



INTERNATIONAL HUMAN
DIMENSIONS PROGRAMME ON
GLOBAL ENVIRONMENTAL CHANGE

Science Projects 'Institutional Dimensions of
Global Environmental Change' and 'Industrial
Transformation'



GERMAN POLITICAL SCIENCE ASSOCIATION

Environmental Policy and Global Change section



2005 Berlin Conference on the Human Dimensions of Global Environmental Change

International Organisations and Global Environmental Governance

Berlin-Potsdam, 2-3 December 2005

Conference Programme

THE 2005 BERLIN CONFERENCE ON THE HUMAN DIMENSIONS OF GLOBAL ENVIRONMENTAL CHANGE

International Organisations and Global Environmental Governance

Berlin-Potsdam, 2-3 December 2005

- IS ORGANISED BY The Global Governance Project [GLOGOV.ORG], a joint research programme of the
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Potsdam Institute for Climate Impact Research
University of Oldenburg
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A Science Project of the International Human Dimensions Programme on
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Potsdam Institute for Climate Impact Research
Institute for Environmental Studies, Vrije Universiteit Amsterdam
Environmental Policy Research Centre, Freie Universität Berlin
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CONFERENCE VENUE

The 2005 Berlin Conference on the Human Dimensions of Global Environmental Change will be held in the city of Potsdam near Berlin at the facilities of the Potsdam Institute for Climate Impact Research, Science Park ("Wissenschaftspark") Albert Einstein.

Haus H on the campus of the Wissenschaftspark Albert Einstein

- HS: Hörsaal (Lecture Hall)
- VR1: Vortragsraum (Room) 1
- VR2: Vortragsraum (Room) 2
- VR3: Vortragsraum (Room) 3

Haus A31 on the campus of the Wissenschaftspark Albert Einstein

Cupola (first floor)

Haus A19 on the campus of the Wissenschaftspark Albert Einstein

Conference room (Konferenzraum)



Fri, 2 Dec. 08:00-09:00	Registration					
9:00-9:30	Welcome Addresses: John Schellhuber, Potsdam Institute, and Dieter Lenzen, Freie Universität Berlin					
9:30-10:15	Frank Biermann, Chair, 2005 Berlin Conference, and Vrije Universiteit Amsterdam <i>International Organisations and Global Environmental Governance</i>					
10:15-11:00	Jürgen Trittin, Member of the German Federal Parliament, Germany <i>Reforming International Organisations for Global Environmental Governance</i>					
11:00-11:45	Meet Your Colleagues Session – Extended Coffee/Tea Break					
11:45-12:30	Klaus Töpfer, Executive Director, United Nations Environment Programme <i>Environmental Reform of the United Nations: The Role of the UN Environment Programme</i>					
12:30-14:00	Lunch Break					
14:00-15:30	Panel 1.A—UNEP and the Organisation of International Environmental Governance	Panel 1.B— Organisa-tional Influence Through Information	Panel 1.C—Vertical Interplay Among Inter-national Organisations: The Case of Climate Change	Panel 1.D—New Strategies of Transna-tional Organisations in Global Environmental Politics	Panel 1.E— Organisations and Knowledge Production	Panel 1.F—Fuelling Global Change: Inter-national Organisation, Energy and the Envi-ronment
15:30-16:00	Coffee/Tea					
16:00-17:30	Panel 2.A— International Organisa-tion, the Global Envi-ronment and the South	Panel 2.B—Greening of Regional Organisations	Panel 2.C—Horizontal Interplay Among Inter-national Organisations: Food and Health Issues	Panel 2.D—Legitimacy and Participation	Panel 2.E—Interplay Among International Organisations: Man-agement	Panel 2.F—Theoretical Approaches to Interna-tional Environmental Organisation
17:45-19:00	THE GLOBAL GOVERNANCE PROJECT: FIRST RESULTS Semiplenary			EVALUATING ORGANISATIONAL POLICIES REGARDING THE INTEGRATION OF ENVIRONMENTAL ISSUES AND SUSTAINABILITY Semiplenary		

Sat, 3 Dec.—8:45-9:00						
Registration (continued)						
9:00-10:30	Panel 3.A— Understanding the Environmental Effects of International Organi- sations	Panel 3.B— International Organisa- tions Between North and South	Panel 3.C— Teaching Global Environmental Governance	Panel 3.D—Emergence and Effectiveness of Transnational Organisa- tions	Panel 3.E—Decision- making in International Environmental Organi- sations	Panel 3.F—Public Par- ticipation and Ac- countability in Interna- tional Organisations
10:30-11:00	Coffee/Tea					
11:00-12.30	Panel 4.A—Financing Global Environmental Governance through International Organisa- tions	Panel 4.B— International Civil Ser- vice and the Environ- ment: What Role for Global Bureaucracy?	Panel 4.C—Interplay among International Organisations: Impacts on their Effectiveness	Panel 4.D—Public Pri- vate Partnerships	Panel 4.E—Scientific Assessments Institutions	
12:30-14:00	Lunch Break					
14:00-15:15	NEW DIRECTIONS IN INSTITUTIONAL RESEARCH Semiplenary			TEACHING GLOBAL ENVIRONMENTAL GOVERNANCE Semiplenary		
15:30-17:00	Panel 5.A—The Interna- tional Organisation of Climate Change	Panel 5.B— International Organisa- tions and Human Secu- rity	Panel 5.D—New In- struments and Ap- proaches in Global Environmental Gov- ernance	Panel 5.E—The World Bank and the Quest for Global Environmental Legitimacy	Panel 5.F—Dispute Settlement	
17:00-17:30	Coffee/Tea					
17:30-18:15	Thomas Risse, Director, Centre for Transatlantic Foreign and Security Policy, Freie Universität Berlin <i>New Modes of Governance</i>					
18:15-19:00	Pieter van Geel, Secretary of State for the Environment, The Netherlands <i>Reforming International Organisations for Global Environmental Governance: Concluding Remarks</i>					
20:00	Dinner in traditional local restaurant (by invitation)					

CONFERENCE THEMES

Theme I: Effects and Influences

- 1.A UNEP and the Organisation of International Environmental Governance
- 2.A International Organisation, the Global Environment and the South
- 3.A Understanding the Environmental Effect of International Organisations
- 3.B International Organisations Between North and South
- 3.E Decision-making in International Environmental Organisations
- 4.A Financing Global Environmental Governance Through International Organisations
- 4.B International Civil Service and the Environment: What Role for Global Bureaucracy?
- 5.A The International Organisation of Climate Change
- 5.B International Organisations and Human Security
- 5.E The World Bank and the Quest for Global Environmental Legitimacy

(The sessions in Theme I have been supported by the Volkswagen Foundation, Hannover)

Theme II: Integration

- 1.B Organisational Influence Through Information
- 2.B Greening of Regional Organisation

Theme III: Interplay and Multilevel Governance

- 1.C Vertical Interplay Among International Organisations: The Case of Climate Change
- 1.F Fuelling Global Changes: International Organisations, Energy and the Environment
- 2.C Horizontal Interplay Among International Organisations: Food and Health Issues
- 2.E Interplay Among International Organisations: Management
- 4.C Interplay Among International Organisations: Impacts on Their Effectiveness
- 5.F Dispute Settlement

Theme IV: New Mechanisms/Private Organisations

- 1.D New Strategies of Transnational Organisations in Global Environmental Governance
- 1.E Organisations and Knowledge Production
- 2.D Legitimacy and Participation
- 3.D Emergence and Effectiveness of Transnational Organisations
- 3.F Public Participation and Accountability in International Organisations
- 4.D Public Private Partnerships
- 4.E Scientific Assessments Institutions
- 5.D New Instruments and Approaches in Global Environmental Governance

Theme V: Theory

- 2.F Theoretical Approaches to International Environmental Organisation

Theme VII: Teaching

- 3.C Teaching Global Environmental Governance

FRIDAY, 2 DECEMBER

8:00-9:00 *Registration, "Haus H", Ground Floor*

PLENARY SESSION I

Chair: Frank Biermann, Vrije Universiteit Amsterdam, The Netherlands and Global Governance Project

Room: HS

09:00-09:30 *Welcome Addresses:*

JOHN SCHELLNHUBER

Director, Potsdam Institute for Climate Impact Research, Germany

DIETER LENZEN

President, Freie Universität Berlin, Germany

09:30-10:15 FRANK BIERMANN

Vrije Universiteit Amsterdam, The Netherlands and Global Governance Project
International Organisations and Global Environmental Governance

10:15-11:00 JÜRGEN TRITTIN

Member of the German Federal Parliament, Germany

Reforming International Organisations for Global Environmental Governance

11:00-11:45 **MEET YOUR COLLEAGUES SESSION—EXTENDED COFFEE AND TEA BREAK**

PLENARY SESSION II

Chair: Bernd Siebenhüner, University of Oldenburg, Germany, and Global Governance Project

Room: HS

11:45-12:30 KLAUS TÖPFER

Executive Director, United Nations Environment Programme, Kenya

Environmental Reform of the United Nations: The Role of the UN Environment Programme

12:30-14:00 **LUNCH BREAK**

PANEL SESSIONS

14:00-15.30 **PANEL 1.A—UNEP AND THE ORGANISATION OF INTERNATIONAL ENVIRONMENTAL GOVERNANCE**

Chair and Discussant: Frank Biermann, Vrije Universiteit Amsterdam, The Netherlands and Global Governance Project

Room: HS

BAUER, STEFFEN

Freie Universität Berlin, Germany, and Global Governance Project

Steering Clear of Crisis? A Case Study of Leadership and Organisational Change in the United Nations Environment Programme

When governments prepared for the Earth Summit in Rio de Janeiro in 1992, the United Nations Environment Programme (UNEP) was lauded for having achieved much with little means. The years following the Rio Summit, however, saw a decreasing environmental concern among governments accompanied by a dramatic slump in the reputation of the UNEP which, five years on, led the Secretary General to install a Task Force on Environment and Human Settlements to consider whether and how the programme was worth saving. Since then, the UNEP has recovered considerably well and reaffirmed its position as the United Nations focal point for environmental governance. Moreover, governments are now seen to strengthen the UNEP with some openly promoting its status being upgraded to that of a specialised agency. This paper investigates the causes of this remarkable turnaround, looking at the UNEP as a single case study before and after the implementation of the recommendations of the Task Force. It is argued that both the crisis and recovery of the organisation are inextricably linked to the performance of its administrative apparatus, i.e. its secretariat and the international civil servants who work for it. The case thus substantiates theoretical assumptions that ascribe actor status to international bureaucracies in world politics. While structural and contextual factors provide alternative explanations for organisational change that are also discussed, the empirical evidence indicates that it is the leadership and staff of international bureaucracies that significantly shape the ways and dynamics of organisational change and, ultimately, how it affects the appreciation of the organisation by governments.

ANDRESEN, STEINAR/ROSENDAL, KRISTIN

University of Oslo and The Fridtjof Nansen Institute, Norway

The UN Environment Programme: Achievements and Challenges

This paper builds on findings from the research programme: 'The potential for increasing the effectiveness of the UN in global environmental governance', based at the Fridtjof Nansen Institute in Norway. Both analysts and policy makers disagree on the performance or effectiveness of UNEP, although the critical remarks probably tend to outweigh the praise given to this UN body. We do not attempt to conduct an evaluation of the comprehensive work programme of UNEP but zoom in primarily on its performance in relation to relevant multilateral environmental agreements (MEAs). Our tentative conclusions are quite nuanced. In terms of agenda setting and regime creation the score of UNEP is very high, in terms of governing and co-ordination of relevant MEAs the picture is mixed, but more on the negative side. In terms of the emerging role of UNEP in implementation the picture is bound to be more inconclusive, but there are some promising signs. In explaining this pattern we zoom in on two main explanatory perspectives, the 1) interest and power based perspective and the 2) institutional perspective. 1) the willingness and ability of state members to give UNEP the potential to perform these functions and the 2) ability of UNEP as an institution in its

own right to perform these functions. In the concluding section we discuss room for improvements on part of UNEP and see this in light of the broader discussion of global environmental governance.

IVANOVA, MARIA

College of William and Mary, United States of America

Moving Forward by Looking Back: Assessing UNEP as Anchor Institution for the Global Environment

Many have called for strengthening the global environmental governance system by transforming the United Nations Environment Programme (UNEP) into a more powerful global environmental organisation. Institutional reform, however, must ultimately be rooted in an understanding of where UNEP has succeeded, where it has failed, why that has been the case, and what the leverage points are to encourage better effectiveness, efficiency, and equity. Yet, the debate on global environmental governance reform has artificially divided the academic community into 'friends' and 'foes' of UNEP rather than opening analytical avenues for constructive critique and refinement of theoretical assumptions. In this paper, I examine how UNEP has performed as the 'anchor institution' for the global environment. Anchor institutions are the primary, though not the only, international organisations in certain global issue areas and typically perform three core functions: 1) overseeing monitoring, assessment, and reporting on the state of the issue in their purview; 2) setting an agenda for action and advancing standards, policies, and guidelines; and 3) developing institutional capacity to address existing and emerging problems. These institutions define the problems, develop new policy ideas and programmes, manage crises, and set priorities for shared activities that would not exist otherwise. I identify a set of core factors that impact UNEP's effectiveness and need to be considered seriously both in the theoretical and practical context of organisational reform. Five key questions frame the analysis: Why was UNEP established? Why was it given the form, function, governance, financing, and location it has? How has UNEP performed? How have these core structural factors influenced its effectiveness? What are the theoretical and policy implications? The analysis in this paper draws on extensive empirical research performed by the author and a group of 26 graduate students from the Yale School of Forestry and Environmental Studies.

14:00-15.30 **PANEL 1.B—ORGANISATIONAL INFLUENCE THROUGH INFORMATION**

Chair and Discussant: Klaus Jacob, Freie Universität Berlin, Germany

Room: VR 1

BUSCH, PER-OLOF

Freie Universität Berlin, Germany, and Global Governance Project

The OECD Environment Directorate: The Art of Persuasion

Recent scholarship has questioned the adequacy of the existing organisational framework for global environmental governance. Little research, however, has yet been directed to the questions what the actual effects of international environmental organisations are and how international organisations achieve these effects. The paper explores these questions by analysing and explaining the influences of the OECD Environment Directorate on national and international environmental governance. It directs the attention to the organisation's bureaucracy as administrative apparatus that manages and influences the activities of the collectivity of member states and acts in the international arena to pursue a policy. The framework of the paper, which is part of the MANUS research programme of the Global Governance Project, distinguishes three dimensions of influence: cognitive, normative and executive. Bureaucracies can act as 'knowledge-brokers', as 'negotiation-facilitators', and as 'capacity-builders'. The variables which may explain possible influences are integrated into three clusters: the external problem structure; the polity set by the bureaucracies' principals within which the bureaucrats need to function; and the activities and procedures that the staff of the bureaucracies develops and implements within the con-

straints of problem structure and polity framework. The analysis shows that the Environment Directorate has been able to make an independent contribution to environmental governance and has been particularly successful in shaping public and scientific discourses (cognitive dimension) as well as strengthening international cooperation (normative dimension). Its influence is largely based on the production and distribution of timely high-quality knowledge. In particular, the internal organisation of the knowledge production and the excellent educational background of the staff help to explain the persuasiveness of the knowledge and the resulting influence of the Environment Directorate.

LEHTONEN, MARKKU

Université de Versailles Saint-Quentin-en-Yvelines, France

OECD Peer Reviews as a Tool for Enhancing Good Environmental Policy: Diffusion, Harmonisation, and Coercion All in One?

Diffusion, harmonisation, and coercion are three key mechanisms that enhance the spreading of environmental policy innovations at the international level. The OECD is an organisation that has practically no coercive power, and little capacity to promote legal harmonisation, but a strong potential for promoting policy diffusion through 'idea-games'. Yet, the concept of 'peer pressure' is precisely based on the desire to combine policy diffusion and learning with 'soft coercion' and accountability through moral persuasion, transparency, and public pressure. This paper examines the potential of the 'peer review logic' in combining the three mechanisms, looking more closely at the OECD Environmental Performance Reviews (EPRs). The EPRs influence policies in the reviewed countries through four main pathways. They can i) promote government accountability towards its citizens by enhancing transparency and by stimulating broad public debate; ii) legitimise environmental actors and policies through the support from a prestigious international organisation; iii) enhance policy learning through dialogue and exchange of ideas; and iv) stimulate long-term transformation of 'mental models' by 'socialising' the different actors to the OECD policy doctrine. The relative importance of these pathways depends not only on the review design, but also on the country-specific context, notably the different actors' expectations, worldviews and positions in the networks of power. The OECD peer reviews have succeeded in avoiding some of the negative impacts associated with the more coercive mechanisms, but the absence of innovation and more rigorous, comparative approach compromises the relevance and credibility of the reviews, especially in the more advanced countries with a less conflict-adverse policy style. To remain relevant, the OECD needs—in developing its peer reviews—to be sensitive to the actors' expectations in the reviewed countries, and develop better-structured, innovative analytical frameworks, without however losing its 'comparative advantage' as a forum for 'cool' debates on 'hot' policy issues.

TUINSTR, WILLEMIJN

Wageningen University, The Netherlands

Re-establishing Credibility and Legitimacy of Scientific Assessments in Different Policy Arenas: The Case of UN-ECE LRTAP and the EU CAFE Process

The United Nations Economic Commission for Europe (UN-ECE) has been successful in generating, synthesising, and disseminating scientific knowledge. This is apparent in the initiation, negotiation and further development of the Convention on Long Range Transboundary Air Pollution (CLRTAP). CLRTAP provided a forum that simultaneously co-produced a scientific knowledge framework and a framework for policy making. Taking this co-production as a starting point this paper examines the question whether the scientific knowledge framework produced in the context of one policy arena can keep its credibility, legitimacy and relevance when used in a different policy arena. For example, the European Commission (EC) of the European Union (EU) is using knowledge produced in the context of CLRTAP to develop its own air quality strategies. This paper examines how the roles and division of tasks between scientists and policy makers differ among these two policy arenas and whether this influences the way credibility, legitimacy and relevance are established. To this end, the paper combines an analytical framework to approach effectiveness of scientific assessment

in policy making with the notion of boundary work and co-production of science and policy. The results indicate that the process within the EC differs from CLRTAP in that it uses a more top-down approach, hires consultants and will result in binding targets. At the same time the work of the EC and of CLRTAP are very much intertwined and depended on each other. The EC in the process rather focuses on building legitimacy, whereas it builds its credibility on the credibility established in the work of CLRTAP. Though the process of the EC is top-down, a very important feature in the process both for legitimacy and credibility is the use of bilateral consultations between countries and scientific consultants.

VON GEIBLER, JUSTUS/WISNIEWSKI, JACEK/TÜRK, VOLKER/WALLBAUM, HOLGER
Wuppertal Institute for Climate and Environment, Germany

Governing New Technologies Towards Sustainability: International Organisations in Sectoral Indicator set Development

In the debate on technological innovations, emerging technological opportunities e.g. in information and communication technology, biotechnology or nanotechnology are promoted as a key for achieving global sustainability. At the same time there is a growing body of evidence that evolving technologies do not automatically contribute to a sustainable development. Innovative concepts and methods are needed to assess and govern technology development considering the implications for global sustainability. This paper examines a participatory approach to developing a sectoral sustainability indicator set as means to govern technological innovations towards sustainability. The consideration of agendas and initiatives by international organisations as a basis for the development of criteria for sustainable technological development is presented in a case study: the development and practical application of social sustainability indicators for biotechnological production. First, the paper provides examples on how international organisations aim at promoting more sustainable technological development. Examples are given for major organisations such as the United Nations, European Commission, OECD, NGOs and financial institutions. Then the authors argue for the value of a sectoral indicator set as a crucial basis to monitor and promote a global change towards sustainability. The sectoral approach provides the opportunity for policy formulation and to engage corporate actors in voluntary activities on corporate social responsibility. Next, a methodology highlights how to consider these initiatives in the development of a sectoral sustainability indicator set. Experiences from applying the methodology in practice, where social sustainability indicators have been developed for the biotech sector and integrated in a software tool, will be presented. Conclusions will be drawn on the governance of new technologies towards a more sustainable development.

14:00-15.30 **PANEL 1.C—VERTICAL INTERPLAY AMONG INTERNATIONAL ORGANISATIONS: THE CASE OF CLIMATE CHANGE**

Chair and Discussant: Thomas Gehring, University of Bamberg, Germany

Room: VR 2

HARRIS, PAUL

Lingnan University, Hong Kong

The European Union and Global Environmental Change: Sharing the Burdens of Global Warming

Ethical considerations like equity, fairness and responsibility— notions not usually part of international discourse—are central to efforts to address global climate change. Most economically developed countries, especially in Europe, have started to recognise and accept this proposition. But we can ask whether the EU and its member states are doing enough to share the burdens of global climate change. What ought Europe do given the consequences of its atmospheric pollution for the world? In this paper, Europe's policies and actions on climate change will be subject to practical and normative evaluations. The first section introduces the notion of equitable burden

sharing in the context of global climate change. The subsequent section looks at how these notions of burden sharing arguably should and do apply in this issue area. I then lay out summarily what European countries and the European Union have done and are doing to address global climate change. These actions are then assessed from both practical and normative perspectives. The upshot is that Europe is doing more than any other part of the world to address climate change and to share the burdens associated with it. However, while it can be relatively proud of its actions compared to some other regions, notably North America, it is not doing nearly enough. Both practical and normative considerations point to the need for much more urgent action by Europe to share the burdens of climate change and particularly to direct policies at helping those states and peoples most vulnerable to the impacts of it. The paper concludes with specific policies that the EU and its member states could implement in order to move Europe closer to justifiably sharing the burdens of global climate change.

AMUNDSEN, HELENE/TOMPKINS, EMMA L.

Tyndall Centre for Climate Change Research, United Kingdom

National Level Responses to Climate Change. How Important is the UNFCCC?

International agreements are coming under increasing scrutiny to determine their effectiveness in bringing about changes. This paper reviews the perceived changes that have occurred in different nations in response to the United Nations Framework Convention on Climate Change (UNFCCC), through the myriad lenses of participants of the 8th UNFCCC Conference of Parties. The purpose of the research was to ascertain how the Convention is affecting different countries. Using Oran Young's institutional effectiveness framework a questionnaire was developed and twenty-nine individuals representing delegates, business, environmental and development NGOs were interviewed during October and November 2002, at COP8 in New Delhi. The majority of respondents agreed that climate change was either becoming a priority issue in their country, or was already one. Most seemed to accept the Framework convention as a valid and useful tool, although most indicated that it had a limited role in influencing national behaviour. Respondents identified that future actions to manage climate change risks must focus on both mitigation options and adaptation options nationally, particularly on finding ways to participate in Kyoto Protocol mechanisms such as CDM and JI and on identifying vulnerable groups and sectors within countries to specific threats. The majority of the respondents said that the most important future action was to raise awareness of climate change on all levels—individual, NGO, private sector, public sector and government and to push for behavioural changes. Nationally focus needs to be given to integration of policies between government departments and on external impacts of foreign direct investments. More importantly few respondents identified the need for greater global cooperation to deal with climate change, most focussed on national action.

BETSILL, MICHELE

Colorado State University, United States of America

North American Climate Governance: NAFTA, Electricity Generation and Greenhouse Gas Emissions

North America consumes more than half of all electricity in the industrialised world, and in Canada, the US and Mexico, electricity generation is a significant (and growing) source of greenhouse gas (GHG) emissions. This paper examines the relationship between NAFTA, the electricity generation sector and future GHG emissions in the region. The North American electricity market has experienced rapid change over the past decade in the form of increased trade and rising demand for electricity. The Commission for Environmental Cooperation, the environmental organ of the NAFTA regime, has begun exploring policy options for mitigating the environmental impacts of increased electricity generation in North America. These include regional cooperation to develop an emissions trading regime and to promote the use of renewable energy technologies. This paper will evaluate these policy options in the context of NAFTA's broader goal of opening trade between member states.

ANDONOVA, LILIANA

Colby College, United States of America

Multi-Level Governance: The Case of Climate Change

The international governance system, which has been traditionally centred on states and inter-governmental regimes, is increasingly challenged and reshaped by the insertion of transnational, transgovernmental, and even local actors. Scholars of international relations have also explored the proliferation of transgovernmental, transnational, and public-private governance networks. But relatively little attention is accorded to the interaction between the different elements of the emerging governance systems. The proposed paper will examine the architecture of the global climate change regime, focusing on the emergence of multiple layers of governance and the interaction between these layers. The analytical part of the paper would build on the well-established and richly-theorised concept of international regimes, to explore the new meaning of the concept in the context of the new, more-disaggregated notions of governance. The empirical part will examine at the historical and contemporary record of the climate change regime to determine whether there is a predictable sequence in the emergence of the different layers of the regime. It asks to what is the comparative governance advantage of the different types of institutions and networks? To what extent and under what conditions the new forms of transnational, transgovernmental, and public-private governance complement, compete, or substitute for inter-government institutions and state policies? Could we devise a methodology to chart the effects of each layer of the regime and its combined impact on policies and societies? The issue area of climate change is uniquely suited to pursue the theoretical and empirical inquiry of multi-level regimes since climate cooperation has a rich and evolving institutional history, as well as the potential to touch a great number of actors at all levels of society.

14:00-15.30 **PANEL 1.D—NEW STRATEGIES OF TRANSNATIONAL ORGANISATIONS IN GLOBAL ENVIRONMENTAL POLITICS**

Chair and Discussant: Ingo Take, University of Greifswald, Germany

Room: Cupola

KANIE, NORICHIKA

Graduate School of Decision Science and Technology, Tokyo Institute of Technology, Japan

NGO Participation in Global Climate Policy Decision-making: A Key for Tackling with Stumbling Blocks

The Kyoto regime for climate change has faced with a stumbling block of lack of global participation: global participation is necessary to solve a global problem, but there is a dilemma between the level of commitment and the level of participation. To overcome such a stumbling block is to facilitate and encourage participation. Facilitating participation of non-state actors in global negotiation process not only creates and encourages a sense of responsibility on the side of multi-stakeholders that is important for realisation of de-carbonised society, but it may also influence to alter norms and public opinions of non-Kyoto countries in a long run, and thus can indirectly influence the position of a country. This paper addresses issues of NGO participation in climate change regime building process, and examines new form of environmental governance. It also draws lessons for beyond 2012 institutional design in terms of process management. After conceptualising climate NGOs, this paper identifies six modes of climate NGOs' engagement in climate talks. Those are (1) activist, (2) advisor, (3) observer, (4) legitimator, (5) implementor/monitor, and (6) a hybrid mode. Among the six, the sixth 'hybrid mode' is most deeply examined. This mode is made possible through NGO members' direct participation in multilateral negotiation process by means of a member of national delegation. As this is not done by many countries, I have chosen a few cases such as Denmark, Switzerland and Canada for deeper investigation. It turns out that facilitating such participation can blur the gap between

the government and NGOs, and can create a new form of governance. It also has an effect to facilitate even further participation through likeminded coalition between the government and climate NGOs in the form of interactive diplomacy, which has long-term effect, rather than short-term effect, on climate negotiation process and institution building.

WOLMER, WILLIAM

University of Sussex, United Kingdom

Big Conservation: International Conservation Organisations and the Politics of Ecoregional Science

This paper explores the role of nongovernmental transnational actors in the generation, dissemination and implementation of large-scale, science-driven 'ecoregional', landscape-level conservation planning initiatives, with focus on international transboundary conservation initiatives in southern Africa. This newly dominant global conservation paradigm holds that ecological integrity does and should transcend administrative and national boundaries. 'Ecoregional' conservation at an increased spatial scale cuts across these existing borders to combat habitat fragmentation and 'restore' ecological integrity/connectivity. Essentially conserving biodiversity is best implemented over a greater ecological scale. What this privileging of biophysical over political units means in practice for protected area management is that, increasingly, rather than being boxed into small areas, protected areas are being opened up to create large and newly coherent landscapes and management entities. Some have argued that this shift to landscape level conservation approaches is aligned with a backlash against 'community conservation' that involves and supports indigenous peoples. International conservation organisations are deeply implicated in the rapid and pervasive approach of this new paradigm. In many cases heavily publicised and 'branded' proprietary ecoregional approaches have been given a high profile in attempts to attract investment packages. In practice ecoregional conservation often means states ceding considerable authority and decision making power to international NGOs and other supra-national entities. These initiatives thus raise important questions about the role of international conservation organisations in the globalisation of conservation science and policy—particularly given a perceived lack of transparency and accountability of some organisations. Using examples from southern Africa this paper explores the role of international conservation organisations—and accompanying scientific and economic agendas—in generating, disseminating and implementing ecoregional conservation initiatives and investigates the accountability and legitimacy of these processes.

TIMMER, VANESSA

University of British Columbia, Canada

Greenpeace be Nimble, Friends of the Earth be Quick: The Influence of Agility in the Organisational Effectiveness of International Nongovernmental Organisations

As International Nongovernmental Organisations (INGOs) have become increasingly prominent and influential players in global environmental governance, questions arise regarding their accountability and their effectiveness in creating value, in building legitimacy and support, and in enhancing operational capacity. Efforts to develop performance indicators regarding INGO outputs, outcomes, and impacts have been complemented with indicators that measure the internal organisational strategies, systems and structures that factor into the effectiveness of INGOs. This paper contributes to an emerging literature that investigates the influence of agility on the performance and organisational effectiveness of INGOs. Agility is the ability of an INGO to learn, adapt and adjust in strategic ways while maintaining organisational relevance, quality and reputation. This paper investigates four research questions. First, to what extent can global environmental governance be deemed to be a dynamic process requiring agility on the part of INGOs? Second, what are the factors that characterise an agile INGO? Third, to what extent is the agility of an INGO related to its effectiveness in producing outputs, outcomes and impacts to advance global environmental governance? Fourth, what can be inferred from the relationship between agility and

INGO effectiveness that can be applied to the broader challenge of establishing global governance processes and institutions for managing global environmental problems? This paper addresses these four questions through the analysis of two case study organisations, Friends of the Earth International (FoEI) and Greenpeace International (GPI). With more than three decades of involvement in global environmental governance, FoEI and GPI are appropriate case studies for tracing the long-term influence of agility on effectiveness. This paper aims to contribute to a richer understanding of INGO effectiveness, leading to further elaboration of organisational performance criteria and to the enhancement of INGO strategy.

ALCOCK, FRANK

New College of Florida, United States of America

Conflicts and Coalitions Within and Across the Community of Environmental Non-governmental Organisations

Environmental Non-Governmental Organisations (ENGOs) have been the focus of a considerable amount of research that examines how these actors influence environmental policies and the conditions that allow them to be effective. Less attention has been paid to the diversity of opinions within the ENGO community concerning the content of those policies. There is a tacit assumption in much of the international environmental politics literature that ENGOs are united in their lobbying for environmentally progressive policies and that they stand in opposition to a distinct collection of economic interest groups that resist such policies. This depiction of ENGOs is misleading. For most issues of concern to the ENGO community there are a handful of policy options that states and intergovernmental organisations will consider as remedies. This paper suggests that these policy options typically vary in terms of their underlying ideology. Two important components of this ideology are the core institutional locus of the idealised policy and its primary evaluative criteria. Common institutional loci include states, markets, and communities while common evaluative criteria include conservation, equity and efficiency. ENGOs do not agree with respect to which of these loci and evaluative criteria to privilege. Fault lines and fissures in ideology cut across the ENGO community with ENGOs often finding themselves aligning with a variety of state and non-state actors and in opposition to other ENGOs. While a good understanding of the effects of ENGOs has resulted from close examination of what ENGOs do, this paper will argue that a better understanding can result from a closer examination of what a given ENGO stands for and who it stands with.

14:00-15.30 **PANEL 1.E—ORGANISATIONS AND KNOWLEDGE PRODUCTION**

Chair and Discussant: Bernd Siebenhüner, University of Oldenburg, Germany, and Global Governance Project

Room: VR 3

JAPPE, ARLETTE

Fraunhofer Institute Systems and Innovation Research, Germany

International Organisations in Water Research: Strategies and Constraints for Collaboration, Capacity Building and S&T for Sustainability

An overview on the landscape of international organisations in water research is presented from a science and innovation research perspective. Three cases of international research programmes are compared. (1) The Global Water System Project has been set up recently within the framework of the Earth System Science Partnership and forms part of the ICSU tradition of science-driven international research on global environmental change (GEC). (2) The International Hydrological Programme (UNESCO, WMO) represents the largest UN-activity in water research, starting in 1974 after the 'International Hydrological Decade'. (3) The Challenge Programme on Water and Food is an applied research-funding programme led by the Consultative Group of International Agricultural Research. All three programmes are analysed in terms of their organisational design, membership, funding, disciplinary structures, objectives and evolution over time. Representative and contrasting examples in the field

of freshwater, their juxtaposition illustrates actual strategies and various constraints faced by nongovernmental scientific, UN and intergovernmental agencies promoting international collaboration in S&T for sustainability and capacity development. A distinction of problem domains from Turner et al. (1990, 2001) is used to formulate hypotheses on differential success factors. It is argued that different organisational designs are likely to be successful, depending on whether the environmental changes under research are systemically or cumulatively global. Climate change and related biogeochemical systems are examples of systemic GEC, whereas water and many other environmental and developmental issues are cumulatively global. Research on systemically global GEC tends to be more internationalised and at the same time more concentrated in a smaller number of industrialised countries than research in domains of cumulatively global GEC.

HEALY, STEPHEN

University of New South Wales, Australia

IPCC Cross-Cutting Themes, Organisational Learning and the Resilience of the Climate Regime

The paper analyses the IPCC's deployment of Cross-Cutting Themes (CCTs) using work in organisational theory and epistemology that argue that knowledge is primarily a matter of practices rather than cognitive categories. The resultant emphasis on matters such as cross-organisational communication and the character, quality and contexts of the processes involved is examined for their relevance both for the climate regime and global environmental governance more generally. First introduced in an attempt to better integrate the Third Assessment Report (TAR) CCTs now take a far higher profile in the preparation of the Fourth Assessment Report (AR4). The mixed response the TAR exercise with some authors objecting that such concepts involved value judgments underlines how traditional cognitive conceptions of knowledge impede such integrative exercises. Nonetheless normative considerations remain a significant feature of the extended ensemble of AR4 CCTs and considerable effort and resources are currently being devoted to ensure that AR4 fully reflects them. This paper will argue that optimising the CCT exercise requires organisational design focused upon building capacity across traditional cognitive boundaries rather than being guided by them. However this then becomes not only a matter of policy integration but also of organisational design with consequences for the effects and role of the IPCC. Of particular concern is the intersection between the more nuanced conceptions of knowledge and epistemology they involve and the IPCC's policy relevant but not policy prescriptive role. It is argued that this portrayal of the IPCC is both unrealistic and unreflective of the IPCC's output and primarily a reflection of traditional conceptions of knowledge and of the knowledge/policy relationship understood to result from them. In conclusion the ramifications of these matters for the IPCC's role, the Climate regime and global environmental governance more generally is discussed focusing on how these considerations might better deliver resilience.

THOMPSON, ALEX

Ohio State University, United States of America

Designing an Effective Climate Regime: Agreement Flexibility and International Organisation Capacity

The complexity and political realities of the climate change problem require an approach that is adaptable over time. Borrowing from the rational choice literature on institutional design, I explain the flexibility of Kyoto and subsequent agreements as a rational response to uncertainty and complexity. Specifically, two features of the Kyoto regime supply flexibility: First, the ability to use various policy tools (emissions reductions, sinks, emissions trading, etc), combinations of which can be adjusted over time; and, second, the regime's 5-year renegotiation provision. Both sources of flexibility allow for the possibility of learning and adaptation over time. I argue that treaty design must be considered in conjunction with the functions of related international organisations. I thus consider the role of various international organisation bureaucracies, especially the Climate Change Secretariat, the UN Environment Programme and the World Meteorological Organization, in facilitating adaptation as the regime

moves forward. While these organisations are well designed to collect and disseminate scientific knowledge, they are not effective at gathering information on the costs and benefits of various policy alternatives and strategies of implementation. I thus recommend that they reorient their efforts toward sharing information on policy experiences in order to facilitate an adaptive approach to global climate change management. This will require some new capacity and the establishment of linkages between the international and domestic levels so that policy experiences-by governments at various levels and by private actors-can be widely shared

ECKLEY SELIN, NOELLE

Harvard University, United States of America

Mercurial Science: Global and Regional Interplay and Mercury Policymaking

Mercury is widely recognised by both scientists and politicians as a global environmental concern; however, efforts in recent years to address mercury through a global treaty have stalled. Most recently, at the United Nations Environment Programme (UNEP) Governing Council meeting in February 2005, governments for a second time deferred a decision to begin negotiations, choosing instead to encourage the development of 'partnerships.' Focusing on UNEP as a forum for cooperation and policy-making, this paper examines the institutional and political factors that have led to this stalemate. It examines the institutional interplay between international organisations, national governments, transnational NGOs, scientists, and domestic actors on the mercury issue, across various levels of political scale. The focus of this paper will be the ways in which scientific information has been used by various actors in encouraging or trying to break the stalemate. How have the different actors used scientific information at differing levels of scale, and how has this shaped the issue? Are there conflicts between the uses of science on a regional and international level? To what extent do positions taken on a regional level define or limit options at global level? What role can and should science play in a polarising issue that is relevant both regionally and internationally?

14:00-15.30

PANEL 1.F— FUELLING GLOBAL CHANGE: INTERNATIONAL ORGANISATION, ENERGY AND THE ENVIRONMENT

Chair and Discussant: Lutz Mez, Freie Universität Berlin, Germany

Room: A 19

THOMASSIN, PAUL

McGill University, Canada

International Carbon Trading: Can Different Domestic Institutions Provide a Common Trading Platform?

The Kyoto Protocol identified carbon trading as one of the mechanisms that could be used to satisfy a country's carbon reduction commitment. Carbon trading is also widely recognised to be a cost effective means of carbon reduction. The UNFCCC provides a general framework for domestic carbon trading institutions that have signed the Kyoto Protocol. However, each individual country will design the working rules for their institution. These working rules will have an impact on the transactions that take place and the distribution of benefits and costs in society. The success of an individual country's carbon trading institution will be judged on its workability. The development of an international carbon trading market will require the carbon trading institutions in various countries or regions to trade amongst each other. However, the institutional design of the domestic carbon trading mechanisms may be a barrier to the development of an international carbon trading institution. This could impact the demand and supply of internationally traded carbon credits as well as the efficiency and distribution of benefits and costs across countries. The domestic carbon trading institutions in the EU and Canada will be compared to identify similarities and differences in institutional design. Elements to be included in the analysis are: type of trading system (cap and trade vs. intensity ratio), property right creation, activities covered (industrial sectors), operating rules, initial allocation, price restrictions, and

credit generation. The paper will identify some of the design issues that must be addressed for a workable international carbon trading institution to develop that is dependent on domestic carbon institutions. A link between the international agency (UNFCCC), the interplay between domestic emission trading systems, and the development of an international carbon trading institution will be explored.

HÄMÄLÄINEN, OUTI/KARLSSON, SYLVIA

Finland Futures Research Centre, Finland

Enter Energy for Sustainable Development in Global Governance. The Impact of Hard vs. Soft Law Frameworks on Energy Agendas in the UN System

Until recently there was no explicit governance framework for energy per se at the global level. There has been no UN agency or programme with the overall mandate for energy, nor for its role related to development, environment or sustainable development. There have been no international legal frameworks around energy with the exception for nuclear aspects. Now, however, there are signs indicating that 'energy for sustainable development' is entering the global governance stage. Such signs are coming from both 'soft law' frameworks from the Rio and Johannesburg Summit processes and the Commission on Sustainable Development (CSD)—and indirectly through the Millennium Development Goals (MDGs)—and the 'hard law' framework of the Climate Convention and its Kyoto Protocol. In this paper we address the question whether there are any differences in how hard vs. soft law frameworks for global governance on energy impact the integration of energy in the agendas, policies, programmes and projects of organisations in the UN system. Global soft law is often considered to have low effectiveness in eliciting change particularly at the national level. In parallel it is assumed that global hard law exerts greater influence on the behaviour of nation-states even in the absence of sanction systems. In this paper we instead turn the attention to the impact of these two types law—or institutions—on the global level. Organisations in the UN system should have other incentive structures than nation-states for taking global soft law into account. The analysis uses policy and project documents from organisations including the UNDP, UNEP, UNIDO and the World Bank for the period 2000-2005 and explores how energy is framed in these, what types of global 'law' they are being linked to and how they approach the integration of energy in the three dimensions of sustainable development.

HIRSCHL, BERND/PETSCHOW, ULRICH

Institute for Ecological Economy Research, Germany

Building a Global Renewable Energy Regime: What Can Be Learned from Other Environmental Regimes?

The promotion of renewable energies (RE) is a worldwide crucial challenge. RE contribute to the security of the energy supply as they reduce the use of fossil resources and nuclear energy, thus alleviating dependence on energy imports. They are also a very important future strategy to reduce greenhouse gases, therefore essential to meet the Kyoto-goals, to reduce climate change and to build up a sustainable energy system. The description of the future role and importance show that the policy field 'RE' is deeply embedded in energy and climate policies in general—but it is not that prominent represented in the international arena, especially compared to the institutional settings of the conventional energy industries. RE are not represented by one 'concentrated' organisation or an influential global network. In fact, a distinct lack of coordination and cooperation of activities can be observed, which leads to a lot of inefficiencies. There have been different suggestions on how to improve this situation. The discussion about the right path to gain such a global structure for the successful promotion has begun at the world summit in Johannesburg und especially around the international conference of the 'Renewables 2004' in Bonn. While for example a global agency as part of the UN system presently seems to be far out of reach, solutions like a voluntary 'frontrunner' network of interested states and private actors is discussed more concrete. But what seems to be a realistic, useful and necessary design that meets the needs of the (international) RE industry—and what kind of experiences can give consultancy to this process? The paper wants to analyse the current situation of the emerging global RE regime, discuss the various forms of global

governance mechanism and will compare the situation with former experiences (success, failures, structures) of other (comparable) global environmental regimes.

15:30-16:00

COFFEE/TEA BREAK**PANEL SESSIONS**

16:00-17:30

PANEL 2.A—INTERNATIONAL ORGANISATION, THE GLOBAL ENVIRONMENT AND THE SOUTH

Chair and Discussant: Daniel Compagnon, Sciences Po Bordeaux, France

Room: VR 1

MORETTO, LUISA

University Ca' Foscari of Venice, Italy

Urban Water Governance in Developing Countries: Different Guiding Principles Amongst International Organisations

This paper explores the different models of urban water governance proposed by international organisations for cooperation in developing countries, to assess the rationale and the guiding principles at the basis of their different 'governance approaches'. There can be no doubt that all developing countries are now experiencing a rapid and unprecedented urban growth, which is entailing a rising demand for urban services and especially those concerning water and sanitation. To cope with this pressing requirement, the response of international organisations—notably the World Bank, the United Nations and the European Union—has been represented by the design and implementation of different urban governance and management systems, called to support an equitable and efficient access to urban water supply and sanitation services. The paper starts from the example of access to water and sanitation services in cities of developing countries, to highlight that these different urban governance approaches address the overall issues of poverty reduction and environmental protection but in reality, in certain cases, they also aim to affect and regulate domestic public policies of Third World countries. In particular, it argues that the governance model proposed—and imposed—by the World Bank continues to belong to a neo-liberal policy agenda, which supports above all the global free market and considers, in turn, water and urban services as commodities to be managed through widespread privatisation and market mechanisms. On the contrary, the United Nations and the European Union underline the need for an urban governance system that promotes the ownership of development strategies by developing countries and that rests on the principles of income redistribution, inclusiveness, social equity and human rights.

DOMBROWSKY, INES

UFZ Centre for Environmental Research Leipzig-Halle, Germany

The Design of International River Basin Organisations—A Cross-country Review

In recent years, the concept of Integrated Water Resources Management has been promoted as a strategy for sustainable resource use. There is often an assumption that it is desirable to establish new organisational units, so called River Basin Organisations that are responsible for the integrated management of water within the hydrological confines of a river basin. The set-up of international river basin organisations has also been called for the approximately 260 international river basins worldwide. This study

asks to what extent these policy recommendations are reflected by the existing state practice. It analyses the overall coverage of international river basins with international organisations, and the variety of the institutional solutions chosen. Based on a web-based database of international water treaties, the study identified a total of 85 organisations worldwide. These 85 organisations are analysed for their membership and scope, as indicators for their respective degree of integration. In addition, a total of twelve organisations are analysed in terms of their forms and functions. The study finds that approximately a quarter of all international river basins worldwide have international commissions in place. The majority of these international commissions are bilateral and narrow in scope. The continuum of forms ranges from bilateral commissions without any formal administrative support to river basin organisations with a hierarchy of organs and international secretariats in place. The powers of international river basin organisations tend to be limited, and only one organisation has executive powers. Overall, these findings appear to indicate a gap between policy prescriptions and empirical findings, suggesting that either integrated river basin management is an inadequate concept for international rivers, or that states (so far) lack the capacity to 'get it right'.

WATTS, NICHOLAS

London Metropolitan University, United Kingdom

The Role of the Commonwealth in the International Relations of Global Environmental Change in and for Small Island Developing States

The Commonwealth may be divided into three groupings: the intergovernmental institutions of the Commonwealth, the 53 member states, and Commonwealth civil society organisations (CSOs). The Commonwealth makes a difference to process and outcomes of the international relations of global environmental change for SIDS, especially in facilitating interregional meetings, capacity development, policy transfer and negotiations of international treaties. The Commonwealth Secretariat also supports the Ministerial level Commonwealth Consultative Group on Environment (CCGE), which meets in the wings of UNEP or Commission for Sustainable Development (CSD) meetings for pre-negotiation discussions. The Commonwealth Foundation has an active policy of encouraging capacity development in, and participation by, Commonwealth CSOs. Other Commonwealth institutions support development of partnerships and technology transfer (CFTC, CBC, COL.) The Commonwealth has made a major contribution to process and outcomes in the international relations of global environmental change for SIDS, many of which are Commonwealth states. However, the nature and extent of that difference remains to be analysed. The paper will describe the formal responsibilities of Commonwealth institutions in the IR of GEC, drawing in particular on inputs to the 2002 World Summit for Sustainable Development and to the 2005 Mauritius International Meeting, the follow-up to the 1994 Barbados Programme of Action for Sustainable Development in Small Island Developing States, as well as documentation of the CCGE meetings and Commonwealth institutions follow-up to the CCGE ministers' recommendations. Analysis will be based on Commonwealth primary sources, including interviews with key actors in Commonwealth institutions and from a small number of Caribbean Commonwealth states. The primary focus on the central institutions of the Commonwealth will be supplemented by analysis of regional level cooperation between Commonwealth countries and non-Commonwealth countries; cognate groupings of Commonwealth countries and the role of CSOs at national, regional and international level.

SACHDEV, NEHA

National Law School of India University, India

Reconstructing the 'International Organisation' in the Developing World: A Case Study of India

This paper attempts to look at the current functioning of international organisations dealing with climate change and environmental regulation in third world developing countries in the throes of industrial and technological change. Nowhere are the effects of climate change being felt than in the ever-changing societies of the third world, and climate change is actually being discussed by the common man in such

countries. This paper attempts to shed light on the functioning of international organisations in such a dynamic environment and shows how the current 'isolated' and 'formalist' approach has led to international institutions acquiring a corporate image of greying academics divorced from reality. The paper examines the reasons behind such ineffective functioning of organisations in light of the political, social and economic factors operating in the developing world. It argues that rather than following a globalised and macro-strategy of functioning, international organisations have to 'localise' their approach and understand ground realities to effectively negotiate with the government and state and 'engage in a participatory manner' with non-governmental organisations and the common man. This will lead to firstly effectively influencing policy framing on a micro-level in such countries and secondly help to ensure greater compliance with international obligations of such countries. In proposing a model for change, the needs and arguments advanced, as well as writings of eminent researchers from developing world will be kept in mind. Finally, the paper will apply the model constructed for reform in this paper to the case of India. India, its democratic institutions, active civil society, diversity of people and environments as well as its rapid industrialisation and globalisation present a perfect model to test the above thesis.

16:00-17:30

PANEL 2.B—GREENING OF REGIONAL ORGANISATIONS

Chair and Discussant: Philipp Pattberg, London School of Economics, United Kingdom and Global Governance Project

Room: VR 2

DE MEYER, PIETER

Climate Action Network Europe and Ghent University, Belgium

Climate NGOs and the European Union's Climate Policy. A Case Study of Global Environmental Governance

In studying international environmental governance, the case study of climate NGO's and their relation to, and impact on, the European Union's climate policy is used to demonstrate the growing importance and influence of civil society. After demonstrating the existence of a climate change regime the role of the EU in this regime is assessed. It appears that the EU is showing leadership in the international negotiations and is keeping the process going. The role of climate NGOs is considered important in this. While NGO's should not try to replace governments, they can indeed complement them by keeping on the pressure, by providing them with accurate data and on what is going on in people's mind, and even come up with proposals. In this way, climate NGOs can in an informal alliance with the EU institutions and the member states try to deal with a 'System Failure'. In this system approach, NGOs help bridge some of the democratic gaps and bring politics closer to what people think is important. While getting involved in this process, NGO will try to work together and combine their forces by forming networks; primarily with other NGO's, but there are also possibilities to co-operate with business and even governing institutions. These different relationships can lead to interesting ideas. The EU and its institutions are seen as a good example, where one tries to involve as many stakeholders as possible, each with their own capacities and interests. Looking at the recent push of the EU towards the upcoming negotiations for a second commitment period under the Kyoto Protocol and the clear commitment to a maximum of 2°C rise of temperature, and trying to get more key emitting countries on board indicate at least a strong influence by climate scientists and the rest of the NGO community.

HUAN, QINGZHI

Shandong University, China and University of Mannheim, Germany

ASEAN + 3: A Rising Actor to Frame the Asian Involvement in Global Environmental Governance

It is a fact that, in the East Asian area, there still lacks of a EU-like transnational organisation to coordinate the regional environmental cooperation and participate in the

emerging global environmental governance as a recognised representative. However, based upon a detailed investigation into the origin and up-to-date development of the ASEAN + 3, this article argues that it is rising as the most competitive player to frame the East Asian voice in global environmental governance. This article will consist of three parts. In part one, it will give a short review of formation and development of the ASEAN + 3, which was originated from a regional and informal cooperation mechanism mainly dealing with economic issues in 1992 and received a strong stimulus from the Asian financial crisis occurred in 1997. Section two will focus upon the question of when and how the environmental issue was incorporated into the ASEAN + 3 framework, which took its first steps only in late 1990s and has achieved quite a lot in the recent years. Part three will go ahead to discuss where and how the ASEAN + 3 may move forward in the coming years with a viewpoint of inter-regional or global environmental governance, considering the suddenly increased pressure of reorientation on it to pay more attention to social and environmental issues in the wake of heavy Tsunami disaster of 2004.

OPOKU, CAMILLA

University of East Anglia, United Kingdom

The European Union and the External Dimension of Sustainable Development: Ambitious Promises but Uncertain Outcomes?

Sustainable development is now a fundamental goal of the European Union (EU). In its 2001 Sustainable Development Strategy, the EU itself recognises that sustainable development includes both the simultaneous pursuit of social, environmental and economic objectives within the Union, but also takes into account the effect of EU policies (e.g. the Common Agricultural Policy) on the ability of other countries to develop sustainably, especially those in the developing world. After all, if sustainable development within the EU involves 'exporting' problems to other areas then, by definition, it is not genuinely sustainable in an intra- or inter-generational sense. This link between the so called 'external' and 'internal' dimensions of sustainability represents an ambitious policy objective and sets the EU apart from other broadly comparable political entities such as the US. However, until recently, it has received little political or scholarly attention. This paper examines how the EU has interpreted and operationalised its commitment to sustainable development focusing on the development of the 'external dimension'. It traces the historical evolution of the EU's thinking in this area and identifies a number of underlying drivers behind the emergence of the 'external' dimension. The importance of the EU's relationship, both explicit and implicit, with developing countries is then discussed by examining key policy statements and strategies, as well as the main implementing mechanisms such as the Cardiff process, the Sustainable Development Strategy and new Impact Assessment regime. This analysis reveals that the EU's interpretation of sustainable development has, until recently, mostly focused on its environmental and internal dimensions. Thus far, progress towards addressing the external dimension, which (in the case of the poorest nations) often has more to do with the social and economic pillars of sustainability than the environmental ones, has been slow and partial and somewhat disparate from the Union's development agenda.

CHAMBERS, BRADNEE/TEN HAVE, CLAUDIA

United Nations University Institute of Advanced Studies, Japan

Strengthening International Environmental Governance: A Focus on Institutions at the Regional Level

This paper introduces a new research project of the United Nations University Institute of Advanced Studies, which focuses on examining the role of regional institutions and organisations in international environmental governance. This project forms part of the UNU-IAS' larger ongoing study on the gaps and flaws in international environmental governance. The run-up to the World Summit on Sustainable Development and debate since 2002 clearly signal that there is growing awareness that international environmental institutions must be evaluated and environmental governance must be strengthened. Many studies on international environmental governance reform conclude that it is necessary to shift the scale to the regional level; though few studies

have made this their explicit focus. The purpose of this paper is to set the conceptual scene for a detailed investigation of the current institutional infrastructure at the regional level, and to assess the possibilities and conditions for strengthening regional capacities. To do so, the paper, firstly, offers a typology of regional institutions and organisations that takes variance across regions into account. Some institutions are inside the UN system, some are outside of it. Some are formed explicitly to address environmental governance issues, others are integrating environmental concerns into their working agenda. Some are formalised structures with organisational entities and legal capacities, others are loose and declaratory, often ad hoc arrangements. Some are established bodies with long histories that are evolving through implementation, others are emerging and often take on novel forms. Secondly, since the design of institutions has a profound impact on policy outcomes, the paper explores ways in which various types of regional institutions and organisations can facilitate responsive and integrated approaches suited to a given ecosystem and political context. The paper concludes with policy proposals for promoting coherence across regional institutions, and among regional institutions and global agreements.

16:00-17:30 **PANEL 2.C—HORIZONTAL INTERPLAY AMONG INTERNATIONAL ORGANISATIONS: THE CASE OF FOOD AND HEALTH ISSUES**

Chair and Discussant: Kristin Rosendal, The Fridtjof Nansen Institute, Norway

Room: VR 3

PFISTER, PATRICK

Ludwig-Maximilian University München, Germany

Clashing Arenas or Network Governance? The Challenges of Interplay in GM Food Regulation

Globalisation processes have created new challenges for food and environmental safety, in particular by expanding trade in genetically modified food. In response, new forms of political regulation can be observed which go beyond traditional patterns of governance. These new institutional settings are characterised by a transnational focus, a functional policy orientation and new institutional relationships between state and non-state actors. Established International Organisations like the WTO or the Codex Alimentarius and more recently created arenas like the Biosafety Protocol play a crucial role in this larger transnational policy space. Herein, actors have to deal with boundary issues, scaling aspects and interlinkages, and the question arises whether some forms of network governance evolve. This article investigates the role of International Organisations in GM food regulation at the global level. It describes their particular institutional settings, identifies their functional and institutional interplay and explores how the various state and non-state actors cooperate with these institutions. The paper concludes that the growing political integration in international arenas must be seen as an ambivalent process: Dealing with regulation at the global level effects the importance of International Organisations, but also creates serious challenges for these institutions in terms of institutional capacities and the integration of stakeholders. Far from having a harmonised regulation framework, the actors involved have realised the need for better policy coherence in this field. In sum, the article analyses the core functions of relevant International Organisations in the field of GM regulation. It reveals key challenges in reaching effective and legitimate governance at the global level. The empirical analysis contributes to a better understanding of institutional interplay in a contentious policy field and links the debate on GM food regulation with more theoretical questions of environmental governance.

SELIN, HENRIK

Boston University, United States of America

Global Governance and Chemicals Management: Issues of Institutional Design, Interplay and Effectiveness

Global chemicals management is a central sustainable development issue. At the

World Summit on Sustainable Development in 2002, countries agreed 'to achieve, by 2020, that chemicals are used and produced in ways that lead to the minimisation of significant adverse effects on human health and the environment.' Multiple major international organisations are working toward this goal (including UNEP, IFCS, IOMC, FAO, and WHO), and the international community has created three global conventions that address chemicals issues: the 1989 Basel Convention on Hazardous Wastes, the 1998 Rotterdam Convention on Prior Informed Consent, and the 2001 Stockholm Convention on Persistent Organic Pollutants. Related to the WSSD goal, the international community has agreed on the need for a strategic approach to international chemicals management (SAICM), which is currently being developed through a series of consultations with international organisations, governments and other stakeholders. Looking at issues of institutional design, interplay and effectiveness, this paper examines the current status of global chemicals policy and management, including the roles of the many international organisations and multilateral treaties active in this issue-area. Based on this examination, the paper analyses achievements and shortcomings in global environmental and human health protection from the risks posed by hazardous chemicals to date. The paper ends with a discussion of options for increasing the efficacy of global policy and implementation for hazardous chemicals management.

HÖFER, THOMAS/MEZ, LUTZ

Federal Institute for Risk Assessment and Freie Universität Berlin, Germany

Global Harmonisation of Labelling the Health and Environmental Hazards of Chemicals: The Interplay of International Organisations

Global trade resulted in an increase of different labels for hazardous chemicals. Many of those are not understood by people using different languages and alphabets (including illiterates). In addition, the criteria used by industry to identify health and environmental hazards differ considerably. Therefore, the protection of exposed persons is not warranted. Furthermore, handicaps in trade were observed, when authorities asked for their specific national labelling requirements. In 1992, UNCED, the so-called Earth Summit in Rio de Janeiro, decided a project of all UN organisations and programmes: The Globally Harmonized System of Classification and Labelling of Chemicals (GHS). The system for classifying substances with health or environmental hazards was developed in 1997 to 2001 by the Organisation for Economic Co-operation and Development on behalf of a global Programme for the Sound Management of Chemicals established after the Rio de Janeiro Conference. The International Labour Organization as well as many other United Nations organizations were involved. In 2001, a special Committee under the United Nations Economic Commission for Europe was established to oversee the programme and the resulting guidelines. For marine environmental protection, an evaluation procedure, developed by GESAMP (one of the UN groups) and published by the International Maritime Organization in 2002 was introduced for maritime regulations. This study is an analysis of the interplay of the many international organisations and the involvement of private actors. The policy integration, in particular, the most effective by those organisations that are not primarily active in assessing the environmental and health hazards of chemicals (e.g. the International Maritime Organization being the first in GHS enforcement) is discussed. The political reasons and structural factors behind the delay in the time schedule decided by UNCED in 1992 are evaluated.

THIEL, ANDREAS

Humboldt University Berlin, Germany

Scope for Synergies and Further Development? An Empirically Founded Conceptualisation of Implementation and Environmental Policy Integration and the Related Research Agendas

It is widely accepted that throughout the nineties and similarly for the near future horizontal and vertical Environmental Policy Integration (EPI) is the best suited description of overall agenda of European environmental policy (EEP). This paper starts from and evaluates the understanding that the well-known implementation gap is part of the more general integration gap. Therefore, it aims at clarifying the relation between the

implementation of EEP and EPI conceptually as well as empirically based on an assessment of understanding of EPI in the European Commission. On the basis of this clarification the paper evaluates EPI asking if and exactly in what ways and cases it surpasses the demands made for closing the implementation gap. Secondly, the paper reviews the principal questions, approaches that research on EPI and implementation in the scope of EEP take and its outcomes for identifying what questions need to be tackled and what approaches need to be developed for enhancing the overarching research agenda linked to EPI. As outcome the paper advocates a clarified, empirically grounded understanding of EPI and its potential that positions it in close relation to implementation. Furthermore, it proposes the need for cross-sectoral and cross-level research into what produces the physical environment and to account for power and context in both, research into EPI and implementation. Finally, it makes suggestions for a conceptual framework for tackling this task.

16:00-17:30 **PANEL 2.D—LEGITIMACY AND PARTICIPATION**

Chair and Discussant: Marianne Beisheim, Freie Universität Berlin, Germany

Room: HS

DINGWERTH, KLAUS

University of Bremen, Germany, and Global Governance Project

Private Rule-Making and the South

Some observers associate the emergence of private transnational governance schemes with a democratisation of world affairs – implying that Southern interests are well represented in such initiatives. Yet, others caution that the bypassing of democratically elected governments may further weaken the representation of Southern interests. In the context of this debate, this paper examines to what extent Southern interests have been represented in private rule-making processes beyond the state. It does so by analysing three particular cases of such rule-making – the World Commission on Dams, the Global Reporting Initiative, and the Forest Stewardship Council. The paper first sketches some of the main impacts these private governance schemes have had on Southern stakeholders. Subsequently, it examines how the different processes have defined and delimited their stakeholder groups, how Southern stakeholders participate in the key governing bodies and in the wider governance scheme of the three processes, and to what extent Southern discourses have been able to enter the deliberations on par with 'Northern' or 'Western' discourses. Overall, the paper argues that private governance schemes have a potential to address some of the disadvantages Southern stakeholders are facing in other global rule-making processes. However, while all three processes analysed incorporate innovative participatory elements, they fail to make full use of their participatory potential. Instead, they tend to reproduce some of the imbalances that characterise intergovernmental environmental policy-making.

CELLARIUS, RICHARD A./ELLIS, JAYE D.

Sierra Club, United States of America and McGill University, Canada

Strengthening Participation of Civil Society in Global Environmental Governance

Global environmental governance is too important to be left to the diplomats and politicians with the only outlet for the participation of individual members of civil society being public demonstrations. As international relations agendas expand into areas previously considered to be the domestic jurisdiction of states, such as environmental protection, issues of immediate concern to citizens are increasingly subject to decisions at the international level. The success of policies and programmes at the international level depends on the participation and support of a range of non-state actors. Given the decentralised structure of international law, perceptions that international rules are legitimate are of vital importance to their effectiveness. While the leaders of a few international environmental nongovernmental organisations (NGOs) have access to international negotiations, few of these organisations have a mechanism for

direct member participation. Many other international, regional, and local environmental NGOs do have structures that assure that their members can participate in leader selection and policy development. These can serve as the means or models for broader participation by civil society in international environmental decision-making. This paper describes some of the problems encountered by civil society in gaining access to international decision processes, such as the Kyoto Protocol and the World Summit on Sustainable Development. Application of existing organisational models and new, creative proposals to increase information, access and education must be developed at the global level. These include clearer, non-technical descriptions of the proposals and existing agreements, open processes for selecting representatives who have access to the decision-making process, and increased education both in sustainability principles and international law. We will explore some possible solutions, but most importantly call for increased attention to this basic problem.

HOCHULI, BEATRICE

University of Zurich, Switzerland

The Role of Non-State-Actors in Democratic Legitimacy

One main assumption in the discussion about the relevance of non-state-actors in the development of global governance mechanisms is the potential to manipulate the intergovernmental bargaining processes. Non-state-actors can potentially enhance the democratic legitimacy of international rule making processes. Their participation in agenda setting and implementation can be conducive to stronger transparency and the possibility of controlling intergovernmental processes. In a normative discussion of this type, a systematic analysis of the requirements under which non-state-actors gain participation rights and how they exactly look like, is often neglected. Instead, participation rights of non-state-actors are discussed without considering the conditions of international cooperation (e.g. nation-state sovereignty, conflicts of interest or asymmetries of power). The paper will address this open question. Research will be conducted on two factors influencing participation rights of non-state-actors in the international bargaining process: Actor-relevant factors of non-state actors on the one hand and structural conditions of intergovernmental bargaining processes on the other hand. The focus of the proposed analysis will be the interaction of the two factors with regards to participation forms and –rights of non-state-actors. It is expected that non-state-actors obtain a strategic relevance (i.e. influence on the process) just under certain conditions; otherwise their relevance is limited to an institutional role (i.e. part of the arrangement). The paper focuses primarily on a theoretical explanation of certain hypotheses by discussing the described variables. Its focal point will be the Institutional and democratic theoretical approaches. The analytical considerations will be illustrated with empirical examples from environmental governance.

BÄCKSTRAND, KARIN

Lund University, Sweden

Accountability and Legitimacy of Networked Governance. Public-Private Partnerships for Sustainable Development

The multi-stakeholder partnership initiative announced at the World Summit on Sustainable Development (WSSD) and the Clean Development Mechanism (CDM) projects under the Kyoto protocol signify 'global public policy networks', 'post-sovereign governance' or 'networked governance', concepts receiving theoretical attention in international relations. Partnership networks can be conceived as new forms of global governance with the potential to bridge multilateral norms and local action by drawing on a diverse number of actors in civil society, government and business. The CDM and WSSD partnerships are particularly interesting since they tap into multilateral norms, agreements, targets as well as agendas of international organisations. Both the CDM and WSSD partnerships have been framed as innovative forms of governance that can effectively address the three 'deficits' of global environmental governance: the governance deficit, the implementation and participation deficit. However, the promise of partnerships, prevalent in contemporary global environmental discourse, makes an assessment of the legitimacy of these important, i.e. the effectiveness and accountability of networked governance structures spanning the public and private

as well as global and local divide. This paper evaluates the legitimacy and effectiveness of multi-sectoral partnership networks by comparing WSSD and CDM multi-stakeholder partnerships processes. Do they enhance legitimacy and authority necessary to carry out governance functions? Do they lead to a more participatory and flexible ways of decision-making? Can they be designed to help overcoming deadlocks that are typical of international policy making? We argue that legitimacy—including issues such as public scrutiny, transparency, accountability, clear guidelines for monitoring effectiveness of networks, are critical to the future success of the partnership movement. Furthermore, the success of partnership movements hinges on their interplay with international organisations that function as arenas for coupling partnerships with multilateral norms.

16:00-17:30 **PANEL 2.E—INTERPLAY AMONG INTERNATIONAL ORGANISATIONS: MANAGEMENT**

Chair and Discussant: Stacy VanDeveer, University of New Hampshire, United States of America

Room: A 19

GMINDER, CARL ULRICH
Universität St. Gallen, Switzerland

Managing the Interplay of International Organisations by Using the Method of Organisational Constellation

The paper proposes to apply the innovative systemic method of the 'Organisational Constellation' for managing the interplay of international organisations. The interplay is a complex and dynamic social process between organisational systems. Due to the fact that this process is designed, managed and carried out by human beings, interferences occur in the relationships. The interplay cannot be planned and managed like technical systems. The innovative systemic method of 'Organisational Constellation' is a problem-solving tool to visualise and simulate social systems, in particular the interplay between their elements. It is designed to solve specific concerns within social systems. Concerns can relate to general issues like solving problems or conflicts, like supporting decisions or achieving objectives, like simulating future scenarios. The concern is stated by a person or a group and is also related to him, her or them. The method does not need any paper, yet people. A group of 5-10 people and a trained facilitator is needed. It is practically approved in organisations since the mid-90es, yet the scientific research as well as the exploration for political and societal change processes are still due. The paper will refer on the research results of a project at the Institute of Economy and the Environment at the University of St. Gallen (2003-04). Seven case studies have been generated in a company in order to implement the company's strategy of sustainable development. The focus was mainly on the interplay between the company and its various suppliers of the global textile production chain and their customers and other stakeholders. The paper will transfer the research results to the questions of managing the interplay of international organisations. The author believes that the method can be very useful for political and societal processes in regards to manage the global environmental change.

PARK, SUSAN
Deakin University, Australia

It Ain't Easy Becoming Green: The World Bank Group, Norm Diffusion and Transnational Environmental Advocacy Networks

Constructivists recognise the role international organisations play in not only providing funds, assistance and expertise in given areas of international relations but as diffusing norms throughout the international system, spreading ideas through their actions. The literature on the diffusion of norms within international organisations, however, remains little examined. The aim of this paper is to identify processes of socialisation whereby both state and non-state actors, such as transnational advocacy networks, interact and diffuse norms within international organisations, changing their identities. Using to the World Bank Group affiliates' interactions with transnational environmental advo-

cacy networks as examples, this article demonstrates how of socialisation processes, both direct and indirect, are uneven in shaping international organisation identities within a given area of international relations. Indeed, the processes of 'becoming green' outlined within, exemplifies a constant, ongoing process whereby international organisations, states and non-state actors explore, contest and create norms appropriate for international organisations within the international system.

ORBE, LIBERTY
Philippines

Regional Environmental Management: A Supplement to the International Approach to Environmental Management

There is widespread recognition that environmental concerns cannot be confined to individual states alone. Its transnational nature requires a wider level of response. However, international initiatives have also been proven wanting. In this regard, there is increasing appeal of a regional response to environmental concerns. The study would examine the various levels of response available for environmental management, which are the state, regional, and international levels. This study aims to examine the evolution of these levels of response to environmental management. Moreover, the paper would establish the arguments that led to the search for the different levels of approach to environmental management. This includes the rationale for resorting to an international level of response as well as to a regional approach to dealing with the environment. This paper also aims to present the weaknesses of the international approach, which could be supplemented by a regional approach. Hence, the strengths and advantages of a regional approach will be discussed. In order to adequately illustrate the arguments of the paper, the experience of South-east Asia with regard to a particular environmental problem would be provided as an example. Specifically, the case to be discussed is the ASEAN response to the haze issue.

AVELINO, FLOR/DE HAAN, HANS/VAN DER BRUGGE, RUTGER/VAN RAAK, ROEL
Erasmus Universiteit Rotterdam, The Netherlands

International Networks, Environmental Global Change and Complex Leadership

Society being a complex system, leaders and institutions therein do not create the system but rather are themselves a product of dynamic interactions within that system through a process of aggregation and emergence. As such the theory of complex leadership moves away from traditional top-down governance or direct leadership, and suggests an indirect model of leadership geared towards stimulation of bottom-up behaviour. Even though the slow evolutionary process of variety and selection cannot be controlled, leaders can accelerate it by influencing aggregation through coupling different structures, ideas and innovations. In this paper we will apply the theory of complex leadership to international environmental governance by testing the theoretical propositions on the network of international organisations. The emphasis will be on the distinction between events (e.g. natural disasters) and institutions that give symbolic meaning to those events, and as such can speed up the aggregation process and unify certain movements (e.g. UN discourse and its effect on global environmental awareness). Marion and Uhl-Bien have illustrated the dynamics of complex leadership through an elaborate case study of the international Al-Qaeda organisation, and on that basis they have formulated four propositions on the interaction between leadership, aggregation and complex systems. Despite of the stark content differences between Al-Qaeda and environmental organisations, their network structures show some similarities. Both depend highly on an ideology for global aggregation to occur, even though the content of the ideology differs completely (Fundamentalist Islam in the one case and ecological sustainability in the other case). Furthermore, the Al-Qaeda infamous diffused cell structure is a model of indirect leadership that might be applicable to, for example, the network in which international organisations on different aggregations levels (e.g. the UN and the many smaller NGOs) could interact with each other in the context of global environmental change.

16:00-17:30 **PANEL 2.F—THEORETICAL APPROACHES TO INTERNATIONAL ENVIRONMENTAL ORGANISATION**

Chair and Discussant: Aarti Gupta, Oxfam Netherlands, The Netherlands

Room: Cupola

PULVER, SIMONE

Brown University, United States of America

A 'Public Sphere' in International Environmental Politics: The Case of the Kyoto Protocol Negotiations

The conundrum of international climate regulation is that it exists. Climate change has issue characteristics that pose major challenges to supporters of international climate protection, including the global scale of the causes and consequences of climate change, the complexity of climate science, and the economic importance of fossil fuels. Nevertheless, by agreeing to the 1997 Kyoto Protocol, the international community of states embraced a regulatory trajectory of binding emissions reductions. This article offers an explanation for the environmentalist victory at Kyoto that highlights the enabling role played by the institutional setting of the multilateral climate negotiations. The central argument of the article is that the UN climate negotiations functioned as a Habermasian 'public sphere.' The key characteristic of a public sphere is that decisions must be justified by rational deliberation of the common good and cannot simply reflect the particular interests of powerful actors. According to Habermas, for a political arena to function as a public sphere, it must meet three requisite conditions. First, participants in the public sphere must deliberate as peers. Second, deliberation must focus on the common good and exclude merely private interests. Third, opinion created in the public sphere must be a force to rationalise state power. I demonstrate that the UN climate negotiations embodied these prerequisite conditions. They distinguished themselves from other national and international climate governance arenas in their emphasis on public access and transparency, science-based environmental stewardship, and the shared global interest. Moreover, I demonstrate that the public sphere characteristics of the UN climate negotiations provided environmental supporters of climate protection with an institutional terrain on which they were able to challenge the structural and material influence of private and state actors opposed to action on climate change.

GÖRG, CHRISTOPH

Centre for Environmental Research Leipzig-Halle (UFZ), Germany

Biodiversity Governance beyond Intergovernmentalism and Globalism

This contribution will focus on theoretical questions based upon empirical research about the global regulation of biological diversity. In this field a very complex international regulation system has been built up over the last years encompassing a broad range of international institutions and organisations engaged in a variety of issues: from environment problems (Convention on Biological Diversity) and agricultural questions (International Treaty on Plant Genetic Resources) up to the issue of Intellectual Property Rights (WTO-TRIPS agreement), among others. Looking at this global network, question arises how to analyse these international institutions. Could they yet be grasped as intergovernmental treaties, with national governments as main actors? Or do they represent an emerging level of global action beyond the mere interstate level laying more stress on global actors like NGOs, and IOs ('globalism'). Thus, to estimate the impact of different actors on biodiversity governance makes it necessary gaining more clarity in respect to what exactly means 'international institutions' and the level of action involved. In this contribution, I will introduce a theoretical concept based on materialistic state theory including a change in its basic assumption concerning the internationalisation of the state. Following this concept, intergovernmental negotiations could be understood as a conflict field influenced by different mutual interacting levels with specific actor constellations on each level. International institutions, thus, cannot be grasped as purely intergovernmental treaties but represent an

emerging global level which contributes to the transformation of national states. At the same time, national governments and their respective power still plays a major role in the creation of this global level. Therefore, creating something like a multi-level-governance on biodiversity, means going beyond intergovernmentalism and globalism but taking into account the obstinacy in the logic of action of these levels.

BALSIGER, JOERG

University of California, United States of America

The Duality of Organisations and Policies in Global Environmental Governance

The recognition, interpretation, communication, and institutionalisation of international environmental issues are typically characterised as a linear process based on the analytical sequences of the policy cycle. Correspondingly, the organisational implications along this trajectory are viewed as the direct outcome of a more or less orderly process of negotiation among various types of public, private and non-governmental actors. The emergence of biodiversity loss, desertification, or climate change, for instance, are seen as the driving force behind the creation or designation of the respective institutions mandated to address them. In other words, there is usually a strong presumption that organisations follow policy. My paper argues the exact opposite. It suggests that the crystallisation of a new international environmental regime requires that a particular organisational constellation already be in place, and that this constellation plays a significant role in shaping the developing regime. My theoretical argument is based on a relational ontology that combines the sociology of Georg Simmel, pragmatist philosophy, and policy network analysis. It views the character, or identity, of an international organisation as the intersection of the multiple issue networks it is involved in, and the interorganisational pattern of such involvements as the key mechanism that enables or constrains the appearance and institutionalisation of new international environmental problems. The paper proposes a methodological framework for analysing international regimes from this conceptual angle. It builds on the duality of actors and events, and calls on social network analysis techniques to demonstrate how organisations are constituted by the types of issues they address, while the nature of issues organisations address are a reflection of the types of actors that debate them. The paper concludes with some examples of how the proposed theoretical/methodological framework can shed light on global environmental governance.

PAGE, MICHAEL

The National Centre for Atmospheric Research, United States of America

The Social Construction of Global Warming

This paper explores the ways in which the social construction of global warming as a societal issue is developed and how the relative presence and makeup of this social construction in the public's worldview can be inferred through content analysis. Global warming, as most would know if its social construction has had the intended personal cognitive impact, is the scientifically predicted phenomena of a gradual rise in global mean temperatures due to a rising concentration of greenhouse gases such as CO₂ in the earth's atmosphere. Content analysis, when applied to any or all modes of media communication, can be used as an indirect measure of the level of awareness that a social construction such as global warming has been able to achieve. Content analytic methods have been applied to the analysis of the social construction of global warming as public and scientific understanding has evolved over the past two decades. The results of these studies suggest that, even though this social construction has evolved and grown graver over time, the human behaviours behind global warming have not changed sufficiently to move this issue towards resolution. This indefinite state of affairs warrants a closer look at the social construction of global warming to see if there are changes that might renew the possibility that social constructionism can have a significant and positive impact towards altering human behaviours towards preserving the global atmosphere. A closer look at content analysis might also unveil previously overlooked insights regarding social processing of global warming.

17:45-19:00 SEMI-PLenary SESSION I**THE GLOBAL GOVERNANCE PROJECT: FIRST RESULTS**

Chair: Frank Biermann, Vrije Universiteit Amsterdam, The Netherlands and Global Governance Project

Room: HS

STEFFEN BAUER

Freie Universität Berlin, Germany and Global Governance Project

MANUS—Managers of Global Change

BERND SIEBENHÜNER

University of Oldenburg, Germany and Global Governance Project

Social Learning and International Organisations

KLAUS DINGWERTH/PHILIPP PATTBERG

University of Bremen, Germany /London School of Economics, United Kingdom and Global Governance Project

MECGLO—New Mechanisms of Global Governance

17:45-19:00 SEMI-PLenary SESSION II**EVALUATING ORGANISATIONAL POLICIES REGARDING THE INTEGRATION OF ENVIRONMENTAL ISSUES AND SUSTAINABILITY**

Chair: Martin Jänicke, Freie Universität Berlin, Germany

Room: Cupola

JOHANNE GÉLINAS

Commissioner of the Environment and Sustainable Development, Canada

It's not what they say—It's what they do: Environmental Governance, Performance and the Role of National Audit Offices

KLAUS JACOB

Environmental Policy Research Centre, Freie Universität Berlin, Germany

Ex ante Impact Assessment as a Tool for Environmental Policy Integration

HEINO VON MEYER

OECD, Berlin, Germany

Saturday, 3 December

8:45-9:00 **REGISTRATION (CONTINUED)**

PANEL SESSIONS

9:00-10:30 **PANEL 3.A—UNDERSTANDING THE ENVIRONMENTAL EFFECTS OF INTERNATIONAL ORGANISATIONS**

Chair: Thomas Bernauer, Swiss Federal Institute of Technology Zurich, Switzerland

Room: HS

DREHER, AXEL/RAMADA Y GALÁN SARASOLA, MAGDALENA

Swiss Federal Institute of Technology Zurich, Switzerland and University of Konstanz, Germany

The Impact of International Organisations on the Environment: Evidence From Panel Data

When analysing the impact of international organisations on environmental governance, two main issues arise. First, we have to deal with the question of quantifying the impact of a certain organisation on countries they deal with. Second, the environmental impact of this involvement has to be measured. In this paper we apply modern panel data analysis to do this. We empirically analyse whether and to what extent the presence of international organisations or specific programmes directed to the environment have an impact on environmental governance in a huge number of countries and years. To quantify the impact of an international organisation we construct an indicator for each of the organisations or programmes included in the analysis—the World Bank, IMF, IADB, UNDP, WTO, UNEP, and Global Environmental Facility, among others. In doing this, we take the type of programme implemented, the nature of the underlying conditionality and programme duration into account. We analyse the impact of those institutions on both de jure and de facto measures of environmental quality. The time dimension in our panel analysis allows us to assess the evolution of the environmental impact over time.

GUTNER, TAMAR/VANDEVEER, STACY

American University and University of New Hampshire, United States of America

Evaluating the Environmental Performance of International Organisations

International organisations across the board have devoted considerable attention to addressing environmental issues in their work, at least rhetorically. Yet translating 'green' goals into on-the-ground performance that is quantifiable and effective has proven to be an elusive process, given widespread evidence that IO environmental performance is mixed at best. The literature on IO performance is underdeveloped, as most attention in the field has focused on why states delegate authority to international organisations and whether IOs have autonomy. More recent attention to IO performance appears to be split between those who argue that institutional performance can be best determined by understanding the power politics and interests of an IO's influential state members (or shareholders), and those who look more deeply inside the organisation to understand how its bureaucratic behaviour offers the key to

understanding performance pathologies and accomplishments. This paper argues that both power politics and organisational dynamics must be examined in order to evaluate first, the depth and scope of an organisation's commitment to address environmental issues and second, how that commitment is institutionalised in ways that shape the organisation's performance. Different theoretical strands offer important insights on how to analyse both state and organisational behaviour, but they also have blind spots. In other words, they are useful for explaining certain aspects of behaviour, but unable to address others. The purpose of this paper is to explore the strengths and weaknesses of rationalist- and constructivist-based approaches to explaining IO environmental performance in order to offer a road map for future research on this topic. We envision this paper as the first step of a broader project that brings together a group of scholars to assess the performance of multiple organisations.

SPRINZ, DETLEF

Potsdam Institute for Climate Impact Research, Germany

Future Research on the Effectiveness of International Environmental Regimes

International responses to transboundary and global environmental challenges are often called for as domestic responses, by themselves, would lead to sub-optimal outcomes. Over the past decade, research on the degree to which international treaty regimes have succeeded—or failed—to contribute to lessening international environmental problems has gained prominence. The degree of success that these international treaty regimes have caused is often coined 'regime effectiveness' and reflects a shift in political science and public policy to focus on the output/outcome/impact side of public policy. Efforts, co-pioneered by this author, have also led to a measurement tool for regime effectiveness and engendered a lively, yet focused debate in international journals. The purpose of this contribution is to chart a larger agenda on future research to be undertaken by outlining the issues to be addressed in order to ultimately provide the foundations for structured guidance for public policy makers. The contribution will present: (i) basic measurement techniques (transboundary and global regimes) in brief; (ii) methods to separation and aggregation of regime effects; (iii) measuring regime effectiveness over time; and (iv) research on non-regimes. In order to accomplish these goals, the paper will largely be theoretical and methodological in scope, build on the state of present research, and suggest a range of novel ideas. It presents an agenda for research and will summarize solutions based on ongoing research of the applicant and various collaborators.

9:00-10:30

PANEL 3.B—INTERNATIONAL ORGANISATIONS BETWEEN NORTH AND SOUTH

Chair and Discussant: Andreas Rechkemmer, UNU-EHS, Germany

Room: VR 1

AERNI, PHILIPP/CADUFF, LADINA

Swiss Federal Institute of Technology Zurich, Switzerland

The Consequences of Diverging Transatlantic GMO Regulatory Approaches on the Management of Natural Resources in Developing Countries

The EU and the US differ in their philosophy guiding environmental regulation. The US system is generally characterised as market rule based system, which emphasises the use of Regulatory Impact Analysis (RIA). The EU, in contrast, with the precautionary principle and the principle of sustainability at the core of its policy-making, is considered to have a more risk-averse regulatory stance than the US. The two different regulatory approaches have particular implications for the use of agricultural biotechnology in developing countries. The US encourages developing countries to adopt a permissive approach in regulating GMOs, so that they can make use of its potential economic benefits. The EU, in turn, prefers to export its rather preventive approach arguably to protect consumers and the environment from the potential risks of agricultural biotechnology. We argue that the EU's multilateral approach enabled it to largely shape international regulation of agricultural biotechnology, while the unilat-

eral approach chosen by the US hitherto did not succeed in persuading the rest of the world of the benefits of agricultural biotechnology for the economy, the natural environment and human health. We identify the driving forces behind this development and discuss its possible positive and negative implications for the management of natural resources in developing countries.

LUKEN, RALPH

United Nations Industrial Development Organisation, Austria

The Evolution of the Environmental Activities of UNIDO

The environmental component of the technical cooperation programme of the United Nations Industrial Development Organisation (UNIDO) increased significantly between 1992 and 2004. Before the Earth Summit in 1992, environmental programmes and projects constituted approximately 2 per cent of the technical delivery of the Organisation. At the end of 2004, environmental programmes and projects constituted approximately 60 per cent of the technical delivery. The magnitude and composition of the environmental activities between 1992 and 2004 are described in this paper as well as and describes some of the reasons for the significant increase. Before 1992, the only environmental programme of any note was the water pollution control programme for the leather tanning and finishing sub-sector. During the 1990s, new efforts consisted of the phasing-out of CFCs funded by the Multilateral Fund for the Implementation of the Montreal Protocol; national cleaner production centres funded by several donors; and international water and climate-related projects funded by the Global Environment Facility (GEF). In 2001, planning for the elimination of persistent organic pollutant projects funded by the GEF was added to the environment portfolio. During the early and mid 1990s, there was also a noticeable increase in the incorporation of an environmental dimension in other technical cooperation activities of UNIDO (primarily in selected engineering fields), but this effort had decreased significantly by 1998. Some reasons are then offered to explain the increase in the environmental component of UNIDO's technical delivery; the change in the composition of the types of projects in the environmental portfolio; and the decline in the environmental dimension found in other technical cooperation activities. These reasons touch on the inter-agency competition for funds from the Multilateral Fund and the GEF.

PFAHL, STEFANIE/SCHOLZ, IMME

Federal Ministry for the Environment, Nature Conservation and Nuclear Safety and German Institute for Development Policy, Germany

Capacity Development for International Climate Policy in Developing Countries? A Critical Assessment of Concepts and Measures Carried out by GEF, UNDP, UNEP and GTZ

With the creation of international environmental regimes, capacity development in environment (CDE) has become an important area of international environmental governance and development cooperation. Today, CDE concepts are based on a broad, long-term and integrated approach and strive towards enabling political and societal actors to effectively participate in international environmental policy making, in contrast to the more traditional concept of capacity building aimed at single organisational entities or geographically limited administrative units. The main question of the paper is: to what extent have the capacities of developing countries to address climate change been improved by CD measures implemented in the past? To show the effects of CDE programmes, we analyse the CD concepts, programmes and activities related to climate change elaborated by OECD, GEF, UNDP, UNEP and GTZ. We put particular emphasis on programmes and projects that reflect the cross-cutting dimension of climate change and activities that involve different actors from different policy areas and social backgrounds. The analysis shows among other aspects that most developing countries are still in the process of assessing their capacity needs or developing the skills for evaluating them. They have not yet designed or implemented any measures intended to improve the integration of policymaking in the context of climate change, and as yet have not proactively influenced international processes; many national authorities are disconnected from international processes; this directly affects their ability to formulate and voice their interests in international negotiations

as well as to transpose the international debate to the national level. With regard to effects, the paper shows that CDE is a crucial factor for the implementation of international environmental governance. Clear-cut goals or performance targets are important; however, they ought to be understood as an instrument to facilitate the process of implementation rather than an end in itself.

9:00-10:30

PANEL 3.C—TEACHING GLOBAL ENVIRONMENTAL GOVERNANCE

Chair and Discussant: Kirsten Jörgensen, Freie Universität Berlin, Germany

Room: VR 2

EVERS, MARIELE/URBAN, BRIGITTE/THEIN, KHIN NI NI

University of Lüneburg, Germany

A New Path: National and Global Environmental Governance Education for Mid-career Practitioners

This paper presents the newly established two International M.Sc programmes at the Department of Water Management and Environmental Technologies, University of Lüneburg, Suderburg Campus. The first course is the 'Integrated Water and Soil Management' and the second is 'Integrated Water Resources Management for mid-career professionals in Developing Countries'. The latter is specially designed for women participants. Both programmes include global environmental governance, environmental planning, people-centred decision support system, hydroinformatics as socio-technology, and multidisciplinary project study as new modules among other essential, basic and fundamental subjects. The aim is to give a wider scope and global outlook to the course participants and orientate them with a special focus on global and national environmental governance, in line with the United Nations Decade on Sustainable Development in Higher Education. Also to equip them with appropriate technologies, relevant information and communication methods, technical-and-social-based decision support system and modelling tools. The contents of those modules include, but not limited to, the understanding of global environmental institutions and organisations that respond to the particular requirements of global environmental change, global issues of debate, and their complexity, global causes and impact. Furthermore, the need for interdisciplinary understanding, conflict prevention and resolution, relevant and workable methodologies, tools and best practices for the implementation of multidisciplinary projects at local and international levels have been included. This paper also explains the forming philosophy behind these new developments and reports the state-of-the-art progress so far.

EHRHARDT, KERSTIN

Freie Universität Berlin, Germany

Experiences in Offering Courses on 'Global and National Environmental Governance' in Germany and Tanzania—a Comparison

This paper focuses on the author's experiences in developing and teaching interdisciplinary courses (basic and advanced seminars at the university) on the subject of global and national environmental governance at a German university and a Tanzanian university. The courses were (and are going to be) partly developed and taught in co-operation with local colleagues. The different courses had (and have) quite diverse focus such as e.g. a European/African comparison on environmental governance, a focus on German/Tanzanian comparison, focus on practical environmental protection in both countries, or a focus on particular environmental problems and environmental governance aimed at those. All courses were (are) directed at students with total different backgrounds, the author was (is) for example offering courses for social science and natural science students together. All students with their unique backgrounds are encouraged to interact during course progression and shall work together in developing ideas and understanding of the discussed environmental problems. The paper therefore aims at furthering the discussion in how to set up university courses that are able to provide an interesting course devolution during the courses' progression; to offer basic knowledge on the subject, necessary for those

interdisciplinary students that do not have strong knowledge within e.g. the social sciences basics necessary; but at the same time challenging the students with advanced background. The paper furthermore encourages discussion on interdisciplinary and intercultural learning and teaching and its difficulties and advantages based on the author's European/African experiences.

MEMMLER, MICHAEL/EDER, YVONNE/SCHANZ, HEINER

Institute of Forest and Environmental Policy, Germany

The International Master Programme Environmental Governance

The International Master Programme 'Environmental Governance' launched by the University of Freiburg in 2005/06 provides a thorough understanding of governance mechanisms in relation to the wise use and conservation of environmental resources. It combines the fundamentals of the natural sciences with the complexities of the social sciences. Students acquire knowledge and learn techniques as well as skills necessary to understand, analyse and manage the highly complex, dynamic and often non-linear interactions between ecosystems, economic sectors and societies. The paper is divided into two sections. The first section deals with the concept of environmental governance referring to intricate negotiations on wicked problems between various actors on different levels. Special emphasis is given to the incorporation of different perspectives on environmental issues. The second part describe the formal structure and content of the interdisciplinary study programme as well as the main characteristics and special features of the educational concept such as: the comparative discussion of different analytical frameworks from social, economic and political science perspectives laying special emphasis on the provision of an in depth knowledge of social science theories pertaining to 'Environmental Governance'; the modularised course system which promotes the development of key qualifications and enables students to specialise in a specific area of interest; the integrated case studies through which students using 'tool kits' (e.g. strategic environmental assessments) become familiar with the coordination of negotiation processes in problematic human-environment interactions; the student-organised-events provide the possibility for students to improve their skills by self-dependently conceptualizing and conducting a scientific event with the involvement of external experts; the obligatory internship in international and national organisations, companies, projects and research institutions offers opportunities to apply the acquired knowledge and to establish contacts with potential future employers.

9:00-10:30

PANEL 3.D—EMERGENCE AND EFFECTIVENESS OF TRANSNATIONAL ORGANISATIONS

Chair and Discussant: Thorsten Benner, Global Public Policy Institute, Germany

Room: Cupola

FLANDERS, NICHOLAS/MILLER, ALAN

Corporate Citizenship Facility International Finance Corporation and Global Environment Facility, International Finance Corporation, United States of America

The Impact of Private Sector Financing on Global Environmental Governance

In 2003, ten international banks signed the Equator Principles ('the Principles'), an agreement to abide by the social and environmental safeguard policies of the International Finance Corporation ('the IFC') when funding projects in excess of US\$50 million. Currently, 30 banks and financial institutions subscribe to the Principles, representing over 80% of the globe's project finance capital. In effect, a system of social and environmental global governance has appeared separate from, but linked in principle to, formal agreements among states-party. The IFC is now evolving its safeguard policies into a new set of performance standards that any lender or company can implement, though they will still be mandatory for the IFC projects. These principles are, however, just one stage in the evolution of global incentives towards best social and environmental practice. A growing body of evidence suggests that good social and environmental practice also means stronger financial returns. New financial products are evolving take advantage of these returns. The IFC, for example, is not just

relying on its safeguard policies to promote improved environmental performance, but also on technical assistance and innovative private sector investments to demonstrate that a business case exists for best practice. While these currently are part of a special unit, the intent is to mainstream these offerings into the regular investment departments. This paper will describe the roles that private sector finance is playing in global environmental governance. It will also look at the potential trajectory of market-based solutions to global environmental problems.

EBELING, JOHANNES

Oxford University, United Kingdom

The Effectiveness of Transnational Certification Organisations: Can the Forest Stewardship Council Compensate for Poor Environmental Regulation in the Tropics?

The Forest Stewardship Council (FSC) was founded by civil society actors in response to the perceived failure of governments to tackle a pressing global problem: the loss and degradation of tropical forests. Forest certification provides international civil society with a tool to promote sustainable forest management by relying on markets instead of governments. The FSC is an example of a private standard-setting organisation and is regarded by many to be one of the most innovative institutions of global environmental governance. Its success, however, has been mainly limited to northern industrialised countries, casting grave doubts on the organisation's effectiveness to protect tropical forests. The paper examines some of the obstacles the FSC faces in achieving adherence to its regulations in the South. It thereby complements existing literature on forest certification that is mainly concerned with the FSC's success in OECD countries (e.g., Cashore et al.). Two case studies, Ecuador and Bolivia, provide the empirical focus of the paper. The qualitative analysis of both cases reveals that the success of forest certification—although it constitutes a market-based approach—depends on policy-related factors. While markets provide the incentives, government regulation is crucial in determining the costs of certification. For example, when conventional timber extraction is very cheap due to a poor enforcement of environmental laws, there are high opportunity costs attached to switching to sustainable forestry practices. In sum, the paper argues that the focus on industrialised countries has led scholars to neglect the importance of government policies for the effectiveness of non-state market-driven (NSMD) governance systems. As a result, a re-evaluation of the relationship between public and private organisations might be crucial for protecting the global environment.

PATTBERG, PHILIPP

London School of Economics, United Kingdom, and Global Governance Project

Transnational Organisation(s) as Governance: A Comparative Analysis of Private Rules Beyond the State

Organization, as a key concept for understanding the current global order, does not only exist on the international level, but increasingly manifests itself on the transnational level, too. Transnational organization has many sources and appears in many forms. As a relatively recent phenomenon, transnational rule-making processes could be considered the most apparent expression of the shift from state-driven politics and intergovernmental cooperation to non-state-driven governance in world affairs. In recent years, a number of rule-making processes have emerged around issues of global sustainability politics. However, most research on non-state actors and their roles in environmental politics has focuses on rather traditional forms of policy-making firmly directed towards states and embedded in the inter-national paradigm. This paper contributes to the conference theme by assessing the roles and functions that transnational forms of organization perform in world politics. As most research in this field has hitherto focused either on instances of business self-regulation or public-private cooperation, this contribution takes a closer empirical look at those forms of transnational organization that include both the profit as well as the non-profit side of transnational society (business co-regulation). While the first part of this paper introduces the concept of transnational organization as governance, the second part discusses the possibility of assessing the influence of governance arrangements and theoretically

distinguishes between three different mechanisms of transnational governance, namely regulative, cognitive, and integrative governance. Subsequently, the third part comparatively analyses the Forest Stewardship Council (FSC) and the Coalition for Environmentally Responsible Economies (CERES) as two examples of transnational organization(s) with regards to their roles and functions in global environmental governance.

BULKELEY, HARRIET

University of Durham, United Kingdom

Hybrid Networks and the New Politics of Climate Change

As questions are raised over the effectiveness of current international and national strategies to address climate change, the significance of alternative forms of governance is emerging as a critical issue. In the climate change arena, 'hybrid' networks which bring together states, sub-national governments, private sector actors, and non-governmental organisations in pursuit of greenhouse gas emissions reductions are emerging. One case in point is the 'Renewable Energy and Energy Efficiency Partnership' (REEEP), launched by the UK government in 2002 as one of a number of 'partnership' initiatives endorsed at the World Summit on Sustainable Development (REEEP 2004). Another example is the Climate Group, established in 2003, whose purpose is to establish a 'global, solutions-oriented reducers movement', including the UK government, US and Australian state governments, municipal governments and financial sector organisations. These developments mark a profound shift in the governing of climate change, away from state-based, hierarchical international agreements, towards more hybrid and network forms of governance. Through the exchange of knowledge, providing funding, and by creating rules and codes for action, such networks seek to mitigate climate change. However, questions remain as to how such networks can be conceptualised and, in particular, how governing is conducted within networks and their influence on climate change politics and policy. This paper aims to develop a framework within which such new forms of global environmental governance can be conceptualised. Drawing on empirical field research in Australia, the UK and the US, the paper will examine the effectiveness of such governance arrangements both in terms of the generation and sharing of new knowledge about the policy problem of climate change, and the implementation of specific measures and policies through the network. In conclusion, it will reflect on the implications of these findings for understanding global environmental governance.

9:00-10:30

PANEL 3.E—DECISION-MAKING IN INTERNATIONAL ENVIRONMENTAL ORGANISATIONS

Chair and Discussant: Otto Keck, University of Potsdam, Germany

Room: VR 3

PLOCHER, ISABEL

University of Bamberg, Germany

Problem-adequate Decisions Through Delegation? The Complex Decision-making Procedures of the Clean Development Mechanism and the Global Environment Facility

The paper will deal with the decision-making procedures of two international regimes with a comparable aim: the Clean Development Mechanism (CDM) of the Kyoto Protocol and the Global Environment Facility (GEF). Both enable environmentally friendly projects in developing countries with financing from developed countries. The central thesis is that complex decision-making procedures redefine the scope of action open to the actors. Through functional delegation decision-making chains are built. For the actors to be able to work together in such a complex system, it is necessary that they give reasons for their positions and decisions. For this, consensus-oriented arguing is a more adequate way of communication than bargaining. Only interests that can be justified with given criteria have a chance of influencing the

outcome. Thus, decisions taken in such a way tend to 'better' reflect the community interest—only really environmentally friendly projects are accepted. This context is the theoretical concept that will be described in the first part of the paper. The second section of the paper contains the application of this approach: It will give a theory-guided analysis of (a) the CDM-procedures and (b) the GEF-procedures. This shall explore whether there is scope for bargaining or whether the institutional design stimulates arguing and problem-oriented decision-making. In both regimes there is functionally differentiated delegation to experts and in the case of the CDM to independent entities. The different actors have to decide according to tight criteria, which enhances the chances that only projects that contribute to environmental protection are approved. In a final part of the paper it will be attempted to compare the findings on the regimes, their actors, the degree of differentiation and the quality of the criteria, in order to enable a detailed discussion of how and under which conditions the described effects come into place.

RUFFING, EVA

University of Bamberg, Germany

Reasonable Decisions Within CITES: Which Role for Procedures?

CITES restricts the trade in endangered species that are listed on one of the agreement's appendices. The listing procedure is highly differentiated and complex. All listings have to be in line with existing listing criteria. Listing decisions are prepared in a differentiated consultation-procedure and finally adopted by the Conference of the Parties. Besides states, the CITES-secretariat, scientific committees and interested international organisations are involved. This paper addresses the question of whether, and how, the CITES listing procedure exerts influence on the quality of listing decisions. The first section of the paper develops the theoretical framework. I argue that differentiated decision-making procedures generally limit the influence of parochial interests and thus foster reasonable decisions if they meet the following requirements: actors set sensible criteria for all further decisions and the structure of the procedure commits them to these criteria. If the commitment becomes effective, all actors involved in a differentiated decision-making procedure are forced to justify their arguments against the criteria. They will be able to influence the final decision only, if they find arguments that are convincing in light of these criteria. So, actors have strong incentives to change their mode of communication from power-based bargaining to arguing. If the criteria are problem-adequate, reasonable decisions can be expected. In the second section, the theoretical concept is applied to CITES. In particular, two questions are addressed: first, whether the listing-criteria are problem-adequate, i.e. not negatively affected by parochial interests; and second, whether the listing-procedure is capable of binding the different actors involved to the listing-criteria. I argue that the listing-procedure can commit the actors effectively, if sufficient scientific information about a species is available, but that it fails to commit them in the absence of reliable information. In the third section, this is illustrated with two brief case studies exploring listing decisions.

FLEJZOR, LAUREN

London School of Economics and Political Science, United Kingdom

How Has Political Strategy Failed in the Global Forest Policy Arena?

A critical milestone has just passed in the global forest policy arena. Negotiators at the UN Forum on Forests have failed to agree to a new global forest policy, which was largely based on a political strategy developed over a ten-year period. Over the last ten years, four other multilateral forest-related organisations have undergone successful strategic re-orientation of their operational strategies and policies. If successful examples of strategy re-orientation exist at the multilateral level, then why and how did the recent UN Forum on Forests re-orientation process fail? What influenced this outcome? How did its formation differ from the successful re-orientation processes? The analysis of the UN Forum on Forests strategy and policy on forests is more than one of institutions and negotiation outcomes. The UN Forum on Forests and its predecessors have a hierarchical structure not unlike other international public organisations, which builds the case for studying the recent global forest policy outcome using theories of

strategic policy change in organisations. Specifically, this study tests a punctuated change model in international organisational policy and strategy. It explains why strategic shifts have been more incremental than transformational in the global forest policy arena over the last ten years. The data gathered for this study is analysed using a qualitative, comparative case study methodology. The empirical data will be explained using qualitative diagrams, to show how and why feedback occurred and explain causality in policy and strategy processes and outcomes. The result of this study suggests that the UN Forum on Forests will need to adjust its strategic approach in the future to achieve more successful strategy and policy outcomes. Specific recommendations for such adjustments will include reform of current organisational governance structures and improvements in stakeholder engagement.

9:00-10:30 **PANEL 3.F—PUBLIC PARTICIPATION AND ACCOUNTABILITY IN INTERNATIONAL ORGANISATIONS**

Chair and Discussant: Julia Steets, Global Public Policy Institute, Germany and Norway

Room: A 19

LAZDINIS, MARIUS/VAN DE VELDE, JOOST/ZIMMERMANN, WILLI

European Commission, Belgium and Swiss Federal Institute of Technology, Switzerland

Participation of Stakeholders in Supranational Governance: Case of the EU Forest Policy Network

This paper will present main competences of the European Community in the field of forest policy, which largely is under the competence of the Member States. The general principle of subsidiarity and the concept of shared responsibility must be respected in the Community-level forest management related actions. In line with these principles, legally non-binding EU Forestry Strategy was adopted in 1998, which is the only policy document in a coherent way addressing forest-related issues on a Community level. A White Paper on European Governance, adopted by the European Commission in 2001, outlines five principles, which underpin good governance: openness, participation, accountability, effectiveness and coherence. More generally, principles of openness, participation and transparency have been advocated in environmental governance already for quite a while. This year, the Commission has reported on the implementation of the EU Forestry Strategy of 1998. In respect of the principles of good governance and to ensure a balanced representation of all important issues, in the reporting extensive consultations with the Member States and with stakeholders took place in the relevant Commission committees and advisory groups, complemented with an open internet-based stakeholder consultation. This paper will review the existing institutionalised mechanisms for stakeholder participation in EU-level forest policy network, also considering a recently completed consultation exercise—the internet-based stakeholder consultation. The discussion will address questions such as: whether open consultations are an effective feedback process or the existing institutionalised mechanisms would be sufficient; is there a need for more or different mechanisms for stakeholder participation in governance in EU forest policy network?

SIRG, KADRI

Pace University School of Law, United States of America

Transparency and Accountability: Collaborative Problem Solving in the World Bank

Public involvement in the World Bank's lending for projects focuses on information sharing. Environment and communities alike are affected by the Bank's failure to engage public into a dialogue—collaborative problem solving about controversies of projects. The Bank could promote collaborative approach between itself, borrower and people affected throughout a project cycle. Implementation of safeguard policies covering project's unintended adverse effects on third parties and the environment is one point of interference. Application of the World Bank's management poli-

cies on project monitoring, evaluation and supervision offers another opportunity for collaboration. The lack of meaningful opportunities to participate in the Bank's activities is often cited as a reason for bringing requests to the Inspection Panel. Collaborative problem solving would be consistent with the Inspection Panel's work rules. The Panel is a three-member body created in 1993 to provide an independent forum to private citizens who believe that they or their interests have been or could be directly harmed by a project financed by the World Bank. The paper makes concrete proposals for integrating collaboration to the Panel's work rules. Collaborative problem solving could be part of the Inspection Panel's investigation methods like fact-finding. Collaborative problem solving would add value to the Panel's operational procedures innovation and fluidity. Collaborative problem solving would be next step moving further from sharing of information to more substantive dialogue between the Bank and borrower and people directly and adversely affected by a financed project. It would help to improve the quality of assistance projects and programmes as well as increase the transparency and accountability of the Bank's activities.

VERDUZCO CHÁVEZ, BASILIO

Universidad de Guadalajara, Mexico

Creating Publics to Decide and Making Alliances That Work: How Policy Designs Shape Public Participation to Influence the Work of International Organisations in North America

This essay analyses the effects of the policy designs that created the North American Commission for Environmental Cooperation (CEC) and the Border Environment Cooperation Commission (BECC) on the emergence and participation of Non Governmental Organisations to influence policy within the framework of cooperation negotiated in parallel to the North American Free Trade Agreement. The study is based on interviews conducted among members of non-governmental organisations (NGOs) working on environmental issues in North America and analysis of documents produced by CCA and BECC such as guidelines for public involvement in policy making and reports of the progress made in bringing the public to influence policy. The study shows that the creation and work of these international organisations has resulted in two major outcomes that lead to a differentiation in the level and scope of public involvement in North America. These outcomes are, first the emergence of a particular form of NGO focused on influencing policy rather than expanding public participation, and a rapid process of coalition formation among less experienced community groups and more experienced international NGOs. The paper shows that both outcomes are the logical result of the way public participation has been framed in the statutes that created CEC and BECC in areas such eligibility and process of public engagement.

GEMENNE, FRANÇOIS

London School of Economics and Political Science, United Kingdom

Climate Change and Forced Displacements: Towards a Global Environmental Responsibility?

An important part of the human impact of climate change will be the forced displacement of populations, especially in low-elevated regions, such as islands, coastal and deltaic areas. Particularly at risk is the small atoll of Tuvalu, in the South Pacific Ocean, which is lowest-elevated state, and whose very existence is threatened by sea-level rise. The people of Tuvalu have reluctantly accepted the idea of relocation, and have started moving to New Zealand, under the terms of a negotiated migration scheme. Australia, which has not ratified the Kyoto Protocol, has refused to receive migrants from Tuvalu, and is now accused of 'eco-terrorism' by the authorities of the sinking atoll. Global warming is expected to force millions of people to relocate, and this paper looks at the possibilities of international cooperation in addressing this issue. Building on the case study of Tuvalu, it examines how a global environmental responsibility could be shaped and how the burden and responsibility of climate change-induced migrations could be shared and allocated. What could be the role of international organisations in this process? How can they provide a framework for a burden-sharing scheme? While the Kyoto Protocol provides an example of a burden-sharing scheme for the curbing of greenhouse gases emissions, such schemes are

needed to meet the human cost of climate change such as the resulting forced migrations. Using the case of Tuvalu as a starting point, this paper tries to imagine which means of international cooperation, within international organisations, could provide a new global public good: the protection of climate change 'refugees'.

10:30-11:00

COFFEE AND TEA**PANEL SESSIONS**

11:00-12:30

PANEL 4.A—FINANCING GLOBAL ENVIRONMENTAL GOVERNANCE THROUGH INTERNATIONAL ORGANISATIONS

Chair and Discussant: Aarti Gupta, Oxfam Netherlands, The Netherlands

Room: VR 3

MULLER, FRANK G.

Concordia University, Canada

The Global environmental Facility: A Green Band-Aid Solution?

At the Earth summit in Rio, industrialized countries and developing countries committed themselves to the goal of "establishing a new and equitable global partnership". It seemed that the international community made a serious effort by establishing "transfer payment funds" in various international environmental agreements e.g. the Global Environmental Facility. A reality check, however, reveals that GEF is a flawed mechanism for transferring funds from ICs to DCs. Blaming GEF and/or even closing it, is not the solution. GEF only mirrors the hypocrisy of the international community. For GEF to have a substantive impact on the World Bank's mainstream lending activities and the national development strategies of ICs and DCs, GEF has to become successful in its efforts to change the awareness of the international community that environmental concerns are essential components of economic development and not a mere "add-on". Since GEF is not the institution that can propagate the paradigm of "ecological sustainable economic development" – or in other words: this little tail cannot really wagging the global neo-liberal/conservative dog.

WASHINGTON-OTTOMBRE, CAMILLE/WEBER, JAQUES

Purdue University, United States of America and Institut Francais de la Biodiversite, France

Incorporating Companion Modelling Into Environmental Projects of International Organisations

This paper demonstrates that by incorporating 'companion modelling' into environmental governance projects, international organisations could expect more sustainable tradeoffs in resource management. 'Companion modelling', which associates agent-based modelling with role-playing games, seems to be particularly applicable to complex systems. Our analysis of twenty case studies in developing countries shows that, since the 1970's, inter-governmental and non-governmental international organisations' environmental projects have been based on a common paradigm of representation. International organisations have appropriated the dominant economic paradigm; that internalisation of the full external costs of natural resource use through market and other policy instruments is the only way to improve environmental quality. Some projects that focused on property rights' allocation have had a positive and sustainable influence on resource management. But in many others, such costly policies had counterproductive results for their objectives such as deeper renewable resource degradation and scarcity, local population exclusion, escalation of local dis-

putes, and a concentration of resources and power. We argue that these projects could be sophisticated by taking into consideration access rights and institutional designs. International organisations should favour tools that impact decision-making processes in the interest of establishing sustainable access rights and institutional designs. 'Companion modelling' facilitates local decision-making in dealing with the use of renewable resources. These tools are particularly appropriate to represent dynamic and complex systems and to explore and simulate realistic hypotheses of renewable resource management. Our analysis of ten cases show that on each field where experiments have been undertaken, 'companion modelling' had a decisive effect on collective decision-making. Therefore, this paper provides a general methodology of 'companion modelling' addressed to international organisations to foster sustainable uses of renewable resources.

WRIGHT, CHRISTOPHER

London School of Economics and Political Science, United Kingdom

Investigating the Discursive Power of Multilateral Financial Institutions—The International Finance Corporation and the Emergence of the Equator Principles

This paper investigates the role of multilateral financial institutions in shaping the content and institutional design of global environmental governance. It considers the International Finance Corporation's (IFC) role in the emergence of the Equator Principles, a voluntary code of conduct aimed at private multinational banks that stipulates why and how environmental and social concerns should be considered in the preparation and implementation of project finance loans. The IFC's direct influence on the Equator Principles manifested itself in three ways. First, it convened and encouraged an initial pool of multinational banks to discuss environmental and social management issues, which eventually led to the launch of the Equator Principles in June 2003. Secondly, the framework's specific provisions are directly derived from the IFC's own environmental and social policies and procedures. And thirdly, by virtue of the Equator Principles, the IFC has effectively become an environmental and social standard-setter in the global project finance market, as signatory banks are expected to harmonise their practices in accordance with any future revisions or updates of the IFC's policies and procedures. More importantly however, the emergence of the Equator Principles also provides an example of the growing discursive power of multilateral financial institutions, in this case the IFC's ability to significantly shape the terms upon which environmental and social dimensions of privately-financed investment projects are understood, debated and resolved, and determine the appropriate role of financial institutions in addressing them. While having their credibility continuously challenged by environmental advocacy groups, the IFC's policies and procedures nevertheless enjoy considerable legitimacy, and came to define how private multinational banks harmonised their environmental and social practices. The paper argues that this form of knowledge-based power will become increasingly significant, as multilateral financial institutions continue to embrace a development agenda that emphasises knowledge generation, management and diffusion.

11:00-12:30

PANEL 4.B—INTERNATIONAL CIVIL SERVICE AND THE ENVIRONMENT: WHAT ROLE FOR GLOBAL BUREAUCRACY?

Chair and Discussant: Steinar Andresen, University of Oslo, Norway

Room: cupola

BAUER, STEFFEN/BUSCH, PER-OLOF/SIEBENHÜNER, BERND

Freie Universität, University of Oldenburg, Germany, and Global Governance Project

Convention Secretariats and Global Environmental Governance:

Administering 'Our Common Future'?

Embedded in the interdisciplinary qualitative research framework on organisational effectiveness of the MANUS programme of the Global Governance Project, this paper

explores the specific role of treaty secretariats—conceptualised as a distinct type of intergovernmental organisations—in international environmental politics. Although the relevance of bureaucratic actors in international negotiations, rule-setting and implementation has been acknowledged by a number of scholars, social science research still lacks theoretical distinction and empirical scrutiny in understanding just when and how intergovernmental organisations affect these processes in the international arena. In international environmental governance, in particular, the number of intergovernmental treaties has soared in the past decades, thus rendering it a highly dynamic and interesting area for social science research. Theoretically and methodologically, the paper employs organisational theories and sociological institutionalism for qualitative case study research. Empirically, the paper assesses variances at the outcome level of four environmental treaty secretariats, namely the secretariats to the Montreal Protocol on Substances that Deplete the Ozone Layer, the Convention on Biological Diversity, the UN Framework Convention on Climate Change and the UN Convention to Combat Desertification. While the organisational design of all four secretariats is similar, their institutional histories and political influence differ markedly. Our research addresses in particular the variation in the normative outcome of the secretariats' activities, i.e. its rule-setting functions. From a larger set of variables the paper emphasises the salience of autonomy and authority as well as leadership in exploring intergovernmental treaty secretariats' capacities to influence rule-setting and compliance in their respective treaty regimes.

CAMPE, SABINE

University of Bremen, Germany, and Global Governance Project

Acting without Autonomy? The International Maritime Organisation and Global Environmental Governance

Intergovernmental organisations are the sum of their member states' interests. Hence, they cannot be grasped as actors in their own right, but as agents that fulfil the will of their principals—reads a functionalist concept of intergovernmental organisations. On the contrary, approaches of sociological institutionalism argue that intergovernmental organisations can indeed influence the outside world. Over time, they may develop a peculiar organisational culture and amplify their autonomy vis-à-vis their member states. Drawing on a case study on the International Maritime Organisation (IMO), in this paper I argue that intergovernmental organisations can indeed shape policy outcomes. Paradox at first sight, this can be traced back to the low autonomy of the IMO secretariat. Member states rely on the IMO secretariat as an honest broker because they did not provide it with significant powers. This very lack of autonomy allows IMO secretariat staff to influence negotiation outcomes. This paper draws on a case study on the International Maritime Organisation (IMO), which was set up as a UN agency responsible for safe and secure shipping and marine pollution prevention. A special focus lies on the negotiations on the Convention to Control Harmful Anti-Fouling Systems on Ships (AFS convention), for which nine expert interviews were conducted and official negotiation documents were analysed. In addition, an international stakeholder survey was carried out. This study is part of the MANUS research programme of the Global Governance Project, which assesses the effectiveness and learning of nine intergovernmental organisations in the field of the environment.

VAN LEEUWEN, JUDITH

Wageningen University, The Netherlands

The Global Environmental Governance of the Dumping of Waste During Shipping

To understand the role of international organisations in global environmental governance, most International Relations authors turn to regime theory. Two leading authors within regime theory, Robert O. Keohane and Oran Young have strengthened the study of international organisations and international environmental problem solving. However, one can argue that regime theorists still tend to focus on the role of the state within international organisations. This state-centric perspective seems to be inconsistent with the innumerable examples of public-private and private initiatives in the governance of global environmental risks. In order to break away from this persistent habit

of focusing on the state James N. Rosenau pushes for new concepts in the research of global governance. Rosenau proposes to take spheres of authority, incorporating both formal and informal displays of authority, as the unit of analysis. This conceptual framework not only provides the opportunity to show how and to what extent the state can practice authority within international organisations, it also helps to demonstrate how and to what extent private actors and these international organisations themselves can practice authority within global environmental governance. In this paper, Rosenau's conceptual framework will be applied to the governance of environmental risks that are related to shipping. The international organisation that is active in this sector is the International Maritime Organisation, a specialised agency of the United Nations. In the last few years, one of the major environmental risks on IMO's agenda has been the continuing dumping of waste in the sea during shipping. Applying Rosenau's framework to the governance of this environmental risk in the absence of simple sovereignty will give indications about the role of international organisations, private and public actors within global environmental governance. This paper will therefore contribute to the debate on the power of the state vis a vis other actors in global governance.

11:00-12:30 **PANEL 4.C—INTERPLAY AMONG INTERNATIONAL ORGANISATIONS: IMPACTS ON THEIR EFFECTIVENESS**

Chair and Discussant: Detlef Sprinz, Potsdam Institute for Climate Impact Research, Germany

Room: HS

WARD, HUGH

University of Sussex, United Kingdom

International Linkages and Environmental Sustainability: The Effectiveness of the Regime Network

While the literature on environmental regime effectiveness has focussed on particular regimes considered in isolation, I argue that the overall effects of the system of regimes are more relevant, because regimes are connected both politically and through environmental side-effects. Allowing for political interconnectedness using concepts drawn from social network theory, I argue that nations more central to the network of environmental regimes should score higher on measures of sustainability. This is because the social capital that exists in the regime network can more easily be brought to bear on centrally-placed nations to make them cooperate. I measure centrality by drawing on data on whether states are parties to treaties and whether they are members of international environmental organisations. I show that nations located at the centre of the network of environmental regimes perform better on broad indicators of sustainability, other things equal. What is more, I find that this effect is enhanced if nations are members of large numbers of general international organisations, even though those organisations do not have an overt environmental function. My research suggests that one key to sustainability is to bring peripheral nations into the web of ties that bind nations together internationally.

ASHFORD, NICOLAS A.

Massachusetts Institute of Technology, United States of America

Sources of, and Solutions to, Fragmentation in the Roles of International Organisations in Global Environmental Change

Global environmental change encompasses several, often disconnected policy realms: (1) energy supply and demand, (2) global climate change, (3) toxic pollution, (3) natural and physical resources and (4) ecosystem integrity and biodiversity. Many international organisations usually focus their research, information dissemination, and political lobbying efforts on a narrow, and sometimes accidental, if not, arbitrary subset of these concerns. Other international organisations, such as the World Bank and International Labour Organisation, have main concerns external to global environ-

mental change, but nonetheless exert influence upon it. International organisations not only compete for political attention, but they are also often below a 'critical mass' of effectiveness in facilitating progress. This paper draws upon the experience and record of international organisations and suggests pathways to reduce fragmentation and incoherence, and increase effectiveness in policy formulation and implementation.

TACCONI, LUCA/JOTZO, FRANK/GRAFTON, R. QUENTIN

The Australian National University, Australia

Challenges to the Effectiveness of Regional Co-operation and Global Financing: Local Causes and Southeast Asian Haze Pollution

Action on cross-border environmental problems in developing countries is often ascribed to gaps in local capacity and resources, failure of regional cooperation, and lack of financial support from rich countries. Using the case of the Southeast Asian Haze pollution from forest and land fires, we explore the challenges posed to the effectiveness of regional environmental organisations in dealing with environmental problems whose causes are closely linked to local development and livelihood strategies. We assess whether there are real opportunities to effectively implement the recent Association of Southeast Asian Nations (ASEAN) Agreement on Transboundary Haze Pollution. Using a new approach to financing sustainable development based on rules and incentives, we discuss the creation of a regional pool of funds, contributed to by rich countries through the Global Environment Facility (GEF) and countries in Southeast Asia, to address the causes behind haze pollution. Using Indonesia as a case study, we review how the funds could be administered by ASEAN and used to address the underlying causes of haze pollution.

WOLFF, FRANZISKA

Öko Institute, Germany

Institutional Interaction: Its Effects on Regime Change

The proliferation of international institutions and regimes has so far been largely uncoordinated. Legal and political conflicts, transaction costs and 'chilling effects' in (re)negotiating agreements and more generally adaptation processes within overlapping regimes are but some of the suspected effects. The interaction of international institutions has thus become a subject of political concern and academic research. This paper will link this topic to another intensifying field of research, the analysis of institutional change. Institutional interaction according to Oberthür/Gehring (2003: 5) exists 'if one institution affects another one's development and performance/effectiveness'. In this sense, institutional interaction can be viewed as one increasingly important cause of regime change. In my largely conceptual paper, I first discuss how different schools of (neo)institutional theory view institutional change, and what role they attribute to institutional interaction. On this basis an own, reflexive model of institutional change in international politics will be developed. Its major pillar is what Hall/Taylor (1996) term 'historical institutionalism'. While the functionalist accounts of regime change made by rational choice approaches are rejected, behavioural assumptions of 'sociological institutionalism' and constructivism are to some extent integrated into the model. The reflexive model of regime change sees institutional interaction as an externally induced potential for change on the output level of regimes. This potential however can be ignored. If activated, it is not necessarily controllable and effective, may produce path dependencies and 'congealed contradictions'. Whether and how institutional interaction actually affects regime change depends on further interrelated variables such as economical/technological/ecological change, new knowledge and ideas; actor interests; and power relations. Hypotheses on the effects of institutional interaction on regime change are generated from linking different types of institutional interaction to processes of regime change. Selected institutional interactions in the regime complex on agricultural biodiversity (International Undertaking on Plant Genetic Resources, CBD, TRIPS, FAO Seed Treaty) will serve as preliminary evidence in testing the hypotheses.

11:00-12:30 **PANEL 4.D—PUBLIC PRIVATE PARTNERSHIPS**

Chair and Discussant: Karin Bäckstrand, Lund University, Sweden

Room: VR 1

STEETS, JULIA

Global Public Policy Institute, Berlin and Norway

Form Follows Function: How Partnership Functions Determine Accountability Requirements

Partnerships between international organisations, governments, business and civil society organisations are a much debated and increasingly practised form of governance for sustainable development. An important debate centres on the question of accountability: How, to whom and for what can and should these partnerships be accountable? The proposed paper will make a contribution to our conceptual understanding of accountability and explore how this translates into the institutional design of partnerships. Defining the right accountability mechanisms for partnerships is crucial both for their legitimacy and their effectiveness. One difficulty exists because different accountability theories and mechanisms exist in the public, corporate and civil society sectors. Partnerships confront the challenge of creating accountability mechanisms that are acceptable to all sides and do not stifle the flexibility and effectiveness of the partnership. The paper will argue against the development of a common accountability standard for all partnerships. An analysis of the different accountability traditions and their recent changes shows that they remain incompatible in important respects. Therefore, the construction of a 'fusion-model' of accountability that goes beyond a core minimum is impossible. Rather, real accountability systems are weighted towards one of the sectoral traditions. It will be argued that accountability standards for partnerships should and do differ depending on the partnerships' political function. Thus, advocacy partnerships have similar accountability requirements to civil society organisations, with an emphasis on independence and representation. Rule-making partnerships resemble the public sector and need to allow for participation and follow the correct procedures. Implementation partnerships have a stronger emphasis on private sector standards centring on accountability for results, effectiveness and economy. With this analysis, the paper aims to contribute to our understanding of accountability. It hopes to encourage more differentiation in the academic and political debate and provide inputs for the practical design of accountability mechanisms for partnerships.

TARRADELL, MIREIA

Freie Universität Berlin, Germany, and Global Governance Project

Defending Southern Interests: What Can We Learn from Public-private Partnerships in WTO Litigation to be Used in Public-private Partnerships for Sustainable Development?

International organizations have never been as central to world politics as they are today. At the same time, though, the number and influence of non-state actors involved in international governance has gradually increased in the last decades. Both facts are reflected in the steadily increasing number of public-private partnerships and transnational coalitions. The international community has recently committed to bridging the pervasive implementation gaps in, both, international SD agenda and Millennium Development Goals through 'Type II' voluntary initiatives. On the one hand, some concerns have been raised regarding the accountability of such private-public partnerships. On the other hand, coalitions between state and non-state actors in third party adjudication processes to settle disputes, such as the Sardines case in WTO litigation, have allowed gaining better outcomes for developing countries when compared to similar bilateral negotiations outside this institution. In contrast to conventional wisdom, which tells us that less developed countries are at disadvantage when negotiating with more powerful counterparts, an institution like WTO has proved to provide a legal framework that becomes a source of bargaining power for southern countries. Type II partnerships are all presented under the umbrella of the Johannesburg Plan of

Implementation but their objectives and means to achieve them are quite diverse. I argue that the more legalized the frameworks embedding partnerships are (e.g. MEAs, conventions, protocols) the more bargaining power southern countries will have. Two partnerships, on water management and coral reef conservation, are explored in this regard. This paper contributes to the current debate on the architecture of the global environmental governance.

ANDONOVA, LILIANA

Colby College, United States of America

International Institutions Inc. The Political Demand and Supply of Public-Private Partnerships

The paper examines the emergence and role of public-private partnerships in global environmental governance. It tackles theoretically and empirically three related questions. What explains the proliferation of transnational public-private partnerships in global governance? What is their relation to intergovernmental cooperation and institutions? What is the likely effect of these public-private institutions on world politics, on states, and on sustainable development policies? To address these questions, the paper develops a theory of the political demand and supply of public-private institutions in the context of globalisation. I argue that public-private arrangements do not simply fill governance gaps opened by globalisation or weak intergovernmental cooperation, as functionalist accounts argue. These institutions are driven also by the interests of powerful transnational, state, and inter-governmental actors, the former seeking to project their rising economic and organisational power into direct policy influence, the latter two seeking to reassert control, leverage resources, and direct cooperation at issue areas that fit their interests. The political theory of public-private institutions implies that rather than challenging the existing configuration of power, these institutions tend to reflect power relations, they tend to be embedded in existing intergovernmental regimes, and solidify the influence of transnational actors and inter-governmental institutions. This theory gives rise to hypotheses about the patterns of public-private partnerships likely to emerge and the conditions for their effectiveness. The implications of the theory are evaluated empirically through examination of the history of sustainable development cooperation since the Stockholm conference in 1972, the adoption of public-private partnerships as an official outcome of the Johannesburg sustainable development conference in 2001, and the subsequent management and mapping of the Johannesburg and other public-private partnerships in relations to inter-governmental regimes for sustainable development.

11:00-12:30 **PANEL 4.E—SCIENTIFIC ASSESSMENTS INSTITUTIONS**

Chair and Discussant: Philipp Aerni, Swiss Federal Institute of Technology, Switzerland

Room: VR 2

ABERGEL, ELISABETH A./HUTCHEON, MARY

York University and Carleton University, Canada

Harmonising Global Environmental Governance, Exploring Tensions Between Trade and Biodiversity During the Assessment of Transgenic Environmental Risks

The paper will challenge the notion of harmonisation underpinning global environmental governance. Global governance is generally defined in neutral and normative terms, yet includes an understanding of specific rules, processes and behaviours that define institutional powers. These have tended to avoid 'rampant localism' (Jasanoff and Martello 2004) by globalising environmental issues and policy objectives. As a result, uniformity of design, norms, standards, rules and procedures in global environmental policymaking has relied on science to facilitate decision-making under conditions of uncertainty. Failure to account for the diversity, complexity, ambiguity and open-endedness that characterise human-nature relationships has weakened the importance of non-market issues in the global environmental arena, marginalising other perspectives. Harmonised processes might provide more predictable governance for economic actors; however, they may also eliminate the safety checks that

come from multiple conceptions, procedures and norms. Taking GMOs as a case study, we will show how institutions not created to arbitrate environmental matters, become involved in environmental policymaking. The inconsistencies contained in two key international agreements, both committed to the market liberalisation of GMOs and sustainable development, will be examined. On the one hand, the WTO's implementation of Codex Alimentarius standards through the Sanitary and Phytosanitary (SPS) Agreements relies, as the basis for its dispute settlement body, on a scientific assessment of risk for facilitating decisions about the legitimacy of trade barriers. On the other hand, the Cartagena Protocol on Biosafety uses the Precautionary Principle as its norm for determining the environmental safety of GMOs, involving a different set of scientific assumptions which consider non-scientific factors in decision-making. We argue that inconsistencies between these two regimes allow the emergence of deeper questions about fundamental conflicts regarding trade and environmental protection, their origin and their possible resolution at the micro and macro-level.

SELBMANN, KIRSTEN

Potsdam Institute for Climate Impact Research, Germany, and Global Governance Project

Transnational Actors, National Scientific Advisory Bodies and the Governance of Biosafety

The Cartagena Protocol on Biosafety (CPB) recognises the crucial importance of centres of origin and genetic diversity to humankind. Mexico, where it was reported that genetically modified corn had spread among native maize land races, is currently in the process of implementing the CPB. As a world centre of origin and diversity of maize, and in a commercial environment of trans-boundary movement of Genetically Modified Organisms (GMOs), Mexico has a global responsibility to design and implement a strong, unambiguous and effective legal framework. Until now, the lack of the availability of science-based and local risk assessment knowledge is a critical barrier to the effective implementation of the Advanced Informed Agreement. This Paper analyses from a Science and Technology Studies research perspective the role of three important actors in the process of providing this kind of knowledge. (1) The National Commission on Biosafety and GMOs (CIBIOGEM) as the national focal point on biosafety is in charge of implementing the CPB. Its scientific advisory body (CCB) has the core institutional responsibility for scientific advice regarding biosafety. (2) Greenpeace as an international NGO and part of the global anti-biotechnology movement is a dominant actor in the Mexican debate on GMOs due to its important role as knowledge distributor. (3) ETC Group, as an international NGO that supports responsible developments of technologies, works in partnership with Mexican farmer's and indigenous people's organisations and therefore is a key provider of local knowledge. The paper examines, how these actors supplement different forms of knowledge contributing to risk assessment, the interplay of these actors and how this has influenced negotiations at the international level and implementation processes.

FARRELL, ALEX/VANDEVEER, STACY/JÄGER, JILL

University of California, University of New Hampshire, Sustainable Europe Research Institute, United States of America

Understanding Design Choices for Assessment Processes

Environmental assessments are increasingly important and complex endeavours designed to harness scientifically grounded information to inform decision-making for businesses, local and national governments, and international arenas. Environmental assessment refers to the entire social process by which expert knowledge related to a policy problem is organised, evaluated, integrated, and presented to inform policy choices or other decision-making. Many of the world's more than 200 multilateral environmental agreements require periodic assessments to support their implementation and revision. In a five-year research project that examined a wide range of assessment processes we asked: How can environmental assessment processes be designed such that scientific and engineering knowledge are most likely to influence decision-making? The research evaluated whether, under what conditions, and how different types of assessments influenced issue domains and political and economic decision-

making at the local, national, and international levels. Three major attributes emerge that seem to make it more likely that the knowledge contained in an assessment would induce change in the issue domain; salience, legitimacy, and credibility. The project then asked: If assessments become effective by being credible, salient, and legitimate to the users, what design features promote these properties? Design features are the product of choices made by individuals and organisations participating in the assessment (sometimes unintentionally). The paper describes these design features by discussing: Initiation and goals of an assessment; Participation choices; Science/Policy Interface; Dealing with Uncertainty and Dissent; Framing of the assessment; Dealing with scale; Issues of capacity, quality control and process transparency.

12:30-14:00

LUNCH BREAK**SEMI-PLenary SESSION III**

14:00-15:15

NEW DIRECTIONS IN INSTITUTIONAL RESEARCH

Chair: Leslie King, University of Manitoba, Canada

Room: HS

ORAN YOUNG

Chair, IDGEC/IHDP core project, and University of California at Santa Barbara, United States

The Institutional Dimensions Research Programme: Results from Seven Years of Research

LESLIE KING

University of Manitoba, Canada

The 2006 IDGEC Synthesis Conference: Taking Stock and Moving Forward

FRANK BIERMANN

Vrije Universiteit Amsterdam, and Global Governance Project

New Directions in Institutional Research

SEMI-PLenary SESSION IV

14:00-15:15

TEACHING GLOBAL ENVIRONMENTAL GOVERNANCE

Chair: Kirsten Jörgensen, Freie Universität Berlin, Germany

Room: cupola

SONJA WÄLTI

Herti School of Governance, Berlin, Germany

KIRSTEN JÖRGENSEN

Environmental Policy Research Centre, Freie Universität Berlin, Germany

RUBEN MNATSAKANIAN

Director of UNEP GEU Collaborating Center, and Central European University, Hungary

PANELS

15:30-17:00 **PANEL 5.A—THE INTERNATIONAL ORGANISATION OF CLIMATE CHANGE**

Chair and Discussant: Harald Fuhr, University of Potsdam, Germany

Room: HS

GEHRING, THOMAS

University of Bamberg, Germany

Is the Climate Change Regime an Actor in the International System? The Unintentional Birth of Semi-independent International Organisations in International Environmental Governance

It is widely agreed that international regimes, such as the climate regime or CITES, do not enjoy the status of actors in the international system because they are usually not conceived of as international organisations. While international lawyers increasingly doubt that they can be readily understood as treaty systems, international relations theory does not dispose of a clear concept of international organisations and their functions. The proposed paper is designed to fill this gap. The paper will start with a brief survey of existing concepts of international organisations, which mainly focus on the existence of a secretariat or formal international legal status. In its main theoretical part, it will develop an interaction-based concept of international organisation along the following lines: a. It will establish that purposive international governance requires explicit collective decision-making capacity of the actors (e.g. member states) involved. b. Simple negotiation systems constitute the least ambitious, and thus very widespread, form of a collective decision-making system. These embryonic institutions do not acquire room for manoeuvre separately from its members, because decisions can be clearly attributed to the negotiators involved c. Permanently established negotiation systems frequently assign certain tasks to subsidiary bodies or other decision-making entities (e.g. secretariats), or decisions are adopted by majorities. Resulting decisions cannot be directly attributed to the collective will of all actors to which they are addressed any more, so that these institutions acquire room for manoeuvre separately from its members and the status of actors vis-à-vis their members. In the last section, the paper will apply this approach to the climate change regime and argue that, while not formally independent from the UN, the institution has acquired the status of an organisation capable of acting vis-à-vis its member states.

BUSCH, PER-OLOF

Freie Universität Berlin, Germany, and Global Governance Project

The Climate Change Secretariat: How to Make a Living in a Straitjacket?

Recent scholarship has questioned the adequacy of the existing organisational framework for global environmental governance. Little research, however, has yet been directed to the questions what the actual effects of international environmental organisations are and how international organisations achieve these effects. The paper explores these questions by analysing and explaining the influences of the Climate Change Secretariat on international environmental governance. It directs the attention to the bureaucracy as administrative apparatus that manages and influences the

activities of the collectivity of member states and acts in the international arena. The paper adopts the research framework of the MANUS research programme of the Global Governance Project and distinguishes three dimensions of influence: cognitive, normative and executive. Bureaucracies can act as 'knowledge-brokers', as 'negotiation-facilitators', and as 'capacity-builders'. The variables which may explain possible influences are integrated into three clusters: the external problem structure; the polity set by the bureaucracies' principals within which the bureaucrats need to function; and the activities and procedures that the staff of the bureaucracies develops and implements within the constraints of problem structure and polity framework. The analysis shows that the influence of the Climate Change Secretariat has been largely restricted to the normative dimension. Within this dimension, its influence has been limited to the facilitation and support of international negotiations and the Secretariat has not been able to make substantial independent contributions to the negotiations. The paper identifies the problem structure, in this case the political and economic interests at stake in the international negotiation and implementation of climate policies, being the main constraint on the Secretariat's influence.

KAWAMOTO, MITSURU

Kyoto University Graduate School of Global Environmental Studies, Japan

The Foundation of International Treaty Regime and the Roles of International Organisations: Compliance Facilitation under the Climate Change Treaty Regime with Particular Attention to Reporting Obligations

Considering the significance of 'monitoring' or 'international control' in theories of global environmental governance, the enabling activities for the reporting obligations toward increasing levels of compliances are critical. The effectiveness of global environmental governance is considered to be enhanced through strengthening the monitoring functions of multilateral environmental agreements, if such agreements provide international control measures, such as reporting. International organisations function to facilitate the compliances with the obligations under the climate change treaty regime. Particularly, in the field of reporting under the climate change treaty regime, some institutional arrangements were made to institutionally respond to facilitate the compliances with the treaty commitments. For example, the Conference of Parties (COP) established an additional function as the Consultative Group of Experts (CGE) within its body. The Intergovernmental Panel on Climate Change adopted guidelines and a guidance for parties' preparation of their reports. The Global Environment Facility established 6 year's National Communication Support Programme (NCSP). The roles played by them are becoming essential for the state parties that faced with the difficulties caused by scientific complexities to provide more accurate and reliable data through their reporting, as well as that need assistance for it. Such a process driven by international organisations can be interpreted as contributing to enhancing the stringency of the foundation of international treaty regimes. In view of that, this study examines the roles of international organisations, with a particular attention to facilitating the parties' compliances with reporting obligations under the Climate Change Treaty Regime as an empirical contribution to the theories of global environmental governance.

SCHRÖDER, HEIKE

University of California at Santa Barbara, United States of America

Interlinkages in Implementing the Kyoto Protocol in Japan: The Role of the UNFCCC Secretariat

2005 marks the mid-point between the adoption of the Kyoto Protocol in 1997 and the end of the first commitment period for 2008-12; it coincides with the Protocol's entry into force in February of this year. This delay was in part caused by the failure of the international community to agree on the roles or priorities of domestic GHG mitigation efforts versus international flexibility mechanisms—or, in other words, of domestic decarbonisation versus the reaping of 'low-hanging fruits' internationally under otherwise close to business-as-usual circumstances. The final text of the Protocol includes both a list of recommended policies and measures and provisions for three flexibility mechanisms, i.e., emissions trading, a clean development mechanism, and joint implementa-

tion. This paper analyses the Japanese implementation strategy and the influence on it from the UNFCCC Secretariat. It investigates the following three realms: (1) the policies and measures adopted by the Japanese government, looking especially at energy efficiency promotion, renewable energy R and D and promotion, the removal of harmful effects, and the enhancement of carbon sinks; (2) the roles played by the flexibility mechanisms established under the Kyoto Protocol in helping Japan meet its reduction target; and (3) the influence on and roles played by industry, local governments, and civil society in meeting the country's Kyoto commitment, and their competences, compatibilities and capacities in this regard. The paper aims to determine what influence the UNFCCC Secretariat is playing 'on the ground' in Japan. It also aims to investigate where the opportunities for Japan reside in terms of gaining economic, political or social benefits from climate change mitigation policies, and what obstacles Japan may face in meeting its Kyoto target by 2012.

15:30-17:00 **PANEL 5.B—INTERNATIONAL ORGANISATIONS AND HUMAN SECURITY**

Chair and Discussant: Imme Scholz, German Institute for Development Policy, Germany

Room: VR 1

TONAMI-SORADA, AKI

Kyoto University Graduate School of Global Environmental Studies, Japan

Conflict and Environment in Asia and the Pacific: An Overview and Future Direction for UNDP

Today, the issue of conflict and environment calls for an urgent need for effective global environmental governance. Take Aceh, Indonesia, for example; in December 2004, this region, which has been inaccessible over the years due to its remoteness and the presence of armed insurgents, was hit by an earthquake that spawned massive tsunamis in Southern Asia. In the face of such massive destruction, how can the international society help Aceh rebuild itself as peaceful provinces with ample natural resources? Bearing these things in mind, the paper attempts to examine the scope for the international community to address the issue of conflict and environment in Asia and the Pacific, the most conflict-prone and one of the most resource-rich regions in the world today. Among the various key players in the world community, we focus on the United Nations Development Programme (UNDP), a development organisation of the United Nations (UN). We will first look at conflicts in Asia and the Pacific and reveal the trend and relationship between regional conflicts and environment. We will then analyse the rationale for UNDP's intervention on the issue of conflict and environment based on the human development concept. Next, we will examine the existing conceptual framework of conflict and environment and identify the types of linkages between the two. We will also evaluate existing institutions and their activities in relation to this. An analysis of their achievements and shortcomings will enable us to understand the scope of UNDP's future undertakings in Asia and the Pacific. Finally, we will provide suggestions and recommendations on UNDP's future involvement in this issue. By doing these, we hope to present a design of international programmes that enables to bring a new sense of regionalism and togetherness in dealing with environmental issues.

MIRTO LÓPEZ, NURIA

University of Valence, Spain

Environmental Protection by International Organisations in Wartime

The main purpose of the proposed presentation is to consider the extent to which the environment is protected within a war by international organisations. First of all we shall identify the problem, knowing the environmental damages caused by the wars. To do that we shall need to find out how, throughout human history, the environment has been one of war's victims. Secondly, we shall examine briefly the existing law, considering the international rules protecting the environment during armed conflict. Once we have recognized the problem and the legal answers, the paper will examine the role of international organisations in this area. We will focus on the Iraq's case, assessing the effectiveness of United Nations Compensation Commission's (UNCC) works,

established by the Security Council as a subsidiary organ to process claims and pay compensation for losses resulting from Iraq's invasion of Kuwait. It will be also studied the status of claims processing at the present moment, considering any possible changes due to the unlawful invasion and occupation of Iraq by Security Council members, initiated in 2003. Moreover, it will be studied the agreement between United Nations Environment Programme (UNEP) and the UNCC, adopted in August 2002, to facilitate the tracking of environmental monitoring and assessment projects in the Persian Gulf region. Here, we will examine the interplay of both international organs, studying the UNEP assistance to UNCC. At the same time, we will take into account the activities of the Post-Conflict Assessment Unit (PCAU) established by United Nations Environment Programme (UNEP), in 2001. In conclusion, through this study we want to find out whether the environment is actually protected by international organisations during armed conflict or not.

15.30-17.00 **PANEL 5.D—NEW INSTRUMENTS AND APPROACHES IN GLOBAL ENVIRONMENTAL GOVERNANCE**

Chair and Discussant: Frank Alcock, New College of Florida, United States of America

Room: VR 2

PERITORE, PATRICK

University of Missouri-Columbia, United States of America

The Interplay of Non-governmental Actors and Organisations in Participatory Budgeting

Participatory Budgeting (PB) was first tried in Brazil in 1988 under the auspices of the PT or Workers Party in Porto Alegre, and has spread to 103 cities there as well as to other places such as Montevideo, Uruguay, Montpellier, France, and several cities in the German state of North Rhine-Westphalia. Dividing a city into areas with a popular assembly in each, and a number of thematic committees, such as environment, transportation health etc. open to all interested citizens, the people themselves elaborate the priorities for spending public municipal monies with the help of the city bureaucracy and outside experts. Elected representatives from these committees go to regional level committees (the number depending on the size of the city), and aggregate these priorities, in constant interplay with the base committees. Finally a popular city budget is presented to the city council, debated and voted by them. Legislative power is based on the power to appropriate money, and PB brings participatory democracy into the representative democratic system. This paper will present the results of an ongoing field study (participant observation) of the PB process in Recife, Pernambuco, Brazil, stressing the interplay of national and transnational NGOs with this process, and attempting to discover to what extent the paradigm of sustainable development can inform this exercise in participatory democracy.

TANASESCU, IRINA

Vrije Universiteit Brussel, Belgium

Voluntary Instruments in EU Environmental Policy

Over the last years, EU-level environmental policy has been steadily shifting from a top-down, traditional regulatory approach to an increased use of voluntary instruments such as voluntary environmental agreements (VEAs), the Environmental Management and Audit System (EMAS) or the EU Eco-labeling scheme. These three instruments are the main focus of this paper for several reasons. On the one hand, they are a wonderful example of multilevel governance: designed at the EU level, implemented at the national/regional level, strong stakeholder involvement at all levels, strong interplay public-private both at the design and at the implementation stage. On the other hand, they are currently being reframed within new, encompassing policy frameworks such as the Integrated Product Policy (IPP) or the Environmental Technologies Action Plan (ETAP). IPP for instance relies exclusively on voluntary instruments such as those mentioned above for its implementation. The purpose of this paper is to provide a clear analysis of the functioning of VEAs, EMAS and the EU Eco-labeling scheme, taking

into account their multilevel dimension and their new reframing. This assessment will be based on existing official documents and academic literature, as well as on a series of interviews carried out between March and June 2005 with public authorities, stakeholders and NGOs (all both at the EU and at the Belgian national level) involved in the day-to-day implementation or follow-up of these tools. The study will show that the success of these instruments highly depends on the attitude of public authorities at the national or regional level. Therefore, the reliance of EU-level policy frameworks exclusively on such instruments as implementing tools is condemned to failure, given the completely different approaches that national public authorities have towards this kind of tools.

WÖBSE, ANNA-KATHARINA

University of Bielefeld, Germany

Natural Allies? Private-public Actors and International Organisations: A History of Their Interplay (1920-1960)

When the so-called Earth Summit was being held in 1992, the world watched diplomats and governmental representatives mingle with protagonists of civil society. Apparently, environmental pressure groups provide legitimate partners in the process of building a global environmental regime. Such interplay is not a recent phenomenon. The interdependence between NGOs and international organisations goes back to the predecessor of the UN—the League of Nation. This paper looks at the early chapters of interaction between so-called private organisations and international bodies. The establishment of the League of Nation triggered an intensive exchange among voluntary groups, helped to set up new networks and encouraged international thinking. For the first time ever, private and public-private actors found a seemingly powerful ally in world politics. In return, these protagonists offered their proficiency and their public relations skills. NGOs drew attention to international environmental conflicts concerning fishing and whaling, animal transports, species protection and oil-pollution. Their expertise provided the basis for the international environmental conventions soon after WWII. By emphasising the historical dimension it is possible to evaluate the real-world influence of such global agencies. There are certain patterns of co-operation that proved successful while others failed. International organisations like the UN provided political and legal know-how but depended on the NGOs for campaigning, distributing information and arousing public interest and pressure. There were the most disparate types of protagonists, but only some managed to influence the environmental agenda in the long run. Who was heard and who has been forgotten? The paper will provide systematic knowledge on the development of various strategies of co-operation, their effectiveness and the genesis of the alliance between NGOs and the League of Nation/UN.

15.30-17.00 **PANEL 5.E—THE WORLD BANK AND THE QUEST FOR GLOBAL ENVIRONMENTAL LEGITIMACY**

Chair and Discussant: Waltina Scheumann, Technical University Berlin, Germany

Room: cupola

MARSCHINSKI, ROBERT/BEHRLE, STEFFEN

Potsdam Institute for Climate Impact Research, Germany and United Nations, United States of America, and Global Governance Project

Making the Business Case: The World Bank and the Environment

In our contribution, we assess the influences of the World Bank in the field of international environmental politics. We find evidence for a substantial influence on the environmental capacity of many of its client countries. To lesser extent, also influences on the environmental knowledge and on international cooperation can be identified. To explain how the World Bank—theoretically only an executing agent of the will of its state principals—brought about these proper influences, we analyse in how far its polity (i.e. the organisational set up), its people and procedures, and the specific problem structures constitute critical determinants for its observed effects on the outside world.

Our results suggest that while the World Bank's polity make its influence possible, the internal characteristics of the bureaucracy, especially its organisational culture and internal structure, are needed in order to explain the quality of its influences and why it is active in some areas of environment but not in others. The study is part of the MANUS research programme of the Global Governance Project.

SCHNEIDER, CHRISTIAN

University of Zurich, Switzerland

The Challenged Legitimacy of International Organisations: A Conceptual Framework for Empirical Research

One of the core problems of the study of contemporary international relations is the legitimacy of international organisations. The partial erosion of central pillars of the Westphalian state in conjuncture with the increasing significance of non-state actors in international affairs have put the question how to democratise cooperation beyond the nation state on the top of the agenda. As international organisations remain central to the regulation of global problems, the need for democratisation at a global level is viewed as major challenge to their state-centric design. In the eyes of the critics, state-centred multilateralism has contributed to problems of legitimacy rather than to their solution. In accordance with normative theories, most approaches dealing with legitimacy at a global level emphasise the importance of appropriate procedural settings to increase legitimacy of international organisations. Accordingly, they put forward procedural requirements that, from their point of view, international organisations have to fulfill to be legitimate. Drawing from ideas of English school theorists, the paper questions the epistemological usefulness of such requirements for an empirically oriented research on the current problems of international organisations. I argue that a purely procedural view on the legitimacy of international organisations leaves important societal aspects undertheorised. In order to overcome this shortcoming, I put forward a conceptual framework aimed to cope with this theoretical problem. Instead of relying on ideas of legitimacy mainly developed in the context of the nation-state, the conceptual framework proposes to address the background of the ideas of legitimacy characterising the specific context in which an international organisation operates. Rather than promoting a 'one size fits all' solution, the paper rests on the assumption that is necessary to take into account the specific context in order to understand why the involved actors (and not theorists) consider certain procedural settings as legitimate.

15.30-17.00 **PANEL 5.F—DISPUTE SETTLEMENT**

Chair and Discussant: Carsten Helm, Technical University Darmstadt, Germany

Room: VR 3

BERNAUER, THOMAS/SATTLER, THOMAS

Swiss Federal Institute of Technology Zurich, Switzerland

Dispute Escalation in the World Trade Organization: Are Conflicts over Environment, Health and Safety Regulation Riskier?

This paper develops and tests a theory to explain the escalation of international trade disputes, with a focus on disputes over environmental, health, and safety (EHS) regulations. We begin by empirically assessing the widely shared but hitherto not systematically tested assumption that, on average, disputes over inter-jurisdictional differences in environment, health and safety regulations are more prone to escalation than disputes over other trade-restricting practices. We test this proposition with data on 520 dyadic WTO trade disputes, using ordered logit and sequential response models. The evidence shows that EHS disputes are, ceteris paribus, more likely to escalate than non-EHS disputes. We then proceed to develop a more refined argument about why particular types of disputes within the EHS subset are more likely to escalate. This argument holds that EHS disputes are more likely to escalate when: (a) scientific uncertainty about risks that underlie the contested regulatory policy produces clashes over regulatory strategy in terms of 'proof before action' versus 'precautionary action'; (b) the

contested domestic regulation rests on mixed deontological and utilitarian or purely deontological justifications; (c) the contested domestic regulation is the product of domestic package-deals with multiple veto points impeding revision. These conditions make it harder for the defendant to back down because compensating domestic losers of regulatory change is difficult or impossible. We test this argument by first comparing the 72 EHS dispute dyads in our WTO dataset and then contrasting 2 high escalation EHS disputes (growth hormones, agri-biotechnology) with 3 high escalation non-EHS disputes (bananas, aircraft, foreign sales corporations). For the 72 EHS dispute dyads, we find that those with the stated characteristics are more likely to escalate. For the high-escalation subset, we find that the EHS disputes are proving more intractable than the non-EHS disputes.

ZELLI, FARIBORZ

University of Tübingen, Germany, and Global Governance Project
Regime Conflicts in Global Environmental Governance

The paper addresses one of the conference's major focuses, namely the interplay of international organisations in global environmental governance. More concretely, its emphasis is put on conflicts among international regimes that these organisations are entrusted to administer or enforce. Based on the examination of several cases of incompatibilities between environmental regimes and free trade regimes, the paper conceptualises inter-regime conflicts in two steps. First, it develops a conflict typology with the help of distinctive criteria; these include the degree of conflict manifestation (latent [i.e. among rules] or manifest [i.e. among actors]), conflict arenas (inside or outside of the affected organisations), actors involved (bureaucracies, member states, etc.), functional overlaps of the conflicting regimes (single-issue conflicts, cross-issue conflicts) as well as their geographical intersections (single-level conflicts, multi-level conflicts). Building on this typology, a second step comprises the generation and testing of hypotheses in order to gain explanatory knowledge about the impact of international regime conflicts on the effectiveness of the involved institutions. Taking into account the ontological caveats for the analysis of interactions on the institutional level, these assumptions will be framed in two ways: 'relational' hypotheses shall predict the overall extent of the damage done to the affected institutions, whereas 'comparative' hypotheses intend to explain the distribution of this damage across them. Potential independent variables include the institutional design, the influence of bureaucracies and the power constellation among (non-)members. The impact of these factors should be indicated by changing compliance patterns, but mostly by the character of solution strategies, e.g. rule changes or cooperation agreements. The further application of this analytical framework might prove highly useful when it comes to uncovering supportive conditions for the strengthening of international environmental organisations and regimes.

OKAMATSU, AKIKO

Ocean Policy Research Foundation, Japan

Problems and Prospects of International Legal Disputes on Climate Change

This paper discusses on the international disputes on global climate change in order to examine the compliance system in international law. First, the scope and the limitation of traditional international law are studied from the point of view of the new concept of environmental harm. Then, the necessity of widening of standing, strict definition and clarification of state's obligations, and lessening or shift of burden of proof in the causal relationship between injuries and non-compliance of their obligations are indicated for the future dispute settlement system. For the further consideration of compliance mechanism with international environmental law, the study of other systems will be required.

PLENARY SESSION III

Chair: Bernd Siebenhüner, University of Oldenburg and Global Governance Project

Room: HS

- 17.30-18.15 THOMAS RISSE
Center for Transatlantic Foreign and Security Policy, Freie Universität Berlin, Germany
New Modes of Governance
- 18.15-19.00 PIETER VAN GEEL
Secretary of State for the Environment, Government of the Netherlands
Reforming International Organisations for Global Environmental Governance>
Concluding Remarks
- 19:00 **ADJOURN**
- 20:00 **DINNER IN TRADITIONAL LOCAL RESTAURANT (BY INVITATION ONLY)**

BERLIN CONFERENCE STEERING COMMITTEE

Frans Berkhout

Chair, Industrial Transformation (IT) core project of the International Human Dimensions Programme on Global Environmental Change (IHDP), and Director, Institute for Environmental Studies (IVM), Vrije Universiteit Amsterdam

Frank Biermann (founding chair)

Head, Department of Environmental Policy Analysis, Institute for Environmental Studies (IVM), Vrije Universiteit Amsterdam, and Director, Global Governance Project

Martin Jänicke

Director, Environmental Policy Research Centre (FFU), Freie Universität Berlin

Klaus Jacob (chair)

Research Director, Environmental Policy Research Centre (FFU), Freie Universität Berlin

Rajendra Pachauri

Chair, Intergovernmental Panel on Climate Change, and Director-General, The Energy and Resources Institute (TERI)

Bernd Siebenhüner

Associate Professor of Ecological Economics, University of Oldenburg, and associate Director, Global Governance Project

Oran Young

Chair, Institutional Dimensions of Global Environmental Change (IDGEC) core project of the International Human Dimensions Programme on Global Environmental Change (IHDP), and Professor of Environmental Studies, University of California at Santa Barbara

2005 BERLIN CONFERENCE REVIEW PANEL

For the 2005 Berlin Conference, 230 abstracts have been submitted on time. The submissions have been fairly balanced across continents. All abstracts have been fully anonymised and submitted to independent peer review by a panel of 32 international experts in the field of international organisations and global environmental governance. Members of the review panel were requested to evaluate the scientific quality and novelty of the abstract as well as its fit to the theme of the 2005 Berlin Conference as outlined in the call for papers. The size of the review panel allowed for each abstract to be reviewed by 3-4 experts. Abstracts have been allotted to reviewers on a random basis. The reviewers have ranked all abstracts on a scale of 1-5. On this basis, we have calculated average grades for each abstract. Papers with a ranking of 3.0 or higher have been invited for presentation at the 2005 Berlin Conference. These were 128 paper proposals, slightly more than the 'target' number of presentations at the Berlin Conferences (around 100 papers per event).

The review process has been co-ordinated by Philipp Pattberg and Fariborz Zelli of the Global Governance Project, with support of Anna Schreyögg, the manager of the 2005 Berlin Conference.

We thank all our 32 members of the international review panel for their effort:

Alcock, Frank, New College of Florida at Sarasota, United States of America

Andresen, Steinar, University of Oslo, Norway

Arts, Bas, Radboud University Nijmegen, The Netherlands

Biermann, Frank, Vrije Universiteit Amsterdam, The Netherlands

Carius, Alexander, Adelphi Research Institute, Berlin, Germany

Desai, Bharat, Jawaharlal Nehru University, New Delhi, India

Elliott, Lorraine, University of Warwick, United Kingdom

Falkner, Robert, London School of Economics and Political Science, United Kingdom

Feindt, Peter, University of Hamburg, Germany

Gehring, Thomas, University of Bamberg, Germany

Gerlak, Andrea, Columbia University, New York, United States of America

Goldman, Michael, University of Minnesota-Twin Cities, United States of America

Grijp, Nicolien van der, Vrije Universiteit Amsterdam, The Netherlands

Gupta, Aarti, Wageningen University, The Netherlands

Gutner, Tamar, American University, Washington DC, United States of America

Jacob, Klaus, Freie Universität Berlin, Germany

Joachim, Jutta, University of Hannover, Germany

Jörgens, Helge, Freie Universität Berlin, Germany

Kirton, John, University of Toronto, Canada

Leiteritz, Ralf, London School of Economics and Political Science, United Kingdom

Levy, David, University of Massachusetts at Boston, United States of America
Mitchell, Ronald B., University of Oregon at Eugene, United States of America
Najam, Adil, Tufts University, Boston, United States of America
Oberthür, Sebastian, Otto-Friedrich-Universität Bamberg, Germany
Peritore, N. Patrick, University of Missouri at Columbia, United States of America
Rosendal, G. Kristin, Fridtjof Nansen Institute, Lysaker, Norway
Schreurs, Miranda, University of Maryland at College Park, United States of America
Siebenhüner, Bernd, University of Oldenburg, Germany
Skjaereth, Jon B., Fridtjof Nansen Institute, Lysaker, Norway
VanDeveer, Stacy, University of New Hampshire at Durham, United States of America
Weaver, Catherine, University of Kansas at Lawrence, United States of America
Wettstad, Jørgen, Fridtjof Nansen Institute, Lysaker, Norway

PREVIOUS BERLIN CONFERENCES

The series of 'Berlin Conferences on the Human Dimensions of Global Environmental Change' started in 2001, inaugurated by keynote addresses by Jürgen Trittin, Germany's environment minister, and Klaus Töpfer, the executive director of the United Nations Environment Programme. Since then, the Berlin Conferences, held each year in December, have become a regular meeting point for academics and practitioners alike. All conferences have a specific theme around which panel discussions and plenary meetings converge. The conferences target all social scientists working on the human dimensions of global environmental change, notwithstanding an emphasis on the theories, methods and research questions of political science. Special care is taken to keep the Berlin Conferences manageable and reasonably priced, with usually not more than 120 presenters, affordable conference fees, and special efforts to ensure participation of younger scholars and colleagues from developing countries. All Berlin Conferences have been endorsed by several core projects of the International Human Dimensions Programme on Global Environmental Change, and function simultaneously as annual conventions of the Environmental Policy and Global Change section of the German Political Science Association.

2001 'GLOBAL ENVIRONMENTAL CHANGE AND THE NATION STATE'

Conference Chair: Frank Biermann

Conference Managers: Klaus Dingwerth, Rainer Brohm et al.

The 2001 Berlin Conference, held 7-8 December, launched the now regular series of Berlin Conferences. The meeting focussed on the ways in which global environmental change and the emerging system of global governance has affected the role and sovereignty of the nation state. Participants discussed ways in which the nation state is today constrained through global institutions, and ways in which it has gained importance as the pioneer of new approaches, policies and technologies and as the key agent in the global diffusion of new ideas. The conference also featured case studies on national environmental policies that compared the 'vertical influence' of international institutions with the 'horizontal influence' of transnational diffusion.

The meeting brought together 166 researchers from 28 countries with different perspectives on global change and the nation state, including students of international relations and international law, environmental sociologists and economists, as well as experts on national environmental policy and comparative politics.

Keynote addresses were delivered by Klaus Töpfer, executive director of the United Nations Environment Programme, and Jürgen Trittin, the German Federal Minister of the Environment, Nature Conservation and Nuclear Safety. Other plenary speakers included Martin Jänicke, Freie Universität Berlin; Sheila Jasanoff, Harvard University; Ronald B. Mitchell, Oregon University; Peter H. Sand, University of Munich and IDGEC Scientific Steering Committee; and Arild Underdal, University of Oslo and chair of the IHDP Scientific Committee.

The 2001 Berlin Conference was organised on behalf of the German Political Science Association by the joint Global Governance Project Glogov.Org of the Potsdam Institute for Climate Impact Research, Freie Universität Berlin and Oldenburg University. Core support was provided by the Heinrich Böll Foundation and Germany's Ministry of the Environment, Nature Conservation and Nuclear Energy. The conference was also endorsed by the Federation of German Scientists and the German Association for the United Nations, Berlin-Brandenburg Chapter.

Publications:

Global Environmental Change and the Nation State: Proceedings of the 2001 Berlin Conference on the Human Dimensions of Global Environmental Change, ed. by F Biermann, R Brohm and K Dingwerth. Potsdam: Potsdam Institute for Climate Impact

Research, 2002.

Global Environmental Change and the Nation State. Special Issue of *Global Environmental Politics* 4: 1 (February 2004), ed. by F Biermann and K Dingwerth. Cambridge, MA: MIT Press.

2002 **'KNOWLEDGE FOR THE SUSTAINABILITY TRANSITION: THE CHALLENGE FOR SOCIAL SCIENCE'**

Conference Chair: Frank Biermann
Conference Manager: Sabine Campe

The 2002 Berlin Conference, held 6-7 December, focussed on the intellectual foundations of global environmental governance. Do we need new kinds of knowledge or new ways to generate knowledge for the sustainability transition? How does knowledge affect decision-making for sustainability, and how do societal systems influence the ways in which sustainability knowledge is generated? How can social and scientific institutions be designed, and possibly reformed, to generate better sustainability-relevant knowledge and increase its use for decision-makers?

About 220 scientists from 29 countries participated in the meeting, which included a total of 111 plenary and panel presentations. Keynote speakers included the chairs of four major research and assessment programmes—Rajendra Pachauri (IPCC), Coleen Vogel (IHDP), Oran Young (IHDP/IDGEC) and John Schellnhuber (IGBP/GAIM).

The conference was organised on behalf of the German Political Science Association by the Global Governance Project GLOGOV.ORG.

Publications:

Knowledge for the Sustainability Transition: The Challenge for Social Science. Proceedings of the 2002 Berlin Conference on the Human Dimensions of Global Environmental Change, ed. by F Biermann, S Campe and K Jacob. The Global Governance Project: Amsterdam, Berlin, Potsdam and Oldenburg, 2004.

Knowledge for the Sustainability Transition: The Challenge for Social Science, ed. by F Biermann, S Campe and K Jacob, forthcoming.

2003 **'GOVERNANCE FOR INDUSTRIAL TRANSFORMATION'**

Conference Chair: Klaus Jacob
Conference Manager: Bianca Barth

The 2003 Berlin Conference, held 5-6 December, focused on political strategies to limit the overuse of natural resources and emissions from industrial activities. Participants addressed the historical experiences with the management of industrial transformation, stimulation of environmental innovations and the emergence of markets for environmental technologies; methods and indicators for the forecast of future technological development; new strategies and instruments, such as the so-called '3rd generation policy instruments' and evolutionary approaches; and the interconnectedness of levels of policy-making and actors.

The meeting brought together 130 participants from 20 countries, with 57 papers presented. Keynote speakers included Rainer Baake, secretary of state of Germany's environment ministry; Pier Vellinga, chair of the IHDP-IT Scientific Steering Committee; Wolfram Mauser, chair of Germany's National Committee on Global Change Research; Frans Berkhout, University of Sussex and IHDP-IT Scientific Steering Committee; and Ashok Jaitly, The Energy and Resources Institute, New Delhi.

The conference was organised by the Environmental Policy Research Centre of the Freie Universität Berlin in co-operation with the SUSTIME project led by the University of Applied Sciences Lausitz, the Global Governance Project GLOGOV.ORG, and the German Association for Ecological Economic Research (VÖW), with financial support by the German Science Foundation and additional support from the IHDP core project

'Industrial Transformation' and its project office at the Vrije Universiteit Amsterdam.

Publications:

Governance for Industrial Transformation. Proceedings of the 2003 Berlin Conference on the Human Dimensions of Global Environmental Change, ed. by K Jacob, M Binder and A Wieczorek. Berlin: Environmental Policy Research Centre.

2004 'GREENING OF POLICIES: INTERLINKAGES AND POLICY INTEGRATION'

Conference Chair: Klaus Jacob

Conference Manager: Daniel Pentzlin

The 2004 Berlin Conference addressed the obstacles to integrated decision-making and successful strategies of policy integration, with an emphasis on interactions between regimes and policies on international and national levels. Core questions included: What types of institutions succeed in strengthening policy integration? In how far are integration efforts affected by economic and political globalisation, the shift from government to governance, or the transition from environmental protection to sustainable development? What methods allow for an ex ante evaluation of the economic, social and environmental effects of policies and programmes? To what extent do international regimes affect the capacities for a greening of policies at the national level, and vice versa? What mechanisms ensure the coherence of different international regimes?

The 2004 Berlin Conference featured more than 100 speakers from all continents and various disciplines in 30 panels and 11 keynote speeches, including by Richard Odingo, vice-chair, IPCC and University of Nairobi; Oran Young, chair, IDGEC Scientific Steering Committee and University of California at Santa Barbara; Frans Berkhout, chair, IHDP-IT Scientific Steering Committee and Vrije Universiteit Amsterdam; and Nicholas Ashford, Massachusetts Institute of Technology, United States of America.

The conference was organised by the Environmental Policy Research Centre of the Freie Universität Berlin, in co-operation with the Global Governance Project GLOGOV.ORG, on behalf of the Environmental Policy and Global Change Section of the German Political Science Association.

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