

Institute for Environmental Studies (IVM)

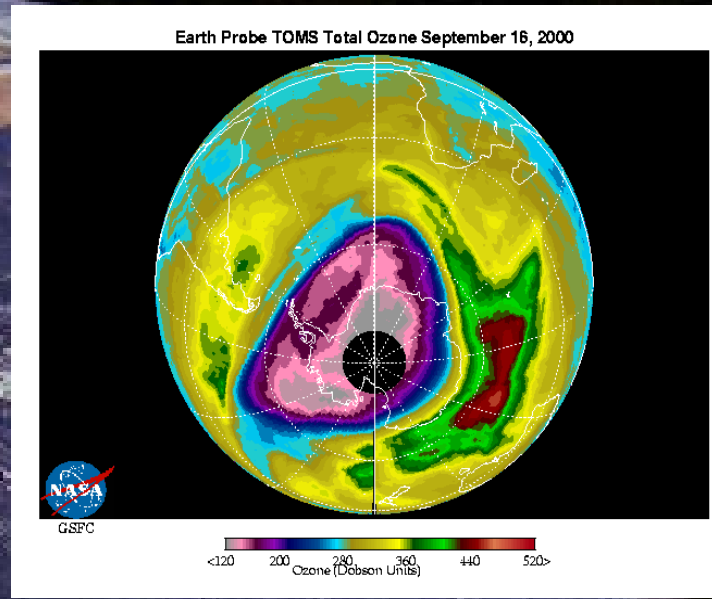
Global Adaptation Governance

A Framework for Analysis

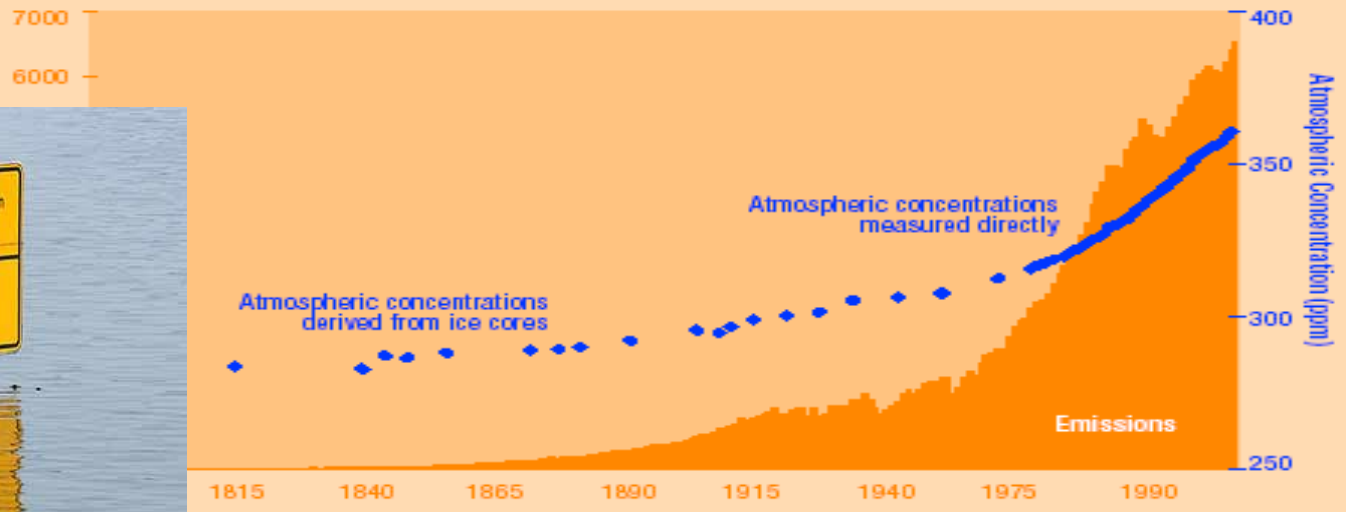
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Earth System in Crisis



Global Emissions and Atmospheric Concentration of CO₂



Carbon Dioxide Information Analysis Center, 1999



An Emerging Discourse of Emergency ...

- “Given that [the 2° target] is an ambitious target, ... we should be prepared to adapt to 4 degrees.”

R. Watson, The Guardian, 2008

- “Society may be lulled into a false sense of security by smooth projections of global change.”

Lenton et al. 2009

- “If we were to ever install sulphur filters all over the world, then we would already be at 2.5° warming.”

H.-J. Schellnhuber, 2009

Towards 'Governance in Emergency Mode'?



- “Drastic climate change” – exceeding 2° warming – may not be likely, but can no longer be ruled out.
- Most adaptation research has focussed on local and national response programmes.
- Impacts of *drastic climate change* on global governance, and options for global policy responses, are not yet addressed, let alone understood.

We identified six core areas of concern:

- Global water governance
- Global food governance
- Global health governance
- Global migration governance
- Global economic governance
- Global security governance

- We propose (at least) three criteria to assess the “preparedness” of domains of world politics towards drastic climate change:
 - Degree of Institutionalisation
 - Degree of Coherence
 - Existence of Stable Funding Mechanisms

Criteria for Analysis I: Degree of Institutionalisation

- Governance areas differ regarding the degree of (international) institutionalisation. E.g.,
 - Existence of a binding international framework (conventions, incorporation in UN charter, etc.) that allows for quick development of new rules.
 - Existence of inclusive and authoritative decision-making procedures that allow for quick development of new rules.
- *We assume that more institutionalised areas are better able to react upon drastic climate change.*

Criteria for Analysis II: Fragmentation vs Coherence

- Governance areas differ regarding the degree of coherence and integration. Some are rather fragmented, as evidenced by:
 - Existence of different, overlapping or even conflicting rule-systems
 - Existence of different, overlapping decision-making procedures
 - Existence of different rule-systems with substantially different membership.
- *We assume that fragmented governance areas are less prepared for drastic climate change.*

Criteria for Analysis III: Funding mechanisms

- Drastic climate change is likely to exceed the coping capacity of many countries and regions, both by gradual degradation and by disasters.
- Humanitarian and utilitarian reasons speak for strong mechanisms for financial support for vulnerable and affected countries, regions and populations.
- *We assume that governance areas with developed (funding) support mechanisms for vulnerable regions are overall better able to cope with drastic climate change.*

Analysis

	Institutionalisation	Coherence	Funding
Water	-	-	+
Food	+	+	+
Health	++	++	++
Economy	+	+	+
Migration	-	-	-
Security	+	-/+	-/+

Core Dilemmas of Global Adaptation Governance

- Global adaptation governance in times of drastic climate change can be best described as ‘governance in emergency mode’.
- Global governance in emergency mode is faced by three core dilemmas (not different from national and local governance in emergency mode):
 - Adaptability versus Stability
 - Effectiveness versus Legitimacy
 - Effectiveness versus Fairness

“Adaptability versus Stability” Dilemma

- Effective governance systems have in general a certain degree of stability:
 - Stability creates credibility of rule-compliance
 - Stability creates trust in reciprocal behaviour
 - Stability allows long-term adjustment and planning.
- However, global adaptation governance is dealing with uncertainties that may require swift action.
- The challenge is thus to create stable institutions with reflective, dynamic characteristics.

“Effectiveness versus Legitimacy” Dilemma

- Governance in emergency mode is marked by need to take quick decisions with high authoritative force.
- This runs counter to democratic principles of discourse, deliberation, and inclusiveness.
- Governance in emergency mode is thus traditionally often marked by authoritarian streaks, even though based on democratic basic legitimacy.
- “Effectiveness versus legitimacy” is of paramount importance for global adaptation governance, where central authority is weak and consent important.

“Effectiveness versus Fairness” Dilemma

- Governance by emergency mode requires the quick and authoritative allocation of costs and benefits:
 - Adaptation programmes need to be financed by some
 - Lack of adaptation for some will cause them substantial losses
- This requires stable, authoritative mechanisms to allocate and reallocate costs and benefits.
- Globally, such mechanisms are weak and often non-existent.

Resolving the Dilemmas

- Drastic climate change and global adaptation governance require, in our view, fundamental reform.
- Vulnerable governance domains need to
 - Be better institutionalised,
 - Made more coherent, and
 - Strengthened by distributive mechanisms.
- The three dilemmas of global adaptation governance need to be resolved by institutional reform.

Resolving Adaptability versus Stability

- Stable and coherent regimes need to be made adaptive to quick changes and policy needs.
- Possible instruments include:
 - Institutionalised regular review mechanisms, such as review committees, review schedules, and regular reporting of findings and trends to decision-making bodies.
 - Double-weighted majority decision-making, e.g. decisions by 2/3 majorities that must include simple majorities of developing and industrialised countries.
 - Tacit-acceptance procedures for new regulations.
 - Regular reporting and reviews on non-ratification.

Resolving Effectiveness vs Accountability/Legitimacy

- Authoritative decision-making at global level will continue to be the prerogative of governments.
- Lacking legitimacy due to the strong role of executive branches and bureaucracies can be countered by institutionalised involvement of civil society representatives in global decision-making
- Mechanisms include:
 - Special advisory chambers of civil society organisations in international regimes (FSC example?)
 - Definitions of key caucuses ('major groups' example)
 - Multiple-weighted voting procedures
 - Specified rights that go beyond hearing rights.

- Drastic climate change would require substantial support for the most vulnerable and affected regions and populations.
- In all domains, this requires timely institutionalisation of funding mechanisms for global adaptation
- The funds need to achieve a double goal:
 - Increase long-term adaptive capacity in vulnerable regions (part of development cooperation);
 - Provide emergency funding (part of disaster relief policies).



地球システムガバナンス

人々、場所、地球

地球システムガバナンスプロジェクトの
科学および実施計画

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EARTH SYSTEM GOVERNANCE

People, Places, and the Planet

Science and Implementation Plan of the
Earth System Governance Project

*International Human Dimensions Programme
on Global Environmental Change*

IHDP REPORT NO. 20

More Conferences are Coming ...

- 2009 Amsterdam Conference on the Human Dimensions of Global Environmental Change
“Earth System Governance: People, Places and the Planet”
- 2-4 December 2009, (near) Amsterdam
- About 400 participants, incl. 20 keynote speakers
- With major conference stream on “Adaptiveness”



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Thank you

www.earthsystemgovernance.org