



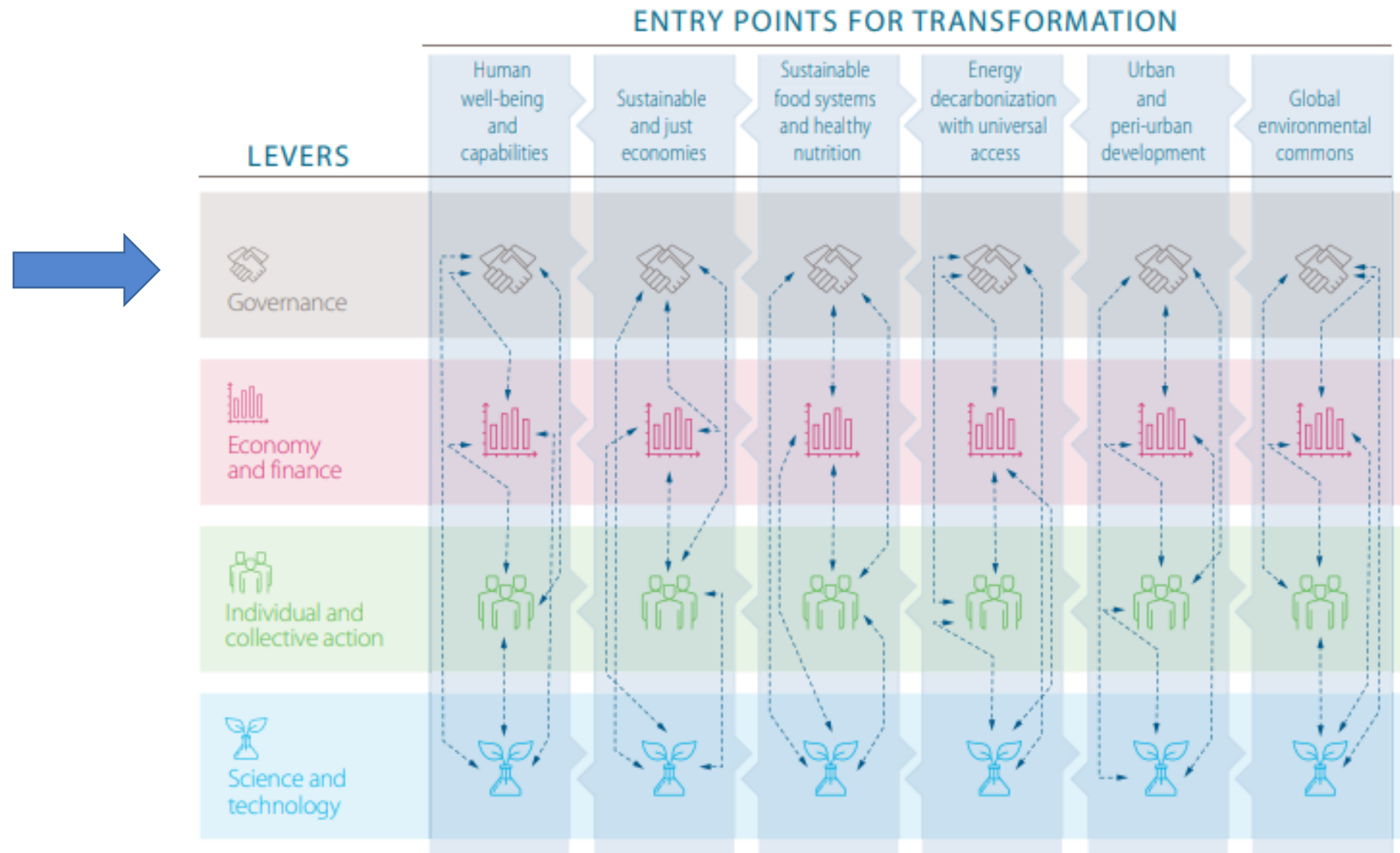
Louis Meuleman

- *Visiting professor Leuven University*
- *Rapporteur UN Committee of Experts on Public Administration (CEPA) (2018-2021)*
- *Senior fellow University Massachusetts Boston,*
- *Research fellow Wageningen University & Research*
- *Coordinator of a.o. Environmental Implementation Review, European Commission*
- *Co-founder PS4SD, think tank, Brussels*





The challenge to achieving the SDGs is all a lot about governance....



Source: GSDR report 2019



The challenge to achieving the SDGs is ~~all~~ a lot about governance....

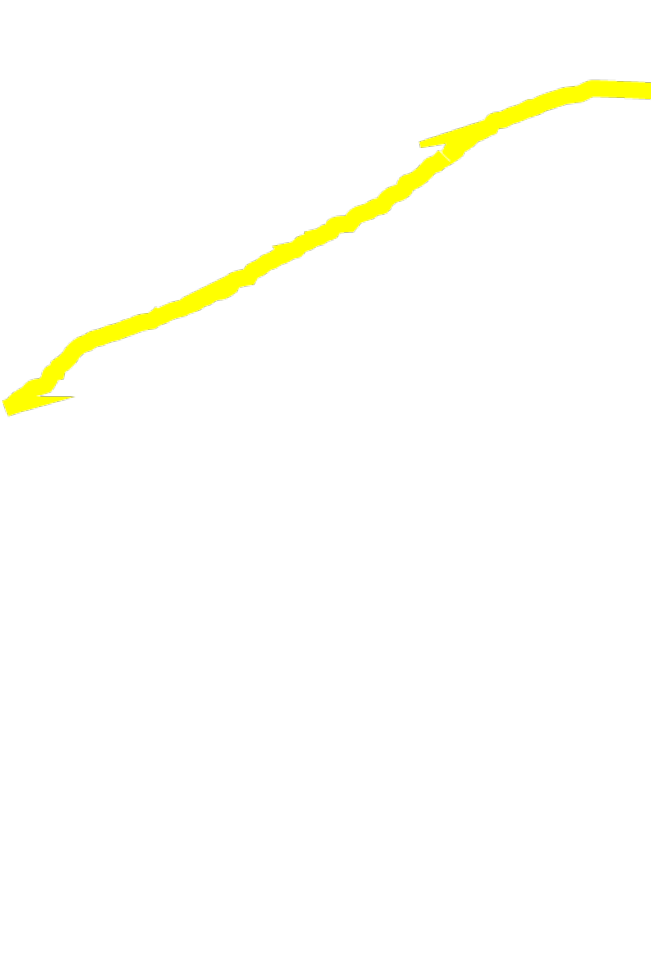
... but what do you do when your governance mix on sustainability transitions doesn't deliver the right results?

Suggestions addressed in this presentation:

1. See the trends in sustainability / transitions governance
2. Use the principles for sustainability governance
3. Use a broad governance definition/approach
4. Use the full governance toolbox
5. Know that governance mechanisms undermine each other
6. Find the right contextual balance between different governance styles
7. Use metagovernance as method to (re)designing and managing a composite governance framework



Trends in sustainability governance



Can we see the trends
we are currently in?

We may think we are
going upwards, but
suddenly.....



Trends in sustainability governance



Can we see the trends we are currently in?

We may think we are going upwards, but suddenly.....



Trends in sustainability governance



.. and do we notice other trends mixing with them?

Trends in sustainability governance

Key governance principle	Upward trends	Downward trends
Effectiveness	Contextuality, pluriformity & diversity, peer learning and twinning; “Common But Differentiated Governance” (CBDG)	Blueprint thinking, proliferation of ‘best practices’



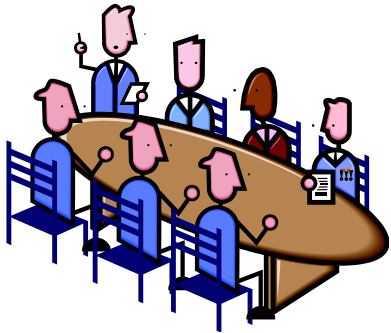
Trends in sustainability governance

Key governance principle	Upward trends	Downward trends
Accountability	Sustainability indicators, citizens accounting, result indicators	Detailed performance indicators, output indicators



Trends in sustainability governance

Key governance principle	Upward trends	Downward trends
Inclusiveness	Collaboration, co-creation, empowerment, local government, 'Teaching silos to dance'	Patronizing, dependency, Silo-thinking





Trends in sustainability governance

Key governance principle	Upward trends	Downward trends
Effectiveness	Contextuality, pluriformity & diversity, peer learning and twinning; digitization, directional innovation, long-term, system-focused policy packages, financial governance	Blueprint thinking, proliferation of 'best practices', un-directional innovation ('all innovation is good'), short-term policies
Accountability	Sustainability indicators, citizens accounting, result indicators	Detailed performance indicators, output indicators
Inclusiveness	Collaboration, co-creation, empowerment, local government	Patronizing, dependency

2. Principles of sustainability governance?

- **Starting point:** 11 Principles of effective governance for sustainable development
- Proposed by the UN Committee of Experts on Public Administration (CEPA)
- Endorsed by UN ECOSOC Council in July 2018

The 5 Inclusiveness principles are often the weakest part

Link to article '[Principles of effective governance](#)' (Bouckaert et al. 2018)



Principles of Effective Governance for Sustainable Development

Effectiveness

- » Competence
- » Sound policymaking
- » Collaboration

Accountability

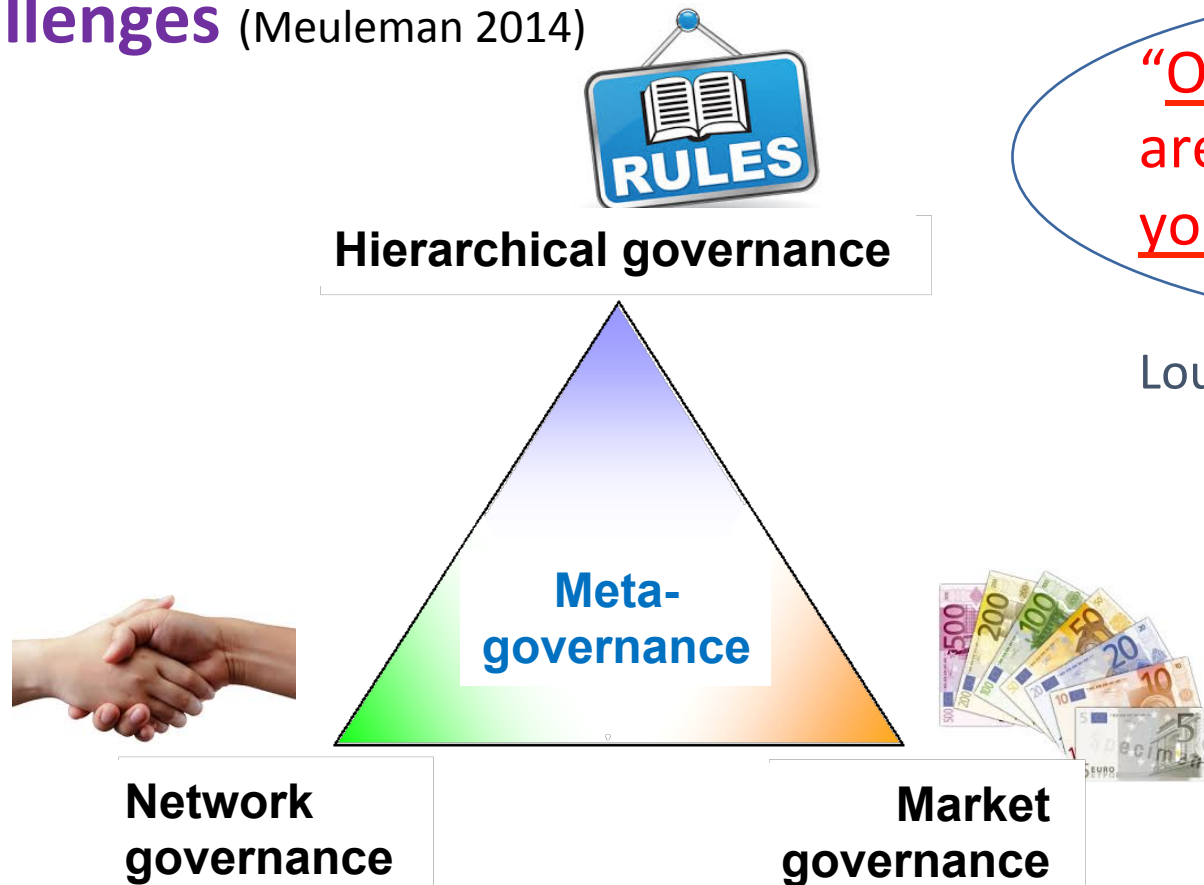
- » Integrity
- » Transparency
- » Independent oversight

Inclusiveness

- » Leaving no one behind
- » Non-discrimination
- » Participation
- » Subsidiarity
- » Intergenerational equity

3. Is the governance definition broad enough?

Governance is how public administration organisations and other stakeholders develop solutions and create opportunities for societal challenges (Meuleman 2014)



More than 3 is too complicated

"One chord is fine. Two chords are pushing it. Three chords and you're into jazz"

Lou Reed, musician



4. Use the full governance toolbox: “Fifty shades of governance”



	1.Ways of life	11.Strategy styles	21.Control mechanism	31.Accountability style	41.Values civil servants
Vision/strategy	2.Relational values	12.Reply to resistance	22.Coordin. mechanism	32.Type of context	42.Key competences
	3.Theor. background	13.Organiz. orientation	23.Transaction types	33.Process/project mgt	43.Mgt. developm. obj.
Institut./instrum.	4.Key concepts	14.Actor perceptions	24.Degree of flexibility	34.Reform approach	44.Dealing with power
	5.Mode of calculation	15.Selection of actors	25.Level of commitment	35.Innovation style	45.Conflict resolution
Processes/actors	6.Primary virtues	16.Stocktaking of actors	26.Communic. styles	36.Relation types	46.Problem types
	7.Common motive	17.Institutional logic	27.Roles of knowledge	37.Social interactions	47.Problem framing
Problems/outcomes	8.Motive of actors	18.Dealing with silos	28.Science-pol. interface	38.Public manager roles	48.Governance failures
	9.Roles of government	19.Policy instruments	29.Impact assessments	39.Leadership styles	49.Public procurement
	10.Metaphors	20.Decisionmaking unit	30.Access to information	40.Empowerment	50.Output and outcome

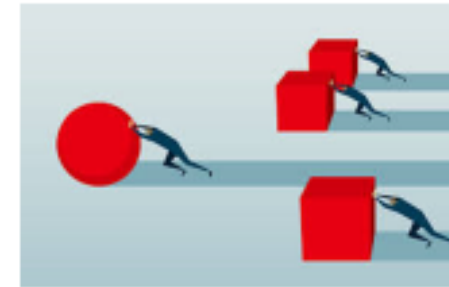
4. Use the full governance toolbox: “Fifty shades of governance”

Framing of problems

Feature	Hierarchical governance	Network governance	Market governance
47. Framing of problems	A relevant problem is framed as disorder	A relevant problem is framed as lack of consent	A relevant problem is framed as inefficiency



Disruption



5. Shortcomings existing governance arrangements?

Governance failures and their causes

- Failure will always happen
- 3 types of governance failure: related to capacity, design and management of governance
- The 3 basic styles have their typical weaknesses
- The 3 styles can and will undermine each other



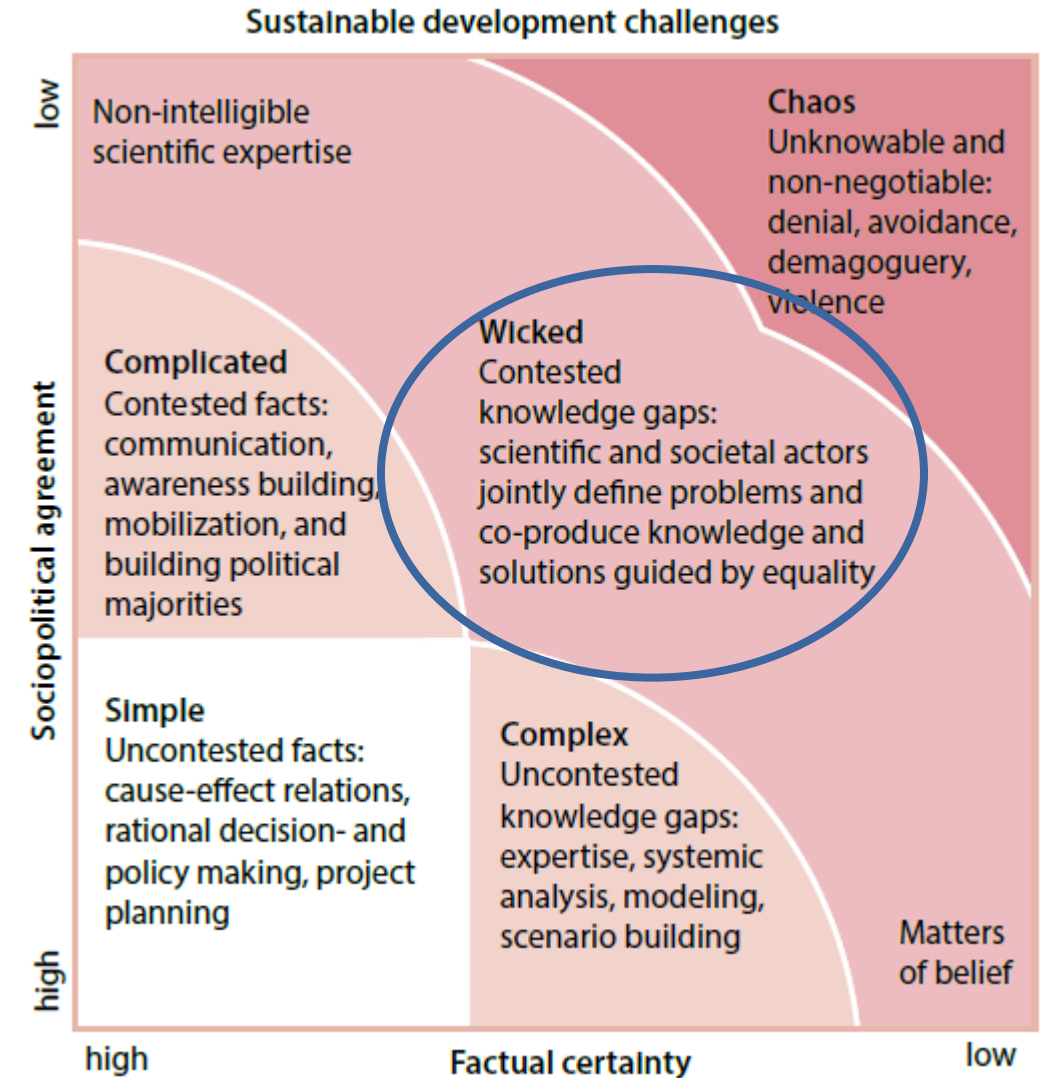
<i>Feature</i>	<i>Hierarchical governance</i>	<i>Network governance</i>	<i>Market governance</i>
48. Typical governance failures	Ineffectiveness; red tape	Never-ending talks, no decision, undemocratic	Economic inefficiency, market failures, efficiency killing effectiveness

5. Shortcomings existing governance arrangements?

Root causes of governance failure include:

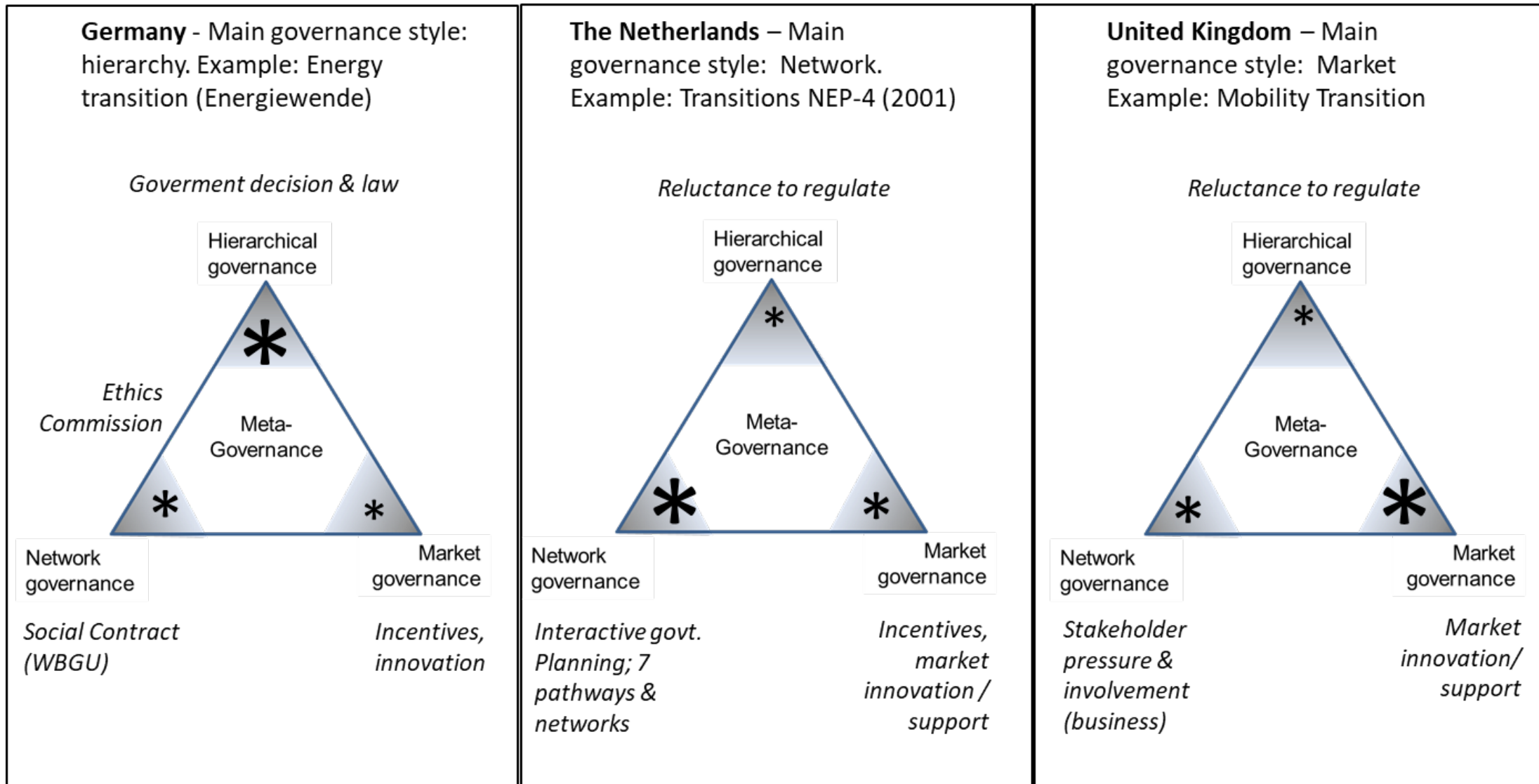
1. Ineffective coordination among local, regional and national authorities
2. Lack of administrative capacity, and insufficient financing
3. Lack of knowledge and data
4. Insufficient compliance assurance mechanisms
5. Lack of integration and policy coherence (horizontal/vertical)

Source: EIR 2017



Source: GSDR report 2019

6. Right contextual balance between different governance styles?



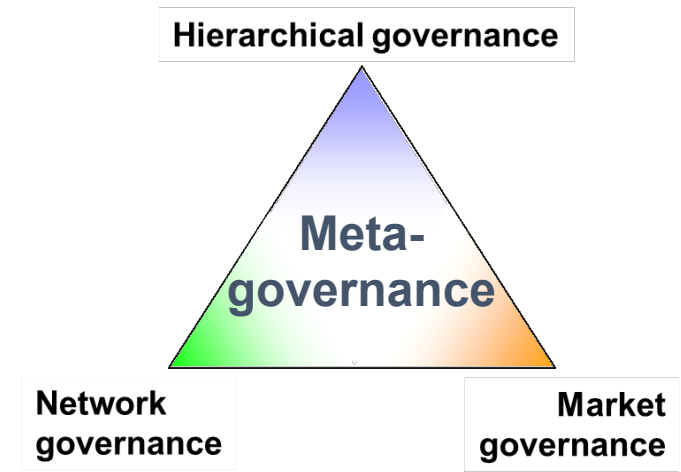
7. Meta-governance as practical & proven method

Definition

Metagovernance (Jessop 1997) is designing and managing situational combinations of hierarchical, network and market governance
(Meuleman 2008, PhD dissertation)

Metagovernance can be used:

- 1) As analytical model to understand what went well or wrong
- 2) As design- and management model:
 - **Combining** elements from the 3 styles tailored to the governance environment and the policy objectives
 - **Switching** between styles
 - **Maintenance** of a style mixture



Alternative view: Metagovernance is facilitating network governance
(Denmark, Sweden, Netherlands)

7. Meta-governance as practical & proven method

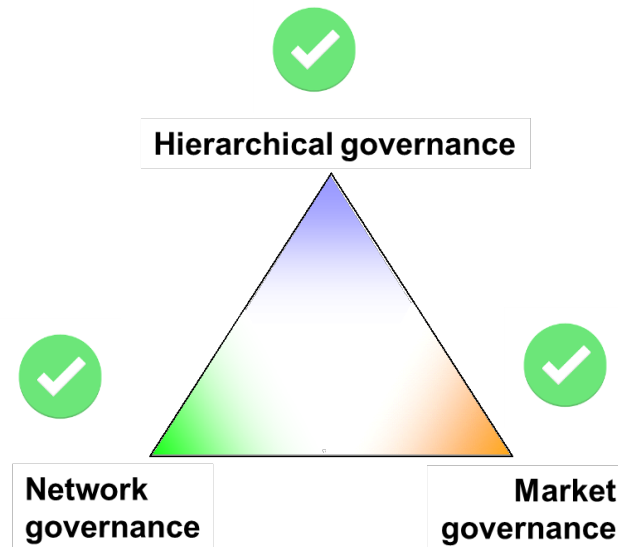
Example: Environmental Implementation Review (EIR)

Problem: Weak implementation EU environmental policy and law in many member states (societal cost at least EUR 55 bn/year)

1. **'Stick'**: legal procedures against Member States (**hierarchical governance**)

Analysis: stick and carrot are together insufficient (-> 55 bn EUR/year costs), so a dialogue tool should be added as 'third leg':

3. **'Dialogue'** and **peer to peer tool** of the EIR (**network governance**) (2017)



2. **'Carrot'**: EU funds for e.g. water and waste infrastructure (incentives: **market governance**)



7. Meta-governance as practical & proven method

- Metagovernance is a practically tested approach which will help making implementation of the SDGs more effective.
 - Metagovernance helps to apply the important principle that the SDGs require “Common But Differentiated Governance” (CBDG)
1. **Mapping the governance environment:** Who are the relevant actors and which roles do they have? Existing constitutional, legal, political and administrative settings? Values and traditions that play a role?
 2. **Evaluation:** Analysis of the strengths, weaknesses, opportunities and threats (SWOT) **of the current governance approach**
 3. **Problem setting:** What are the challenges to be addressed and is there agreement on the problem definition? Need to **reframe**?
 4. **Formulating goals and policy options**, assessing their benefits and costs on environmental, economic and social parameters, and proposing targets, indicators and time frames.
 5. **Designing a governance framework**, based on a selection of elements (institutions, instruments, processes and actor roles) from different governance styles, which are not mutually undermining but enforce and complement each other.
 6. **Managing** the chosen governance framework, including application of principles like reflexivity, resilience, flexibility, allowing redundancy.
 7. **Reviewing of the governance frameworks**

Sustainability governance – what needs to change?



- More policy coherence?
- 'Real-time' multi-level governance?
- Rich countries to be held accountable for externalising environmental, economic and social problems?
- Mainstreaming vulnerability?
- Legally binding global agreements?
-

Protestors hold placards as they march during a Rise for the Climate demonstration in Brussels, Sunday, Jan. 27, 2019. (AP/Geert Vanden Wijngaert)

Innovation can be a trap

- Innovation and public-sector reform are not per definition good
- Reform should have the purpose to perform better
- Metagovernance helps achieving more effective reform, coherence and capacity building,
- Because it
 - does not choose one governance style above the others -> it starts with a reflection on what is the context and purpose, and then what elements of governance styles could work in combination

On reform and innovation:

“The world is littered with examples of innovations that led either to few, if any, improvements”

Prof. Jean Hartley,
Open University UK



Europe taking the lead?



President-elect Ursula von der Leyen of the European Commission (July 2019):

*A European Green Deal: I want Europe to strive for more by being the first climate-neutral continent. The message from Europe's voters – and those too young to vote – is loud and clear: they want **real action on climate change** and they want Europe to lead the way."*



Each Commissioner will ensure the delivery of the **United Nations Sustainable Development Goals** within their policy area. The College as a whole will be responsible for the overall implementation of the Goals.

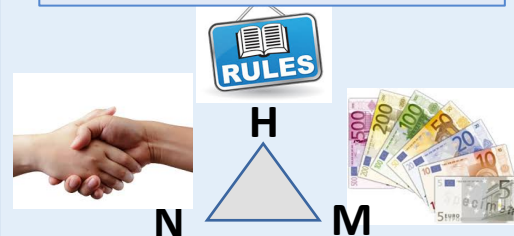
Metagovernance for Sustainability

Concept

1. Why is Sustainability governance so difficult?



2. Which governance styles to distinguish?



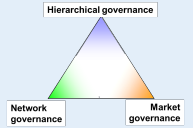
3. What governance failures?

Design
Capacity
Management



4. How to combine the three styles?

Governance of
governance:
Metagovernance



Context

5. Which governance tools per style?



6. Culture & traditions as context



7. Mindsets & mantras as context



8. Metagovernance for the SDGs?



Practice

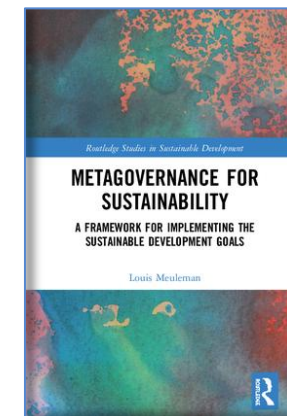
9. Towards a method for metagovernance



10. Reform, better coherence & capacity



11. Metagovernance as framework:
Common but diff.
governance



ESDN 2019
Helsinki

Metagovernance for Sustainability: The full toolbox for implementing the SDGs

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Thank you for your
attention!

www.ps4sd.eu

