



R&Dialogue

10.3 Vision Paper Portugal

Ana Picado
Ricardo Aguiar
Laura Aelenei
Teresa Bertrand
Beatriz Miranda

1 October 2015

Report on the Vision Paper Portugal



R&Dialogue

Contents

INTRODUCTION / CONTEXT	3
CONTEXT FOR ACTION	4
THE DIALOGUE EXPERIENCE.....	5
THE VISION FOR A LOW CARBON FUTURE IN PORTUGAL	6
ELEMENTS FOR AN ACTION PLAN	8

R&Dialogue

Introduction / context

In the context of the European Project R&Dialogue a dialogue process around the issues of a transition to a low carbon future was set up in all the participating countries and/or regions. In Portugal the process was led by LNEG (the National Laboratory for Energy and Geology) with the assistance of EnergyIN (a private non profit association supporting the competitiveness of the Energy sector), the two Portuguese partners in the consortium.

This dialogue process allowed for some relevant information and findings to be gathered, which can be used in future activities tackling the transition to a more sustainable energy system. This is already an ongoing process, both in Portugal and in Europe, which demands for future actions where the participation of the stakeholders and the people is stronger.

The project duration has coincided with the assistance programme that the Portuguese government developed with the troika (the *IMF*, the EC and the ECB) as a consequence of the recent financial and economic crisis, and that called for severe austerity measures to the country. The context for the action was thus affected by this externality, namely in the perception that started to settle into the general public, of renewable energies as a luxury that the Portuguese consumer could not afford, and drastic cuts in the public investment. Sustainability issues were not a priority in these last years, but rather unemployment, social inequity, emigration of young skilled workers and ageing of the population. This assistance programme finished by may 2014.

However, the dialogue process that the Project proposed was a powerful driver for envisioning a better, brighter and more sustainable future. Indeed, the stakeholders that were involved throughout the process were ready and willing to share their perspectives on the importance of a low carbon future, albeit in the midst of a situation of severe economic constraints.

Moreover, they were unanimous in agreeing on the importance of an enlarged dialogue in such a transition. In particular, the importance of having a more qualified circulation and discussion of reliable information was perceived as the basis for this dialogue. Having as many specialists and non specialists involved was perceived as a condition to the success for this transition.

As a highlight of the process, it can be said that, maybe surprisingly, most of the stakeholders that were invited to participate were willing to do so. Both the energy transition and the importance for improved dialogue seem to trigger strong opinions. Also, probably because of stakeholder fatigue new ways of listening and discussing issues of common interest need to be devised; working at a plenary meeting or a workshop or conference seems to be insufficient to fully voice everyone's views, which can be better harnessed at bilateral talks, or through a process that allows for some individual thinking, as can happen, for instance, when you write posts on social media. A more personal approach, although maybe more time consuming for a facilitator, seems to work much better and those involved are more willing to share their perspectives. These two methods were used throughout the dialogue process, namely during the interviews and at plenary meetings. It can be said that in order to capture and better understand the whole picture and the different opinions, both approaches are enriching.

Relying solely on the availability of the people to participate in events and live discussions would have prevented that their voices would have been taken into consideration; indeed, professionals in the energy business are invited to so many discussion groups that they have to be selective. Participating in project meetings to discuss a broad issue would have only been appealing to those with more time to spare and maybe less representative of the overall stakeholder profile.

In view of these learning, the national Low Carbon Council in Portugal was created with an open geometry model. All of those that participated both in the interview phase and the events phase were

R&Dialogue

invited to be part of this council. This council was used mainly as a consultative body, not having been involved in the production of the materials, but mainly in their review.

The shape of the low carbon future was not a subject of much discussion as this was not considered to be the focus in this process and there seems to be a consensual perspective on the main elements of this scenario: renewable energies and energy efficiency. This convergence is probably enhanced by the fact that Portugal does not have relevant fossil fuels, and nuclear energy was never really a seductive option. Also CCS is a technology that has not been found essential to deeply reduce carbon emissions in Portugal.

Considering all that was learned in the project, the national dialogue activities were designed to allow for the extension of the work in Portugal after the end of the European project, namely in facilitating the dialogue and also in facilitating the transition to a low carbon future. The activities foreseen will allow for a richer process to be developed, going beyond the project outputs. This Vision Paper intends to be a reference document that can be used not only as an expression of the work carried out in the framework of the project, but also as a blueprint for the work that can be done in the future, at a following stage of strengthening the dialogue process in Portugal on issues of low carbon transition.

Indeed, the collaborative creation of a shared Vision for a low carbon future in Portugal can be seen as a beacon stemming from the project. The following stages of dialogue and mutual learning process will surely be made easier by the outputs of this project, namely the co-creation of a Vision Statement and the current Vision Paper.

Context for action

Portugal has produced by 2001 a Climate Change Strategy, a document that at the time framed the development of various policies on this matter, most remarkably the achievement of national targets on climate change mitigation under the Kyoto Protocol. Several key legislation, Action Plans and financial incentives followed. Those hereafter can be highlighted:

- i. The National Programme for Climate Change (PNAC), which assembles a vast number of policies and measures to reduce the emissions of greenhouse gases, - some existing and some new - especially in the building sectors, wastes, transports, and forests;
- ii. The National Allocation Plan of Emission Allowances for 2008-2012 (NAP II) that targeted the Industry sector, namely the installations covered by EU ETS,
- iii. The Portuguese Carbon Fund (FPC), initially conceived as a financial support instrument to ensure compliance with national targets on climate change through the use of the flexible mechanisms of the Kyoto Protocol, and later used to support projects to reduce GHG emissions.
- iv. The National Strategy for Climate Change Adaptation – ENAAC, is structured, briefly, around the following lines: information and knowledge; reduce vulnerability and increase responsiveness; and international cooperation.
- v. The Portuguese Building Certification System introduced a solar obligation, viz. mandatory installation of solar thermal collectors for new buildings.
- vi. The National Action Plan for Energy Efficiency – PNAEE, last reviewed by 2013, adopted a target of reduction of the gross final energy consumption of 25% by 2020, above the assigned EU target. The reduction effort foreseen for the public sector goes even further, with a target of 30%.

R&Dialogue

vii. The National Action Plan for Renewable Energies – PNAER, was reviewed also by 2013, focusing on energy for transports (4,5% biofuel, 87% biodiesel and 8,5% electric transportation by 2020), identification of priorities, reassessment of the support to renewable energy technologies for electricity production, and support to micro and mini production, .

Also, a National Low Carbon Roadmap 2050 (RNBC)¹ was launched in 2010 and presented in 2012. The RNBC aims to study the technical and economic feasibility of emission reduction trajectories of greenhouse gas emissions in Portugal, leading to a low carbon economy by 2050. The vision underlying the RNBC is aligned with the European Union's goal of reducing emissions of greenhouse gases by 80-95% by 2050 compared to 1990 levels in order to achieve a transition to a competitive, low carbon economy. It also aims to point out strategic guidelines for the various sectors of activity, in line with other strategic documents, and to serve as a source of information and support for the continued development of national plans for reducing emissions, in particular the National Climate Change Programme 2020 and the periodic refreshments of the National Action Plans for energy.

Quite recently, an initiative was launched that is relevant in the context of the connection low-carbon/economic activity: the “Commitment to Green Growth”, sponsored by the Ministry of Environment, Spatial Management and Energy². It sets out 13 strategic goals for 2020 and 2030, with numerous associated measures. This commitment has been established with a coalition of about 100 institutions that participated in discussions that culminated with the presentation of the initiative in 2014. It relies mostly on the participation of this coalition for actual implementation. The convergence of this initiative with the R&Dialogue national and European activities has been sought, and there is an intention of further cooperation, that is presently being explored.

One thing to be highlighted is that in Portugal, a mechanism for mandatory public consultation is in place. It allows all interested individuals and representatives of institutions to express their views about projects with environmental impact before they are developed, including energy related projects.

One further element that should be taken into account in the context for action is the launch of the Structural Funds in 2015, that can leverage projects in line with low carbon and sustainability objectives. In fact, one of the thematic priorities set out by the European Commission in the context of the Cohesion Policy is “Sustainability and Efficient Use of Resources”, in Portugal “POSEUR – Programa Operacional Sustentabilidade e Eficiência no Uso de Recursos”.

Generally speaking, the context for action in Portugal is favourable to the uptake of dialogue initiatives in what concerns the road to a more sustainable future for the generations to come.

The dialogue experience

A dialogue between research and civil society, including industry, NGOs and public authorities seems essential to move towards sustainable low-carbon energy production. It helps to understand viewpoints and interests for the actual implementation of low-carbon energy technologies, reduction of energy consumption and higher energy efficiency. A dialogue is needed to develop shared and sustainable solutions, which could accelerate the transition to this sustainable future.

¹ http://www.apambiente.pt/zdata/DESTAQUES/2012/RNBC_COMPLETO_2050_V04.pdf

² <http://www.youblisher.com/p/1059465-Commitment-to-GREEN-GROWTH/>

R&Dialogue

Two major types of activities at the national level were performed in the context of the R&Dialogue workprogramme, involving a number of people, identified as the National Low Carbon Council:

A series of 30 interviews was made with experts in energy and various related fields, about the concept of a low-carbon society and the benefits that a dialogue between researchers and civil society can bring. While the transcripts of these interviews were analyzed with the methodology “Emotional Text Analysis”, in order to benchmark the individual perspectives in the 10 participating countries, they were also extremely useful in the establishment a first personalized contact with the different stakeholders and presenting the R&Dialogue project, its goals and methods. Also, the interviews were useful in order to identify some of the some recurring issues that were put forward.

The second activity consisted on the launch of a national dialogue process, with a first National Event, a meeting of stakeholders that took place at March 7, 2014. Kick-off presentations for three themes loosely identified as “Academy”, “Industry”, and “Society Issues” where made. Then separate discussions were held by three groups. At a final general assembly, the conclusions of the group discussions were summarized and debated.

These conclusions were used as input to the next event, where the group gathered to jointly create a joint Vision for the Low carbon future, using the specific methodology “Dragon Dreaming”.

Next, the elements for a successful dialogue were discussed, at the “Final Event” and using a specific methodology for group dynamics that involved both enhanced team work and creativity. This exercise gathered information that was used as building blocks for the Action Plan associated with the Vision.

Finally, using the national dialogue toolbox that was provided by consortium coordinator (in cooperation with the communications team), a programme was devised for moving to the next level in the dialogue and ensuring a continuous stream of activities that can contribute to the results of the project to go beyond its formal calendar.

The vision for a low carbon future in Portugal

Considering all the national activities undertaken, it can be said in summary that for the particular case of Portugal there was no doubt that a low-carbon energy future is both desirable and even likely inevitable. The country is already well advanced in a transition to a low carbon future, yet followed a process that has received neither much opposition, nor a clear public support.

Nowadays, with renewable energies already being a fundamental part of the national energy system, the discussion on the cost vs. environmental and social issues is starting to develop. A dialogue about paths and solutions to persevere on the road to a low carbon future was and is currently largely missing in the Portuguese society, and should be stimulated.

Stemming from a practical exercise on dialogue involving the National Low Carbon Council, the group was able to envisage a future of low carbon in Portugal. Through a powerful methodology introduced by a professional facilitator, the Council members were invited to think out of the box and leap 30 years ahead into a sustainable energy future, and were invited to report back what they perceived as the main elements of that future.

Piecing this information together, a whole Vision for a low carbon future was developed, and it resulted in a Vision statement that is transcribed below:

R&Dialogue

Our future energy system will be decentralized, technologically universal, sustainable, inexhaustible, versatile, robust, and will bring countries together. We will be all, catalysts of that change. We must find values that will be shared and transmitted from generation to generation.

This statement can be used as a touchstone for the work ahead in the dialogue process towards a low carbon future. As a Vision should be, it is inspiring and clear. As it results from a team exercise, and has been participated by all until the final polishing, it is perceived as a common vision for the medium and long term.

Also, through the collective work an extended low carbon Vision was produced, one that integrates several different aspects that are part of the Vision, and while enriching it, also make it in a way more tangible. It is transcribed below.

“We are in 2044, and we have in Portugal a low carbon society that is aware of the energy issues but that can afford not to live always obsessed by them. Thirty years ago it was necessary to believe that this was possible, and at the same time be realistic about the time it would be needed for the transition. While knowing that a low carbon society was, anyway, an unavoidable outcome.

A change of values was required, along with radical alterations in some aspects of the society. It was necessary to think about and adjust the cultural understanding of the way Energy was produced and used. The value of Energy in itself for the society was recognized, downplaying its more mercantile aspects. It was understood that a limitless availability of Energy was unreasonable, that both people and enterprises had to lose luxury habits regarding its use.

Numerous people embraced that vision and became agents of change, including researchers. They identified dialogue tools that prompted the social transition. The inter-generational dialogue, the share of that vision with the youngest, sustained the whole process.

Of course technology had a crucial role. The transition only really began when fossil fuel burning was heavily taxed and international commitments for emissions reduction, building on the Kyoto Protocol model, were adopted in a serious manner. The capacity to produce energy then moved frankly towards renewable sources. The problems with resource variability were overcome by perfecting both their forecast and the energy storage technologies. The shift was also supported by the widespread appearance of international cooperatives for renewable energy production that were installed at the more favourable sites, anywhere they could be found.

Greenhouse gas accumulation in the atmosphere was therefore controlled, and in fact CO₂ is now viewed as a resource. Our energy system is robust, decentralized, and benefits from the many possible ways we have of producing, distributing and using Energy, as well as from our very high energy efficiency and large ability to manage it.

It must be praised that all this has been achieved taking into account the human aspects. For instance, privacy preservation and economic burden for the individuals. In addition, it must be remarked that the transition process took into account the demographic and social changes in

R&Dialogue

our country, that in comparison with 30 years ago, made us a quite older society – and yet, more cult, more educated, and enjoying a same or better living standard.

The perception that we have now of Energy is broad and transversal to all generations. Its production and use is clean, secure and not too expensive. The increased equity in the access to Energy that our solutions now enable, contributes to the general improvement of living conditions throughout the planet and brings people and nations together. Indeed Energy is a major factor on our celebration of Life, the continued encounters of governments and communities, the improved capacity for communication and increased prosperity.

**Our energy system does not even limit us in Space exploration.
We live in peace with our Energy needs.
We are allowed to continue to Dream. ”**

This Vision should be considered as one vision that resulted from a systematic approach proposed by the R&Dialogue national project team in the context of the R&Dialogue European project. Although it is not to be taken as a definite “carved in stone” statement, as it can be revisited and reviewed at a later stage, it is valuable as an inspiration for future initiatives aiming at facilitating the transition to a low carbon future.

Elements for an action plan

The creation of a common vision for a low carbon future must be considered as only a first step towards the construction of this medium-long term reality. It is an underpinning framework for the building blocks that must be created as a strategy and planning for the implementation and achievement of this vision. Also in the preparation of this plan for action Dialogue is an important tool, and the R&Dialogue project allowed for some work to be done on the identification of some of its elements, which are presented in this chapter.

There is room for improvement in what regards dialogue processes in the transition process to a low carbon future, and throughout the various phases of the project several ideas were put forward by the Council on how this could be achieved, during the interviews, the workshops, the bilateral meetings and all the interaction that took place.

In this final section all these ideas were grouped according to the stakeholder profile. They are laid out as a possible blueprint for future action on enhancing dialogue for a low carbon future.

Three main groups of stakeholders are presented: universities and researchers, Companies/private sector and citizens and communities. The issues raised were also grouped into categories, and the information is presented as key ideas in the chart below (the chart should be read vertically).

R&Dialogue

Ingredients for the dialogue	Potential barriers	How to overcome them	What conditions are necessary for my involvement?
Universities and researchers			
Conferences, talks, debates, round tables, workshops Social networks One to one meetings Communicational methodologies Use scientific community language to ensure appropriation Open dialogue to the outside Open Days at universities, research centers Be proactive in sharing scientific knowledge Communicate according to the target public Researchers should visit companies/businesses and help identify challenges	Competition Lack of time Distrust Lack of financial resources Not interested Ideological, political barriers may offend other Scientific domains are too narrow and there is no integrated vision Difficulty in appropriation of the theme Inadequate language Influence groups	Overcome formalities that hinder communication Better time management Put low carbon at the top of priorities Effective information and raising awareness Assertive communication Tolerance for opinions of others Change in the cultural paradigm, where schools prepare for dialogue	Understand the cost-benefit relationship Understand opportunities and threats Be sure that my opinion will be heard Companies and researchers should adjust their timings
Private sector			
Get to know how the other think and act	Ideological barriers	Better communication	Business advantage
Get to know the other's interests	Political barriers	Better understanding	Favorable cost benefit analysis
	Unfavorable image portrayed by the media	Take advantage of the interest of companies in green technologies to build dialogue	
	Many large companies do not need to look for partners, as they have their own resources indoors	Wider dissemination of businesses for sustainability developed by large companies	

R&Dialogue

Ingredients for the dialogue	Potential barriers	How to overcome them	What conditions are necessary for my involvement?
Citizens and communities			
Participatory budget	Self indulgence	Understand the importance of stilumus	Need to involve other stakeholders; religious groups, football clubs, civil society associations, senior citizens clubs
Public consultations	Lack of motivation	Manual of good practices for society	Showcase success stories
Research and European projects	Resistance to change	Visible policy for social inclusion	Use social networks extensively in order to involve citizens
Ecoefficiency	Lack of information	Value social entrepreneurs	
Responsible energy use	Individuality	Start with the young in an appealing way, eg. using youtube videos and learning by doing experiences	
	Good Vs. bad	Education and culture are crucial	
	Moralist narrative	Proactive attitude should be rewarded	
	Need to compromise		
	Need to have information		
	Need for transparency		

It is interesting to see that some ideas that were most strongly put forward are specific to the Portuguese culture, namely in the barriers to dialogue. The individuality, the natural distrust of others, the lack of dialogue experience and lack of expectations from its result, the resistance to change are specific traits that seem to be embedded in the national culture. They should be taken into account when preparing dialogue exercises and action plans. Moreover, this analysis performed by the Council shows that there are different approaches that should be followed when involving different stakeholders in a dialogue process.