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Innovative actions for the transformation of regional policies towards sustainability:

Navarre and its sustainability assessment procedures.

Lursarea –Agency for Territorial and Sustainability Planning of Navarre.

Dámaso Munárriz Guezala¹, Andrea Goñi Lezaun² y Xabier Velasco Echeverria³

Abstract

The 2030 Agenda has become a useful tool for the design of national and regional development strategies. It is also helpful for local government (evolution of Agenda 21), and for private corporations when they have to design some of their Corporate Social Responsibility actions and instruments, as well as for foundations and NGOs. Policies are generally aligned with the goals and SDGs through indicators, that is, goals are established through measurable parameters.

The Navarre Sustainable Strategy 2030 (ENS·2030·NEJ) goes one step further and allows a comprehensive ex-ante and ex-post evaluation of the effect that various public interventions have on sustainability through the use of qualities. It is conceived as a framework document and a translation to the regional and local level of international resolutions on sustainable development. It helps in the analysis of the diversity and complexity of regional policies, collecting the systemic approach of the 2030 Agenda. It considers the multidisciplinary, multiscale, multilevel, and multiple interrelationships with a common goal: resilience and solidarity. It is structured in strategic areas, which bring together transformative policies (those that serve to draw a model of regional development in Navarre in the horizon set by the 2030 Agenda, attempting to address the major challenges identified), and these are broken down into lever initiatives.

The 2030 Agenda can go with other evaluation tools, such as the ENS·2030·NEJ, that allows the assessment of the effects of such policies and enables making management and improvement decisions, even before implementation (ex-ante evaluation). This is also an intelligent and innovative specialization process that goes one step further and, together with S4 (the Smart Specialization Strategy for Sustainability in Navarre) will help to progress in a more quickly and efficiently way towards the achievement of the Sustainable Development Goals of the 2030 Agenda.

In summary, it is considered that the Government of Navarre contributes to innovation in the design and evaluation of sustainable public policies through this set of tools and also to the intelligent development of the region. Furthermore, it takes up and institutionalizes a specific evaluation procedure for sustainability effects that is integrated into the general procedures for public policies evaluation.

¹ Geographer. dmunarrg@nasuvinsa.es

² Architect-Urban Planner. agonilez@nasuvinsa.es

³ Agricultural Engineer. xvelasce@nasuvinsa.es

Context

European regional development has gone hand in hand with the development of the European Union itself and the science of regional development. As the number of member countries and regions of the Union increased, so did the information and knowledge of the factors and parameters that assess the degree of regional development. There has been a shift from exclusively measuring GDP, per capita income, and their spatial distribution, without delving into the reasons for internal imbalances, to currently measuring aspects related to innovation, scientific production, technology and sustainable development (sustainability), which includes the well-being of people, quality of life criteria, the state of ecosystems, and natural heritage.

This perspective has a lot to do with the intervention in the economic system of different European nations. However, the design of public policies and public intervention in human systems must consider a series of equally significant or important elements, which can be summarized in the role of using the objectives and Sustainable Development Goals of the 2030 Agenda in strategic, territorial, and budgetary regional planning.

The following sections briefly describe the application of these frameworks in the Foral Community of Navarre. It is also accompanied by another experience that displays Navarre's innovative capacity: the legislation on evaluation (Foral Law 21/2005, on the evaluation of public policies and the quality of public services).

During 2022, the Government of Navarre designed its own *Navarre Sustainable Strategy 2030* (ENS-2030-NEJ), which is planned to be approved in the first quarter of 2023. In this strategy, the concepts of *alignment, localization, and appropriation* of the Agenda 2030 become guidelines for the application and evaluation of the effects on sustainability in public intervention, including improved approaches for the establishment of other forms of coordination.

The regulatory framework for the case of Navarre

Navarre is an autonomous community that arised from the Spanish Constitution of 1978, which since the 19th century has had its «original and historical rights recognized, preserving its foral regime has been progressively developing it, agreeing with the State Administration the adaptation of powers and competencies when necessary, agreeing on collaboration formulas that were deemed appropriate and always attending the needs of society». This quote, taken from the preamble of the Organic Law 13/1982 of Reintegration and Improvement of the Foral Regime of Navarre (LORAFNA), links its capabilities to the dimensions of sustainability by recognizing Navarre's ability to manage its resources and competencies in relation to social needs.

At regional level and in the exercise of its competences, the evaluation of public intervention and its institutionalization has been intermittent in the Foral Community. In 2005, Navarre was a pioneer at a state level with the approval of the aforementioned **Law 21/2005**. In a first phase of development, this law had a wide deployment both in the regulatory and organizational framework, with the creation of several elements, i.e. A **Foral Commission** for evaluation (2006), the **Quality Service** (2005-2011), or the **Registry** of Evaluation of Public Policies and Quality of Public Services (2007), among others. It also had a deployment in the methodological framework, with the development of a series of resources and tools. In this way, Navarre currently has a **Glossary of Terms** related to the monitoring and evaluation of Public Policies, a **Model** of Technical Specifications or Work Plan for the evaluation of public policies, an **Evaluability Protocol**, a book on "The public evaluation system in Navarre" or a **Notebook for the Management** of the Evaluation of Public Interventions.

This expansive phase did not fully consolidate in the Foral Community due to the unfavourable context for the evaluation. It was a time when the culture of evaluation was still emerging at the national level, without the existence of the State Agency for the Evaluation of Public Policies and the Quality of Services (AEVAL, created in 2008). It was followed by a phase of constriction, where the Foral Commission stopped meeting and the Quality Service disappeared. This fact concurred with a severe economic crisis and several changes in the Foral Governments. Despite this, it left a strong methodological framework in Navarre, as well as enough tools and resources to advance in this area, shaping an integral evaluation system.

At present, after the constriction phase, the Observatory of Navarre's Social Reality has led an attempt to recover the role of public policy evaluation and its institutionalization in Navarre, with a sectoral focus (social policies). It was carried out together with Lursarea- Agency for Territorial and Sustainability Planning of Navarre, providing a more transversal focus in the evaluation of government public policies with territorial impact and sustainability.

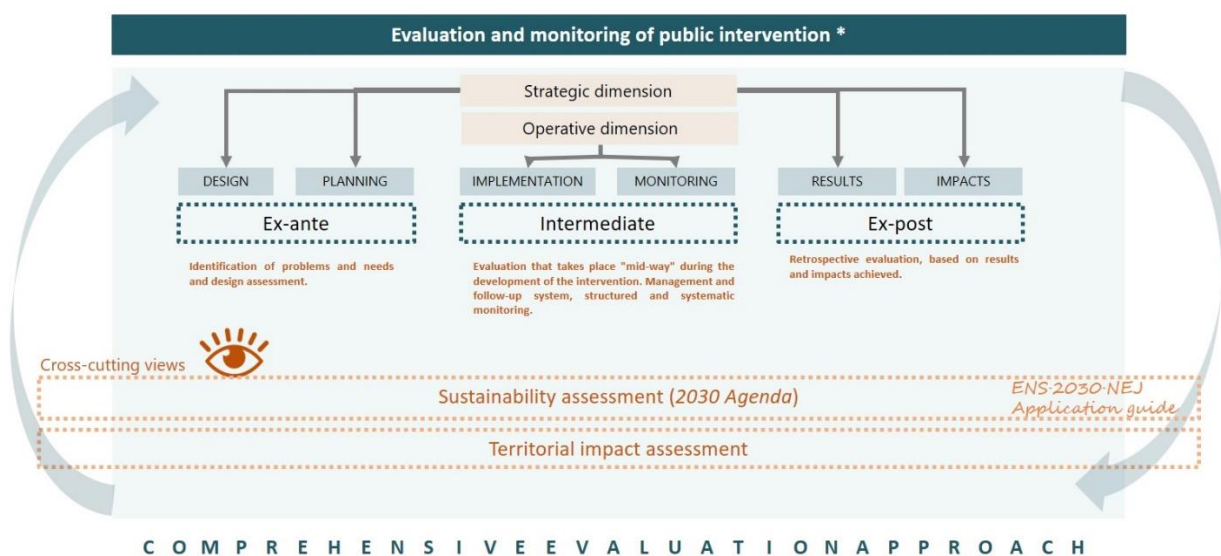


Figure 1: Diagram of the comprehensive evaluation cycle in public intervention. Source: Own elaboration.

The Sustainable Navarre Strategy arises in a reality in which public policy makers are increasingly expected to assume new functions to anticipate and guide responses to emerging needs in the transition towards full sustainability. In this new context, the ENS-2030-NEJ and its corresponding application guide represent an innovative, easy, useful and effective tool that provides comprehensive responses to support public initiative leaders. This innovation allows, among other things anticipate the effects that such intervention will have on sustainability through active participation already from the planning and design of the policy (this will be seen later). This represents a step forward and enables a cross-cutting approach towards sustainability in each of the regional policies (Figure 1). This, together with other strategic initiatives such as S4 (Smart Specialization Strategy for Sustainability) in Navarre, will represent a clear advance towards achieving the Sustainable Development Goals (SDGs) of the 2030 Agenda.

On the other hand, the cycle of public intervention is quite similar to the project cycle and must consider evaluation in the different phases, both in the design and in the monitoring or the

results, in order to ensure a comprehensive evaluation that is coherent with the objectives and desirable effects (Figure 2).

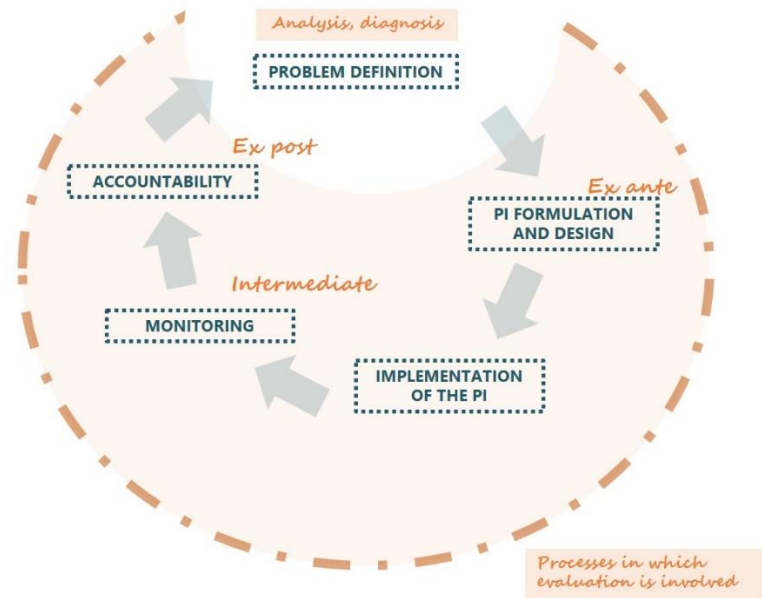


Figure 2: Diagram of the life cycle of a public intervention. Source: Own elaboration.

This logic of the cycle of an intervention or project must be considered from a **systemic approach**, that is, with a **multi-scalar, multi-level, and multidisciplinary** approach, as a guide for government action. From the viewpoint of government and public administration, this requires overcoming work from a perspective of departmental silos and opening up to new forms of collaborative work, benefiting from synergies and ensuring a minimum of coordination and horizontal coherence

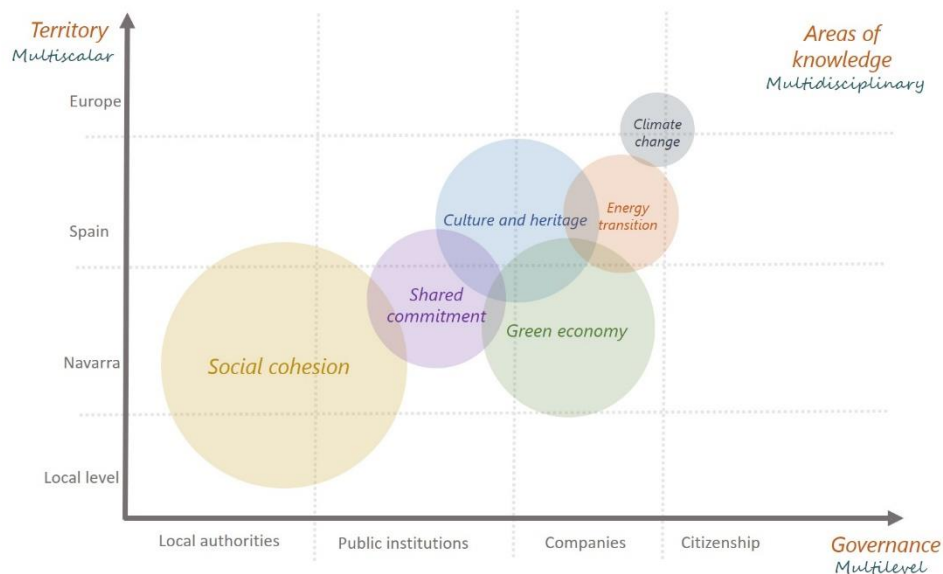


Figure 3: Diagram of the systemic approach from which the ENS-2030-NEJ is addressed. Source: Own elaboration.

In this way, as can be seen in Figure 3, the same problem or need can have different approaches and its magnitude will vary depending on the approach taken. Therefore, approaching the problem from different perspectives guarantees a correct diagnosis and enables a holistic solution to the problem. This is precisely one of the biggest challenges faced by the ENS-2030-NEJ in its design, as it involves a balance of all the components of high-level policy management.

The term **multi-scalarity**, for territorial and regional development, implies the search for a broader vision that recognizes the problems, their complexity, and the need to consider at the same time the different geographical scales and their relationships.

Likewise, the **multi-level governance** approach is addressed when designing a tool that focuses on regional policy makers, but is intended to be applicable to all stakeholders and agents, including local and regional authorities, citizens, businesses, universities, etc. It aims to become a coordinated action among the different authorities and stakeholders, on the path towards shared responsibility at different levels of government.

The **multidisciplinary** approach also allows for a more accurate approximation to the problem or reality, avoiding biases from approaches that increase, reduce, or normalize the problem based on the different thematic areas from which they are tackled.

The systemic approach from which the Strategy has been undertaken allows us to understand the complex transitions, such as sustainability, in which multiple activities, areas of knowledge, agents, and territorial scales are involved. It is a multidimensional and system-based approach to understand and analyse large-scale socio-technical transitions (Geels, F. W., 2019).

The Agenda 2030 itself is a perfect example of a tool capable of working in a multidimensional way, at different scales, multiple levels, and distinct disciplines. This perspective has been present since the origin of the sustainability concept: "think globally and act locally." The best way to promote sustainable development is to establish a governance system that guarantees participation and subsidiarity, where different policies, appropriate to the competence and application scale, respond with responsibility to the interests of the affected society, with transparency, coherence, proportionality, and effectiveness. (A White Paper on European Governance, 2001).

Sustainable development of Navarre

The perspective related to the three dimensions of sustainable development has always been closely linked to the administrative and competency development of the Foral Community, since it relates property, resources, municipalities, people, and activities (LORAFNA). In addition, issues related to the natural environment and sustainability in general have characterized many of the initiatives of the different governments of Navarre, recognized by other national and international institutions and organizations.

Figure 4 illustrates the process of characterizing the concept of sustainable development, which in this article and in the ENS-2030-NEJ is identified with sustainability. United Nations promoted this concept in 1997 and, interestingly, linked it to the local administration, simplifying this multilevel and multiscale scope through a specific procedure, the Local Agenda 21, and its well-known slogan "think globally, act locally."

SUSTAINABLE DEVELOPMENT IN NAVARRA TIMELINE OF THE SUSTAINABILITY CONCEPT

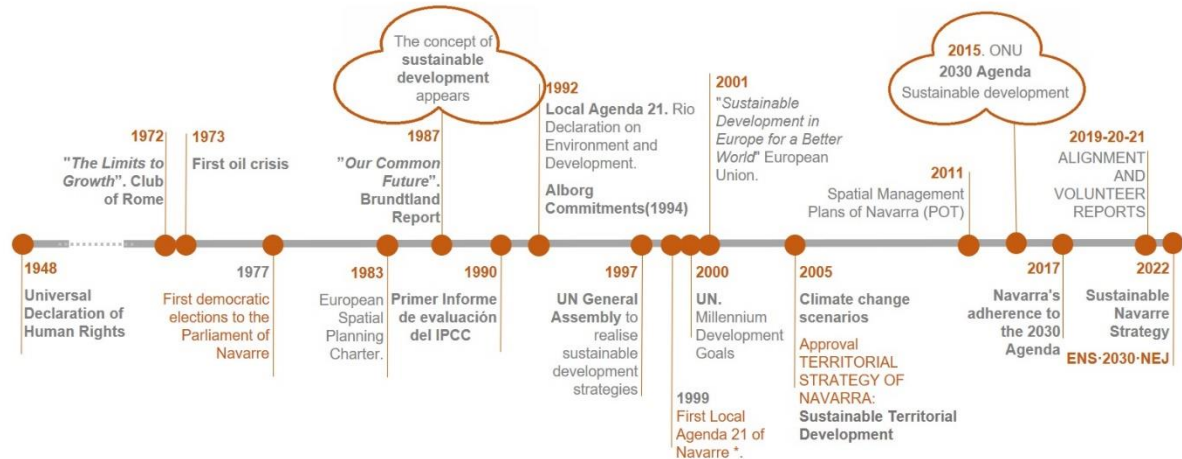


Figure 4: Timeline on the concept of sustainability. Source: Own elaboration.

Navarre quickly aligned with these procedures and has been promoting the Good Practices Award for Sustainable Local Development since the early 2000s, which are also disseminated at the global level through international institutions.

Additionally, the territorial vision is incorporated into the Legislative Foral Decree 1/2017, which approves the consolidated text of the Foral Law on Spatial Planning and Urbanism (DFLOTU). It highlights the importance of the specific characteristics that each territory have to promote its own development and the use of its resources, and in relation to the proper planning of uses.

Finally, since the adhesion of Navarre's to the 2030 Agenda, a cross-cutting approach has been facilitated. That is, all these partial, sectoral and territorial visions (Figure 1) are intended to be unified into a single guide or way of understanding sustainability.

Impact of public policies on sustainable development

As mentioned, traditionally, the design of a project, whether public or private, was left unfinished because the phase of evaluating results and impacts was not considered (*ex-post* evaluation, see diagram in Figure 1). The same conclusion can be applied to the phase of designing public initiatives and policies (*ex-ante* evaluation) that have had and continue to have effects that often exceed their scope of competence.

The European institutions have been aware of these phenomena and have been adapting their evaluation and application processes of structural funds with the aim of promoting the cohesion of the European Union in its environmental, economic, and social dimensions. For example, diversity, which has a much broader meaning than imbalance, should not be evaluated with a single economic criterion related to generated income since people must integrate into productive activities and human systems and they must interact respectfully with nature and ecosystems. This is precisely the novel concept of territory contributed by the European Charter of Spatial Planning (1983) and the European Landscape Convention (2000).

From its origins, the European Union has had a series of priorities that have conditioned the design of its policies and strategies and have been carried out through the multiannual financial

framework and the well-known Structural Funds for the rebalancing of internal Europe (cohesion). The Common Agricultural Policy, Fisheries, Employment, Social Integration, Education, Infrastructure, and Conservation of Natural Spaces have been remodelled, first with an awareness of their interrelationships. Then with their effects on regional development levels (Cohesion Fund), and now with their relationship to the integral and multi-level vision of new priorities: people, European citizenship, security, governance system quality, digitalisation and climate neutrality. This approach, in a crisis context such as that produced by COVID-19, has led the European Union not only to act through traditional "sectoral" funds but also to act jointly, for the first time, as a single institution with the *Next Generation* Funds, with a longer-term vision including credit solidarity.

The political orientations of the European Union are transposed into legislation and regional policies. For the progress reports on the 2030 Agenda, the alignment and level of appropriation were analysed in most of the existing plans and strategies of the Government of Navarre. Below, some of the strategies from recent years, considered key in advancing sustainable development in the region, are particularized. For each dimension of sustainability, some strategies could be highlighted such as the Navarre Energy Plan Horizon 2030, the Roadmap for Climate Change, the Comprehensive Plan for Social Economy in Navarre 2017-2020, the III Navarre Cooperation Master Plan (2021-2024), Reactivate Navarre Plan/Nafarroa Susperatu, etc.

From an economic perspective, the S4 is of particular importance, as it represents the Smart Specialization Strategy for Sustainability in Navarre. The S4 is an update of the S3 (*Smart Specialization Strategy of Navarre*). The S3 is a model for economic development that involves focusing resources on the economic areas in which each region has significant competitive advantages.

The new budgetary framework for 2021-2027 has resulted in an evolution of S3 strategies, intensified in the new post-COVID-19 phase, linking them to the concept of industrial transition, that is, the transition towards a sustainable, digital and committed economy with the territory and people. This evolution is also related to the greater ambition of European priorities and strategies, such as the European Green Deal, the Digital Agenda, the economy in the service of people, the new impetus for European democracy, etc. and culminating in the approval of the Next Generation EU financial framework.

Some regions are adding a fourth "S" to their strategy, which stands for sustainability. The S4 aims to improve sustainability through innovation, seeking a sustainable recovery consistent with the objectives of combating climate change. Therefore, it is a tool to adapt to the post-pandemic economy, facilitating the adaptation of businesses and taking advantage of the opportunities that come up in this new scenario. In this way, the aim is to contribute to the objective of making Europe the first climate-neutral continent by 2050.

In such circumstances, the Territorial Strategy of Navarre (ETN), currently under review, plays a strategic role. Its purpose is to respond to challenges such as territorial balance through a Development Model that addresses the demographic challenge, equivalent access to services and knowledge. It also aims to respond to the effects of climate change and to provide guidelines for territorial planning instruments in a coherent and aligned manner with the 2030 Agenda.

In this context, the ENS-2030-NEJ goes one step further in the development of strategic public interventions for the advancement of sustainability, such as the mentioned S4 or ETN. It is not so much a strategy with lines of actions to be developed, but rather serves as a launcher and offers tools to incorporate the sustainability perspective into every public policy, from the beginning to the end, throughout the entire cycle, under a comprehensive (holistic) vision. It aims to ensure a transversal view for the sustainability of each of the strategies, plans, or projects regardless of their territorial scale.

In this way, the use of the SDGs can and should become the cement that makes it possible to build a solid wall with different elements and rigging. The SDGs make possible to maintain a unified criteria for the different policies. At present, the ENS-2030-NEJ enables the evaluation of this consistency in terms of sustainability impacts.

The Sustainable Navarre Strategy 2030 Nafarroako Estrategia Jasangarria (ENS-2030-NEJ) and its Implementation Guide

The purpose of the ENS-2030-NEJ, as has been outlined in this article, is to materialize a useful tool for the evaluation of public initiatives that contribute to the sustainable development of Navarre. Therefore, it is conceived as a framework document and translation to the regional and local level from the international resolutions on sustainable development, specifically the United Nations 2030 Agenda.

In order to follow the path set by the SDGs from the 2030 Agenda in Navarre, coordination, participation and decision-making spaces are needed at various levels (multilevel), different areas (multi-scale) and from different disciplines (multidisciplinary), including the Regional Administration itself and other key stakeholders involved. Thus, an appropriate governance system is required at all levels of representation and also for the different phases of design and execution (public intervention cycle). That is, a system that, starting from the different bodies, supports a true commitment to the sustainable development model promoted in the United Nations 2030 Agenda.

To achieve this goal, the Strategy establishes a governance system and implements appropriate procedures that analyse the effect that public initiatives have or will have on the sustainable development of the Autonomous Community. For the design of these procedures, governance principles are combined with the three dimensions of sustainability and/or the effects on the 5Ps of the 2030 Agenda: People, Planet, Prosperity, Peace and Partnership. The five areas of the Agenda are "of critical importance for humanity and the planet", as set by UN Resolution (UN Resolution A/RES/70/1 of 25 November 2015, p. 1).

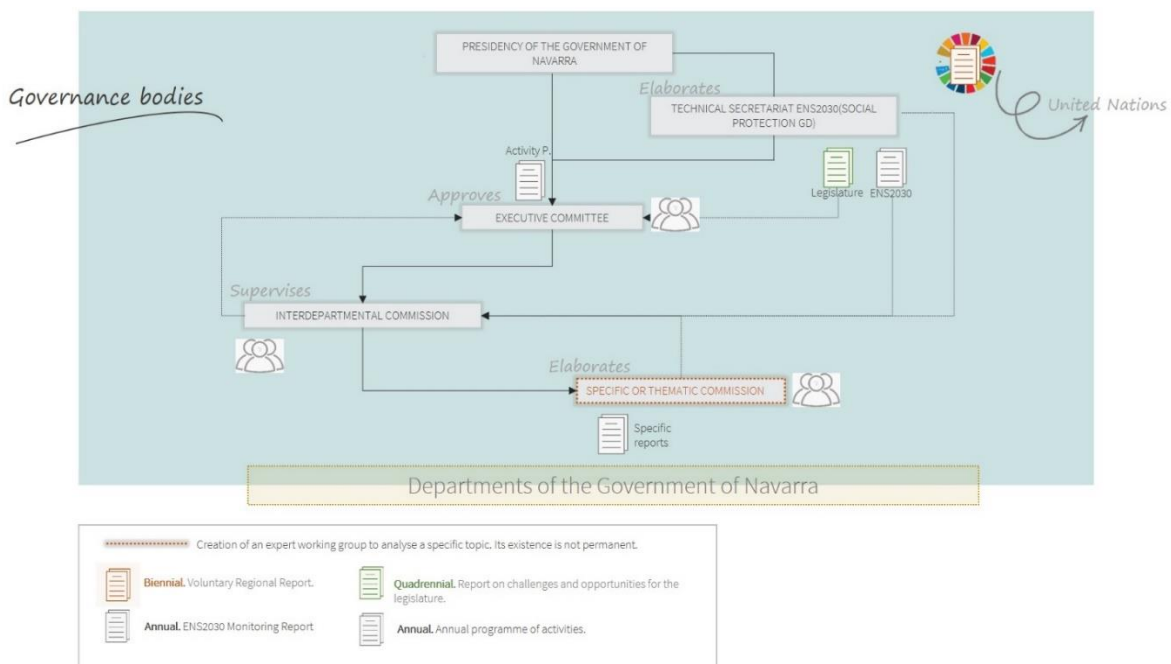


Figure 5: Diagram of the governance bodies proposed by the ENS-2030-NEJ. Source: ENS-2030-NEJ.

In this way, the Sustainable Navarre Strategy 2030 assumes the **four guiding principles** of sustainability governance (admissible, viable, equitable and fair). Furthermore, these principles, together with the general objective of the Strategy, make it possible to configure **strategic areas**, which bring together the **transforming policies**. These policies are broken down into lever initiatives of the Regional Government (understood as public intervention. The term is used to refer to any type of public action: policy, plan, program, measure, action, etc.). For each of the strategic areas, aligned with the **five spheres (5P)**, the **qualities of sustainability** that govern the ENS-2030-NEJ are defined. These qualities or values serve, as will be seen later, as **comprehensive evaluation criteria**, i.e., as **orientations towards sustainability** for the evaluation of the design and implementation of new public initiatives. The qualities make it possible to establish a prospective forecast of the evolution of their effects, and serve as criteria for evaluating the impacts or effects that the implementation of the initiatives has had on sustainability, guaranteeing an integral evaluation of the process. These values of the ENS-2030-NEJ are defined aligned with the five spheres of the 2030 Agenda and the socio-economic and territorial diagnosis of Navarre regarding the SDGs.

In order to implement the 2030 Agenda and develop assessment tools, it is also necessary to understand the scope of three closely related concepts used in the world of the 2030 Agenda that have been incorporated into the Strategy itself. These concepts are **alignment, localization and ownership**.

Alignment is understood as the process by which public and private institutions organize their initiatives in a coherent and coordinated manner with the content and scope of the 2030 Agenda thus designing their own sustainable development model.

Ownership is understood as a set of mechanisms by which people, institutions and society in general incorporate into their capacities and competencies the scope of the 2030 Agenda on a global scale and from the perspective of sustainability. In other words, it is not a matter of positioning oneself alongside one or several SDGs, but rather the challenge of their implementation and comprehensive acceptance of the commitments acquired by adhering to the 2030 Agenda.

The origin of the concept of **localization** comes from the United Nations own guidelines for implementing the 2030 Agenda at the local level, for which a diagnosis of how that specific territorial area is positioned with respect to the goals and SDGs is foreseen. It also comes from the capacities and priorities with respect to the foreseeable scope of government action. Sustainable development involves all human systems and all people responsible for policies that have effects on places and government administrations. This is a broader meaning of localization, and compatible with the well-known message "think global, act local".

In this way, the ENS-2030-NEJ contributes to establishing the regional strategic vision on the meaning and scope that sustainability should have in the social, economic and environmental dimensions in the design of public policies. This strategic vision also contributes to its multi-scale, multidisciplinary and multilevel applicability. The 2030 Agenda is a useful tool for regional strategic planning and applicable to the Corporate Social Responsibility of private institutions. In the same way, not only the ENS-2030-NEJ aspires to guide regional sustainable development, but also to be a useful tool for all the administrations and institutions of the Autonomous Community, as well as to serve as a reference for companies and citizens.

On the other hand, the ENS-2030-NEJ cannot be implemented without adequate diagnostic procedures of the effect that public initiatives have on sustainable development. This is the reason why, together with the strategy, the "*ENS-2030-NEJ - Implementation Guide for those responsible of sectoral policies and strategic planning instruments/tools*" has been developed.

The result of the procedures envisaged in the governance system must be both an in-depth analysis of the regional economic, environmental and socio-economic contexts and an analysis of the effect that the different plans and strategies will have on sustainability. This is quantifiable in the evolution through indicators. Thus, there may be two different cases and the ENS-2030-NEJ must respond to this double challenge in order to achieve a **comprehensive assessment**.

On the one hand, to carry out an **ex-post monitoring** of the scorecard, once the appropriate action, plan or standard has been implemented, and to make an assessment through **indicators** of the effects derived from its implementation in terms of sustainability, which is an evaluation of the results.

On the other hand, the challenge that enables the realization of an **ex-ante progress**, characterizing some forecasts on the effect, through the **qualities** of sustainability or values that govern the ENS-2030-NEJ when approaching the development of a given public initiative or its action plan. These qualities facilitate an alignment with the 2030 Agenda, but also facilitate a forecast (in the form of guidelines for sustainability or strategic foresight) of the evolution of its effects. **Evaluation in the design also facilitates the process of professionalization and institutionalization of the evaluation of public initiatives.** In this way, it includes the entire methodological framework established in Navarre in the process of institutionalizing the evaluation of public policies.

For this reason, in order to contribute to a comprehensive evaluation, as mentioned above, there are two different perspectives: the evaluation of the public policy design and the evaluation of the results of the policy (effect-impact).

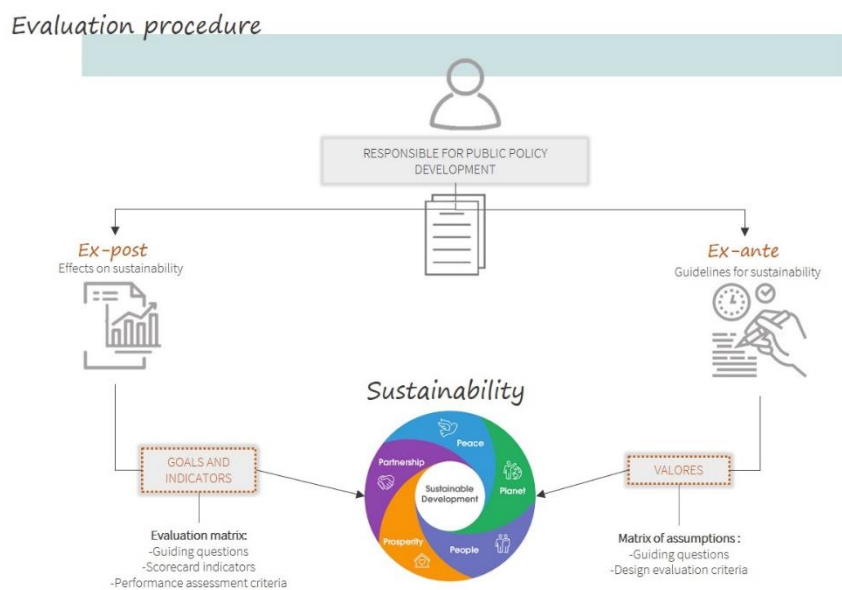


Figure 6: Diagram of the comprehensive assessment procedure (*ex-ante* and *ex-post*). Source: ENS-2030-NEJ

This point of view will make possible to focus the evaluation not only on “*what*” has been achieved, but also on the “*how*” and the “*why*”, so the evaluation will be of factual use and will enable the guidance and reinforcement of actions to increase their impact on sustainability. This is an added reason for linking qualities and indicators. It is a matter of analysing what are the factors or elements that have caused these results and their consequences in a value system.

Therefore, the ENS-2030-NEJ provides tools that assist the evaluation activities of public initiatives under the perspective of sustainability, understood this as a sustainable development, and that contribute to the institutionalization of evaluation, and its integration in the management of public administration from planning with a systemic approach.

Qualities and indicators

The qualities or values that govern the ENS-2030-NEJ are shown in Table 1. These qualities are intended as guidelines for the creation of questions that will help in the evaluation of both the design (*ex-ante* evaluation) and the outcome of the different public initiatives (*ex-post* evaluation). They are synthetically defined in Table 2, although they are more extensively developed in the strategy itself in relation to the SDG targets.

Table 1. Tools for sustainability orientation of public initiatives proposed by the ENS-2030-NEJ. Source: ENS.2030-NEJ





Strategic areas	People	Planet	Prosperity	Peace and Partnerships
				
Climate change	Vulnerability	Prevention	Opportunity	Precept
Energy transition	Exchange	Emissions	Sovereignty	Resilience
Culture and heritage	Quality of Life	Adaptation	Digitalization	Identity
Green economy	Entrepreneurship	Heritage	Competitiveness	Knowledge
Social cohesion	Vertebration	Balance	Accessibility	Agency
Shared commitment	Diversity	Responsibility	Transparency	Cooperation
Sustainability perspective	Equity	Admissibility	Viability	Justice

Table 2: Description of the qualities of sustainability in public initiatives proposed by the ENS-2030-NEJ. Source: ENS-2030-NEJ

Denomination	Description
Accessibility	Ease of achieving a desired service.
Adaptation	Measures to minimize the foreseeable risks associated with the effects of climate change from a climate perspective
Quality of Life	Measurements parameters of the well-being of a group or society.
Agency	Aptitude and talent of individuals and agencies to perform and execute functions assigned to the territory of their competence.
Competitiveness	Capacity of a territory to generate more wealth in the markets, while increasing the population's income.
Knowledge	Intelligent and efficient management of territorial capital and identity.
Cooperation	Ability to promote networking, exchange and efficiency in the management of territorial capital.
Digitalization	Transformation of society, economy, companies, territory and administrations through the incorporation of digital technologies.
Diversity	Multiplicity of the set of characteristics and qualities of people, cultures and places.
Emissions	Set of greenhouse gas emissions.
Entrepreneurship	Ability to activate opportunities in innovative ways.
Balance	A way of guaranteeing equivalent accessibility throughout a territorial area to all citizens.
Identity	Identification of a society with its assets and territorial capital.
Exchange	Ability to offer or receive goods, services and people.
Opportunities	Circumstances offered by a territory to promote sustainable development.

Denomination	Description
Heritage	Set of elements and capabilities to be transferred to next generations (Intergenerational commitment to sustainability).
Precept	Commitments acquired.
Prevention	Action aimed at minimizing or avoiding a risk or unfavourable event in advance.
Resilience	Capacity to adapt (not only climatic) and overcome extreme events and eventual crises.
Responsibility	Quality of individuals and/or groups to comply with the obligations, commitments and assumption of the consequences or effects of their actions.
Sovereignty	Exercise of powers derived from the LORAFNA in the administration of the territorial capital of the Autonomous Community of Navarre.
Transparency	Procedures and information accessible to citizens.
Vertebration	Action of providing consistency and internal structure, of giving organization and cohesion to the set of elements of social and/or territorial systems.
Vulnerability	A rating for an area or group derived from its social characteristics; indicating a reduced capacity to "adapt" or adjust to certain circumstances that may cause human and material damage.

The different lever initiatives will be located with one of the 5Ps, and they will be arranged in one of the strategic areas through their linkage to transformative policies. These qualities allows the assessment of sustainability impacts, since the qualities are related to the SDGs and their targets. In this manner this enables its alignment and, therefore, allows the initiative designers to appropriate the scope of the 2030 Agenda in their area of work.

It is essential to have a table of indicators to summarize the *ex-ante* and *ex-post* processes for a correct evaluation. In order to establish the system of indicators, the following procedure has been followed. Each public initiative, policy, plan or project will relate these qualities to specific indicators, both of effect and implementation. The ENS-2030-NEJ ends with a **table of indicators (Table 3)** that make it **possible to evaluate, in general terms, the sustainable development of the Autonomous Community of Navarre**. Nevertheless, it is noteworthy how these indicators have been related throughout its description both to the SDG targets and to the qualities, strengthening the scope of what had been called. It has already been used frequently in other administrations as the sustainability perspective (admissibility, equity, viability and justice).

Table 3. Monitoring indicators of the ENS-2030-NEJ. Source: Prepared by the authors

SDGs AND NO. TARGETS	INDICATOR	STRATEGIC AREA	SUSTAINABILITY PERSPECTIVE	SOURCE
SDG 1 END POVERTY Goals: 7	Proportion of people at relative poverty risk, considering the regional poverty line.	SOCIAL COHESION	JUSTICE	Living Conditions Survey (INE)
SDG 2 ZERO HUNGER Goals: 8	Proportion of the agricultural area in which productive and sustainable agriculture is practiced.	CLIMATE CHANGE	ADMISSIBILITY	Organic Production Statistics (MAPA) Survey on crop areas and yields (MAPA)
SDG 3 HEALTH AND WELL-BEING Goals: 13	Life expectancy at birth	SOCIAL COHESION	EQUITY	Death Statistics (INE)
SDG 4 QUALITY EDUCATION Goals: 10	Proportion of regional public administrations' expenditure on employment promotion.	CULTURE AND HERITAGE	EQUITY	Liquidation of the general budget of Navarre (Government of Navarre)
SDG 5 GENDER EQUALITY Goals: 9	Employment gap. Difference between the H and M activity rate.	CULTURE AND HERITAGE	EQUITY	Labour Force Survey (INE)
SDG 6 - CLEAN WATER AND SANITATION Goals: 8	Bathing water quality	CLIMATE CHANGE	ADMISSIBILITY	Bathing water quality (Ministry of Health)
SDG 7 AFFORDABLE AND CLEAN ENERGY Goals: 5	Renewable energy production with respect to primary energy consumption.	ENERGY TRANSITION	ADMISSIBILITY	Department of Economic Development (Government of Navarre)
SDG 8 DECENT WORK AND ECONOMIC GROWTH	Average hourly labour income	GREEN ECONOMY	EQUITY	Annual Wage Structure Survey (INE)

SDGs AND NO. TARGETS	INDICATOR	STRATEGIC AREA	SUSTAINABILITY PERSPECTIVE	SOURCE
Goals: 12	GDP per capita at purchasing power parity	SOCIAL COHESION	VIABILITY	Annual financial statements (Nastat)
SDG 9 INDUSTRY, INNOVATION AND INFRASTRUCTURE Goals: 8	Proportion of people employed in the manufacturing sector Expenditure on research and development as a proportion of GDP	GREEN ECONOMY SHARED COMMITMENT	VIABILITY JUSTICE	Labour Force Survey (INE) Statistics on R&D activities (INE) Annual financial ACCOUNTS (Nastat)
SDG 10 REDUCING INEQUALITIES Goals: 10	Proportion of people living below 50% of median income, considering the national average.	SOCIAL COHESION	EQUITY	Living Conditions Survey (INE)
SDG 11 SUSTAINABLE CITIES AND COMMUNITIES Goals: 10	-Number of houses rehabilitated per 100 inhabitants -Urban consumption of the municipality. (% Residential SU surface area / Total municipal surface area)	ENERGY TRANSITION CULTURE AND HERITAGE	VIABILITY VIABILITY	Ministry of Transport, Mobility and Urban Agenda
SDG 12 RESPONSIBLE PRODUCTION AND CONSUMPTION Goals: 11	Ratio of recycled municipal waste to total municipal waste generated and treated.	GREEN ECONOMY	VIABILITY	Annual report on waste generation and management. Municipal waste. (Ministry for Ecological Transition and the Demographic Challenge).
SDG 13 CLIMATE ACTION Goals: 5	Total greenhouse gas emissions from resident units per capita	CLIMATE CHANGE	ADMISSIBILITY	Atmospheric emissions account (INE) Population figures (INE)
SDG 14 UNDERWATER LIFE. <i>It has not been assigned a specific indicator, as Navarre is a landlocked region, but it is reflected in other indicators as it involves upstream responsibility, as in the case of waste production and management or water quality.</i>				
SDG 15 - LIFE OF TERRESTRIAL ECOSYSTEMS Goals: 12	-Protected area (RENA) *To be replaced by Ecosystem Services Indicators	CLIMATE CHANGE	JUSTICE	
SDG 16 PEACE, JUSTICE AND STRONG INSTITUTIONS Goals: 12	Ratio of not convicted prisoners to total number of inmates Ratio of the proportion of women in the public sector to the proportion of women in the population between 16 and 64 years old	SHARED COMMITMENT SHARED COMMITMENT	JUSTICE EQUITY	General Statistics on the Prison Population (Ministry of the Interior) Statistical bulletin of personnel in the service of public administrations (Ministry of Territorial Policy). Population figures (INE)
SDG 17 PARTNERSHIPS TO ACHIEVE THE GOALS Goals: 19	-Percentage of the General Budget of Navarre allocated to development cooperation (0.7%). - Number or % of local sustainability actions.	SHARED COMMITMENT	JUSTICE JUSTICE	

In the final result, the distribution of indicators by strategic area is balanced, by each area having sufficient representation in the scorecard. It also ensures that the four components of the sustainability perspective have a balanced weight in the distribution (about 25%). This facilitates the alignment and localization through the qualities with the chosen indicators.

These issues will have to be considered in the evaluation processes, both for each of the initiatives, for the partial analyses of the sustainability components and, above all, when a joint diagnosis of sustainable development in Navarre is carried out, for the follow-up reports of the ENS-20230-NEJ and also in the voluntary regional reports.

Conclusions

The ENS-2030-NEJ elaboration period has strengthened the conviction that the 2030 Agenda is a useful tool for the design of public policies, regional development and for evaluation. Systems theory attempts to explain how society, territory, ecosystems, the market, the economy, etc.

work, but finding a system to evaluate government action has not been easy until the use of the 2030 Agenda as a synthesis of the functioning of human and global values, but applicable to every part of the planet. It is the analysis of diversity and complexity with a systemic approach, considering multidisciplinary, multi-scale, multilevel, multiple interrelationships, sectoral or thematic governance, etc. but with a common goal: resilience and solidarity.

Government action must be transparent and accountable both in the processes of policy and action development and with the effects they have on society, territories and infrastructural and economic systems. This requires evaluation and monitoring tools and models. Navarre has been a pioneer in legislation on the subject, and currently, is pioneer in the production of a tool for evaluating the effects on sustainability by means of qualities and not only by means of indicators and numerical parameters, transversal to all public policies. This process also has its period of implementation and evaluation, but it is very important that the different agents involved in the elaboration of public policies become aware of the effects on sustainability of their designs and their application, in order to turn their implementation into a routine of collective action.

The 2030 Agenda is not an abstract document; it is a tool for anticipating and making political decisions. Accompanying it with other evaluation tools, such as the ENS·2030·NEJ, enables to assess the effects of these policies and to make management and improvement decisions, even before implementation (*ex-ante* evaluation). This is also a process of intelligent and innovative specialization that goes beyond, but can also be integrated into Navarre's own S4.

This systemic evaluation has an added and very singular character. When evaluating the effects on sustainability, the character of intergenerational justice is reached, and the capacity of the public initiative itself to maintain the system for future generations is evaluated. Even a public initiative of a very sectoral nature, located by means of a very specific group of qualities, will always have some that aligns with that, diverse, complex, global character, that requires inter-administrative cooperation and guides said initiative towards the dynamics pursued by the perspective of sustainability. This guarantees that this initiative maintains the balance between equity, admissibility, viability and justice.

Ultimately, it is considered that the Government of Navarre contributes with this set of tools to the innovation in the design and evaluation of sustainable public policies and contributes to the intelligent development of the region. In addition, it takes up and institutionalizes a specific evaluation procedure of the effects on sustainability that attaches to the general procedures of public policy evaluation.

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