European Commission
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Multi-level Governance for Climate Change

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Structure of the presentation

- Governance: characteristics, challenges, instruments
- Environmental governance and climate change governance
- Multi-level governance: vertical and horizontal dimensions

Defining governance

Interactive decision making

Complex networks of actors

Dispersion of power and resources

Diffused patterns of interdependence

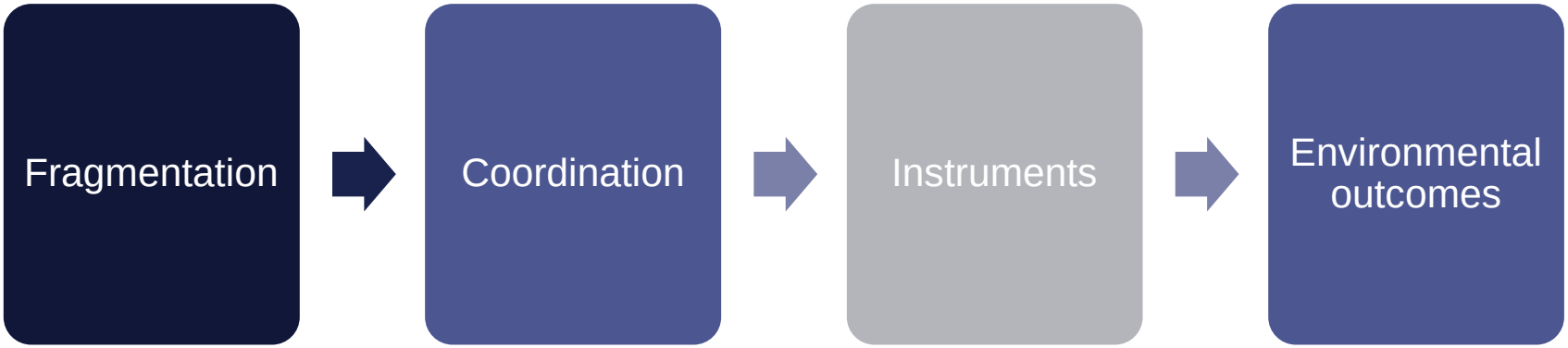
Participation and partnerships

Steering and influence

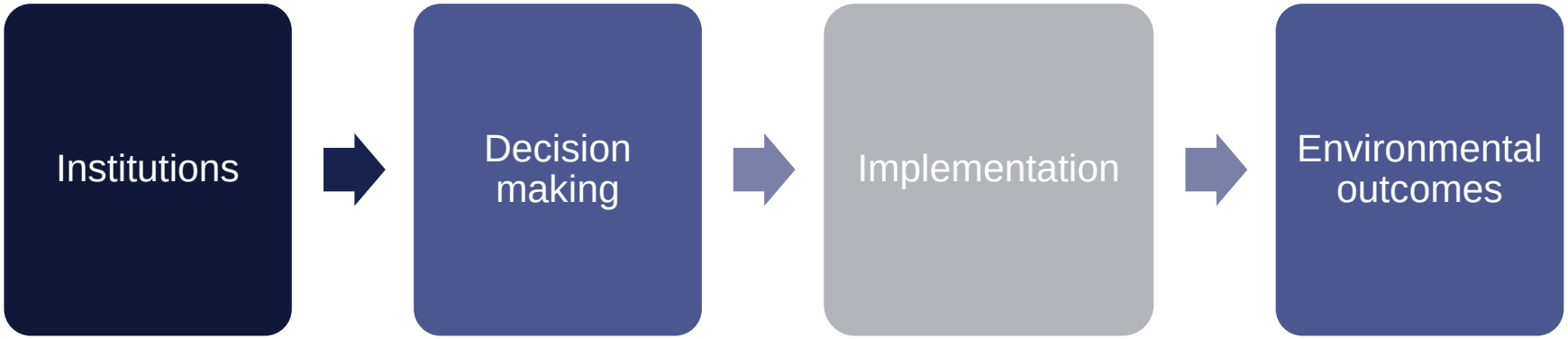
Decision making frameworks

Hierarchies	Markets	Networks
• Formal bureaucracies • Rules • Low flexibility	• Contracts • Prices • High flexibility	• Interdependent units • Coordination • Medium flexibility

Governance


Fragmentation
Coordination
Instruments
Environmental outcomes

Governance


Institutions
Decision making
Implementation
Environmental outcomes

Governance challenges

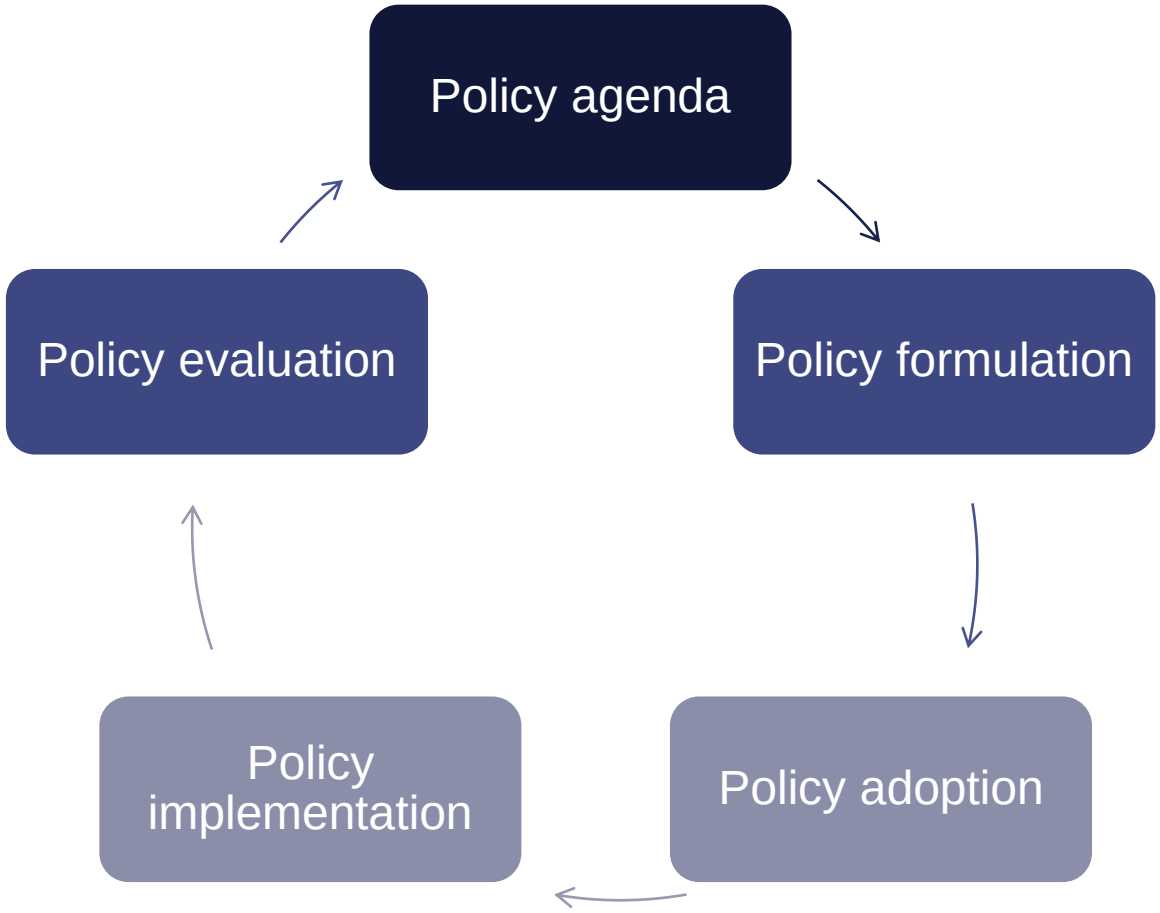
Accountability

Interest representation

Legitimacy

Access and power

Policy cycle (rational model)



Governance instruments

- Market instruments to modify price signals (e.g. taxes, tradable permits, subsidies, fees).
- Regulations to provide incentives (e.g. increase energy efficiency, emissions performance standards).
- Consumer behaviour changes (e.g. green labelling, awareness campaigns).

Climate change governance

- Climate change risk and vulnerability require integrated approaches that combine established policies and strategies with new powers, responsibilities and instruments.
- Uncertainty: environmental systems and responses, impacts of climate change, effects of adaptation measures, etc.
- Governance complexity applied to a complex policy domain.

Climate change local governance

- Local policy decisions are essential in the design and implementation of climate change strategies.
- Climate change impacts are manifested locally, affecting local livelihoods, economic activities, human health, etc.
- GHG emission derive from processes in a given location and local level actions are ultimately needed (within the context of international and national policy frameworks).
- Adaptation interventions are often best implemented at the local level and vulnerability and adaptive capacity are determined by local conditions.

Local government roles

MITIGATION
PLANNING: impact of urban form and design on energy use and transportation
TRANSPORTATION: transport demand management (public and private transportation)
ENERGY MANAGEMENT: housing sector (grants, public awareness) industrial activities within local government operations

ADAPTATION
BUILT ENVIRONMENT: urban planning; building codes; land use regulations; public buildings;
INFRASTRUCTURE: piped water; sanitation and waste-water treatment; drainage; roads and pavements; electricity
SERVICES: solid waste management; public health; social welfare; environmental management

Climate change governance

- Governing by **consuming**: the local authority as consumer.
- Governing by **provision**: the local authority as provider.
- Governing by **authority**: the local authority as regulator.
- Governing through **enabling**: the local authority as facilitator.

Governance of adaptation

How decisions related to adaptation are taken and implemented, including public investments in protection measures, incentives for private adaptation efforts, increasing awareness, etc.

Urban flooding adaptation measures
Integrated land use and water management
Dykes and dams
Climate proofing of flood prone areas
Awareness campaigns
Water retention improvements
Green spaces and corridors
Early warning systems

Multi-level governance for climate change

- Multi-level governance calls for a narrowing or closing of the policy gaps among levels of government via the adoption of tools for vertical and horizontal co-operation.

- Multi-level governance provides a flexible conceptual framework to understand the relationships between cities, regions and national governments across mitigation and adaptation policy issues as well as across a widening range of non-state and non-governmental actors.

Multi-level governance

- **Vertical** governance across multiple levels of government.
- **Horizontal** governance across multiple sectors and actors.

Vertical governance

- Local government authority is nested in legal and institutional frameworks at higher scales.
- Two-way relationship between local and national levels.
- Set national targets, establish incentives, align national policies to local goals.
- Leverage local innovations, accelerate learning, foster resource mobilization

Models of vertical governance

- National frameworks.
- Bottom-up approaches.
- Hybrid forms.

Horizontal governance

- Actors from the public, private and civil society sectors.
- Sectors and departments to deal with cross-cutting issues.
- Local jurisdictions within metropolitan areas.
- Transnational networks.

Multi-level governance tools

- Laws and regulations
- Policies
- Performance indicators
- Contracts
- Financing mechanisms

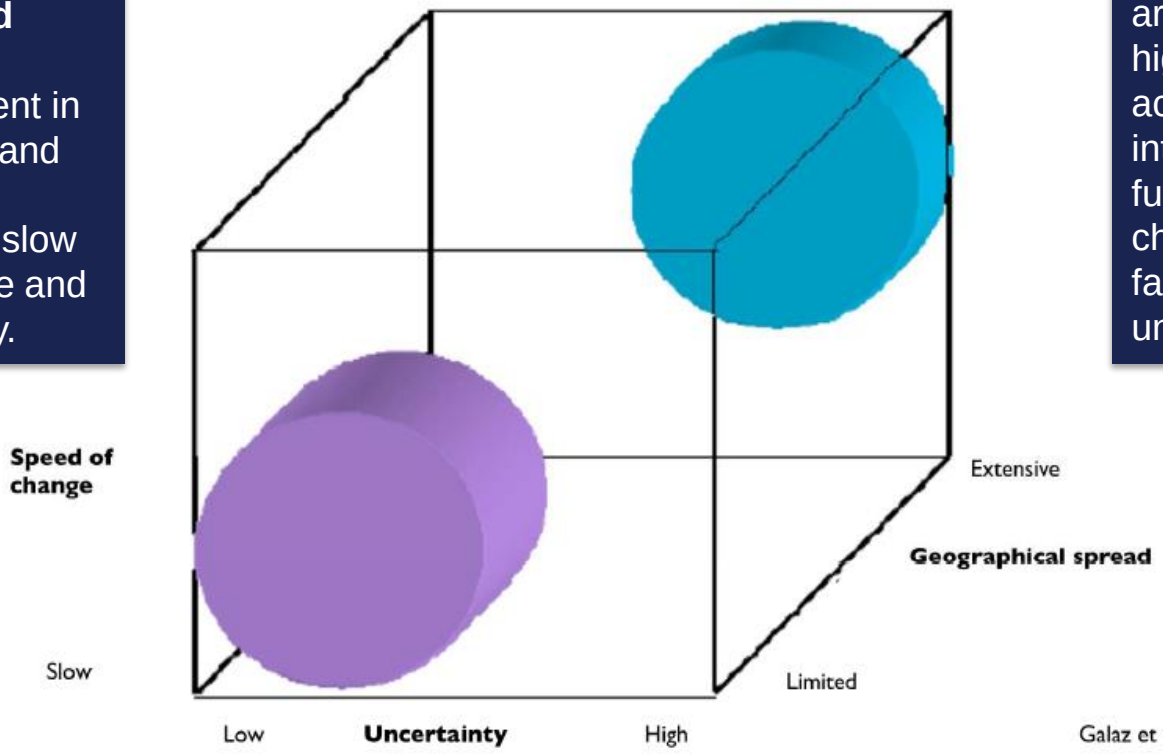
Governance framework assessment

Process	Outcomes
Accountability	Long-term perspective
Transparency	Effectiveness
Flexibility	Efficiency
Responsiveness	Experimentation and innovation
Involvement	Equity
Monitoring, evaluation, reporting	Synergy and coherence

Network goverance as adaptive

State-dominated governance (heavy involvement in decision making and implementation): functions best at slow speeds of change and high predictability.

Network-based governance (informal cooperative arrangements with higher level of actors and repeated interactions): functions best as change becomes faster and more uncertain .



Galaz et al. 2007

Adaptive governance and resilience

CONVENTIONAL GOVERNANCE	ADAPTIVE GOVERNANCE
Stakeholder participation promoted for legitimacy and efficiency of management	Collective action and network-building promoted to strengthen capacity to deal with unexpected events
Social learning to create consensus around management initiatives	Social learning is institutionalized to understand system dynamics
Institutions designed to achieve fixed targets	Institutions designed for adaptation to environmental change
Evaluation is applied ad hoc	Policy viewed as hypotheses and management as experiments from which to learn
Strategies to deal with uncertainty are absent or limited	Strategies to tackle uncertainty and complexity are a fundamental aim
Emphasis on solutions to achieve fixed quality and quantity targets	Emphasis on solutions to reduce vulnerability and strengthen capacity to respond and adapt
High reliance on models as a base in management plans	Models in collaborative processes important to understand behaviour of ecosystems and to identify critical thresholds
Multilevel governance encouraged for legitimacy and efficiency with regard to fixed targets	Multilevel governance promoted to secure local ecological knowledge, reduce vulnerability, and strengthen capacity

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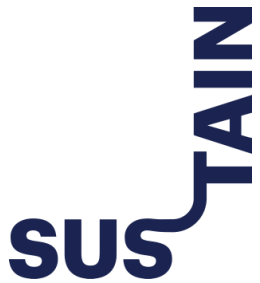
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