

1 *Review*

2 **Factors of Change: The Influence of Policy** 3 **Environment Factors on Climate Change Mitigation** 4 **Strategies in the Transport Sector**

5 **Oliver Lah**^{1*}

6 ¹ Wuppertal Institute for Climate, Environment and Energy, Neue Promenade 6, Berlin 10178, Germany;
7 oliver.lah@wupperinst.org

8 * Correspondence: oliver.lah@wupperinst.org; Tel.: +49 (0)30 2887458-16

9

10

11 **Abstract:** There is a large potential for cost-effective solutions to reduce greenhouse gas emissions
12 and to improve the sustainability of the transport sector that is yet unexploited, in particular in the
13 urban context. Considering the cost-effectiveness and the potential for co-benefits, it is hard to
14 understand why energy gains and mitigation action in the transport sector is still lagging behind
15 the potential. Particularly interesting is the fact that there is substantial difference among countries
16 with relatively similar economic performances, such as the OECD countries in the development of
17 their transport CO₂ emission over the past thirty years despite the fact that these countries had
18 relatively similar access to efficient technologies and vehicles. This study aims to apply some well
19 established political science theories on the particular example of climate change mitigation in the
20 transport sector in order to identify some of the factors that could help explain the variations in
21 success of policies and strategies in this sector. The analysis suggests that institutional arrangements
22 that contribute to consensus building in the political process provide a high level of political and
23 policy stability which is vital to long-term changes in energy end-use sectors that rely on long-term
24 investments. However, there is no direct correlation between institutional structures, e.g.
25 corporatism and success in reducing greenhouse gas emissions in the transport sector.
26 Environmental objectives need to be built into the consensus-based policy structure before actual
27 policy progress can be observed. This usually takes longer in consensus democracies than in
28 politically more agile majoritarian policy environments, but the policy stability that builds on
29 corporatist institutional structures is likely to experience changes over a longer-term, in this case to
30 a shift towards low-carbon transport that endures.

31 **Keywords:** Sustainable transport; policy implementation; governance; institutions

32

33 **1. Introduction**

34 The transport sector accounts for about 14% of global CO₂ emissions and it combines a number
35 of other interesting factors. The transport sector stands out in comparison with other sectors by its
36 almost entire dependence on one source of energy supply, i.e. oil, which is a key subject of energy
37 security concerns. It is consumed primarily in the transport sector that is less diversified than any
38 other energy-consuming sector. While the electricity sector draws its energy demand from a range of
39 fossil and renewable sources, global transport energy demand is met 95% by oil. Only a few countries
40 have made noticeable progress to curb transport sector greenhouse gas emissions whereas others
41 have almost entirely failed (Davis and Diegel 2007). It is argued that a number of factors contribute
42 to different policy outcomes in OECD countries. Differing pressures from climate change and energy
43 security are likely to influence the time and scale of policy responses, but epistemic communities and
44 institutional relationships are the vital elements that impact on the success of fuel efficiency policies
45 for the transport sector, according to the hypothesis of this study. The combination of economic, and

46 environmental policy objectives makes the transport sector a particularly interesting case for an in-
47 depth analysis of climate change policies. Transport energy efficiency policies will be used as an
48 example to examine, in more detail, the differences in policy making in different institutional
49 frameworks.

50 The political environments can be very different from country to country, which affects the
51 capacity to implement sustainable transport and other climate change mitigation measures. This
52 study aims to explore the relevance of several political science theories to the climate and energy
53 policy context. There are a number of studies examining the influence of the concepts of corporatism,
54 coordinated market economy, consensus democracy, epistemic communities, European integration
55 and centre-left and green party strength on environmental performance (see for example: Haas 1992,
56 1999; Jahn, 1998; Scruggs, 1999, 2001; Neumayer 2003; Bernauer & Koubi, 2009). Most studies focus
57 on higher-level environmental performance indicators and their relationship to specific institutional
58 settings (Lundqvist 1980; L. A. Scruggs 1999; L. Scruggs 2001; Congleton 1992; D Jahn 1998). This
59 paper builds on these studies, but beyond that, aims to show a causal relationship between
60 institutional frameworks and their impact on policy agenda setting and the implementation of
61 policies and specific outcomes in the transport sector, which has often been described as one of the
62 hardest to de-carbonise (ITF 2010; IEA 2012a; Edenhofer et al. 2014). A set of institutional factors will
63 be compared to the presence (or absence) of key climate change mitigation policies and a number of
64 energy and climate indicators for this sector.

65 Some of the key institutional indicators are compared with policy output and aggregated
66 quantitative data on transport sector energy consumption and greenhouse gas emissions, which will
67 aim to shed some light on the relationship between institutional arrangements and the success or
68 failure of policies to de-carbonise the transport sector. While this will not show a linear relationship
69 between the institutional settings and outcomes, it aims to highlight a potential relationship.

70 2. Factors for Continuity and Change

71 The pressure from environmental, energy security and economic drivers to implement policies
72 that increase the efficiency of the transport sector is profound. While it is fair to say that a majority of
73 countries are not acting sufficiently, a number of countries are performing considerably better than
74 others in curbing energy consumption and carbon emissions from transport (IPCC 2014a). Provided
75 that technologies to reduce greenhouse gas emissions are available (IPCC 2014a; Figueroa Meza et al.
76 2014) and policy mechanisms to support the uptake of these technologies are proven to be effective
77 (Gross, R., Heptonstall, P., Anable, J., Greenacre, P. 2009) then the question arises:

78 What factors influence the policy environment in which transport energy efficiency
79 policies can be successful over the long-term?

80 Energy and climate change policies for the transport sector require a consensus on the need for
81 policy intervention and a strategic, coherent and stable operating environment. Policy interventions
82 in the transport sector, such as fuel and vehicle taxation, are highly visible and politically sensitive.
83 They require a strong political commitment to appear on the policy agenda and to remain in place as
84 they rely on investments that are only cost-effective over the medium to long-term (IEA 2010a; IPCC
85 2014a). The hypothesis here is that successful transport sector energy efficiency measures are:

- 86 • more likely to be implemented in a policy environment that is based on shared
87 methods and values, and
- 88 • more likely to be successful over the long-term in a consensus orientated policy
89 environment.

90 It is hypothesised that in a policy environment influenced by uncertainty, a shared set of
91 methods and values is vital for policy agenda setting, usually delivered through epistemic
92 communities. This paper considers the following factors as vital contributors to enable epistemic
93 communities to influence policy agenda setting and for policy continuity and political consensus,

94 corporatism, coordinated market economy and consensus democracy. These concepts are applied
95 to the climate change and energy policy context. Additional influencing factors are assumed to be
96 the level of integration into the supra-national policy framework of the European Union and the strength
97 of centre-left parties and green parties. This includes an analysis of the level of dependence of climate
98 change mitigation policies on support from these parties and if and how policies evolve following
99 changes of government.

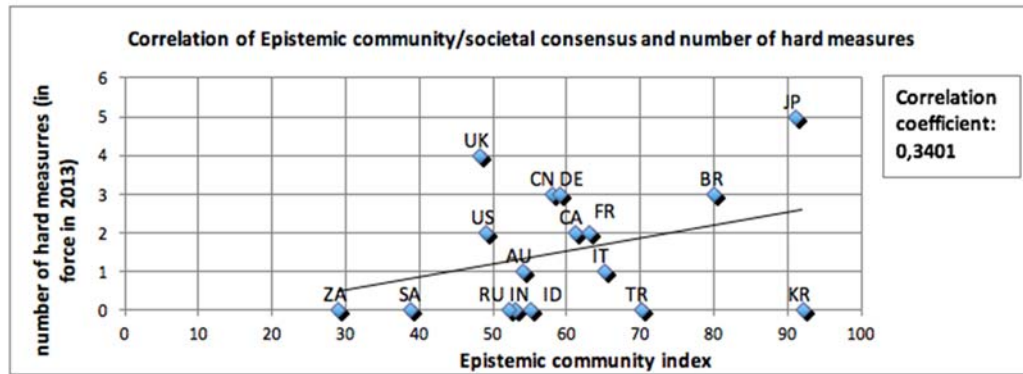
100 **3. Testing Institutional Factors and Their Relationship to Policy Outputs and Outcomes**

101 *3.1 Epistemic Communities, Societal Consensus and the Uncertainties of Climate Change Impacts*

102 While the basic physics of anthropogenic climate change are scientifically robust, there remains
103 uncertainty over the scale and timing of climate change impacts, which makes policy making much
104 more complicated than in other areas (IPCC 2007). The adoption of a precautionary approach is
105 therefore vital and “lack of full scientific certainty shall not be used as a reason for postponing cost-
106 effective measures to prevent environmental degradation” (United Nations Conference on
107 Environment and Development 1992). The debate has moved in many countries from climate science
108 to climate action. Since the First Assessment Report was published by the Intergovernmental Panel
109 on Climate Change in 1990, some countries have steadily progressed climate change mitigation
110 policies, while others have experienced substantial political volatility in this area. Uncertainty about
111 the potential impacts of climate change makes decision-making very difficult and complex. A critical
112 factor from the policy makers’ perspective is the impact chain, characterised by increasing scientific
113 uncertainty, which is related to the complex nature of the global climate system (ITF 2010). While the
114 scientific understanding of the impact pathway has improved, climate change policies are often
115 stalled by uncertainty about risks (World Energy Council (WEC) 2008). Issues such as climate change
116 require particular sorts of information, which are not based on ideology, guesswork or raw scientific
117 data, but are a human interpretation of social and physical phenomena (Haas 1989; Haas 1992). It is
118 hypothesised that epistemic communities are vital in providing this information to enable policy
119 action and consensus building. The members of an epistemic community share the same values and
120 understanding of causal relationships, which creates the foundation for policy decisions in consensus
121 or compromise (Katzenstein 1978; Baldwin 1979; Haas 1999). An epistemic community can produce
122 consensual knowledge, even if the level of scientific evidence is uncertain or inconclusive (Haas 1992;
123 Craig and Porter 1997).

124 Epistemic communities are a “network of professionals with recognized expertise and
125 competence in a particular domain and an authoritative claim to policy-relevant knowledge within
126 that domain or issue-area” (Haas 1992). Regardless of the professional background, epistemic
127 communities have a shared set of normative and principled beliefs, which provide a value-based
128 rationale for the social action of community members. They share causal beliefs, which serve as the
129 basis for identifying linkages between possible policy actions and desired outcomes (Haas 1992).
130 Epistemic communities provide a key input into the policy process, which is particularly effective in
131 certain institutional structures. In corporatist structures, participation in the policy process is limited
132 to a small number of societal actors who collectively form an epistemic community that has a shared
133 set of values. Members of this community are able to influence policy agenda and they also provide
134 policy stability.

135 Unfortunately, there are no clear indicators available for epistemic communities to confer on
136 climate change, let alone sector specific ones. As a proxy for public perception and a societal
137 consensus about the importance of climate change, outputs from a 2013 Gallup poll have been used
138 and correlated with the change of per capita CO₂ emissions in the transport sector over ten years
139 (2003 – 2013) for the G20 countries.



140

141

Figure 1 Epistemic community/societal consensus and CO₂ average emissions in the vehicle fleet

142

143

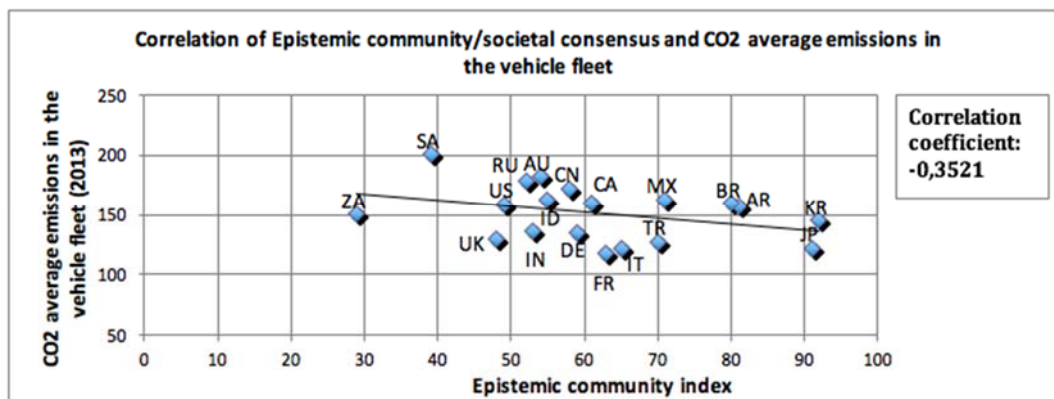
144

145

146

147

The correlation shows a link between the public awareness and the societal consensus on climate change and the number of hard measures in the transport sector. This, however, does not directly translate into an actual change in per capita CO₂ emissions (Figure 3). While there appears to be some overall correlation, the values of some countries show a somewhat disparate picture, e.g. over 90% of Chinese respondents agreed that they need to change habits to reduce the impacts of climate change, but per capita emissions have increased rapidly over the last decade (Gallup 2013).



148

149

Figure 2 Epistemic community/societal consensus and number of hard measures

150

151

Hence, there remains the question what other factors influence the implementation and effectiveness of climate change mitigation policies in the transport sector.

152

3.2 Consensus Focused Democratic Institutions

153

154

155

156

157

158

159

160

161

162

163

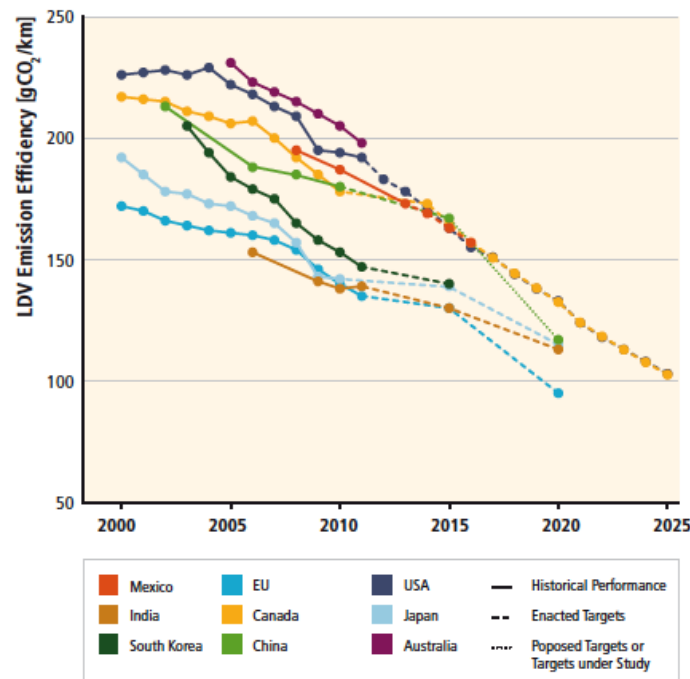
164

165

166

A central element of many consensus democracies is a corporatist institutional structure that allows a more coordinated approach to policy making with a small number of large peak organisations (Goldthorpe 1984). This closed shop approach enables the formation of epistemic communities as it substantially limits number of players that need to be convinced. The hypothesised comparative advantage of consensus democracies also relates to a number of other elements that characterise these countries, such as the 'shadow of state regulation' (Scruggs 1999) and a broad acceptance of government regulation due to a history of strong penetration of the state in areas such as the labour market and social policy (Woldendorp 1997). The institutional structures of a consensus democracy are the primary drivers behind political stability and continuity that creates better environmental policies over the long term (Lundqvist 1980; McGuire and Olson 1996). Corporatist institutional arrangements characterised by a strong relationship between large encompassing groups enable decision makers to negotiate policy in a way that is distinctively different from policy making in pluralist, majoritarian democracies (Hall and Soskice 2001). These groups are integrated into the policy process in a country with a corporatist structure and broaden the basis of policies,

167 which creates a high level of continuity that is required for long-term investments (Lehmbruch and
 168 Schmitter 1982). Such coalition building locks groups into certain policy directions that further
 169 enhance policy progress, which is almost self-reinforcing (Katzenstein 1977; Katzenstein 1978).



170

171 Figure 3 Historic and target vehicle emissions standards for light duty vehicles in selected countries
 172 (ICCT 2013)

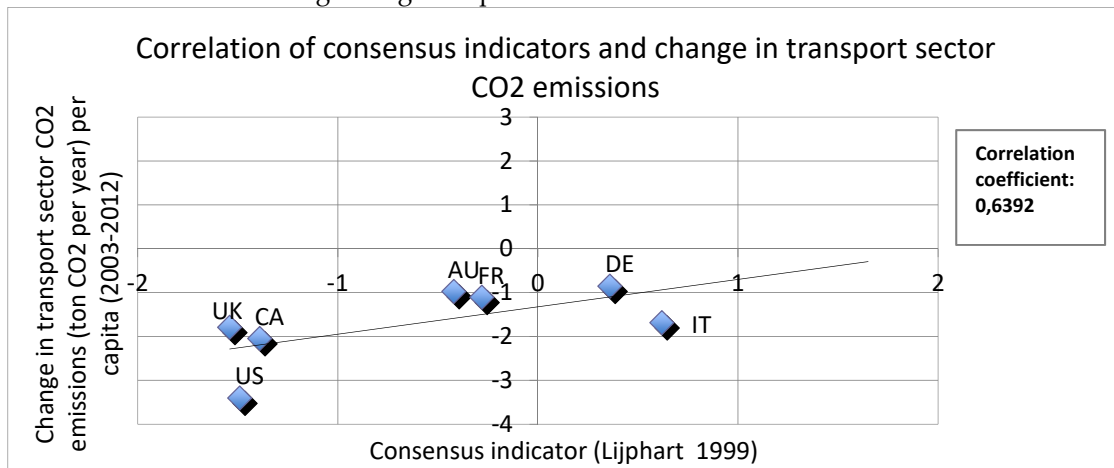
173 The institutions that enable a broader consensus amongst politicians and society are described
 174 by a large number of scholars using different approaches and definitions. This study aims to apply
 175 these theories in a combined approach which will allow an assessment of institutional relationships
 176 that goes broader than isolated approaches used in many previous studies. It aims to relate one
 177 particular institutional feature to socio-economic or more specific policy outcomes.

178 Democratic systems can largely be divided into two major categories: majoritarian and
 179 consensus democracies (Crepaz 1995; Lijphard 1984; Lijphard 1999). Majoritarian system are
 180 characterised by the concentration of power in one-party and minimal winning majority cabinets, a
 181 two-party system, non-proportional election systems, interest organisation pluralism, centralised
 182 forms of government, unicameral parliaments, constitutional flexibility, absence of judicial review
 183 and executive control of the central bank. Consensus democracies on the other hand are characterised
 184 by coalition government, balance between executive and legislative power, proportional
 185 representation, interest group corporatism, federalism, bicameralism, constitutional rigidity, judicial
 186 review and independence of the central bank (Lijphard 1984). These combinations are not a definitive
 187 list of characteristics, but an indication of typical elements of countries that can be described as
 188 majoritarian or consensus democracies.

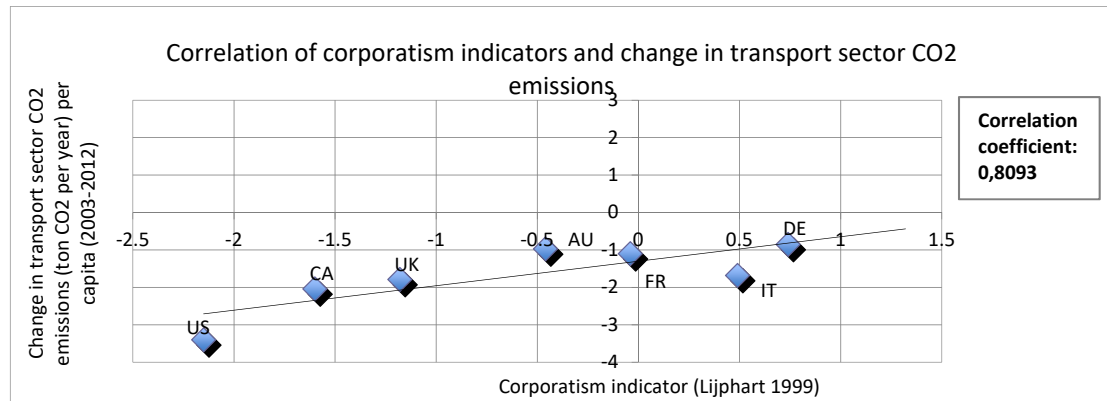
189 Due to its characteristics it could be argued that a majoritarian democracy is decisive and able
 190 to implement climate change mitigation measures faster than a consensus focused counterpart (Beer
 191 1998). While this argument may have some merit when looking at the amendments to the vehicle fuel
 192 efficiency standards introduced by Australia, Canada and the US in recent years. All three countries
 193 are typical majoritarian democracies and changes in the standards have been introduced in the US
 194 and Australia by Democratic and Labour-led governments respectively. Canada's regulation is
 195 aligned with the US standards. This shows that change is possible and can be implemented fairly
 196 swiftly in majoritarian systems, but this relies on support of the minimal majority, which may change
 197 and with that, possibly support for the policy.

198 This paper argues that the decisive factor of success for climate change mitigation policies is the
 199 reliability of the policy environment over the long term. It challenges the theory that majoritarian
 200 democracies are more effective and argues that consensus orientated democracies are more likely to
 201 be successful in moving towards sustainable development over the long term. The lower levels of the
 202 historic emissions and standards in the EU may be one indication (Fig. 21). The following analysis
 203 aims to assess the link between institutional and climate change indicators. This will test the
 204 hypothesis that consensus democracies outperform majoritarian democracies by creating a more
 205 stable policy environment through more efficient institutional relationships (Lijphart 1999). It is
 206 argued that consensus democracies are even more responsive and decisive than majoritarian systems,
 207 at least over the longer term, because of the more coordinated interaction with societal actors (Crepaz
 208 1998). This positive impact on the stability of the policy environment depends on a number of
 209 elements that are characteristic for a country with a corporatist structure, for example: comparatively
 210 encompassing interest groups, the 'shadow of state regulation' and a broad acceptance of
 211 government regulation due to a history of strong penetration of the state in areas such as the labour
 212 market and social policy (Scruggs 1999).

213 The institutional structures of a consensus democracy have a positive correlation to the change
 214 in transport sector CO₂ emission, which indicates that consensus democracies provide a positive
 215 environment to climate change mitigation policies in this sector.



Corporatist institutional arrangements characterised by a strong relationship between large encompassing interest organisations that enable decision makers to negotiate policy in a way that is distinctively different from policy making in pluralist, majoritarian democracies. The difference between corporatist and pluralist institutional arrangements has been studied for many years. However, there is still debate about corporatism creating more positive impacts, in particular on socio-economic performance (Schmidt 1982; Cameron 1984) as opposed to negative effects (Therborn 1987; Flanagan 1999). Corporatist institutional interaction is considered to have less collective protests and strikes (Schmitter 1981), which gives an indication of political stability. It can be claimed that corporatism is beneficial for climate change policy development if the encompassing groups have vital interests that foster environmentally sustainable policies. When looking at the correlation between corporatism and the change in transport sector CO₂ emissions, this hypothesis appears to be valid (Figure 5).



229

230

Figure 4 Corporatism indicators and change in transport sector CO2 emissions

231 These groups are integrated into the policy process in a corporatist country and broaden the
 232 basis of policies, which creates a high level of continuity that is required for long-term investments.
 233 This coalition building locks groups into certain policy directions that further enhance policy
 234 progress, which is almost self-reinforcing (Katzenstein 1977; Katzenstein 1978). A similar effect is
 235 expected from consensus democracies and coordinated market economies.

236 3.3 European Integration

237 The interrelations between European and domestic politics and policies create a new dimension
 238 for societal and political actors (Hall and Taylor 1996; March and Olsen 1989; March and Olsen 1998).
 239 The European level opens new opportunities, but potentially also constraints the pursuit of specific
 240 political interests. This provides societal actors with an opportunity to advocate for policy measures
 241 even if the particular issue has no or little priority on the domestic political agenda (Börzel and Risse
 242 2009). Even more important for the hypothesis of this study are the formal institutions of the
 243 European Union, which provide the opportunity for new policy initiatives. They also create a policy
 244 environment that is less dependent on national elections and hence less likely to become subject to
 245 radical change after an election (Weidenfeld 2010). The “logic of appropriateness” (March and Olsen
 246 1998) and processes of persuasion in the European Union are mediated by the influence of change
 247 agents who persuade others to adjust national interests to the overarching European framework and
 248 a European political culture which aims for political consensus and cost-sharing (Börzel and Risse
 249 2009). The European Union influences climate and energy policies of its member states both directly
 250 and indirectly (Jordan, Schout, and Zito 2004; Vogel 1986; Börzel and Risse 2009). Due to its supra-
 251 national character, the European Union is a significant policy driver. How much influence this driver
 252 has in comparison with, for example, the United Kingdom and Germany, is examined. Both are
 253 members of the European Union, differ significantly in their level of corporatism, but have similar
 254 developments in energy intensity in the transport sector. Hence it could be assumed that membership
 255 of the European Union is a contributing factor to more political continuity, which will be an
 256 alternative hypothesis to be tested in this study.

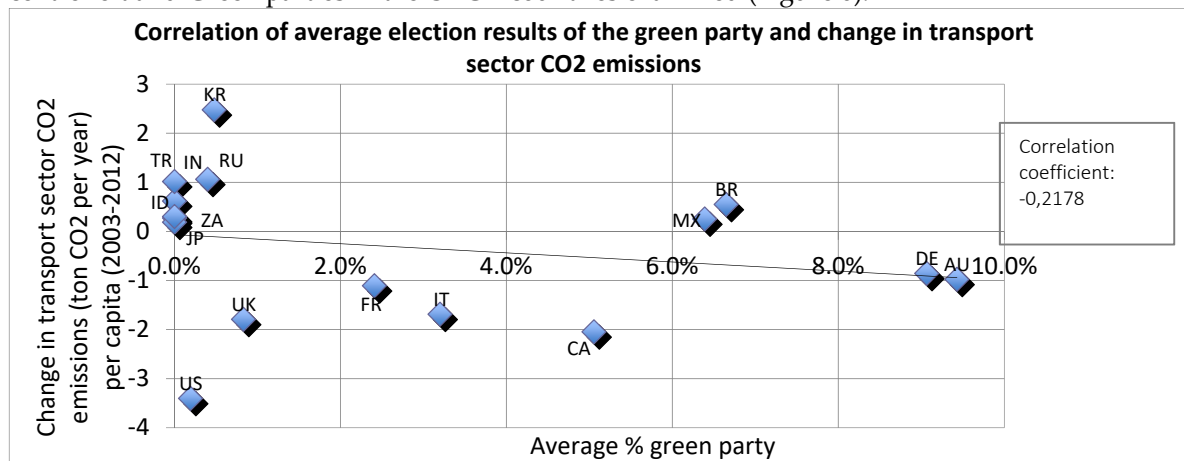
257 A high level of integration into the European Union may be an additional factor for policy
 258 continuity. It may also result in policy action and may enhance policy implementation, as outcomes
 259 are externally monitored. Integration into the European Union as factor of political continuity touches
 260 on various concepts, in particular rational choice institutionalism and constructivist institutionalism
 261 (see for example: March and Olsen 1989, 1998; Hall and Taylor 1996; Boerzel and Risse 2009). The
 262 interrelations between European and domestic politics and policies create a new dimension for
 263 societal and political actors. The European level opens new opportunities, but potentially also
 264 constraints to pursue specific political interests. This provides societal actors with an opportunity to
 265 advocate for example climate change mitigation policy measures even if this issue has no or little
 266 priority on the domestic political agenda. Even more important for the hypothesis of this study are
 267 the EU’ formal institutions, which provide the opportunity for new policy initiatives, but also create

268 policy environment that is less dependent on national elections and hence less likely to become
 269 subject to radical change after an election. The “logic of appropriateness” (March and Olsen 1998)
 270 and processes of persuasion in the European Union are mediated by the influence of change agents
 271 who persuade others to adjust national interests to the overarching European framework and a
 272 European political culture which aims for political consensus and cost-sharing (Börzel and Risse
 273 2009).

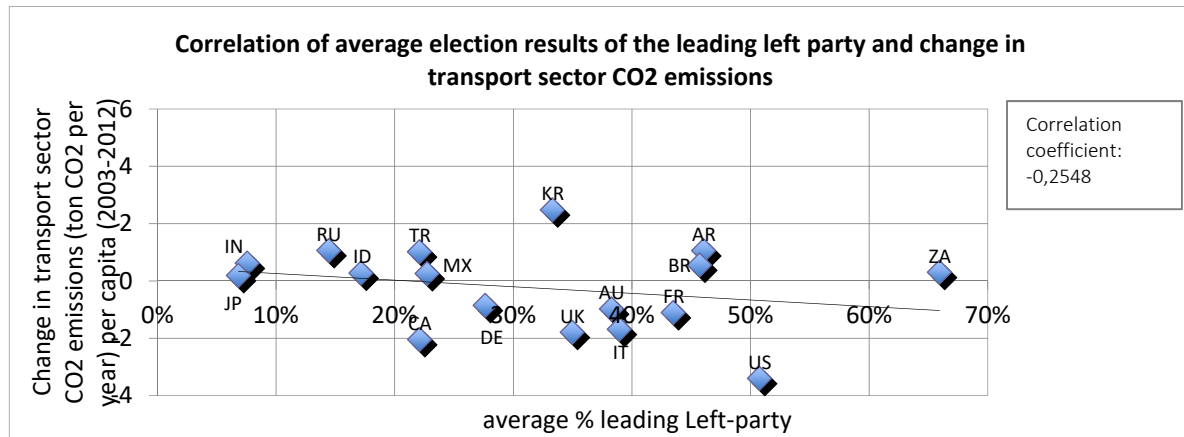
274 Participation in international forums and international governance structures, most notably the
 275 United Nations Framework Convention on Climate Change (UNFCCC) influences national climate
 276 policy strategies. Pressures on countries for acting on climate change in international negotiations
 277 may vary depending on the country’s role in the international community and its track record on
 278 climate change policies. This may influence a country’s motivation to implement policies that curb
 279 emissions. International agreements are relatively weak compared to supranational policies and its
 280 structures and comparatively loose. The second component of this factor will examine the role the
 281 European Union plays directly and indirectly in policies of its member states. Due to its supranational
 282 character the European Union is a significant policy driver for the union and for its member states. It
 283 will be examined how much influence this driver in comparison with other drivers has, for example
 284 the United Kingdom and Germany, both members of the European Union, differ significantly in their
 285 level of corporatism but have similar developments in energy intensity in the transport sector. Hence
 286 it could be assumed that membership of the European Union is a contributing factor to more political
 287 continuity.

288 3.4 Influence of Centre-left Parties and Green Parties

289 Several authors suggest that the strength of centre-left and green parties has a significant impact
 290 on the effectiveness of environmental policies (Touraine, Wieviorka, and Dubet 1987; Kitschelt 1993;
 291 Benton 1997; Neumayer 2003). Green parties’ central, if not defining, political objective is
 292 environmental protection. Hence, their political representation and influence in Parliament and
 293 government is likely to impact positively on climate change policies. Centre-left parties are the more
 294 likely coalition partners for Green parties and also tend to be more interventionist in their policy
 295 making (Bernauer and Koubi 2008; Neumayer 2003). However, over the period examined in this
 296 paper there is no clearly distinguishable differences over time in the strength and influence of
 297 centre-left and Green parties in the OECD countries examined (Figure 6).



298



299

300

Figure 5 Green and Left-party election results and changes in transport CO2 emissions

301 This provides some indication that the dependence on centre-left and Green party-strength is
 302 less relevant for policy outcomes than the higher level of continuity in corporatist countries and
 303 consensus democracies. This could be linked to the integration of climate change mitigation and
 304 energy security as important policy objectives by the societal actors.

305 4. Analysis and Conclusions

306 Consensual political institutions as outlined by Lijphart and Crepaz (1991, 1996) may lead to
 307 higher levels of policy continuity, which in turn would have positive effects for the success of climate
 308 change mitigation strategies in the transport sector. This approach also adopts the theoretical concept
 309 of “encompassing organisations” (Olson 1982) and examines the relationships between political and
 310 societal actors and their ability or inability to negotiate policies that are based on broad majorities in
 311 both, politics and society. Crepaz (1991) argues that multiparty coalition governments with
 312 proportional representation and negotiation are more effective in lowering unemployment and
 313 inflation and hence creating a more favourable socio-economic environment. Lijphart and Crepaz
 314 (1991, 1996) and Lijphart (1999) provide conceptual frameworks and supporting evidence that,
 315 governments with consensual, inclusive, and accommodative constitutional structures and wider
 316 popular cabinet support act more politically responsible than more majoritarian, exclusionary, and
 317 adversarial countries.

318 In countries with corporatist institutional structures are major policy issues negotiated in a
 319 concerted effort by organised interests. Studies in this domain usually focus on the interaction
 320 between unions and employer organisations to negotiate socio-economic policies. Policy
 321 coordination among organised interests facilitates favourable policy outcomes, which relates in the
 322 case of this study to high levels of energy efficiency and low levels of greenhouse gas emissions.
 323 According to this, a high level of corporatism may influence the implementation and improvement
 324 of policies with a long-term focus. There are a number of elements which may support this, for
 325 example: comparatively encompassing interest groups, a consensual social partnership, the ‘shadow
 326 of state regulation’ and a broad acceptance of government regulation due to a history of strong
 327 penetration of the state in areas such as the labour market and social policy (Scruggs 1999). Interest
 328 groups are integrated into the policy process in a corporatist country and broaden the basis of
 329 policies, which creates a high level of continuity that is required for long-term investments. This
 330 coalition building locks groups into certain policy directions that further enhance policy progress,
 331 which is almost self-reinforcing (Katzenstein 1977; Katzenstein 1978). As response to economic
 332 downturn, high unemployment and inflation rates triggered by the 1970s oil price shocks, several
 333 countries with an open economy used corporatist structures to cope with increasing policy pressures
 334 (Goldthorpe 1984; Katzenstein 1978; Woldendorp 1997).

335 The concept of a coordinated market economies is very similar to the general concept of
 336 corporatism, as it relies on formal institutions to regulate the market and coordinate the interaction

337 of firms and their relations with suppliers, customers and employees (Hall and Soskice 2001).
338 Coordinated market economies can be characterised as having long-term relations between key
339 actors in the economy. A particular focus in research has been the relationship between trade unions
340 and employer associations. These long-term, cooperative relations provide coordinated market
341 economies with a comparative advantage that affects positively the policy continuity and policy
342 capability of a country in a similar way as corporatist structures do.

343 Hall and Soskice (2001) argue that the hands-off policy approach and uncoordinated interaction
344 between policy makers, economic and societal actors, characterises liberal market economies and
345 puts these countries at a relative disadvantage compared to coordinated market economies. The
346 strong interlinks between industry, banks, government and non-governmental organisations in
347 coordinated market economies are considered to cause inertia, but also can result in continuity and
348 policy stability (Amable 2003; Hall and Soskice 2001; Schmidt 1982; Streeck and Yamamura 2001;
349 Whitley and Hedesstrom 2000). The analysis of the potential relationship of carbon intensity and
350 continuity and coherence indicators gives some indication of clusters of countries that represent
351 certain institutional arrangements and governance structures and their transport CO₂ emissions per
352 capita. Pluralist and less consensus oriented countries, such as the US, Canada, Australia and New
353 Zealand, have higher levels of per capita transport CO₂ emissions than nations with a strong focus
354 on consensus building after deliberation, such as Austria, Sweden, Germany and Switzerland.
355 Countries such as the UK and France have both, leading to low levels of CO₂ emissions. For these
356 countries it is argued that the membership in the European Union acts as a factor of policy stability
357 (Börzel and Risse 2009; Jordan 2001). In addition cohabitation (France) and the strength of the Labour
358 Party (UK) when it was in power, are considered to have contributed to emission reductions in these
359 two countries in the early 2000s (Vogel 2003) (Wurzel, 2006). The divide between various countries
360 becomes even more obvious when comparing the level of consensus in various EU and non-EU
361 member countries regarding increasing or decreasing emission reductions in the respective transport
362 sectors, which reflects the actual progress in low-carbon transport policy (or the lack thereof).

363 Sustainable transport policies require a consensus on the need for policy intervention and a
364 strategic, coherent and stable operating environment. Policy interventions in the transport sector,
365 such as fuel and vehicle taxation, are highly visible and politically sensitive. They require a strong
366 political commitment to appear on the policy agenda and to remain in place as they rely on
367 investments that are only cost-effective over the medium to long-term. This policy environment
368 prevails in the European Union and some of its member states where a mixture of national and supra-
369 national institutional structures ensures a relatively high level of continuity that can mitigate political
370 volatility to a certain extent and fosters policy coherence through integration.

371 **Acknowledgments:** Research that led to the publication of this paper has been supported by the
372 European Union's Seventh and Horizon 2020 Framework Programme, Grant Agreement No. 604714
373 (SOLUTIONS) and 723970 (FUTURE RADAR).

374 **References**

- 375 An, F. et al. 2007. *Passenger Vehicle Greenhouse Gas and Fuel Economy Standards: A Global Update*. ICCT.
376 Banister, David. 2011. "Cities, mobility and climate change." *Special section on Alternative Travel futures*
377 19(6): 1538–1546.
378 Beria, P., I. Maltese, and I. Mariotti. 2012. "Multicriteria versus Cost Benefit Analysis: a comparative
379 perspective in the assessment of sustainable mobility." *European Transport Research Review*: 1–16.
380 Boschmann, E.Eric. 2011. "Job access, location decision, and the working poor: A qualitative study in
381 the Columbus, Ohio metropolitan area." *Geoforum* 42(6): 671–682.
382 Carisma, B., and S. Lowder. 2007. "Estimating the Economic Costs of Traffic Congestion: A Review
383 of Literature on Various Cities & Countries."

- 384 Creutzig, Felix, and Dongquan He. 2009. "Climate change mitigation and co-benefits of feasible
385 transport demand policies in Beijing." *Transportation Research Part D: Transport and Environment*
386 14(2): 120–131.
- 387 Eads, G. 2010. *64 50by50 Prospects and Progress Report for Global Fuel Economy Initiative*. Global Fuel
388 Economy Initiative.
389 http://www.globalfueleconomy.org/Documents/Publications/prospects_and_progress_lr.pdf.
- 390 ECMT. 2007. *Cutting Transport CO₂ Emissions: What Progress?* Paris: OECD.
391 <http://www.internationaltransportforum.org/Pub/pdf/07CuttingCO2.pdf>.
- 392 Goodwin, P. 2004. *The economic costs of road traffic congestion*. London, UK.: UCL (University College
393 London), The Rail Freight Group.
- 394 IEA. 2009. *418 Transport, Energy and CO₂: Moving Toward Sustainability*. Paris, France: International
395 Energy Agency.
- 396 — — —. 2011. *World Energy Outlook 2011*. Paris: International Energy Agency, OECD/IEA.
- 397 ITF. 2009. "Reducing Transport GHG Emissions: Opportunities and Costs."
398 <http://www.internationaltransportforum.org/Pub/pdf/09GHGsum.pdf>.
- 399 Jacoby, H.G., Minten, B. 2009. "On measuring the benefits of lower transport costs." *Journal of*
400 *Development Economics* 89(1): 28–38.
- 401 JICA. 2005. *The Master Plan for Lima and Callo Metropolitan Area Urban Transportation in the Republic of*
402 *Peru; Chapter 6, Traffic Control and Management Conditions*. Transport Council of Lima and Callo,
403 Ministry of Transportation and Communications of the Republic of Peru.
- 404 Kunieda, Mika, and Aimée Gauthier. 2007. *50 Gender and Urban Transport: Smart and Affordable —*
405 *Module 7a. Sustainable Transport: A Sourcebook for Policy-makers in Developing Cities*. Eschborn,
406 Germany: Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ).
- 407 Leiby, P.N. 2007. "Estimating the Energy Security Benefits of Reduced U. S. Oil Imports." *Estimating*
408 *the Energy Security Benefits of Reduced US Oil Imports*.
- 409 Mazzi, E.A., Dowlatabadi, H. 2007. "Air quality impacts of climate mitigation: UK policy and
410 passenger vehicle choice." *Environmental Science and Technology* 41(2): 387–392.
- 411 Rabl, Ari, and Audrey de Nazelle. 2012. "Benefits of shift from car to active transport." *Transport*
412 *Policy* 19: 121–131.
- 413 Rojas-Rueda, David et al. 2011. "The health risks and benefits of cycling in urban environments
414 compared with car use: health impact assessment study." *British Medical Journal* 343: 1–8.
- 415 Shakya, Shree Raj, and Ram M. Shrestha. 2011. "Transport sector electrification in a hydropower
416 resource rich developing country: Energy security, environmental and climate change co-
417 benefits." *Energy for Sustainable Development* 15(2): 147–159.
- 418 Sietchiping, Remy, Melissa Jane Permezel, and Claude Ngomsii. 2012. "Transport and mobility in sub-
419 Saharan African cities: An overview of practices, lessons and options for improvements." *Special*
420 *Section: Urban Planning in Africa (pp. 155-191)* 29(3): 183–189.
- 421 WHO. 2008. *151 Economic valuation of transport related health effects Review of methods and development of*
422 *practical approaches with a special focus on children*. Copenhagen, DK: World Health Organization
423 Regional Office for Europe.
424 http://www.euro.who.int/__data/assets/pdf_file/0008/53864/E92127.pdf.
- 425 — — —. 2011. *Global Status Report on Road Safety*. World Health Organization.
- 426 World Bank. 2002. *Cities on the move: a World Bank urban transport strategy review*. Washington, D.C.:
427 The World Bank.
- 428
429
430
431
432

Annex I: Analysis of correlations between CO2 emissions, numbers of policy measures, election results and Governance measures in the G20 and other selected countries

Countries	Country Code	Dependent variables: Emissions (impact)				Dependent variables: Policies (output)			Independent variables (institutions and governance measures)				
		Change in Road sector CO2 emissions (ton CO2 per year) per capita 2003-2012	Change in transport sector CO2 emissions (ton CO2 per year) per capita (2003-2012)	CO2 average emissions in the vehicle fleet (2013)	Change in CO2 emissions from fossil fuel use (ton CO2 per year) per capita (2003-2013)	No. of transport CO2 mitigation policies (in force in 2013)	No. of Hard measures (economic regulatory)	No. of Soft measures (information, voluntary measures)	average % leading left-party (average results of last three elections)	average % green party (average results of last three elections)	Epistemic community/Public perception	Consensus dimension (Lijphart)	Corporatism 93-98
G20													
Argentina	AR		1,056	157	0,9168239				46,0%	NA	81		
Australia	AU	-0,0715	-0,9758	182	-1,915206	9	1	8	38,3%	9,4%	54	-0,42	-0,46
Brazil	BR		0,55	160	0,6750153	4	3	1	45,7%	6,7%	80		
Canada	CA	0,3542	-2,0459	160	-2,46058	7	2	5	22,1%	5,1%	61	-1,39	-1,6
China	CN		2,8187	172	3,9983463	4	3	1	NA	NA	58		
France	FR	-0,2402	-1,1048	118	-1,158176	8	2	6	43,5%	2,4%	63	-0,28	-0,04
Germany	DE	-0,146	-0,8549	135	-0,30926	8	3	5	27,6%	9,1%	59	0,36	0,74
India	IN		0,6184	137	0,6023727	1	0	1	7,6%	0,0%	53		
Indonesia	ID		0,2733	162	0,4296922	3	0	3	17,2%	0,0%	55		
Italy	IT	-0,3987	-1,686	121	-1,947176	4	1	3	38,9%	3,2%	65	0,62	0,49
Japan	JP		0,1875	122	0,3872467	11	5	6	6,8%	0,0%	91		
Korea	KR		2,4777	145	2,2135819	2	0	2	33,3%	0,5%	92		
Saudi Arabia	SA		4,4948	201	3,5620454	0	0	0	NA	NA	39		
Mexico	MX		0,2548	163	0,2922867				22,7%	6,4%	71		
Russia	RU		1,0613	178	0,7734900	2	0	0	14,5%	0,4%	52		
South Africa	ZA		0,3025	151	-0,93557	1	0	0	65,9%	0,0%	29		
Turkey	TR		1,0146	127	0,9245354	0	0	0	22,1%	0,0%	70		
UK	UK	-0,2565	-1,7916	129	-1,820107	10	4	6	35,0%	0,8%	48	-1,54	-1,18

US	US	-0,6646	-3,4022	159	-3,501674	44	2	42	50,8%	0,2%	49	-1,49	-2,15
EU 28	EU28		-1,2427		-1,328346	5	3	2			60		

435
436



© 2017 by the authors; licensee Preprints, Basel, Switzerland. This article is an open access article distributed under the terms and conditions of the Creative Commons by Attribution (CC-BY) license (<http://creativecommons.org/licenses/by/4.0/>).