



**International Centre for
Integrated assessment and
Sustainable development**



Governance for Sustainable Development and why a pluralistic approach is inevitable

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International Centre for
Integrated assessment and
Sustainable development



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outline

- Governance for Sustainable Development
- Conceptual Framework G-SD
- Multi-Governance: actors, sectors, levels
- Issue of (policy) fragmentation
- Conclusions and discussion

Governance for sustainable development: a framework,
Annemarie van Zeijl-Rozema, Ron Cörvers, René Kemp,
ESG, 26 May 2007, Amsterdam



Governance for Sustainable Development



- *Why* ‘governance’?
and not ‘traditional’ governing by the government?
 1. concept of sustainable development
 2. other governing actors
 3. meta-developments



1. concept of sustainable development

- in terms of the content, most sustainability issues can be seen as *wicked problems* (ill-defined, unstructured), and require a change in the thinking, tools and methods that are useful only for simpler ('tame') problems
- in terms of the process, most sustainability policies and projects have to deal with *social complexity*, in the sense of the number and diversity of parties involved, and their relations, interactions, beliefs, interests, resources, etc.
- in terms of the institutional setting, most sustainability initiatives are confronted by *weak institutionalization*, and require structural changes in the dominant institutions



- wicked problems, social complexity and weak institutionalization undermine the rational of ‘traditional’ *governing* with governments as institutions with hierarchical power, and
- support the idea of *governance* as a shared responsibility of the state, market and civil society



2. other governing actors

- when talking about governance we generally accept that the **state / government** no longer has the necessary authority or means to produce a (political) position that adequately represents the general or collective interest
- the state / government is not the only actor that address societal problems: representatives of the **market** and **civil society** are (also) dealing with **societal issues**



governance as new configuration between the domains of:

- the *state*: represents the public domain, and its main function is to define, to develop and to implement that which is seen to be in the general interest;
- the *market*: stands for private interests, and it regulates economic activities and economic production;
- the *civil society*: foresees in the personal privacy for citizens, and it forms the public opinion.

(Glasbergen and Driessen, 2002)



3. meta-developments

- **globalisation**: worldwide ecological, economic and political interdependencies, ‘global village’
- **regionalisation**: local/regional identity, autonomy, (political) authority
- **modern ICT**: communication and interaction becomes time and place independent





Governance for Sustainable Development

Conceptual Framework



if we wish to operationalise the idea of 'governance for sustainable development'

1. we have to accept that there are **different perspectives** on the concept of **sustainable development**, and
2. we have to be aware that **multiple modes** of **governance** are possible to steer the (political and societal) process towards sustainable development



1. different perspectives on sustainable development

- protect the carrying capacity of the planet (*ecological sustainability*)
- harmonise ecological, economic and social-cultural developments, and strive for generational and global equity (*sustainable development*)
- economic growth prevailing or ecological limits prevailing (*anthropocentric or ecocentric approach*)
- *weak(er)* and *strong(er)* sustainability



Weaker sustainability

Stronger sustainability

Technical fix

Individual value change

Faith in science and technology

Earth is finite

Utilitarian / collective view

Spiritual / ecocentric view

Economic development by better
accommodating environm. issues

Well-being is important

(Robinson, 2004; Williams and Millington, 2004)



Sustainable Development...

- *objective, clear concept based on scientific evidence*
- *normative, fuzzy concept that is context dependent, and a result of societal preferences*



2. multiple modes of governance

- within the term governance is the notion of **steering**, which means ‘the manipulation of society’
- **different perspectives** on the concept of steering
- how to steer the **process of sustainable development**



- self-governance, co-governance, hierarchical governance (Kooiman, 2003)
- governance approaches by governments: rational, networks, values, distance (Hufen and Koppenjan, 2004)
- from hierarchical to non-hierarchical coordination (Börzel et al, 2005; Börzel, 2006)
- from public authority towards societal autonomy (Treib et al, 2005)
- from hierarchy towards heterarchy (Smismans 2006)



Kooiman	Hierarchical	Co-governance	Self-governance
Hufen & Koppenjan	Rational Values	Networks	Distance
Börzel	Autonomy of public actors		Autonomy of private actors
Börzel et al.	Hierarchical	Non-hierarchical	
Treib, et al.	Public authority		Societal autonomy
Smismans	Hierarchy		Heterarchy

(Van Zeijl-Rozema, Cörvers & Kemp, 2007)



Governance...

- *top down approach and hierarchical relations between the government and societal actors*
- *bottom up approach and horizontal relations between all actors involved*





Conceptual Framework 'Governance for SD'



*different perspectives
on sustainable development*

Objective perspective SD

ultimate goal is clear

based on scientific evidence

process goal-setting value-free

objective measurable

Normative perspective SD

ultimate goal is vague

societal preferences

process goal-setting value-laden

contextual determined





*multiple modes
of governance*

Hierarchical governance

goal-seeking by government

vertical relations actors

issue of co-ordination

steering, planning, control

instrumental, directive policy

linear political process

Co-governance

goal-seeking by all actors

horizontal relations actors

issue of mutual interdependence

negotiation, learning, uncertainty

deliberative, adaptive policy

unfolding societal process



Modes of governance

hierarchical governance

rational/objective

normative

co-governance

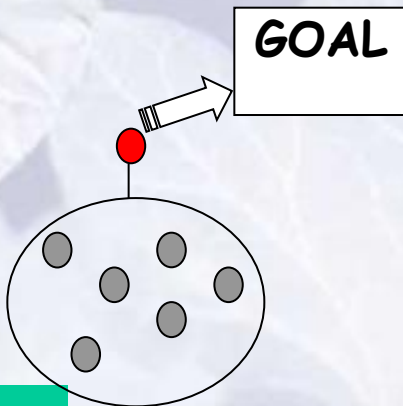
*Perspectives
on sustainable
development*



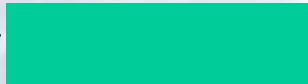


hierarchical governance

GOAL



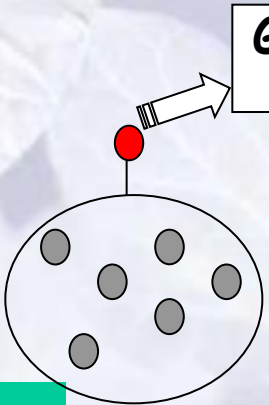
rational/objective



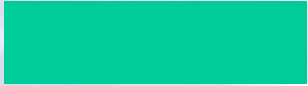


hierarchical governance

GOAL



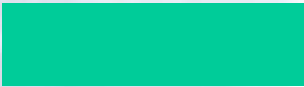
rational/objective



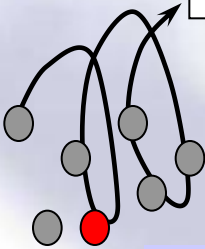
<i>The rational state</i>
The state is main decision-maker
SD clear-cut. objective goal
SD measurable, scientific evidence
Vertical relation state-society
Linear political process
Instrumental, directive policy



rational/objective



GOAL



co-governance



The rational society

State, market and civil society

SD is clear goal, based science

Different roads to achieve SD

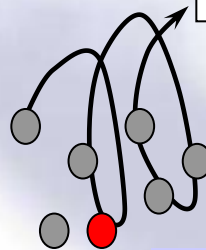
Horizontal relations actors

Negotiation, learning

Deliberative, adaptive policy

rational/objective

GOAL

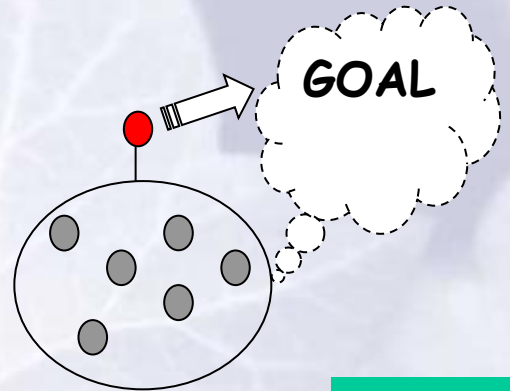


co-governance





hierarchical governance

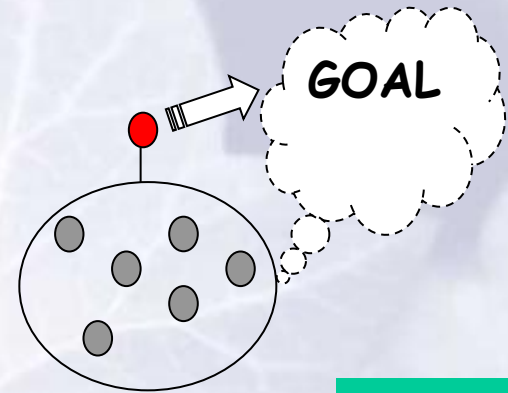


normative





hierarchical governance



normative

The normative state

State is steering society

SD is not a well-defined goal

Goal-setting is value-laden

Uncertainty in SD priorities

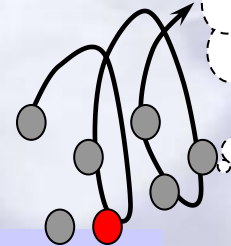
Vertical relations actors

Linear approach





normative



co-governance





The normative society

State, market, civil society

Negotiation SD priorities

Goal-setting is value-laden

Societal learning process

Horizontal relations actors

Deliberative, adaptive policy

normative

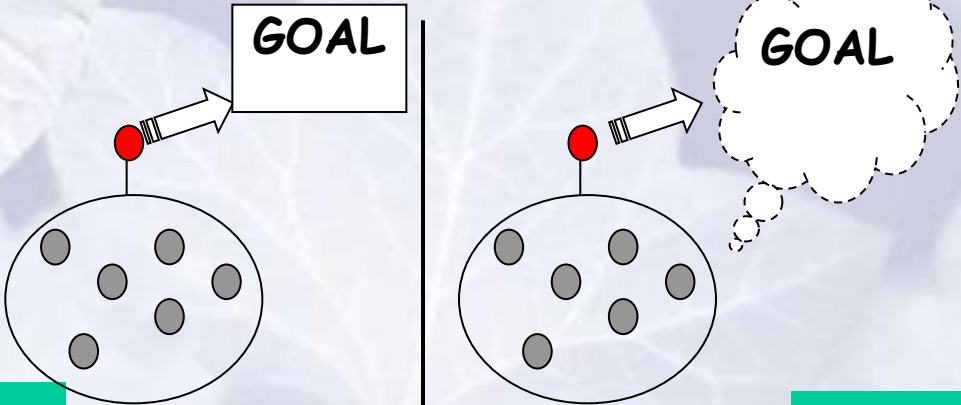
GOAL

co-governance



Modes of governance

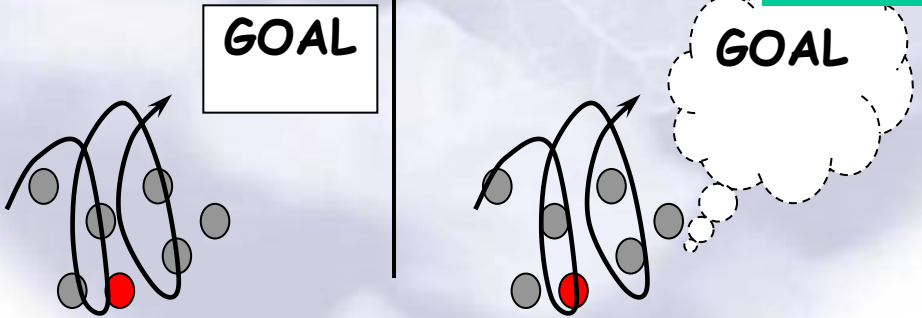
hierarchical governance



rational/objective

normative

co-governance



Perspectives on sustainable development



conclusions

mode of governance and perspective on SD
are made (more) explicit:

- it is easier to understand **each party's position** in debates about which road to choose for implementing SD
- it is easier to choose certain (policy) **instruments** (not all instruments are suitable for each approach)
- it is (probably) easier to make **strategic choices** for another perspective on sustainable development or another mode of governance





Multi-Governance

actors, sectors, levels



multi-actor governance



Multi-actor governance:

- involvement of non-governmental actors: stakeholders / civil society
- include practical knowledge and best practices
- create ownership, awareness, responsibility for SD policy implementation
- *co-operation* between state, market, civil society
- public-private partnerships, policy arrangements, etc.





multi-sector governance



Multi-sector governance:

- SD involves many government sectors (housing, infrastructure, spatial planning, nature conservation, economic development, etc.)
- sectoralised structure and culture governments
- (horizontal coordination) *integration* of sectoral policies
- thematic approaches (energy policy, water management, etc.), target groups (tourists, farmers, etc.)



‘WE *the* PEOPLES’



multi-level governance



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Image © 2006 Parade's International Survey

Multi-level governance:

- interdependency of government levels (local, regional, national, international, supranational, global)
- sharing of policy-making competences between multiple levels of government (and private actors)
- (vertical) *co-ordination* between government levels
- implementation of international agreements, area-specific policies, etc.





Issue of (policy) fragmentation



- *coherent* governance approach for SD:
 - co-operation between different actors
 - integration of sectoral policies
 - co-ordination between government levels
- *will be difficult to realize...*



- *huge diversity* in governance approaches
- there is no *universal governance approach*
- ‘Earth System Governance’:
what are we looking for?





Conclusions




- sustainable development cannot be achieved without *governance* (governing is not sufficient)
- different *perspectives on SD* (rational, objective perspective ~ deep, normative perspective)
- multiple *modes of governance* to steer process of SD (hierarchical governance ~ co-governance)
- operationalise SD, important to *make* different perspectives and modes of governance *explicit*



- *tension* between ‘hierarchical governance’ and ‘participatory governance’ approach
- different *governance-dimensions* (actors, sectors, levels) should contribute to SD
- however, *coherent* SD strategy will be difficult to realize
- huge *diversity* of governance approaches
- a *pluralistic governance approach* is inevitable





Thank you for your attention!

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