

A cable-stayed bridge is silhouetted against a twilight sky. The bridge's central pylon and numerous stay cables are visible. In the background, an industrial facility with smokestacks and cranes is also silhouetted. The foreground shows a body of water with some lights reflecting on its surface.

Adaptive Governance and Wisconsin's Green Tier Program

Performance Advantage in a
Changing World

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Green Tier Advisors Meeting, March 2008

Acknowledgements and Thanks

A cable-stayed bridge is the central focus of the image, set against a twilight sky. The bridge's central pylon and numerous stay cables are silhouetted against the fading light. In the background, a city skyline is visible with some lights beginning to glow. The foreground shows the dark, calm surface of a body of water.

- LaFollette School of Public Affairs
- Green Tier Advisors
- Green Tier stakeholders
- Wisconsin Department of Natural Resources Bureau of Cooperative Environmental Assistance

Presentation Purpose

A cable-stayed bridge is the central focus, with its tall pylon and numerous stay cables silhouetted against a twilight sky. The bridge spans across a body of water, and in the distance, the city skyline is visible with various lights and structures, including what appears to be a construction crane. The overall scene is a blend of natural and urban elements, creating a professional and modern atmosphere for the presentation.

- Define adaptive governance and the adaptive governance goals of Wisconsin's Green Tier program
- Discuss Green Tier's ability to adaptively govern based on:
 - Adaptive governance case study literature
 - The program's related performance management systems

Adaptive Governance Elements and Definitions

➤ New governance

- Participation and power-sharing
- Multi-level integration
- Diversity and decentralization
- Deliberation
- Flexibility and revisability
- Experimentation and knowledge creation

New governance - Scott and Trubek, 2002

Adaptive Governance Elements and Definitions

➤ Adaptive governance – adds:

- Integration of social-ecological systems with system
- Resilience as a goal

Distinguishing New Governance

Classic Public Administration	New Governance
Program/Agency	Tool
Hierarchy	Network
Public vs. Private	Public & Private
Command and Control	Negotiation and Persuasion
Management Skills	Enablement Skills

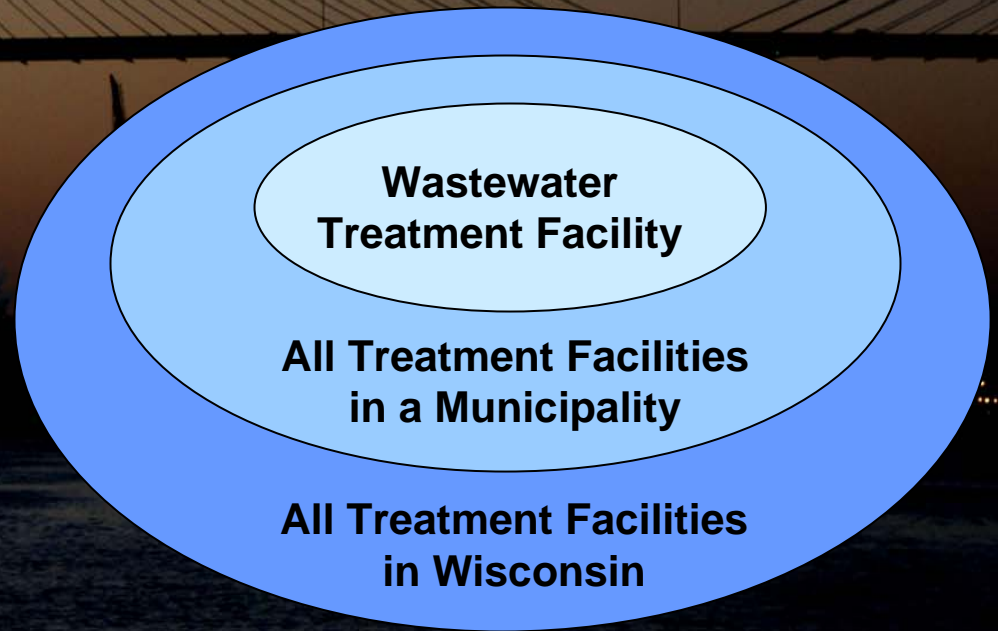
(Salamon, 2002)

Methods

- Adaptive governance and adaptive co-management literature review
- Adaptive governance facilitated discussion with DNR staff
- Personal communications and interviews with DNR staff, Green Tier Advisors, Green Tier participants, and environmental advocates

Adaptive Governance Design Principles

- System Boundaries
- Program Goals

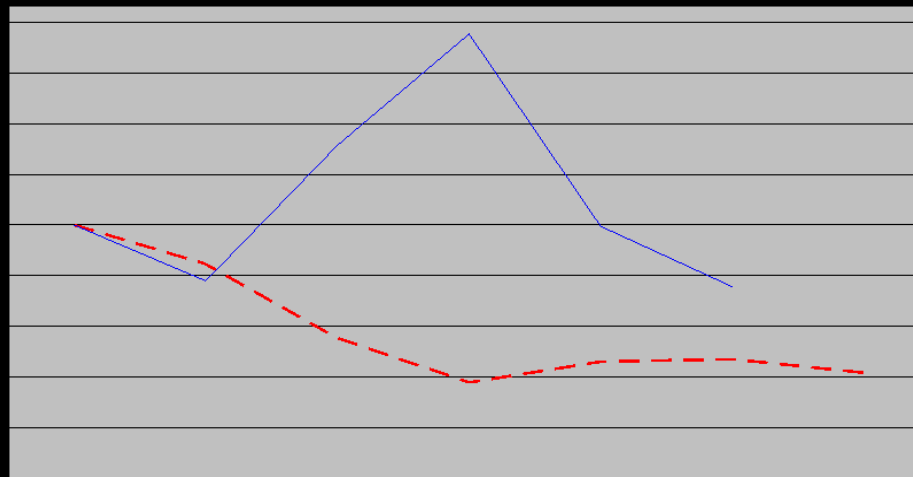


Walker et al 2006, Dietz, Ostrom,
and Stern 2003, Birkes, Colding,
and Folke 2003, Anderies,
Janssen, and Ostrom 2004

Adaptive Governance Design Principles

➤ Information and Indicators - Environmental

HAP Emission Trends (2000-2006)



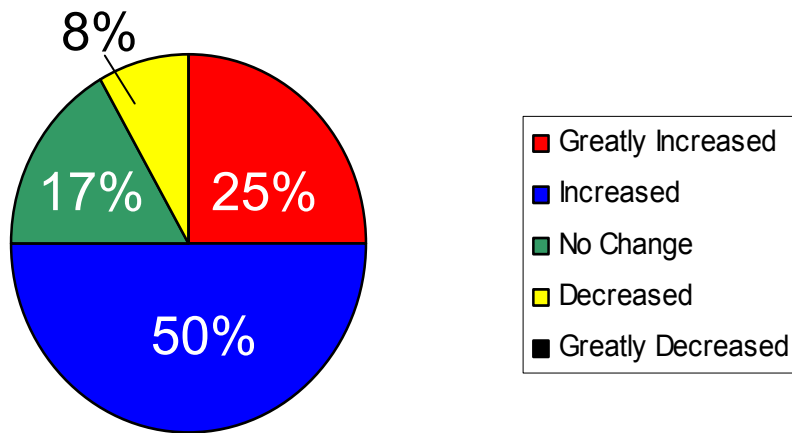
- - - ECCP Pilot Companies — All Other Stationary Sources

Adaptive Governance Design Principles

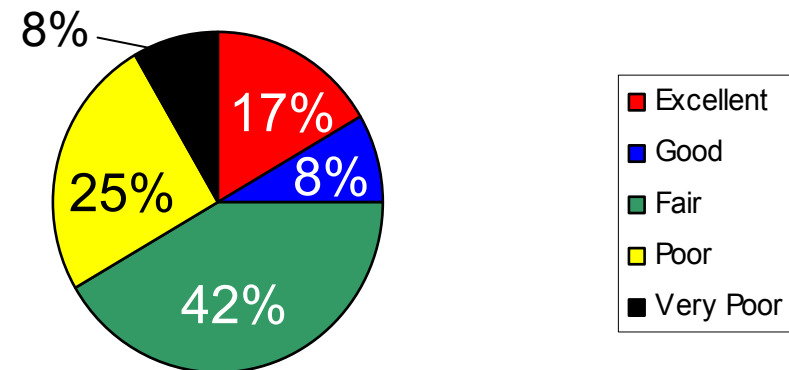
➤ Information and Indicators – Relationships/ Process

November 2006 Survey of 12 Green Tier Participants

Changes in Levels of Trust



Job Approval in terms of the Creation of
Opportunities for Regulatory Flexibility



Adaptive Governance Design Principles

➤ Rules about Rules*

- Rules are followed, with “reasonable” tolerance for violations
- Graduated sanctions for rule violations are agreed upon and used
- Enforcers seen as effective and legitimate
- Congruent with ecological conditions

**Note, “Rules” are system rules, not administrative rules*

Adaptive Governance Design Principles

➤ Rules about Rules

- The benefits and costs of participating in the system are proportionally equivalent
- Authority is allocated to multiple scales
- Variety and redundancy provide increased resilience

Adaptive Governance Design Principles

- Conflict Management and Resolution
- Capital and Capital Reserves
 - Human, physical, financial, social, natural capital
- Culture of Learning

GT Adaptive Governance Goals*

- Tap unique capabilities of stakeholders
- More effectively address discrete problems
- Adapt responses in a changing management environment
- Efficient and effective allocation of resources
- Increase stakeholder “integration” and engagement

**Fall, 2007 facilitated meeting with 5 DNR staff*

GT Adaptive Governance Goals*

- Help stakeholders accomplish their goals
- Maintain relevance
- Recognize interdependencies/relationships
- Learning
- Future orientation

**Fall, 2007 facilitated meeting with 5 DNR staff*

Results and Analysis

A cable-stayed bridge is silhouetted against a twilight sky. The bridge's central pylon and numerous stay cables are visible. In the background, a city skyline with various structures and lights is visible across a body of water.

➤ System Boundaries (+)

- Clearly defined at both state and participant levels

➤ Program Goals (0)

- Goals in contracts and charters are clearly spelled out
- Clarify state-level goals (Δ)

Results and Analysis

➤ Information and Indicators (Δ)

- Successful development of environmental, economic, and social performance metrics
- Metrics have potential to integrate performance at program and participant levels (aggregation potential)
- Limited number of participants collecting information on each indicator, so difficult to determine program-level impacts (Δ)

Results and Analysis

➤ Information and Indicators (Δ)

- Limited “input” indicators at program level – workload a consistent concern (Δ)
- More information needed about the utility of information and indicators for specific audiences – elected officials, DNR staff, participants, environmental advocates (Δ)

Results and Analysis

➤ Rules About Rules (+0)

- “Reasonable” tolerance of violations and graduated sanctions
- DNR seen as legitimate rule enforcer, limited data on Charter rule enforcers

Results and Analysis

➤ Rules About Rules (+0)

- “Proportionality” processes and measures currently being developed, not yet tested
- Multiple rules and enforcers at multiple scales
- Look for opportunities to align rules with system resilience, rather than technical and political feasibility (broader than Green Tier and CEA) (Δ)

Results and Analysis

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- Conflict Management and Resolution (+0)
 - Minimizes power differentials through decision transparency, wide distribution of information, and open participation in rule making and meetings
 - Willingness to experiment helps manage conflict

Results and Analysis

➤ Conflict Management and Resolution (+0)

- Agreement on information and indicators helps manage conflict
- Perceived high level of complexity can reduce participation – look for ways to continue “translating” Green Tier (Δ)

Results and Analysis



➤ Capital and Capital Reserves (Δ)

- Increase access to resources for gathering and managing information (Δ)
- Develop mechanisms that support communication and increase social capital among stakeholders (Δ)

Results and Analysis

➤ Capital and Capital Reserves (Δ)

- Implement system for collecting and using information about social capital (Δ)
- Increase availability of flexible capital reserves to respond to changing conditions (Δ)

Results and Analysis

➤ Culture of Learning (+)

- Advisors meetings frequently build in learning and promote an atmosphere of learning
- CEA staff meet quarterly to discuss current activities and issues
- No GT administrative rules = opportunity for learning to be incorporated more quickly

Results and Analysis



➤ Culture of Learning (+)

- Willingness to experiment
- Integration of stakeholders through interested persons groups
- Collecting information about occurrence of learning would strengthen

Conclusion and Recommendations

- Green Tier is a leader in adaptive governance in Wisconsin and nationally
- Works well: System boundary definition and a culture of learning
- Growing edge: Information and indicators and capital and capital reserves
- Progress on the two design principles listed above may also contribute to managing and resolving conflict

Bottom Line

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Green Tier may benefit from:

- Clarification of program goals at the state level
- Continued development of environmental performance measures that link participant performance with the capacity of ecological systems to persist in a desirable state
- Systematic monitoring of other aspects of adaptive governance

Bottom Line

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- Increased resources for
 - the collection and use of high priority performance/monitoring information
 - maintenance of minimum capital reserves to respond quickly to changing management conditions
- Continued discussions about adaptive governance concepts, goals, and measures with Green Tier Advisors, participants, and other stakeholders

