

Quality of global (forest) governance & institutional legitimacy



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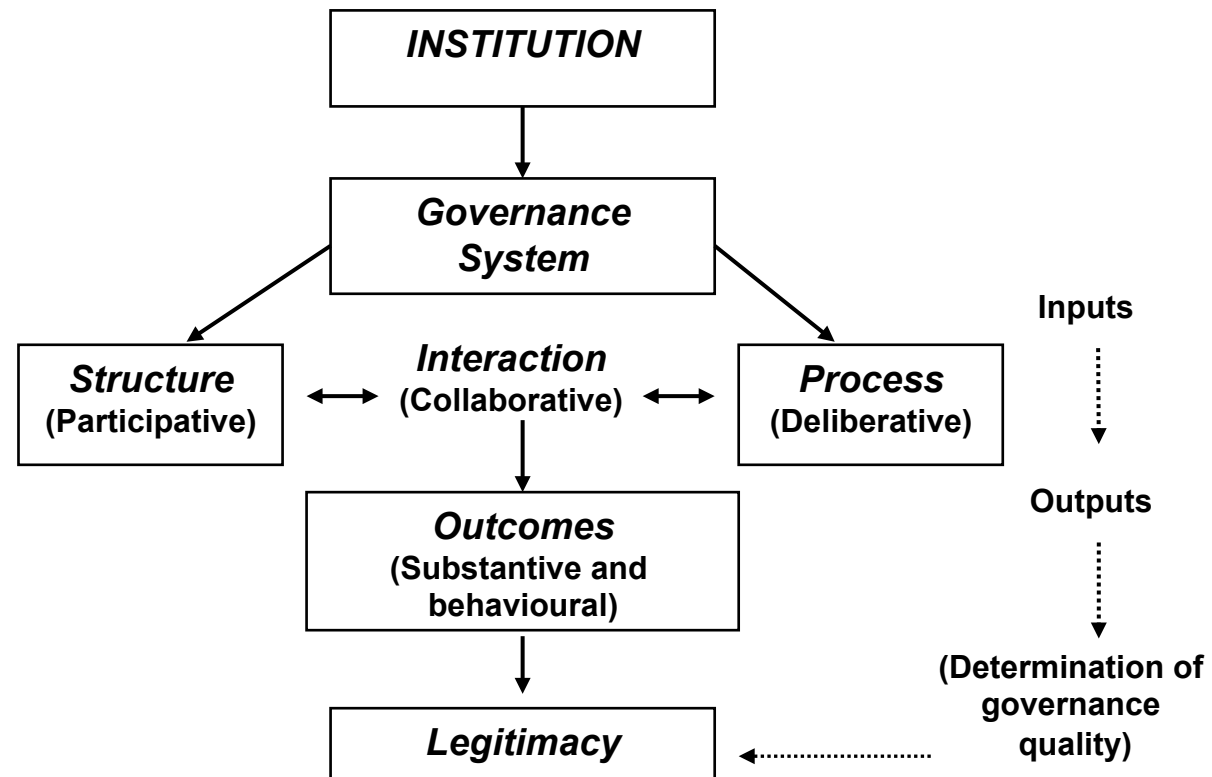
Summary

- There are many (forest) governance initiatives, some useful, some not: telling the difference is not always easy
- Stakeholders need a simple method to determine if they should participate
- This presentation provides
 - a means of classifying diverse governance systems and
 - A set of principles, criteria and indicators (PC&I) to evaluate governance quality and rate legitimacy
- Looks at four case studies: FSC, ISO 14000, PEFC, UNFF

Modern (environmental) governance

- “the coordination of interdependent social relations in the mitigation of environmental disruptions” (Mackendrick 2005)
- Governance systems understood as “governance as *structure*” and “governance as *process*”(Pierre and Peters 2000)
- *Participation* as structure, *deliberation* as process (Cadman 2009)
- Together, effective interaction between structure and process delivers the *quality* of outcomes, which determine *legitimacy* (Kooiman 1993, 2000):

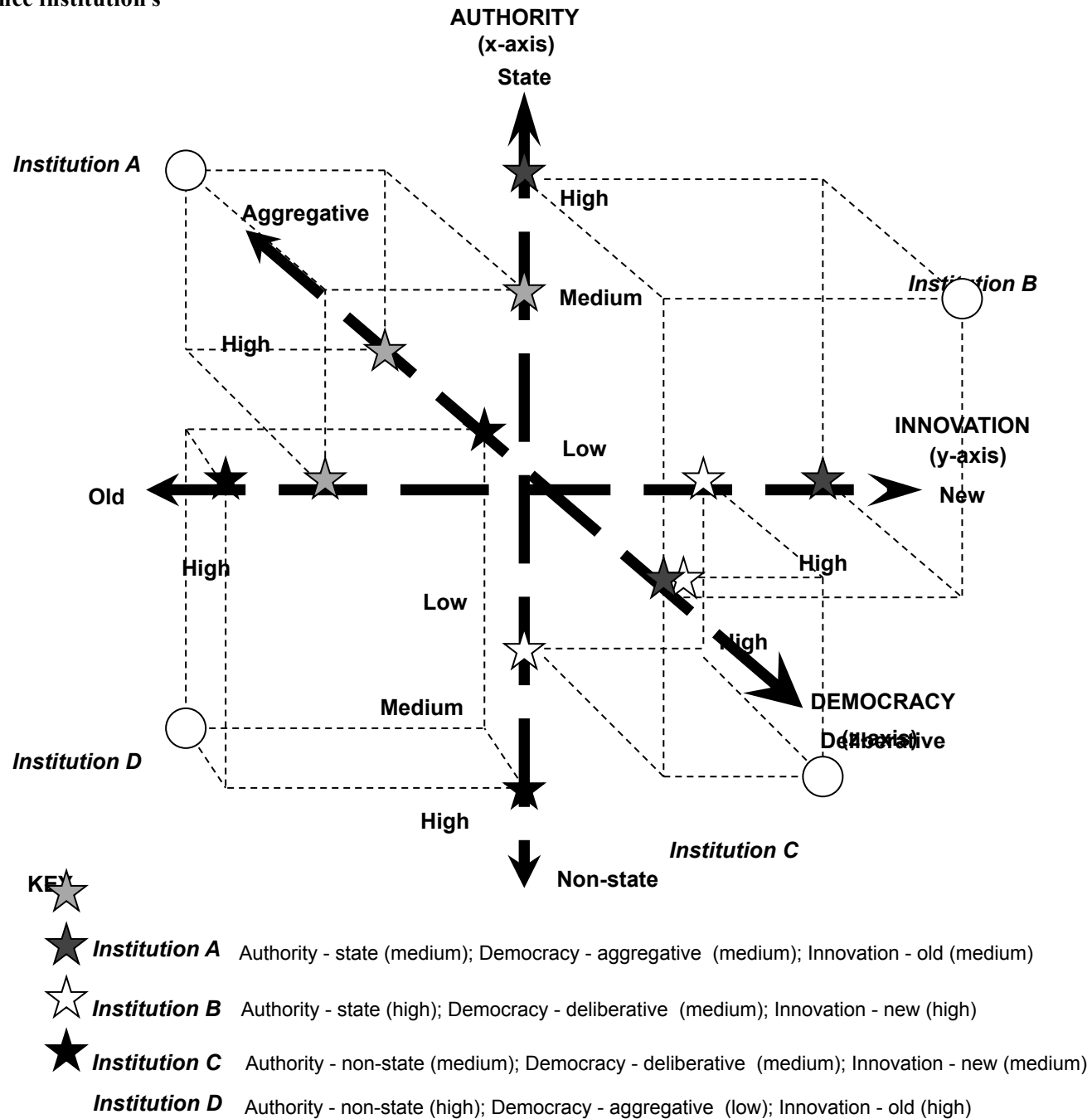
Figure 3.2 Conceptual model of contemporary global governance



How can you compare different institutions?

- Previously, governance theory has identified many different types of institution: public private partnerships (PPPs), 'new' public management (NPM), etc.
 - This makes comparison difficult
- Rather than identifying institutions by *type*, it is better to identify by key factors:
 - Authority (state or non-state)
 - Democracy (aggregative or deliberative)
 - Innovation (new or old governance styles)
- These can then be located in the 'universe' of global governance:

Figure 0.2 Typological framework for the classification of four hypothetical governance institutions



What system of measurement can you use?

- All governance theorists identify a range of governance attributes, which deliver 'good' governance: e.g transparency, accountability, interest representation, inclusiveness, etc.
 - But they have not sought to identify the structural and procedural relationship between these arrangements
- Cadman (2009) identifies the relationship between these attributes, and locates them in a hierarchical framework (following Lammerts van Beuren and Blom 1997):

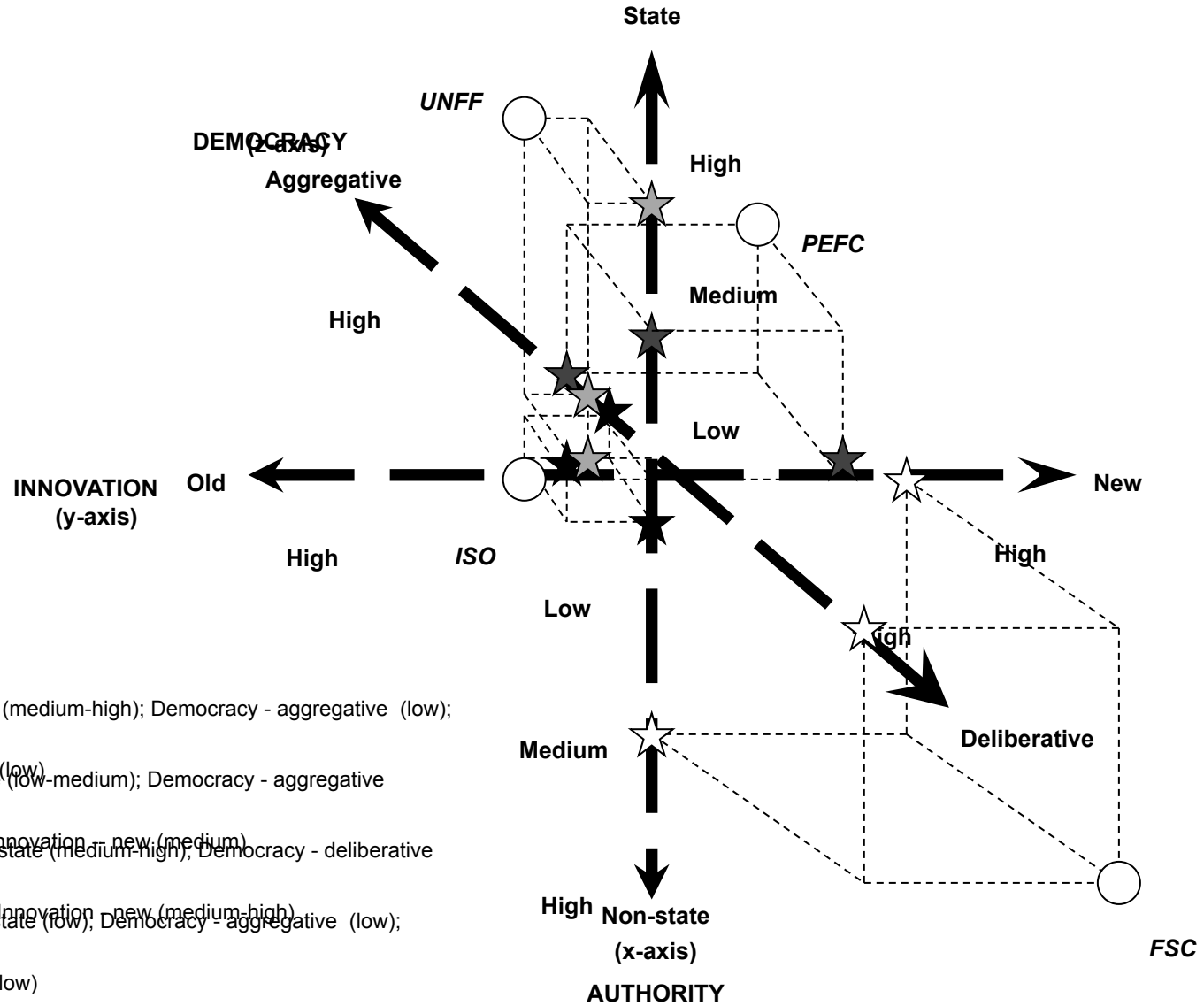
Table 0.3 Hierarchical set of PC&I for the assessment of governance quality

<u>Principle</u>	<i>Criterion</i>	Indicator
<u>"Meaningful participation"</u>	<i>Interest representation</i>	Inclusiveness
		Equality
		Resources
	<i>Organisational responsibility</i>	Accountability
		Transparency
<u>"Productive deliberation"</u>	<i>Decision-making</i>	Democracy
		Agreement
		Dispute settlement
	<i>Implementation</i>	Behavioural change
		Problem solving
		Durability

Case studies

- Using the classification framework and PC&I Cadman 2009 investigated the governance quality of four global forest institutions:
 - Forest Stewardship Council (FSC)
 - ISO 14000 series (TC 207)
 - Programme for the Endorsement of Forest Certification schemes (PEFC)
 - United Nations Forum on Forests (UNFF)

Results: Classification

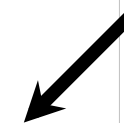


Results: Evaluation

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Principle	1. Meaningful Participation								
Criterion	1. Interest representation Highest possible score: 9 Lowest possible score: 3				2. Organisational responsibility Highest possible score: 6 Lowest possible score: 2			Sub-total (out of 15)	
Indicator	Inclusiveness	Equality	Resources	Total	Accountability	Transparency	Total		
FSC	3	2	2	7	2	2	4	11	
ISO	2	1	2	5	2	1	3	8	
PEFC	1	1	1	3	1	1	2	5	
UNFF	2	1	1	4	1	1	2	6	
Principle	2. Productive deliberation								
Criterion	3. Decision making Highest possible score: 9 Lowest possible score: 3				4. Implementation Highest possible score: 9 Lowest possible score: 3			Sub-total (out of 18)	
Indicator	Democracy	Agreement	Dispute settlement	Total	Behavioural change	Problem solving	Durability	Total	
FSC	2	3	1	6	2	2	3	7	
ISO	2	2	1	5	2	1	3	6	
PEFC	1	2	1	4	2	1	2	5	
UNFF	1	1	1	3	1	1	2	4	
									Grand Total (out of 33)
FSC									24
ISO									19
PEFC									14
UNFF									13

Legitimacy Rating



Conclusions

- Preliminary:
 - Non-state systems *may* be a better option; BUT
 - Insufficient case studies to be definitive AND
 - It is not non-state systems *per se* but their quality of governance that counts
- Implications:
 - Stakeholders should pay attention to the governance systems of the institutions in which they participate
 - They could be wasting their time on a system with poor governance: it will not solve the problem (eg climate change) or meet sectoral needs
 - There may be ‘decoy’ institutions (Dimitrov 2005) gaining legitimacy
 - There is an urgent need for consistent global governance standards