is no longer the darling of donors such as the World Bank, USAID, and private foundations, is family planning content to reposition itself and to play the "enabling" role in development that the Parliamentarians describe? Or will it prove its worth once again as a stand-alone intervention?

The Role of the World Bank offers welcome signs that the negative tide that started at the 1984 Mexico City population conference may be beginning to turn. *Return of the Population Growth Factor* cites the inclusion of universal access to reproductive health as a target under the MDG on maternal health as a symbol of progress. But old debates about family planning's relevance and tactics are still evident. To resolve them, the family planning community should continue to document their positive results on social and economic indicators, and to loudly and consistently emphasize the voluntary nature of their programs. As the case studies in *The Global Family Planning Revolution* show, success did not come quickly or easily. The same kind of patience and creativity demonstrated by these programs may well be required if family planning is to achieve a comeback.

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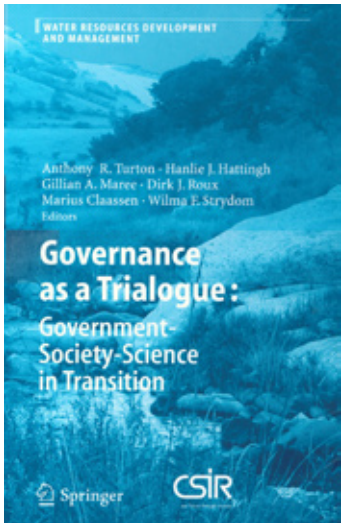
Governance as a Trialogue: Government-Society-Science in Transition

Edited by Anthony R. Turton, Hanlie J. Hattingh, Gillian A. Maree, Dirk J. Roux, Marius Claassen, Wilma F. Strydom
New York: Springer, 2007. 354 pages.



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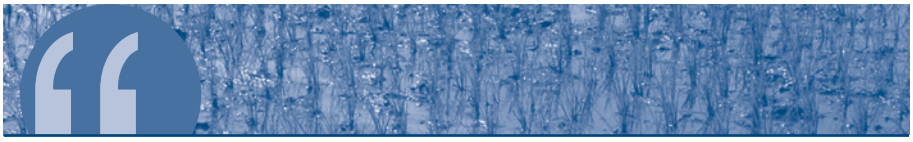
For many years, the field of water management was dominated by large dam construction and the belief that large-scale technological advances could solve the world's water challenges. Today, integrated water resource management (IWRM) is the preferred (though not perfect) model; while it has existed in various forms for decades, only within the past decade has it emerged as the new paradigm for managing water and other resources to ensure a sustainable supply of good-quality water for both people and the environment. Many water managers now grapple with the challenge of developing and implementing IWRM plans that must address the many disparate interests involved.



Water management is truly an issue for everyone, whether you live in a developing or developed country, or in a water-rich or water-scarce region.

Governing water resources is clearly not a simple challenge with a single answer; successful IWRM requires a detailed understanding of a region's water and other natural resources, the ability to make trade-offs between competing human and environmental uses for the water, functioning institutions, and a legitimate government that can see the plans to fruition. In *Governance as a Trialogue: Government-Society-Science in Transition*, Anthony Turton and his co-editors take a hard look at the elements of governance, examining a "trialogue" model that comprises the set of actors and their interactions required to achieve management goals. While this book does not prove the model's effectiveness, its investigation will be beneficial to those attempting to flesh out the requirements for good water governance.

Turton, Hanlie J. Hattingh, Marius Claassen, Dirk J. Roux, and Peter J. Ashton start by offering a new definition of governance: "The process of informed decision-making that enables trade-offs between competing users of a given resource so as to balance protection with beneficial use in such a way as to mitigate conflict, enhance equity, ensure sustainability and hold officials accountable" (p. 12). With this definition in mind, the authors have developed a working model of governance as a trialogue.[1]

Turton and his colleagues conclude that three different actor-clusters in the governance process—government, society, and science—interact with each other in "interfaces." These interfaces are the arenas in which information is transferred between experts and other actors, personal relationships are built, and decisions are made. Each interface is briefly described in an introductory chapter and referred to in a subsequent case study—although the government-society interface receives more attention than the interfaces with science. As Michael E. Campana, Alyssa M. Neir, and Geoffrey T. Klise point out in their chapter on North America, all three groups do not always have the same amount of influence on the process or the end result. Given the importance of these interfaces, it is unfortunate that the editors did not make more of an attempt to map the dynamics of each interface between the three main actor-clusters.

Part 1, "An Overview of Governance," explores ecosystem governance, offering those with limited knowledge a basis from which to assess the trialogue model. Malin Falkenmark's chapter, "Good Ecosystem Governance: Balancing Ecosystems and Social Needs," steps back to explore how the nature of ecosystems determines which resources can be governed and the way in which they should be governed. It succinctly describes water's role in all ecosystems and the essential function it plays in allowing humans to provide for themselves. While the five chapters in this section repeat the definition of some terms and explanations of conceptual topics, they cover important ground: what governance is, what makes for good governance, and how the process plays out at varying scales.

Part 2, "Interrogation of the Trialogue Model," applies the model to ecosystems, but not always specifically to water. The case studies in this section each illustrate at least one of the model's interfaces. However, there is nothing tying the articles together to guide the reader through their evaluations of the model. This section's analysis could be improved by a set of graphics that identifies the interface being investigated and how the arguments either support or challenge the validity of the model.

In her chapter, "Lessons from Changes in Governance of Fire Management: The Ukuvuka Operation Firestop Campaign," Sandra Fowkes

shares lessons from a cooperative fire management project and points out a few of the trialogue model's oversights. First, she observes that each actor-cluster's influence is not necessarily equal and can change depending on the situation. Furthermore, she questions whether or not science should be its own cluster, instead suggesting that it should be viewed as a tool that the other groups use in decision-making. She critiques the model's grouping of everything outside of government or science into one large society cluster, arguing that combining such disparate groups with varying interests and value systems simplifies the true nature of civil society.

The third section of the book, "Cross-cutting Governance Requirements," digs into the mechanics of the interfaces between the actor-clusters. The chapters cover the need for a proper learning environment to educate managers and decision-makers; communication's essential role; and the missing dimension of time. One of the most valuable in the book, this section provides perspectives on the actual process of the interactions that make up governance. Linda Godfrey's chapter, "Ecosystem Governance and the Trialogue Debate: An Overview of the Trialogue Relationship and the Engagement Along Interfaces," delves into the role of science in the trialogue model and explains how governance is affected by both the strength of engagement and the rate at which this engagement plays out between the three groups. These rates are themselves affected by the environment in which these interactions are taking place.

The final chapter of the book revisits the nine hypotheses initially proposed in the introduction, reflects on the chapters' case studies, and proposes a new research agenda. Turton and Hattingh find support for all of the hypotheses, but determine that a few need to be analyzed further. They observe that the names of the actor-clusters are too simplistic and do not reflect the highly complex processes at work. To further the understanding of governance as a process and as a product, they propose to begin describing and cataloguing the forms of the different interfaces. This effort would bolster the model and help others interested in water governance apply these principles to their own situations.

Governance as a Trialogue lacks discussion on leadership and power, two key aspects of governance. While their influence is difficult to quantify and varies drastically between situations, it is difficult to ignore their importance. Leaders are essential for moving processes forward and for helping factions reach consensus. Power dynamics within a region or control over a specific body of water—especially the roles of upstream and downstream users—must be explored if we are to understand how decisions are made.

Good governance is now recognized as a way to tackle the world's water challenges. Water management is truly an issue for everyone, whether you live in a developing or developed country, or in a water-rich or water-scarce region. Many technological fixes exist, and others are continually being developed and improved, but we have lacked innovative strategies for implementation. *Governance as a Trialogue* reflects the growing attention to the problem of inadequate governance that hinders the larger goal of sustainable development. The trialogue model helps the field focus its attention on specific relationships between actors and the actions they take. Whether or not this iteration is comprehensive does not matter as much as the fact that it furthers the discussion on the only sustainable solution to the water crisis.

Note

1. Turton et al. cite Malin Falkenmark as the first person to use the term "trialogue" to describe the interaction between the three actor-clusters, "during a conversation with one of the authors in Stockholm during the 2004 Stockholm Water Symposium" (p. 12).