Behavioural, Cultural and Social issues in EU Green Deal policy documents
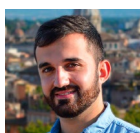
SHARED GREEN DEAL

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Executive summary

This report sets out the policy context for the SHARED GREEN DEAL project by providing an overview of the most relevant EU policy documents for the project's research agenda. In particular, it assesses the extent to which these documents: present insights into behavioural, social, and cultural (BSC) issues, drawn from Social Sciences and Humanities (SSH) disciplines, in identifying drivers of and/or barriers to successful policy implementation; and propose interventions explicitly targeting BSC change to support successful policy implementation.

Firstly, based on a review of climate policy literature, the team defined BSC issues (topics that relate to individual and collective drivers of behavioural change, thereby affecting climate policy objectives), BSC insights (policy-relevant evidence and/or analysis of BSC issues, which may be drawn from a range of SSH disciplines) and BSC interventions (public policies - legislative or non-legislative - designed to facilitate, encourage or otherwise result in BSC change in support of climate policy objectives, or more specifically in support of the objectives of the European Green Deal).

Secondly, the team decided the scope of Green Deal policy documents to be analysed. The study focuses on analysing documents from the 'initiate' or 'adopt' phases of the policy cycle, including Impact Assessments (IAs) and the most relevant EC Communications. These are complemented by Horizon Europe Mission Implementation Plans. The 22 specific documents for analysis were selected based on their relevance to the six social experiments at the heart of the SHARED GREEN DEAL project, namely: 'Clean energy', 'Circular economy', 'Efficient renovations', 'Sustainable mobility', 'Sustainable food', and 'Preserving biodiversity'.

Thirdly, the team developed an approach to assess the BSC issues in the selected policy documents, based on ranked responses to two primary questions (to identify whether or not the documents provide BSC insights and include BSC interventions) and a series of secondary questions (to identify the kinds of insights provided, and the kinds of interventions proposed or sought). Finally, the analysis was carried out.

Three broad groups of documents were identified. The first, smallest group are considered as 'BSC blind', meaning that BSC issues are not addressed. A second group contain only limited and superficial consideration of BSC issues, and a third group include much more detail, usually with specific examples of well-informed BSC interventions. No documents provided extensive analysis of BSC issues and related policy interventions.

BSC issues tended to be considered in more detail in Impact Assessments and Horizon Europe Mission documents than in Communications. Regarding the consideration of BSC issues in the thematic areas of the Green Deal addressed in SHARED GREEN DEAL's social experiments, documents related to 'Efficient renovations' had the clearest consideration of BSC issues, whilst those in the 'Sustainable mobility' thematic area had the least significant consideration of BSC issues. There was a more mixed picture of engagement with BSC issues in documents related to the other thematic areas. Documents related to 'Circular economy' had the widest range of engagement with BSC issues.

Even documents that included examples of meaningful consideration of BSC insights and proposals for BSC interventions considered a somewhat constrained or limited sub-set of BSC issues. These were generally related to Single Market considerations rather than considering a broader range of SSH, although a few references to 'culture' were found (e.g. in relation to the European Bauhaus and the Legislative Framework for Sustainable Food Systems). However, most of the analysed policy documents include at least some consideration of inequalities, distributional issues and the particular circumstances of vulnerable groups.

Overall, at least some BSC issues are being considered in most areas of the EU policy-making process in relation to the Green Deal, although still in a rather patch-work and constrained way. Unsurprisingly, most of the identified examples of BSC engagement can be related to the governance of the EU Single Market. However, as the need for deeper forms of socio-economic transformation becomes ever more pressing to realise the Green Deal's ultimate objectives, we suggest that EU policy-making must go further in engaging with a broader suite of BSC issues and drawing on a wider range of SSH disciplines.

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1. Introduction

1.1. Context

The European Green Deal was launched in December 2019 as a 'Communication' policy document from the European Commission (EC). This Communication set out the EC's agenda for addressing climate and environmental-related challenges, and was described as *"a new growth strategy that aims to transform the EU into a fair and prosperous society, with a modern, resource-efficient and competitive economy where there are no net emissions of greenhouse gases in 2050 and where economic growth is decoupled from resource use"* (European Commission, 2019, p.2). The Communication's accompanying Annex presented the EC's initial roadmap of key legislative and non-legislative initiatives to underpin the transition across all sectors of the economy, the major elements of which are summarised in Figure 1.
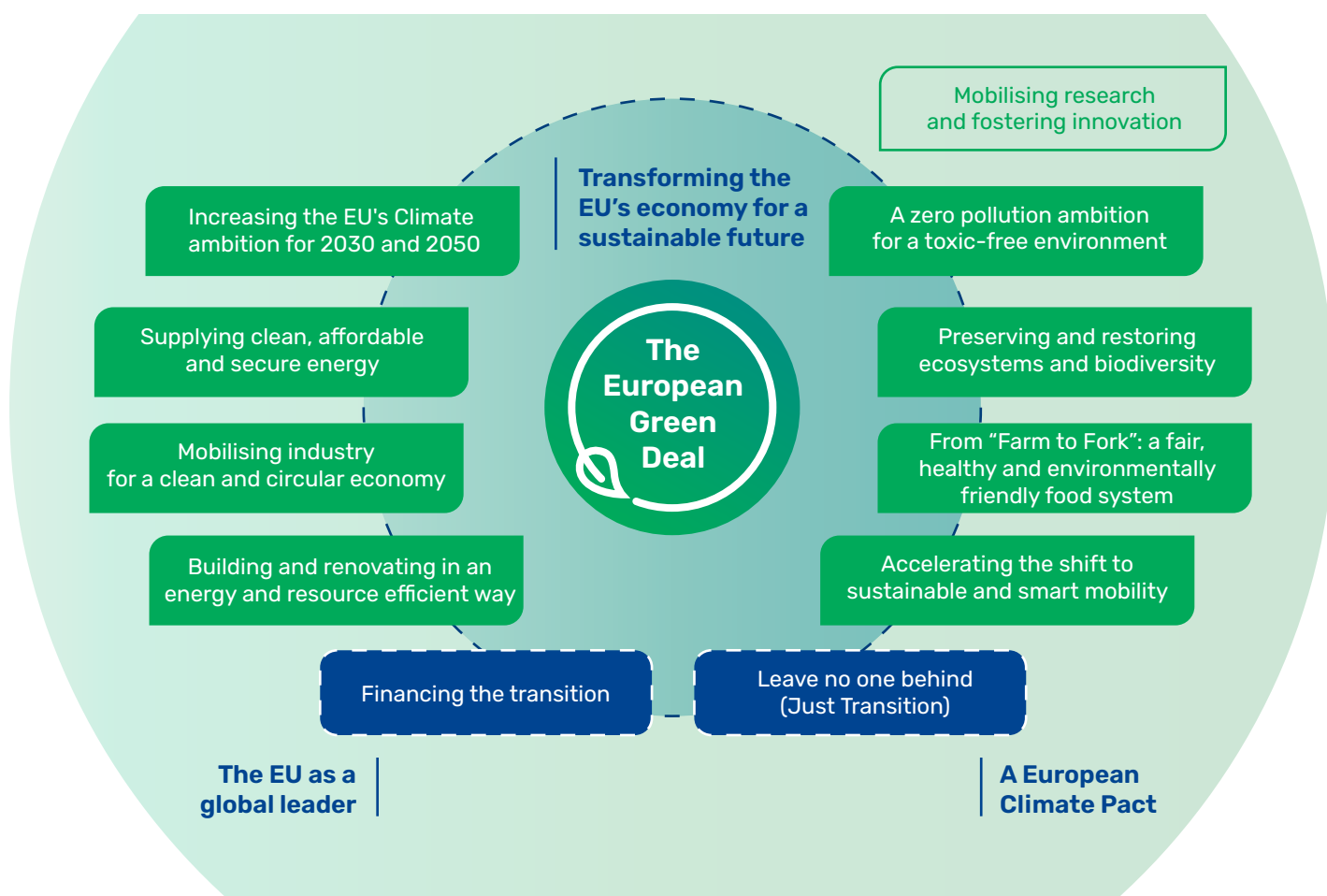

Figure 1. Key elements of the European Green Deal. Source: European Commission (2019, p.3)

This amounts to a very significant and far-reaching agenda – the most ambitious of the von der Leyen Commission's six priorities[1] as set out in statements to the European Parliament in July and November 2019. Indeed, by Spring 2021, around half of the nearly 400 initiatives foreseen by the new EC in 2019 had been submitted, and 87 related to the European Green Deal (Bassot, 2021). This extensive legislative and non-legislative agenda entails the production of a vast range of official documents throughout the EU policy cycle.

The EC sought to create a solid research and innovation base to help drive this ambitious policy programme. As such, they invested €1bn of EU funds into the Horizon 2020 Green Deal calls, which funded 73 Green Deal projects. In much the same way as the wider Green Deal policy programme does, these funded projects were expected to include SSH ideas. In addition to a 'mainstreaming' expectation (i.e. that SSH appears in all Green Deal projects, however technical on the surface), there was also investment in four distinct SSH projects that were meant to offer cross-cutting insights across all of the Green Deal policy areas. Two of these four projects were funded under the 'Behavioural, Social and Cultural Change' funding call, and this included the SHARED GREEN DEAL project (within which this report/study sits).

Within these contexts, it is clear that the European Green Deal represents a hugely ambitious policy programme that should lead to sustainability transformations at local, regional, national and international levels across Europe. These transformations will both deliver and depend on behavioural, social and cultural changes (as per the EC's phrasings).

1.2. Objectives of this study

This report will provide a concise and accessible overview of the most relevant EU policy documents for the SHARED GREEN DEAL research agenda, setting out the policy context on which SHARED GREEN DEAL's activities are based.

In particular, the objectives of this report are to assess the extent to which these key EU policy documents:

- Present insights into behavioural, social, and cultural (BSC) issues, drawn from Social Sciences and Humanities (SSH) disciplines, in identifying drivers of and/or barriers to successful policy implementation; and
- Propose interventions explicitly targeting BSC change to support successful policy implementation.

Based on this analysis, we will make recommendations both for how EU policy documents can strengthen their engagement with BSC issues, and where relevant for the design of the 'social experiments'[2] at the heart of the SHARED GREEN DEAL project.

This report will provide useful insights for the development of the SHARED GREEN DEAL project and beyond. The project also provides insights for multiples actors interested in the Green Deal,

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1 The six priorities are: the European Green Deal; a Europe fit for the digital age; an economy that works for people; a stronger Europe in the world; promoting the European way of life; and a new push for European democracy. A seventh priority was subsequently added, namely, to address the coronavirus crisis.

2 In the SHARED GREEN DEAL project, we take experimentation to be related to the idea of 'learning by doing' through e.g. pilots, alternative forms of working, grassroot innovations, etc. In this way, the project's social experiments will drive local (social) change through bringing together stakeholders via new and novel forms of engagement. Specifically, we have six streams of experiences that are based around six different EU Green Deal policy areas: 'Circular economy'; 'Sustainable mobility'; 'Efficient renovations'; 'Clean energy'; 'Sustainable food'; and 'Preserving biodiversity'. Each of these streams will involve a different approach to experimentation, ranging from knowledge networks and business innovation hubs, to series of study circles and visioning methods, etc. We will utilise an action research approach to these experiments, because we will be learning ourselves throughout their implementation and evaluation.

ranging from other existing Green Deal projects, other consortia and SSH researchers to poli-cy-makers in the EU institutions.

1.3. Structure of this report

This report is structured as follows:

- Section 2 describes the methodology employed to select and analyse a number of policy documents.
- Section 3 provides a comparative analysis of the different policy documents and a specific analysis for a number of policy areas of the European Green Deal.
- Section 4 summarises the main conclusions of this report.

2. Methodology

2.1. Defining Behavioural, Social and Cultural (BSC) issues, insights and interventions

As noted by the EC in developing the original Horizon 2020 Green Deal call, "*[a]ll areas of the Green Deal, from climate action to zero pollution, require considerable changes in the behaviour of individuals, communities and public and private organisations*" (European Commission, 2020a, p.1).

There has been increasing interest among some stakeholders in the policy-making community in recent years to better understand the importance of behavioural insights for public policy (Organisation for Economic Cooperation and Development, 2017, p.3). This field developed initially out of the application of Cognitive Science and Experimental Psychology to challenge assumptions about rational behaviour in Economics and has been applied to better understand and improve policy-making and implementation across a range of policy areas, including consumer protection, energy, environment, health, finance, and taxation (Organisation for Economic Cooperation and Development, 2017, p.16).

More recently, the World Health Organisation (WHO) has further elaborated an approach to behavioural and cultural insights with regard to health policy; for example, the WHO is incorporating a broader range of factors that affect health behaviours, including cultural, social, historical, literacy-related and structural influences. As the WHO notes, behavioural and cultural insights can help to "*understand and influence the individual, cultural and structural barriers to health and the drivers that enable, support and promote healthy behaviours*" (World Health Organisation, 2022, p.2).

There has similarly been a significant increase in recent years in the attention paid in the climate policy literature to behavioural, social, and cultural considerations. This is well-reflected in the inclusion in the 2020 edition of the flagship United Nations Environmental Programme's (UNEP) Emissions Gap Report, with a chapter dedicated to behavioural change at both collective and individual levels as a strategy for reducing emissions (United Nations Environment Programme, 2020). As Capstick et al. (2020, p.70) note: "*A person's choices operate within broader contexts that enable or constrain action [...] – including physical environments, cultural conventions, social norms, and financial and policy frameworks – and are inseparable from income levels and access to resources*". The authors conclude that "*[U]ltimately, the accomplishment of low-carbon lifestyles will require deep-rooted changes to socioeconomic systems and cultural conventions.*"

This increased attention in the climate policy literature to behavioural change embedded in broader social and cultural contexts is also evident in the Intergovernmental Panel on Climate Change (IPCC) Sixth Assessment Report, which notes *inter alia* that "*[S]ocial and cultural processes play an important role in shaping what actions people take on climate mitigation, interacting with individual, structural, institutional and economic drivers*" and that "*social and cultural processes can 'lock-in' societies to carbon-intensive patterns of service delivery. They also offer potential levers to change normative ideas and social practices in order to achieve extensive emissions cuts*" (Intergovernmental Panel on Climate Change, 2022, p.8). The Report includes detailed inventories and descriptions of policy options that have been assessed in the literature in this regard, described as "*behavioural*

interventions experimentally tested to change energy behaviours" (Intergovernmental Panel on Climate Change, 2022, p.73).

In this report, we build on these developments in the climate policy literature to define behavioural, social and cultural (BSC) issues as topics that are related to individual and collective drivers of behavioural change, and thereby affect climate policy objectives. We refer to BSC insights as policy-relevant evidence and/or analysis of BSC issues, which may be drawn from a range of SSH disciplines (European Commission, 2020b, p.8). Specifically, we refer to BSC interventions as public policies (either legislative or non-legislative) designed to facilitate, encourage or otherwise result in BSC change in support of climate policy objectives; or, more concretely in the context of the SHARED GREEN DEAL project, in support of the objectives of the European Green Deal.

2.2. Defining the scope of Green Deal policy documents to be analysed

2.2.1. Types of EU policy documents

As indicated in Figure 2, the EU policy cycle can be seen as comprising four principal stages:

1. During the *initiate* stage, the EC produces a proposal for a legislative or non-legislative initiative, with accompanying documents;

2. During the *adopt* stage, the EU co-legislators (i.e. the European Parliament and the Council of the EU) scrutinise, amend and eventually adopt a version of the EC's proposal;

3. During the *implement* stage, EU Member State (MS) governments transpose legislation into domestic law and/or other otherwise take any necessary implementing steps; and,

4. During the *revise* stage, the EC may initiate and undertake processes to review, evaluate and eventually recommend further legislative or non-legislative revisions to the proposal, or recommend new legislative or non-legislative initiatives.

Each stage is associated with a range of official policy-relevant document types, several of which were established or modified in recent phases of EU policy-making reform under the Better Regulation initiative (European Commission, 2016).

Most of the various legislative and non-legislative initiatives under the European Green Deal are currently at the 'initiate' or 'adopt' phases of the policy cycle. For the purposes of this study, we will therefore limit the scope of our documentary analysis to these phases of the policy cycle, and not consider documents such as Fitness Checks or Evaluations from the 'revise' stage, for example (although these could make important objects of analysis in future years, as Green Deal initiatives begin to be implemented and attention turns to learning lessons and preparing for the next phase of policy-making).

The Better Regulation Toolkit is clear that Impact Assessments (IAs) are the key policy-making tool in the 'initiate' stage (European Commission, 2021a, p.42). IAs provide a systematic analysis of socio-economic effects associated with all proposals from the EC that are considered to have significant socio-economic impacts, and, as such, IAs must be published in full alongside these EC proposals. Furthermore, recent revisions to the IA template – which have been in use since 2021 – mean that these documents are now particularly relevant for analysis as the economic, social, and

environmental impacts of the policy options became more prominent in the template[3]. Insights that we develop through this study could therefore be highly relevant for the EC and other stakeholders in understanding the effectiveness of the revisions and identifying options for further reforms.

However, we will also assess the most relevant Communications, which provide the overarching policy narrative and set out the broader policy strategy for the EC's agenda under the European Green Deal. Whereas IAs address a primarily policy-maker audience, Communications typically address a wider public or non-expert audience and often take the form of Action Plans or Strategies. Extending our analysis to include Communications is important given that IAs tend to be used primarily for 'hard' or legally binding initiatives, and may miss certain 'soft' or legally non-binding initiatives if they are not considered to have significant socio-economic impacts but which may be more likely to include BSC interventions. Addressing both IAs and Communications will therefore allow us to provide comparative analysis between the extent to which different types of EU policy documents related to both legally binding and legally non-binding proposals, and directed at both policy-making and more generalist audiences, engage with BSC issues.

Finally, we will also include relevant documents related to the Horizon Europe (HE) agenda, which is considered a flagship EU initiative to strengthen the impact of research and innovation with regards to the EU's policy priorities (European Commission, 2021b, p.3). HE outputs may relate to different stages of the policy cycle, supporting both the design and implementation of policy initiatives. As the Horizon 2020 call under which SHARED GREEN DEAL has been supported demonstrates, it is a strategic priority of the EC research and innovation policy to focus on BSC issues within how it deals with societal challenges. Including elements of relevant Mission Implementation Plans in our analysis therefore provides a further important point of comparison with Communications and IAs.
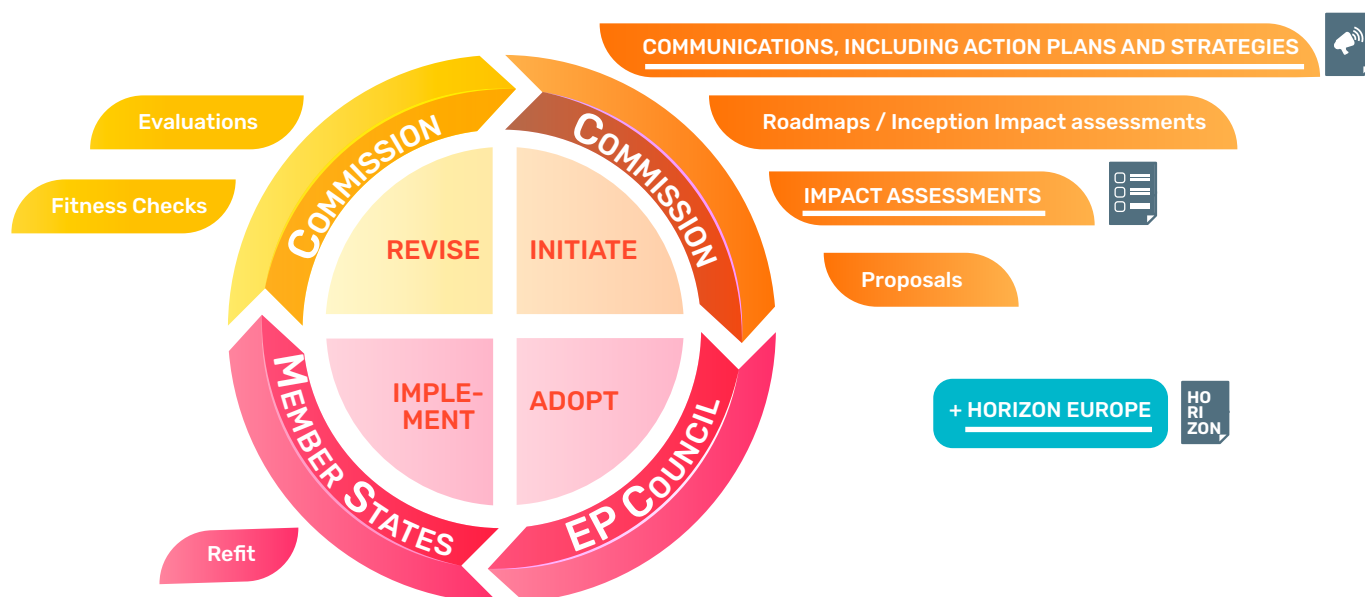
Figure 2. Key policy documents at different stages of the EU policy cycle. Foci for this study is underlined. Source: Adapted from Klingbeil (2021, p.2)

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3   The latest changes in the Better Regulation Toolkit include the introduction of the 'one in, one out' principle; the promotion of 'digital by default principle'; the 'do no significant harm' principle and the integration of strategic foresight into policy-making. Concerning the latter, it implies that a) the problem definition, the policy objectives, and the policy options should be validated against possible future developments and b) the analysis of the relevance of the intervention should also look at future needs that may arise from the upcoming changes (technological, social, environmental and economic) or those identified in the strategic foresight analysis. More information can be found here.

2.2.2. Identifying the most relevant Impact Assessments, Communications and Horizon Europe documents

However, even limiting the scope of our analysis to IAs, Communications and relevant HE documents would result in a very large number of policy documents to assess, many of which are highly unlikely to be relevant to the concerns of SHARED GREEN DEAL. We therefore further limited the scope of our documentary analysis to the IAs, Communications and HE documents that are most relevant to the six social experiments that lie at the heart of SHARED GREEN DEAL. These same six social experiments also represent the core interests of the European Green Deal. We argue that this decision will ensure that our analysis will remain focused on the policy context that is most pertinent to the project's original research agenda (and that of other relevant Green Deal projects), helping to maximise the external policy impact at EU and Member State level of the experiments. Table 1 details the relevant IAs, Communications and HE documents, which were selected for our analysis.

However, given that the social experiments in SHARED GREEN DEAL do not always directly align with specific EU policy initiatives (leaving some scope for interpretation about which policy initiatives may be most pertinent), and given the evolving status of the policy agenda under the European Green Deal (e.g. in relation to political developments, such as the war in Ukraine), we used an iterative approach to select the final list of documents to analyse, meaning that the list of selected documents was adapted over the course of the report elaboration. We also considered further inputs (in particular in relation to the choice of HE documents) from the interviews with HE Mission stakeholders under Work Package 1, relating to the pertinence of key Mission policy documents and the role such documents play in the coming years. Further, in providing the most up-to-date policy context possible, and in ensuring the analysis would be completed in a timely manner, we used a cut-off point of 30 June 2022 in selecting policy documents to analyse. Where key IAs were expected to be published only after this point, we used the Inception IAs instead (a shortened version of an IA which nonetheless lists the key issues the EC identifies with regards to the problem analysis and options for policy interventions).

Table 1. Selected EU policy documents with regard to SHARED GREEN DEAL social experiments

SHARED GREEN DEAL social experiment topics	EC Communications, including Action Plans and Strategies	EC Impact Assessments	EU Horizon Europe Framework Programme
A. Clean energy	Communication on Offshore Renewable Energy Communication on Solar Strategy	Renewable Energy Directive (RED) III	Implementation Plan for 'EU Mission for Climate-neutral and Smart Cities'
B. Circular economy	Circular Economy Action Plan	Directive on Empowering Consumers for the Green Transition Substantiating Claims about Environmental Footprint of Products/ Services Directive	Implementation Plan for 'EU Mission Soil Deal for Europe'
C. Efficient renovations	Renovation Wave Strategy	Energy Performance of Buildings Directive (EPBD) Energy Efficiency Directive (EED)	Implementation Plan for 'EU Mission Restore our Ocean and Waters'
D. Sustainable mobility	Sustainable and Smart Mobility Strategy The New Urban Mobility Framework	CO_2 from Cars and Light Vehicles Regulation Emissions Trading Scheme (ETS) Extension to Buildings and Road Transport	
E. Sustainable food	Farm to Fork Strategy	Sustainable Use of Pesticides Directive Legislative Framework for Sustainable Food Systems (Forthcoming, by end 2023)	Implementation Plan for 'EU Mission Adaptation to Climate Change'
F. Preserving biodiversity	Biodiversity Strategy for 2030	EU Nature Restoration Targets Directive	

2.3. Approach to analysing Behavioural, Social and Cultural (BSC) issues in the selected policy documents

Given that we are not aware of any previous study exploring the extent to which EU policy documents engage with BSC issues, we used an inductive approach to analyse the selected policy documents in relation to two primary questions and a series of secondary questions, as set out in Table 2, using our findings to draw initial conclusions. Our approach focuses on describing the explicit mentions of BSC issues within the policy documents, and then, from there, we reflect and speculate more exploratively on what this could mean for the EU Green Deal.

The primary questions served to make a binary classification between EU policy documents that provide and do not provide BSC insights. The researchers looked for mentions of BSC insights that could be drivers or barriers to the implementation of the EU policy document. The secondary questions were designed to address further issues of concern to SHARED GREEN DEAL, in relation for example to the extent to which EU policy documents engaging with BSC issues differentiate among different EU regions and/or provide differential considerations for different EU stakeholders. As with our final selection of EU policy documents to analyse, we used an iterative approach to refine these questions as necessary.

Table 2. Key questions against which selected EU policy documents were analysed

Primary questions	Secondary questions
1/ Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	If so, which kinds of insights/evidence are provided (or sought)? Is special consideration given to disadvantaged groups? Are they differentiated across EU regions or on any other basis (such as gender or age)? Which research methods are employed (or encouraged)?
2/ Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	If so, which kinds of interventions are proposed (or sought)? At what level of governance is implementation envisaged? Is special consideration given to disadvantaged groups? Are the interventions differentiated across EU regions or on any other basis (such as gender or age)? Are these (or are these intended to be) central or peripheral to the policy/strategy?

Each of the selected policy documents were ranked in relation to the primary questions, according to a simple categorisation as set out in Table 3. The rankings are meant to help identify patterns in the extent to which different EU policy documents engage with BSC insights and interventions across the policy areas related to the social experiments of SHARED GREEN DEAL. The rankings are intended to be indicative of how BSC issues and ideas are mentioned and developed by the authors of these Green Deal policy documents. By 'mention', we mean that a concrete BSC insight, issue or intervention was found in the different documents analysed. We hope that by doing so we will provoke discussion and debate. It goes without saying that the rankings should not be seen as

quality judgements of these EU policy documents, but rather as a measure of their active consideration of BSC content. Ranking results cover all analysed documents and are included in Appendix 1.

Three researchers analysed the 22 EU policy documents. The documents were not parsed by multiple researchers – instead, consistency was ensured by way of consultation between the researchers. We discussed every EU policy document and its ranking, ensuring uniformity in the treatment of the EU policy documents.

Table 3. Ranking of analysed EU policy documents in relation to the two primary questions

Name of proposal	Document type	Area of Green Deal	Primary question	Ranking
(Name)	Communication; or Impact Assessment; or Horizon Europe Mission document	Clean energy; or Circular economy; or Efficient renovations; or Sustainable mobility; or Sustainable food; or Preserving biodiversity	1/ **Problem Analysis**: Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	0=no; 1=few mentions, little detail; 2=several mentions, little detail; 3=few mentions, more detail; 4=several mentions, more detail
			2/ **Policy Interventions**: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	0=no; 1=few mentions, little detail; 2=several mentions, little detail; 3=few mentions, more detail; 4=several mentions, more detail

Results are presented visually in Figure 3. Different colours and icons were used to further differentiate between the different types of EU policy documents plotted on the graph, and/or to further differentiate between the different social experiments to which each of the documents is most clearly related.

This facilitated the identification of patterns concerning the extent to which different types of EU policy documents and/or policy documents that relate to different policy areas under the European Green Deal engage with BSC issues in both problem analysis and policy interventions. Such a graphic also supported the research objective in relation to providing a concise and communicable overview of the policy context in which the SHARED GREEN DEAL social experiments were developed.

In addition to the graphic representation of the analysis of each of the selected policy documents, the report includes an expanded narrative analysis for each document, including in relation to the secondary questions. A comparative analysis section identifies points of similarity and difference across the different document types and policy areas. For example, we may identify that IAs tend to have stronger engagement with BSC issues than Communications, given the tendency of IAs to focus on clearly quantifiable issues of concern. Or we may find that documents concerning certain topics like circular economy – where links to consumer behaviour are clearly articulated – may have stronger engagement with BSC issues compared to those concerning supply-side initiatives related to clean energy, for example.

2.4. **Limitations**

This study has some potential limitations. Firstly, not all types of EU policy documents are analysed. This report focuses on Communications, Impact Assessments and Horizon Europe Mission Implementation Plans. These are key documents in the European Commission policy cycle, but other types of documents might also include references to BSC insights and related interventions. In addition, not all thematic policy areas of the EGD are covered. Finally, rankings were interpreted differently by different researchers involved in this report. These potential divergences in interpretation were mitigated through regular iterative discussions of ranking decisions.

It is also important to consider the audience of the study: it is meant to inform the different partners of the SHARED GREEN DEAL project of the extent to which relevant EU policy documents engage with BSC content. As such, the study should not be seen as a conclusive analysis of whether the European Commission adequately considers BSC content in its policy documents, but rather as a prompt for discussion among stakeholders interested in BSC.

3. Findings

This section describes our principal findings from the documentary analysis and offers some initial, exploratory analysis of these findings. The section begins with a comparative overview of our separate analyses, which initially focused separately (and mainly qualitatively) on our six Green Deal policy areas of interest to the SHARED GREEN DEAL project. Herein, we attempt to identify some transversal points of note. Thereafter, we provide a deeper dive narrative concerning each of the analysed policy documents in turn.

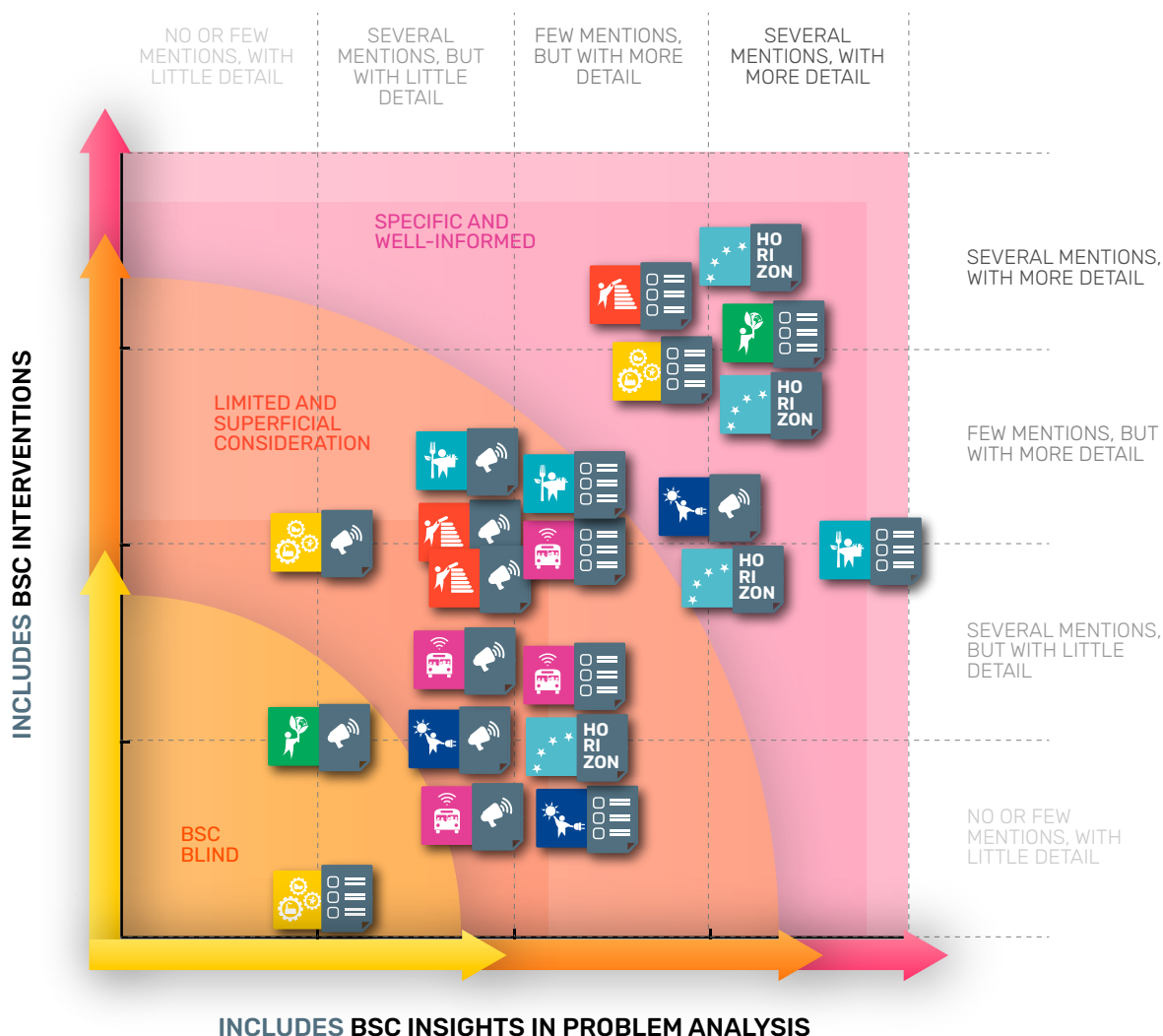## 3.1. **Overview and comparative analysis**

Figure 3. Overview of ranking results of analysed EU policy documents, in respect to Behavioural, Social and Cultural (BSC) interventions and insights

We plotted the rankings of each of the analysed documents as shown in Figure 3. This figure represents to which extent BSC issues and interventions are mentioned in the selected policy documents. It does not intend to give a qualitative analysis of the topics covered by these documents, but rather a more quantitative approach on the mentions of BSC issues and interventions. A qualitative analysis is provided below.

On this basis, we have identified three broad groups of documents according to our two primary axes of analysis. Firstly, those documents which we consider to be 'BSC blind'; secondly, those with only limited and superficial consideration of BSC issues; and, finally, those which include much more detail, with usually specific examples of well-informed BSC interventions.

It was notable that the fewest number of documents we analysed are identified as 'BSC blind'. This suggests that in general EU policy documents under the Green Deal are at a minimum paying lip service to the significance of at least some BSC issues. But equally notable is the fact that we did not identify any documents that would be positioned in the very top right-hand corner on the graph in Figure 3, reflecting extensive analysis of BSC issues and related policy interventions. Moreover, we only identified one document that treated several distinct BSC issues in more detail, and none of the documents gave that level of consideration to BSC interventions, pointing to the challenge of fully understanding and acting on the spectrum of BSC issues that are relevant to a given policy area. Most documents were instead clustered around the centre, representing an incomplete treatment of BSC insights and interventions and emphasising the need for policy-makers to consider a wider set of BSC issues in detail when composing policy documents.

We also observed a clear correlation between the extent to which BSC issues are considered in problem analysis and the extent to which related BSC interventions are proposed. None of the documents we analysed fell into either the top left- or bottom right-hand quadrants, which would represent either 'uninformed BSC interventions' or 'inconsequential BSC analysis' respectively. This seems to reflect well the EC's intention to pursue a robust evidence-based approach to policy-making.

Regarding the types of documents (reflected in the use of different icons in Figure 3), we found that Impact Assessments and Horizon Europe Mission documents tend to have a more detailed consideration of BSC issues than do Communications. This suggests that the recent reforms of the Impact Assessment template have proven successful in ensuring that at least some types of BSC issues are systematically considered in the policy-making process. Meanwhile, the relative prominence of BSC issues in Horizon Europe Mission documents seemingly reflects a commitment among the European Commission Directorate-General for Research and Innovation (DG RTD), and related services, to further develop analysis and understanding of the role that BSC insights and interventions can play in furthering the objectives of the Green Deal – and perhaps suggests a tacit acknowledgement that this remains an area which is under-explored in EU policy-making.

It is perhaps surprising that Communications – which serve as the headline policy strategy documents, and tend to reach a wider audience than the other types of analysed documents – tend to give much less prominence to BSC issues in general. While this could simply be a reflection of the more limited length of these documents, it nonetheless seems to suggest a missed opportunity for the EC to leverage BSC issues in its policy communication and presentation efforts to make the Green Deal more accessible to EU citizens.

There are also some notable differences in consideration of BSC issues among the different thematic areas of the Green Deal addressed in SHARED GREEN DEAL's social experiments. Documents related to the 'Efficient renovations' thematic area were found to demonstrate the clearest consideration of BSC issues. This is likely a reflection of the extensive literature related to energy poverty and the significant engagement of social justice NGOs in the policy-making processes in this area.[4]

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4   Unpublished findings from earlier work by IEEP and partners, see here.

Conversely, documents related to the 'Sustainable mobility' thematic area were found to have the least significant consideration of BSC issues. In contrast to the building renovations area, transport policy has far less engagement from social justice NGOs, and the academic and policy literature pertaining to transport poverty is far less developed. Transport policy may, as a result, be seen as a more technocratic domain, as well as a highly dominated by men (Gore, Stainforth and Lučić, 2021, p.109), where considerations of vehicle engine efficiency are more likely to trump reflections on behavioural choices surrounding sustainable alternatives to privately-owned cars, for example.

The documents related to the other thematic areas paint a more mixed picture of engagement with BSC issues. That said, it is notable that several of the documents related to both 'Sustainable food' and 'Preserving biodiversity' drew on specific forms of BSC insight to inform focused BSC interventions. Many of these relate to efforts to understand and influence the behaviour of farmers, a stakeholder group that has clearly been identified as critical to delivering the objectives of the Green Deal in these areas.

The analysed documents related to 'Circular economy' were found to have the widest range of engagement with BSC issues. While the IA for the 'Empowering citizens in the green transition' initiative was found to demonstrate, perhaps unsurprisingly, a clear focus on understanding the drivers of and addressing consumer behaviour change (albeit through a fairly limited lens of consumer awareness, see below). The equivalent IA related to the 'Green claims' initiative was considered to a large extent to be 'BSC blind'.

Finally, it is important to note that across all the analysed documents – even where we did find examples of meaningful consideration of BSC insights and proposals for BSC interventions – there was always a somewhat constrained or limited sub-set of BSC issues considered. Moreover, this limited sub-set was dominated by an implicit paradigmatic stance that put the techno-economic lens of the Single Market at its centre. For example, three of the most prominent BSC insights and related interventions were found to relate to, firstly, efforts to address 'consumer awareness', either through improved labelling or education initiatives (e.g. relating to 'Circular economy' or 'Sustainable food' areas); secondly, efforts to address skills shortages in the labour market through training initiatives (e.g. relating to 'Efficient renovations' or 'Sustainable mobility' areas); and thirdly, the provision of financial incentives to targeted groups, notably farmers and in some instances lower-income or vulnerable households (e.g. relating to 'Preserving biodiversity' or 'Sustainable food' areas).

While each of these examples may reflect a legitimate and perhaps effective channel to address BSC-related barriers to the achievement of the Green Deal's objectives, they nonetheless reflect a relatively narrow set of assumptions drawn largely from the field of Economics, rather than a broader range of SSH. We did identify a few references to 'culture' – notably in relation to the European Bauhaus[5], identified as a significant component in the Renovation Wave Strategy, and in relation to the Legislative Framework for Sustainable Food Systems, where 'culinary culture' is identified as a significant consideration regarding dietary shifts as well as farming practices. But the deepest reflections on 'citizen engagement', 'public participation' or 'ownership', and references to wider SSH ideas, were only found in the Horizon Europe Mission documents, which only include relatively softer or more limited interventions than the legislative proposals given their different nature, which combines funding programmes, policies and regulations, as well as efforts to mobilise the public and private sectors.

It is notable, however, that most of the analysed policy documents do include at least some consideration of inequalities, distributional issues and the particular circumstances of vulnerable groups.

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5   The European Commission describes the European Bauhaus as "translating the European Green Deal into tangible change on the ground that improves our daily life, in buildings, in public spaces, but also in fashion or furniture. The New European Bauhaus aims at creating a new lifestyle that matches sustainability with good design, that needs less carbon and that is inclusive and affordable for all, while respecting the diversity that we have in Europe and beyond."

Many of the documents include vertical distributional analyses of the differentiated impacts of proposed policies on households according to income, and several reflect in particular on the impacts on low-income groups or those at risk of poverty. Geographic inequalities are sometimes considered, for example in relation to the urban-rural divide, or the differentiated impacts of policies between Member States. A few of the documents consider gender, and we noted one explicit reference to disabilities. Again, this reasonably concerted effort to take account of distributional analysis in the policy-making process likely reflects positively the recent reforms to the Impact Assessment templates, and offers some of the best-informed BSC insights we identified. This suggests that further such reforms in future – perhaps reflecting a wider set of BSC issues drawn from a wider range of SSH disciplines – may similarly result in meaningful changes to the EU policy-making process.

3.2. Policy documents relevant to each Green Deal policy area

Further detail on the BSC issues identified in relation to each of the analysed documents is provided in the following sections. These sections are more qualitative in nature and provide direct empirical material from the documents themselves. This approach aims to ensure that the report is of direct use to both the SHARED GREEN DEAL consortium as well as other Green Deal projects and actors involved in the Green Deal.

3.2.1. Clean energy

The policy documents analysed in the context of experiment A are two Communications, one on the EU Strategy for Solar Energy and one on the Offshore Renewable Energy Strategy, and one Inception Impact Assessment accompanying the proposal for revision of the Renewable Energy Directive.

Concerning **behavioural insights**, the Inception IA for the Renewable Energy Directive does not refer to behavioural barriers or the role of behavioural change in moving towards using renewable energy. No special consideration is given to disadvantaged groups, and the document does not differentiate across EU regions. The Inception IA does state that "[t]he initiative is likely to contribute to decreasing energy prices for consumers, thereby contributing to alleviation of energy poverty" (European Commission, 2020c, p.4).

The Communication on the Offshore Renewable Energy Strategy emphasises the need for a long-term framework for business and investors that ensures co-existence with other sea space activities, to ensure protection of the environment and biodiversity and stimulate thriving fishing communities. It underlines the need for social sustainability and public acceptance in the projects' planning phase, but does not offer potential mechanisms. The Offshore Renewable Energy Strategy also links the sustainability of offshore renewable energy to social cohesion, stating that offshore renewable energy "*will only be sustainable if it does not have adverse impacts on the environment as well as on the economic, social and territorial cohesion*" (European Commission, 2020d, p.10). The Strategy mentions the need for (re)training of workers and differentiates between EU regions, saying that the value chain related to deployment of offshore renewable energy should "*benefit a large number of regions and territories. It may provide an opportunity for the regions most affected by the transition to a climate-neutral economy to diversify their economies, ranging from carbon-intensive and coal regions, regions where gas and oil offshore industry needs to reconvert, to peripheral and outermost regions*" (European Commission, 2020d, p.23).

The Communication on the Solar Strategy does not include many BSC insights, but it does refer to its direct contribution to addressing the challenges of the just transition and energy poverty. It positions solar energy as part of a well-integrated, consumer-centric energy system and recognises the importance of energy communities, which feature heavily in its presentation of the European Solar Rooftops Initiative. In its treatment of that Initiative, the Solar Strategy also mentions disadvantaged groups: "*The EU and Member States will work together to [...] ensure that energy poor and vulnerable consumers have access to solar energy, e.g. through social housing installations, energy communities, or financing support for individual installations*" (European Commission, 2022a, p.4).

All three documents analysed in the context of experiment A perform poorly when it comes to **BSC interventions**. By its nature, the Inception IA for the Renewable Energy Directive is concise and does not provide any relevant interventions. The Offshore Renewable Energy Strategy refers to a 'community of practice' as a measure to "*facilitate dialogue on the environmental, economic and social sustainability of offshore renewable energy*" (European Commission, 2020d, p.10) between industry, social partners, NGOs and scientists. The Offshore Renewable Energy Strategy also mentions the European Skills Agenda to further education and training schemes for offshore renewable energy, especially in those countries with significant offshore industry potential that lack relevant education programmes. The Communication on the Solar Strategy is light on BSC interventions but mentions the importance of an 'EU large-scale skills partnership' to "*develop a clear vision of concrete upskilling and reskilling measures for solar energy expansion*" (European Commission, 2022a, p.8).

3.2.2. Circular economy

The policy documents analysed in the context of this policy area are the Circular Economy Action Plan (Communication) and the Impact Assessments related to the Proposal for a Directive on Empowering Consumers for the Green Transition and the Proposal for the Substantiating Claims about Environmental Footprint of Products/Services Regulation.

The Circular Economy Action Plan mentions several **BSC insights** covering topics related to innovative models placing customer at the centre, the collaborative economy, models where producers keep the ownership of the product, reward systems for sustainable performance of products, etc. However, the Plan focuses more on empowering consumers through reliable information and consumer protection. It also mentions several incentive systems to spark change behaviour both in consumers and producers: "*rewarding products based on their different sustainability performance, including by linking high performance levels to incentives*" (European Commission, 2020e, p.4) or "*incentivising product-as-a-service or other models where producers keep the ownership of the product or the responsibility for its performance throughout its lifecycle*" (European Commission, 2020e, p.4). Concerning waste management, the Plan also places citizens at its core: "*The decoupling of waste generation from economic growth will require considerable effort across the whole value chain and in every home*" (European Commission, 2020e, p.12).

The Inception IA on Substantiating Claims about Environmental Footprint of Products/Services only briefly mentions the need for consumers and business to count on reliable information in order to make sustainable choices. In contrast, the IA on the Proposal for a Directive on Empowering Consumers for the Green Transition offers a more detailed description of BSC insights. The initiative aims to improve sustainability labels and digital sustainability tools "*to encourage the needed changes both in consumer and business behaviour*" (European Commission, 2022b, p.1). The initiative also describes the two main problems for consumers to make more sustainable choices: lack of reliable information at the point of sale and misleading commercial practices related to the sustainability of products.

Concerning **BSC interventions**, the Circular Economy Action Plan outlines several initiatives meant to increase the circularity of products, including eco-design measures, hazardous chemicals, etc. More specifically on measures related to BSC, the Plan covers the need to establish the right to repair, information campaigns, labelling, education measures and support for reskilling: "*The Commission will ensure that its instruments in support of skills and job creation contribute also to accelerating the transition to a circular economy … further investment in education and training systems, lifelong learning, and social innovation will be promoted under the European Social Fund Plus*" (European Commission, 2020e, p.15). The Action Plan falls short on detailed measures and leaves further development of the mentioned topics for the proposals and accompanying IAs of the upcoming initiatives mentioned in the Action Plan.

The IA on the Proposal for a Directive on Empowering Consumers for the Green Transition delves into consumer empowerment tools (focusing on the demand side) and proposes changes in the current legislative framework to enhance the "*environmental sustainability information provided to consumers at the point of the sale and at better protecting consumers from practices that could mislead them and thus interfere with the integrity of their transactional decisions, luring them away from sustainable consumption choices*" (European Commission, 2022b, p.4). In order to do this, the IA proposes multiple options such as obligations to inform consumers about a product's lifespan and spare parts availability, provide user-friendly repair and user manuals, banning vague environmental claims, provision of a Repair Scoring Index, establishing minimum criteria on sustainability labels and digital information tools, etc.

3.2.3. Efficient renovations

The policy documents analysed in the context of this policy area are the Renovation Wave (Communication), the Impact Assessment for the revision of the Energy Performance of Buildings Directive, and the Impact Assessment for the revision of the Energy Efficiency Directive.

Home renovations and energy use are topics that impact the daily lives of citizens, and the Commission acknowledges that in the policy documents. Personal behaviour is a decisive factor in energy use, making these documents an interesting case study for the project. The Renovation Wave Communication cites several **BSC insights**, which cover topics ranging from accessible and affordable buildings and energy poverty to the need for social housing renovations (European Commission, 2020f). Topics such as the inclusion of women and young people, training, and cultural heritage are mentioned briefly. Energy poverty, which the Commission describes as "*a situation in which households are unable to access essential energy services and products*" (European Commission, 2022c) is central to the policy documents analysed in the context of experiment C, and special consideration is given to lower-income households and vulnerable people.

The IA for the revision of the Energy Performance of Buildings Directive has a focus on energy poverty and the distributional impacts of renovations. The document explicitly mentions behavioural barriers, such as:

> "[T]*he lack of knowledge and conflicting information on the energy performance of buildings and multiple benefits of energy renovations, to a general lack of acceptance of the need to step up decarbonisation efforts, including in buildings, the inertia, the perceived hassle of renovations, and the aversion to indebtedness and financial risk*" (European Commission, 2021c, p.15).

Elements such as cultural heritage and accessibility are not as prevalent as in the overarching Renovation Wave Communication. Special consideration is given to lower-income households and vulnerable people. The document considers the differences between EU regions and assesses the distributional impact of renovations across income classes and tenure status.

The Impact Assessment for the revision of the Energy Efficiency Directive also mentions the role of behavioural change in reducing energy consumption explicitly. The document also has a major focus on energy poverty. The document does not differentiate between EU regions, but it does assess the distributional impact across income classes and tenure status.

When it comes to **BSC interventions**, the Renovation Wave Communication mentions several initiatives that are being developed or already exist. Examples include the Recommendation on Energy Poverty, the Affordable Housing Initiative, the Clean Energy Transition Subprogramme under LIFE, and the New European Bauhaus. Special consideration is given to lower-income households and vulnerable people. The New European Bauhaus initiative, for example, is a central part of the Renovation Wave Communication.

The Impact Assessment for the Energy Performance of Buildings Directive has an explicit focus on BSC interventions that target the split-incentive dilemma between owners and tenants and energy poverty. The revision of the Energy Performance of Buildings Directive will include measures to encourage building renovations for lower-income households. Special consideration is given to lower-income households and vulnerable people. The document differentiates between EU regions and assesses the distributional impacts of renovations across income classes and tenure status. The BSC interventions are central to the revision of the Directive.

The Impact Assessment for the Energy Efficiency Directive introduces several options for policy interventions that alleviate energy poverty and reinforce access to information for consumers. The latter is described as *"resulting in behavioural change"* (European Commission, 2021d, p.90). Special consideration is given to lower-income households and vulnerable people. Similar to the Energy Performance of Buildings Directive, the proposed policy interventions are central to the revision of the Directive.

The policy documents are focused on energy poverty and distributional impacts in their treatment of BSC topics. While cultural heritage, social cohesion, and the need to prioritise social housing renovations are also mentioned in the overarching Renovation Wave Communication, these topics are not mentioned in more detail in the Impact Assessments. The Commission displays advanced knowledge of energy poverty insights and actions in the policy documents relevant to experiment C. This is in contrast to the policy documents relevant to experiment D, which looks at transport policy. However, the French Energy Poverty Observatory has shown that people are more likely to become transport poor than energy poor (Observatoire National de la Précarité Énergétique, 2015).

3.2.4. Sustainable mobility

The policy documents analysed in the context of this policy area are the Smart and Sustainable Mobility Strategy (Communication), the Urban Mobility Framework (Communication), the Impact Assessment for the extension of the Emission Trading System (ETS) to buildings and road transport and the Impact Assessment for the revision of the CO_2 from Cars and Light Vans Regulation.

The four policy documents consider **BSC insights**, but the level of detail varies widely. The Communications on the Smart and Sustainable Mobility Strategy and the Urban Mobility Framework mention a range of BSC insights, from the need for affordable and accessible transport to making transport available to disabled persons and persons with reduced mobility. The need for training and reskilling of transport workers is prominent in the two documents, and special consideration is given to making transport professions more attractive to women. The two Communications also include several mentions of the urban/rural divide.

The two Impact Assessments also mention BSC insights, but the range of topics is more limited. The Impact Assessment for the CO_2 from Cars and Light Vans Regulation includes several mentions of the reskilling of automotive workers and ensuring that EVs are affordable to lower-income

households. The Impact Assessment focusing on the extension of the ETS to buildings and road transport includes several mentions of the distributional impacts of the ETS. The document differentiates between EU regions, as is the case for the existing ETS Directive, which:

> "[I]ncludes solidarity provisions, such as the redistribution of 10% of the auctioned allowances to the 16 lower income MS [Member States]. In addition, a Modernisation Fund was set up to support the 10 lowest income MS to invest in their energy systems' modernisation, just transition and energy efficiency" (European Commission, 2021e, p.14).

The need for a just transition has been presented as a central objective of the European Green Deal from the start. Except for the Urban Mobility Framework, the policy documents refer to the just transition in their framing. While the current energy crisis highlights the need to protect vulnerable groups and lower-income households, the 2021 Impact Assessment for the CO_2 from Cars and Light Vans Regulation already acknowledged that "*this aspect is specifically important in context where policies on fuels could increase the energy prices for consumers and business*" (European Commission 2021f, p.24).

Except for the Impact Assessment for the revision of CO_2 from Cars and Light Vans Regulation, all policy documents score lower on their treatment of **BSC interventions** than on BSC insights. By nature, a Communication is a more wide-ranging policy instrument, setting out the situation and introducing upcoming policy interventions. Both Communications studied in the context of experiment C mainly introduce the upcoming policy proposals, and only focus marginally on BSC interventions. When they refer to BSC interventions, these are usually (part of) existing policy instruments. The Pact for Skills, for example, is often cited.

The BSC interventions mentioned in the Impact Assessments differ in scope and nature. The Impact Assessment on CO_2 from Cars and Light Vans mentions existing interventions and provides detail on the importance of reskilling. The transition from internal combustion engine (ICE) vehicles to electric vehicles (EVs) requires an enormous effort from the automotive industry, and 48% of respondents to the 2022 European Green Deal Barometer survey believe the industry is ill prepared (Casert and Bas-Defossez, 2022), highlighting the need for reskilling and training opportunities.

The Impact Assessment for the extension of the ETS to buildings and road transport covers topics that are relevant to both experiment C and experiment D. As the ETS is a pricing instrument, mentions of BSC interventions refer to making finance for renovations available for lower-income households for the building sector. For the transport sector, developing measures to encourage a shift to public forms of transport and financing for the transition to EVs are briefly mentioned.

In general, BSC insights and interventions are not prominent in the policy documents related to experiment D. While the Smart and Sustainable Mobility Strategy and the Urban Mobility Framework mention a range of important topics, such as accessible and affordable transport, making the transport sector more attractive to women and young people, and the need for rural linkages, these topics are not developed more in the detailed Impact Assessments. Both proposals for revision are by nature very technical, and the Commission has focused on that aspect in the Impact Assessments. Both proposals are part of the Fit for 55 Package, and they refer to other elements of the Package as solutions for the social impacts of the proposed policy interventions. The Impact Assessment for the extension of the ETS does not refer to the development of the Social Climate Fund – which is meant to address any social impacts that arise from the policy – as the Social Climate Fund was only added to the Fit for 55 Package right before publication of the Package.

It is also notable that the Commission continues to see car ownership as the dominant mode. The Impact Assessments cover measures to make EVs more affordable for lower-income households, but do not mention shared mobility services or shared ownership as a way to make mobility more affordable. The Communications cite an improvement in air quality as an important co-benefit of developing sustainable transport policy. The Impact Assessments, however, contain only brief

mentions of air quality. The proposed revision of the CO_2 from Cars and Light Vans Regulation, for example, will significantly improve air quality in the years to come. The Commission could have paid more attention to that aspect of the revision, in particular taking into account the fact that air pollution can reinforce existing socio-economic inequalities (World Bank, 2022).

3.2.5. Sustainable food

The policy documents analysed in the context of this policy area are the Farm to Fork Strategy (Communication) and the Impact Assessments related to the Sustainable Use of Pesticides Directive and the Legislative Framework for Sustainable Food Systems.

The three policy documents analysed in the context of this experiment contain both BSC insights and interventions, but the level of detail and variety of topics differ substantially. In general, there is an emphasis on financial incentives for farmers and other key actors to make Europe's food systems more sustainable. Providing training on new methods and technologies are also mentioned across the different documents.

Concerning **BSC insights**, the Farm to Fork Strategy identifies the need for a shift in people's diets for the sustainable transition of food systems to be successful (European Commission, 2020g, p.5). The document recognises the main problems related to unhealthy diets and its related healthcare costs and argues that if European diets were to be aligned with healthy dietary recommendations, the environmental footprint of food systems would be reduced. For this to happen, consumers "*should be empowered to choose sustainable food and all actors in the food chain should see this as their responsibility and opportunity*" (European Commission, 2020g, p.4).

The Inception IA of the Legislative Framework for Sustainable Food Systems (the IA is expected by the end of 2023) recognises the "*lack of incentives for actors of the food system to produce/ place sustainable food on the EU market*" (European Commission, 2021g, p.3). It also outlines some barriers for the uptake of sustainable food systems such as affordability, lack of reliable information, externalities not being reflected properly in the price of foods and insufficient allocation of cross sectoral responsibilities alongside the food system. Finally, the document also mentions that "*[i]mproved sustainability of the EU's food system is expected to maintain and further enhance the positive reputation of Europe's rich culinary and food culture*" (European Commission, 2021g, p.7).

Regarding **BSC interventions**, the Farm to Fork Strategy proposes several interventions with a focus on the need to "*incentivise farmers to improve their environmental and climate performance*" (European Commission, 2020g, p.11), mainly through the CAP. In fact, one of the main objectives of the Strategy is to reward "*farmers, fishers and other operators in the food chain who have already undergone the transition to sustainable practices*" (European Commission, 2020g, p.4). The Strategy also covers other types of interventions such as the need to empower consumers through the provision of reliable information, the development of an EU Code of Conduct for Responsible Business and Marketing Practice and the promotion of sustainable and socially responsible production methods in food processing and retail. The need for reviewing the EU school scheme to strengthen educational messages as well as setting mandatory minimum criteria for sustainable institutional food procurement are also briefly mentioned.

The IA related to the Sustainable Use of Pesticides Directive has a narrow scope and focuses on two specific types of policy interventions. Incentivising farmers to use pesticides more sustainably is the most highlighted type of intervention, followed by trainings and knowledge exchanges. Incentivising farmers through CAP payments is the most mentioned type of intervention which would promote measures such as "*area-based payments for participating in voluntary schemes to switch to organic agriculture or devoting a share of farm area to biodiversity*" (European Commis-

sion, 2022d, p.28). On trainings and knowledge sharing, the IA emphasises the need to generalise trainings on integrated pest management. The need to promote new technologies to reduce the overall use and risk of pesticides is also mentioned several times across the IA.

The Inception IA for the Legislative Framework for Sustainable Food Systems covers several BSC interventions, but with few details (these will be developed in the future IA). The document includes references to information systems to reflect the sustainable performance of the food system, mandatory minimum criteria for food procurement in schools and public institutions, and the inclusion of provisions leading to systematic changes towards more sustainable food systems.

3.2.6. Preserving biodiversity

The policy documents analysed in the context of this policy area are the Biodiversity Strategy for 2030 (Communication) and the Impact Assessment related to the proposal for the Nature Restoration Targets Directive.

BSC insights included in the Biodiversity Strategy for 2030 stress the need to "*avoid falling back and locking ourselves into damaging old habits*" (European Commission, 2021h, p.6) after the pandemic. It also states that besides regulation and policies, protecting and restoring nature "*will require action by citizens, business, social partners and the research and knowledge community*" (European Commission, 2021h, p.7).

The IA accompanying the proposal for a Nature Restoration Targets Directive recognises the high levels of public support for nature restoration, and advocates for a fair and cross-society approach involving citizens and stakeholders in decision-making and restoration activities. It also briefly mentions the need to "*address potential labour and skill shortages that could prevent delivering on this initiative*" (European Commission, 2022e, p.115). However, it does not provide more details on how to achieve these objectives.

The Biodiversity Strategy for 2030 covers several types of **BSC interventions**. Given the connection of biodiversity with food production, farmers are also recognised as key stakeholders in preserving biodiversity as they are "*the first to feel the consequences when biodiversity is lost but also among the first to reap the benefits when it is restored (…) At the same time, certain agricultural practices are a key driver of biodiversity decline*" (European Commission, 2021h, p.16). Hence, the need for behaviour change by farmers (through financial incentives) is also present in the Strategy to promote organic farming, agro-ecology and stricter animal welfare, among others. Specific mentions of focusing on training and reskilling of the workforce across sectors, as well as future guidelines for schools and teachers on biodiversity teaching, are also present in the Strategy. The document recognises the role of other actors in biodiversity protection and announces the launch of the European Business for Biodiversity movement. Finally, several other initiatives to be launched are outlined, such as an Action Plan on Organic Farming and a new Sustainable Corporate Governance Directive.

The IA on the Nature Restoration Targets Directive mentions fewer types of interventions compared to the Biodiversity Strategy, but includes more details. It focuses mainly on how to compensate and incentivise farmers, landowners and land managers for the additional short-term costs incurred in order to prevent biodiversity decline. Similar to the related policy documents analysed in the context of this project, most of these costs are proposed to be compensated via CAP. In contrast with other policy proposals, the EC does give an estimation of the expected costs for farmers of the different policy options.

3.2.7. Relevant Horizon Europe cross-cutting documents

While the Implementation Plan for the **Climate-Neutral and Smart Cities Mission** could have combined many of the topics included in experiment D and proposed a way forward for cities, it falls short on meaningful mentions of BSC insights and interventions. At most, the document proposes monitoring options to:

> "[L]ink local actions for climate neutrality with some of the co-benefits such as air quality, reduction of energy bills and road safety to also help develop further 'ownership' of the overall climate neutrality objective ('now we understand why we are doing this') and thereby induce stronger local commitment and behaviour change, such as in mobility behaviour" (European Commission, 2021i, p.28).

The Implementation Plan for the **Restore our Oceans and Waters Mission** stresses the need for more citizen engagement with respect to the oceans and waters. It goes beyond the classic citizen engagement narrative based on information campaigns and explores active participatory methods. For instance, the Mission "will promote a participatory governance based on public mobilisation and engagement, empowering citizens to take action and drive the transitions through deliberative democracy, social innovation, citizen science and awareness campaigns" (European Commission, 2021j, p.5). Deliberative democracy mechanisms, citizen assemblies, participatory research, education and training are some of the topics mentioned and developed across the Implementation Plan with the objective to "overcome the emotional disconnect with the ocean and waters" (European Commission, 2021j, p.36).

Similarly, the Implementation Plan for the **Soil Deal for Europe Mission** aims to put people at the centre of change. This is probably the policy document analysed that most explicitly states its intentions to link its activities and purpose to behavioural change and to Arts and Humanities-related disciplines. The Implementation Plan comments on the lack of awareness of the relevance of soils and aims to create communities at the local level, involving multiple key stakeholders (farmers, foresters, urban planners, scientists, politicians, citizens and business). Soil literacy, communication, education and trainings, and direct citizen engagement are some of the key pillars of the Mission to "trigger behavioural changes" (European Commission, 2021k, p.40). The role of "open science and interactive, participatory innovation with strong stakeholder and citizen engagement" (European Commission, 2021k, p.10) is also explored in the document.

Notably, the Implementation Plan explicitly mentions the promotion of "the role of social sciences and arts and humanities to better understand and engage the societal, cultural, and economic mechanisms through which soil health outcomes can be achieved" (European Commission, 2021k, p.21). The Implementation Plan acknowledges the role of the Arts and Humanities in providing "methodologies for investigating the ways in which soils intersect with societies, and for engaging citizens with soils in multiple ways" (European Commission, 2021k, p.42).

The Implementation Plan for the **Adaptation to Climate Change Mission**, in line with the other Missions, aims to create spaces for direct citizen engagement. More generally, there are plenty of references to bringing together a wide range of key stakeholders such as regions, enterprises, local authorities and citizens. The Implementation Plan also mentions explicitly that the Mission will have "a strong focus on behavioural change both on individual as well as on systemic level, to enable regions to take leadership on transformative adaptation" (European Commission, 2021l, p.9). The Plan also specifies that research activities will 'both inform regions on state-of-the-art knowledge regarding behavioural change and transformations, and use the Mission as a whole as an opportunity to study the role and interplay of behavioural change and systemic change in the context of a region's transformative journeys towards climate resilience' (European Commission, 2021l, p.23). Finally, the Implementation Plan also makes references to the necessary conditions for enabling climate transformation including "access to knowledge and data (and the EU's digital agenda), the facilitation of education and capacity building (and the EU's Skills Agenda), the establishment of mechanisms allowing for the governance of and engagement in the transition" (European Commission, 2021l, p.16)

4. Conclusions

This report focuses on the most relevant EU policy documents for the SHARED GREEN DEAL research agenda. We have focused on 22 Communications, Impact Assessments (IAs) and Horizon Europe Mission policy documents, which share relevance with SHARED GREEN DEAL through their alignment with European Green Deal policy areas. The social experiment topics of SHARED GREEN DEAL are: 'Clean energy', 'Circular economy', 'Efficient renovations', 'Sustainable mobility', 'Sustainable food', and 'Preserving biodiversity'. Specifically, we have analysed the Behavioural, Social and Cultural (BSC) contents of these policy documents, which we have detailed in turn (section 3.2); in addition to presenting an indicative comparative overview of how different policy document types (i.e. Communications vs. IAs vs. Horizon Europe Mission documents) explicitly account for BSC considerations in the Green Deal (section 3.1). In presenting our findings, we hope to put a BSC spotlight on these Green Deal policy documents in ways that may not have been done before. In doing so, we thus hope this report will be a useful resource not only internally for the SHARED GREEN DEAL partners, but also for our associated Horizon 2020 Green Deal projects, as well as various associated policy stakeholders too. Ultimately, our analysis of key EU policy documents helps to shine a light on the extent to which BSC issues are currently being addressed in EU Green Deal policy-making.

We identified three broad groups of documents: those which are largely 'BSC blind' (two documents); those with only limited and superficial consideration of BSC issues (11 documents); and finally, those which include some specific examples of well-informed BSC interventions (nine documents). We did not consider that any of the documents we analysed reflected broad and deep engagement with BSC issues, although most provided at least some evidence-based insights and limited examples of appropriate interventions. The 'BSC blind' EU policy documents are the Biodiversity Strategy for 2030, which only briefly refers to citizen engagement and reskilling, and the Inception Impact Assessment for the Substantiating Claims about Environmental Footprint of Products/Services Directive, since BSC topics are rather absent from the document. This might change in the upcoming IA. While BSC interventions in the analysed documents were supported by a robust evidence base, the EC should take steps to increase the amount and variety of BSC issues and interventions it considers in the policy-making progress.

In general, we found IAs and Horizon Europe documents to have stronger engagement with BSC issues than Communications, and a mixed picture across the different thematic policy areas we analysed. We found documents related to buildings renovations and sustainable food to be among the most engaged with BSC issues, and those related to sustainable transport to be among the least. We noted that even where there are clear examples of consideration of BSC insights and/or interventions in the documents, these tend to be drawn from a relatively limited pool informed largely by the field of Economics. Prominent examples include considerations related to consumer awareness or education; to labour market skills shortages and training; and to the provision of fiscal incentives to particular groups of stakeholders, such as farmers. A few sporadic references to broader and deeper BSC concerns – such as citizen empowerment, participation and ownership – were largely limited to Horizon Europe Mission documents. It was notable, however, that all IAs and a majority of the Communications reflected considerations of inequalities and some form of distributional analysis. The need for a just transition was briefly mentioned in a majority of the documents, and gender was referenced across the policy areas, albeit in little detail. Considerations of energy poverty were central to the EU policy documents in the 'Efficient renovations' area.

We conclude that at least some BSC issues are being considered in most areas of the EU policy-making process in relation to the Green Deal, albeit in a still rather patch-work and constrained way. It is perhaps unsurprising that most of the identified examples of BSC engagement can be related to the EC's mandate for governance of the EU Single Market. However, as the need for deeper forms of socio-economic transformation becomes ever more pressing in order to realise the ultimate objectives of the Green Deal, we suggest that EU policy-making will need to go further in engaging with a broader suite of BSC issues and drawing on a wider range of SSH disciplines to do so.

5. Acknowledgments

6. References

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Appendix

Ranking of analysed EU policy documents in relation to the two primary questions

Name of proposal	Document type	Area of Green Deal	Primary question	Ranking
(Template)	Communication; or Impact Assessment; or Horizon Europe document	Clean energy; or Circular economy; or Efficient renovations; or Sustainable mobility; or Sustainable food; or Preserving biodiversity	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	0=no; 1=few mentions, little detail; 2=several mentions, little detail; 3=few mentions, more detail; 4=several mentions, more detail
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that directly target BSC change to support successful policy implementation?	0=no; 1=few mentions, little detail; 2=several mentions, little detail; 3=few mentions, more detail; 4=several mentions, more detail
Circular Economy Action Plan	Communication	Circular economy	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	1
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	2
Directive on Empowering Consumers for the Green Transition	Impact Assessment	Circular economy	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	3
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	3

Substantiating Claims about Environmental Footprints of Products/ Services Directive	Inception Impact Assessment	Circular economy	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	1
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	0
Renovation Wave	Communication	Efficient renovations	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that directly target BSC change to support successful policy implementation?	2
Energy Performance of Buildings Directive (EPBD)	Impact Assessment	Efficient renovations	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	3
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	3
Energy Efficiency Directive (EED)	Impact Assessment	Efficient renovations	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	3
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that directly target BSC change to support successful policy implementation?	3
Sustainable and Smart Mobility Strategy	Communication	Sustainable mobility	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	1
The New Urban Mobility Framework	Communication	Sustainable mobility	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	1

CO$_2$ from Cars and Light Vehicles Regulation	Impact Assessment	Sustainable mobility	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	1
Emissions Trading Scheme (ETS) Extension to Buildings and Road Transport	Impact Assessment	Sustainable mobility	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	2
Farm to Fork Strategy	Communication	Sustainable food	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	2
Sustainable Use of Pesticides Directive	Impact Assessment	Sustainable food	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	4
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	3
Legislative Framework for Sustainable Food Systems	Inception Impact Assessment	Sustainable food	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	2
Biodiversity Strategy for 2030	Communication	Preserving biodiversity	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	1
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	1

EU Nature Restoration Targets Directive	Impact Assessment	Preserving biodiversity	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	3
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	3
EU Mission Restore our Ocean and Waters Implementation Plan	Horizon Europe document		**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	3
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	3
EU Mission Climate-Neutral and Smart Cities Implementation Plan	Horizon Europe document		**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	1
EU Mission Soil Deal for Europe Implementation Plan	Horizon Europe document		**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	3
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	3
EU Mission Adaptation to Climate Change Implementation Plan	Horizon Europe document		**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	
Renewable Energy Directive	Inception Impact Assessment	Clean Energy	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	1

Offshore Renewable Energy Strategy	Communication	Clean Energy	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	3
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	2
Solar Strategy	Communication	Clean Energy	**1/ Problem Analysis:** Does the document provide (or aim to provide) BSC insights derived from SSH disciplines to understand the drivers and/or barriers to successful policy implementation?	2
			2/ Policy Interventions: Does the document include (or aim to support the development of) proposed interventions that explicitly target BSC change to support successful policy implementation?	1

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