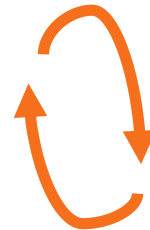




Eberswalde University  
for Sustainable  
Development

# Governance, Administration and Management of Biosphere Reserves and Protected Areas

Prof. Dr. Erik Aschenbrand



**2 Intro: the definition of key terms**

**3 Organisation forms of Biosphere Reserves (BRs) and Protected Areas (PAs)**

**4 Weber's characteristics of bureaucracy**

**5 Good government and good governance**

**6 Landscape governance legal foundation**

**7 Landscape governance fragmentation**

# 4 Weber's characteristics of bureaucracy

# Human social organisation changes



[https://commons.wikimedia.org/wiki/File:G%C3%B6bekli\\_Tepe\\_-\\_100525.jpg](https://commons.wikimedia.org/wiki/File:G%C3%B6bekli_Tepe_-_100525.jpg)  
Cosar (2010) Göbekli Tepe.

## Neolithic revolution

Hunter-gatherers → sedentary farmers

“With agriculture came the gross social and sexual inequality, the disease and despotism, that curse our existence” (Diamond 1999).

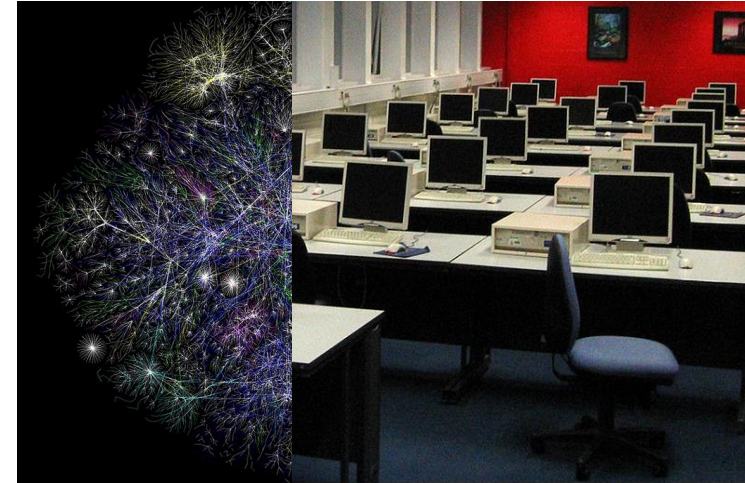
Diamond, J. (1999). the worst mistake in the history of the human race. <https://www.discovermagazine.com/planet-earth/the-worst-mistake-in-the-history-of-the-human-race>



[https://commons.wikimedia.org/wiki/File:Venetian\\_arsenale\\_2\\_1724.JPG](https://commons.wikimedia.org/wiki/File:Venetian_arsenale_2_1724.JPG)  
Joan Blaeu Venetian Arsenal 1724.

## Industrial revolution

- Factories
- Division of labour
- Specialization
- Increase in productivity



[https://commons.wikimedia.org/wiki/File:Internet\\_map\\_1024.jpg](https://commons.wikimedia.org/wiki/File:Internet_map_1024.jpg)  
Opte project (2006) Internet map

## Digital revolution

Finally: more leisure time and meaningful activities for everyone because machines are working?

# Industrial Revolution

## Adam Smith: The Wealth of Nations (1776), Chapter 1, Of the Division of Labour

- Factories allow for strict division of labour → specialisation.
- Highest productivity when each worker performs one simple task and becomes very good and fast at his small part of the production process.

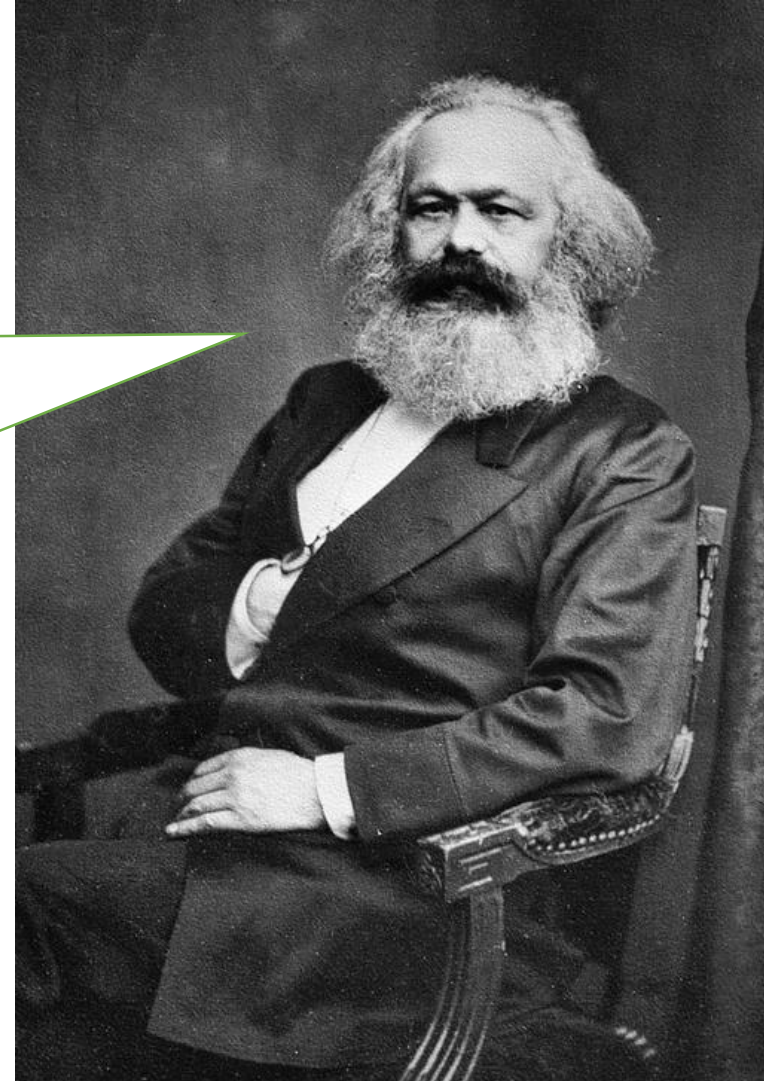
„The nature of **agriculture**, indeed, does not admit of so many subdivisions of labour, nor of so complete a separation of one business from another, as manufactures. It is impossible to separate so entirely, the business of the grazier from that of the corn-farmer, as the trade of the carpenter is commonly separated from that of the smith. The spinner is almost always a distinct person from the weaver; but the ploughman, the harrower, the sower of the seed, and the reaper of the corn, are often the same. **The occasions for those different sorts of labour returning with the different seasons of the year, it is impossible that one man should be constantly employed in any one of them.** This impossibility of making so complete and entire a separation of all the different branches of labour employed in agriculture, is perhaps the reason why the improvement of the productive powers of labour in this art, does not always keep pace with their improvement in manufactures. The most opulent nations, indeed, generally excel all their neighbours in agriculture as well as in manufactures; but they are commonly more distinguished by their superiority in the latter than in the former“

# Industrial Revolution

Specialisation → repetitive tasks →

## **alienation**

The worker „is thus depressed spiritually and physically to the condition of a machine...  
he also becomes ever more dependent on every fluctuation in market price”



# Some consequences of the Industrial Revolution

## Ongoing Urbanisation →

- Less and less (human) workforce needed in agriculture
- Large part of the population develops a different relationship to nature
- No direct dependence on production, but development of:
  - Tourism: coasts, Mountains, Protected Areas...
  - Changes in social institutions: higher mobility, urban anonymity



Sparktour 2018: 南山区的摩天大厦 (Shenzhen Skyline, China)

Shenzhen 1980 – 2010:

Fastest growing city in human history?

Inhabitants:

1950: ~3.000

1980: ~60.000

2010: 10.000.000 +

**Special economic zone:** “as the testing ground for the importation of foreign capital, science and technology into China, [Shenzhen] has been at the forefront of that country’s efforts at integration with the world economy, especially since the mid-1980s” (UN Habitat Report 2019)

# Francis Fukuyamas model of political development

## Religion!

„early example of ideas playing a critical role in development“ (Fukuyama 2014: p. 9)



Idea of common ancestors allowed growth of group size

Small groups, mostly genetic relatives

## Characteristics

„caging“ of territories, exercising power, Hierarchical organizations → Inequalities!

**State** seen as: property of ruler+“family and friends“

## Why and how developed?

primarily in fertile alluvial valleys: Egypt, Mesopotamia, China, Mexico.

## Characteristics

Shifting away from „family- and friends-based organizations to

**impersonal** ones.

Distinction of public and private interests.

## Why and how developed?

Historian Charles Tilly: „War made the state and the state made war“

Band-level Society

Tribal Society

Patrimonial State

Modern State

50.000 BP

10.000 BP?

8.000 BP

China, Early modern Europe



# The state and political development

Fukuyama, F. (2014): *Political order and political decay*. New York.

# Three components of political order and development

(Fukuyama 2014)

## The State

„The state is a hierarchical, centralized organization that holds a monopoly on legitimate force over a defined territory“

(Fukuyama 2014, 23)

## Rule of law

„Set of rules of behaviour, reflecting a broad consensus within society, that is binding on even the most powerful actors in the society“ (Fukuyama 2014, 24)

## Accountability

„government is responsive to the interests of the whole society“ (Fukuyama 2014, 24)

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≠ “rule by law“

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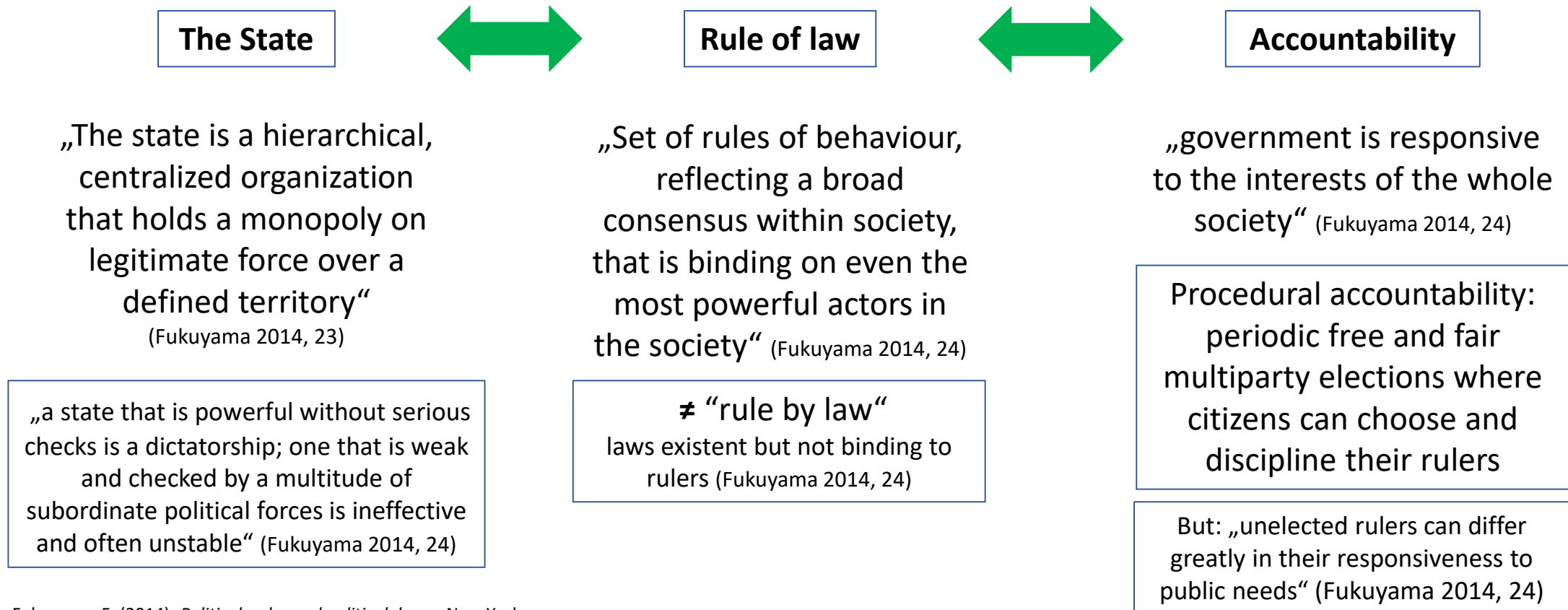
## Accountability

„government is responsive to the interests of the whole society“ (Fukuyama 2014, 24)

Procedural accountability: periodic free and fair multiparty elections where citizens can choose and discipline their rulers

But: „unelected rulers can differ greatly in their responsiveness to public needs“ (Fukuyama 2014, 24)

## The 3 components of political development are in many ways **complementary**



Fukuyama, F. (2014): *Political order and political decay*. New York.

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„In order to be effective and impersonal, states need to operate through law“  
(Fukuyama 2014, 532)

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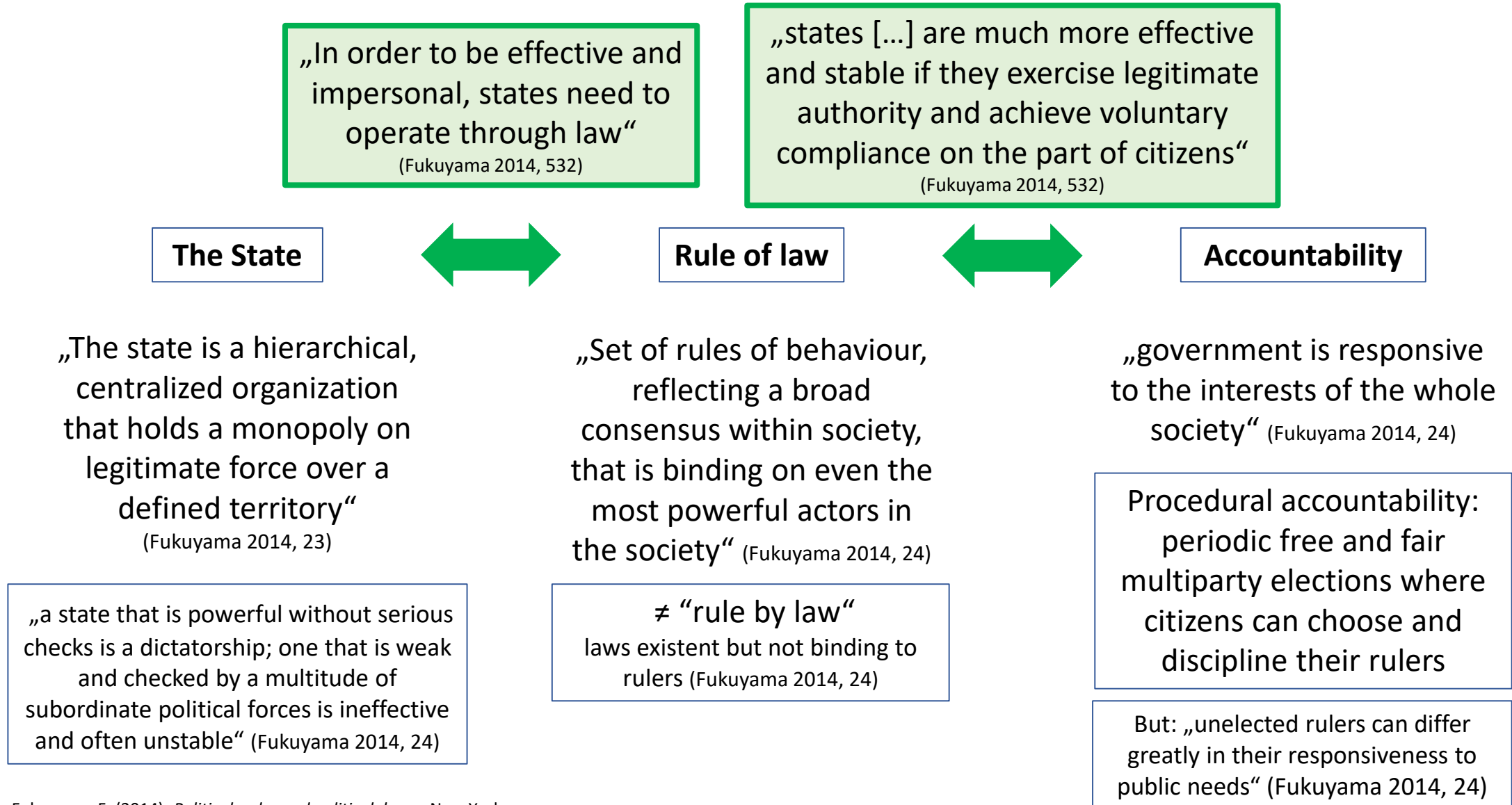
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## There are nonetheless **tensions**

Many effective modern states have been built under authoritarian conditions (Fukuyama 2014, 534)

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Rule of law vs. appropriate level of administrative discretion.

„Ordinary citizens are driven crazy by bureaucrats who can't use common sense and insist on mindless rule following“  
(Fukuyama 2014, 534)

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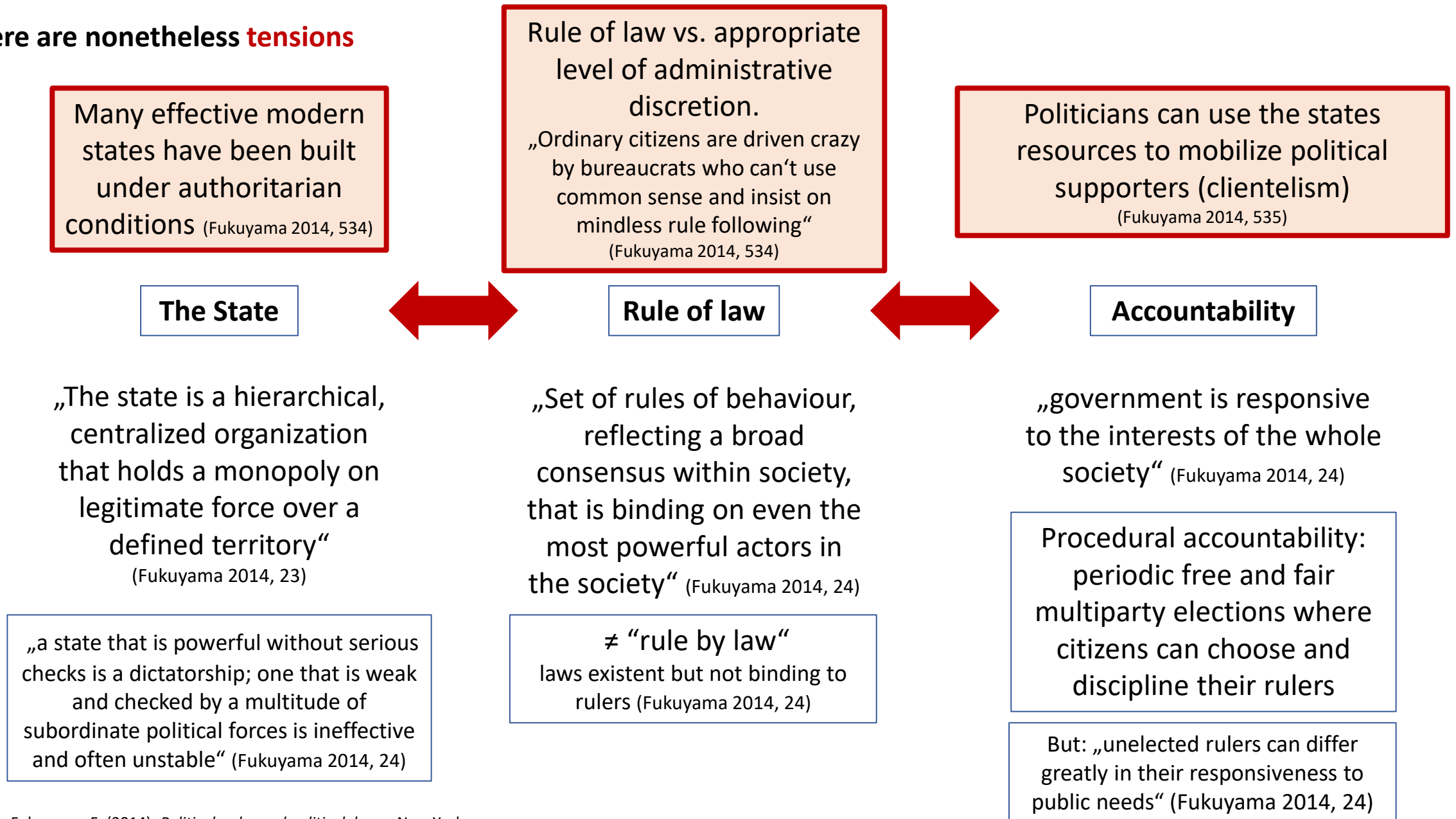
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## **Max Weber: characteristics of bureaucracy**

# Max Weber: Bureaucracy

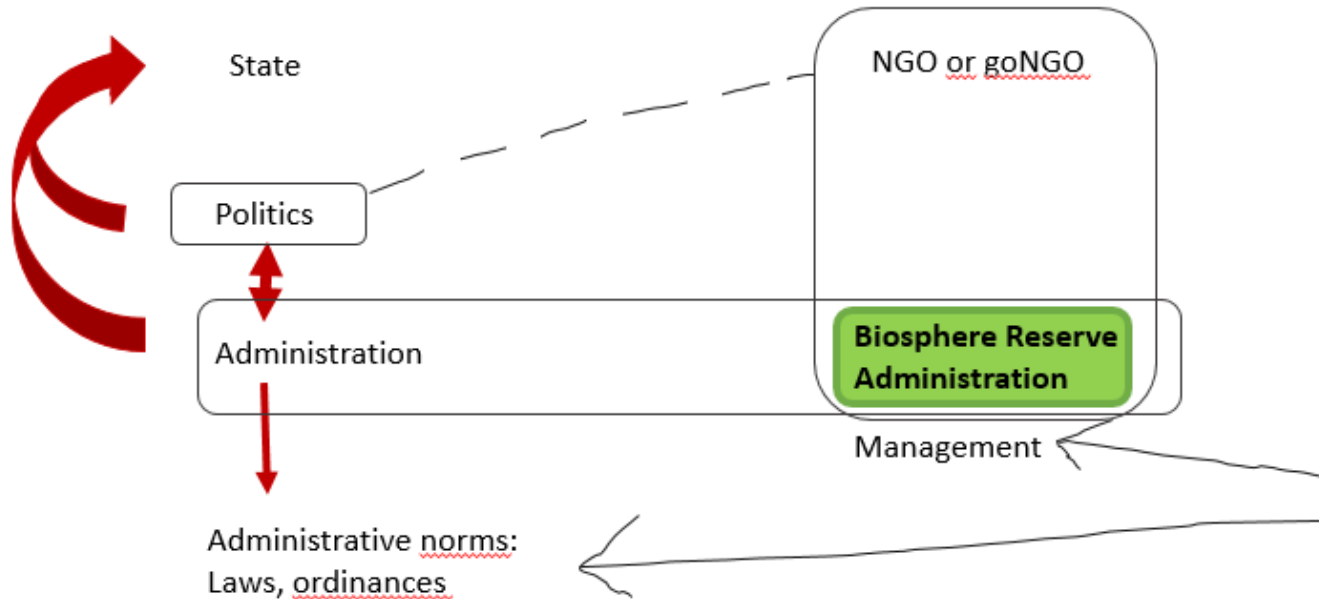
Why bother with bureaucracy?

→ Foundation of a functioning constitutional state



Max Weber ca. 1907.

[https://de.wikipedia.org/wiki/Datei:Max\\_Weber\\_1907.jpg](https://de.wikipedia.org/wiki/Datei:Max_Weber_1907.jpg)



BRs and PAs are part of bureaucracy/state administration as long as they are state-governed

→ their governance model is embedded in the functioning of bureaucracy

# Why bother with bureaucracy?

„(...) it can be argued that scholars have accurately identified a key element for the prosperity of nations: **high-quality institutions**.

→ Socio-economic development is not so much the result of geography, cultural, or religious values, or a large accumulation of natural, human, or social capital, as has conventionally been held, but of good institutions“ (Dahlströhm & Lapuente 2017, 17).

# Max Weber: Bureaucracy

## Characteristics of Bureaucracy

- 1.
- 2.
- 3.



Max Weber ca. 1907.  
[https://de.wikipedia.org/wiki/Datei:Max\\_Weber\\_1907.jpg](https://de.wikipedia.org/wiki/Datei:Max_Weber_1907.jpg)

Weber, M. (2016) [1920]: *Bureaucracy*. In: Shafriz, Ott, Jang (Eds.): *Classics of organization theory*. Boston. P. 78-83)

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## Characteristics of Bureaucracy

1. Principle of fixed and official jurisdictional areas, which are generally ordered by rules, that is, by laws or administrative regulations (Weber, 2016 [1920], 78)



Max Weber ca. 1907.  
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In Germany several different types of norms (hierarchy of norms):

1. the constitution, i.e., the „Grundgesetz“.
2. simple federal laws
3. ordinances, statutes and general administrative regulations



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Formal laws: **passed by the parliamentary legislature** in the procedure provided for this purpose in the Constitution (Articles 76 to 82 of the constitution).

- Simple formal laws and formal laws amending the Constitution.
- Constitution-amending laws require a two-thirds majority in both the Bundestag [EA: german federal Parliament, comparable to US house of representatives, directly elected by the German People] and the Bundesrat [EA: representation of the 16 states, comparable to US Senate] in order to be passed“.



Prößdorf (2020): Deutscher Bundestag Plenarsaal.  
[https://commons.wikimedia.org/wiki/File:2020-02-13\\_Deutscher\\_Bundestag\\_IMG\\_3438\\_by\\_Stepro.jpg](https://commons.wikimedia.org/wiki/File:2020-02-13_Deutscher_Bundestag_IMG_3438_by_Stepro.jpg)



Swiss Parliament: Nationalratssaal during a session (2005).  
[https://commons.wikimedia.org/wiki/File:Nationalratssaal\\_w%C3%A4hrend\\_Session.jpg](https://commons.wikimedia.org/wiki/File:Nationalratssaal_w%C3%A4hrend_Session.jpg)



# Public procurement law (German: Vergaberecht)

- Rules for spending „tax payers money“
- Valid for all sectors of government
- Highly relevant also for most NGOs

# Max Weber: Bureaucracy

## Characteristics of Bureaucracy

1. Principle of fixed and official jurisdictional areas, which are generally ordered by rules, that is, by laws or administrative regulations (Weber, 2016 [1920], 78)
2. The principles of office hierarchy and of levels of graded authority mean a firmly ordered system of super- and subordination in which there is a supervision of the lower offices by the higher ones (Weber, 2016 [1920], 78).



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## IV. Abschnitt Organisation

### § 15 Nationalparkverwaltung

**The Nationalpark administration is directly subordinated to the Bavarian Ministry.**

**Germany = federal state: states are responsible for nature conservation**

(1) <sup>1</sup>Die Nationalparkverwaltung mit Hauptsitz in Grafenau untersteht dem Staatsministerium als unmittelbar nachgeordnete Sonderbehörde.

<sup>2</sup>Sie ist untere Forstbehörde und nimmt die Verwaltungsbefugnisse der unteren Jagdbehörde im Nationalpark mit Ausnahme der

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- + Impersonal: the processing of cases does not depend on individual persons.
- + Any case can theoretically at any time be transferred to another person in charge.
- + Reconstruction of decisions is always possible

Max Weber in 1918.

[https://commons.wikimedia.org/wiki/File:Max\\_Weber,\\_1918.jpg](https://commons.wikimedia.org/wiki/File:Max_Weber,_1918.jpg)



# Max Weber: Bureaucracy

## The position of the official

„Office holding is a vocation.

This is shown, first, in the requirement of a firmly prescribed course of training, which demands the entire capacity for work for a long period of time, and in the generally prescribed and special examination which are prerequisites of employment [...]

Legally and actually, office holding is not considered a source to be exploited for rents or emoluments, as was normally the case during the Middle Ages and frequently up to the threshold of recent times“.  
(Weber, 2016 [1920], 79-80)



Max Weber in 1918.  
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# Thank you for your attention!

