

Open Spaces & the Single European Sky

Reflexive Governance, Two Scholars & a Third Way

TENTATIVE GOVERNANCE

IN EMERGING SCIENCE AND TECHNOLOGY

ACTOR CONSTELLATIONS, INSTITUTIONAL ARRANGEMENTS & STRATEGIES

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A common starting point... but different paths

- Concerning the governance of science and technology STS & systems theory (ST) differ in many respects - at least in one they do not: “the conditions of co-evolution”
- ST: uncontrollable, unpredictable
- STS: reflexive and open discourses can mediate different functional imperatives

Pessimism as a common end point?

- How to explain cases, in which (e.g.) political, legal, scientific and economic expectations connect with one another and produce something novel without attacking each other's autonomy? → Governance of and by expectations
- STS: discourses can do that/ ST: they don't
- Shared pessimism when it comes to the question, whether what is achieved in discourses will be selected? “Reflexive governance is good, because it maintains the *illusion* of governance“ (Rip 2006: 94).

Towards a Third Way

- Discourses combining different functional expectations provide for the production of novelties **AND** we can make statements about the chances of a discourse result being selected.
- Discourse: (series of) procedures, oral & written elements, combining heterogeneous expectations, centred on a specific issue (e.g. an innovation) → intersystemic discourses

Thesis: The Authority of Selection (AoS)

- Why are some discourse results selected while other “end up in a drawer”? Contingent? Left to chance?
- Thesis: Those discourse results are selected that solve a problem, the **authority of selection** cannot solve by itself but needs others (with other expectations).
- Authority of selection: authority eventually deciding, whether an innovation (or any other manifest result of a discourse) will enter the world.

Authority of Selection (AoS), an example

- Von-Wedel-Kommission: discourse (participants from: science, economy, consumer protection, politics etc.) set up to evaluate whether consumer protection was dealt with appropriately within the realm of the ministry of agriculture (BSE crisis).
- Result: No! Institutional restructuring!
- Why was this result selected? Because it solved a (political) problem for the Federal Government (AoS) as well! (added value)

Conclusions & Questions

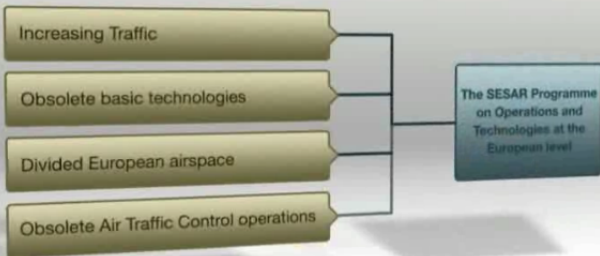
- Reflexivity and the creation of open spaces should be the guiding principles of a discourse setting, but there is a second & distinct dimension: if the result of a discourse should be selected, one should know by whom. → closure rather than openness
- 1. Will there always an easily identifiable AoS?
- 2. Is this thesis generalisable?
- 3. What changes, when political expectations enter the field?

A Case Study: „Single European Sky“ (SES)






- Aim: Harmonisation of air traffic management (ATM) and the regulation of airspace throughout the EU
- Organised by: Single European Sky ATM Research Programme Joint Undertaking (SESAR JU)

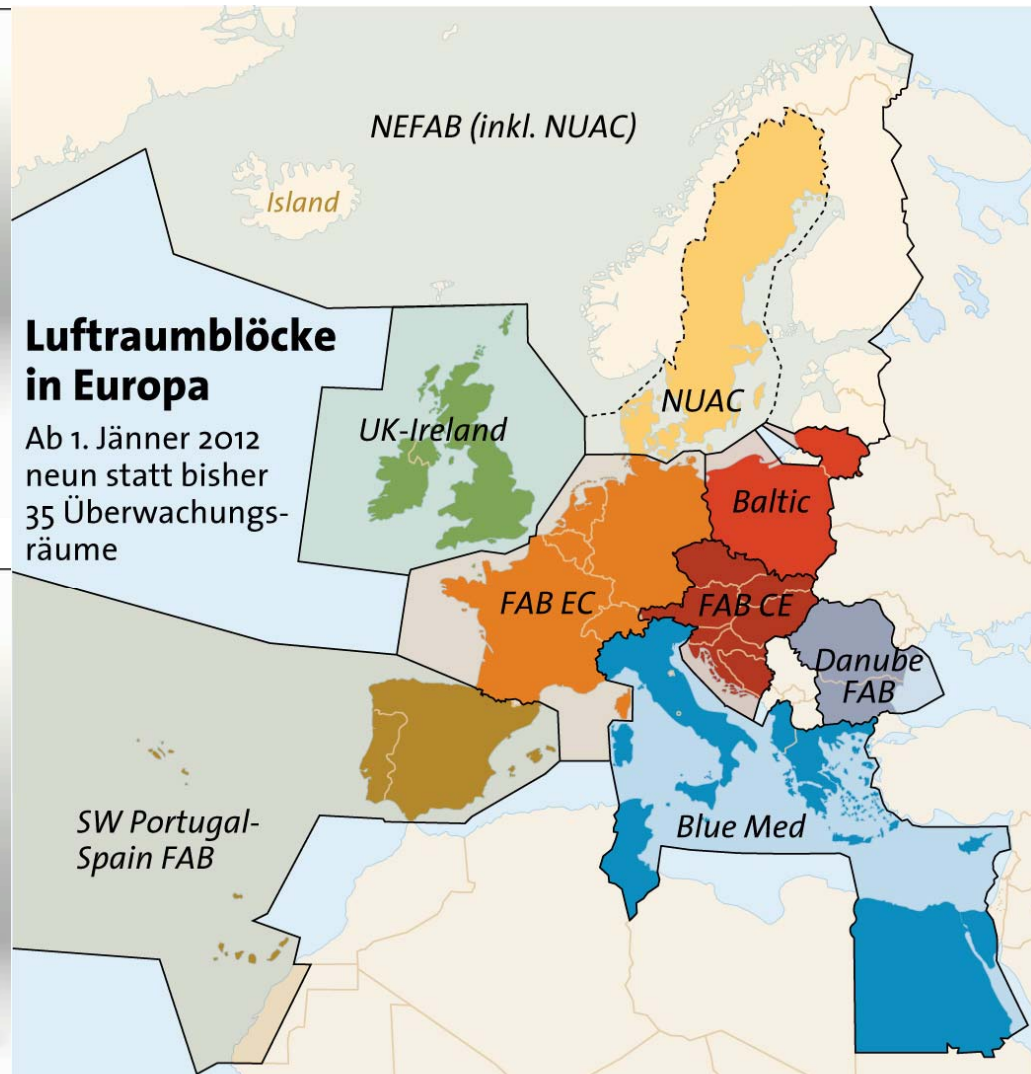


The current state



SESAR business goals :

				
Enabling EU skies to handle 3 times more traffic.	Improving safety by a factor of 10.	Reducing the environmental impact per flight by 10%	Cutting ATM costs by 50%.	Save 8 to 14 min., 300 to 500kg of fuel on average per flight.



A Case Study: „Single European Sky“ (SES)

- Principle of inclusion: involving all relevant parties in the field of air traffic: administration, regulation, military, industry, the scientific community etc. → excellent case to study questions of intersystemic governance arrangements at

- Air Navigation Service Providers: better service at lower cost
- Airlines: better service, lower fuel consumption
- Airports: optimise operations
- Passengers: increased safety, less delays
- General public: greener aviation system

The participants' aims seem to be obvious...
Empirically open question!



"The SESAR Joint Undertaking constitutes a powerful public-private partnership which brings together all the stakeholders from the ATM community, including air navigation service providers, aircraft manufacturers, airlines, civil and military representatives and the European Commission and Eurocontrol."

Daniel Calleja, Director Air Transport Directorate – European Commission



Research questions

1. Will it succeed that participants from different functional realms connect their expectations with one another and produce a result (a “Single European Sky”) that satisfies the participants (each in their way)? Theoretically: possible! Empirically...?
2. Even if that will be the case: Will these results be selected? → (expected) AoS: The European Commission

Research design

- Aim: Examination of both levels: (a) the possibility that different autonomous expectations connect with one another AND (b) the probability of a discourse result being selected → interviews with stakeholders AND decision makers (+ document analyses)

Research design

- What do participants expect from the SES? What could be attainable for them? What could be an added value, they could not come up with on their own, but needed the confrontation with other expectations to?
- What does the AoS expect, what could be its added value? → empirically open questions
- Towards a Third Way means to propose an empirically substantiated governance theory

Conclusion – A Third Way that ...

- defends the thesis that function systems are autonomous but that this must not mean that different expectations could not connect with one another and produce something novel;
- is convinced of the possibility to make empirically substantiated statements about the chances for discourse results being selected;
- does not proclaim evolutionary guarantees but aims at a better understanding of what is selected why.