

Rhetoric or Reality? ‘New Governance’ in EU Environmental Policy

Katharina Holzinger, Christoph Knill and Ansgar Schiffer

Abstract: *When scrutinising the literature on EU environmental policy, it becomes apparent that there has been a comprehensive transition in underlying governance ideas during the last two decades. At the core of these changes is the abolition of traditional patterns of interventionist command-and-control regulation in favour of economic instruments and ‘context-oriented’ governance. In view of these developments, this article has two objectives: first, it looks into which causes and factors initiated these discussions; second, it analyses the effects these reform ideas had on actual patterns of governance. As will be shown, changes in governance ideas are only partially expressed in changes in policy instruments.*

I Introduction

When scrutinising the literature on environmental policy in the European Union, it becomes apparent that there has been a comprehensive transition in underlying governance ideas since the beginning of the 1990s. Authors are talking of ‘new instruments’ (Héritier, 2002) or even of the ‘transformation of the environmental governance in the EU’ (Lenschow, 1999). At the core of these changes is the abolition of traditional patterns of interventionist command-and-control regulation in favour of ‘context-oriented’ governance, emphasising close cooperation of public and private actors in the formulation and implementation of EU environmental policy.

The great scientific resonance that this reform development has found ought not, however, blind us to the fact that there was already a broad discussion of environmental governance in the 1980s; this was primarily dealt with in environmental economics and at the level of international organisations (OECD, 1981b). This earlier discussion was less concerned with context-oriented forms of governance, but with introducing economic instruments, which were considered substantially more efficient than interventionist measures.

Against the background of these developments, this article has two objectives: first, it looks into which causes and factors initiated these two mentioned discussions; second, it analyses the effects these reform ideas had on actual patterns of governance in the EU. To what extent and in which direction do new governance ideas actually result in the adoption of new policy instruments?

If one considers the various action programmes in which the strategic orientation of the EU environmental policy is defined for the middle term, a relatively sound finding regarding underlying governance ideas becomes apparent. The political demands for

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