

**Glocalizing Climate Governance: The Role of Integrated Governance for a Just and Legitimate Adaptation to Climate Risks (GlocalClim)  
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*Abstract:*

Global governance institutions (GGIs) such as the European Union and United Nations are today more powerful than ever, addressing a broad array of climate-induced risks for human livelihoods and security. To tackle such climate risks adequately requires global governance responses that integrate climate change adaptation into different policy sectors. The aim of this project is to understand the causes and consequences of such global integrated governance responses for local and national climate adaptation in the global south. The project is organized in four modules. First, we identify the GGIs currently addressing climate risks. Second, we seek to explain why integrated governance responses to climate risks differ among GGIs. Third, we explore the challenges and opportunities of integrated governance for a just and legitimate local and national implementation of global programs. The fourth module communicates our research results to our stakeholders, such as Swedish and global civil society representatives, industry associations, and policy-makers. The project combines quantitative and qualitative methods to add knowledge on this process of so-called ‘glocalization’ through which global programs have ramifications for local and national adaptation to climate change. Taken together, the project provides new and critical insights for Swedish and global academics and stakeholders into challenges and opportunities associated with integrating climate adaptation into different policy sectors, with implications for synergies between sustainable development goals and a just and legitimate adaptation to climate change.

*Project description:*

From severe water shortage in Nepal and Syria to food insecurity across the Sahel and coastal communities in South West Africa affected by the Benguela current – all indicate the severity and

global quality of climate change impacts on human livelihoods (IPCC 2013). Almost 11 000 extreme weather events – such as heat waves, flooding, and storms – have since the 1990s caused the deaths of more than half a million people worldwide (Germanwatch 2017). By exacerbating already existing vulnerabilities such as access to food and water, climate stressors may act as risk multipliers for social and political conflict (von Uexkull et al 2016). Such climate risks pose a significant threat to human security through climate change and variability (Adger 2010) and span state boundaries and policy sectors such as development, health, food governance, and migration.

Such risks therefore require distinctly global responses. Global governance institutions (GGIs) such as multilateral entities (e.g. United Nations (UN) Environment), initiatives (e.g. Environment and Security Initiative), public-private partnerships (e.g. Global Environment Facility), are expected to figure prominently in providing governance solutions. However, as climate risks span policy sectors, they are typically dealt with by GGIs with mandates in different sectors, resulting in a fragmented global governance landscape (Dellmuth et al 2017a).

The aim of this project is to understand the causes and consequences of glocalized, transscalar, and integrated governance responses to climate risks. We define integrated governance responses as instances of political change linking policy sectors on two dimensions: institutional (procedural) and policy (substantive) change, observable in e.g. funding schemes, programs, and institutional collaborations. In terms of causes, we are primarily interested in how ideational, material and structural factors combined shape degrees of integration. In terms of consequences, we explore 1) how local and national GGI staff perceives challenges and opportunities of integration in building local and national capacity to adapt to climate change; and 2) how far integration promotes a just and legitimate implementation of global programs in the eyes of local and national stakeholders.

GGIs are not mere instruments of states or benign facilitators. Although their actions and rules are influenced by various state and non-state actors in today's complex global governance landscape, the bureaucracies of GGIs are powerful in categorizing and defining who is (negatively) affected by climate change and who is not, and publicly attach consequences to states' and communities' failure to comply with GGI processes and rules. GGIs' power begs questions about how far they exercise their authority appropriately. This project innovatively studies effects of integration on two central moral aspects of rule by GGIs highlighted in International Relations research, distributive justice and legitimacy (Buchanan & Keohane 2006; Dellmuth & Tallberg 2015; Tallberg et al 2018).

### *Survey of the field:*

This project contributes to two bodies of academic research, neither of which has systematically examined: 1) how and why integration of climate adaptation into different policy sectors varies across GGIs and policy sectors; and 2) what we call the 'glocalization' of climate adaptation

through which integration has local and national ramifications.

First, the literature on climate adaptation primarily understands adaptation as a localized phenomenon that is under the responsibility of national governments and is funded by international institutions. This literature often highlights the unintended consequences of adaptation policies for *inter alia* local power structures (Sovacool & Linnér 2015; Nagoda & Nightingale 2017). However, due to the increasing global interconnections, scholars have increasingly started to questioning the localized framing of climate adaptation (Benzie & Persson) and highlighted its transcalar nature. This project contributes to advance the research frontier by analyzing why and how GGIs develop adaptation policies, and how national governments translate global policies into policy action at the subnational level, with important implications for a just and legitimate adaptation to climate risks.

Second, adaptation scholars typically focus on national and global governance institutions with their mandates on climate change. However, it is increasingly recognized that climate risks span not only state boundaries but also issue areas such as health, food, and migration. Thus, a large number of GGIs with mandates in different issue areas, have started to address climate risks in recent decades. However, we still know little about how and why the degree of integration in GGI responses to climate risks varies across GGIs and policy sectors (Mobjörk et al 2016; Dellmuth et al 2017a, 2017b). We will study these issues in original and systematic field studies, comparing perceptions of challenges and opportunities associated with integration, justice, and legitimacy, across local groups, countries, and policy sectors.

Taken together, we need to better understand the glocalization of adaptation governance responding to climate risks. The project will thus make a timely contribution to a systematic and policy-relevant understanding of the challenges and opportunities of integrating climate adaptation into different policy sectors for local and national capacity-building and a just and legitimate adaptation to climate risks.

#### *Project modules:*

This project seeks to advance the research frontier and provide policy-relevant knowledge on the causes and consequences of global CCA governance. We propose the following three research modules, tracing integration of climate adaptation into different policy sectors from the global to the local level in innovative ways (see Figure 1):

##### Module 1: “Global governance institutions addressing climate risks”

The project will start by providing a comprehensive overview of GGIs currently addressing climate risks. It will analyze which ideas policy-makers in GGIs have about the challenges and opportunities associated with integrating climate adaptation into different policy sectors, how far these ideas are contested among policy-makers within and across GGIs and policy sectors, and

which ideas GGIs are taking stewardship of. Ideas are understood as principled beliefs about how policy sectors should be linked in global governance responses to climate risks, providing cognitive shortcuts in the absence of certain knowledge.

#### Module 2: “Global integrated governance responses to climate risks”

The second module will study to what degree and why GGIs engage in integrated governance. This module examines three main factors that may potentially explain variation in integrating climate adaptation into different policy sectors: ideational factors, material interests, and structural factors. Ideational factors refer to beliefs in challenges and opportunities of integrated governance, which typically interact with material interests, e.g. policy-makers’ considerations of how their organization’s budgets could be increased, thereby shaping global governance responses. We will also examine the explanatory power of various structural factors, such as the contestation of integrated governance in GGIs, norm entrepreneurship of powerful states, socialization, GGIs resources, certainty of scientific knowledge, and state demand due to asymmetrical risk.

#### Module 3: “Local and national impacts of integrated governance of climate risks”

The third module is based on in-depth analyses of perceptions of (a) local and national GGI staff in terms of the challenges and opportunities they associate with integration of climate adaptation into different policy sectors in their specific implementation context; and (b) local and national stakeholders in terms of their evaluations of the distributive justice and legitimacy of global program implementation. We will study how local and national GGI staff perceives challenges and opportunities associated with integration in terms of institutional structures, degree of contestation, certainty of information, and SDGs and sectors to be integrated. We understand distributive justice in terms of perceptions of a fair allocation of economic and political resources among stakeholders that considers the interests of vulnerable groups. We will also foreground legitimacy in terms of beliefs in appropriate political rule.

Taken together, the project employs an ambitious mixed methods approach combining quantitative and qualitative methods. Novel empirical findings will be generated through survey methods, interviews, network analysis, and ethnographic field studies.

#### Module 4: “Communication to stakeholders”

Module 4 is designed to assist stakeholders – mainly Swedish and global civil society representatives, industry associations, and policy-makers – engaging (or considering engaging) in the design or funding of global CCA governance. The project aims to provide our stakeholders with new knowledge on:

1. the GGIs that are currently active in addressing climate risks (i.e. multilateral organizations, initiatives, and public-private, public-public and private-private partnerships), the ideas prevalent in GGIs about challenges and opportunities associated with integrating climate adaptation into

different policy sectors, and which ideas GGIs take stewardship of;

2. the ways in which and the reasons for why integrated of climate adaptation into different policy sectors differs across GGIs and policy sectors; and

3. the local and national impacts of integrated governance of climate risks in terms of capacity-building, justice and legitimacy in local and national program implementation.

Ultimately, we aim to contribute to a more just and legitimate integration of climate adaptation into different policy sectors. At the core of our inquiry is a central aspect of SDG 13, namely, to improve the climate of individuals and communities. Particularly relevant is how adverse effects of climate change for the livelihoods or security of individuals and communities is addressed by linking SDG 13 to SDG 16 about inclusive peaceful societies, SDG 3 aimed at healthy lives for all, and SDG 2 on food security (see ‘Module 3’), but also a range of other SDGs such as SDG 5 on gender equality, SDG 6 on clean water and sanitation, SDG 14 on life below water, or SDG 17 on appropriate partnerships for effectively addressing climate risks, with implications for an effective promotion of the Agenda 2030 in global climate adaptation governance.

#### *Deliverables and dissemination:*

The project team seeks to publish peer-reviewed research in high-impact journals and publishing houses. To reach a wide academic audience, the project’s results will be continuously presented and discussed with state and non-state actors through conferences and workshops. For example, the project participants regularly attend the Annual Meetings of the International Studies Association (ISA), European Consortium for Political Research (ECPR), Earth System Governance (ESG), and Environmental Politics & Governance (EPG). We will propose panels or round tables for these meetings to discuss the project results with the respective academic communities.

See more information about our academic and practitioner’s advisory councils at [www.ekohist.su.se/globalclim](http://www.ekohist.su.se/globalclim).

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### ***Swedish summary:***

#### *Glokaliseringen av klimatstyrning: Rollen av integrerad styrning för en rättvis och legitim anpassning till klimatsäkerhetsrisker*

Klimatförändringar har bidragit till att torka, skogsbränder och orkaner har blivit allt vanligare och utgör idag en allt större global utmaning. Forskning visar att klimatförändringar påverkar tillgång till mat och vatten, och kan bidra till ofrivillig migration och konflikter. Dessa så kallade klimatsäkerhetsrisker har därmed stora konsekvenser för mänsklig säkerhet, i synnerhet för sårbara grupper. Givet att klimatsäkerhetsrisker är gränsöverskridande så spelar globala institutioner såsom mellanstatliga organisationer (t.ex. Afrikanska Unionen, Europeiska Unionen och Förenta Nationerna (FN)), privat-offentliga partnerskap och initiativ, en avgörande roll för en rättvis och legitim klimatanpassning i det globala syd. Dessa risker kräver vidare tvärgående ansatser där klimatanpassning förs in i en rad olika policyområden som traditionellt sett inte hanterat klimatfrågor. Centrala policyområden inom vilka klimatsäkerhetsrisker behöver hanteras är livsmedel, hälsa och fredsbyggande (mål 2, 3, och 16) men även migration, utveckling, och förebyggande av naturkatastrofer. Att arbeta integrerat med klimatsäkerhetsrisker utgör emellertid en omfattande styrningsutmaning på global, nationell och lokal nivå (mål 17) och när och hur integrering får positiva effekter är omdebatterat. Det förs därför idag livliga debatter inom många globala institutioner om huruvida man ska använda integrerade styrmedel i arbetet med klimatsäkerhetsrisker.

Projektet undersöker vilka utmaningar och möjligheter som är kopplade till tvärgående ansatser, och i vilken grad olika styrmedel främjar en rättvis och legitim klimatanpassning på nationell och lokal nivå. Vi studerar den så kallade "glokaliseringen" av dessa framväxande styrmedel där global klimatstyrning får konsekvenser för lokal och nationell klimatanpassning.

Projektet är organiserat i tre moduler. Först identifierar vi vilka globala institutioner som arbetar med klimatanpassning och kartlägger hur tjänstemän ser på möjligheterna och utmaningarna med integrerade styrmedel. Därefter studerar vi hur och varför globala institutioner hanterar klimatrisker genom integrerade styrmedel. Slutligen analyserar vi implementeringen av tre klimatanpassningsprogram med fokus på hälsa, fredsbyggande och matsäkerhet i ett antal låg- och medelinkomstländer (två länder per program). Vi är främst intresserade av att förstå centrala styrningsutmaningar samt i vilken utsträckning programmen betraktas som legitima och rättvisa bland aktörer på lokal och nationell nivå.

Projektet kombinerar kvalitativa och kvantitativa metoder såsom enkäter, intervjuer, jämförande fallstudier och nätverksanalys, för att generera nya empiriska och teoretiska insikter om huruvida arbetet med att integrera klimatanpassning inom andra policyområden främjar en rättvis och legitim klimatanpassningspolitik.

Förutom att bidra till forskning om hur klimatanpassning kan integreras inom olika policyområden, och även hållbarhetsmål kommer projektet att generera policy-relevant kunskap och rekommendationer till politiker, beslutsfattare och icke-statliga aktörer i Sverige och på global nivå med intresse för klimatanpassning. Projektet är förlagt till Institutionen för ekonomisk historia och internationella relationer på Stockholms Universitet. Forskargruppen har bred expertis inom klimatsäkerhet, global styrning, legitimitet, konflikter kring naturresurser, samt enkätmetodik och etnografiska fältstudier på landsbygden i låg- och medelinkomstländer. Projektet ger även möjlighet för tre forskare tidigt i karriären att meritiera sig.

Vi kommer att skapa ett råd bestående av forskare och tjänstemän inom globala och nationella institutioner. Rådet kommer att mötas en gång per år och ge feedback på forskningsresultat, samt diskutera dess relevans för svenska och internationella stakeholders aktiva inom global klimatanpassning. Sammantaget kommer projektet att resultera i sex vetenskapliga artiklar, en antologi, en doktorsavhandling, tre policy briefs, ett policy paper, en policy rapport och en avslutande internationell konferens där forskare, praktiker, och representanter från, civilsamhället och våra partnerländer möts. Sammantaget bidrar projektet till att öka förståelsen för olika styrningsutmaningar och möjligheter kopplade till integreringen av klimatanpassning inom olika policyområden. En ökad förståelse för olika integrerade styrmedel och deras legitimitet är centralt för genomförandet av 2030 agendan.



Figure 1: Overview of project *Glocalizing Climate Governance: The Role of Integrated Governance For A Just and Legitimate Adaptation to Climate Security Risks*

