



*Zukunft der Umweltpolitik –  
Umweltpolitik der Zukunft*

**30 Jahre Forschungszentrum für Umweltpolitik  
(FFU)**



**Konferenz am 26. April 2016**

*Neue Entwicklungen zur Governance in Europa -  
New Modes and Actors of Environmental  
Governance*

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# *Neue Entwicklungen zur Governance in Europa - New Modes and Actors of Environmental Governance*

- I. New modes of environmental governance in Europe**
- II. Environmental leaders and pioneers**
- III. Conclusions**

I.

# **NEW MODES OF ENVIRONMENTAL GOVERNANCE IN EUROPE**

# New Modes of Environmental Governance

From (traditional) *government* towards (new modes of) *governance*?

- ***Government:***
  - Hierarchical/coercive state intervention:
    - Top-down
    - ‘Command-and-control’ regulation
- ***Governance:***
  - Horizontal/non-coercive steering:
    - Self-steering
    - ‘Self-regulation’ or market arrangements

Importantly, government and governance are two poles of the same dimension

**Table 1: Types of environmental policy instruments**

*(Source: Wurzel, Zito and Jordan (2013), Environmental Governance in Europe. A Comparative Analysis of New Environmental Policy Instruments, Edward Elgar)*

<b>Types of environmental policy instrument</b>	<b>Subtypes of environmental policy instrument</b>
<b>(1) Suasive policy instruments</b>	<b>(a) Informational measures</b> <b>(b) Voluntary agreements</b>
<b>(2) Market-based instruments</b>	<b>(c) Eco-taxes</b> <b>(d) Emissions trading</b>
<b>(3) Regulatory instruments</b>	<b>(e) Traditional ('command-and-control') regulation</b> <b>(f) Innovative ('smart') regulation</b>

*Table 2: Governance and policy instrument typologies compared  
(Source: Wurzel, Zito and Jordan 2013)*

Governing type	Main policy instrument type	Main type of interaction between 'governing' actors and 'governed'	Instrument type
<i>Hierarchy</i>	<i>Regulation</i>	<i>Coercion:</i> 'Governance by government'	<i>Sticks:</i> Top down government intervention
<i>Market</i>	<i>Market-based instruments</i>	<i>Competition/fiscal incentives:</i> 'Governance with government'	<i>Carrots:</i> Fiscal incentives
<i>Network</i>	<i>Suasive/informational &amp; voluntary instruments</i>	<i>Societal self-regulation:</i> 'Governance without government'	<i>Sermons:</i> Information and appeals

**Table 3: Simplified governance-cum-government typology**  
 (Source: Wurzel, Zito and Jordan 2013)

	Government determines <i>goals</i>	Societal actors determine <i>goals</i>
Government selects <i>policy instruments</i>	<p><b><u>STRONG GOVERNMENT</u></b>                      (hierarchical top-down steering):                      Traditional ‘command-and-control’ regulation</p>	<p><b>HYBRID:</b>                      Regulatory standards stipulate flexibly standards and processes, eco-taxes and emissions trading; some smart regulations (e.g. compensation rules)</p>
Societal actors select <i>policy instruments</i>	<p><b>HYBRID:</b>                      Some VAs (e.g. Dutch covenants); some market-based instruments (e.g. choice between eco-taxes and voluntary agreements); EMAS</p>	<p><b><u>STRONG GOVERNANCE</u></b> (self-organising society):                      Some unilateral voluntary agreements and some eco-labels; ISO 14001</p>

**Table 4: The use of NEPIs in 8 European Jurisdictions in the 2000s**  
*(Source: Jordan, Wurzel and Zito 2007)*

	Eco-taxes	Emissions trading	Voluntary agreements	Eco-labels	Eco-. management systems
<b>Austria</b>	Medium (M)	Low (L)	Medium	Medium	High (H)
<b>Finland</b>	H	L	M	H	H
<b>France</b>	M	L	L	L	L
<b>Germany</b>	M	L	H	H	H
<b>Ireland</b>	L	L	L	L	M
<b>Nether-lands</b>	H	M	H	L	M
<b>United Kingdom</b>	M	H	L/M	L	L/M
<b>European Union</b>	L	H/M	L/M	L/M	M



# Overall patterns of change

- **Greater use of NEPIs in European jurisdictions**
- **... *BUT* at varying speeds in different jurisdictions**
  
- **All jurisdictions have increased the range of their policy instruments...**
- **...*BUT* national differences (i.e. national policy instrument mixes) prevail**
  
- **NEPIs are becoming more sophisticated...**
- **...*BUT* regulation is also becoming 'smarter'**

# Overall patterns of change

- If NEPIs are touchstones of governance, then no wholesale shift from *government* towards *governance*:
  - Hybrid policy instruments: ‘old’ *government* tools and ‘new’ modes of *governance*
- However, possibility of ‘**incremental change with transformative results**’ (Streeck and Thelen 2005: 9):
  - Long term impact of the NEPI uptake may be transformative
- Which actors can environmental leadership and act as agents of incremental and/or transformative change?

**Table 5:**

***Innovators, followers and laggards for different NEPI types 1970s-2010s:  
Austria, Germany, the Netherlands, United Kingdom and European Union***

	<b>Innovator</b>	<b>Follower</b>	<b>Laggard</b>
<b>Eco-label</b>	<b>Germany</b>	<b>Austria, EU, Netherlands</b>	<b>UK</b>
<b>EMS/EMAS</b>	<b>UK, EU</b>	<b>Germany, Austria</b>	<b>Netherlands</b>
<b>Voluntary Agreements</b>	<b>Germany, Netherlands</b>	<b>Austria, UK</b>	<b>EU</b>
<b>Eco-taxes</b>	<b>Netherlands, Germany</b>	<b>Austria, UK</b>	<b>EU</b>
<b>EU emissions trading</b>	<b>UK, EU, Netherlands</b>	<b>Austria, Germany</b>	<b>–</b>

**II.**

**ENVIRONMENTAL LEADERS AND  
PIONEERS**

# Inflationary use of terms to describe environmentally progressive actors

- **Environmental leaders**
- **Environmental pioneers**
- **Pusher states**
- **Forerunners**
- **First movers**
- **Pace setters**

# Inflationary use of terms to *describe environmentally progressive actors*

Three main types of 'environmental leader states' literatures:

1. **International environmental regimes in general** (e.g. Young 1991; Underdal 1994)) and **climate change regimes in particular** (e.g. Gupta and Grubb 2000; Schreurs and Tiberghien 2007; Wurzel and Connelly 2011);
2. **National environmental policy capacity** (e.g. Jänicke and Weidner 1997; Weidner et al. 2002; Liefferink et al. 2009); and
3. **EU environmental policy** (e.g. Héritier 1996; Andersen and Liefferink 1997; Liefferink and Andersen 1998; Jordan et al. 2010).

# Classification of Leadership Types and Styles

*(Source: Wurzel, Connelly and Liefferink 2016 who draw on Underdal 1998; Young 1991)*

## ***I. Types of leadership:***

- 1. Structural leadership**
- 2. Entrepreneurial leadership**
- 3. Cognitive leadership**
- 4. Exemplary leadership**

## ***I. Styles of leadership:***

- a) Humdrum v. heroic leadership (Hayward 1975, 2008)**
- b) Transactional v. transformational leadership (e.g. Burns 1978)**

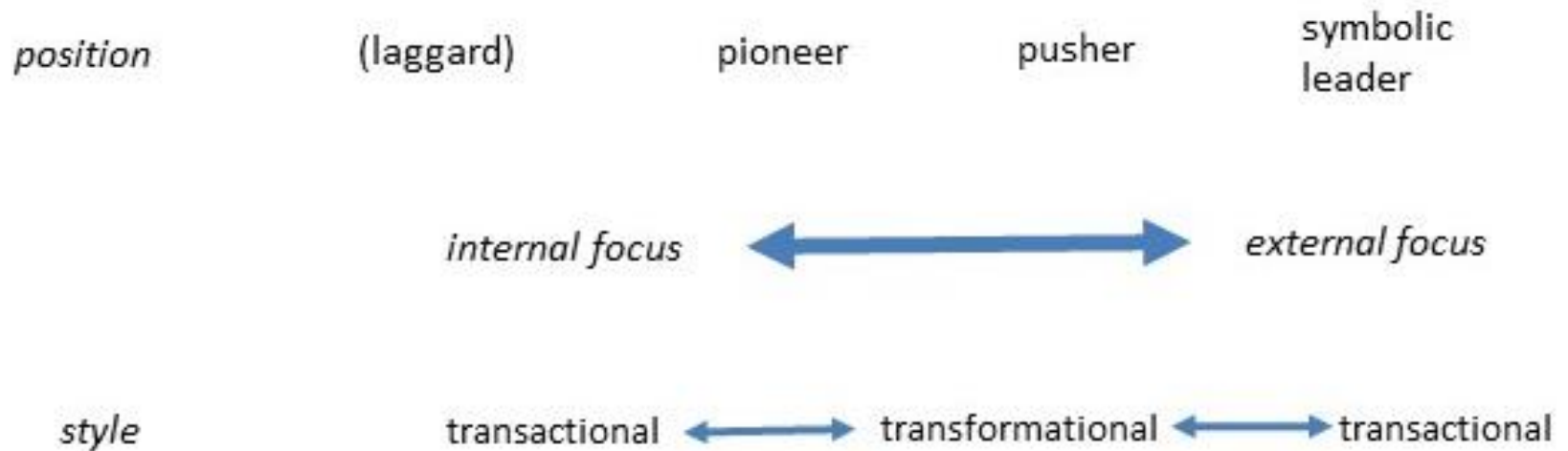
**Table 6: Types and Styles of Environmental Leadership**  
*(Source: Wurzel, Connelly and Liefferink, 2016)*

<u>Types</u> of leadership	<u>Styles</u> of leadership
<p><b><u>1) Structural leadership:</u></b></p> <ul style="list-style-type: none"> <li>• Actor's hard power: material resources (e.g. economic strength).</li> </ul> <p><b><u>2) Entrepreneurial leadership:</u></b></p> <ul style="list-style-type: none"> <li>• Diplomatic, negotiating and bargaining skills.</li> </ul> <p><b><u>3) Cognitive leadership:</u></b></p> <ul style="list-style-type: none"> <li>• Definition/redefinition of interests through ideas (e.g. ecological modernisation).</li> </ul> <p><b><u>4) Exemplary leadership:</u></b></p> <ul style="list-style-type: none"> <li>• Intentional and unintentional example-setting.</li> </ul>	<p><b><u>Humdrum leadership:</u></b></p> <ul style="list-style-type: none"> <li>• Incremental, short-term and without assertion of political will.</li> </ul> <p><b><u>Transactional leadership:</u></b></p> <ul style="list-style-type: none"> <li>• Incremental policy change.</li> </ul> <p><b><u>Heroic leadership:</u></b></p> <ul style="list-style-type: none"> <li>• Long-term, strong policy coordination and assertion of political will.</li> </ul> <p><b><u>Transformational leadership:</u></b></p> <ul style="list-style-type: none"> <li>• History changing events.</li> </ul>



# Figure 1: Laggards, symbolic leaders, pushers and pioneers

(Source: Liefferink and Wurzel (2016), *Environmental leaders and pioneers: Agents of change?*, *Journal of European Public Policy* )



**Table 7: Laggards, symbolic leaders, pushers and pioneers**  
*(Source: Liefferink and Wurzel 2016)*

<b>Internal 'face':</b>  <b>External 'face':</b>	<b>Low internal environmental ambitions</b>	<b>High internal environmental ambitions</b>
<b>Low external environmental ambitions</b>	<b>(a) Laggard</b>	<b>(a) Pioneer</b>
<b>High external environmental ambitions</b>	<b>(a) Symbolic leader</b>	<b>(a) Pusher:</b> <ul style="list-style-type: none"> <li>- <b>Constructive pusher</b></li> <li>- <b>Conditional pusher</b></li> </ul>

# Who can be an environmental pioneer or leader?

- **States**
  - **International/supranational organizations**
  - **Subnational governments (e.g. cities, regions)**
  - **Business**
  - **NGOs**
  - **Experts/scientists/epistemic communities**
  - **Trade unions**
  - **Individuals**
- **Alliances between different types of actors**

III.

**CONCLUSION**

# New Modes and Actors of Environmental Governance

- **Need for better/analytically more robust conceptualisations:**
  - **Proliferation of analytical terms/concepts for *both* new modes of environmental governance and environmental leaders**
- **‘New’ environmental policy instruments:**
  - **Wide(r) range of ‘new’ environmental policy instruments**
  - **More complex mixes of (more complex) environmental policy instruments which may be applied across borders (e.g. emissions trading)**
- **Environmental leaders:**
  - **Wide(r) range of actors which provide environmental leadership**
  - **New alliances between different types of actors which can provide environmental leadership**

# New Modes and Actors of Environmental Governance



**EU COST Action funded Innovations in Climate Governance (INO GOV) programme (INO GOV) workshop on:**

***“Pioneers and Leaders in Polycentric Climate Governance (PiLePoC)”* in Hull (UK) on 15-16 September 2016**

**Workshop Call for Papers - Deadline for abstracts: 11 May 2016**