

Powering and puzzling over climate adaptation governance

interactive framing as an alternative understanding of climate adaptation governance

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Objective

- What I'm going to tell:
 - Alternative approach to the understanding of climate adaptation governance
 - Which we think is more adequate in explaining its wicked nature:
 - Puzzling over ambiguity
 - Powering over interests
 - Interactive framing representing the interplay



Outline

- Governance of climate change adaptation
- Review climate adaptation governance literature
- Analyses of the literature
- Comparison with governance literature
- Proposing an alternative theoretical approach for a better understanding of climate adaptation governance
- Explain this framework by the example of the Delta Programme Lake IJssel



Governance of climate adaptation

- Ambiguous knowledge base
- Long term
- Wide variety of stakeholders, perceptions, interests, etc.
- Public
- Private
- Often problematic
- Rapidly growing body of scientific literature
- But in the Netherlands the issue disappeared from governmental agreement
- How to understand this wickedness, what does the literature say?
- Ideational / Political: knowledge / values; ideas / interests; learning / powering ?etc.
- Adequate understanding of wickedness?
- Alternative understanding?



Literature review (1)

- Overview of the relative amount of literature available on climate adaptation governance

Query	Nr. publications in Scopus
TITLE-ABS-KEY("climate change" OR "global warming")	108629
TITLE-ABS-KEY("climate change" OR "global warming" AND adapt*)	8680
TITLE-ABS-KEY("climate change" OR "global warming" AND adapt* AND govern*)	842
TITLE-ABS-KEY("climate change" OR "global warming" AND adapt* AND govern* AND power OR interest* AND idea* OR learn*)	11



Literature review (2)

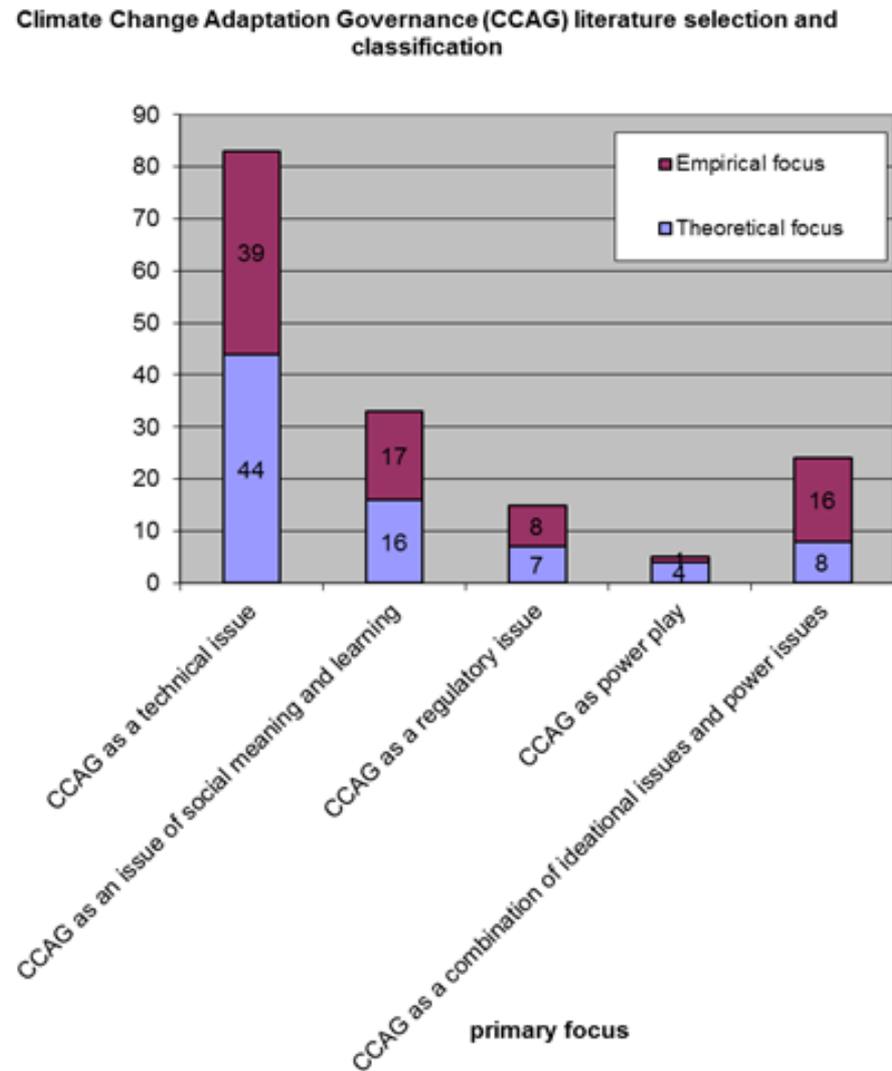
- In-depth review of climate adaptation governance literature addressing both ideational and political aspects of climate adaptation governance

Query	Nr. publications in Scopus
ALL("climate change" OR "global warming") AND adaptation AND governance AND (interests OR power*) AND (idea* OR learn*)	574



Literature review (3)

- From 574 to 160 relevant publications (Climate adaptation governance as primary focus)



Analyses of the literature (1)

- Despite the general ideas about 'wicked problems' in the field of public administration and political science
- A majority of climate adaptation governance literature pictures the issue as rather ideational and 'tame'.
- Reviewing the literature yields a mosaic off ideational 'issues' advocated for.
- Implying a solvable puzzle
- Is this puzzle solvable?



Comparison with public administration and political science literature (1)

- Public administration and political literature not so sure
- Wicked problems as unsolvable or at most partly solvable, or re-solvable
- Example: Delta Programme
 - Started with 'climate change' committee
 - Delta Programme
 - New political reality
 - Reframing climate change
 - New goals; new interests served



Comparison with public administration and political science literature (2)

- A majority of climate adaptation governance literature risks to strand in a ideational 'trap' of technocracy:
 - Narrowing down problem definition
 - Focus on issue advocacy
 - Less focus on understanding of 'governance'
 - Isolation and lack of legitimacy



Alternative approach to climate adaptation governance: Powering and Puzzling over re-solvable puzzles.

- Climate change, macro economic policy, welfare state development or European Unification:
 - Ambiguity: between future *making* and future *taking*
 - Long term issues
 - Prone to controversy
- Literature:
 - Interplay between ideas and interests
 - Agents puzzle and power



Alternative approach to climate adaptation governance: Powering and Puzzling over re-solvable puzzles.

■ Example:

- Puzzling over ambiguity for *Delta Decisions* in Lake Ijssel:
 - what are the possible consequences of climate change for the Lake Ijssel area?
 - For whom, when, where, how much?
- Powering to puzzle; what is at stake? And for whom?
 - Over what will be decided, by whom?
 - Who is included in the puzzling, national bureaucrats or local decision makers?
- Puzzling to power:
 - National water safety, or regional spatial development?
 - Who pays the bill for whom; “Doing nothing isn’t an option” or “Let’s wait and see”
 - Governance as a resource to power, or rather phoning The Hague



Alternative approach to climate adaptation governance:

Interactive framing as interplay between powering and puzzling

Example: "*Doing nothing isn't an option*" or "*Let's wait and see*"

- Different frames, or problem definitions:
 - Ontology; what 'is'
 - Normative leap; what 'ought'
- Interactive framing in governance:
 - Agents interacting, and negotiating over what 'is' and what 'ought'
 - 'Meaning between the noses'
 - Interactive framing: 'puzzling'
 - Choosing a frame, choosing a partner to interact: 'powering'
 - Staging a frame: powering to puzzle or puzzling to power



Concluding reflections

- Relatively little attention for climate adaptation governance in climate science
- Majority of climate adaptation governance literature has an ideational focus:
 - Describing climate adaptation as a 'tame problem' or 'solvable puzzle'
 - Risking technocracy, and lacking legitimacy in governance reality
- For understanding climate adaptation governance not only ideas matter, also interests.
- Approaching climate adaptation governance as agents *powering* over interests and *puzzling* over ideas might help our understanding of the constant re-solving of climate impacts
- Interactive framing theory provides a promising guideline for grasping the interplay of powering and puzzling in climate adaptation governance



Propositions to stir debate

- Majority of climate adaptation governance literature has an ideational focus and will ultimately lead to technocracy and a lack of legitimacy
- The politics of climate adaptation is understudied
- Climate adaptation governance is in essence comparable to any other governance over long term public goods like pensions or macro economic policy



Thanks!

