Evaluation of IEE project Contract No: IEE/AGENCIES/499/S12.4994475:

Establishment of Inland Norway Energy Agency – post 3 years evaluation.

Tor Arnesen & Merethe Lerfald
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ØF-rapport 16/2012
ØF-report 16/2012

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Establishment of Inland Norway Energy Agency –
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av

Tor Arnesen & Merethe Lerfald

[Diagram showing various projects and their interactions]
Referat | Synopsis:
Inland Norway Energy Agency was established in 2009 as the first of its kind in Norway. The Agency has been subject to an evaluation after 3 years of operation. The Agency is a project under the Intelligent Energy – Europe program, a European Union (EU) program run by the Executive Agency for Competitiveness & Innovation secretariat. The evaluation criteria are laid down in the contract under the programme. The overall conclusion is that with some minor reservations, the Agency realized benefits and results as described in the strategy and work plan, and established an efficient organisation of the agency at a suitable localisation.

Emneord | Keywords:
Energiråd Innlandet, Inland Norway Energy Agency, evaluering, evaluation, energy, energy, IEE, contract IEE/Agenices/499/S12.4994475
FOREWORD

We wish to thank persons and institutions we have contacted during this evaluation process for their cooperative and forthcoming response to our requests for information about, experiences with and viewpoints on the Agency. The use and assessment of the information etc, and conclusions drawn are wholly a responsibility of the evaluators.

Lillehammer, 1. October 2012

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CONCLUSIONS

Inland Norway Energy Agency was established in 2009 as the first of its kind in Norway. The Agency has been subject to an evaluation after 3 years of operation. The Agency is a project under the Intelligent Energy – Europe program, a European Union (EU) program run by the Executive Agency for Competitiveness & Innovation secretariat. The evaluation criteria are laid down in the contract under the programme. The overall conclusion is that with some minor reservations, the Agency has realized benefits and results as described in the strategy and work plan, and established an efficient organisation of the agency at a suitable localisation.

The evaluation is based on three sources of information:

- Studies of the archives in the Agency
- Interviews with a number of informants.
- The evaluation undertaken by by Energikontor Värmland and Gävle Dala Energikontor, and presented in the report “Evaluering Energiråd Inland”, dated 2010-12-20

The evaluators found a general agreement in the three sources of information entering the assessment as to the overall conclusions cited above.
1 BACKGROUND

1.1 The Contract

Eastern Norway Research Institute (ENRI) received an inquiry from the Inland Norway Energy Agency (The Agency) to perform an external and independent evaluation of their performance under the contract “Establishment of a Regional Energy Agency for Hedmark County and Oppland County in Norway: Inland Norway Energy Agency, Contract N°: IEE/07/AGENCIES/449/SI2.499475, Annex 1, WP 2: Successful management of the agency” (hereafter referred to as the Contract)(Executive Agency for Competitiveness & Innovation (EACI), 2009). Inland Norway Energy Agency is a project under the Intelligent Energy – Europe program, a European Union (EU) program run by the Executive Agency for Competitiveness & Innovation (EACI) secretariat. The project is hereafter referred to at: InlandNorwayEnergy, the contract as EACI 2009 (Executive Agency for Competitiveness & Innovation (EACI), 2009).

Evaluation premises and implementation was discussed in a meeting 17. August 2012 in Gjøvik between the Agency and ENRI. Premises and implementation schedule was accepted by both parties and a contract agreed on.

The financial ceiling is set to 40 000 Norwegian kroner (NOK) - value added tax excluded. Methods will be adjusted according to financial resources available to undertake the evaluation process.

The evaluation report will be presented no later than 15. October 2012.

1.2 The Agency

The Agency was established 11.03 2009, with the official starting date being 01.09 2009.

1 (EI - Energråd Innlandet, 2012)
1.2.1 Owners

The Agency is a non-commercial, independent private limited company with public company (Eidsiva Energi\(^3\)) and public authorities (Oppland County Authority and Hedmark County Authority) owners.

1.2.2 Boards

The Agency has a Management Board of 7 members:

- Board President: Maren Kyllingstad appointed by Eidsiva Energi AS
- Terje Kind appointed by the council of Oppland county.
- Marit Gilleberg appointed by the council of Hedmark county.
- Bengt Hillring appointed by the Universities Colleges of Hedmark and Gjøvik
- Martin Skramstad appointed by the regional department of the National Municipalities Organization
- Ane Torvanger Brunvoll appointed by the Research Council of Norway
- Jan Harald Narum appointed as a representative from the Industry

The Agency has an Advisory Board of 7 and has currently the following representative:

- Fred Nordström, Nordbottens Energy Agency (NENET)
- Endre Krogsrud, Energy Future Invest AS
- Inge Møller, Eidsiva Energi AS
- Are Koppang, Elsikkerhet Norge AS
- Alemayehu Gebremedhin, Gjøvik University College
- Jens Olai Jensen, Oppland Arbeiderblad AS
- Kjell Gurigard, Siv.ing. Kjell Gurigard AS

1.2.3 Field of operations

The operation of the Agency is limited to the counties of Oppland and Hedmark.

1.2.4 Finances

EU jointly finances the operations of the Agency the first 3 years together with the owners. Thereafter the owners are obliged to finance the Agency for a minimum of another 5 years.

The Agency may gain access to externally financed projects or / and directly coverage of expenses from participation fees from seminars and conferences.

\(^3\) Eidsiva is an energy company, owned by public authorities: Oppland County Authority, Hedmark County Authority and 26 municipalities in these counties.
The Agency has also housed trainees, externally financed.

Total running costs for the period 11.03 2009 to 31.08 2012 is approximately 12 million Norwegian kroner (NOK).

### 1.2.5 Duration of the contract and the evaluation time window.

The time schedule of the grant agreement defines the time window in the operations of the Agency that is relevant to the evaluations under the contract:

- Date of legal establishment of the Agency: 02/12/2008
- Date of signature of the first amendment: 03/08/2009
- M1: official opening 01/09/2009 (Executive Agency for Competitiveness & Innovation (EACI), 2009)
- M8: Date of the inception report: 08/04/2010
- M36: Date of the final report: 31/10/2012 (EI - Inland Norway Energy Agency, 2012)

### 1.2.6 Staff

The Agency has currently a staff (EI - Inland Norway Energy Agency, 2011d, p. 3) of four, a director, an energy consultant / advisor, an information consultant / advisor and a project manager / advisor.

In addition the Agency has housed two trainees financed by a 3rd party, one for the period Jan. – Aug. 2010, and one for the period Jan. 2011 – Sep. 2011.

Secondments should be mentioned. There are no secondments at present, but the Agency allegedly “has established a close cooperation with the universities on energy issues” (Executive Agency for Competitiveness & Innovation (EACI), 2009, p. 7). This will be followed up on in the evaluation.

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4 M1 is acronym for first month in operation; Month 1. This denotation will be used consistently throughout the report in line with contract document and audit reports.
1.3 The network illustrated

The figure below illustrates the current network of the Agency – staff, boards and European cooperation actors. The figure sums up the roles given in the preceding section (deputy board members are included).
Figure 1: The current (as of September 2012) network of Inland Norway Energy Agency. Following colour codes: Yellow (1) is staff. Green (2) is the management board. Red (3) is the advisory board. Blue (4 and 8) is European cooperation agents. Pink (5) (public institutions or NGO's) are organisations appointing a representative to the board. White (6) is firms appointing representatives to the boards. Orange (7) with blue lines points to actors that are owners of Energråd Innlandet (Inland Norway Energy Agency). Red lines illustrate appointments to the management board, where representatives may or may not be employed by the appointing institution.
1.4 Evaluation goals

Evaluation goals are defined in InlandNorwayEnergy, section EST11 “Evaluation of the Agency” 5th paragraph, bullet point 2 and 3, reading:

“... 2) consistency between the strategy and work plan of the Agency and the implementation of the plans (study method: manual comparison between plans and recorded action, questionnaires to users and stakeholders and evaluation seminars with user groups)

3) the actual activities in relation to the different work packages and target groups within the field of renewable energy and energy efficiency (no. of activities and events, no. of participants on seminars and conferences, media coverage, knowledge of the Agency in important target groups, etc.”

(Executive Agency for Competitiveness & Innovation (EACI), 2009, p. 10 f).

1.5 Results from the evaluation of the first one and a half year operation of the agency as a baseline for this evaluation

In accordance with InlandNorwayEnergy the activities of the Agency was evaluated for the first time after the first 1.5 years. The objective of the evaluation was to find out if the Agency was on the right track, and if needed how things could be adjusted and improved. The evaluation was carried out by Energikontor Värmland and Gävle Dala Energikontor, and presented in the report “Evaluering Energiråd Inland”, dated 2010-12-20. The abstract of the report is cited in extantio:

“This is an evaluation of Energiråd Innland (Inland Norway Energy Agency) and its’ activity. Energiråd Innnland (EI) has been in operation for about one and a half year. The purpose of this evaluation is to give an indication if the activity of EI is as agreed, if the activity gives results and to give recommendations for continued work.

Energiråd Inland has been successful in establishing as an actor in the energy field in Inland Norway. EI has also been successful in marketing, media attention and as organiser of a large number of activities. EI has also established great network contacts for continued work.

An identified problem is that the available resources are probably too small to be able to organize activities and projects in all identified fields at the same time as the work in already started-up branches shall continue, as well as the marketing work. The strategy and planning work need to be gone through to be able to find out how the resources should be used in the future.
The owners of EI need to start thinking on how EI shall develop and how the owners’ organisations can use EI as an important resource.” (Dersjö, 2010, p. 1)

These results will be taken as a baseline in this evaluation to address the first 3 years of operation of the Agency. This means that the results from the 1.5 years of operations evaluation (Dersjö, 2010) will not be re-examined, but taken as acceptable conclusions for the appurtenant time period in the life of the project.

1.6 The supereminent objective of the post 3 years evaluation

With reference to InlandNorwayEnergy, “EST11 Evaluation of the Agency’s activities”, the contract prescribes the following for this post 3 year of operations evaluation:

“The Agency will be evaluated more thoroughly, for the second time, just before the end of the period of the grant agreement with the EACI. This second, larger evaluation will focus on reviewing the benefits, results, organisation and location of the Agency.” (Executive Agency for Competitiveness & Innovation (EACI), 2009, p. 10)

The specifics in this post 3 year of operations evaluation is described in the following chapters of the report.
2 CONSISTENCY BETWEEN THE STRATEGY AND WORK PLAN OF THE AGENCY

Evaluating the consistency between the strategy and work plan of the Agency and the implementation of the plans is undertaken in three steps:

- consistency between the strategy and work plan
- implementation of the work plan, further planning and actual actions
- synthesis: consistency from strategy to action

2.1 Consistency between strategy and work plan

This section is an analysis of the relations between the strategy of the Agency and the work plan. The overall evaluation criterion is to study the consistency between the two documents.

2.1.1 Consistency

Consistency as such is a transitive concept; it only relates to the relations as such between the two documents and not the process logic between them. Normally a strategy document precedes and delivers *en face* given premises to a work plan; the relations between them are intransitive with a vector from strategy to work planning. In practice though, strategy will and could be conceived as paramount, but also flexible, as a work planning process may produce new information that makes it rational to adjust strategy in order to conserve consistency as well as realism. Thus one should allow for a certain dialogue between the two documents in the process of translating a strategy to a work plan.

The Contract imposes a rather comprehensive report regime. The regime specifies a set of 19 quantifiable performance indicators. In general the evaluators perceive the rational of this auditoria apparatus as illustrated in the figure below:
Figure 2: An illustration of the relation between strategy, work plan, performance indicators and results. A circle of learning (green arrows) should exist between the actual experiences (response and results) made by the Agency, and the appurtenant management tools; the work plan and the strategy. See text for discussion.

Referring to Figure 2, the Contract lay down strategy, work plan and performance indicators. The response and achieved results is a matter of actual experience and interpretation, the latter according to performance indicators. In order to be a learning organization the Agency must, as they do harvest actual experiences, make adjustments to their work plan and ultimately develop the strategy in a dialogue between the strategy aims, the work plan and performance indicators. This is from the perspective of the evaluation, the process of organizational learning and associated process of setting priorities for resource allocation.

What this means is that strategy and work plan is not chiselled in stone, but are elements in a learning process, and dependant on actual interaction with the social field of operations. From the perspective of the evaluation, we base/build on the premise that the performance indicators as such are a given set of indicators that fall outside the circle of learning in the sense that they are not adjustable. The conclusion to be drawn from this in relation to the evaluation is that an unbalanced redemption of the performance indicators at M36 is not per se to be understood as a failure, but might be the result of a desired organizational learning process. This theoretical stance have bearings on how to perceive the information gathered in the evaluation process, e.g. as the evaluation present and discuss it in Figure 3 and Figure 4 (page 30f).
2.1.2 Method

This section of the evaluation process relies on document studies (archive studies), performing a manual comparison between the strategy and the work plan.

2.1.3 The strategy

The strategy adopted by the Agency is an integrated part of the Contract (Executive Agency for Competitiveness & Innovation (EACI), 2009)6, and not given in a separate strategy section. A set of strategic goals, activities and deliveries is also presented in the abridged Norwegian version of the Contract (Energiråd Innlanet, 2009, p. 8f). The paramount strategic ambition, with the so called Inland region consisting of the counties of Oppland and Hedmark as the arena, is here stated as:

- Increase in energy efficiency improvement
- Increased pace in a shift towards renewable energy use

In the Contract the strategy elements are embedded in 6 main work packages. In addition to this, The Contract determines a set of principles that is meant to guide the Agency in its relation to its surroundings, stakeholders and actors in general. The Contract duly notes that:

- Norway at the establishment of the Agency did not have local or regional energy agencies
- very few municipalities had energy advisors in their staff

Given this undeveloped local and regional perimeter of agents directly linking to the operations of the Agency, the strategy advices labelled as "most important" for networking in the Contract are:

- At the national level ENOVA7 and Energy Norway8
- At the regional level the relationship to the regional administrations and the regional energy industry.
- Relationship will be established with all the 48 municipalities in the region and the 10 inter-municipality councils in the Inland

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5 The Agency has developed a strategy plan covering the period 2012 – 2017 (EI - Inland Norway Energy Agency (Energiråd innlandet), 2011) as a follow up of the strategy discussed here (for the time window M1 – M36). The follow-up plan will not be discussed here.

6 This interpretation in accordance with the understanding of the Agency, according to the director (telephone conversation 7. September 2012, 0845h).

7 Enova SF was established by the authorities in 2001 in order to drive forward the changeover to more environmentally friendly consumption and generation of energy in Norway. The enterprise is financed via funds allocated from the Energy Fund. The Energy Fund is financed via an additional charge to electricity bills - 1 øre per kWh has been charged since 2004, which amounted to 788 million kroner in 2010.

8 Energy Norway is a non-profit industry organization representing about 270 companies involved in the production, distribution and trading of electricity in Norway.
The Agency intends to closely cooperate with the project initiative by KS entitled “Green Municipalities”, aimed at stimulating the development of local environmental plans. We perceive this as strategy elements to be followed up in the work plan.

Further, the contract specifies a number of specific objectives to be guiding the Agency in its operations. These objectives could be perceived as strategy relevant elements to be followed up in work plans – the objectives listed are (acronyms are added by the authors):

- “Establish a new, not-for-profit, impartial, successful regional energy agency for Inland Norway within a European context (acronym: Establish).
- Develop a regional sustainable renewable energy plan (acronym: Planning).
- Foster energy efficiency (RIE) and rational use of energy resources (acronym: Resources).
- Promote renewable energy sources (RES) and support energy diversification (acronym: Promote).
- Provide advisory services, information and training services on RUE and RES (acronym: Advisory).
- Contribute to a regional market, and business development (notably SMEs), by providing services on renewable fuel supplies and installation and management of RES systems (acronym: Services).
- Provide information and advice on European and regionally produced state-of-the-art energy efficiency and renewable energy technologies and promotion of best practices (acronym: Information).
- Promote sustainable transport planning and use of biofuels (acronym: Biofuels).
- Promote the concept of local and regional energy agencies at local, regional, national and international level. (acronym: Institutional)”

Beyond this the strategy is found embedded in the work plan.

2.1.4 The work plan

The work plan is mainly found in two documents, the Contract (Executive Agency for Competitiveness & Innovation (EACI), 2009) and a document in Norwegian prepared by the Agency: “Virksomhetsplan 2009 – 2012.” (Energiråd Innlandet, 2009). This latter document is seen as an abridged version of the former document in English. In this analysis we mainly refer to the Contract-document, unless otherwise stated.

The first evaluation at M16 (Dersjö, 2010) covers the period from the establishment to primo November 2010\(^9\). This evaluation covering the time window M1 to M16 will be taken

\(^9\) This is how we interpret the report, ref (Dersjö, 2010, p. 2 Section: Energiråd Innlands verksamhet.)
as a starting point in this subsequent evaluation which covers the time window from M17 to M36. This though, mainly relate to the assessment in chapter 2.2.

There are 8 work packages in the work plan as it was laid out in the proposal from the applicants, and later taken as a work plan for the actual Agency:

- “WP1 Legal Establishment of the Agency"
- WP2 Management of the Agency
- WP3 Energy planning: Development of a regional sustainable energy plan.
- WP4 Fostering energy efficiency and rational use of energy resources in our region: sector activities covering Energy Efficiency and the increased use of Renewable Energies
- WP5 Advisory, information services and training programmes
- WP6 Capacity building through European cooperation
- WP7 Communication and dissemination at local, regional, national levels: the Agency’s Communication and Dissemination Plan.
- WP8 Common dissemination activities”

(Executive Agency for Competitiveness & Innovation (EACI), 2009, p. 12)

Each of the work packages are specified in terms of anticipated major outputs and results (including qualitative indicators).

2.1.5 Consistency deliberations

Consistency between strategy and work plan is assessed as a question of if the elements in the strategy including the “most important” (ref text above – acronym Linking) network activities, are mirrored in the work packages and the network arrangements (board, advisory board, agreements of cooperation, ownership situation).
Table 1: Consistency between strategy and work plan.

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Biofuels is the only element in the strategy that has no directly outlet in the work plan. Whatever the reason for this is, the overriding argument here is that the commercial foundation for a biofuel industry in Norway was radically aggravate when the Government in 2009 / 2010 changed its petrol tax regime by imposing taxation on biofuels on par with conventional diesel. This made the productions lines in operation and development in Inland Norway unprofitable, and the operations closed down.

2.1.6 Conclusion: Consistency between the strategy and work plan?
There is a satisfactorily consistency between the strategy and the work plan.

2.2 Implementation of the work plan, further planning and actual actions
This section of the evaluation is an analysis of the implementation of the work plan, further planning and actual actions.

2.2.1 On implementation
By implementation is meant whether or not the intended activities decided upon and described in the work plan are executed as purposed more or less in line within the ascribed resource envelope (time, money, manpower, etc). Intended activities may fall into various categories according to a work plan, such as:
• further planning activity (planning)
• internal organizational development, e.g. recruitment, routines, leadership, management (organization)
• external activities following from the work plan without any further decision-making process, e.g. information campaigns, agreement on co-operation, joint venture agreements (actions)

These activities are in this section assessed in the light of whether or not they are carried out as prescribed in the work plan. What is not included in this assessment of implementations is a discussion on whether or not the goals set for the activities ascribed in the work plan are reached or not, and contingent reasons for a deviation of real results from intended results.

2.2.2 Method

This section of the evaluation process relies on a document study and information (written and given in interviews) from the Agency (CEO and staff), performing a manual comparison between the work plan and recorded implementation of plans.

The first evaluation at M16 (Dersjö, 2010) covers the period from the establishment to primo November 2010. This evaluation covering the time window M1 to M16 will be taken as a starting point in this subsequent evaluation which covers the time window from M17 to M36.

The stock of available documents also include interim technical progress reports (EI - Inland Norway Energy Agency, 2011a, 2011b, 2011c, 2011d) and a draft final technical progress report (EI - Inland Norway Energy Agency, 2012), all with annexed overviews of deliverables. We see no point in repeating the descriptive content covering deliverables here, but will rather concentrate on more normative assessment of the relation between work plan and implementation.

Key information supporting this approach is in addition to the achieves as described above, interviews with a selection of stakeholders. The interview guide is annexed to this evaluation report.

2.2.3 Implemented plans – an overview

To what extent are plans implemented?

<table>
<thead>
<tr>
<th>Work Packages (see Table 1, page 22):</th>
<th>Implemented tasks and deliverables ↓</th>
</tr>
</thead>
</table>
| Linking - Networking                 | • Meeting / discussions with Min. Of Petroleum 2009.08.28 & 2012.03.09  
• Meeting / discussions with Min. Of Local Government and Regional Development  
• Meeting / discussions with County Governors in Hedmark and Oppland  
• Estab. cooperation with ENOVA  
• Estab, cooperation with local authorities  
• Estab, relationship with Norwegian Association of Local and Regional Auth. (KS)  
• Partnership cooperation with The Confederation of Norwegian Enterprise (NHO Innlandet)  
• Estab, relationship with NGO’s:  
  o Zero Emission Resource Org.  
  o Bellona  
  o Green Car  
  o Norwegian Society for the Conservation of Nature (Naturvernforbundet)  
  o Norwegian environmental certification scheme operator: Stiftelsen Miljøfyrårm  
• Other established relationships at a regional level:  
  o Gjøvik University College  
  o Hedmark University College  
  o Knowledge Centre of Hedmark and of Oppland  
  o Hedmark Trafikk (public transport)  
  o Oppland Trafikk (public transport)  
  o Eidsiva Energi (reg. energy comp.)  
  o Stange Energi (reg. energy comp.)  
| EnergiSmart Norge (SEEN) (reg. energy comp.) | |
| WP1 Legal establishment of the Agency | 16 tasks and 10 deliverables (op. cit. 2012, p. 9).  
Confirming implementation in accordance with the Contract |
| WP2 Management of the Agency | Management and organizational routines of the Agency established. Efficiency is not analysed in this evaluation.  
11 tasks and 9 deliverables (including this evaluation) (op. cit. 2012, p. 11ff).  
Confirming implementation in accordance with the Contract |
<table>
<thead>
<tr>
<th>Work Packages (see Table 1, page 22):</th>
<th>Implemented tasks and deliverables</th>
</tr>
</thead>
</table>
| WP3 Energy planning                  | 9 tasks and 1 deliverable (dependant on updating uploaded version) (op. cit. 2012, p. 14f)  
The Agency has been central and in accordance with the Contract in the production of the Regional sustainable energy plan (SEP). The production of SEP’s in the 48 municipalities within exit of 2011 in Hedmark and Oppland county is a demand following from national policy - this evaluation has not assessed the role of the Agency in the municipality level planning processes.  
Our conclusion is that WP3 is implemented in fair agreement with the Contract. |
| WP4 Fostering energy efficiency      | In implementation we find it rational to treat these two WP’s as a whole.  
9 deliverables from 22 reported tasks comprised of a high number (> 50) of activities (mainly seminars and meetings with a total of more than 3500 participants) (op. cit. 2012, p. 19ff)  
Our conclusion is that WP4 and WP5 are implemented in fair agreement with the Contract. |
| WP5 Advisory and information services | 8 tasks and 3 deliverables (op. cit. 2012, p. 29f) – see Figure 1, page 13 for established cooperation.  
Our conclusion is that WP6 implemented in fair agreement with the Contract. |
| WP6 European cooperation             | In implementation we find it rational to treat these two WP’s as a whole.  
15 tasks and 11 reported deliverables (op. cit. 2012, p. 31ff) give evidence of major work (meetings, speeches, exhibitions, web site promotion and information activity, use of social media channels etc) done within these packages.  
Our conclusion is that WP7 & WP8 are implemented in fair agreement with the Contract. |
| WP7 & WP8 Communication and dissemination | 15 tasks and 11 reported deliverables (op. cit. 2012, p. 31ff) give evidence of major work (meetings, speeches, exhibitions, web site promotion and information activity, use of social media channels etc) done within these packages.  
Our conclusion is that WP7 & WP8 are implemented in fair agreement with the Contract. |

2.2.4 Conclusion: To what extent is the work plan implemented?

Referring to
Table 2 (page 24) the overall conclusion is that the work plan has been implemented to a very high degree. Further it is our conclusion that there is to our opinion no discrepancy between work plans as intended and as implemented that requires further attention in the evaluation.

This conclusion relates to the question on implementation of plans, and not whether implemented activities are successful in terms of reaching intended results etc.
3 THE ACTUAL ACTIVITIES

In this section of the evaluation the topic is set to an assessment of the actual activities in relation to the different work packages and target groups within the field of renewable energy and energy. Another topic to be addressed is the activity of the Agency in relation to budget and other resource restraints.

3.1 Method

This section of the evaluation will mainly rely on

- Performance of the Agency broken down to 19 performance indicators with quantification of success and the work packages relating to each performance indicator as presented in the Final Technical Implementation Report (draft made available to the evaluation, (EI - Inland Norway Energy Agency, 2012), including:
  - Number and type of events, training activities
  - Number of participants to events etc.
  - The Agency’s communication and dissemination plan
  - Number of communication and dissemination activities
  - Number of scientific studies.
  - Number of co-operation projects proposed and developed
- Economic budget and incomes of the agency, from the report supplemented with more data from the Agency.
- Data collected in interviews of key relevant personnel in regional and local administrations and associations. The interview guide and list of interviewed subjects is enclosed as an annex to the report.

3.2 The overall performance commented

The evaluation relies on the data provided by the Agency as part of the report regime to IEE and according to the Contract. The following figure illustrates relation between performance indicators, work packages and level of success.
Figure 3: Work packages are represented in yellow – acronyms see ch 2.1.4 (page 20). The size of the vertices reflects the number of performance indicators that relate to the work package. Performance indicators are represented in blue and red – acronyms see ch 2.2.3. Arrows connects performance indicators with the appurtenant work plans. The size of the performance indicators illustrates out assessment of the extent to which results are met according to stated expectations and implementation reports. If red, data is not available for assessing success.
3.2.1 Most important operations undertaken by the Agency

Referring to the illustrations in Figure 3 and Figure 4, the three most important work packages in terms of relating to most performance indicators (Figure 3) and overall being most important in operations (Figure 4) are:

- work package 4 – “Sector activities – Fostering energy efficiency and rational use of energy resources in our region” – acronym WP4 Fostering RUE has been the most important work package in terms of relating to twelve indicators. The activity has endured throughout the whole period – 36 months.
- work package 5 – “horizontal activities – Advisory and information services and training programmes” – acronym WP5 Advisory – has been the second most important work package in terms of relating to eight performance indicators. The activity has endured throughout the whole period – 36 months.
- work package 7 - “horizontal activities – Communication and dissemination at local, regional and national levels” – acronym WP7 Dissemination has been the third most important work package in terms of relating to five performance indicators. The activity has endured throughout the whole period since legal establishment – 42 months.

The previous evaluation concluded that:
Energiråd Innland has been successful in establishing as an actor in the energy field in Inland Norway. EI has also been successful in marketing, media attention and as organiser of a large number of activities. EI has also established great network contacts for continued work. (Dersjö, 2010, p. 1)

We endorse this statement as an adequate conclusion also for the period (M16 – M36) following the first evaluation.

3.2.2 Pecuniary resources available to the Agency

The performance indicator “Agency financing” is currently only addressed in one work package, work package 2 (Successful management of the Agency - acronym “WP 2 Management”), a horizontal activity with duration of 36 months. We still assess it as successful in the perspective of performance indicators primarily because the owners have given an unconditioned obligation to secure financing for the next 5 years.

The resource situation calls for a comment on our side. The previous evaluation at M16 concluded that:

An identified problem is that the available resources are probably too small to be able to organize activities and projects in all identified fields at the same time as the work in already started-up branches shall continue, as well as the marketing work. (op. cit. 2010, p. 1)

The pecuniary resources available to the Agency from M1 to M36 has been a total of a contribution of 1,7 million Euros, the equivalence of 12,6 million Norwegian kroner. 1,1 million Euros is a contribution from the owners (see Figure 1), another 370000 Euros from external sources (projects, arrangements etc), and 250000 Euros from EU\(^\text{10}\). The EU share of the total available resources has been 14,7 per cent.

The overall impression of the resources available versus tasks and expectations found in the Contract is that there is a mismatch here; too little resources to redeem expectations to fulfil all the tasks ascribed. This was also the conclusion in the M16 evaluation, stating:

The strategy and planning work need to be gone through to be able to find out how the resources should be used in the future.(op. cit. 2010, p. 1)

The Agency translated part of the Contract to Norwegian (Energiråd Innlandet, 2009) can also be seen as an prioritizing of tasks to be undertaken, but beyond this the Agency has not produced new strategy documents in demand according to the evaluation at M16. The Agency has though managed to bring in more external financial resources (see above).

\(^{10}\) Information from the agency (Longva, 2012).
21.9 per cent of the work hours in the Agency has been dedicated to mere administrative tasks – including and totally dominated by work undertaken to fulfil the substantial demands on reporting developments to IEE under the Contract (contributing 14.5 per cent of the budget), and according to the many specificities in the Contract. It should be a matter of discussion whether it makes sense to impose such a demanding and labour-intensive reporting regime. This is of course a question of to what use the information gathered are put to in the IEE. From the perspective of the Agency we find it beyond what is necessary to do a successful administration of the Agency. The comprehensive reporting regime introduces a level of bureaucracy that divert the use of resources from productive work to producing information about the work beyond what stands out as cost efficient in pursuing a successful administration of the Agency.

Some tasks have been addressed marked less than the ones highlighted in the previous sub chapter (ref. Figure 3 and Figure 4). This has especially reference to performance indicators with acronyms RUE-households, RUE Industry, Fossil free, RES Fuel and Foster RUE. This should according to our overall assessment be viewed as a rational adjustment of potential or anticipated work load on the Agency to available pecuniary resources to the Agency. The necessity of de facto making such an adjustment was commented on in the evaluation at M16, as cited above. Given this, our overall impression from the study of documented activity in the Agency up until M36, is that the amount of tasks and actions addressed and performance goals meet, account for the resources consumed by the Agency – and with a good margin.

3.3 Assessments from actors related to the Agency

The above discussion rests on an analysis of the activities of the Agency as it is found in archive studies (written documents). In addition to this we have made a number of interviews with persons with some sort of affiliation with the Agency. The list of persons interviewed is presented in Annex 2, and the interview guide used is presented in Annex 1.

3.3.1 Informants

At the request of the evaluators The Agency provided a list of 50 potential informants. Various considerations have been made ahead of selecting the informants, as position, function and relationship to the Agency. 8 potential informants were contacted via email for an interview appointment. 6 responded positively – for a list of informants, see annex. The interviews are done via telephone in the period September 20th-26th. Each interview has been completed within a time limit of 35 minutes.
3.3.2 Interview guides

Interview guides (see annex) were prepared and formed the basis for accomplishing the interviews.

3.3.3 Minutes from interviews

We do not present an account or report of the individual interviews, but only on an aggregated level their response to the set of questions asked to the extent we find it useful to our overarching evaluation task. The interviews gives information about the views of a selection of informants and cannot per logic be taken as representative for a larger group. The views the informant group are viewed from the perspective supporting and supplement the assessment of the archive studies reported on above.

3.3.4 Informants views

The composition of the board has been good in terms of competence, professional background and commitment. The board has members both from the owners and the industry. In addition to governing the Agency, the board also has filled an advisory role. This extension of the function of the board can be seen as a consequence of the high level of very relevant competence among the board as a collegium.

The interaction between the management board and the administration of the Agency has been good.

The advisory board has been used less than expected by some members. This can be a consequence of the extended role that the board has filled – see above. It is not likely though, that this displacement of the advisory function from the advisory board to the management board has had any negative effect on the operations of the Agency – after all it is within the competence to a management board to regulate the level of activity in a support function as an advisory board.

In May 2012 a Board member appointed by the owners was replaced with a member from the industry as a policy move to strengthen both input from and contact with the industry. The adjustment was also seen as rational as the Agency increasingly has to bring in external financial resources. The industrial relevance of the Agency will thus be crucial.

The owners have played an important role in establishing the Agency, and will continue to play an important role in the further development of the Agency. The owners have given an unconditioned obligation to secure financing for the next 5 years. Nevertheless, the Board is focusing on the role of the Agency both in relation to the owners and to an expectation on increasingly binging in external financial resources.
The owners’ use of the Agency has varied. Some informants find it crucial that the owners have to make more use of the Agency in relevant functions and situations. They argue that there is a potential for increased use of the Agency from the owners. An example mentioned is recruitment of staff to the owners own organization to fulfil functions that overlap with the functions of the Agency. Rather that recruit personnel in-house and increase their own staff, they should look more carefully at the possibility of using the Agency.

The scope of the agenda prescribed in the contract is broad. As mentioned before, the overall impression of the resources available versus tasks and expectations is that there is a mismatch here. The informants support this impression. There are too little resources to redeem expectations to fulfil all the tasks ascribed. On the other hand, as one informant claims, available resources will always be the limit and basis for priority.

Some performance indicators and their associated work packages have received more attention than others (ØF: Figure 4, page 30). A common view among the informants is the priorities as they played out are firmly based on an understanding of the role and the function of the Agency as laid down in the Contract, with a necessary adjustment to both available resources and actual response to interactions with users and contacts (reference is also made to the discussion in chapter 2.1, page 17f). The role, as the informants on the whole formulated it, is

- to be a relevant and competent organization which establishes a net of contacts
- to make substantial contributions to dissemination of knowledge and competence
- facilitate action by others

This is, as seen from the perspective of the evaluation, satisfactorily in agreement with the raison d’être of the Agency as prescribed in the Contract.

The Agency, their competence and commitment, gets a much credit for the results achieved in the 3 year period. Informants points to the vulnerability of the organization. The Agency is a small organization, and therefore also vulnerable to changes in the staff.

The Agency also gets much credit for the way they have handled their role. Especially in their role as facilitators’ informants gives much credit to the work done, both in establishing arenas and arranging seminars. On these arenas and in the seminars etc. informants have observed the presence of participants from main targets groups; public and private sector representatives working with the operation of buildings. The youth has also been a target group visible in arrangements offered by the Agency.

The informants are positive in the way the Agency has made priorities in the work towards targets groups with numerous actors. As an example, 48 municipalities are the potential target group in the counties of Hedmark and Oppland - the Agency picked 10 pilot municipalities. This way of working implies that not all municipalities will have a close
working relation to the Agency, but over time the goal is that the experience, competence and knowledge from the pilot projects will disseminate to other municipalities in the region.

Further, the Agency has focused on the next generation energy users, today’s youth. Ung@miljø is an annual conference for youth between 15 and 20 years old in the Inland which focuses on issues concerning the environment and the climate. Their slogan is; “Nobody can do everything. Everybody can do something.” (See: http://www.ung-miljo.no/).

As perceived by informants, within the limitation of resources the Agency has prioritized establishment and running of a internet home page. This has been the main thrust to reach an otherwise difficult target group, the households.

The informants all agree on that the Agency has had succeeded in developing relations to external actors and institutions. The manager of the Agency gets a lot of credit, and his commitment is emphasized. The informants emphasize the short period of operations realizing that more time is needed to develop relations and consolidate the ones established. 3 years is too short a period to develop robust relations.

Asking about the future of the Agency, the informants all emphasize the obligation by the owners to secure financing for the next 5 years. To what extent they will need external financing will depend on the owners and their strategy for the Agency. Some informants are worried if the owners demand increasingly external financing, as this could push the activity too much toward acquisition of externally financed activity at the expense of fulfilling the role as facilitators for others to act and performing dissemination of information for the common good etc.

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11 This, by the way, has been fairly successful. According to the Agency, the web site has after 6 months of operation a yearly hit frequency of approx. 20,000. The web site has had 29,400 unique visitors in the period from Jan 2010 to Aug 2012; total of 74,200 page viewings.
List of references


Energiråd Innlandet.


ANNEXES

Annex 1: Interview guide – page 37

Annex 2: List of actors interviewed – page 39
# Annex 1: Interview guide

Questions to board members – management board and advisory board.

| NoB1 | What is your opinion on  
| • how successful the management / advisory board has been in its function?  
| • the composition of the board has been in terms of competence, professional background and commitment? |  |
| NoB2 | What is your opinion on how successful the interaction between the board and the staff / director / secretariat has been?  |
| NoB3 | What is your opinion on how well the owners of the Agency have:  
| • followed up on the Agency?  
| • used the Agency as an important resource? |  |
| NoB4 | What is your opinion on:  
| • scope of the agenda prescribed the Agency in the Contract  
| • the adequacy of resources (money, staff competence, network resources) available to the Agency?  
| • how efficient the organization has been in its operations? |  |
| NoB5 | What is your understanding of what the most prioritized:  
| • goals and  
| • target groups of the Agency is?  

Should it have been otherwise?  

What is your opinion on how well the Agency has succeeded in reaching the goals and target groups in the first three years of operations?  |
| NoB6 | What is your opinion on what tasks the Agency has:  
| • succeeded the most in implementing?  
| • failed in / fallen short of implementing? |  |
| NoB7 | What is your opinion on how well the agency has succeeded in developing relations to external actors and institutions?  |
| NoB8 | What is your opinion on how well the Agency has succeeded in communication and dissemination with the local and regional community?  |
| NoB9 | Reflecting on and speaking from the experience you have gained with the Agency and its mission, what is your opinion on:  
| • the future of the Agency  
<p>| • the current strategy of the Agency |  |</p>
<table>
<thead>
<tr>
<th>NoE1</th>
<th>Please describe the nature and scope of your interactions with the Agency.</th>
</tr>
</thead>
<tbody>
<tr>
<td>NoE2</td>
<td>What is your opinion on how well known the Agency and the function and services they provide are in general?</td>
</tr>
<tr>
<td></td>
<td>What is your opinion on how well the Agency has succeeded in communication and dissemination with the local and regional community?</td>
</tr>
<tr>
<td>NoE3</td>
<td>What is your opinion on how well the agency has succeeded in developing relations to:</td>
</tr>
<tr>
<td></td>
<td>• your institution / organization</td>
</tr>
<tr>
<td></td>
<td>• other external actors and institutions in your professional network (institutions / organisations that you in your professional life are in interaction with)?</td>
</tr>
<tr>
<td>NoE4</td>
<td>What is your understanding of what the:</td>
</tr>
<tr>
<td></td>
<td>• goals</td>
</tr>
<tr>
<td></td>
<td>• target groups</td>
</tr>
<tr>
<td></td>
<td>• functions</td>
</tr>
<tr>
<td></td>
<td>of the Agency is?</td>
</tr>
<tr>
<td></td>
<td>Limited to your acquaintance with the Agency; what is your opinion on how well the Agency has succeeded in:</td>
</tr>
<tr>
<td></td>
<td>• reaching the goals</td>
</tr>
<tr>
<td></td>
<td>• and target groups</td>
</tr>
<tr>
<td></td>
<td>• fulfilling its functions?</td>
</tr>
<tr>
<td></td>
<td>What is your opinion on functions the Agency may have failed in / fallen short of fulfilling?</td>
</tr>
<tr>
<td></td>
<td>Has the Agency, according to your judgement, fulfilled a role that:</td>
</tr>
<tr>
<td></td>
<td>• is required in the region?</td>
</tr>
<tr>
<td></td>
<td>• cannot be fulfilled by other, already existing institutions?</td>
</tr>
<tr>
<td>NoE5</td>
<td>Do the Agency, according to your judgement and confined to your experience with the Agency:</td>
</tr>
<tr>
<td></td>
<td>• have an adequate organisation and way of functioning?</td>
</tr>
<tr>
<td></td>
<td>• represent a resource that is essential to the regional and local community?</td>
</tr>
<tr>
<td>NoE6</td>
<td>Reflecting on and speaking from the experience you have gained with the Agency and its mission, what is your opinion on the future of the Agency?</td>
</tr>
</tbody>
</table>
Annex 2: List of actors interviewed

<table>
<thead>
<tr>
<th>Date of contact</th>
<th>Name of contact</th>
<th>Function in / affiliation to the Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sept.20th</td>
<td>Managing Director Are Koppang</td>
<td>Elsikkerhet Norge, member of Advisory Board</td>
</tr>
<tr>
<td>Sept.21th</td>
<td>Regional Director Martin Skramstad</td>
<td>KS, member of Board</td>
</tr>
<tr>
<td>Sept.25th</td>
<td>Director Jan H. Narum</td>
<td>SEEN Nordic AS, member of Board</td>
</tr>
<tr>
<td>Sept.25th</td>
<td>Director Maren Kyllingstad</td>
<td>Eidsiva Marked AS, Board President</td>
</tr>
<tr>
<td>Sept.25th</td>
<td>Manager Kjell Gurigard</td>
<td>Siv ing Kjell Gurigard AS, member of Advisory Board</td>
</tr>
<tr>
<td>Sept.26th</td>
<td>Manager Ola Rostad</td>
<td>Tretorget, example of external relations</td>
</tr>
</tbody>
</table>
Inland Norway Energy Agency was established in 2009 as the first of its kind in Norway. The Agency has been subject to an evaluation after 3 years of operation. The Agency is a project under the Intelligent Energy – Europe program, a European Union (EU) program run by the Executive Agency for Competitiveness & Innovation secretariat. The evaluation criteria are laid down in the contract under the programme. The overall conclusion is that with some minor reservations, the Agency realized benefits and results as described in the strategy and work plan, and established an efficient organisation of the agency at a suitable localisation.

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