



Multi-level and multi-sectoral governance of adaptation

European case studies

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Overview

- Case studies
- Understanding adaptation from different theoretical viewpoints
 - Governmentality
 - Agenda-setting
- Examples
- Conclusion



Study aim and methodology

Understanding climate change adaptation in a multi-level governance perspective in Europe

1. "Most different" national-level case studies, ranging from traditional leaders to laggards in environmental policy
2. For each country, "good practice" case regions and nested municipalities are targeted to identify factors contributing to their success
3. Literature study and semi-structured interviews on national, regional and local levels concerning work on adaptation and rationale for their approach and initiatives



Case studies

- UK
 - Traditional follower in environmental policy, leader on adaptation
 - South-East England, *e.g.* Hampshire
- Sweden
 - Traditional environmental policy leader, slow on adaptation
 - West of Sweden, *e.g.* Gothenburg
- Finland
 - Traditional leader/follower in environmental policy, leader on adaptation
 - Uusimaa, *e.g.* Espoo
- Italy
 - Traditionally slow to adopt environmental policy, slow on adaptation
 - Emilia Romagna region, *e.g.* Ferrara municipality



Case studies

Country	National adaptation initiatives	Year
United Kingdom	UKCIP Regional climate partnerships	1997
Sweden	Climate and Vulnerability Investigation	2005-2007
Finland	National Adaptation Strategy	2003-2005
Italy	National Climate Change Conference	2007



Interviews

- Interviews on national, regional and local level
 - Perceived vulnerability and adaptive capacity
 - Rationale for approach and initiatives
 - Role of events, policy entrepreneurs, policy and political factors in adaptation
 - Integration measures
 - Transferability of approaches



Theoretical approaches

- Governmentality
- Agenda-setting and framing
- Adaptive capacity



Governance and governmentality

- Governance
 - Steering not only by state intervention but by NGOs and market actors
 - Often includes less formally-restrictive methods such as partnership or standard setting
- Governmentality
 - “a form of activity aiming to shape, guide or affect conduct”, where political rationalities are the underlying political discourses that steer decision-making
 - Technologies of government: “strategies, techniques and procedures through which different authorities seek to enact programmes of government”



Governmentalities: UK governance through partnership

- *"Adaptation coincided with a new way of measuring performance and improvement in local government. This was the CAA, local area agreements under the new performance framework"*

"Not looking at the ... local authorities per se as a single ... organisation but actually broadening out and saying what is your relationship with the local authorities around you, with the people, health and emergency services ... adaptation definitely fits with this new system"

"Has a much greater emphasis on what it's like to live there and more intuitive, area-based approach"

"[For] the Audit Commission ... it's quite a culture change a new mindset for them; it's a new mindset for Local Authorities as well"



Governmentalities: UK vs Sweden

- National Indicators:
 - Selection of 30-35 out of 198, must report on all but only assessed on performance for a selection
 - NI 188: 1-4 step approach on “preparing to adapt” over three years, 100 out of 450 local authorities selected. Supported by UKCIP LCLIP procedure on assessing local climate impacts and by Nottingham Declaration
 - *“Government could never have set up something like that unless a bottom up process had prepared the regions and local authorities to accept it”*
- Different e.g. from Sweden (“adaptation as usual”)
 - *“It is unreasonable that the State should go in and finance the entire thing that municipalities want to have contributions for”.*
 - *“It is important to protect it [the municipal planning monopoly] so that one does not let go of something in one way or another through suggesting national regulations”*



Agenda-setting

- Agenda: “the list of subjects or problems which governmental officials, and people outside of government closely associated with those officials, are paying some serious attention to at a given time” (Kingdon 1995:3)
- “Agenda-setting may involve the transfer of items from a non-governmental, ‘systemic’ agenda to a governmental, ‘formal’ agenda” (Kingdon 1995: 16)



Agenda-setting

- Participants
 - Policy entrepreneurs (expertise, ability to speak for others, or authoritative decision-making position; political connections; persistence)
- Problems
 - Crises or events, experiences of major policy makers
 - Changes in accepted indicators
- Policies
 - Existing policies and changes in these due to new technologies or reports
 - Technically feasible, value, budget and public acceptability (framing)
- Politics
 - Elections, changes in public mood or changes in administration
 - Turnover of key personnel or changes in jurisdictions
 - Opposition from organized political forces



Agenda-setting

- Coupling of the separate streams is often the result of the opening of a “policy window”
 - *Pushed by policy entrepreneurs*
 - *Policy solutions are available*
 - *Appropriate political climate*
- “The opening of a policy window often establishes the priority in the queue” (Kingdon 1995: 167)
- The policy window may close *when participants feel they have addressed the issue (or taken some action), because participants fail to reach action, because events such as a crisis pass from view, personnel that advocated change is replaced, or no available alternative exists.*



Agenda-setting in the UK and Sweden

- UK
 - UKCIP, Environment Agency and champion in House of Lords arguing for adaptation in Climate Change Bill
 - Domestic adaptation raised on agenda by division of adaptation and mitigation into separate departments
 - Strong linkage to existing stresses such as flooding (e.g. Stern report)
 - Bottom-up initiatives (Nottingham Declaration, ESPACE) supporting top-down (indicator) initiative

"At the same time as us [the Local Government Association] focusing on adaptation, government was realigning itself, taking on the Stern argument, taking on the flooding, the Pitt report and so on ... It was a happy, perfect storm in that way, that these elements met."

- Sweden
 - National Climate and Vulnerability Investigation with part report on flood consequences, driven by counties writing to the government
 - Green party member bill in Gothenburg 2004 led to municipal water level/storm commission and initiatives
 - Initiatives in particular in Gothenburg area and in relation to large lakes identified as vulnerable



Conclusion

A deepening of the understanding of adaptive capacity:

- State context
 - Federal vs unitary, centralized or decentralized
 - Differing governmentalities in different states
- Agenda-setting dynamics
 - Extreme events, including
 - Severity of stress
 - Whether these are framed in relation to climate change in media and popular opinion
 - Linkage to existing priority policy areas (such as flooding)



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