

**Coordination, Challenges and Innovations
in National Sustainable Development Strategies**
-
Based on a 19-Country Analysis

Axel Volkery¹, Klaus Jacob¹, Francois Bregha², László Pintér³ and Darren Swanson³

Paper presented at the 2004 Berlin Conference on the Human Dimension of Global Environmental Change “Greening of Policies: Inter-linkages and Policy Integration”

Panel B3 “National Policy Integration 2”

- ¹ Axel Volkery (volkery@zedat.fu.berlin.de)
Klaus Jacob (jacob@zedat.fu-berlin.de)
Environmental Policy Research Centre, Freie Universitaet Berlin, Germany
Hnestr. 22, D-14195 Berlin, <http://www.fu-berlin.de/ffu>
- ² Francois Bregha (fbregha@stratos-sts.com)
Stratos Inc, Ottawa, Canada
- ³ International Institute for Sustainable Development, Winnipeg, Canada
László Pintér (lpinter@iisd.ca)
Darren Swanson (dswanson@iisd.ca)

Abstract

Integrative approaches to political decision-making have been an ever-present challenge in the pursuit of better government. Since the World Conference on Environment and Development (WCED) in 1992, one manner in which strategic and coordinated action for sustainable development at the national level has been pursued is through national sustainable development strategies (in the following SDS). Current thinking views SDS as representing a transition from the traditional fixed plan towards operating an adaptive system that can continuously improve. It is this type of process that nations at the 2002 World Summit on Sustainable Development (WSSD) were asked to formulate, elaborate and begin implementing by 2005.

To contribute to the growing body of knowledge on national sustainable development strategies, 19 developed and developing countries were studied to identify the key challenges, approaches and innovations in the strategy process. These were featured to create a pragmatic toolbox for policymakers and public managers. Specific aspects researched included leadership, planning, implementation, monitoring and review and cross-cutting aspects such as coordination and participation. Country-level research was conducted on an independent basis using publicly available documents and literature, complemented where possible by feedback from government representatives and other experts.

Despite some true progress made, the findings indicate that nations are still at the early stages of learning toward effective strategic and coordinated action. Few countries are acting truly strategically. Many challenges remain in the continuous cycle of strategic management. Key coordination challenges that emerged from the study include:

- Coordination with the national budget expenditure and revenue generating process;
- Coordination with the sub-national and local sustainable development action; and
- Coordination with other national-level strategy processes.

These challenges are discussed in detail in this paper, along with the innovative approaches and tools observed in the 19 countries used to address these coordination challenges.

Content

1	INTRODUCTION	3
2	ANALYTICAL FRAMEWORK AND RESEARCH METHODS	4
3	CHALLENGES, TOOLS AND INNOVATIONS.....	7
3.1	Leadership	7
3.2	Planning.....	8
3.3	Implementation	9
3.4	Monitoring, learning and adaption	11
4	COORDINATING THE INTEGRATION OF GOVERNMENTAL ACTION	12
4.1	Co-ordination with the national budgeting process.....	14
4.2	Co-ordinating with Other Strategy Processes.....	15
4.3	Co-ordination with Other Levels of Government.....	16
5	MANAGING PARTICIPATION AND CONSULTATION.....	16
6	CONCLUSIONS.....	18
7	ANNEX	20
	Acknowledgements.....	20
	Bibliography.....	20

1 INTRODUCTION

For over a decade now the United Nations has been asking countries to pursue strategic and coordinated action for sustainable development through the creation of national sustainable development strategies (SDS, see for an overview UN DSD 2004). Most recently, the 2002 World Summit on Sustainable Development (WSSD) called on all countries “to make progress in the formulation and elaboration of national strategies for sustainable development and begin their implementation by 2005” (UN DSD 2004). Nations have responded to these claims - at present, nearly all countries have adopted a SDS or are preparing to do so (c.f. Jørgens 2004).

Sustainable Development is an ambitious challenge. It competes not only with many deeply entrenched values but more specifically challenges also the organization and pursuit of governmental policy-making. It forces reconciliation of the short-term electoral cycle with long-term planning or of policy coherence through greater co-ordination with current sectoral organization of government and the move toward decentralization. These are all difficult challenges to which there are no easy answers. Experience has shown that a pathway to Sustainable Development cannot be charted in advance, but rather needs to be navigated through processes of learning and continuous adaption.

During the last years, many studies have been undertaken to assess action for Sustainable Development at the national level (recent: Steurer und Martinuzzi 2004, Swanson et al. 2004¹, Dalal-Clayton and Bass 2002). While many studies focus on analysis of strategy content, these reports pay particular attention to the process and institutions. In our research, we approached the analysis of strength and weaknesses regarding procedural aspects of national level strategic and coordinated action from the perspective of a civil servant responsible for implementing SDS. We identified a number of typical challenges that governmental managers face and tried to find relevant tools that are used to tackle them. Special attention was given to best-practice examples to provide a starting point for policy learning. Our research was led by three major questions:

- What are main challenges for coordinated action for Sustainable Development?
- What approaches and tools have been introduced to tackle these challenges?
- What are best-practice examples, and lessons to be drawn for helping policy-makers to manage coordinated action for Sustainable Development more efficiently?

Research findings were featured to create a pragmatic toolbox of challenges, approaches & tools and innovations that shall help governmental managers to adapt governmental practice to the premises of the public policy literature on strategic behavior. Such a behavior requires “developing an underlying vision through consensual, effective and iterative process; and going on to set objectives, identify the means of achieving them, and then monitor the achievement as a guide to the next round of this learning process.” (Dalal-Clayton and Bass 2002).

This notion of strategic behavior is, however, far-reaching. Its essential mechanism is learning and subsequent adaption. Many scholars have stressed the importance of learning for the occurrence of policy change over time (Howlett and Ramesh 2002; Dudley and Richardson 2001; Benet and Howlett 1992). However, it is a widespread claim, that there are important limitations to policy learning: since policy actors - and also more generally institutions - have a set of enduring causal beliefs, they consequentially will stick to these framesets and will only change minor aspects of the policy. Major policy change will thus only occur against the background of external shocks, such as changes in government or in public interest (Pierson and Skocpol 2002, Sabatier and Jenkins-Smith 1999, Thelen 1999). Other scholars argue, however, that incrementalism might accumulate to major policy change over time and provides the best way to go along when explor-

¹ The report upon which this paper is based.

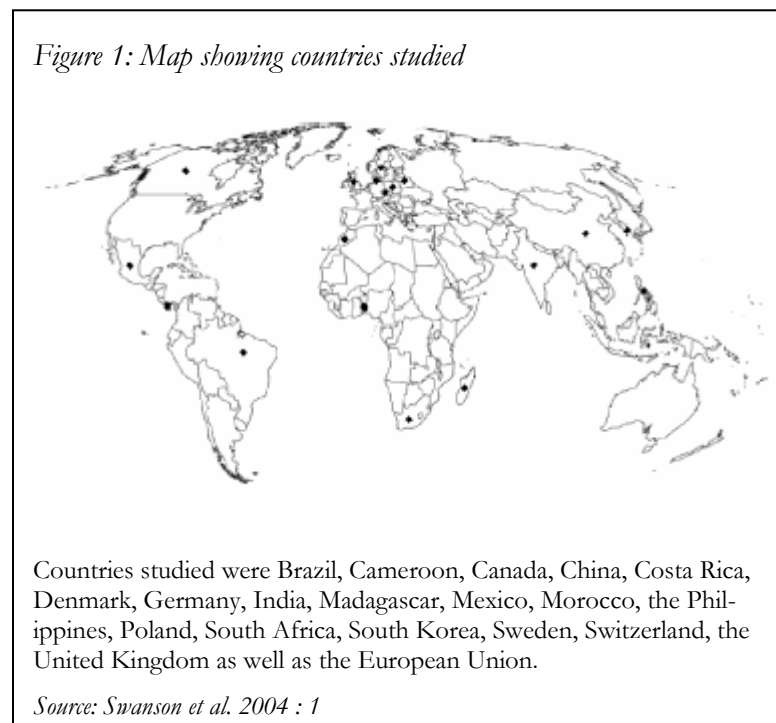
ing uncharted ground for governmental action (e.g. Hayes 2003). Therefore, by comparing recent experiences in 19 developed and developing countries we tried to scrutinize also potentials and restrictions of learning and adaption processes under the framework of SD strategies. Is this notion of strategic behavior met by reality?

Obviously, the question of formulating and implementing a SDS and the process of “Greening of Government” are closely related. Sustainable Development is an integration challenge. This paper focuses mostly on process, rather than content of the SDS. To what extent the SDS resulted in tangible progress toward SD is another question altogether – albeit a critical one. We do not assume that a good process will always lead to “good” results, but an assessment of process provides a necessary proxy for effectiveness and can provide practical and accessible information.²

The paper proceeds as follows: In the next section, we will discuss our analytical framework and the applied research methods. In the third section, we present empirical findings, organized around the fundamental tenets of strategic management and with a special focus on coordination challenges. We will consider what approaches are applied for implementing more integrative approaches to decision-making and discuss, whether there are trends visible. The last section ends with some conclusions. The paper is based mostly on the 19 case studies conducted. For the purpose of readability, we abstain from citing each case study, when talking about single innovations discovered. An overview on case study authors is included in the acknowledgements.

2 ANALYTICAL FRAMEWORK AND RESEARCH METHODS

Our tool box is based on independent research conducted on 19 developed and developing countries from around the world and for efforts both pre- and post-WSSD (see figure 1). The criteria for country selection included:



- mix of developed and developing countries;
- geographic representation;
- not extensively covered in previous research and
- to include at least some potential leaders and a diversity of approaches.

Our research was not intended to produce a step-by-step “how to” manual for SD strategy process. Rather, this paper outlines a synthesis of some of the key challenges, approaches and tools, and innovations at various stages throughout the strategy process in the 19 observed countries.

Current research has identified strategic management as a new pattern of governance: Whereas the traditional system is characterized by grand planning, authority and hierarchy, the new system

² See for similar conclusion for the analysis of the effectiveness of global environmental assessment Eckley et al. 2001, Pintér 2002.

is better characterized by adaptive strategy development, mixtures of hierarchy and networks, monitoring and sharing of rule-making (Steurer and Martinuzzi 2004, SRU 2004: Tz. 1189).

The introduction of sustainable development to government thus raises difficult management challenges because the concept is multi-faceted and broadly-defined. Countries have to establish appropriate information and monitoring mechanisms, institutionalise appropriate coordination structures that overcome sectoral decision-making and facilitate negotiations between departments. Further they need to develop mechanisms for managing effectively participation and consultation. In the end, the overall accountability of the political system needs to be enhanced. Getting the process right is therefore urgent (European Commission 2004).

These challenges, however, are not unique. Governments have faced them before when they have integrated other new values (e.g., occupational health and safety, results-based management). In every case, the success of integration has been a function of:

- *Leadership* – “developing an underlying vision through consensual, effective and iterative process; and going on to set objectives”;
- *Planning* – identifying the means of achieving objectives (institutional mechanisms, programmatic structures and specific policy initiatives);
- *Implementation*: employing and financing a mix of policy initiatives and
- *Monitoring, Review and Adaptation* - development, monitoring and reporting of indicators to measure: 1. progress in implementing policy initiatives; and 2. the economic, social and environmental state of the nation. This includes formal and informal feedback mechanisms to ensure that monitoring results continually inform the adaptation of leadership, planning and implementation.

These four stages of strategic management correlate well with the various stages of the continuous improvement approach to managing sustainable development strategies identified in the 2002 Sustainable Development Resource Book (Dalal-Clayton and Bass 2002), and we superimpose the two to help readers familiar with this articulation to see the similarities. The specific aspects of the four-part management model are summarized on Figure 2.

Figure 2: Roadmap to the challenges for strategic and coordinated action for sustainable development, put into relation with the key tenets of strategic management



Source: Swanson et al. 2004, adapted with modification from Dalal-Clayton and Bass 2002

Additionally, we focus on two of the cross-cutting aspects of strategic management as identified in Dalal-Clayton and Bass (2002), namely co-ordination (e.g., with other strategy process, other levels of government, financing mechanisms) and multi-stakeholder participation.

In the next step, we put the information gathered in our case studies in relation to the fundamental tenets of this simplified model to get a roadmap of the challenges ahead (see figure 2).

This roadmap structured the comparison and the compilation of our tool box. Information was obtained from publicly available

sources (e.g., government strategy documents, Internet sources, literature sources) and through interviews with government officials. National SD focal points had the opportunity to provide feedback on the case studies to avoid a bias, but such contact was not successful in all cases.

To conduct the research a common analytical framework was developed by the research and funding partners and the project's external advisors (which came from IUCN and the UN Division on Sustainable Development, see for details the acknowledgements). The framework is based on the strategic management cycle and is consistent with the chosen strategic management model. The detailed analytic questions used in the research are presented below.

Table 1: Analytical questions for the case study research

Issues	Strategic and Co-ordination Aspects
Strategy content overview	<ul style="list-style-type: none"> • Strategy approach <ul style="list-style-type: none"> – Comprehensive SD strategy (e.g., National SD Strategy)? – Cross-sectoral strategies related to SD (e.g., National Environmental Plans, Poverty Reduction Strategy Paper)? – Sectoral SD strategies (e.g., departmental SD strategies)? – Other? • Strategy content <ul style="list-style-type: none"> – Goals and thematic areas – Structure of the strategy • Co-ordination and linkages with other strategies or planning processes <ul style="list-style-type: none"> – Linkages with other national SD-related strategies – Linkages to the national planning/budgeting process • Integration of SD principles <ul style="list-style-type: none"> – Integration of economic, social and environmental considerations? – Integration of the needs of present and future generations?
Strategy development and institutional aspects	<ul style="list-style-type: none"> • Formal legal basis <ul style="list-style-type: none"> – Adopted when and through what legal basis • State of the process of SDS and decision mechanisms <ul style="list-style-type: none"> – Did the strategy emerge from an existing process? – Initiators and champions, main actors – Agency in charge of the strategy • Negotiation and conflict resolution mechanisms • Communication mechanisms • External support for development
Participation aspects	<ul style="list-style-type: none"> • Co-ordination of inter-governmental negotiations and decision-making <ul style="list-style-type: none"> – National council or commission for SD – Conflict resolution mechanisms – Level of government participation – Inter-governmental negotiations and decision-making • Role and integration of non-governmental actors, character of the policy process (e.g., open/closed) <ul style="list-style-type: none"> – Non-governmental actors and other stakeholders
Monitoring, learning and adaptation aspects	<ul style="list-style-type: none"> • Monitoring and evaluation systems <ul style="list-style-type: none"> – Mechanisms to determine whether the strategy's objectives are being met – Who is responsible for monitoring and reporting? – Progress monitoring, evaluation and reporting (indicators and targets) • Responsibilities • Processes for ongoing learning and adaptation of strategy • Strategic assessment of policies and programs
Implementation aspects and specific initiatives	<ul style="list-style-type: none"> • Accountability for implementation • Co-ordination of implementation • Financing for implementation • Communication • Specific SD initiatives <ul style="list-style-type: none"> – Overview of initiatives – Innovative initiatives

3 CHALLENGES, TOOLS AND INNOVATIONS

3.1 LEADERSHIP

Through a consultative process, leadership provides the vision for development activities and services. At its foundation, leadership has to be grounded in the fundamental principles of sustainable development, that is, it must represent both existing and future generations, and it must understand the interdependency among economic, social and environmental systems (UN DESA 2002 and OECD-DAC 2001).

Key challenges include 1) choosing the right approach, 2) demonstrating commitment, 3) addressing the inter-generational principle and 4) the integrated assessment of inter-linkages between the economic, social and environmental dimensions.

Findings of our cross-country comparison are summarised in Table 2 and include the following:

1. Regarding the *SD strategy approach*, four main types were observed: comprehensive and multi-dimensional (e.g., Philippine National Agenda 21, German national sustainable development strategy); cross-sectoral (e.g., Cameroon Poverty Reduction Strategy Paper); sectoral (e.g., Canada Departmental SD Strategies, also UK); and integration of SD into existing planning processes (e.g., Mexico National Development Plan).
2. Regarding *commitment and focus*, seven of 19 countries studied have systematically developed quantifiable and measurable targets for sustainable development objectives. Moreover, a significant lack of common understanding of Sustainable Development has been a common feature of many governments.
3. Regarding the *inter-generational principle of sustainable development*, a few of the countries considered a strategy outlook that was explicitly intergenerational, i.e. spanning upwards of 25–30 years into the future (Sweden, Denmark, Germany, the Philippines and Mexico).
4. Regarding the *understanding of linkages among economic, social and environmental dimension* all countries studies showed a rather weak performance. In many cases, SDS are a simple compilation of economic, social and environmental objectives and initiatives, but did not contain a fundamental notion of how issues, objectives and initiatives influence each other - both positively and negatively.

Table 2: Leadership challenges, tools and innovations

Challenges	Approaches and Tools	Examples and Innovations
Choosing approaches for the strategy process	<ul style="list-style-type: none"> • Comprehensive strategy (15 countries) • Cross-sectoral strategy (4 countries) • Sectoral strategies (Canada) • Integration with existing planning process (Mexico) 	<ul style="list-style-type: none"> • U.K., Philippines • Cameroon and Madagascar PRSPs • Canada • Mexico
Demonstrating commitment and focus	<ul style="list-style-type: none"> • Quantified and time-bound objectives (7 of 19 countries) • Constitutional provisions 	<ul style="list-style-type: none"> • Germany • Switzerland
Inter-generational principle of SD	<ul style="list-style-type: none"> • Long-term objectives 	<ul style="list-style-type: none"> • Sweden, Denmark
Addressing the linkages between economic, social and environmental sustainability	<ul style="list-style-type: none"> • Integrated policy assessment • Strategic sustainability assessment • Cross-cutting strategy objectives 	<ul style="list-style-type: none"> • U.K • Switzerland • Germany

Note; some of the countries pursue more than one approach

Source: Swanson et al. 2004: 7

SD Strategy approach. Obviously, civil servants do not have much discretion when choosing a strategy approach. The choice often reflects long-standing institutional framework-conditions, policy

cultures and regulatory styles. One approach might fit the specific circumstances for action in one country, but may fail to address the circumstances for action in another country.

Commitment and Focus. There is more discretion for ensuring commitment and focus of SDS. Quantified objectives and targets are a common standard to strengthen governments commitment towards Sustainable development (see Lafferty and Meadowcraft 2002). However, we found quantified objectives for only seven of our countries studied. Germany's SDS, for example, provides 21 indicators. Constitutional provisions are another useful tool for stabilising the SD agenda. Switzerland proves an interesting example in this regard: The new constitution from 1999 elevates Sustainable Development to the status of a national goal. It further imposes a binding requirement for sustainability action on all levels of government, as well as incorporating sustainability aspects into its foreign policy goals. The European Union has also prominently anchored the principle of Sustainability in the Treaties (former art. 3 and 6 EU-Treaty), and also in the recently adopted constitution (seen also Nollkaemper 2002).

Understanding of linkages. Setting long-term objectives might also contribute to a better inter-generational objective. Scandinavian countries have been pioneers in this field of action for a long time; and consequently, Sweden and Denmark perform very well in this regard (cf. Skou-Andersen and Liefferink 1997).

ad 4) The tools observed that would help improve understanding of the linkages among economic, social and environmental systems are Integrated Policy Appraisal or Strategic Sustainability Assessment (Radaelli 2004). The U.K. was one of the first countries to start with the integrated policy assessment of draft legislation and has continuously improved since then. Also, the European Commission has installed an ambitious approach of ex-ante impact assessment.

Most of the countries studied obviously have difficulties with turning talk about Sustainable Development into action. It is particularly worth noting, that there is seldom a common understanding of sustainable development within departments. Integrated assessments might have their most important role in establishing a dialogue between different departments.

3.2 PLANNING

Planning is a part of the strategic management cycle that governments have the most experience with. Key challenges include 1) establishing a clear legal mandate for the planning process, 2) thinking strategically about institutions to head the process and implementing them and 3) a reliable assessment of planned policy plans, programs and initiatives.

Table 3 summarizes the findings of our country comparison. Among these findings were:

1. regarding the *establishing a clear legal mandate for the planning process*, only a few countries had a clear legal mandate for the strategy process.
2. regarding *institutional arrangements*, most strategy processes had institutional grounding in the environment department which limited the extent of influence across government. However, countries have started to shift responsibilities for the SD process from the outer boundaries into the centre of government, i.e. from environmental departments to the office of the Prime Minister or President or other central steering institutions.
3. regarding the *assessment of specific policy initiatives in an integrated manner*, most of the countries proposed policy initiatives from a single perspective (e.g., environmental or social). The UK or the EU used *Integrated Policy Appraisal* and *Strategic Sustainability Assessment* tools, mentioned previously, to address this planning challenge.

Establishing a clear legal mandate. One example to learn from is Canada’s amendment to the Auditor General Act in 1995 that established a clear legal mandate whereby 25 federal departments are required to submit sustainable development strategies to Parliament every three years. Also, articles 3 and 6 of the treaty on the European Union require continuous action for Sustainability, which lead to a comprehensive bunch of activities such as the development of the European Sustainability Strategy, the Cardiff-Process for Environmental Policy Integration or the integration of Sustainability concerns into the better-regulation strategy of the Lisbon Process.

Thinking strategically about institutional arrangements. UK and Germany have institutionalised so called Green Cabinets that are composed of several ministers or junior ministers and are supported by committees composed of higher civil servants. In Germany, the process is managed and co-ordinated by the Chancellor’s Office which has greater authority to demand input and resolve conflicts than line ministries. At the Cabinet level in the U.K., sustainable development policy is co-ordinated by the *Cabinet Committee on the Environment*. In addition, each department designates a Green Minister to sit on the *Cabinet Sub-Committee of Green Ministers*. Each Green Minister is responsible for ensuring that environmental and sustainable development considerations are integrated into their departmental strategies and policies.

The Philippines have also taken a more strategic approach as seen in the chairmanship of the Philippine Council for Sustainable Development—this council is chaired by the vice-chairman of the National Economic Development Authority. In China, responsibilities are divided among Ministries and governmental committees, such as the State Planning Commission and the State Science and Technology Commission in cooperation with the Administrative Centre for China’s Agenda 21. The national Agenda 21 is highly integrated into the Five-Year Planning process of China’s economy, less into sectoral plans and within the overall national environmental planning.

Assessing specific policy initiatives in an integrated manner. Despite long discussion and much practical experience, Strategic Environmental Assessment (SEA) has not become a standard instrument of government. Only eight out of the 19 countries used SEAs, and even fewer countries have developed the tool further into instruments for strategic Sustainability Assessment (Switzerland, EU) or Integrated Policy Assessment (U.K.).

Table 3: Planning challenges, tools and innovations

Challenges	Approaches and Tools	Examples and Innovations
Legal basis	<ul style="list-style-type: none"> Enactment as law 	<ul style="list-style-type: none"> Canada, EU, Mexico
Institutional basis	<ul style="list-style-type: none"> Green Cabinet Home outside of environment departments Inter-departmental Commission 	<ul style="list-style-type: none"> Germany, U.K. Philippines, China, Sweden Switzerland
Policy assessment	<ul style="list-style-type: none"> Strategic Environmental Assessment (8 countries) Strategic Sustainability Assessment Integrated Policy Assessment 	<ul style="list-style-type: none"> EU Switzerland U.K.

Source: Swanson et al. 2004: 16

3.3 IMPLEMENTATION

Implementation is the third stage of the four-part strategic management model used in this study. Implementation was a major issue at the WSSD in 2002 and will continue to draw attention. The UN DESA and OECD-DAC guidelines provide recommendations related to this aspect of the strategic management cycle (UN DESA 2004 and OECD DAC 2002).

Key challenges include 1) establishing responsibility and accountability for implementation of objectives, 2) using an instrumental mix to implement strategy objectives and 3) using a mix of financial arrangements. This requires building on existing capacity, providing coherence between budget, capacity, and strategic priorities, building partnerships, ensuring accountability, and linking efforts to the private sector.

Findings of our cross-country comparison can be summarized as follows:

1. regarding *establishing responsibility and accountability*, implementation of SDS remains a systematic weakness in all countries. Responsibility is housed in the Ministry of Environment in most cases, either directly or indirectly through a coordinating committee or SD commission or council. Recently, countries have started to shift responsibilities to the center of government, i.e. Offices of the Prime Minister or Presidential Commissions.
2. regarding the *use a mix of financing arrangements*, financing of specific initiatives often suffers from a simple lack of revenue. All countries make use of ecological taxes or levies, but few countries have adopted a formal strategy for their systematic use and the invention of new financing mechanisms.
3. regarding the use of *a mix of specific initiatives and instruments*, all countries have adopted some mix of instruments. However, while a mix of policy initiatives has been pursued, economic instruments appear to be under-utilized.

Table 4: Implementation challenges, tools and innovations

Challenges	Approaches and Tools	Examples and Innovations
Responsibility	<ul style="list-style-type: none"> • Shifting of responsibility to prime minister/president 	<ul style="list-style-type: none"> • Germany, Mexico, South Korea, Cameroon
Financing	<ul style="list-style-type: none"> • Green Budgeting • HIPC debt relief • Donor co-ordination • Also, see Section 3.5 on co-ordination with national budgeting process. 	<ul style="list-style-type: none"> • Costa Rica, Poland, Sweden • Cameroon, Madagascar • Madagascar
Mix of specific SD initiatives	<ul style="list-style-type: none"> • Action Plans • Expenditure policy initiatives • Economic policy initiatives • Regulatory policy initiatives • Institutional policy initiatives 	<ul style="list-style-type: none"> • Denmark, Madagascar, EU, South Korea, • U.K., Morocco • Sweden, EU, U.K., Germany • South Korea • Philippines

Source: Swanson et al. 2004 :18

Establishing responsibility and accountability. There is an increasing trend to shift responsibilities for strategy implementation towards the centre of government. This is a promising path forward since leaving responsibility for implementation with departments that do not have the authority to exert influence on other departments means a non-strategic allocation of responsibility. Such a shifting was observed Cameroon, Germany, the EU, UK, Mexico and South Korea. Generally there is a trend to involve central steering institutions to a greater extent in the process of strategy implementation.

Use a mix of financing arrangements. Regarding financial mechanisms, Sweden has been adept at addressing this challenge. Experiments with environmental tax shifting in Sweden began in 1991 when it raised taxes on carbon and sulfur emissions and reduced income taxes. In 2001, the government increased taxes on diesel fuel, heating oil and electricity while lowering income taxes and social security contributions. Six per cent of all government revenue has now been shifted, helping Sweden reduce greenhouse gas emissions more quickly than anticipated.

Mix of specific initiatives and instruments. Some of the other studied countries active in environmental fiscal reform and economic instruments are Germany, U.K., Costa Rica, Brazil and Poland. Costa

Rica, Sweden, Poland and Brazil are particularly interesting examples for innovative generation of revenue from ecological taxes and payment for ecological services. Madagascar proves an interesting example for effective donor assistance coordination.

3.4 MONITORING, LEARNING AND ADAPTION

Monitoring is essential to the SD process. We manage what we measure. Challenges include the establishing and integration of 1) process monitoring and 2) outcome monitoring. Also 3) institutions have to be created that facilitate processes of learning and adaption.

Findings of our country comparisons can be summarized as follows:

1. regarding *process-monitoring*, while most nations have statistical offices that monitor various aspects of our economy, society and environment, only six countries have developed an integrated set of indicators to allow analysis of the inherent trade-offs and inter-linkages among the economic, social and environmental dimensions of sustainable development. These countries included Costa Rica, EU, Germany, Mexico, UK, Sweden, Philippines, Switzerland and Morocco.
2. even more elusive to detect from the research were formal and informal approaches to *outcome-monitoring*
3. most rarely to detect were functioning mechanisms to *learn* from integrated monitoring and to make subsequently critical and necessary adaptations.

Process-monitoring. Among the 19 countries studied, the U.K. appeared as a consistent innovator through such approaches and tools as national sustainable development indicators and reporting; sustainable development audit committees and spending reviews; a Task Force for national strategy revision; and sustainable development research networks. Information in the UK is also provided in the annual Green Ministers' report where performance is searchable by department and by subject and include as assessment of performance against government-wide standards and objectives.

Canada has institutionalized a Commissioner of the Environment and Sustainable Development, situated in the Office of the Auditor General that regularly audits government's overall performance on environment and SD. Findings of reports have led to direct responses by departments. Spending review is also executed for the PRSP process in Cameroon and Madagascar.

Outcome Monitoring. Some countries operate batteries of indicators, such as the 65 indicators of the National Committee for SD Indicators in Morocco. Others have transitioned to aggregated headline-indicators, such as the UK, Canada, Germany or also the EU. Aggregated indicators facilitate understanding and communication of overall progress and performance, but there is a danger of information loss if aggregated indicators are not supplemented by more detailed lists of component indicators. Sweden and South Korea have been the most interesting examples for reforming National Account Statistics. Again, the Anglo-Saxon countries UK and Canada have made the most elaborate use of auditing committees or independent advisory bodies. Creating own bodies that hold an ownership promises on the one hand that the process is taken seriously. It bears the risk, on the other hand, that departments resist relevant recommendation since they see them as being superimposed.

Learning and adaptation. This mechanism seems to be working with regard to learning and adaption. There is no doubt that all countries that we studied have undertaken attempts to institutionalize mechanisms for learning and adaption. Leverage could be identified, again, for the UK and Canada.

Another tool for learning are Strategy progress reports that can be seen in countries like Sweden or Germany. The SD Spring Review in the EU gives a broad basis for a long-term learning process: Progress reports will be submitted by the European Commission to the European Council each spring and the SDS shall be assessed at the start of each Commissions term of office. Heads of Governments take notice and decide further priorities.

Table 5: Monitoring challenges, tools and innovations

Challenges	Approaches and Tools	Examples and Innovations
Process monitoring	<ul style="list-style-type: none"> • Process (output)-type monitoring and reporting (9 countries) • Auditing agencies • Spending reviews • Minister's reports 	<ul style="list-style-type: none"> • Canada, U.K. • Canada • U.K., Cameroon and Madagascar PRSP • U.K.
Monitoring outcomes	<ul style="list-style-type: none"> • National SD indicators and reporting (9 countries) • National accounts statistics • Auditing agencies • Auditing committees • Independent advisory bodies 	<ul style="list-style-type: none"> • EU, Morocco • Sweden, South Korea • Canada • U.K. • U.K.
Learning and adaptation	<ul style="list-style-type: none"> • Independent agencies and committees • Task Force or strategy revision • Advisory councils • Progress reporting • Research networks • Public consultations 	<ul style="list-style-type: none"> • Canada, U.K., Philippines • U.K., Philippines • Mexico • Sweden, Germany, EU, • U.K. • India, Cameroon

Source: Swanson et al. 2004: 22

The comparison of our 19 countries showed a number of innovative approaches and tools to the development and implementation of SDS, but also serious structural shortcomings in all aspects of the strategic management cycle that structured our analysis. Now we would like to turn in more detail to the cross-cutting issues of coordination and participation.

4 COORDINATING THE INTEGRATION OF GOVERNMENTAL ACTION

Coordination is a central requirement for making SDS processes work. Strategic behavior as defined by Dalal-Clayton and Bass (2002) - i.e. “developing an underlying vision through consensual, effective and iterative process; and going on to set objectives, identify the means of achieving them, and then monitor the achievement as a guide to the next round of this learning process” – is dependent on strong coordination. Coordination cuts across all aspects of the Strategic Management Cycle that has been used for our analysis. Deficits in coordination contribute significantly to many of the serious deficits described above.

Regarding institutional responsibility, the issue of sustainability is moving gradually into the center of government, at least on paper, in most countries studied: Green Cabinets, special divisions within the Prime Ministers' or Presidents' office, Presidential commissions, inter-departmental committees, external auditing committees or independent agencies – countries are experimenting with ways to house responsibilities outside the environmental department. On the one hand, this is a promising development that reflects the growing importance of the issue. On the other hand, coordination demands have not been met in most cases due to capacity overloads of central steering institutions and unresolved problems of different understanding of the broad concept of Sustainability.

In all countries studied there is a constant gap between the content of the strategy and its actual impact on governmental policy. Clear information about responsibilities for strategy implementation is one side of the coin, information about the actual impact on governmental policy-making the other side. For tracking progress towards coordinated action for Sustainable Development on

the national level, we have focused in detail on three major aspects of the coordination challenge, namely:

1. Coordination of strategy objectives and initiatives with the national budget process
2. Coordination with other strategy processes
3. Coordination with sub-national and local strategy processes.

Beyond the design of more or less comprehensive written strategy documents it is these three areas of action where talk about Sustainable Development is turned into action:

1. Budget processes are central to the functioning of government: it is the availability and spending of resources that reveals whether or not Sustainable Development is taken seriously. Sustainability has to be reflected in expenditure and revenue generation. Creating special incentive structures, implementing spending reviews, shifting taxes and creating better transparency and responsibility through Green Budgeting are examples of tools.
2. Governmental departments execute a variety of strategies that run independent from the Sustainability process, i.e. action plans or specific targeted programs. The degree to which these strategies are reformulated due to the requirements of the SDS or substituted by new strategies indicates the coordination leverage of the overall SDS.
3. Activities for strategic and co-ordinated action are underway at all levels of government ranging from the local/community, to state/provincial, to the international level. Co-ordination among these different levels will be critical for leveraging important changes. Such co-ordination is inherently more difficult in federal states where powers over SD policies are divided between levels of government, i.e. Germany or Canada. On the other hand, the division of powers and the multiple layers of government in federal states might also provide more possibilities for the invention and diffusion of innovations.

Table 6: Coordination challenges tools and innovations

Challenges	Approaches and Tools	Examples and Innovations
With national budgeting processes	<ul style="list-style-type: none"> • Incentive structures • Spending review • Environmental taxes • Links to national planning process 	<ul style="list-style-type: none"> • PRSPs and HIPC debt relief • U.K. • Sweden • Mexico, Philippines
With other strategy processes	<ul style="list-style-type: none"> • Comprehensive SD strategies that provide framework for other strategies • Inter-departmental co-ordinating committees • Institutional home for national SD council • Cross-sectoral workshops and action areas • Cross-cutting issues • Green Cabinets 	<ul style="list-style-type: none"> • U.K. • Canada • Philippines • Morocco • Germany, Canada, Cameroon, Madagascar, South Korea • Germany, U.K.
With sub-national and local strategy processes	<ul style="list-style-type: none"> • Municipal SD strategies • Local Agenda 21 process (e.g., China, Denmark, Costa Rica and South Korea) 	<ul style="list-style-type: none"> • Denmark • South Korea

Source: Swanson et al. 2004

4.1 CO-ORDINATION WITH THE NATIONAL BUDGETING PROCESS

In most countries studied, the vision and objectives created through a SDS process still has little influence on national budget expenditures and revenue-generation. National sustainable development strategies simply remain at the periphery of government decision-making.

All countries studied had mechanisms in place whereby government departments prepare plans that articulate proposed expenditures. However, these plans are seldom subject to a sustainability impact assessment that would reveal possible economic, social and ecological impacts, trade-offs and opportunities. More elusive to find from the research is a country, where the overall budget plan contains transparent information about the impact of overall spending on Sustainability and charts a way for improving performance.

A number of interesting approaches and innovations however, were observed from the research. For example, the requirement for implementation of key priority areas in poverty reduction strategy papers (PRSPs) to reach the Heavily Indebted Poor Countries debt relief completion points, results in attention from the national budgetary process (e.g., Cameroon and Madagascar). The tradeoff that has been acknowledged, however, is that the PRSP feels less country owned (GTZ 2000, p. 12). The irony is that national SDS, which are typically more country-owned, have less pressure on them to be implemented (GTZ 2000, p. 12).

The U.K. emerged as an innovator in their approach of spending reviews. All government departments are required to produce a sustainable development report that outlines the potential SD impacts related to public spending related to proposed policies, plans and programs. While departments appear to be struggling with this requirement, the Government has been developing tools and guidance to assist with the process (e.g., integrated policy appraisal procedures).

In Canada, the 25 government departments are required to prepare a departmental SD strategy every three years. However, it is still the situation that annual departmental plans submitted to Parliament remain a document distinct from departmental SD strategies. While some departments have recognized inherent similarities and have integrated the two documents, most departments have not.

Another notable approach is through the introduction of a tax shift. For instance, in countries where environmental taxes represent a large portion of government revenues, such countries could be said to have integrated SD better into the budgeting process. The most prominent example for this approach in our group of countries is Sweden (previously described). Integrating SD principles into existing development planning processes is another approach. This is Mexico's SD strategy approach. The 2001-2006 National Development Plan is translated into a set of programs which serve as long-term policy guides and are the basis for much of the public spending. While this approach does create more direct linkages with the national budgeting processes, it comes with the disadvantage that the SD strategy and its included objectives are not developed in as comprehensive a manner as occurs with separate SD strategies.

Additionally, the Philippines Agenda 21 has provided a conceptual framework for integrating SD concerns in the country's medium- and long-term development plans. Through Memorandum Order N° 33 the National Economic and Development Authority (NEDA) was directed to integrate the Philippine Agenda 21 into the Medium-Term Philippine Development Plan 1993–1998 (MTPDP) which is the master plan for development in the Philippines. At the broadest level, the Philippine National Development Plan for the 21st Century (Plan 21), or Long-Term Philippine Development Plan 2000–2025 (LTPDP), uses Philippine Agenda 21 as its overall guiding framework. Consequently the later MTPDP 1999–2004 also integrates SD concerns.

4.2 CO-ORDINATING WITH OTHER STRATEGY PROCESSES

Co-ordination between the SD strategy and other strategy processes is a challenge in all countries studied. The comprehensive, multi-dimensional SD strategy tends to exhibit more co-ordination than the sectoral and cross-sectoral strategy approaches due to their overarching nature. For example, the national SD strategy in Germany is linked to the strategy of fiscal consolidation, social renewal, and the promotion of renewable energy. But these strategies were developed independent of the SD strategy. So, while in the German case there was co-ordination among the SD strategy and other strategies, the SD strategy did not provide an overarching framework for action, but rather, it was more of a summary of existing strategies. This case highlights a challenge that is common to many of the comprehensive, multi-dimensional SD strategies - that the SD strategy at this early point in time in their use, is more a post-rationalization of existing action, rather than stimulation for new action.

The U.K. national SD strategy appears to operate more on the other end of the spectrum relative to Germany in that the U.K. strategy outlines the underlying goals of sustainable development, and commits the government to establishing new decision-making processes, institutions, instruments, partnerships and communication processes.

For countries which pursued either cross-sectoral or sectoral SD strategies, the extent of co-ordination among strategies was minimal. For developing countries such as Cameroon and Madagascar, the PRSP process contained minimal discussion of the environment or the national environmental management strategy process that was in place in both countries.

In Canada, where sector-like SD strategies are prepared by 25 government departments, there was little visible coordination. This should not be surprising given the complexity involved in coordinating a large number of detailed departmental strategy processes. Canada has recognized the difficulty and has developed a number of coordinating mechanisms including a Deputy-Minister level Coordinating Committee on SD and the Interdepartmental Network on SD Strategies. However, it would appear that these coordinating mechanisms have not yet matched the level of complexity inherent in the inter-dependencies of economic, social and environmental sustainability.

The Philippines case highlights an innovative approach for coordinating among different strategy processes. The *National Economic and Development Authority* (NEDA) was designated the lead government agency for the Philippine Council for Sustainable Development (PCSD). The fact that PCSD Secretariat is located in the NEDA premises and that national planning in the Philippines has a high component of multi-sectoral integration, has facilitated the work of the PCSD to introduce the SD framework in national planning.

In Morocco, through a national integration workshop, key recommendations from each of the sectoral workshops were brought together to produce a cohesive, integrated Environmental Action Plan (PANE). In turn, this plan was then linked through cross-sectoral action areas with Morocco's three other national development plans: the Economic and Social Development Plan (1999–2003) (PDES); the Plan to Combat Desertification (PAN/LCD); and the Land Management Plan (SNAT).

As previously mentioned, Germany's national SD strategy established crosscutting themes to guide measures. Other examples are PRSPs and national environmental strategies which help mitigate the silo approach (e.g., Cameroon, Madagascar, South Korea). In Canada, the federal government established crosscutting themes to help make departmental SD strategies more cohe-

sive. Additionally, many countries have articulated cross-cutting issues and action plans such as climate change action plans, organic farming action plans or land-use reduction plans. Denmark has a tradition in this regard. Action plans are also a commonly used tool at the European level, especially at present under the framework of the 6th Environmental Action Programme, where seven thematic strategies are developed.

Finally, Green Cabinets are also a tool for helping to co-ordinate with other national strategy processes. Germany and the U.K. are examples of this, where Cabinet Committees have been set up to coordinate the overall process of strategy development. In Germany, the Green Cabinet consists of nine state-secretaries and is chaired by the head of the Chancellors office. The Cabinet shall co-ordinate all departmental policy initiatives regarding sustainability issues and works on sector-spanning political strategies for SD. It is also responsible for bringing forward new proposals for implementation projects of the NSDS.

4.3 CO-ORDINATION WITH OTHER LEVELS OF GOVERNMENT

Some countries have co-ordinated national and local level SD action through local Agenda 21 processes. Our analysis in this regard implies only that SD action occurred, and did not study the degree to which specific SD objectives and actions were co-ordinated at the two levels. Among these countries are Denmark, South Korea, China and Costa Rica.

For example, in Denmark there is a plan that most municipalities in Denmark will develop a local strategy and a local set of indicators within one year—and 70 per cent of municipalities are succeeding. These strategies promoted the spreading of the idea of sustainable development in the general public. In South Korea, 213 out of 249 regional government units have adopted a Local Agenda 21. One important reason for this was the reform of regional government in 1995 that gave local governments greater regulatory power, for example, in the area of air quality standards. South Korea's National Action Plan of Agenda 21 fostered local Agenda 21s through financial and capacity support. The government also helped establish the *Korean Council for Local Agenda 21* in June 2000 to better co-ordinate the implementation process.

Many of the countries studied also made links between national SD and international SD priorities. National objectives dealing with climate change mitigation and adaptation are an example of this. However, the Swedish case study introduced an innovative way of linking Government operations with the aim of contributing to fair and sustainable global development. Trade, agriculture, security, migration, environmental and economic policies are to promote global development. A poverty and human rights perspective shall permeate the entire policy. With this bill, the Government has reformulated its policy in order to contribute more forcefully to the fulfilment of the UN objectives. The overriding goal is to abolish world poverty. An intermediate goal is to halve world poverty by the year 2015.

5 MANAGING PARTICIPATION AND CONSULTATION

Another possibility to enhance the capacity for coordination is by making intelligent use of participation and consultation of stakeholders. This might not only improve the information basis for governmental action, but it might also help to break up existing closed networks and force civil servants to think outside the box. Participation that falls shy on obtaining feedback from stakeholders is an indicator that the Government is taking the SD process not very seriously. Participation needs effective management to be of value for governmental decision-makers. It also needs building of trust to allow for dialogue and learning among stakeholders. Challenges thus include 1) the institutionalisation of participation and 2) the building of trust.

Findings of our cross-country comparison can be summarized as follows:

1. regarding the *institutionalisation of participation*, a wide range of approaches were pursued in the 19 countries. We distinguish 1) national councils for SD, 2) cross-sectoral councils, and 3) independent advisory bodies, but also 4) broad consultation via the Internet.
2. regarding the *building of trust*, equal treatment of all major societal groups during the selection of representatives in advisory bodies is a necessary prerequisite.

Institutionalisation of participation. Five of the countries studied have created a permanent multi-stakeholder council for SD: the Philippines, Mexico, South Korea, Brazil and Germany. These councils have most notably tried to facilitate social dialogue, support initiatives and link them with the national level. For example, the Philippine Council for SD (PCSD) has been supporting local initiatives on the creation of local councils for SD through technical assistance and trainings. To date, 16 local units have already been established, 11 of which are at the regional level, four at the provincial level and one at the municipal level. The German Council for Sustainable Development (RNE) has published several expert opinions on the elaboration and evaluation of long-term objectives and indicators for Sustainable Development and has assumed a central role in public debates on SD.

Countries which have pursued cross-sectoral SD strategy approaches have in place or have proposed permanent participatory bodies. These countries include Cameroon for the PRSP process or Madagascar and South Korea for national environmental strategy processes. Cameroon's proposed *National Poverty Reduction Network* is an innovative example due to its wide scope of responsibility. The NPRN shall act as a forum for sharing experiences and exchanging data among groups and as well as a framework for societal supervision of all activities undertaken to implement the PRS. After a testing phase under the help of UNEP, the NPRN will be open to all development players and facilitate a partnership between civil society and Government.

The UK is an interesting example for independent advisory bodies designed to provide expert advice. The Sustainable Development Commission was established as an independent advisory body in 2000. It includes 22 members from business, NGOs, local and regional government and academia. The Commission's role is to "advocate sustainable development across all sectors in the U.K., review progress towards it, and build consensus on the actions needed if further progress is to be achieved" (U.K. Government 2004).

Canada, Denmark, Morocco, Poland, Sweden and Switzerland have used a more ad hoc approach. For example, for Canada's 25 departmental SD strategies, each department consults its stakeholders in the development of the strategies and documents the input that was received and how it was taken into account in the SD strategy. In Sweden, a series of national seminars and regional consultative conferences were used in the development of their SD strategy.

Table 7: *Participation Challenges, Tools and Innovations*

Challenges	Approaches and Tools	Examples and Innovations
Institutionalizing participation	<ul style="list-style-type: none"> • National councils for SD • Cross-sectoral councils • Independent advisory bodies • Place-based councils • Ad hoc public consultation 	<ul style="list-style-type: none"> • Philippines, Germany • Cameroon • U.K. • Costa Rica • Canada, Denmark, Morocco, Poland, Sweden, Switzerland
Building trust	<ul style="list-style-type: none"> • Use of media to obtain members • Negotiation and conflict resolution as an explicit and necessary part of the participation process 	<ul style="list-style-type: none"> • Mexico, Brazil • Brazil

Source: Swanson et al. 2004

Building of trust. A good example for the creation of trust among all stakeholders was witnessed in the Philippines. The Philippine Council for SD started out in a general atmosphere of suspicion and even mistrust, fostered by years of authoritarian rule, between the government and the civil society members, especially over the selection of NGO-representatives (Isberto 1998, NCSO 2001a). Since then, a formal process for selection of PCSD representatives has been developed in the civil society community. Although dissatisfaction with the process continues to be expressed, the process has helped in minimizing conflicts and distraction (NCSO 2001a).

Mexico has experience with such a formal process of selecting representatives through its *National Consultative Council for Sustainable Development* and its membership process. The Council was originally created in 1995 and members were sought through a summons published in newspapers, as well as posters and promotional pamphlets distributed among various public and private organizations. In September 1998, a new summons was published in order to re-elect 50 per cent of the representatives in the social, business, academic and non-governmental sectors.

Considering negotiation and conflict management as an integral part of the development of the national SD strategy is another important approach for building trust. The Brazil case study demonstrated the importance of conflict management. Conflict management was addressed in a forthright manner throughout the development of the Brazilian Agenda 21. The Brazilian Agenda 21 recommended that short- and long-term negotiations be conducted, so that there can be a balance between the Agenda's objectives and the environmental, economic and social development strategies. These kinds of negotiations were a part of the consultation and development process, with the hope of securing more effective implementation. But the skills involved in this process must be present in all stakeholder groups, otherwise the process can readily identify power differences and breed mistrust. The Costa Rica case studied illustrated the importance that Local Agenda 21 efforts be accompanied by the development of community building and negotiation skills at the local level. Without such capacity, there is the potential for the process to be unnecessarily divisive.

6 CONCLUSIONS

Research for the 19 countries illustrated that many innovative approaches and tools have been developed and applied over the past decade, both pre- and post-WSSD. Nations are, however, only at the early stages of learning about the strategic management of national SD efforts. From our analysis of 19 countries we conclude that no country is acting truly strategically in their national SD efforts.

Many challenges remain in the cycle of strategic management: there is seldom a strong political commitment to the SD process; quite often the SDS do not follow an integrated framework of goals, objectives and measures; new institutions are founded but often have no appropriate staffing, resources and power; there is a large mismatch between talk and action and central budgets have remained largely untouched up to now. Many of the strategies serve partly as a means of post-rationalizing the mix of policy initiatives that have already been created from other existing political and institutional processes.

Thus, in the short term, a national strategy document is not simply the solution to all that ails us. Strategic behavior as demanded by the public policy literature finds its restriction in the politics of bureaucratic interest negotiation within government. Success depends on a country's ability to identify leverage points for influencing SD, to identify emerging issues and to continuously learn and adapt to changes. Getting the process right is critically important over the medium to long term. There is no single recipe – each country has to evolve toward strategic action that is workable given its political and historical context. This requires stronger political commitment and a better coordination. Strategy processes need better ownership, commitment and a better common understanding among all levels of government. One approach to catalyze better efforts for

sustainable development within government is through strengthening central coordination, probably best through allocating relevant competencies at the Prime Ministers or Presidents Office, and through a more systematic use of integrated assessments and indicators. Strategies need, however, also to be manageable, which requires a concentration on the most urgent pressing problems. Another core area for action is increasing transparency and accountability through reporting obligations, external auditing, tailored consultation. Specific coordination challenges relate to a strengthening of coordination with the budget, i.e. through spending reviews and annual green budgeting reports, and a strengthening of coordination among all levels of government.

The institutional fabric - despite all individual progress – remains rather thin from an overall perspective. This confirms the premises from the public policy literature that learning leads in most cases only to changes in minor aspects of policies. A comparison with the rich institutional landscape that we find for economic development and cooperation, i.e. that is much richer in terms of actors, rules, sanctions, inventories set of activities and political leverage, demonstrates best the magnitude of the challenge that countries worldwide are still facing in establishing a sound institutional landscape for Sustainable Development.

ACKNOWLEDGEMENTS

The paper has been developed as part of the project “National Strategies for Sustainable Development. Challenges, Approaches and Innovations in Strategic and Coordinated Action” that has been funded by Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ; commissioned by the German Federal Ministry for Economic Cooperation and Development – BMZ), the Canadian International Development Agency (CIDA), Foreign Affairs Canada, and Environment Canada.

The final project report and all 19 country case studies can be downloaded at: <http://www.iisd.org/measure/capacity/sdsip.asp> or at <http://www.gtz.de/rioplus/download>

Advisors to the project included IUCN – *World Conservation Union* and the *United Nations Division for Sustainable Development*. The research partners and funders wish to thank the government officials and experts who provided input and feedback toward the development of the country case studies.

The authors wish to thank the following persons for their keen interest, input and support in this project: Jan-Peter Schemmel and Harald Lossack of GTZ; from the Government of Canada, Lynn Berthiaume, Lyn Ponniah, John Eby, Gary Pringle, Nancy Hamzawi, Sandra Scott, Cynthia MacRae, Jennifer Moore and Catherine Coleman; from IUCN, Andrew Deutz and Tabeth Chituta; and Kirsten Rohrmann from the UN Division for Sustainable Development.

Furthermore, the authors wish to thank all case study authors:

- Mary Jane Middelkoop, Barbara Sweazey, Julie Pezzack from Stratos Inc., Canada
- Simone Klawitter, Doris Tharan, Stefan Lindemann, Mireia Tarradell, Roland Zieschank and Aleksandra Zlobinska from the Environmental Policy Research Centre, Freie Universität of Berlin, Germany.

BIBLIOGRAPHY

- Bennett, Collin J. and Michael Howlett. (1992). “The lessons of learning: Reconciling theories of policy learning and policy change”. *Policy Sciences*, 25, S. 275-294.
- Dalal-Clayton and Bass. (2002). *Sustainable Development Strategies – A Resource Book*. International Institute for Environment and Development. London: Earthscan Publications Ltd.
- Dudley, Geoffrey and Jeremy Richardson (2001): *Why does policy change? Lessons from British Transport Policy 1945-1995*. London: Routledge.
- Eckley, N. et al. (2001). *Designing Effective Assessment: The role of Participation, Science and Governance, and Focus*. Cambridge, MA: Research and Assessment Systems for Sustainability, Environment and Natural Resource Program, Harvard University.
- European Commission. (2004). *National Sustainable Development Strategies in the European Union. A first Analysis by the European Commission*. Commission Staff Working Document. Available at: http://europa.eu.int/comm/sustainable/docs/sustainable_development_strategies.pdf (accessed November 2004).

- GTZ – Deutsche Gesellschaft für Technische Zusammenarbeit. (2000). *Strategies for sustainable development in the thicket of national planning processes – From convergent concepts to coherent actions in development cooperation*. Prepared by Division 44 Environmental Management, Water, Energy, Transport, Unit 4404, Environmental Policy, Institutional Development, 4404/00 - 31 ePVI.
- Hayes, Michael T. (2003). *The Limits of Policy Change: Incrementalism, World-View and the Rule of Law*. Georgetown: Georgetown University Press
- Howlett, Michael and Ramesh, M. (2002). *Studying Public Policy. Policy Cycles and Subsystems*. Toronto: Oxford University Press (2nd edition).
- Jørgens, Helge. (2004). Governance by Diffusion: Implementing Global Norms through Cross-National Learning and Imitation, in: Lafferty, William. (ed.). *Governance for Sustainable Development. The Challenge of Adapting Form to Function*.
- Lafferty, William B. and James Meadowcroft. (ed.) (2000). *Implementing Sustainable Development: Strategies and Initiatives in High-Consumption Societies*. Oxford: Oxford University Press.
- Mintzberg, H. (1994). *The Rise and Fall of Strategic Planning*. New York: The Free Press.
- Nollkaemper, Andre. (2002). Three Conceptions of the Integration Principle in International Environmental Law. In: Lenschow, Andrea. (ed.). *Environmental Policy Integration. Greening Sectoral Policies in Europe*. London: Earthscan.
- OECD-DAC (2001). *The DAC Guidelines: strategies for sustainable development: Guidance for Development Cooperation*. Development Cooperation Committee. Available: <http://www.sourceOECD.org> (Accessed: 2004, April).
- Pierson, Paul and Theda Skocpol. (2002). "Historical Institutionalism in Contemporary Political Sciences." in: Katznelson, Ira and Helen Milner. (eds.). *Political Science: The State of the Discipline*. New York: Norton, 693-721.
- Pintér, Lázló. (2002). *Making Global Integrated Environmental Assessment Matter*. St. Paul: University of Minnesota.
- Radaelli, Claudio. (2004). The diffusion of Regulatory Impact Analysis in OECD countries: Best Practices and Lesson-Drawing. *European Journal of Political Research* 53 (4): 723-747.
- Sabatier, Paul and Hank C. Jenkins-Smith. (1999). "The Advocacy-Coalition Framework: An Assessment" in: Sabatier, Paul. A. (ed.). (1999). *Theories of the Policy Process*. Boulder, Colorado: Westview Press.
- Skou-Anderson, Mikael and Duncan Liefferink. (1997): *European Environmental Policy. The Pioneers*. Manchester: Manchester University Press.
- SRU – German Advisory Council on the Environment. (2004). *Umweltgutachten 2004. Sicherung von Handlungskapazitäten*. Baden-Baden: Nomos.
- Steuer, Rainer and Andre Martinuzzi (2004). Toward a new pattern of governance: First experiences with national strategies for sustainable development in Europe. Unpublished forthcoming manuscript, *Journal of Environment and Planning C: Government and Policy*.
- Swanson, Darren, Pinter, Lázló, Bregha, Francois, Volkery, Axel and Klaus Jacob. (2004). *National Strategies for Sustainable Development. Challenges, Approaches and Innovations in Strategic and Coordinated Action*.
- Thelen, Kathleen. (1999). "Historic Institutionalism and Comparative Politics", *Annual Review of Political Science*, 2, Palo Alto: Annual Reviews, Inc.
- U.K. Government (2004). "Sustainable Development Commission: About the Commission." Available: <http://www.sd-commission.gov.uk/commission/index.htm> (Accessed 2004, 3 February).
- UN DSD (2004). United Nations Division for Sustainable Development. Available: <http://www.un.org/esa/sustdev/natinfo/nsds/nsds.htm> (Accessed 2004, April).