

From legislation to implementation?

Understanding the implementation deficiency of the general rules of consideration, The Swedish Environmental Code (2000:61).

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Abstract

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The Environmental Code is a central environmental policy instrument, which contributes to achieve Sweden's national environmental objectives. Therefore, the implementation of the rules and regulations of the Environmental Code are of importance. This thesis focuses on the identified research gap in the implementation of the general rules of consideration in the Environmental Code, adopting a Swedish perspective and seeking to understand the reasons why. This thesis intends to increase the understanding of both external and internal aspects affecting the implementation at a municipal level.

The results show that the implementation deficiency in the general rules of consideration consists of several complex, interconnected factors. The findings implicate three fundamental aspects affecting the implementation: prerequisites, work procedures and interpretations of the general rules of consideration. Furthermore, the implementation requires an improved understanding among concerned stakeholders. This thesis argues that there is a shortage of knowledge and understanding of the general rules of consideration among stakeholders, therefore there is much more to learn, in order to reduce the implementation deficiency of the rules. Additionally, the findings indicate a need for exemplified guidance from state authorities and government agencies, to reduce the knowledge gap among municipalities and operators. Furthermore, operators ought to increase the understanding of the general rules of consideration, to contribute to the implementation of the general rules of consideration.

Key words: The Environmental Code, the general rules of consideration, environmental legislation, implementation, municipality, Sweden

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Sammanfattning

Miljöbalken är en central ramlagstiftning i Sverige, som innefattar lagar och bestämmelser kring miljön och människan, samt främjar en hållbar utveckling. Eftersom Miljöbalken är ett centralt verktyg för att uppnå de nationella miljömålen, är det ypperst viktigt att Miljöbalken följs enligt de utsatta lagarna och bestämmelserna.

Denna uppsats fokuserar sig på implementeringen av om hur de allmänna hänsynsreglerna uppfylls i andra kapitlet Miljöbalken, baserat på ett tidigare forskningsprojekt som visade ett implementeringsunderskott inom slutfallet av de allmänna hänsynsreglerna på kommunal nivå. Uppsatsen syftar sig på att förstå varför det finns ett implementeringsunderskott, samt identifierar både yttre och inre faktorer som möjligtvis kan påverka utfallet. Detta, för att öka förståelsen och för att stödja vägen mot en bättre fungerande ramlagstiftning.

Resultaten visar att implementeringsunderskottet bland de allmänna hänsynsreglerna i andra kapitlet Miljöbalken är ett resultat av en komplex process med flera sammanbindande faktorer. Dessa faktorer är beroende av varandra och vidare orsakar utfallet. Resultaten visar tre grundfaktorer som påverkar implementeringen: förutsättningar, arbetssätt och tolkningar av de allmänna hänsynsreglerna. Dessa tre grundfaktorer är fundamentala för implementeringen och påverkar hur de allmänna hänsynsreglerna utnyttjas på kommunal nivå, i frågor om anmälningspliktiga, miljöfarliga verksamheter. Resultaten visar dessutom att ett bättre utfall kräver en förbättrad förståelse bland de berörda aktörerna. Uppsatsen argumenterar för att det finns brist både av kunskap och förståelse om de allmänna hänsynsreglerna i kommuner och bland verksamheter. För att minska underskottet av de allmänna hänsynsreglerna kan det konstateras att det finns mycket att lära sig bland aktörerna. Resultaten visar ytterligare på ett behov att öka vägledningen ifrån statliga myndigheter. Vägledningen föreslås utvecklas till en vägledning med mer konkreta förslag och exempel om hur implementeringen skall gå till i verkligheten. Detta skulle möjligtvis bidra till att minska bristen på kunskap och förståelse bland kommuner och verksamhetsutövare. Följaktligen, verksamhetsutövarna bör öka deras förståelse om de allmänna hänsynsreglerna för att bidra till en bättre implementering av reglerna, samt för att kunna fullfölja kunskapskravet som beskrivs i andra kapitlet Miljöbalken.

Concepts and explanations

Title in English	Title in Swedish	Explanation
The Environmental Code	Miljöbalken	A Swedish framework law concerning the environment and the human health.
The general rules of consideration	Allmänna hänsynsregler	Fundamental principles in Chapter two, the Environmental Code.
The ordinance of environmental licensing	Miljöprövningsförordning	An ordinance that contains regulations about environmentally hazardous operations.
Notification procedure	Anmälningsärende	An operation is obligated to conduct a notification when practicing an environmentally hazardous operation.
Notification form	Anmälningsblankett	A form to conduct the notification of environmentally hazardous operations, provided by municipalities.
County Administrative Board	Länsstyrelsen	Regional government agency, acts also as a supervisory authority in A- and B-permits.
Authority	Myndighet	In this thesis, authorities are the Swedish municipalities.
State authority	Statlig myndighet	Swedish government agencies, such as the County Administrative Board and the Swedish Environmental Protection Agency.
Supervisory authority	Tillsynsmyndighet	Authorities who supervise and inspect operations after a notification procedure or after receiving a permit to start an operation.
Operator	Verksamhetsutövare	Citizens, who pursue activities or aims to take measures.
Operation	Verksamhet	The activities carried out, such as firms or businesses.
C-operation	C-verksamhet	Environmentally hazardous operations.
Environmentally hazardous operation	Miljöfarlig verksamhet	An operation that may cause harm or detriment to the environment or the human health.

1. Introduction

The Swedish Environmental Code is a central environmental policy instrument, which contributes to achieve Sweden's environmental objectives. Both the Environmental Code and the 16 objectives advocate sustainable development, which furthermore is the most central aim in both. To promote sustainable development, it is of importance that the Environmental Code is handled correctly, because it is a legally binding framework law. The Swedish Environmental Protection Agency (EPA) has a central role guiding authorities and operations in how the Environmental Code should be interpreted and implemented (2012:989). Hence, there is a growing demand for clear guidance in how Chapter two must be implemented (Naturvårdsverket 2016; Nilsson 2018; Naturvårdsverket 2019), guidance which the Swedish EPA is now preparing. The guidance focuses on questions regarding which type of information should be included, what public authorities require, and how the guidance ought to be implemented.

Problems related to what is perceived as an effective implementation of the Environmental Code has been brought up among concerned state authorities. Specifically, the implementation of Chapter two in the Environmental Code has been under discussion and the concern about the implementation not being effective enough at the local, municipal level, referring here to the supervisory authorities. The supervisory authorities have shown a shortcoming in the implementation of Chapter two, particularly regarding the general rules of consideration (Naturvårdsverket 2015, 2016; Nilsson 2018). Consequently, there is a need to understand the reason why this is the case, to contribute to the guidance that aims to decrease the deficiency of the implementation.

A previous research project conducted in co-operation with the Swedish EPA demonstrated that implementation of the general rules of consideration in the Environmental Code is complicated, particularly when the rules are implemented at the local, municipal level (Nilsson 2018). This research project found an implementation deficiency of Chapter two in the Environmental Code, specifically within the notification procedure. The implementation and the implementation of the rules within the notification procedure varied among municipalities. This thesis is focused upon different aspects that might have caused the shortcoming. The reasons why implementation of the legislation might differ in municipalities as well as the causal links affecting the deficiency. This thesis will be important in understanding the shortcoming answering the question why, to then later contribute to an improved document.

Chapter two targets general rules of consideration; the knowledge requirement among operations, the precautionary principle, the product choice principle, principles of resource management, as well as localisation of activities and the polluter pays principle, among others. The principles in the general rules of consideration are fundamental for the Environmental Code and provides a legal framework for all operations in Sweden. Furthermore, attention will be drawn at municipalities, and their role as an authority/supervisory authority in cases of notifications and supervision. Additionally, this study will support the common goal for reaching Sweden's national environmental objectives through bringing more knowledge to the field.

1.1 Research problem

The notification procedure is a process at the municipal level that is used as a tool for supervisory authorities to keep track of the operators pursuing activities and measures within a municipality. The notification procedure involves C-operations, where the operator's duty is to inform the municipality that they follow and understand the general rules of consideration in their operation. The notification of the operation is often made to a municipality by using a notification form provided by the municipality. However, because Sweden consists of 290 municipalities (SALAR 2019), the procedures *how to* vary considerably (Nilsson 2018). This variation can be caused by many different factors. The municipalities themselves vary; one municipality may have different conditions and culture than another one, the political stand can differ and may influence decisions in municipalities (Sjöberg 2012; Artman et al. 2013), and prioritisations among municipalities may be diverse (Nilsson 2018). Furthermore, the notification procedure and interpretations about the Environmental Code and the general rules of consideration in Chapter two differ among municipalities (Nilsson 2018). Understanding the different outcomes of the notification procedure within municipalities are therefore of importance. In other words, the research problem focuses on understanding different aspects why the general rules of consideration might not be fully implemented. This knowledge will contribute to achieve a broader understanding among all concerned stakeholders and for the common goal to achieve the national environmental objectives.

1.2 Research objective and research questions

The overall objective of this thesis is to understand why the sub-cases chosen might have been successful and to describe how results might be relevant for more unsuccessful ones. Furthermore, this thesis aims to achieve an improved understanding of why the implementation

of Chapter two differ among municipalities and to contribute to the document the Swedish EPA is preparing. Additionally, it intends to explain the different outcomes in the notification procedure by understanding and identifying links between legislation and implementation. Finally, it aims to avoid misinterpretations of the Environmental Code and to achieve a broader understanding among operators, authorities and agencies concerned.

The research questions are:

- *Why is there an implementation deficiency of Chapter two, the Environmental Code (2000:61)?*
- *In what ways can the notification procedure reduce the implementation deficiency of Chapter two, the Environmental Code (2000:61)?*

1.3 Delimitations

This thesis is limited to the notification procedure within the municipalities, based on an earlier research project stating that the notification procedure showed an implementation deficiency of the Environmental Code, regarding the general rules of consideration (Nilsson 2018). The focus will therefore be on Chapter two in the Environmental Code, and the general rules of consideration (2000:61, 2:2-7).

Furthermore, the notification procedure must be conducted before an operation can start its activity (2013:251) and Chapter two needs to be fully implemented within the procedure according to the assessment made by the Swedish EPA (Artman et al. 2013). The focus in other parts of supervision can vary depending on the supervisory authority and the type of the operation, which makes comparisons difficult. Hence, the notification procedure is more similar to its character among the supervisory authorities and therefore suits better for comparison.

Because there are several different notification procedures in a municipality, another delimitation needed to be made. This thesis focuses on new C-operations, because it is a natural continuation to the earlier research project. C-operations are classified as environmentally hazardous operations and therefore required to perform a notification of their activities to the municipality before starting an operation (2013:251, 1:10). The notification involves explaining the general rules of consideration in the context of the operation, among others. Hence, the focus will neither be on former C-operations, nor on health protection operations, which also require a notification according to the ordinance of environmental licensing (2013:251). This demarcation was decided to achieve clear boundaries for the thesis.

2. Case background: Swedish Environmental legislation

The development of the Swedish environmental law has evolved in history from general principles of civil law. The principles were a legal framework for regulating issues such as the usage of natural resources, often as a consequence from issues concerning neighborhood properties. These were not written laws until the 16th to 18th century, when the principles emerged in written form as laws (Michanek and Zetterberg 2017: 60).

The industrialisation in late 19th century in Sweden developed the first official environmental legislation. The industrialisation brought new challenges to the society and resulted in the development of the environmental legislation in Sweden. Even though most people in Sweden lived in rural areas still depending on agriculture, urbanisation kept on growing due to the industrialisation. Urbanisation caused various problems in society, due to bad living and working conditions including lacking management of drinking- and wastewater, and industries causing negative environmental impacts since they often were located near the people in urban areas. These problems resulted in the first Health Protection Act in 1874. The problems forced the legislation to develop further, and finally led to three different categories of legislations during the 20th century; natural resource legislation, environmental protection legislation and planning and building legislation (Michanek and Zetterberg 2017: 61; Naturvårdsverket 2017: 12).

The two most important events for the Swedish environmental legislation during the late 20th century, were joining the European Union (EU), which opened for the EU laws and directives, and the birth of the Swedish Environmental Code, which is a framework law concerning threats and risks for human health and the environment (Michanek and Zetterberg 2017: 74).

2.1 The role of the EU

The role of the EU in relation to the notification procedure is indirect. Yet, the EU directives must be implemented in the Swedish legislation and are therefore of importance (Naturvårdsverket 2019b). Some of the EU directives are closely connected to the general rules of consideration and therefore also indirectly affect the notification procedure.

A concrete connection to EU directives within the notification procedure is the directive of waste (2008/98/EC), which delineate the waste hierarchy and the prioritisations for waste management. The directive comprises precautionary action in form of prevention of waste, recycling of materials and sources of energy, and management of waste that do neither cause harm for the environment nor to human health. Furthermore, the polluter pays principle in the

context of the disposal of waste is brought up (2008/98/EC). These can be connected to the precautionary principle, the resource management and eco-cycle principle, as well as the polluter pays principle in Chapter two in the Environmental Code.

Other central directives linked to the general rules of consideration and the notification procedure are the best available technique (2010/75/EU), which in the Environmental Code is defined as the best possible technique (Naturvårdsverket 2018b) and the VOC directive (2004/42/CE), which comprises limitations in emissions caused by volatile organic compounds. The VOC directive can be connected to the product choice principle in the general rules of consideration, which implies that the operation must prioritise less dangerous chemicals in their activities.

2.2 The Environmental Code

The Environmental Code came into force in January 1999 and brings together former Swedish environmental legislation into a single framework (2000:61). There were mainly two reasons for the development of the Environmental Code. There was a need to develop a cohesive code since the former legislation consisted of disparate rules with different purposes and functions. 16 of the former environmental laws were collected together into the Environmental Code. The other reason was the need to develop and modernise the former environmental laws (Michanek and Zetterberg 2017: 93).

The Environmental Code, also referred to as a framework law, consists of different rules that covers a wide range of management acts related to land and water, nature conservation, protection of plant and animal species, environmentally hazardous activities and health protection, water operations, genetic engineering, chemical products and waste. The framework law in this meaning, is a law that does not specify the exact limits for operations and does not focus on details when there are different interests among actors. The laws are often made more detailed in regulations, made by Swedish government agencies, such as the Swedish EPA (Regeringskansliet 2000: 4). The main purpose for the Environmental Code is defined as following:

The purpose of this Code is to promote sustainable development which will assure a healthy and sound environment for present and future generations (2000:61, 1:1).

To achieve this purpose, the Environmental Code needs to be applied in different acts that protect human health and the environment, protect and preserve natural and cultural

environments, preserve the biodiversity, ensure the use of natural resources in ecological, social, cultural and economic conditions and encourage to a sustainable use of materials and resources (Regeringskansliet 2000: 6). The Environmental Code applies to all citizens and operations who take measures that might conflict with the objectives of the Code. Furthermore, the rules apply to citizens or operations, whose activities can be harmful for human health or the environment in any ways (Regeringskansliet 2000: 4).

The Environmental Code consists of seven main parts that in total includes 33 chapters. A wide number of more detailed ordinances are related to the chapters, since only the most important rules are comprised in the Code (2000:61). The ordinances are made by the Swedish Government, which are followed by a wide amount of prescripts to the Environmental Code, usually conducted by government agencies (Regeringskansliet 2000: 4).

2.3 The general rules of consideration

The general rules of consideration in Chapter two (2000:61, 2:2-7) consist of several principles that are fundamental for the Environmental Code and its functioning. The principles apply on all activities and measures that have an impact on the environment, no matter how much. Therefore, it is of importance that the principles are applied accordingly in processes of permits and in supervision of activities (Naturvårdsverket 2017: 17). The general rules of consideration include the knowledge requirement, the precautionary principle, the best possible technique principle, the product choice principle, the resource management and eco-cycle principle, the appropriate location principle and the proportionality principle (2000:61, 2:2-7). Other fundamental principles in Chapter two are the burden of proof principle and the polluter pays principle (2000:61, 2:1; 2:8), which are not part of the general rules of consideration but are closely connected to them.

The burden of proof principle is one of the most important principles in Chapter two, since it states that operators must prove that the rules of the Environmental Code are being followed (2000:61, 2:1). The burden of proof principle is followed by *the knowledge requirement*, which states that the operators must obtain the knowledge that is necessary to fulfil the objectives of the Code, to protect human health and the environment against any damage (2000:61, 2:2).

The precautionary principle can be argued to be the principle that all other principles in Chapter two relate to. The precautionary principle forms the most fundamental requirements to operators, to take all crucial precautions regarding the environment, to be able to restrict the negative impacts on human health and the environment, due to the risks of possible damage.

The best possible technology principle goes hand in hand with the precautionary principle, since a precautionary action may involve applying the best possible technique for an operation (2000:61, 2:3). These are followed by *the product choice principle*, which in practice implies that operators must prioritise less dangerous alternatives in the process of choosing usage of chemicals. Furthermore, operators must inform the supervisory authorities about the usage of chemicals and substitutes of chemical products (2000:61, 2:4).

The resource management and eco-cycle principle is about ensuring an efficient and sustainable use of materials and resources as well as minimising waste. Renewable energy sources should be favored, waste recycled, and the material cycle should be as closed as possible (2000:61, 2:5). Furthermore, *the appropriate location principle* involves choosing the most applicable location, to minimise the possible damage or harm against human health and the environment (2000:61, 2:6). *The proportionality principle*, however, asks how reasonable the operation is, both environmentally and financially. An operation or the one taking measures must be reasonable in both cases (2000:61, 2:7). Lastly, *the polluter pays principle* requires that the one who takes measures that might have a negative impact on the human health and the environment, is responsible to follow the procurements set out and pay for expenses (2000:61, 2:8).

Other relevant parts in the Environmental Code connected to the research questions of this thesis are moreover Chapter 9 and Chapter 26. Chapter 9 includes definitions and rules concerning environmentally hazardous activities and health protection. Furthermore, it defines guidelines for environmentally hazardous operations and explains the operation's duty to conduct a notification to the supervisory authority (2000:61, 9:6). Chapter 26, in turn, is central within the context because it defines the guidelines and rules concerning supervision, including which authorities are responsible of supervision (2000:61, 26:3).

2.4 The ordinance of environmental licensing (2013:251)

The ordinance of environmental licensing (2013:251) is conducted by the Swedish Government. It contains regulations about environmentally hazardous operations, and more specifically, which operations are obligated to apply for permits and which operations are obligated to conduct a notification when starting an operation. The ordinance supports Chapter 9, Section 6 in the Environmental Code, which includes a rule concerning permits and notification requirements for environmentally hazardous activities (2000:61, 9:6). The

ordinance tells more in detail, which type of environmentally hazardous activity requires either a permit or a notification.

The ordinance lifts three different categories of operations, A-, B- and C -operations, and describes for each category, what the operations are obligated to do.

In A-permits, the operation must apply for a permit to the Swedish Land and Environment Court, while in B-permits, the operation must apply for a permit to the Swedish county administrative board (2013:251, 1:6).

C-operations, however, must conduct a notification to the supervisory authority, which in C-operations is the municipality (2013:251, 1:10). The operator's responsibility in the notification is to inform the authority that they understand the general rules of consideration and that their activities follow the Environmental Code accordingly.

2.4.1 Notification procedure and municipalities

According to the Environmental Code, the operation is obligated to conduct a notification, when practicing an environmentally hazardous operation (2001:61, 9:6). Environmentally hazardous activities are defined in the Code and means following activities:

1. the discharge of wastewater, solid matter or gas from land, buildings or structures onto land or into water areas or groundwater;
2. any use of land, buildings or structures that entails a risk of detriment to human health or the environment due to discharges or emissions other than those referred to in point 1 or to pollution of land, air, water areas or groundwater; or
3. any use of land, buildings or structures that may cause a detriment to the surroundings due to noise, vibration, light, ionizing or non-ionizing radiation or similar impact (2001:61, 9:1-3).

These specific operations are to be found in the ordinance (2013:251) and can vary considerably, from preschools to wind power and from tattoo studios to ice-cream production (Interviews 2019; 2013:251).

The role of the municipality is central in the notification procedure, since the municipality acts both as the authority that receives and assesses the notification, and as the supervisory authority after the operation has started. Municipalities usually provide a notification form at their websites, but these forms vary among municipalities (Nilsson 2018). The form may contain information about the general rules of consideration, depending on the municipality, yet this is often lacking (Nilsson 2018: 19). Followingly, the operation must show that the

general rules of consideration have been considered when starting the new environmentally hazardous activity. It is the operator's duty to be aware of the regulations and rules in the Environmental Code and to show and inform the municipality accordingly, in form of a notification.

The municipality's role is to receive the notification, and to inspect if the notification contains all the information needed. The municipality might require additional information from the operator, if the description in the notification is not adequate. What is considered as adequate, is to each municipality and to the individual administrator to decide. Thus, this procedure results in different outcomes among municipalities (Nilsson 2018). Lastly, the municipality decides whether the operation can start its activity or not; if there are any measures that must be done in advance or if precautionary action is required before the operation can start the new activity (Naturvårdsverket 2017: 25). The municipality has up to six weeks' time before the decision needs to be taken. Because the municipality has the power to decide about the implementation of the procedure as long as the legislation is followed, implementation varies among municipalities.

The municipality has close contact with the county administrative board in the notification procedure, because the municipality sends the new notification to the county administrative board for a referral. The county administrative board can give a statement of the notification if required. Other involved authorities act moreover as guiding authorities for the municipality when necessary, foremost in the most difficult cases (Interviews 2019).

2.4.2 Supervision

The supervision of operations is to ensure that the objectives of the Environmental Code are fulfilled. Therefore, the supervisory authority must supervise and inspect accordingly, and take necessary action to accomplish the objectives of the Code as well as rules, prescripts and other decisions, such as judgements made by the Court. Furthermore, it has to safeguard that possible faults are corrected.

Finally, the role of the supervisory authority is to give guidance and information, to contribute in achieving the objectives of the Code (2000:61, 26:1).

It is further stated that supervision shall be practiced by the Swedish EPA, the Swedish Agency for Marine and Water Management, the Surgeon-General of the Swedish Armed Forces, the Swedish county administrative boards, other government agencies and municipalities according to instructions given by the Government (2000:61, 26:3).

3. Previous research

This part of the thesis outlines the previous research that is of relevance. State control on the local administrative bodies, decentralisation, implementation of environmental legislation, governance and interplay are themes that are covered in this section. Since these are broad fields of research, the aim is not to give a full overview, but rather to identify relevant and illustrative examples.

3.1 State control and local administrative bodies

Because this study is a case of implementation of environmental legislation on municipal level, there needs to be an understanding of the problematic aspects brought up among state control and local administrative bodies in Sweden. The focus is on the notification regime, the implementation, as well as on issues concerning supervision.

The environmental regulations are implemented by regional (*county administrative boards*) and local (*municipalities*) administrative bodies in Sweden, among others. However, this implementation has been criticised. Also because of the aspect that the Swedish system delegates power from the higher to the local level when implementing policies relating to climate (Kasa et al. 2012: 225). Stronger regulation and control are required from the government. Yet, development in goal-oriented administrations is argued to suit environmental regulations, and goes hand in hand with environmental management theories, such as the ecosystem approach and sustainable development (Nilsson 2016). Therefore, decentralisation is argued to suit environmental regulations better than centralisation (Hall et al. 2016; Nilsson 2016). This means that detailed regulations should be avoided and specific regulations of processes *how to* should not be steered by the government. These processes are aspects such as how an administrator should in practice prioritise and organise the work (Nilsson 2016: 23). However, it has additionally been argued that an ambiguous and unclear intervention can affect the implementation both positively and negatively (Vedung 2016: 65, 70). Furthermore, amount and competence of the employees versus the variation in resources around municipalities in Sweden has gained critique, yet other critique against decentralisation is often unclear, therefore it is suggested to develop a review of the activities in these decentralised administrations (Nilsson 2016: 23). Moreover, it has been suggested that development of initiatives such as climate mitigation show that development might not only rely on inclusive and central government initiatives, but rather on the characteristics of municipalities. This was shown in a case study conducted in four municipalities in Sweden and in Norway (Kasa et al. 2012).

Therefore, it is argued that groups of interested individuals at the local level forming implementation structures are crucial in order to understand the differing effects in government programmes, especially in cases of mitigation initiatives as such (Kasa et al. 2012). Additionally, implementation is arguably depending on the individual's interests (Kasa et al. 2012; Olsson and Hysing 2012; Hall et al. 2016; Vedung 2016). Furthermore, other identified direct factors affecting implementation in decentralised systems are the environmental knowledge and the interpretation of the regulatory framework at the local level (Hall et al. 2016), as well as inside activism discussed by Olsson and Hysing (2012), which also is connected to the local interests within the administrative level, as well as the environmental governance in Sweden. Therefore, local factors can be argued as crucial for implementation (Kasa et al. 2012; Olsson and Hysing 2012; Hall et al. 2016; Vedung 2016). Yet, more knowledge about how an administration works is required (Nilsson 2016: 23), where also a knowledge gap is recognised.

Additionally, the environmental administration has been under inspection over the last years, both in public investigations (M 2016:04; SOU 2017:63) and in projects conducted by the Swedish EPA (Artman et al. 2013; Nilsson 2018; Naturvårdsverket 2019). The purpose of the public investigation (SOU 2017:63) decided by the Government, was to get an overview of the environmental supervision and the sanction system in the Environmental Code. The main aim was to develop the implementation of supervision to get it more cohesive and efficient, and to contribute to the Swedish environmental objectives. Furthermore, the goal was to detect, investigate and prosecute more environmental crimes (SOU 2017:63).

The investigation showed a variation among the supervisory authorities, which can lead to incomplete compliance. That in turn, can lead to that issues are not discovered or rectified at all. The most important findings of the investigation were that the Government needs to develop a more cohesive governance. Furthermore, improved governance was needed on how the supervision should be implemented and strengthening the interplay between the authorities and the operations. The importance of the interplay among all stakeholders was greatly emphasised (SOU 2017:63). This is further discussed by Vedung (2016), arguing that different actors in a policy cycle affects the implementation of an intervention, in this case a regulation. Understanding, will-power and capacity are discussed as central elements for the implementation (Vedung 2016).

Furthermore, the Swedish EPA funded a broad research project concerning efficient environmental inspections and enforcement, where the environmental supervision was central.

The main purpose with the research project was to bring new knowledge to the field, and through that reach a more efficient environmental inspection of operations (Artman et al. 2013).

The project lifts several problematic aspects concerning the inspections. These were questions such as: communication between the inspector and the operator; how the inspector makes a professional assessment of the operation assuring the legal certainty and efficiency; the considerations an inspector must do; are there operations that require an intensified inspection and how can the efficiency be measured in inspections. The findings show that communication is a basis for a good result. Additionally, a professional assessment conducted by an inspector is an advanced task that requires a professional inspector who understands both humans, the legislation and the environmental aspects and owes an objectivity and skills to bind all aspects together (Artman et al. 2013: 8). This ties back to the individual's interests and state of knowledge affecting implementation in regulations (Kasa et al. 2012; Hall et al. 2016; Vedung 2016). In addition, eight different dimensions were found to be important in these professional assessments; knowledge of the specific case, inspection, communication with the operation, dialogue with colleagues, studying earlier decisions made, analyse legal aspects, legal certainty, objectivity and assessing reasonableness (Artman et al. 2013: 8).

Furthermore, the role of the inspector is central. The work requires more than a formal education and knowledge of the legislation. Since the inspector is an individual, the personal aspects and experiences plays an important role as well as personal values (Artman et al. 2013), which yet again connects to the aspects discussed by other researchers (Kasa et al. 2012; Hall et al. 2016; Vedung 2016). Additionally, the research project conducted by the Swedish EPA showed that there is lacking national data within the field, which makes it difficult to assess inspections over time. Earlier research concerning environmental inspection has left out the differences among operators, therefore it is of importance to be aware of the incentive that affect operators (Artman et al. 2013). Lastly, political influence has shown differences in how many environmental sanctions there have been. The sanctions increased significantly when the Green Party took part of the ruling after the election in 2006 (Artman et al. 2013: 9). The political influence within the context is also discussed by Sjöberg (2012), who argues that the political stand might influence decision-making in municipalities, whereas Vedung on the other hand discusses the political support as an aspect affecting the implementation (Vedung 2016).

3.2 From legislation to implementation

The general rules of consideration have been evaluated in a previous research project in cooperation with the Swedish EPA, focusing on the supervision of the operations (Nilsson 2018).

The overarching research questions were to find out how the general rules of consideration were assessed and motivated by the supervisory authority in the decision-making process. The research was limited to C-operations and the main aim was to increase knowledge in how the decision-making among the supervisory authorities are conducted and motivated according to the general rules of consideration in the Environmental Code (Nilsson 2018: 7).

The results showed that the general rules of consideration are central in the decision-making but not adequately implemented. Problematic aspects were the need of concrete examples and practical information about the general rules of consideration, both for the municipalities and for the operators to understand the full meaning of the rules. Furthermore, information about the general rules of consideration in the notification form were lacking among interviewed municipalities. A lack of communication in how the general rules of consideration are understood among the municipalities and the operators might cause risks that the rules are left behind and are not necessarily a part of the supervision and inspection of the operation.

Other findings in the research project were that processes *how to* implement the rules differ among municipalities. Different municipalities have different agendas, and critique among this variation has constantly been on topic. The focus in decision-making is more on the specific operations, rather than on the general rules of consideration. Increased communication and improved knowledge both among administrators and inspectors in municipalities and among operators are suggested (Nilsson 2018). Therefore, it is of importance to understand the links affecting the implementation, through examining the municipalities that give good information to operators about the notification procedure and the general rules of consideration. This is, to better understand why municipalities might have been successful and how results might further be relevant for more unsuccessful ones. Furthermore, the earlier research has shown that there is a research gap among the issue in how the administrator works and interprets the legislation, which also is argued as crucial for the implementation (Kasa et al. 2012; Hall et al. 2016; Vedung 2016).

4. Methodology and material

This section presents what material are used throughout the research process and which perspective this thesis has methodologically. Furthermore, a description of the methods used, and aspects of reliability and validity are brought up.

4.1 Research methodology and method

This thesis reviews the notification procedure of new C-operations among municipalities, trying to understand and explain the phenomenon, why the legislative framework does not meet the implementation. Case study as a research method, intensifies the study of one or a small number of cases that consists of observational data, to further be reflected upon a larger number of cases (Gerring 2017: 28). Given that the study is causal, a case study in this sense is observational. The causal aspect is not intentionally manipulated by the researcher, as in manipulated experimental studies (Gerring 2017: 29).

The implementation deficiency is understood through examining municipalities that give good information to operators about the notification procedure and the general rules of consideration. This gives an understanding why municipalities might have been successful and how results might be relevant for more unsuccessful ones. Additionally, to learn from good examples and describe how they work, for unsuccessful ones to improve their implementation. In other words, this thesis consists of successful cases. Choosing successful cases can be connected to an extreme case methodology, since extreme cases corresponds to a case that is typical of some phenomena or the ideal of a phenomenon (Gerring 2006: 101). A positive case can be considered as an extreme, if most of the cases are negative (Gerring 2006: 102), as it is assumed in this thesis.

The earlier research project showed an implementation deficiency among municipalities (Nilsson 2018); how municipalities understand the general rules of consideration in Chapter two, and how the general rules of consideration are involved in the supervision. Therefore, the more successful cases are needed to be examined, to better understand why and how they might have been successful. Along with choosing the method, other compounds for the interviewees were also considered, for instance, if it is of relevance to interview some of the operators, but outcomes for them would not have been useful for the objectives of this thesis, since the objective is to identify what works well in a municipality and why it works well. If there is a better understanding of successful cases, it might be advantageous for less successful ones.

4.2 Case selection

The overall case is about how the implementation of the Environmental Code is conducted at the local level. Therefore, the first limitation was to decide that this is a case of implementing environmental legislation. Secondly, the boundary was drawn at the municipal level, since the interests were at the local level. The municipalities chosen are sub-cases for the case of implementation, to be able to answer the research questions and to gather the empirical data for analysis. An administrator working with the notification procedure in each municipality was selected to conduct the interview. The number of interviewees was decided upon during the interview process and saturation was reached after six interviews.

The municipalities for the interviews were chosen by different means, to achieve as valid method as possible. First, it was assumed that size of the municipality affects the quality of the information on the websites, since a large municipality probably has more resources to use, and that the number of employees within the notification procedure might affect the performance. This needed to be reviewed before choosing the municipalities, to get as reliable method as possible. Statistical data was collected from Naturvårdsverket (2018), where numbers reveal how many employees are working with supervision in each municipality. By using the categorisation made by the Swedish Association of Local Authorities and Regions (SALAR 2017), where all Swedish municipalities have been categorised in three main categories and nine sub-categories according to their population size and location, a random selection of three municipalities in all the nine categories were chosen. The random selection was made to find out, if there is a pattern in how municipalities present the notification procedure on their web-pages. This was conducted by reviewing the municipalities' web-pages systematically. The aspects that were reviewed were:

- *information of the Environmental Code and the general rules of consideration*
- *a notification form for C-operations and*
- *information about the notification procedure and environmentally hazardous operations.*

Results from the randomly selected sample showed that size and location of the municipality did not affect how good the municipality was in presenting information, since good cases were

found in six of all nine categories, and in all three main categories. This indicates that municipalities do not need to be big in order to produce good guidelines.

Additionally, results of the random selection were compared with number of employees within the supervision to see if there is a relationship. The result showed that number of employees within the supervision did not affect how good the municipality was in presenting the information. Thus, neither the size of the municipality, nor the number of employees affect how good they present information on their web-pages about the general rules of consideration and the notification procedure. Yet, there are many different factors that may influence outcomes, such as political majorities in the municipality, different prioritisations within the municipality and a variety of different interests, for e.g. businesses, consultants and NGOs¹.

Since good cases were found in all three main categories of the random sample conducted, municipalities were chosen from all categories. The categories were (SALAR 2017):

- 1. *Large cities and municipalities near large cities*
- 2. *Medium-sized towns and municipalities near medium sized towns*
- 3. *Smaller towns/urban areas and rural municipalities.*

Two municipalities of each main category were chosen, which makes a total of six municipalities. Selected municipalities give a wider perspective to the problem, in order to see if there are other causal relationships that can be analysed, and further take it into a larger context. Municipalities chosen vary in size, location and employment rate. This is to obtain the broader perspective.

Table 1. shows how the categorisation were used. Since it is not of relevance to use the name of the municipality, this table explains the abbreviations used for each municipality; B1 and B2, M1 and M2 and finally, S1 and S2.

Category (SALAR 2017)	Abbreviation	Municipality
1. Large cities and municipalities near large cities	Big (B)	B1 and B2
2. Medium-sized towns and municipalities near medium-sized towns	Medium (M)	M1 and M2
3. Smaller towns/urban areas and rural municipalities	Small (S)	S1 and S2

Table 1. Two municipalities from each category were chosen.

¹ NGOs are an abbreviation of non-governmental organisations.

Questions concerning uncertainty about how well the cases chosen represent the larger population, is brought up when discussing about case study as a method. To affirm that the cases chosen are representative, it is needed to understand that cases chosen are probable cases, but also subjects of doubt (Gerring 2017: 30). This is connected to the cases chosen in this thesis. The cases are expected to be successful in how they present information of the notification procedure, but there might still be found doubt in what works well. Methods when choosing the cases gives a possibility to answer the research questions of this thesis, which also makes the cases more representative. The key question was the selection of municipalities. The strategically selected municipalities showed stronger indications, than a random selection of municipalities, due to the test that was conducted in advance. A random selection might have given cases of un-relevance for the research questions and might therefore have been less probable to be representative (Gerring 2017: 119). This gives the chosen method validity. Furthermore, cases are chosen from three different categories by size, which in turn contributes to case representativeness. The chosen cases must be representative of a larger population in order to be a case study (Gerring 2017:45).

4.3 Research material

First, there needed to be an overall understanding of the Swedish Environmental legislation and the Environmental Code, before grasping how municipalities in Sweden operate in the context of the notification procedure. Furthermore, reading reports conducted by the Swedish EPA gave a broader perspective to the issue, and was helpful in identifying the research gap. Additionally, an understanding of the municipal structure needed to be examined beforehand. The environmental issues in a municipality are often managed by an environmental department or an environmental administration. The notification procedure is managed by a selected number of administrators, depending on the municipality. In consequence, an administrator working within the notification procedure was contacted in order to conduct the interview.

Interviews were conducted among administrators from six municipalities that showed good outcomes on their web-sites regarding the notification procedure of C-operations. Three aspects of what a good outcome is, were discovered when systematically reviewing websites of different municipalities around Sweden. Based on these considerations, the interviewees were chosen. Additionally, the interview data is the empirical material of this thesis and is carefully analysed together with the theoretical concepts brought up. The interviews were conducted and transcribed in Swedish, yet the contexts of the interviews were carefully translated into English for this thesis.

4.4 Conducting the interviews

Since it is not of relevance for the objectives of this thesis to know which specific municipalities were chosen for the interviews, both municipalities and interviewed administrators were not defined by names. This thesis is interested in why the municipality might be successful, not which municipality is successful. Furthermore, by anonymising the interviewee makes the interview situation more relaxed for the respondent, since the anonymity protects the interviewee (Brinkmann and Kvale 2015: 95).

Interviewees chosen for this thesis were working with environmentally hazardous operations within the notification procedure. This, in turn, will provide the latest information, experience and knowledge about what works well within the procedure and what might need further attention. Therefore, the selection of administrators working within the notification regime felt natural. Furthermore, all chosen administrators worked with the issue in question. The working experience, age, gender and other possible aspects were not considered in the context of choosing the interviewee.

Each municipality was first contacted by phone to find out the right contact. Thereafter, an email was sent to the administrator, asking about the possibility to conduct the interview. After receiving a positive answer, the interview questions were sent to the interviewee in advance. A pilot round was conducted with a voluntary participant, to test questions. The pilot round gave positive indications, which gave more validity for the method. Lastly, all interviews were conducted by phone and were both recorded and transcribed.

The interview form consisted mostly of open questions; however, a few ended questions were included. The open questions gave a deeper perspective and understanding of the phenomenon and was helpful when answering and analysing the question *why*. The purpose with the ended questions were to gather information about the municipality and their routines, and to give an understanding of prerequisites. Additionally, follow-up questions were asked if the answer needed specification. The interview form was structured in a way, which made it possible to categorise the subjects, and gave later a possibility to comparison. The interview form was divided in four main categories:

- *Describing the current situation*
- *The general rules of consideration*
- *Decision-making of the notification procedure*
- *Communication.*

Describing the current situation consisted of few ended questions; how many administrators were currently working within the procedure and how many cases the municipality received. Furthermore, open questions were added to understand the current routine for the inspection of the notification as well as the decision-making and what might have worked well in the routine.

The general rules of consideration, however, focused on how the rules were presented for the C-operations and how well the operations understood and described the rules in the notification. Additionally, to find out if there were differences among operations and if additional information was required by the municipality if the description of the rules were not good enough.

The *decision-making of the notification procedure* comprised questions concerning the decision-making process, focusing on the general rules of consideration. Furthermore, to find out if there was a routine or a checklist for the decision-making, if there were differences among the operations and what were the challenges in the decision-making.

The last category about *communication* sought to understand how the operations, municipalities, authorities and agencies cooperate. Additionally, the objective was to understand how the general rules of consideration were communicated to the operations and what was the relationship between the municipality and other guiding authorities and agencies.

5. Theoretical framework

The theoretical lens for this thesis was selected after conducting the interviews, in order to see patterns, where after the theoretical framework could better be established to the material. In other words, the empirical material worked as the basis for choosing the theory, a so-called inductive methodology. This section presents the tools that later on will be used when analysing the empirical data. The interviews conducted, have shown patterns that indicate a relationship with the field of implementation and accordingly, implementation theory. Implementation theory focuses on understanding why a policy might not work when implementing an object, in this case the environmental legislation. Since the selected implementation theory consists of several aspects and components, it first requires an overall understanding of how the theory works to then put it into context of this thesis. This section aims to understand and describe the different theoretical aspects, how the different components act as interconnected causal links, designed to the particular phenomenon of implementation among politics and public administrations.

5.1 Implementation in politics and in public administrations

The framework for implementation in politics and in public administrations (Vedung 2016) was selected to identify and understand implementation as a process between the legislation (*the Environmental Code*) and the implementation (*the notification procedure*). Furthermore, the framework presents implementation as a phenomenon in a policy context, therefore the approach was a logical continuation for the theoretical lens in this thesis. The focus is on the implementation and the explanatory variables, both internal and external elements that affect implementation. The crucial components and aspects that causes the outcome of implementation are reflected upon and discussed in detail. This chapter describes what implementation is and the different components that have causal links to the outcome, and how these components are relevant for the objectives of this thesis. Additionally, discuss which causal links are relevant for this specific case.

5.1.1 Defining implementation

Implementation can be defined in various ways. The early, yet significant definition of implementation carried out by Mazmanian and Sabatier (1983), defined implementation as the carrying out of a policy where the ideal is that a decision is identified based on a problem that ought to be addressed (Mazmanian and Sabatier 1983: 20-21). Hill and Hupe (2014), however,

defined implementation as: “the product of what has happened in the earlier stages of the policy process” (Hill and Hupe 2014: 7). This means that the policy itself is crucial for the implementation, how the policy affects concerned stakeholders and what are the possible impacts of the policy (Hill and Hupe 2014: 7). Additionally, implementation is explaining a phenomenon what occurs between expectations and results of the policy (Hill and Hupe 2014: 2). Implementation can therefore be understood as a stage in a policy process, but still as something that must be kept apart from the construction of the policy (Hill and Hupe 2014: 7). Furthermore, implementation is a stage in a complex process, consisting of several different components. Thus, there exists a risk that something might go wrong (Hill and Hupe 2014: 7). This is also discussed by Vedung (2016). Implementation can be understood as a phase in a policy cycle that constitutes of several different components (Vedung 2016: 18). Additionally, the policy cycle has also been discussed and explained in different definitions and models by other researchers (Lasswell 1956; Hogwood and Gunn 1984; Hill and Hupe 2014). Moreover, the policy cycle in this sense is a model of what phases there are in a policy process (Hill and Hupe 2014: 6), which are explained in detail by Vedung (2016).

A policy cycle can be divided into seven different phases; 1. to identify the problem, 2. to analyse the problem, 3. to design and take decisions about the intervention, 4. the intervention, 5. the implementation, 6. the monitoring and assessment, and 7. the spread and the use of monitoring. These components are usually found in a policy cycle, even though the phases might vary in the extent and content (Vedung 2016: 18). The different components in the cycle might affect each other both vertically and horizontally; yet these aspects are moreover to show the logical continuation in the policy cycle (Vedung 2016: 18). What actually is implemented is a central question even for the researcher. The researcher must answer the question and make the delimitations and categorisations needed (Vedung 2016: 18). In this case, it is about implementation of the Environmental Code, focusing on how the general rules of consideration are implemented at the municipal level, within the notification procedure.

The identification of the problem implies that a problem is discovered by someone. Furthermore, *analysing the problem* comprises the extent and the angle of the problem. *The design and the decision-making about the intervention* covers the process to construct suggestions into decisions. These are aspects such as usage of policy instruments, economic inputs and gaining knowledge to reach the objectives (Vedung 2016: 27). *The intervention*, however, is the object of the implementation, the concrete matter that is implemented. The intervention can be an activity, a policy, a regulation. The intervention is followed by *the*

implementation, which is the actual action of the object. *The monitoring and assessment of the implementation* can take many different forms, yet the purpose is to examine how the object has been implemented. The last phase is *the spread and the use of monitoring*. This comprises the lessons learned from the monitoring and assessment of how the implementation has succeeded which in turn can lead to concrete action and improvements of the implementation procedure (Vedung 2016: 27-28).

Taken this policy cycle into consideration presented by Vedung (2016), the relevant phases to focus on in this thesis are the intervention (*the general rules of consideration*), the implementation (*the notification procedure*) and the monitoring and the assessment of the implementation (*government agencies/ supervisory authorities*). These three phases will be helpful when answering the research questions of this thesis, why there is an implementation deficiency and how can the notification procedure reduce the implementation deficiency.

5.1.2 Aspects affecting the implementation

An implementation analysis seeks to describe and explain why an implementation acts as it does, not how an implementation should proceed. Therefore, the focus lies on the object that is implemented, and the involved actors and contexts within the policy cycle (Vedung 2016: 49). There are several possible objects for implementation, yet the focus in this case is on the public intervention on national level, an environmental policy, and the outcome at the local, municipal level.

The implementation analysis can proceed on several different levels and in various surroundings. The levels can be on global, national and local level, depending on where the researcher sets the object of the implementation. Furthermore, the intervention varies depending on the environment and the different contexts of the intervention, the actual action (Vedung 2016: 49). An immense context can be issues concerning the global warming, while a smaller context might be questions concerning differing opinions among operators (Vedung 2016: 50). Additionally, the historical aspects of the intervention plays its part, as well as the object itself (Hill and Hupe 2014; Vedung 2016). The character of the object is crucial among concerned stakeholders and how stakeholders receive the object on different levels. Higher levels affect the reception on lower levels, all the way to the implementation, and to the final result, therefore implementation can be characterised by a bundle of interconnected causal-relationships (Vedung 2016: 50). However, both top-down and bottom up approaches of implementation exists (Sabatier 1986; Hill and Hupe 2014). A top down perspective of implementation can be exemplified within the context of this thesis: the intervention (*the legislation*), causes

interpretations among state authorities (*guiding authorities such as the Swedish EPA and county administrative board*), which in turn causes interpretations among authorities (*municipalities*), which in turn causes interpretations among the frontline bureaucrat (*the individual administrator*), which in turn causes reactions and interpretations among the final receiver (*the operation*) (Vedung 2016: 50).

Finally, the role of the administrator is worth mentioning within this context. The administrator has been defined as the street-level bureaucrat (Lipsky 2010) and as the frontline bureaucrat (Vedung 2016), among others. The street-level bureaucrat discussed by Lipsky (2010) has a critical role in the policy process and the implementation. Even though the street-level bureaucrat works at the lowest level, it is argued that the bureaucrat is the one determining the policies by putting them into action and therefore can be considered as policy-makers. The actions of the bureaucrats affect implementation, whereas they at the same time interact with operators (Lipsky 2010). The frontline bureaucrat (Vedung 2016), is also argued to affect the implementation similarly, here the definition of the bureaucrat gives a broader understanding not only referring to one level, as in the street-level bureaucrat defined by Lipsky (2010).

5.1.3 Seven aspects of implementation

The framework consists of seven main aspects that can affect the implementation (Table 2.). The seven aspects are moreover broad elements that are followed by a various number of underlying elements (Vedung 2016: 50). The framework is a gathered construction by several authors within the field of implementation² (Vedung 2016: 51-53). These aspects can explain different phenomenon in the context of implementation, why an implementation appears as it does. The seven aspects are divided in two separate groups; implementation and context, because both groups are crucial for the implementation. This section explains the seven aspects one by one, followed by the underlying elements.

² The Table 2. concerning the seven aspects is a composed result of literature: Allison 1980; Barrett 2004; Berman 1978, 1980; Björkemarken 1995; Cairney 2009; Elmore 1980; Elmore, Gustafsson & Hargrove 1986; Fixsen et al. 2005; Hargrove 1975, 1983; Hill & Hupe 2014; Howlett, Ramesh & Perl 2009; Hupe 2014; Høybye-Mortensen 2011, 2015; Matland 1995; Mazmanian & Sabatier 1981, 1983; Montjoy & O'Toole 1979; Nakamura & Smallwood 1980; Nilsen et al. 2010; Nilsen et al. 2013; Pressman & Wildavsky 1984; Román 1998; Rothstein 1994, 1997, 2003; Sabatier 1986; Schofield 2001, 2004; Schofield & Sausman 2004; Stone 1980, 1985; Sætren 1983, 2005, 2014; Tojo 2004; Van Horn & Van Meter 1977; Van Meter & Van Horn 1975; Winter 1990, 2003, 2006; Winter & Nielsen 2008.

Seven main aspects
1. Implementation: The implemented object
2. Implementation: The higher and middle levels
3. Implementation: The frontline bureaucrat
4. Implementation: The final receiver
5. Context: Establishment of the intervention
6. Context: Parallel interventions, other stakeholders, the citizens and the market
7. Context: Monitoring and evaluation

Table 2. The seven main aspects that affect the implementation.

Implementation: The implemented object can be constructed of different aspects that can affect the implementation. Opinions, changing paradigms and bureaucratic inertia aggravates the implementation of a new policy. Differing opinions and paradigm shifts in politics can cause the inertia and therefore make the situation difficult for implementation (Vedung 2016: 55). Additionally, the theory of path dependence comprises that changes in politics can be causing the inertia (Vedung 2016: 58). Furthermore, hidden, strategical motives that can either diminish or strengthen the ruling power of the intervention, if the strategical motive can be assumed in advance (Vedung 2016: 60). Ambiguousness can both prevent and encourage the intervention in the implementation depending on the case (Vedung 2016: 65, 70). If the intervention is unclear and ambiguous, it can be both negative and beneficial, especially in politics. Not always the clear interventions are the best ones, and therefore, both sides has their pros and cons. Linguistic ambiguousness however, can lead to diffuse implementation, while ambiguousness can be a strategical move (Vedung 2016: 65, 70). This can be exemplified in a framework law; the government gives only general guidelines in the legislation, as in the Environmental Code. These guidelines are strategically delegated from the government to public administrations, which in turn can develop norms and guidelines in how to proceed and implement the object (Vedung 2016: 70). This can be connected to collaborative governance, since it also can be considered as unclear, yet successful in its aim. When the aim is not clearly defined, it is easier for stakeholders to discuss and collaborate (Vedung 2016: 71).

Lastly, the state uses policy instruments as tools for the implementation in the context of intervention, also discussed as tools of governance. The state can use different policy instruments, such as rules and regulations, economic instruments and knowledge to control the implementation. The selected policy instrument is therefore crucial for the implementation (Vedung 2016: 73-74).

Implementation: The higher and middle levels comprises the interaction among the different levels in the implementation. The highest level can be seen as the government, whereas the lowest level can be understood as the administrative level, in this case, the municipal level (Vedung 2016: 81). The three crucial aspects within the interaction are understanding, will power and capacity. The understanding encompasses how the ones who implement perceive the intervention, whereas the will power is depending on the individuals' interests. The capacity refers to the resources and knowledge among the ones who implement the intervention (Vedung 2016: 83).

Furthermore, the individual interests plays an important part within the implementation. Driven entrepreneurs or citizens might affect the implementation of the intervention. Public choice theory, however, claims that the administration can have own motives, despite of the public opinion (Vedung 2016: 87).

Implementation: The frontline bureaucrat is a central aspect within the implementation. The frontline bureaucrat within this context is the individual administrator, who implements the policy. The understanding, will-power and capacity are central elements even here. Furthermore, routines and work procedures are fundamental aspects for the implementation. Also, the aspect of participation between the administrator and the citizen affects how the intervention is implemented. Lastly, the function of supervision and how the supervision is organised among the administrators are of importance (Vedung 2016: 89). The supervision can be organised in a way that the operations maintain self-monitoring of that rules and regulations are being followed, and in exchange get information, knowledge and support from the supervisory authority, which in turn is favorable for the implementation. This can be interpreted as a tradeoff of power (Vedung 2016: 104).

Implementation: The final receiver, the operation, can affect the implementation of the public intervention (Vedung 2016: 107). The most important element here is understanding. The implementation of the intervention is depending on whether or not the final receiver understands the intervention. In this case it is whether the operation understands the general rules of consideration or not. Other important aspects affecting are will-power and capacity (Vedung 2016: 110). Finally, regulatory capture can affect the implementation. Regulatory capture in this context is about how the final receiver meets the frontline bureaucrats and the higher and middle level actors. Furthermore, when authorities supervise and monitor that the final receiver follows certain regulations but yet adapts to the understanding of the final

receiver. This can be seen as a risk for the authority, in cases of big corporations that might have power to influence the supervisory authorities (Vedung 2016: 113).

Context: The establishment of the intervention is of importance within the context, how and where the implementation takes place. Contexts in this meaning are the different surroundings and environments that sets the boundaries for the implementation (Vedung 2016: 117). The participation among stakeholders is crucial. The different stakeholders can be public authorities as well as citizens. Participation implies responsibility among the final receiver, which in turn helps the implementation. This increases even the legitimacy (Vedung 2016: 119). Another aspect affecting the establishment of the intervention is the attention of the intervention, which in turn can cause positive or negative attention among the administrator. If there is little attention, there often is little implementation. The political support to the intervention and anticipation of the intervention are elements that can affect the implementation, as well as earlier attempts to impose the intervention (Vedung 2016: 120-123).

Context: Parallel interventions, other stakeholders, the citizens and the market are a part of the context, and therefore crucial for the implementation. These are the surroundings that set the boundaries for the implementation and can be considered as a broad category among aspects affecting implementation. An intervention can have risks if the attention is drawn only on one intervention and one authority. The processes influence each other; one intervention can influence how other interventions are implemented on the national, regional and local level (Vedung 2016: 127). Other stakeholders, in turn, can be causing both negative and positive effects, even though they are an external source of the intervention. The civil society and the individual citizen are a part of this group (Vedung 2016: 128-129). Civil disobedience, however, is an opposition against the intervention, and can in that way affect the implementation (Vedung 2016: 127). Additionally, the market can influence the implementation by changing its demands and requests. These can force the intervention into implementation (Vedung 2016: 132). Even the forces of nature are a part of the context in affecting the implementation, such as storms, earthquakes and volcanic eruptions (Vedung 2016: 135).

Context: Monitoring and evaluation of the decisions and interventions taken is the last component of the seven aspects shown in *Table 2*. The evaluation and inspection of the intervention is a process after the implementation, to explain, understand and evaluate how well

the intervention has been implemented. The monitoring and evaluation are therefore necessary aspects within the implementation (Vedung 2016: 138). Additionally, the monitoring can be both formal and informal, depending on the case (Vedung 2016: 141).

5.1.4 Relevance of the theoretical framework

All seven aspects have central elements in relation to the research questions of this thesis. Yet, more focus is laid on the implementation, rather than on the context: the implemented object, the higher and middle levels, the frontline bureaucrat and the final receiver, because they are the most relevant ones in relation to the research questions. Some attention is drawn even on elements within the context; the surroundings and the environments that sets boundaries for the intervention and for the implementation, such as the establishment of the intervention and other stakeholders.

The theoretical framework will be connected to the empirical material and further used in the analysis by comparing the empirical data with the theoretical aspects defined. Additionally, the framework helps problematise and understand the complex concept of implementation.

The theoretical framework presented functions for the objectives of this thesis. The framework gives an understanding of implementation as a phenomenon and answers the question why there can be an implementation deficiency in the context of legislation and public administrations. Additionally, by understanding the causal-relationship between the legislation and the implementation gives an understanding of why the sub-cases chosen for this thesis might have been successful in implementing the general rules of consideration and how the findings might further be relevant for the more unsuccessful cases.

6. Empirical findings and analysis

This section provides the empirical findings of the interviews conducted. Six in-depth interviews were conducted with administrators from strategically selected municipalities, using the categorisation made by the Swedish Association of Local Authorities and Regions (SALAR 2017). Table 3. illustrates how the results are presented in this section.

Category (SALAR 2017)	Abbreviation	Municipality
1. Large cities and municipalities near large cities	Big (B)	B1 and B2
2. Medium-sized towns and municipalities near medium-sized towns	Medium (M)	M1 and M2
3. Smaller towns/urban areas and rural municipalities	Small (S)	S1 and S2

Table 3. Administrators from all three categories of municipalities were interviewed, two within each category. The municipalities are presented as B1 and B2, M1 and M2, and lastly, S1 and S2 in the results.

The results of the interviews are presented by using three different themes. The three main themes were discovered during the process of gathering and categorising the interview data. The categorisation indicated three central aspects that were occurring repeatedly, which in turn resulted to the thematisation. The results are presented in following themes: *prerequisites*, *work procedures* and *interpretations of the general rules of consideration*.

The prerequisites comprises elements that cannot be changed within the notification procedure. These are aspects such as size, location and amount of notifications within the municipality. The work procedures, however, encompasses the *how to*; how routines and ways of working looks like. Finally, the interpretations of general rules of consideration covers similarities and differences between interpretations among the interviewees.

All three sections provide results based on the interview data, followed by an analysis related to the context. The analysis connects the empirical data into the theoretical and literary concepts discussed earlier and reflects upon the aspects presented in the results. Additionally, the research questions presented in the beginning of this thesis will further be reflected upon in the analysis.

6.1 Prerequisites

The findings indicate that there are prerequisites crucial for the notification procedure. The prerequisites are necessary compounds within the procedure. Moreover, underlying aspects affecting the work of the administrator and the operations involved, and aspects that cannot be changed.

The prerequisites were found out during categorisation and gathering the information from the interviews. Questions concerning how the routine for assessing a notification of a new C-operation looks like in the municipality, how many new notifications have been received under the last three years and how many administrators are working with the notification procedure of new environmentally hazardous operations were central here. The municipalities vary in size and therefore, receives different amounts of notifications. Table 4. shows the size of the municipality, how many notifications there were during the last three years and how many administrators are currently working with the notification procedure concerning environmentally hazardous operation. Table 5., however, illustrates the variation among the municipalities.

Municipality	B1	B2	M1	M2	S1	S2
Size of municipality (inhabitants)	> 200 000	< 50 000	< 200 000	> 50 000	< 30 000	< 15 000
Notifications 2016-2018	20	30	93	25	23	6
Administrators	6	6	9	4	3	2

Table 4. The chosen sub-cases show variation in size, in the amount of new notifications during the years 2016-2018 and in number of administrators working with the procedure.

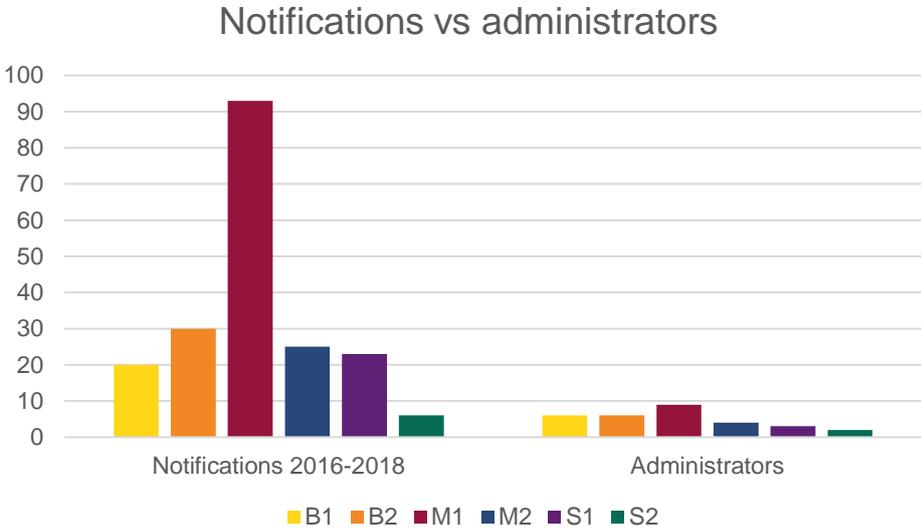


Table 5. M1 shows highest total in the notifications during the years 2016-2018, as well as the highest number of administrators. Furthermore, S2 being the smallest municipality shows lowest total in the notifications, as well as the lowest number of administrators.

6.1.1 Variation among C -operations

A prerequisite critical for the notification procedure is the big variation among C-operations. The variation is emphasised in all six interviews and is brought up several times in different contexts.

The variation among the operations in the context of the notification procedure and the variety municipalities receive in a notification depending on what operation is in question is central. The character and the size of the operations show differences within the notification procedure. Some operations are big corporations, business chains such as gas stations, while others are small entrepreneurs, such as tattoo studios, which is considered as problematic while assessing and inspecting the notification. “It depends extremely on what type of operation is in question, how big the operation is, what background does the operation have...That is very crucial” (Interview B2 2019). This requires a certain type of knowledge for the administrator, which in turn, causes variation among inspections (Interview B1 2019; Interview B2 2019). “It is of importance to be aware of that these C-operations are of very different sizes. And sure, if there is a bigger operation with more employees, where they have environmental administrators or similar working, there exists a totally different state of knowledge and self-control and they can even include new knowledge to their level of understanding, for e.g. about the general rules of consideration” (Interview B1 2019).

Furthermore, the variety in the notification is depending on the state of knowledge. Some operations hire specialised environmental consultants in order to help with the notification procedure and with the description of the general rules of consideration. The consultants are experts within the field and has the knowledge required. ”If an environmental consultant is included, they usually have the knowledge... And if it is someone, who maybe do not have the experience to work among the legislation, they do not focus on that part, but rather put more focus on other necessary inquiries that should also be included, I would say” (Interview B1 2019). Additionally, since the character of the operation varies, it therefore shows big differences in the notifications concerning the general rules of consideration (Interview B1 2019). The differences among the operations cause variation in how the notifications have been designed. The routines and structures vary among the municipalities and the administrators, because it is depending on what type of operation is in question (Interview B2 2019; Interview M1 2019; Interview M2 2019; Interview S1 2019). If the notification is made by a bigger operation, it usually requires more than one administrator to inspect the case, while in smaller operations only one administrator can be enough (Interview M1 2019).

Furthermore, the amount of new notifications varies depending on the size of the municipality (Table. 4). Problematic aspects brought up with a small amount of notifications is the variation among C-operations. Since the operations are so different from each other, it causes difficulties when inspecting the issue. When there are only few new notifications, it is impossible to develop the best routine *how to*, because it every time is a new type of operation

to inspect (Interview S2 2019). “When it is a new type of operation or a new code of operation, which has not been inspected earlier or at least in many years, it becomes totally new for us as an authority as well” (Interview S2 2019).

6.1.2 Varying guidance from authorities

Other prerequisite for the issue in the notification procedure and the understanding of the general rules of consideration is the character of guidance municipalities get. There are many involved authorities, such as the Swedish EPA, Swedish Chemicals Agency and the county administrative board that give guidance in how to understand the notification procedure and how to inspect and take decisions on the new, starting environmentally hazardous operation (Interview B1 2019; Interview B2 2019; Interview S2 2019). The existing guidelines are generalised, which makes the inspection, assessment and decision-making complex. Furthermore, the guiding authorities put focus on their specific fields of knowledge. ”There are so many responsible authorities, and there are so many authorities and operations involved... There are hardly any standard guidance, yet one can find some information from the Swedish Board of Agriculture, some information from the Swedish EPA and some information from the Swedish Chemicals Agency” (Interview S2 2019). Because there are many authorities involved, it is hard for the municipality to find out the right type of guidance. More concrete examples, collaboration among the guiding authorities, branch specific information and practice are greatly emphasised (Interview B1 2019; Interview B2 2019; Interview M1 2019; Interview M2 2019; Interview S2 2019).

6.1.3 The size of the municipality

The size of the municipality is a prerequisite that cannot be changed. A bigger municipality has several cases and therefore can develop a routine and structure how to inspect and take decisions among the cases. The small municipalities, however, have fewer cases, which makes the inspection and the decision-making harder, which followingly complicates creating routines: “We have no real routine since we get so few notifications and we are only two administrators working” (Interview S2 2019). This indicates that size of the municipality is crucial in the issue of the notification procedure, because it affects the way the administrator can work. The results show that bigger municipalities receive more new notifications and have developed routines for assessing the general rules of consideration. The smaller municipalities, however, have less new notifications and have not been able to create routines for the assessment of the general rules of

consideration. The results indicate that size of the municipality is connected to the amount of new notifications (Table 4.), which in turn affects the work procedures for the administrator.

6.1.4 The size of the operation

Other crucial prerequisite in the notification procedure is the question of how big or small the operation is. The findings show that there are clear differences among the notifications depending on if the notifications are conducted by big corporations or small entrepreneurs. The understanding of the general rules of consideration varies among these different types of operations. Big corporations might have more resources available and might have employees working for this purpose, even hire professional consultants, while small entrepreneurs have a totally different starting point. Small entrepreneurs might neither have time, nor interest for a careful work with the notification and followingly, the understanding of the general rules of consideration (Interview B1 2019; Interview B2 2019; Interview M1 2019; Interview S2 2019). “A bigger corporation has often done a more detailed work than a small one. It depends, if the company is part of a bigger organisation with routines, or if the notification is made by a small, a so-called amateur, who starts an operation” (Interview M2 2019).

The different grounds in the notifications can in turn cause difficulties for the individual administrator when inspecting the notification. Since the quality of the notification varies depending on what type of operation is in question, it is difficult to develop an exact know-how on *how to* inspect and take decisions around this type of operation (Interview S2 2019; Interview M2 2019).

6.1.5 Analysis of prerequisites

The findings show indications that prerequisites are crucial aspects for the implementation of the general rules of consideration. These are aspects such as the amount of notifications received in a municipality, the size of the municipality and the types of operations the municipality has. Because the municipalities vary in size, they receive different amounts of notifications, which in turn can affect the implementation in various ways. Interpreting prerequisites in such a way connects the prerequisites to the context within the theoretical framework, which explains that contexts, different surroundings and environments are crucial for the implementation (Vedung 2016). These aspects can also be explained as aspects affecting the implementation deficiency in Chapter two, as well as connecting to the importance of how the notification procedure can be helpful in reducing the deficiency.

Furthermore, the results show variation among the C-operations. Municipalities experience the variation as complicated when implementing the general rules of consideration, since they might lack information and knowledge about the character of the operation. This ties back to the theoretical aspects concerning the understanding and the capacity among the frontline bureaucrat (Vedung 2016), in this case the individual administrator. These aspects confirm the causal relationship between the administrator and the implementation and can therefore be connected to the question concerning the aspects why there is an implementation deficiency in Chapter two. Furthermore, individual's interests discussed as crucial for the implementation at the local level can be connected here (Kasa et al. 2012; Olsson and Hysing 2012, Hall et al. 2016), since interested individuals at the local level, in this case the administrators, arguably can affect implementation. Additionally, the implementation is depending on understanding and capacity of the administrator, also argued by Lipsky (2010) and Vedung (2016). If the administrator lacks knowledge and information about the operation, the implementation is more difficult and might therefore be an aspect causing the implementation deficiency. This is also discussed in previous research, showing that knowledge of the specific case and skills to bind all aspects together are required for a successful assessment, understanding the complexity between legislation, environmental aspects and objectivity for operations (Artman et al. 2013). Moreover, routines and work-procedures among the administrator are affected by the type of the operation. A bigger operation might involve several administrators, while a smaller operation can be handled by only one administrator. The routines and work procedures are a causal link within the seven aspects discussed in the theory by Vedung (2016), therefore it can be argued that the routines and work procedures might be aspects affecting the implementation deficiency within this context.

Furthermore, the variation among operations varies depending on the size of the municipality. The variation causes difficulties when inspecting the notification, which yet again can be connected to the theoretical aspects concerning routines and work procedures among the administrator, as well as affirms the causal relationship between the work procedures, routines and the implementation. Additionally, connects to the question concerning whether or not the notification procedure can reduce the implementation deficiency. The administrator in a small municipality finds it hard to create routines, because the type of the operation varies and gets therefore hard to create any functioning routines for the inspection. A bigger municipality, on the other hand, has a bigger capacity and receives several notifications, which in turn can help create routines and therefore, affect the implementation in a positive manner. This indicates that

by creating routines and work procedures within the notification procedure might be helpful in reducing the implementation deficiency, also argued by Vedung (2016).

Varying guidance from authorities can be connected to the theoretical aspects concerning the understanding and capacity among the higher and middle levels, as well as the frontline bureaucrat (Vedung 2016). Municipalities receive guidance from other authorities, both state authorities and government agencies, in order to inspect the notification. Yet, the variation among authorities giving guidance can cause disparate interpretations, and therefore affect the implementation of the general rules of consideration, which can be a causal link explaining why there is an implementation deficiency. A municipality can get guidance from several different authorities and agencies, which makes it hard for the understanding and capacity of the individual administrator. Additionally, the guidance given is moreover generalised, rather than specific, which affects the implementation negatively. Need of branch specific information is emphasised among the interviewees, which would contribute to understanding and capacity of the administrators, in order to help the implementation. This also indicates that by increasing understanding and capacity, the notification procedure can reduce the implementation deficiency of the rules, which is similarly problematised by Nilsson (2018).

Furthermore, the political support is crucial for the implementation, since the support can influence how the interventions are implemented on different levels (Vedung 2016: 127). Political influence has also been argued to affect the implementation (Sjöberg 2012; Artman et al. 2013). To put this into context, the guidance municipalities get from other authorities and agencies require political support from higher levels, in order to provide more guidance for the implementation. A functioning implementation requires political support, because without a support, there is no guidance, which in turn affects the implementation. This can be discussed as a reason why there is an implementation deficiency. Additionally, the question of prioritisations can be connected here; different prioritisations in a municipality could be affected by the political support. Also, the size of the municipality can be linked to the prioritisations, because results indicate that municipalities have different ways of working, depending on whether they have routines or not and what is considered to be important to put effort on, or not. The prioritisations among interviewees vary in the context whether or not the general rules of consideration are considered as important within the notification procedure, which can be due to several different aspects, such as time allocation or lack of time. This indicates that differing prioritisations of the rules is a causal link to why there is an implementation deficiency and further, by prioritising the rules within the notification

procedure would be helpful in reducing the deficiency. Why an administrator or a municipality prioritises something else before, is still a question yet to be answered.

The size of the operation, however, influence the implementation of Chapter two, because results indicate connections that bigger operations have in general a better understanding and capacity than smaller ones. Bigger operations might use consultants and have more resources to use within the notification procedure than smaller operations. Furthermore, indications that lack of time, will power and resources among smaller operations cause problems among the understanding of the general rules of consideration, which in turn results to a notification with lacking information and knowledge. The quality of the notification affects even how the individual administrator can work and therefore, makes the inspection and implementation more complicated. These aspects can yet again be connected to the theoretical aspects of understanding, will-power and capacity among the frontline bureaucrat and the final receiver (Vedung 2016) and further be interpreted as aspects affecting the implementation deficiency in Chapter two. An increased understanding among both administrators and operations would in turn contribute to decrease the implementation deficiency within the notification procedure.

The operation can be considered as the final receiver of the intervention and is therefore crucial for the implementation. Understanding, will power and capacity contributes to the quality of the implementation (Vedung 2016: 110). These aspects are crucial for the operation and affects how well the notification has been done. This can be interpreted as a causal link to the size of the operation. In addition, the theoretical aspect of regulatory capture (Vedung 2016), can be discussed within this connection. The municipalities monitor that operations follow the regulations through the notification, but yet might adapt to their understanding depending on their level and state of knowledge through different ways of working. This could cause risks for the implementation of the general rules of consideration because municipalities might trust the bigger corporations and their consultants more over their own proficiency, because they might not have a full knowledge of the operation in question.

To summarise, the findings show that prerequisites are crucial factors for the implementation deficiency. The prerequisites consists of several elements that are argued as aspects affecting implementation and therefore, important when answering the question why there is an implementation deficiency of Chapter two in the Environmental Code. The theoretical aspects of understanding, will-power and capacity among both the frontline bureaucrat and the final receiver were discovered as central within context of prerequisites. Furthermore, routines, work

procedures and political support from higher levels were found crucial for the implementation. The notification procedure, in turn, can reduce the implementation deficiency, by increasing the understanding among both the administrators and the operations, as well as developing routines and work procedures for the assessment of the general rules of consideration, which are also aspects suggested in previous research.

6.2 Work procedures

The data indicate that work procedures are decisive in the notification procedure and in the implementation of the general rules of consideration. The work procedure refers to how each administrator works within the notification procedure. The description of work procedures show both variation and similarities among the interviewees. This section goes through the different aspects brought up based on the interview data.

6.2.1 Structures and routines

The data demonstrate that some of the municipalities have clear structures and routines when inspecting the notification and taking decisions whether a new operation can start or not, and when assessing if the general rules of consideration are fulfilled properly in the notification (Interview B1 2019; Interview M1 2019; Interview M2 2019). The routines are based on experience, guidelines from different authorities, the ordinance of environmental licensing and the Environmental Code including the general rules of consideration. Furthermore, the routines are concrete models and checklists of how to proceed in a notification procedure. Yet, the routines are generalised, and therefore often require more additional information and knowledge of the specific operation under inspection (Interview M1 2019). "We might need help in assessing what is reasonable to require from the operation and to understand the type of the operation that is under inspection, because one cannot know all types of operations and what processes and technical terms they use" (Interview M1 2019). This ties back to the diverse character of C-operations and the complexity of the inspection and decision-making in a notification procedure. Still, routines and appropriate structure help during the procedure and supports the decisions-making to a more similar among the administrators in the municipality (Interview B2 2019; Interview M1 2019, Interview M2 2019).

However, 50 % of the interviewed had no clear routines of how to proceed in the notification procedure and how to assess the general rules of considerations in the notification (Interview B2 2019; Interview S1 2019; Interview S2 2019). Inadequate resources, lack of time, different prioritisations and few new notifications were reasons brought up. Still, a clear routine or a

checklist was considered helpful when inspecting the notification and assessing the general rules of consideration in the notification, to get the assessments more cohesive and to avoid mistakes during the procedure (Interview S1 2019; Interview S2 2019; Interview B2 2019).

Concludingly, bigger municipalities had clear structures and routines in the notification procedure and in the assessment of the general rules of consideration, while smaller municipalities did not. This indicates a relationship between the size of the municipality, the amount of new notifications, and the existing routines (Table 6.).

Municipality	B1	B2	M1	M2	S1	S2
Size of municipality (inhabitants)	> 200 000	< 50 000	< 200 000	> 50 000	< 30 000	< 15 000
Notifications 2016-2018	20	30	93	25	23	6
Routines	Yes	No	Yes	Yes	No	No

Table 6. The bigger municipalities showed routines within the notification procedure. This indicates a relationship among the size of the municipality, the amount of notifications and the existing routines.

6.2.2 Communication

Communication in a work procedure was shown to be important for a functioning assessment of the notification. A functioning dialogue between operations and administrators was seen as a prerequisite for a good co-operation and was greatly emphasised among the interviewees. Furthermore, collaboration with colleagues when discussing the notification and the assessment of the general rules of consideration was seen as crucial (Interview B1 2019; Interview B2 2019; Interview M1 2019; Interview S1 2019; Interview S2 2019). The value of communication was emphasised by all interviewees, therefore, no clear correlation between the size of the municipality nor the amount of notifications could be seen here. The results showed additionally that joint consultations with specialists might be necessary, since the type of the operation sometimes requires expert knowledge (Interview M1 2019). “Sometimes there are difficult cases that bring up several questions, therefore we must find help outside the municipality, for e.g. from professors, since we do not know certain fields of operations. If we do not know the field, can we trust the operations and their consultants?” (Interview M1 2019).

Good communication is also important among other state-authorities. Some of the interviewees emphasised the importance of the guidance they receive from other authorities and municipalities, in joint consultations or in gaining more branch specific information and knowledge. Yet, branch specific information from other authorities was also considered as generalised, and therefore made it hard when implementing the notification in practice (Interviews 2019). “There are a lot of material...But it is moreover general information,

therefore we need to adapt specifically, which is absolutely necessary to do” (Interview B2 2019).

6.2.3 Prioritisations

Varying prioritisations among municipalities are a part of the work procedure. Municipalities put different amount of effort and resources on inspecting notifications and assessing the general rules of consideration in the notification. The importance of the notification procedure varies among the interviewees; some emphasise the importance of assessing the general rules of consideration in the notification by requiring additional information from the operation if the description is not good enough, while others do not require this on the general rules of consideration. One reason brought up is that the issues among the general rules of consideration are brought up later on in the supervision of the operation. Some see that it is enough for the operation to inform what type of operation is in question and where it is located, what precautions are considered and what chemicals are used, while others require more detailed information of the general rules of consideration; concrete precautionary action, the chemicals chosen, the best possible technique, the emissions, the recycling and waste management.

Other aspects brought up among differing prioritisations were aspects such as time allocation and lack of resources (Interview S1 2019; Interview S2 2019). ”One can always improve the notification form and other templates, yet it has felt that we have not had the time to put effort on that... Unfortunately, there has not been time” (Interview S1 2019).

6.2.4 The role of the municipality

The municipality is central in the work procedure, since different municipalities have different ways of working, structures, routines and prioritisations. In the context of the notification procedure, requirements of added information in the general rules of consideration varies among the municipalities and among the interviewed administrators (Interviews 2019). This can be explained with the role of the municipality and what prioritisations the municipality has. Furthermore, new colleagues and other processes steered by the management can be aspects affecting the work procedures (Interview B2 2019). The following citations show the variation among municipalities regarding whether the municipality requires additional information or not. “Barely half of the notifications are good enough so that we can make a proper assessment on the material that we have received, without requiring an additional explanation or complementation” (Interview B2 2019). “There are no complete notifications I would say, there is always a need for additional information” (Interview B1 2019). “No, we do not require

additional information of the general rules of consideration, only if we have something we are wondering about, but usually not” (Interview S1 2019).

6.2.5 The notification form

Another crucial aspect in the work procedure is the notification form that operators use to inform about possible environmentally hazardous aspects of their operation. The notification form is provided by the municipality, usually found on the municipality’s webpage. This form differs somewhat among the interviewed municipalities, even though the purpose of the form is the same (Interviews 2019).

The notification form is important, because it can provide necessary information to the operator and steer the content that the administrator needs in order to make a proper inspection and assessment of the general rules of consideration. The information in the notification form can provide a better understanding for the operator, and therefore seen as important among the interviewees (Interviews 2019). Even though many of the interviewed had added information concerning the general rules of consideration into the notification form, it was still seen as somewhat generalised information (Interview M2 2019). Concrete examples and more specific information concerning the general rules of consideration would be useful to add in the notification, in order to contribute to the overall understanding among the operators, which in turn would contribute to a better implementation of the rules (Interview M2 2019; Interview S1 2019). *Appendix 1, 2 and 3*, present three examples of how a notification form can look like. Some of the notification forms require information of the general rules of consideration in form of appendix (Appendix 1), while others require a description of the general rules of consideration directly into the notification form (Appendix 3). Some forms include even information of how to fill out the form, describing the meaning of each section (Appendix 2). The three examples illustrate in this way the existing variation among the notification forms in different municipalities, which may have direct implications on the implementation.

6.2.6 Analysis of work procedures

The interview material demonstrates that work procedures are central elements for the implementation. The work procedures in this context refers to how the individual administrator works in the notification procedure when inspecting and assessing the notification and the general rules of consideration, the actual *how to*.

The results reveal that structures and routines have a central role for the implementation of the general rules of consideration. Work structures and routines can be depending on

prerequisites, because a bigger municipality might have more capacity to develop routines. Still, structures and routines can be developed regardless of how big or small a municipality is. Some of the interviewed municipalities had developed structures and routines, while others had not. The developed routines showed correlation with the size of the municipality and the amount of notifications (Table 6.). Reasons why municipalities did not have clear routines for the notification procedure were lack of time, time allocation and other prioritisations, due to prerequisites such as the size of the municipality, the type of the operation and the state of knowledge concerning the type of the operation. All these aspects tie back to the theoretical aspects concerning understanding, will power and capacity among the frontline bureaucrats, the individual administrators, as well as routines and work procedures, which also are fundamental elements for implementation (Vedung 2016: 89). Furthermore, these aspects are central in answering the question why there is an implementation deficiency of Chapter two and the general rules of consideration. Additionally, the diverse character among the C-operations can be connected here. This diversity makes implementation more challenging, since it requires a certain type of understanding of the operation in question. This goes in line with the argument that state of knowledge affects implementation in regulations (Kasa et al. 2012; Hall et al. 2016; Vedung 2016). Since the operations vary, it is hard to create routines that work for all, which is why the routines are general. Smaller municipalities have fewer notifications. Therefore, creating routines is considered difficult, and the variety among C-operations complicates the situation even more. Political support in guidance would contribute to a better functioning implementation, since the smaller municipalities lack capacity and expertise to create functioning routines on their own. The results showed further that routines and checklists are helpful when inspecting and assessing the general rules of consideration in the notification, even though they are not case specific guidelines. This, in turn, is central for how the notification procedure might be helpful in reducing the implementation deficiency.

Arguably, communication in a work procedure affects the outcome of the implementation. Communication is of importance and emphasised among the interviewees; communication among administrators and operations, as well as among the administrators working with the notification procedure and state authorities giving guidance. This connects to the argument that communication is a basis for a good assessment when inspecting (Artman et al. 2013) and a lack of communication might cause risks that the rules might be left behind (Nilsson 2018).

A functioning dialogue between the individual administrator and the operation is critical also for a functioning co-operation. This ties back to participation brought up in the theoretical

framework. It is of importance that the final receiver can participate in the decision-making process, which entails responsibility and through that helps the implementation, even increases legitimacy among the frontline bureaucrat (Vedung 2016: 119). Moreover, participation can be connected to the question of why there is an implementation deficiency of the Chapter two. Furthermore, a stronger interplay between stakeholders in form of improved governance in implementation could be connected here (SOU 2017: 63). In addition, communication increases even the understanding among the stakeholders, which in turn affects the implementation. By having a dialogue with the operation, the administrator increases the understanding of the type of the operation and in that way can be helpful when inspecting and assessing the general rules of consideration. Furthermore, by having a dialogue with colleagues increases the understanding, by changing experiences and knowledge about cases. Lastly, communication with authorities and other experts improves the individual administrator's understanding, since the authorities give guidance and consultation and experts provide case specific expert knowledge. Since branch specific information is emphasised among the interviewees, it can be argued that more specific knowledge is required for a functioning implementation of the general rules of consideration and can therefore explain the existing implementation deficiency. Interestingly, this can be contrasted with the previous research claiming that decentralisation would suit environmental regulations better than centralisation. In other words, specific regulations of processes *how to* should be avoided, for e.g. how an administrator should work in practice (Nilsson 2016: 23).

The results indicate that different prioritisations in work procedures affect the implementation of the general rules of consideration. The results show that municipalities put varying amount of time and effort on inspecting and assessing the general rules of consideration, which goes in line with the argument concerning individual's interests affecting implementation (Kasa et al. 2012; Olsson and Hysing 2012; Hall et al. 2016; Vedung 2016). Some of the interviewed emphasised the importance of the rules in the notification procedure while others interpreted the rules as something they can tackle later on in the supervision of the operation, which in turn was contrasted by Nilsson (2018), stating that rules may be neglected when prioritising differently. Some of the interviewed required additional information of the notification regarding the rules while others did not require any. Factors such as time allocation and resources were reasons brought up. By prioritising the general rules of consideration, the notification procedure would be helpful for decreasing the implementation deficiency. Furthermore, varying prioritisations may indicate that municipalities feel they have other, more

important issues to focus, rather than on the general rules of consideration. This can be connected to how the legislation is interpreted, what the actual importance of the general rules of consideration is in the notification procedure. These aspects tie back to the theoretical aspects of understanding and capacity of the municipality and emphasises the routines and work procedures as important aspects affecting the implementation.

Furthermore, the role of the municipality can be argued to be a crucial actor in how the general rules of consideration are implemented. Work procedures among municipalities differ, because they have the power to create their own routines and ways of working regarding the notification procedure. Additionally, the uneven requirement of additional information among the interviewed might indicate a connection with the will power and how the will power is depending on the individuals' interests. The individuals' interest is important within the implementation (Kasa et al. 2012; Olsson and Hysing 2012; Hall et al. 2016; Vedung 2016) and can indicate that the administration might have other motives that can influence how issues are prioritised. Therefore, the individual administrator is relevant. Understanding, state of knowledge, experience and interests shape and affect how the general rules of consideration are implemented. This relates to understanding, will power and capacity of the frontline bureaucrat discussed by Vedung (2016) and in understanding why there is an implementation deficiency of Chapter two. In addition, the aspect of supervision affecting the implementation, how the supervision is organised in a municipality, ties further back to the routines and work procedures. Reasons why and how the supervision is organised in each municipality did not show up among the interviewees due to the objectives of this thesis.

One could understand the notification procedure itself as a tradeoff of power, a concept also discussed by Vedung (2016). Furthermore, the Swedish system delegates power from the higher to the local levels, particularly when implementing climate related policies (Kasa et al. 2012: 225). The state delegates the implementation of the intervention to the municipalities, whereas municipalities delegates the implementation to operators. This is argued, because the general rules of consideration implies that the operator is the one who should be carrying the knowledge about how the implementation of the general rules of consideration should be carried out. The power is suddenly in the hands of the operator.

In addition, other stakeholders can be a causal link to the implementation (Vedung 2016: 128). The civil society can affect the implementation of the general rules of consideration, since they can oppose the environmentally hazardous operation by claiming to the municipality, a so-called civil disobedience. The individual administrator has then the power to decide about the implementation; whether the operation can start its activity or not.

The last aspect among the work procedure that can be argued to affect the implementation of the general rules of consideration is the notification form that is used by the operations. The notification form is made by the municipality and can vary in character, depending on the municipality. The notification form can be interpreted as crucial for the implementation, since it can provide information about the general rules of consideration to the operations. Still, the notification form lacks information about the general rules of consideration (Nilsson 2018; Interviews 2019). The interviewed administrators emphasised the importance of the notification form, and that more specific information concerning the general rules of consideration is needed to add into the notification, in order to achieve a broader understanding. This indicates a connection with the theoretical concept of the final receiver and the understanding. Information with more concrete examples about the general rules of consideration would contribute to a better understanding among the operators, which in turn would contribute to a better implementation. Additionally, information, knowledge and support from the supervisory authority can be favorable for the implementation (Vedung 2016: 104), which yet again can be tied back to the tradeoff of power.

To conclude, the findings indicate that different aspects in work procedures affect the implementation of the general rules of consideration. Understanding, will power and administrator capacity, as well as routines and work procedures can be argued to be the most important aspects affecting the implementation seen from the theoretical perspective (Vedung 2016), within the context of work procedures. Furthermore, participation, political support (Vedung 2016: 119, 127) and strengthened interplay among stakeholders (SOU 2017:63) indicates a connection with the implementation. The results show that communication and a functioning dialogue are of importance for a successful implementation, which in turn can be connected with participation, interplay and increased legitimacy. All the aspects discussed above tie further back to the research questions, answering why there is an implementation deficiency in Chapter two and how the notification procedure can be helpful in reducing the implementation deficiency. Understanding, will power and capacity among the administrator is central for the implementation. If there is a lack among the aspects it might affect the implementation negatively. Additionally, the notification procedure is very central within the work procedure, since it can contribute to a better understanding and interplay among concerned stakeholders; the operators, the municipalities and the authorities. The findings indicate that understanding among the operator is crucial for the implementation and adding information into

the notification form would contribute to increased level of understanding, which in turn may lead to reducing the implementation deficiency.

6.3 Interpretations of the general rules of consideration

The final theme drawn from the interview material concerns interpretations of the general rules of consideration. The findings indicate that interpretations of the general rules of consideration vary in different contexts.

6.3.1 State of knowledge

The issue of state of knowledge is occurring repeatedly among the interviewees in different contexts. The state of knowledge plays an important role in the notification procedure, since it affects the outcome, in this case the assessment of the general rules of consideration and the inspection of the notification.

Shortage of knowledge among operators is mentioned repeatedly throughout the interviews and that the state of knowledge is decisive in understanding the general rules of consideration (Interviews 2019). The type of the operation is important in relation to how the operation understands the general rules of consideration. Bigger companies have often more knowledge about the procedure and might have better access to consultants for expert knowledge and higher level of education, while smaller companies often struggle with understanding the rules (Interview B1 2019; Interview M1 2019; Interview M2 2019). Still, even big companies might struggle with understanding, since they hire consultants to do the work and do not gain knowledge themselves about the general rules of consideration (Interview B1 2019; Interview M1 2019). Furthermore, the role of the consultant is sometimes problematised, whether or not the administrator can trust on the knowledge based on what the consultant has written in the notification form (Interview M1 2019).

This can be connected to the state of knowledge among the administrators. Earlier experience of inspecting similar cases improves the level of knowledge of the type of the operation and gives the inspection and assessment a certain type of routine for the administrator (Interview B1 2019; Interview B2 2019). Furthermore, the experience of the administrator, the knowledge, the background and education differ among the interviewees (Interview B1 2019; Interview B2 2019; Interview S2 2019). Those who have been working for two decades have more experience from the inspection and the assessment of the general rules of consideration in the notification than others, who have been working only for a few years (Interview M2 2019). Yet, the insufficient knowledge about the different types of operations is still a challenge

among the administrators, due to prerequisites such as the amount of new notifications (Interview M1 2019; Interview S2 2019). There is a gap in knowledge and understanding, and a need of branch specific expert knowledge from the guiding authorities, since it is impossible for the municipalities to be experts on all fields of operations (Interview B2 2019; Interview M1 2019; Interview S2 2019).

The overall understanding of the general rules of consideration is insufficient among the operators, even though municipalities might provide information about them in their notification form or through direct communication with the operation. Understanding the legislation seems hard, because even the words ‘general rules of consideration’ are seldom reflected upon among the operators. Only notifications made by consultants or bigger experienced companies might use the exact words. Even though the legislation states that the operation is the one that must carry the knowledge and follow the knowledge requirement (2000:61, 2:2), it is still insufficient in practice. “It is very important that the operator is aware of that the general rules of consideration is something they need to relate to. The legislation does not tell that much to the operator. Examples would be helpful for the understanding” (Interview S2 2019).

In conclusion, the results show that concrete examples of how to assess the general rules of consideration in the notification are required. Furthermore, more branch specific information of the operators are needed among the administrators, to increase the understanding of the type of the operation, in order to make a proper assessment of the rules. The operators, on the other hand, need more concrete information and illustrative examples of the general rules of consideration, in order to understand their full meaning (Interviews 2019).

6.3.2 Experience and routine

Experience, routine and practice of the administrator are important aspects when interpreting the general rules of consideration (Interview B1 2019; Interview B2 2019, Interview M2 2019). The interpretation of the rules varies among administrators due to these aspects. If the administrator has a broader working experience, the administrator has more knowledge and practice from inspecting the notification and assessing the general rules of consideration. The administrator creates her/his own routine in assessing the rules and whether the rules are understood properly by the operation or not. This is connected to the number of cases; some of the interviewed had many new notifications, while others had only a few, which makes it hard to create routines and gain experience (Interviews 2019). The level of experience might

therefore affect implementation of the general rules of consideration. “Each time we receive a new notification, it almost feels like... oh well, what should we do about this now. It is absolutely not a routine issue for us, since we are a so small municipality with so few new notifications” (Interview S2 2019). This example indicates that experience of the inspection and the assessment is crucial for the process and can influence the outcome of how the general rules of consideration are implemented.

6.3.3 Practice and exemplified information

Better training and clear information with illuminating examples are emphasised among the interviewees. The results indicate that there is a need for more practice and exemplified information, both for the operators as well as for the administrators in how to interpret the general rules of consideration in a notification (Interviews 2019).

What this means for the operator is more practical and specific information of what the general rules of consideration implies in practice. The administrator, in turn, needs more branch specific information about the different operators; concrete examples concerning what precautionary actions are necessary for what operation.

Additionally, the role of the consultant is important in this context, since the consultant provides the information necessary into the notification. Furthermore, if the administrator lacks knowledge of the field of operation, can the administrator then trust the information provided by the consultant (Interview M1 2019).

6.3.4 Conflicting interests

Conflicting interests in the assessment of the general rules of consideration and decision making by the operator can be complex questions for the administrator. The actors involved can cause conflicting interests in matters of what precautions should be taken before the operation can start, the location of the operation and what is reasonable both for the operation and for the municipality to require. This is an assessment the municipality has to make according to the law (Interview M1 2019). Other actors can also cause conflicting interests, such as neighbours that might be affected by the new operation (Interview B1 2019; Interview M1 2019). ”The matter of localisation, where there are conflicting interests, if it is about land usage. Those are complicated cases. Then it is about discussing the issue with each other on our department” (Interview M1 2019). Again, variation among the C-operations can be of relevance here. The assessment is depending on the type of the operation and therefore might cause complicated situations for the administrator, since there might be conflicting interests that needs to be

evaluated against each other, both internal and external interests. Different interests can be different values, such as environmental values within a municipality colliding with economic values among the operation, and further, interests from the civil society to preserve the existing neighbourhood conflicting with the planned, new operation in the area.

6.3.5 The character of the general rules of consideration

Discussions on the character of the general rules of consideration were occurring repeatedly among the interviewees. Since the general rules of consideration are part of the Environmental Code, it is a framework law, which gives the administrator both an opportunity to be flexible in the assessment of the rules and to interpret the law (Interviews 2019). Some of the interviewees experienced the assessment of the rules as challenging, due to the flexible character of the legislation (Interview B1 2019; Interview B2 2019; Interview S2 2019). The legislation leaves much room for interpretation, since the rules are generalised, rather than specific. “The rules need to be complemented with more concrete legislation, concrete requirements on different aspects that can directly be controlled and further referred to in the notification, for e.g. in decisions of precautionary measures” (Interview B2 2019). This can be problematic for the individual administrator when assessing the general rules of consideration, because there is no specific law about *how to* assess the rules in practice. Therefore, it is up to the individual administrator to decide what is reasonable and what precautionary action might be relevant for this operation before the operation can start its environmentally hazardous activity. This ties back to the knowledge requirement and the need of concrete examples and information to gain a higher level of understanding among the administrators. Additionally, exemplifying the general rules of consideration in practical contexts was found as necessary for improving the assessment, meaning aspects such as concrete precautionary action for a certain type of operation (Interview B1 2019; Interview B2 2019; Interview S2 2019).

6.3.6 Analysis of the interpretations of the general rules of consideration

The findings indicate that interpretations of the general rules of consideration are crucial for the implementation and reasons for the implementation deficiency in Chapter two. The interpretations among all stakeholders are essential here. One of the most important aspects can be argued to be state of knowledge. The state of knowledge among both operators and among administrators are of importance when assessing implementation. The state of knowledge affects the outcome, both when the operation conducts the notification and when the administrator inspects and assesses the notification and the general rules of consideration. The

theoretical aspect of understanding indicate a possible causal link, which is argued to affect the implementation (Vedung 2016). Understanding and state of knowledge among stakeholders are argued to be crucial for the implementation (Kasa et al. 2012; Hall et al. 2016; Vedung 2016), also in this case. Furthermore, insufficient understanding can cause problems in the implementation and can therefore be an aspect affecting the implementation deficiency in Chapter two. Since it is not possible for the administrator to know all fields of operations, it can be questioned, whether or not the administrator can trust the information provided by the operation. In some cases, operations use expert knowledge, such as consultants, in order to conduct the notification. If the administrator in turn do not know the field, the assessment of the rules becomes problematic and complicated. Therefore, by improving the administrator's understanding of the operations, the notification procedure could reduce the implementation deficiency. Additionally, the tradeoff of power brought up by Vedung (2016) within this context can be discussed. In the end, it is about how the operators implement the general rules of consideration, even though the framework law is set by the government. The power is delegated further from the municipality to the operation (Kasa et al. 2012: 225), which in turn can have links to how the rules are being implemented. Additionally, these aspects might even explain the implementation deficiency in Chapter two.

The results indicate that there is a need to improve understanding among all stakeholders, and the suggested measures are gaining understanding among all levels, for the notification procedure to be helpful in reducing the implementation deficiency. This can be connected to the argument that there is a need to strengthen the interplay between all concerned stakeholders, and that an improved governance is required for a successful implementation (SOU 2017: 63). Furthermore, the understanding can be an explanatory variable when answering why there is a shortcoming in Chapter two, also argued by Vedung (2016). More concrete examples and branch specific information of the operations would be helpful for the administrator, as well as developing functioning work procedures and routines, which also are connected to the theoretical aspects. This ties back to the discussion in previous research concerning the need of improving the knowledge among both administrators and operators (Nilsson 2018). Branch specific knowledge would contribute to the understanding when assessing the general rules of consideration, whereas clear routines would be helpful when inspecting and assessing the notification. These aspects within the notification procedure can therefore be seen as helpful in reducing the deficiency. The operations, on the other hand, require more understanding of the general rules of consideration, in order to conduct the notification properly. Understanding can be increased by a functioning dialogue and through the notification form provided by the

municipalities. Additionally, more exemplified information about the meaning of the general rules of consideration would contribute to a better level of understanding among the operations, also discussed by Nilsson (2018). This ties back to the question of how the notification procedure can reduce the implementation deficiency. Also, explaining the reasons why there might be an implementation deficiency.

The results show that the administrator's experience and routine influence implementation of the general rules of consideration. The rules are interpreted, assessed and understood differently, depending on experience and routine that has been created through the working experience, which is argued to be crucial (Kasa et al. 2012, Artman et al. 2013; Hall et al. 2016; Vedung 2016). Broader experience gives a broader understanding to the administrator, while an administrator with less experience might have less understanding. This can be tied back to the prerequisites, because experiences and routines of the administrator are depending on how many notifications the municipality receives and how big the municipality is. Therefore, it can be argued that a bigger municipality have a higher capacity to create routines of how to assess the general rules of consideration, while smaller municipalities struggle with creating functioning routines, due to less cases and lack of capacity, and therefore, less experience. Accordingly, the theoretical aspects of routines, work procedures, understanding and capacity (Vedung 2016), can be argued to affect the implementation deficiency in Chapter two and to be of importance for the implementation. Furthermore, the aspects discussed are even crucial for the notification procedure, because developing routines and work procedures as well as increasing the understanding and capacity among concerned stakeholders would contribute to a better implementation of the general rules of consideration, which goes in line with aspects discussed by other researchers (Kasa et al. 2012; Artman et al 2013; Hall et al. 2016; Nilsson 2018).

Furthermore, better training and concrete examples would improve implementation of the general rules of consideration. The results revealed a lack of training and exemplified information among the interviewees. Both the administrators, as well as the operators, require more exemplified information in how to understand and interpret the general rules of consideration. The operators need more information of the meaning of the legislation, while the administrators need more branch specific information in the context of assessing the general rules of consideration. Concerning within the shortage of knowledge among the administrators indicates to the question of the quality of the assessment. As earlier discussed, if the

administrator lacks required branch specific knowledge, as the results indicate, how can the administrator know if the assessment made is correct. Furthermore, can the administrator trust the knowledge created by the operation or the consultant. These are aspects yet to find out. Still, these aspects can be connected to the research questions, as possible aspects affecting the implementation deficiency of Chapter two. In addition, by increasing understanding and quality in the notification, the notification procedure might reduce the deficiency.

Additionally, conflicting interests can also affect the implementation. The administrator struggles in the assessment between conflicting interests among themselves, the operators and other stakeholders, as the civil society. Civil disobedience, also discussed by Vedung (2016), can cause conflicting interests, since the civil society might oppose the operation, and claim to the municipality. How the municipality then makes the assessment based on what is reasonable and legitimate, varies depending on the case, the individual administrator and the prerequisites, as well as the work procedures, the actual processes *how to*, which in turn can be discussed as aspects affecting the implementation deficiency in Chapter two.

Finally, the character of the general rules of consideration can be argued to affect the implementation. The framework law has been criticised among the interviewees for its flexible character. On the other hand, a framework law made by the government can be seen as positive, since it then gives a certain type of freedom for the implementor, in this case the administrator. The implemented object, an ambiguous intervention, can be either good or bad for the implementation, depending on the case (Vedung 2016: 65, 70). Furthermore, interpretations of a regulatory framework are argued to be crucial for the implementation in decentralised administrations at the local level (Hall et al. 2016). This case shows both good and bad aspects for the implementation, since the flexible character gives freedom in the assessment due to the various character of C-operations, but in turn is challenging since the right way to assess and implement the rules are extremely depending on the circumstances. This can be tied back to the concept of collaborative governance. Vedung (2016) argues that a collaborative governance is often unclear, therefore yet successful in its aim. The general rules of consideration could be interpreted as an attempt to collaborative governance among the concerned stakeholders, since they are uncertain on how to implement them. Arguably, a functioning dialogue among the participants are of importance for the implementation. Collaboration and co-operation among different levels are emphasised. To be successful in this sense, theory suggests that ambiguousness can be good for the implementation. The aspects of improved understanding, participation and collaborative governance can be connected to the ways the notification procedure could reduce the deficiency of Chapter two and even explain the reason for why there

is an implementation deficiency. This connects also to the argument that strengthened interplay and improved governance between stakeholders are needed for a more successful implementation (SOU 2017: 63).

To outline the key findings, it can be argued that interpretations of the general rules of consideration are crucial for the implementation deficiency in Chapter two. The interpretations of the general rules of consideration consists of several elements that might cause the implementation deficiency, such as state of knowledge, ways of working, how the power is distributed, conflicting interests and the flexible character of the framework law. These can be connected to the theoretical aspects concerning understanding, capacity, work procedures, routines, tradeoff of power, civil disobedience and ambiguousness within the intervention (Vedung 2016).

Furthermore, the notification procedure can be helpful in reducing the implementation deficiency by increasing understanding and capacity among concerned stakeholders, by creating functioning routines and work procedures, by understanding the reasonableness among the different interests from a legal perspective and by understanding the framework law in such meaning for e.g. through collaborative governance.

7. Discussion

The research questions presented in the beginning of this thesis have been discussed and reflected upon in the analysis, connecting them to the theoretical and literal concepts. This section ties back to the research questions and discusses the implications of them. The research questions are:

- *Why is there an implementation deficiency of Chapter two, the Environmental Code (2000:61)?*
- *In what ways can the notification procedure reduce the implementation deficiency of Chapter two, the Environmental Code (2000:61)?*

The analysis shows that there are several reasons why there is an implementation deficiency of the general rules of consideration and in what ways the notification procedure can reduce this deficiency. The findings show that implementation of the general rules of consideration consists of several complex, interconnected factors. The notification procedure, in turn, is central for the implementation, since it is the direct action, the direct implication of how the general rules of consideration are to be implemented in practice.

The results reveal three fundamental aspects that affect the implementation: prerequisites, work procedures and interpretations of the general rules of consideration. The right ways *how to* implement such a legislation are depending on the circumstances and on understanding different aspects, such as the various character of C-operations and the type of the municipality. What might be a right assessment for one operation, might be wrong for the other one, depending on the circumstances, such as the location of the operation. An improved implementation would therefore require an improved understanding among concerned stakeholders.

The key result of this thesis is that there is a shortage of knowledge of the rules due to several causal relationships affecting the implementation. Furthermore, municipalities find the various C-operations as challenging for the assessment, because of difficulties in understanding the character of the operations. Furthermore, C-operations do not fully understand the framework law, and the requirements set. The findings also indicate a need for more guidance from state authorities and government agencies to municipalities, to reduce knowledge shortages among municipalities and operators. Additionally, the operators must improve their understanding of

the general rules of consideration, in order to conduct the notification according to the requirements set by the Environmental Code.

Furthermore, the general rules of consideration are not in focus among municipalities, since there might be other prioritisations of importance. The flexible character of the general rules of consideration, in turn, might complicate the implementation, but yet, can also be seen as positive, because it allows the flexibility in decision-making due to the variation among C-operations.

In addition, the results and the analysis of this thesis brought up aspects where further research is needed. One important aspect is the prioritisations among the municipalities. The findings show that municipalities prioritise the general rules of consideration differently. The reasons why an administrator or a municipality prioritises something else over the general rules of consideration, are questions yet to be answered. Some of the interviewed required additional information, while others did not. Factors such as time allocation and resources were reasons brought up, as explanations to why the general rules of consideration were not more closely considered. One possible interpretation of this is that municipalities feel that they have other more important issues to deal with, than the general rules of consideration. This can be connected to how the legislation itself is interpreted, what is the actual importance of the general rules of consideration within the notification procedure. Understanding and capacity of the municipality, and routines and work procedures are important aspects affecting the implementation. Therefore, suggestions for further research would be to find out the aspects, why there are different prioritisations among municipalities.

Furthermore, the theoretical discussion on tradeoff of power is central for the findings. Yet, it has not been possible to determine in this thesis whether there are tradeoffs of power. Implementation of the general rules of consideration might be in the hands of the operators, which in turn would imply other prioritisations, such as economic welfare being more highly prioritised than the environment. This is also suggested for further research, since it would give a better picture of how the implementation is undertaken at the local level, while the rule has been regulated on the highest level. Question of top-down management are here central and of importance.

Other important findings indicate that understanding, state of knowledge, experience and interests shape and affect how the general rules of consideration are implemented by the administrator. Additionally, the interesting aspect that supervision affects implementation, how

the supervision is organised in a municipality. Yet, reasons why and how the supervision is organised in municipalities did not show up in the results of this thesis.

Even though findings indicate that a broader experience gives a broader understanding to the administrator, there can be risks related to this. If an administrator has a long working experience in inspecting notifications, the routine has shaped through the years and the perception among changing routines might not be thought as necessary. There is a risk for a blindness to the own inspection and assessment, since the inspection and the assessment has always been done in a certain way. Furthermore, findings discuss that the administrator with less experience might have less understanding, which in turn can be misleading, since there might be other underlying aspects affecting, aspects such as former working experiences and education that contribute to a better understanding. These are aspects that have not been taken into consideration, because they were not relevant for the objectives of this thesis, but yet, would be interesting to find out in further research.

Finally, quality of the assessment, legitimacy and legal security are aspects worth discussing. The findings indicate shortages of knowledge among administrators, when assessing and inspecting the general rules of consideration due to different aspects. Arguably, if the administrator does not know the operation in question, it is difficult to make a proper assessment of the general rules of consideration. The quality of the assessment varies among administrators, which in turn can have implications on aspects concerning legal security and legitimacy. This is even reflected upon in cases, where the administrator does not have the required knowledge and therefore can be questioned, if the administrator can trust and rely on the information presented by the operation, who in turn can be biased with own interests. These are aspects yet to be elaborated upon, and therefore suggested for further research.

The considerable variation in what type of operation and which municipality is in question, contributes to the complexity of the implementation of the general rules of consideration. Therefore, by gaining more understanding among all concerned stakeholders would contribute to a better implementation of the general rules of consideration. This can be made by more exemplified guidance from both state authorities and other involved authorities.

8. Conclusions

This thesis has shown that the implementation deficiency of Chapter two in the Environmental Code is a result of complex, interconnected factors that require knowledge and understanding, and where the notification procedure is central. The most important conclusions of this thesis are gathered in this section.

- Results indicate three fundamental aspects that affect implementation of general rules of consideration: prerequisites, work procedures and interpretations of the general rules of consideration. These three aspects are interconnected factors affecting both each other as well as the implementation of the rules.
- This thesis showed that there is a shortage of knowledge of the general rules of consideration. It also showed that municipalities do not always understand the character and needs of various C-operations, while the C-operations do not always understand legislative requirements. Hence, a need for more guidance from the state authorities to the municipalities were discovered for improving understanding among stakeholders.
- Findings indicate that the general rules of consideration are not fully prioritised in municipalities and operations. It must be prioritised in order to reduce the implementation deficiency. Further research among aspects affecting prioritisations in municipalities are suggested.

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Appendix

Appendix 1.

Anmälan om miljöfarlig verksamhet

Anmälan

Avser <input type="checkbox"/> Ny verksamhet <input type="checkbox"/> <input type="checkbox"/> Befintlig verksamhet <input type="checkbox"/> Ändring av verksamhet Annat:	Verksamheten beräknas starta den Ange verksamhetens kod ¹
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¹ Verksamhetens kod (sifferkod) framgår av Miljöprövningsförordning (2013:251)

Uppgifter om företaget/sökande*

Företagets namn/företagarens namn	Organisations-/personnummer
Utdelningsadress	Telefon
Postnummer och ort	Mobiltelefon
E-postadress	

Uppgifter om anläggningen

Anläggningens namn (t.ex. namn på verksamheten eller platsen)	Fastighetsbeteckning
Besöksadress	Telefon
Postnummer och ort	Mobiltelefon
Kontaktperson i miljöfrågor	E-postadress

Bilagor som ska ingå i anmälan

<input type="checkbox"/> Verksamhetsbeskrivning <input type="checkbox"/> Produktionskapacitet/verksamhetens omfattning <input type="checkbox"/> Drifftider och transporter till och från verksamheten <input type="checkbox"/> Redovisning av utsläpp eller andra miljöstörningar (t ex buller, vibrationer, lukt, damning eller ljussken.) <input type="checkbox"/> Beskrivning av miljörisker med verksamheten och vilka skyddsåtgärder som kommer att vidtas <input type="checkbox"/> Redovisning av hur de allmänna hänsynsreglerna uppfylls <input type="checkbox"/> Lägesbeskrivning med situationsplan och redogörelse för verksamhetens läge i förhållande till bostäder, andra störningskänsliga verksamheter, vattenskyddsområde, vattentäkter och skyddad natur.	I förekommande fall bifoga även bilagor som anger: <i>Markera med kryss vilka bilagor som bifogas.</i> <input type="checkbox"/> Kemikalie- och råvaruförbrukning <input type="checkbox"/> Utformning av lagringsplatser för kemikalier o farligt avfall <input type="checkbox"/> Beskrivning av reningsanläggning <input type="checkbox"/> Beskrivning av avfallshantering, inkl. mängder <input type="checkbox"/> Cisterner för brandfarliga vätskor, se särskild blankett <input type="checkbox"/> Köldmedieanläggningar, se särskild blankett Annat:
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Var god vänd

Dina personuppgifter behandlas och skyddas av Miljö- och hälsoskyddsmyndigheten i enlighet med Dataskyddsförordningen 2016/679 (GDPR). Ändamålet med insamling och behandling är handläggning av anmälningar om miljöfarliga verksamheter och den rättsliga grunden för detta är myndighetsutövning. Uppgifterna sparas i enlighet med arkivlagen. Vi delar dina uppgifter med andra myndigheter och underleverantörer som regleras via biträdesavtal (PUB). Läs mer om hantering av personuppgifter och dina rättigheter som uppgiftslämnare på www.se/gdpr.

Postadress: [redacted] kommun, miljöförvaltningen

Faktureringsadress

Jag vill att fakturor skickas till den adress jag angivit under	
<input type="checkbox"/> Uppgifter om företaget/sökande <input type="checkbox"/> Uppgifter om anläggningen <input type="checkbox"/> Särskild fakturaadress, enligt nedan	
Adressat	Referens etc.
Adress	Postnummer och ort

Att lämnade uppgifter är riktiga intygas av behörig firmatecknare

Datum	Namnförtydligande
Underskrift	

Blanketten sänds till

████████ kommun, miljöförvaltningen

Appendix 2.

Anmälan

- enligt 1 kap 10§ Miljöprövningsförordningen
(2013:251)

Blanketten gäller för verksamheter med anmälningsplikt C i förordningen.

Anmälan avser befintlig verksamhet
planerad verksamhet med beräknat startdatum: _____

Verksamhetsutövare

Företag		Organisationsnummer
Adress	Postnr	Postadress
Kontaktperson	Telefon	
E-post		
Fakturamottagare (<i>om annan än ovan</i>)		Fakturareferens
Adress	Postnr	Postadress

Fastigheten

Fastighetsbeteckning		Fastighetsägare
Lokalyta utom kontors- och personalutr.	Kontaktperson	Telefon
Situationsplan över fastigheten, bilaga ____		Ritning lokaler och anläggningar, bilaga ____

Verksamheten

Typ av verksamhet	Paragraf och verksamhetskod ¹
-------------------	--

Utförlig beskrivning av verksamheten (produktionsutrustning, processer, utsläpp till vatten och luft, buller, reningsmetoder), bilaga _____

Redovisning av hur hänsynsreglerna i miljöbalken uppfylls och om något miljöledningssystem finns, fyll i bifogad blankett, bilaga _____

1. Paragraf och verksamhetskod

Alla verksamheter med anmälningsplikt C finns angivna med respektive paragrafer i 2-32 kapitlet i miljöprövningsförordningen (2013:251). Där finns också respektive verksamhetskod.

Kemikaliehantering

Kemikalieförteckning (produktionskemikalier, rengöringsmedel, köldmedier och andra kemikalier/kemiska produkter), använd bifogad blankett, bilaga _____

- Verksamheten har egen tillverkning eller import av kemikalier
- Tillverkningen/ importen är anmäld till kemikalieinspektionen

Avfall

Fyll i bifogad blankett, bilaga _____

Förorenad mark/byggnad

Redovisa tidigare verksamheter på fastigheten och föroreningar som kan finnas kvar, bilaga _____

Egenkontroll

Redovisa hur ni uppfyller miljöbalkens krav på egenkontroll. Använd bifogad blankett, bilaga _____

Energianvändning

Fyll i bifogad blankett, bilaga _____

Underskrift

Ort	Datum
Underskrift av verksamhetsansvarig	Namnförtydligande

Skicka blanketten med bilagor till:

Miljökontoret

Avgifter

Du betalar en avgift för handläggningen av anmälan och för tillsyn. Taxan hittar du på <http://www.██████████.se/██████████miljokontoret>

Vi hanterar dina personuppgifter enligt Dataskyddsförordningen (EU 2016/679). Du har rätt att kontakta oss om du vill ha ut information om de uppgifter vi har om dig, för att begära rättelse, överföring, begära att vi begränsar behandlingen, göra invändningar eller begära radering av dina uppgifter. Detta gör du enklast genom att kontakta oss via www.██████████.se/personuppgifter. Där hittar du även kontaktuppgifter till vårt Dataskyddsombud. Har du klagomål på vår behandling av dina personuppgifter kontaktar du tillsynsmyndigheten Datainspektionen telefon ██████████. Se även www.██████████/kontakta-oss

Anvisningar för anmälan av miljöfarlig verksamhet

Anmälan består av blanketterna:

- Anmälan enligt 1 kap 10 § miljöprövningsförordning (2013:251)
- Hänsynsreglerna
- Kemikalieredovisning
- Avfall
- Redovisa energianvändningen

samt de bilagor du själv gör och skickar med. Du bör redovisa hur du avser att arbeta med egenkontroll. Den beskrivningen får du formulera själv.

Märk varje bilaga med nummer och för in dessa i anmälningsblanketten. De uppgifter du ska skriva utan hjälp av våra bifogade blanketter kan du sammanföra i en enda bilaga om du vill. Samla i så fall texten under rubriker med samma lydelse som avsnitten har i anmälningsblanketten.

Du är välkommen att kontakta miljökontoret på telefon ██████████ om du har frågor.

Nedan får du vägledning steg för steg hur du ska redovisa uppgifter i blanketter och bilagor. Rubrikerna är desamma här som i anmälningsblanketten.

Fyll i uppgifterna med omsorg. En utförlig redovisning minskar behovet av kompletteringar och din anmälan kan handläggas snabbare. Den timavgift som vi tar ut för handläggningen av anmälan blir därmed också lägre.

Beräknat startdatum

OBS! Det är inte tillåtet att påbörja verksamheten tidigare än *sex veckor* räknat från den dag då anmälan kom in till miljönämnden.

Miljönämnden kan dock medge kortare tid i vissa fall. Om du anser att verksamheten behöver starta tidigare måste du därför kontakta miljökontoret för att förvissa dig om att det är möjligt.

Du får alltid ett skriftligt besked från miljökontoret om vilken tid som gäller för tidigaste start.

Verksamhetsutövare

Fyll i grunduppgifter om verksamheten. Lämna fullständiga adressuppgifter, både för besök och postförsändelser.

Om fakturorna ska skickas till särskild adress ska du ange den också.

Fastigheten

Var noga med att uppge rätt *fastighetsbeteckning*. Är du osäker kan du kontakta stadsbyggnadskontoret i [REDACTED] kommun.

Notera i förekommande fall fastighetsägarens kontaktperson och telefonnummer.

Du ska alltid skicka med *situationsplan och ritningar* över byggnader och andra anläggningar som bilagor till din anmälan. Kontakta fastighetsägaren eller stadsbyggnadskontoret i [REDACTED] kommun för att få tag på kartor och ritningar.

Verksamheten

Ange *typ av verksamhet* genom att skriva den benämning som finns för din verksamhet under aktuell paragraf i miljöprövningsförordningen (2013:251).

Observera att det kan finnas flera paragrafer och verksamhetskoder som ditt företag kan omfattas av, så titta igenom alla relevanta kapitel i förordningen. Varje kapitel är rubricerat med branscher.

Beskrivningen av verksamheten ska vara så utförlig att den ger en god uppfattning av hur företaget kan påverka miljö och hälsa.

Först lägger du tonvikten på en teknisk beskrivning av anläggningen:

- Redovisa hur produktionen går till och omfattningen på verksamheten, till exempel producerad mängd. Ta också upp vilka utsläpp eller andra störningar som kan förekomma.
- Beskriv hur spillvatten, både avloppsvatten från processer och sanitärt avloppsvatten, ska tas omhand.
- Vi vill också att du beskriver hur dagvatten inom fastigheten ska hanteras.
- Redogör för skyddsanordningar och försiktighetsmått av olika slag. Exempel på detta är reningsverk, spärrfilter för avskiljning av stoft, bullerdämpande anordningar, invallningar, larm och manuell övervakning.

Vi vill därefter att du bedömer om verksamheten uppfyller hänsynsreglerna i miljölagstiftningen. Hänsynsreglerna är de bestämmelser som finns i 2 kapitlet i miljöbalken. Använd blanketten Hänsynsreglerna. I blanketten finns också ett fält där du kan skriva in om ni har, eller planerar att införa, något officiellt miljöledningssystem i verksamheten. Exempel på några välkända miljöledningssystem är ISO 14001 och EMAS.

Kemikaliehantering

Använd blanketten Kemikalieredovisning för att göra en förteckning över de kemikalier som ni använder i verksamheten. Anvisningar för hur du fyller i uppgifterna hittar du på baksidan av blanketten.

Om ni tillverkar eller importerar kemikalier markerar du i de rutor som är aktuella för verksamheten.

Redogör dessutom i bilaga för hur de olika kemikalierna förvaras, både i produktionslokaler och i lager. Ta också upp hur ni förhindrar att kemikalier kommer ut i omgivningen. Några exempel på skyddsåtgärder är invallning, förvaring i utrymme som saknar golvvavlopp samt nivågivare och larm i tankar.

Avfall

Fyll i uppgifterna i blanketten Avfall med hjälp av de anvisningar som finns där.

Beskriv dessutom förvaring och skyddsåtgärder för avfallet i bilaga.

Förorenad mark och förorenade byggnader

Redogör för de eventuella föroreningar som kan finnas i mark och byggnader där ni ska ha verksamheten. Ta reda på så mycket som möjligt om de verksamheter som har funnits förut i området. Hör med nuvarande fastighetsägare och eventuella tidigare fastighetsägare. Försök få tag på nyckelpersoner i tidigare verksamheter som kan berätta om vad som förekommit.

Energianvändning och transporter

Fyll i blanketten Redovisa energianvändningen. Vi vill också att du redogör för planerade förändringar och effektiviseringar inom dessa områden.

Egenkontroll

Du kan läsa om bestämmelserna om egenkontroll i häftet Egenkontroll enligt miljöbalken som vi skickat med.

Fyll i blanketten Egenkontroll. Skicka gärna med exempel på instruktioner, journaler och checklistor som ni planerar att använda i verksamheten.

Övriga upplysningar

Till din hjälp skickar vi med miljökontorets information:

- Miljöbalken
- Egenkontroll enligt miljöbalken
- Information om verksamhetsavfall
- Farligt avfall

På Internet hittar du:

- Miljöbalken och förordningarna på www.notisum.se.
- Naturvårdsverkets och Kemikalieinspektionens föreskrifter på www.naturvardsverket.se (Lag & rätt) och www.kemi.se (Författningar)

Appendix 3.

Anmälan – miljöfarlig verksamhet

enligt 21 § förordningen (1998:899) om miljöfarlig verksamhet och hälsoskydd

1. Administrativa uppgifter	
Sökande	Organisations-/personnummer
Utdelningsadress	Postnummer och ort
E-postadress	Telefon
Kontaktperson	Mobiltelefon
Anläggningens namn	Fastighetsbeteckning
Besöksadress	
Kod/-er*	
Huvudsaklig verksamhet	

*enligt bilagan till förordningen (1998:899) om miljöfarlig verksamhet och hälsoskydd

2. Anmälan avser	
	Ny verksamhet
	Ändring av verksamhet
	Annat:

3. Ange bilagor som medföljer anmälan	
	Bilaga 1: Situationsplan
	Bilaga 2: Ritning över verksamheten (bla. lokaler, vatten och avlopp)
	Bilaga 3: Miljökonsekvensbeskrivning
	Bilaga 4: Analysprotokoll
	Bilaga 5: Protokoll bullermätning
	Bilaga 6: Program för egentillsyn (innehållsförteckning)
	Bilaga 7: Säkerhetsdatablad
	Bilaga 8: Registreringsbevis

	Bilaga 9:
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Dina personuppgifter används för att behandla *anmälan om miljöfarlig verksamhet enligt 21 § i förordningen (1998:899) om miljöfarlig verksamhet och hälsoskydd*. Personuppgifterna kommer bland annat att används i diarium, handläggning av ärendet samt för arkivering.

4. Gällande beslut	
Ange om det finns gällande beslut eller råd för verksamheten.	
Datum/myndighet	Kort beskrivning av innebörden i beslutet

5. Lokalisering
Beskrivning av den närmaste omgivningen. Ange hur området klassas i ev. gällande detaljplan. Ange om verksamheten bedrivs inom skyddsområde för dricksvattentäkt. Ange om det finns skyddsvärda kultur- eller naturvärden.
Ange avstånd och riktning till närmaste bostäder, dricksvattentäkt eller annan störningskänslig verksamhet.
Beskriv alternativ lokalisering.

--

6. Verksamhetsbeskrivning

Ny verksamhet: Ge en orientering av verksamheten och en kort historik om det behövs. Beskriv i korthet produktionsmetoder, produktionskapacitet/producerad mängd, driftförhållanden, arbetstider, tidplaner m.m.

Ändrad verksamhet: Beskriv den ändring som anmälan avser.

Bifoga ritningar över verksamheten i bilaga 2.

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7. Råvaror och kemiska produkter

Ange nedan de råvaror och kemiska produkter som används.
--

Namn	Sammansättning	Mängd/år	Användningsområde

Beskriv kortfattat hur råvaror och kemiska produkter hanteras och förvaras.

--

Enligt Produktvalsprincipen (2 kap 4 § miljöbalken) ska man ersätta en kemiska produkt eller en bioteknisk organism med en mindre farlig ifall detta är möjligt. Beskriv hur företaget arbetar med produktvalsprincipen, ange var utbyte skett eller varför utbyte ej kunnat ske.

--

8. Farligt avfall

Ange det farliga avfall som uppkommer.

Avfall	Kod**	Mängd/ år	Transportör	Omhändertagande

**enligt bilaga till Avfallsförordningen (2001:1063)

Beskriv kortfattat hur det farliga avfallet hanteras och förvaras.

--

9. Övrigt avfall			
Ange vilket övrigt avfall som uppkommer eller restprodukter/material som återvinns.			
Material/Avfall	Mängd/år	Omhändertagande	Transportör

--	--	--	--

Beskriv hur resurshushållningen sker med avfallet, enligt Hushållningsprincipen och Kretsloppsprincipen (2 kap 5 § miljöbalken).

--

10. Utsläpp till vatten

Beskriv det avloppsvatten som uppkommer förutom sanitärt vatten. Ange mängd/år, föroreningsinnehåll (t ex mg/l och total mängd per år) samt reningsanläggningar. Utsläppspunkter markeras i bilaga 1 situationsplan.

Bifoga ritning över spill-, process och dagvattennät i bilaga 2. Bifoga analysprotokoll i bilaga 4.

11. Utsläpp till luft

Beskriv vilka utsläpp till luft som sker. Ange luftflöden, föroreningsinnehåll, utsläppspunkter, skorstenshöjd samt reningsanläggningar.

Utsläppspunkter markeras i bilaga 1 situationsplan.

12. Energi
Ange total energiförbrukning per år (MWh, ton eller m ³).
<p>El:</p> <p>Olja:</p> <p>Gas:</p> <p>Träbränsle:</p> <p>Fjärrvärme:</p> <p>Övrigt:</p>
Ange om energianvändning sker i processen och i så fall ange energiförbrukningen per år.
Ange hur uppvärmningen av lokalerna sker.
Ange om oljecistern eller spilloljecistern finns. Ange volym, placering, ovan mark, i mark eller i byggnad samt markera cisternens placering i bilaga 1.
Beskriv hur företaget arbetar med Hushållningsprincipen (2 kap 5 § miljöbalken) avseende energiförbrukning.

--

13. Buller

Beskriv möjliga bullerstörningar samt ev. bullerdämpande åtgärder.

Bifoga ev. protokoll från bullermätning i bilaga 5.

--

14. Transporter

Ange hur transporter till och från anläggningen normalt sker.

--

Ange om egen dieselcistern eller liknande finns. Ange om det är för eget bruk och/eller överlåtelse. Ange volym, hanterad mängd/år, placering i mark, byggnad eller ovan mark.

Markera cisternens placering i bilaga 1.

--

Kunskapskravet

Redogör för hur företaget avser att klara kravet på kontinuerlig kunskapsinhämtning för att skydda människors hälsa och miljön mot skada eller olägenheter (2 kap 2 § miljöbalken)

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15. Kontrollfrågor

	Egenkontrollprogram finns (bifoga innehållsförteckning)
	Egenkontrollprogram kommer att tas fram senast datum:

16. Driftstörningar och haverier

Beskriv de rutiner som finns för att förhindra störningar på den yttre miljön i händelse av spill eller haveri.

--

17. Samråd

Redogör för ev. samråd som skett med närboende eller andra berörda.

--

18. Underskrift – Att uppgifterna i denna anmälan är riktiga intygas

Sökandes underskrift	Ort
Namnförtydligande, var god texta	Datum

Anmälan ska **senast sex veckor före start** av planerad verksamhet lämnas till:

████████ kommun, Bygg- och miljönämnden

För att få en så kort handläggningstid som möjligt är det viktigt att anmälan är komplett.
Avgift tas ut för handläggning av anmälan.

Frågor besvaras av Miljökontoret på tfn ██████████.

Appendix 4.

List of interviews:

Interview B1 (2019), anonymous. Telephone interview, 2019-03-19.

Interview B2 (2019), anonymous. Telephone interview, 2019-03-12.

Interview M1 (2019), anonymous. Telephone interview, 2019-04-04.

Interview M2 (2019), anonymous. Telephone interview, 2019-03-13.

Interview S1 (2019), anonymous. Telephone interview, 2019-03-25.

Interview S2 (2019), anonymous. Telephone interview, 2019-03-27.