

Nordic Baltic Aalborg Commitments Network Meeting

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AC1 Governance: Trends and Challenges

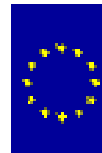
What is Governance? Why Governance?

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Partly based on empirical DISCUS-project:
Developing Institutional and Social Capacities
for Urban Sustainability

<http://www.iclei.org/europe/discus>



Defining Governance - A mission impossible?

- As many definitions as there are *researchers*, *administrators* and *policy makers*, on different societal levels
- Different use in **different scientific disciplines** (*these 7 definitions only from Björk et al 2003*) :
 - **System level:** 1) *the minimal state*, 2) *the socio-cybernetic system*, 3) *self-organizing networks*, 4) *multilevel governance*
 - **Normative codes of conduct:** 5) *new public management*, 6) *good governance*, and 7) *public governance*
- Thus, there are different bases for different definitions, for example normative/legal or system-level
- A key difference in definitions starts from the level of policy object:
- **Horizontal = Governance**
- **Vertical = Multi-Level Governance**

What is Governance?

- One common feature in all **KEY GOVERNANCE DEFINITIONS** (in social sciences) is a notion of change in traditional government patterns:
 - *'From government to governance' (Joas 2008)*
- **Governance = New Horizontal Division of Labor and Power?**
- **New Actors:** More and diversified actors involved in order to meet the demands of the modern citizens...
 - *'Governing issues generally are not just public or private, they are frequently shared' (Kooiman 2003)*
- **New Objectives:** Same policy goals but the rationale to achieve them is new...
 - *'...a change in the processes of interaction between different political actors' (Joas 2008)*
- **New Tools:** Old government methods has proved insufficient in order to meet all the aspects of sustainable development...
 - *'...an additional tool for governments to achieve their political goals that would be impossible to realize (with reasonable costs) with traditional tools' (Joas 2008)*

What is Multi-Level Governance?

- **Traditional International Government:**
 - *'traditional way to see policy making in general as a top-down system— from the international level down to the local level, with nation-states as dominating actors'* (Eckerberg and Joas 2004)
- **Multi-Level Governance = New Vertical Division of Labor and Power?**
- **New Actors:** Not only nation states, but also sub national governments - regions and local governments, policy networks and communities, NGOs and sectoral governing bodies as well as supra national governments, especially EU
 - *'National governments are not disappearing from the stage; their role is just changing from acting to steering and cooperating with other actors'* (Eckerberg and Joas 2004)
- **New Objectives:** To influence policies through but also passing national governments, to introduce new and other policy goals
- **New Tools:** From **hard government methods** - legal rules, coercive power, international negotiations - to **soft governance methods** - informative steering, knowledge, institutional learning and directed funding - within EU but also as for example foreign aid

Why Governance?

- Due to a change in the **POSITION OF THE NATION STATE** - changing balance of power? (Pierre 2000):
 - National governments have lost control possibilities to international actors as well as to individual actors due to deregulation of financial markets
 - Policy networks have a position of their own, regardless of states
 - Position of local and regional level actors has been strengthened, as independent actors (subnational units, local governments, civic organizations and networks) introduce their own policies, or coordinate common efforts to influence policy-making processes
- Due to the change in **INDIVIDUAL BEHAVIOR**:
 - Post-materialistic values within society means...
 - ...changing patterns of political behavior, changing channels of influence, individual, not collective, areas of interest?
 - Governance a way to handle the failures of representative democracy, a way to handle specific interest articulation with a goal of higher level of legitimacy
- Due to the fact that traditional government has **FAILED** to improve the state of the environment and to achieve sustainable development?
 - However, this hardly an explanation but rather a trigger also for governments to try other and new methods, tools and channels of governance

Why Multi-Level Governance?

- There is a discrepancy in the views of the pace of development between for example EU and nation states, between nation states and aid objects
- **MLG = A possibility to influence and speed up development passing the nation state**
- There are differences in the views of the civil society, local governments and nation states
- **MLG = A two-way channel of communication with a low level of national government influence**
- Seldom need for national governments to oppose this development as policy goals are in most cases comparable, however still as tradition in many countries that local governments, for example, are not considered officially as foreign policy actors!

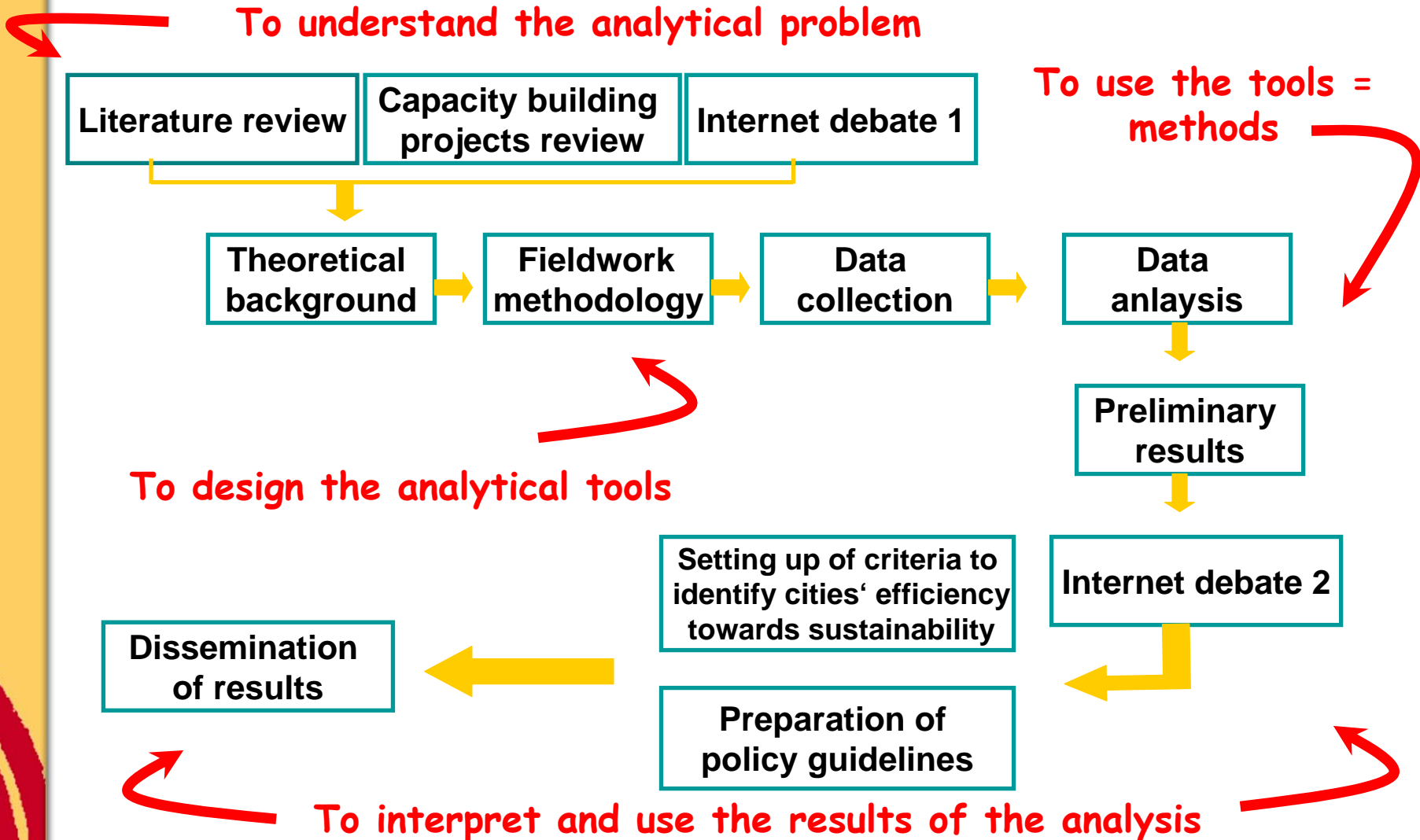
Why Local Environmental Governance?

DISCUS-Project Expectations:

	Institutional capacity for sustainable development	
Social capacity for sustainable development	Higher	Lower
Higher	1 Dynamic governing → Active sustainability capacity-building → High possibility for sustainability policy achievement	4 Voluntary governing → Voluntary sustainable development capacity-building → Low possibility for sustainability policy outcomes
Lower	2 Active government → Medium sustainable development capacity-building → Medium or fairly high possibility for sustainability policy outcomes	3 Passive government → Low/no sustainable development capacity-building → Sustainability policy failure

Figure: The relationship between social and institutional capacity, capacity-building measures and sustainable development policy outcomes

The DISCUS Research Process:



The Data:

Nr of Cities / Country and Nr of Answers / City and Type of Respondent (Source: DISCUS Database)

06.Region code:		Societal Position		Total
		Civil Society (all cat.)	Local Authority (pol+adm)	
Scandinavia	Denmark / 2	26	19	45
	Finland / 4	30	37	67
	Norway / 1	10	9	19
	Sweden / 3	27	36	63
	Total	93	101	194
Southern European Countries	Spain / 4	54	69	123
	Greece / 1	8	18	26
	Italy / 4	63	62	125
	Portugal / 1	16	14	30
	Total	141	163	304
Western European Countries	Belgium / 1	11	8	19
	Germany / 2	25	28	53
	France / 2	29	34	63
	United Kingdom / 4	57	47	104
	Netherlands / 1	15	12	27
Total	137	129	266	
Central Eastern European Countries	Bulgaria / 1	9	7	16
	Estonia / 2	26	37	63
	Hungary / 1	21	10	31
	Lithuania / 1	18	17	35
	Poland / 1	17	11	28
	Romania / 2	34	41	75
	Russia / 1	22	16	38
Slovakia / 1	13	12	25	
Total	160	151	311	

Societal Position

	Frequency	Valid Percent	Cumulative Percent
Valid Civil Society (all cat.)	531	49,4	49,4
Local Authority (pol+adm)	544	50,6	100,0
Total	1075	100,0	

40 Cases / Cities 2:

Participating Cities and LA21 processes per Region

Baltic Sea Region (defined by country location, not city location)

Korolev
Anyksciai
Tallinn
Kuressaare
Gdansk
Falkenberg
Frederikshavn
Gotland
Lahti
Tampere
Vantaa
Varsinais-Suomen Agenda
Växjö
München
Stavanger
Albertslund
Hannover

Western Europe

Valenciennes
Dunkerque
Haarlem
Dungannon & South Tyrone Borough Council
Ottignies-Louvain la Neuve
Durham County Council
Redbridge
Stirling

Eastern Europe

Orastie
Veliko Turnovo
Baia Mare
Dubrovnik
Dunajska Luzna

Southern Europe

Granollers
Santa Perpetua de Mogoda
Diputació de Barcelona
Calvia
Beja
Celle Ligure
Fano
Ferrara
Provincia di Modena
Thessaloniki



40 Cases / Cities 2: The Map Gone Wild!

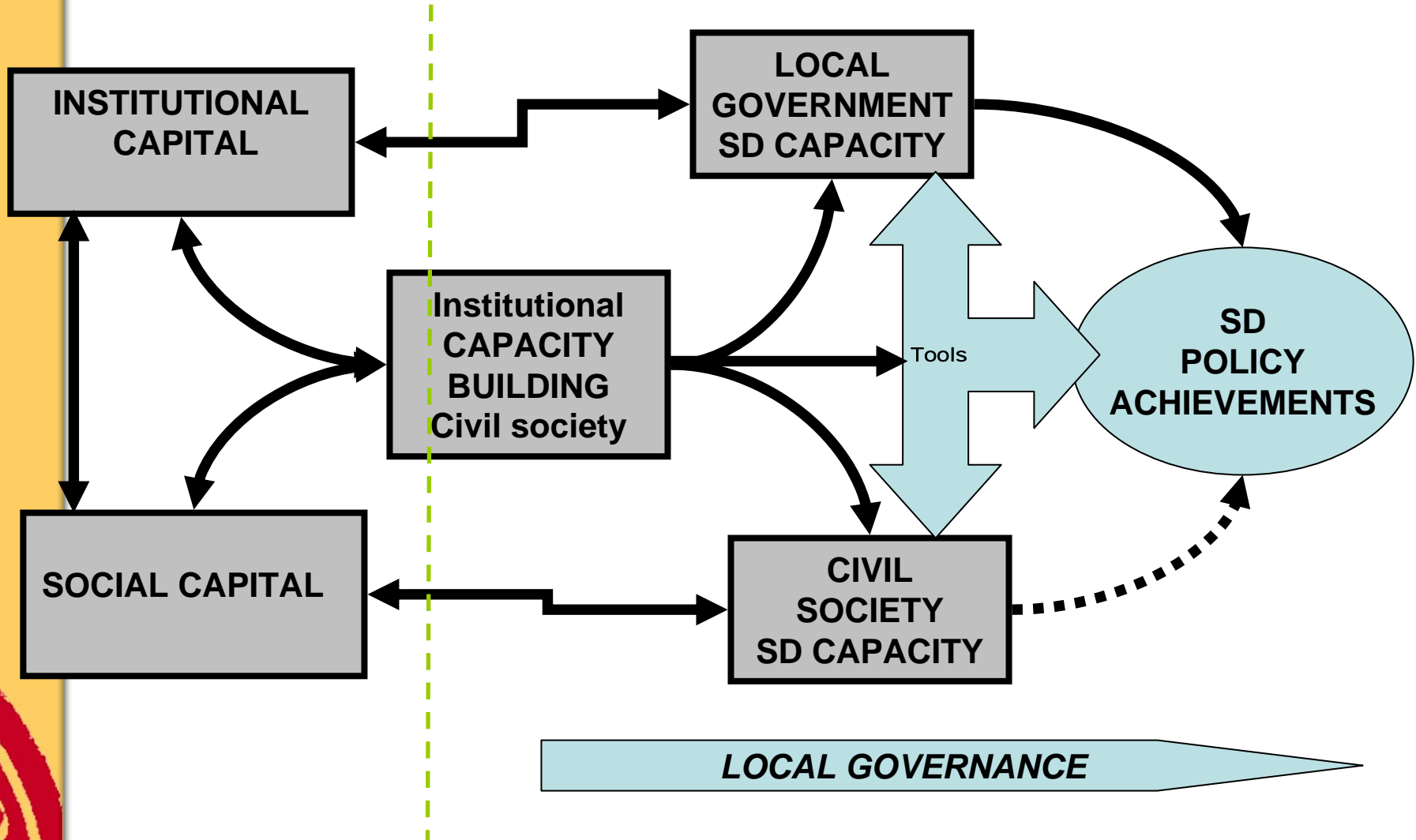


Discus Results:

	Institutional capacity for sustainable development	
Social capacity for sustainable development	Higher	Lower
Higher	1 Dynamic governing 10 Cases - 25 %	4 Voluntary governing 4 Cases - 10 %
Lower	2 Active government 7 Cases - 17.5 %	3 Passive government 19 Cases - 47.5 %

Figure: Our cases and the relationship between social and institutional capacity.

The DISCUS Analytical Model:



Governance in the BSR 1:

4. How active, in your estimation, is civil society in your locality?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Not at all	12	1,1	1,1	1,1
	To a little extent	434	40,4	41,1	42,3
	To a high extent	543	50,5	51,5	93,7
	To a very high extent	66	6,1	6,3	100,0
	Total	1055	98,1	100,0	
Missing	System	20	1,9		
Total		1075	100,0		

“...civil society activity...”

Q4. How active, in your estimation, is civil society in your locality?

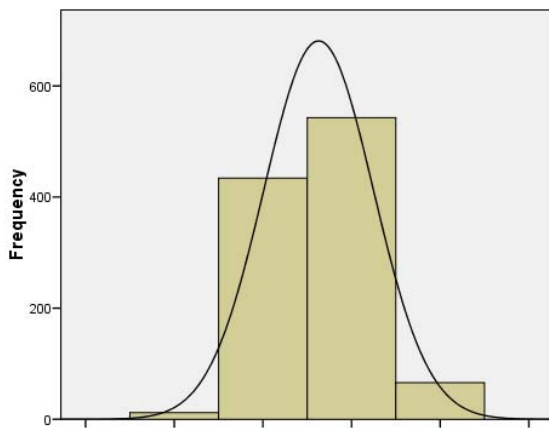
1)Not at all 2)To a little extent 3)To a high extent 4)To a very high extent

Report

4. How active, in your estimation, is civil society in your locality?

Region/BSR	Societal Position	Mean	N	Std. Deviation
1,00 Western Europe	0 Civil Society (all cat.)	1,59	111	,547
	1 Local Authority (pol+adm)	1,71	97	,594
	Total	1,64	208	,572
2,00 Eastern Europe	0 Civil Society (all cat.)	1,70	76	,693
	1 Local Authority (pol+adm)	1,72	69	,705
	Total	1,71	145	,696
3,00 Baltic Sea Region	0 Civil Society (all cat.)	1,52	198	,585
	1 Local Authority (pol+adm)	1,57	204	,620
	Total	1,54	402	,603
4,00 Southern Europe	0 Civil Society (all cat.)	1,72	138	,616
	1 Local Authority (pol+adm)	1,67	122	,619
	Total	1,69	300	,617
Total	0 Civil Society (all cat.)	1,61	523	,607
	1 Local Authority (pol+adm)	1,65	532	,618
	Total	1,63	1055	,618

Histogram



4. How active, in your estimation, is civil society in your locality?

Mean =1,63
Std. Dev. =0,618
N =1 055

Not too active?

Governance 2:

"...influence..."

Report / CIVIL SOCIETY RESPONDENTS

Region/BSR		Policy formulation	Policy implementation / management	Policy monitoring / evaluation
1,00 Western Europe	Mean	1,09	1,08	,99
	N	104	105	103
	Std. Deviation	,837	,793	,869
2,00 Eastern Europe	Mean	,92	,95	,86
	N	74	75	74
	Std. Deviation	,856	,868	,865
3,00 Baltic Sea Region	Mean	1,08	,95	,98
	N	190	190	191
	Std. Deviation	,765	,779	,794
4,00 Southern Europe	Mean	1,10	1,08	1,18
	N	136	131	131
	Std. Deviation	,772	,761	,769
Total	Mean	1,07	1,01	1,02
	N	504	501	499
	Std. Deviation	,796	,791	,819

Q8. To what extent does your organisation / local authority department influence the following stages of local decision-making for sustainable development?
a) Policy formulation, b) Policy implementation / management, c) Policy monitoring / evaluation - Scale see Q4

Report / LOCAL GOVERNMENT RESPONDENTS

Region/BSR		Policy formulation	Policy implementation / management	Policy monitoring / evaluation
1,00 Western Europe	Mean	1,65	1,71	1,46
	N	97	97	97
	Std. Deviation	,925	,877	,914
2,00 Eastern Europe	Mean	1,88	1,78	1,65
	N	69	69	68
	Std. Deviation	,777	,745	,728
3,00 Baltic Sea Region	Mean	1,79	1,67	1,45
	N	205	204	201
	Std. Deviation	,794	,698	,754
4,00 Southern Europe	Mean	1,70	1,60	1,51
	N	158	154	156
	Std. Deviation	,848	,727	,766
Total	Mean	1,75	1,67	1,50
	N	529	524	522
	Std. Deviation	,834	,749	,787

Clear Difference Between LG and CS Influence

Governance 3:

“...the wish for better governance...”

Q18. To what extent is it important to develop and maintain partnerships between your local authority and civil society organisations?

Q19. Is your local authority supportive of initiatives and tools which enhance relationships between local government and civil society organisations?

Scale: See Q4

Source: DISCUS Database

Report

Region/BSR	Societal Position		18 Importance of Partnerships?	19. LG support for Governance?
1,00 Western Europe	0 Civil Society	Mean	2,49	1,69
		N	109	106
		Std. Deviation	,555	,722
	1 Local Authority	Mean	2,51	2,25
		N	98	97
		Std. Deviation	,561	,646
2,00 Eastern Europe	0 Civil Society	Mean	2,61	1,91
		N	77	75
		Std. Deviation	,517	,756
	1 Local Authority	Mean	2,51	2,14
		N	70	70
		Std. Deviation	,531	,621
3,00 Baltic Sea Region	0 Civil Society	Mean	2,34	1,56
		N	199	195
		Std. Deviation	,639	,674
	1 Local Authority	Mean	2,26	1,93
		N	205	200
		Std. Deviation	,532	,638
4,00 Southern Europe	0 Civil Society	Mean	2,59	1,74
		N	136	134
		Std. Deviation	,564	,735
	1 Local Authority	Mean	2,54	1,85
		N	158	155
		Std. Deviation	,571	,666
Total	0 Civil Society	Mean	2,48	1,68
		N	521	510
		Std. Deviation	,595	,720
	1 Local Authority	Mean	2,43	1,99
		N	531	522
		Std. Deviation	,563	,661
	Total	Mean	2,45	1,84
		N	1052	1032
		Std. Deviation	,579	,708

Governance 4:

“...actual activities...”

Crosstabulation

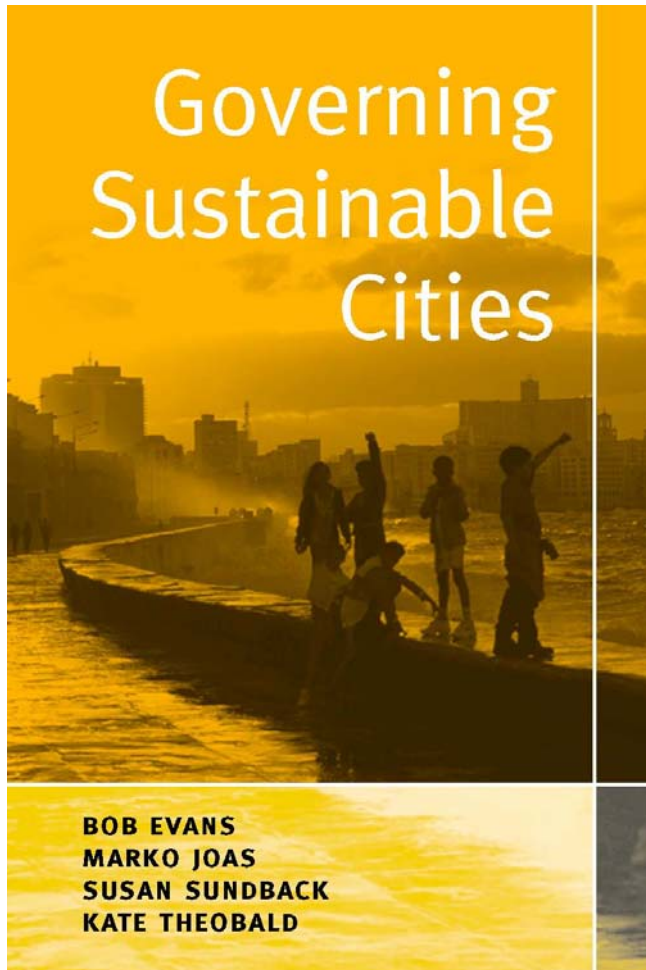
Region/ BSR		20. Joint projects to develop skills, knowledge and awareness?		Total
		1 Yes	2 No	
1,00 Western Europe	0 Civil Society	94 88,7%	12 11,3%	106 100,0%
	1 Local Authority	90 92,8%	7 7,2%	97 100,0%
	Total	184 90,6%	19 9,4%	203 100,0%
2,00 Eastern Europe	0 Civil Society	59 79,7%	15 20,3%	74 100,0%
	1 Local Authority	55 82,1%	12 17,9%	67 100,0%
	Total	114 80,9%	27 19,1%	141 100,0%
3,00 Baltic Sea Region	0 Civil Society	160 80,8%	38 19,2%	198 100,0%
	1 Local Authority	170 85,4%	29 14,6%	199 100,0%
	Total	330 83,1%	67 16,9%	397 100,0%
4,00 Southern Europe	0 Civil Society	113 84,3%	21 15,7%	134 100,0%
	1 Local Authority	139 90,3%	15 9,7%	154 100,0%
	Total	252 87,5%	36 12,5%	288 100,0%

Q20. In the last three years, has your organisation / local authority department been involved in any joint projects designed to develop skills, knowledge and awareness? Scale - See Q4, Source: Discus Database

Governance in BSR - A Brief Analysis:

- Civil Society activity is estimated rather low in the BSR
- There is a **discrepancy** in the views of Civil Society and Local Government
- This is evident especially concerning the level of on-going governance activities, less on the need for such cooperation = **Lip Service from the LGs?**
- There is a need for governance methods in order to...
 - 1) correct failures of the representative democracy = involve groups that otherwise would not participate, leading to higher level of legitimacy?
 - 2) give the environment a voice through governance = involve stakeholder organizations
 - 3) include different forms of knowledge in to the information within the decision-making process = two-way communication leading to better political decisions?

DISCUS Poject Report:



- **Governing Sustainable Cities (Earthscan 2005)**
- **Authors:** Professor Bob Evans, Director at the Sustainable Cities Research Institute, Northumbria University, Newcastle, UK (bob2.evans@unn.ac.uk), Doc. Marko Joas, currently acting as Professor in Public Administration at Åbo Akademi University, Åbo, Finland (marko.joas@abo.fi), Professor Susan Sundback, Professor in Sociology at Åbo Akademi University, Åbo, Finland (susan.sundback@abo.fi) and Dr. Kate Theobald, Senior Research Fellow at the Sustainable Cities Research Institute, Northumbria University, Newcastle, UK (kate.theobald@unn.ac.uk)
- **Other relevant literature:**
- Eckerberg and Joas (2004) 'Multi-level environmental governance: A concept under stress?', *Local Environment*, vol 9, no 5.
- Joas, Kern, and Sandberg (2007) 'Actors and arenas in hybrid networks - implications for environmental policymaking in the Baltic Sea Region', *Ambio*, Special Issue no 2-3.
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