



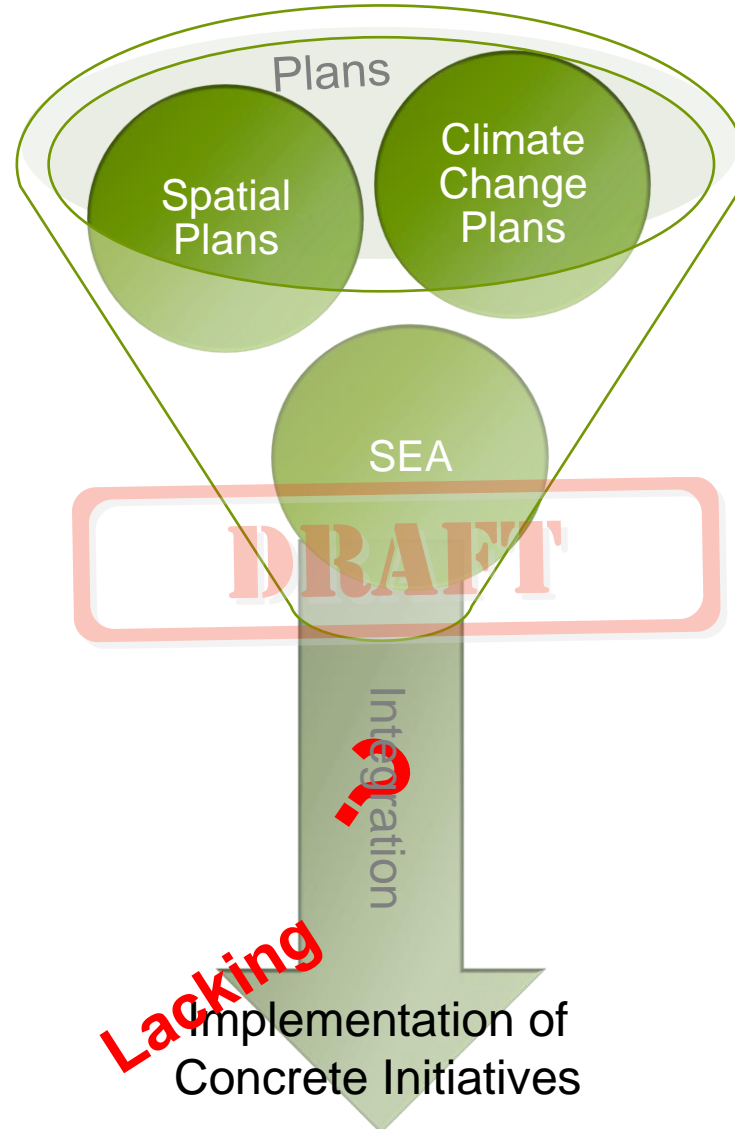
DCEA

THE DANISH CENTRE FOR
ENVIRONMENTAL ASSESSMENT

Afraid of (Climate) Change?

Institutional Implications in Local
Climate Change Governance

Integration of climate change into planning





The challenge of institutional integration of climate change

- Co-ordination is posited to be essential if undesirable trade-offs are to be avoided and potential synergies exploited (Barker et al 2007, Biesbroek et al 2009, Larsen et al 2012, Kok and de Coninck 2007)
- Institutional constraints are recognized as key barriers for action and hampers implementation in practice (Adger et al 2005, Alber and Kern 2009, Bulkeley 2010)
- Internal dynamics within municipal governments is one key institutional challenge (Bulkeley 2010)
- Coordination across sectors is more difficult than within them, because different sets of institutional rules tend to evolve in the departmental 'silos' (March and Olsen 1989).

The challenge of cross-sectorial coordination and integration is not new!



What is new, is:

- How the municipalities approach this integration phase
 - How they react to the implications experienced
 - How they seek to solve these challenges
- This will define the concept of climate change governance in practice
- Climate change governance: How climate change planning is administered and managed
 - Knowledge on this topic is highly important to understand the involved implications and aid implementation in practice
 - “Decision makers need to know how to implement policies, programs and projects” (Anthony Patt, August 29th 2012)



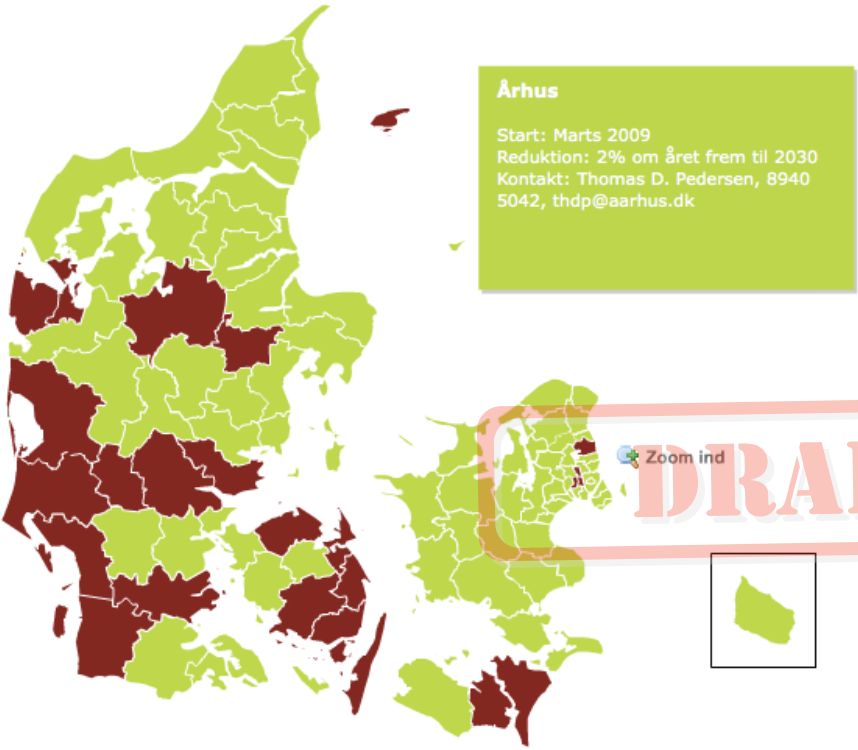
Interplay between agency and structure: An analytical framework

| | Agency | Structure(s) |
|------------------------------|--|--|
| Internal to local government | <p>Institutional entrepreneurs seek to institutionalise climate change planning by building legitimacy for this field of activity internally within local government.</p> <p>Institutional entrepreneurs draw on internal resources to construct legitimacy within local government.</p> | <p>The legitimacy of existing or new institutions derives from their legal status (regulative pillar), their moral basis (normative pillar) and orthodoxy (cultural-cognitive pillar).</p> <p>Existing institutions operate as constraints to, and enablers of, institutionalisation of climate change planning.</p> |
| External to local government | <p>Legitimacy within local government is built by constructing or engaging with external networks</p> <p>Institutional entrepreneurs draw on the network (e.g. composition, resources or existence) ultimately to construct legitimacy internally within local government</p> | <p>The legitimacy of existing or new institutions derives from their legal status (regulative pillar), their moral basis (normative pillar) and orthodoxy (cultural-cognitive pillar).</p> <p>Existing institutions operate as constraints to, and enablers of, institutionalisation of climate change planning.</p> |

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Municipal climate actions in Denmark

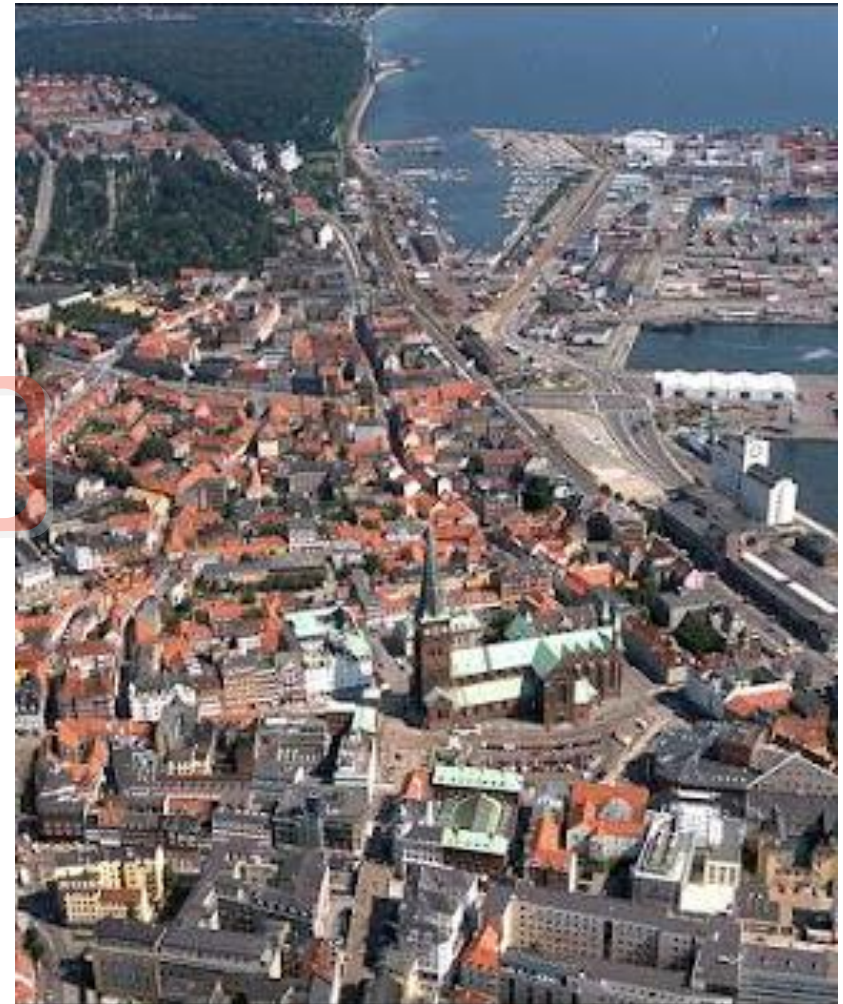


- 73 out of 98 Danish local government organizations have made voluntary commitments to reduce carbon emissions (DN 2012)
- More than 40 have produced publicly accessible CC plans (Wejs 2013)

The case of Aarhus Municipality



- Aarhus municipality forms an interesting case because of:
 - It's highly bureaucratic administrative system, known in Denmark as the Magistrate System
 - It's historically limited emphasis on sustainability issues within the municipality
 - It's ambitious CC planning including three CC action plans
 - It's organizational set up with the CC unit placed in the environmental department



Methodology



- Structured document study of the current spatial plan 2009-2030, the affiliated SEA, and three CC action plans

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- Review of all minutes of meetings from the spatial plan making and the municipal technical council
- 15 semi-structured interviews with the steering group, the project group and the CC secretariat
- Participant observation from August 2008 to June 2009



Interviewees and their affiliations

| Group | Department | Number of interviewees | Years working in Aarhus Municipality | Not interviewed |
|--|---|----------------------------------|--------------------------------------|-----------------|
| Project group of the spatial plan making 2009 | The Magistrate of Technique and Environment | | | |
| | The Management Secretariat | 2 | 18 12 | 1 |
| | Planning and Built Environment | 3 | 25 12 5 | |
| | Nature and Environment | 1 | 37 | |
| | Transport and Roads | 1 | 25 | 1 |
| | Magistrate: The Mayors Office | | | |
| | Budgets and Accounts | 1 | 14 | 1 |
| | Business | 1 | 8 | |
| Steering group of the spatial plan making 2009 | Magistrate of Technique and Environment | | | |
| | The Management Secretariat | 1 also part of the project group | 18 | |
| | Planning and Built Environment | 1 | 6 | |
| | Nature and Environment | 1 | 11 | |
| | The Mayor's Office | | | |
| | The Financial Department | 1 | 10 | 1 |
| | Business | 1 | 21 | |
| Climate Change | Magistrate of Technique and Environment | | | |
| | Nature and Environment: The Climate Secretariat | 2 | 3 4 | 2 |
| Total | | 15 | 14 | 6 |

Results

Institutional dynamics from a focus on legitimacy

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Structures internal to the local government



- “We have a great deal of authority... which means that we can do a lot of different things as long it is within our own silo. Unfortunately, climate change is a crosscutting function, meaning that... [a] head of department is dependent on the fact that other managers... can see the possibilities for themselves”
(Interviewee)

Structures internal to the local government



Legitimacy lost

- CC is voluntary without procedures for practice and without legal foundation
- CC unit anchored in a sub-department in the Nature and Environment department
- Dependent on other heads of departments can see benefits for themselves
- CC planning includes experimental tasks that are outside existing planning law

Legitimacy gained

- Prioritized by the city council
- Departmental culture in Nature and Environment
- Municipal language is mimicked: humbleness, transparency and an understanding of the tasks of other disciplines

Structures external to the local government



- “We do not have a policy to promote solar panels on buildings, nor do we have a policy that says you cannot, so if you look into old zoning plans, you will find lots of regulations stating that it has to be aesthetic and not reflect light, etc. However,... it is not written in a time, where you knew this challenge”
(Interviewee)

Structures external to the local government



Legitimacy lost

- The Danish Planning Act
 - National catalogue of governmental interests in urban development planning
 - Liability in relation to amendment of zoning plans
- Uncertainty and disagreement about the most suitable means

Legitimacy gained

- Climate Heat Plan together with the district heating company
- Addendum to the municipality plan on solar cells
- Danish renewable energy traditions
- Make use of related regulations and national policies e.g. the River Basin Management Plans and EU's Flood Directive

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Agency internal to the local government



- “You can look at them [the climate secretariat] from the outside and think ‘why did you not know from the beginning that you should talk to all these people in a certain way?’ But it is simply a culture you have to build... even in regard to the municipality planning, it would not be possible to create such [a process] today, even if there were a law... you would not be able to create a culture with each other within five minutes” (Interviewee)

Agency internal to the local government



Legitimacy lost

- Cross-sectoral working group ended because of confusion about the task
- Too much ownership in the climate secretariat
- Visionary leaders as institutional entrepreneurs
- Different sub-cultures
- Lack of shared understanding of the local CC effort and work

Legitimacy gained

- Network approach based on individuals
- Trust building between individuals
- Visionary leaders as institutional entrepreneurs
- Process consultant and focus on process management

Agency external to the local government



- “There is a risk that instead of getting it integrated it will be a new sectoral element in the whole problem solution and in the organization, and I think that is a bit of a shame” (Interviewee)

Agency external to the local government



Legitimacy lost

- (Limited municipal financial budget)

Legitimacy gained

- Narrative on CC as a development field to attract businesses
- Partnerships with businesses on concrete projects
- External funding
- Partnering businesses with other municipal units
- Upgrading communication skills by the use of a process consultant



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So... Are the local authorities
afraid of (climate) **change**?

IT'S LEGITIMATE



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