influenced; a change of policy was the result. The aim of the study was to provide factual and analytical support for EU policy action in the field of washing machines.

By giving presentations of the project results to the Committee of Member States, the Labelling Committee ELRC and DG Tren the government was well informed. By distributing the final report to the CECED, manufacturers of domestic appliances, Energy Agencies, Universities the results were disseminated to the most important stakeholders.

It is impossible to quantify the impact of energy saving by labelling washing machines. But earlier Save studies showed a saving potential of 50% to be realised through both better consumer behavior and technical efficiency improvement, each accounting for half of the potential. Washing machines consume apart from electricity drinking water and detergents (and thus indirectly energy). Labeling washing machines focuses on optimizing the efficiency of the whole system.

This project was not too far away for manufacturers as they agreed upon continuing labelling their washing machines even with an extra A+ class. As such the study contributes to more efficient energy use by end users of washing machines.

[21] The European Committee of Manufacturers of Domestic Equipment (CECED) represents the interests of domestic washing machines manufacturers in Europe. Its members are domestic appliances manufacturers and a number of national trade associations.

7.6 Organisation

7.6.1 Conclusions

Although this evaluation was not meant to do an organisational review important conclusions concerning organisational aspects are:

- DG TREN could and should play a "spider in the web" role but has problems in doing so. One of the main reasons for this is that for a EU-wide Programme like SAVE the resources in terms of manpower and budget can be considered relatively limited. Important facilities such as information management systems to facilitate access to all project results for stakeholders are lacking;
- Private parties have relatively little involvement in the agenda of the SAVE Programme and the approval of projects;
- The co-ordination between policy makers and the research agenda is in general loose. Some DG TREN officials signalled a lack of co-ordination and interaction between the Programme staff and the policy making officials within DG TREN. This included a difficulty of finding relevant reports of SAVE projects. This means that the potential of successful follow-up and application within the EC itself is not fully utilized;
- Several respondents indicated that this evaluation itself was not well planned. Evaluation of the old Programme took place after the new Programme has already been installed.

7.6.2 Recommendations on the organisation of the SAVE Programme

- Empower DG TREN to play the role of "the spider in the web". An organisational review would be required to exactly define the required activities and how to do it. Regardless programme managers and the means they have could be strengthened. Then they will be able to be the spider in the web and to meet the future demands for improving influence and impacts of the SAVE Programme;
- Give target groups that were found to be underrepresented such as private parties a role in defining the research agenda and in the selection of project proposals;
- Change the evaluation scheme of the Programme in order to ensure proper usage of these evaluation results.

The final illustrative example 10: *Connections, the spider, and its Web* *(page 93)* elaborates on the potential the Commission could realise as a spider in a web.

Example 10: Connections, the Spider, and its Web …

The European Commission should be the spider in the web of the SAVE Programme armed with sufficient tools to do so. Many respondents from all possible types of organisations find it hard to trace the information that was generated through SAVE Projects and that in most cases they are dependent on their personal network to get it. Not only outside but also within the European Commission this was a regular comment. Both staff and the managing tools of the SAVE Programme need to be strengthened to improve the accessibility of the information of SAVE projects.

A representative of the European Commission mentioned that quite a number of SAVE projects were of interest to him and the subject he is responsible for. His own search through the regular channels only led to a limited number of relevant studies. However through a personal contact who had the right network, he learned that there actually was a far larger number of projects relevant to him.

Also an example from the UK national government illustrates the struggle of getting information. The UK representative stated it was interesting that despite the nature of the job she hasn't seen any info on the SAVE Programme for 3-4 years. No reminders that SAVE is 'out there', even though she gets "inches of stuff across [her] desk". Previously the representative shared an office with a person who knew a lot about Save but now the person is no longer around! So it was this personal network that provided information.

A last example is illustrative as the Dutch Ministry of Economic affairs asked a consultant to find out which SAVE Projects were available on a subject. Apparently for whatever reason it was not possible for them to find this information themselves.

These examples illustrate that the staff does not have the tools to fulfil the spider in the web role.

Different private parties stated that specific sectoral knowledge of EC staff is required to attract private parties. The possibility to discuss their sectoral issues with a sector expert form the European Commission would benefit further participation in the SAVE Programme. This example illustrates that if the European Commission is to target certain sectors, their staff must have sufficient expertise of this sector to fulfil the spider in the web role.

7.7 Conclusions related to objectives of the SAVE Programme

The current evaluation is not tailored to assessing the original objectives of the SAVE Programme. However the results of the key questions of the evaluation provide sufficient information to give general conclusion on the original objectives of the Programme:

1. ***To stimulate energy efficiency measures in all sectors.*** The analysis of all projects showed that indeed many sectors were reached by the results of the SAVE Programme. However buildings, industry and to a lesser extent transport are relatively well represented, while projects targeted to the group of households have been underrepresented;
2. ***To encourage investments in energy conservation by public and private consumers and by industry.*** The assessment showed clearly that as a result of SAVE Projects investments were a large category of impacts. However it appeared there is a imbalance between public and private parties as public parties are the main target group and private parties are underrepresented;
3. ***To create framework conditions for improving the energy intensity of end-use consumption.*** Through all sorts of projects such as labelling, methodologies, networks et cetera, framework conditions have been created for improving the energy intensity of end-use consumption. In line with this objective there are not many proven records of results that actually reached the end users of energy.