Governing National Sustainable Consumption and Production Action Plans in the Philippines and Viet Nam: A Comparative Analysis

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Key points

- Intensifying ecological crises, such as climate change, the melting Arctic, and uncontrolled destruction of habitat and biodiversity, are increasingly exposing the shortcomings of resource-intensive development models.
- One of the concepts helping policymakers steer a course change is sustainable consumption production and consumption (SCP).
- A comparative analysis of SCP governance is particularly important for determining how countries are employing different institutional arrangements and policy tools to motivate public agencies, businesses, and civil society to work on SCP. This will be useful for understanding how to mobilise support on the implementation of SCP action plans and enhance coherence with other relevant policies.
- This paper conducts a comparative analysis of governance of the National SCP Action Plans in the Philippines and Viet Nam, drawing upon research on metagovernance to shed light on possible differences in SCP governance styles between the two countries.
- The paper finds that, despite significant contextual variation, Philippines and Viet Nam SCP Action plans both rely more on market-based than network-based and hierarchical styles.
- In addition to comparing Philippines and Viet Nam, the paper suggests more a more general need for a pluralistic approach to governing SCP.

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1. Introduction

Moving into the second decade of the 21st Century, a rising number of global environmental challenges are testing long held assumptions about the sustainability of economic growth. Intensifying ecological crises, such as climate change, the melting Arctic, and uncontrolled destruction of habitat and biodiversity, are increasingly exposing the shortcomings of resource-intensive development models. Set against the economic risks and uncertainties compounded by the coronavirus (COVID-19) pandemic, the international community has started to recognise the need for a major course correction in development patterns.

One of the concepts helping policymakers steer this course change is sustainable consumption production and consumption (SCP). Conceived more than two decades ago, SCP holds that altering consumption and production patterns can help decouple economic growth from a long list of environmental problems. In recent years, many governments have used this logic as the basis for formulating SCP plans and programs while also aligning those initiatives with the Sustainable Development Goals (SDGs). However, studies comparing how governance is factored into SCP plans and programs in different contexts have been limited (Schroeder, 2014; Brizga, Mishchuk, and Golubovska-Onisimova, 2014). A comparative analysis of SCP governance is particularly important for determining how countries are employing different institutional arrangements and policy tools to motivate public agencies, businesses, and civil society to work on SCP. This will be useful for understanding how to mobilise support on the implementation of SCP action plans and enhance coherence with other relevant policies.

This paper aims to fill that gap in understanding with a comparative analysis of governance of National SCP Action Plans in the Philippines (draft)[1] and Viet Nam. To set the stage for the comparative analysis, the paper begins with a review of Philippines and Viet Nam SCP Action Plans. The paper then draws upon research on metagovernance that calls for differentiating hierarchical, network-based, and market-based governance styles to shed light on possible differences in SCP governance in the Philippines and Viet Nam. The paper finds that, despite significant contextual variation, Philippines and Viet Nam SCP Action plans both rely more on market-based than network-based and hierarchical styles. In addition to comparing Philippines and Viet Nam, the paper suggests more a more general need for a pluralistic approach to governing SCP.

The paper is structured as follows. The next section presents an overview of SDG 12 as it relates to the SCP concept, touching on issues and challenges resulting from its inclusion in the 2030 Development Agenda. This is followed by a broader discussion on governance, with specific attention to the ways that different

[1] The National Economic and Development Agency of the Philippines developed the draft National Action Plan for SCP, which informed the preparation of House Bill 7609, "An Act to Promote Circular Economy and Whole-of-Nation Transition Toward a Sustainable Future" proposed to the National House of Representative in September 2020.

governance styles featured in work on metagovernance may affect the implementation of the SDGs. The subsequent section provides an examination of National SCP Action Plans in the Philippines and Vietnam, starting with a general overview, before moving to an evaluation of their design, relevant institutions, and actions and activities targeting specific sectors. The paper closes with a comparative discussion and conclusion summarising key findings with regard to governance as well as outlines prospective areas of research.

2. SCP and SDG 12

As momentum for the sustainable development agenda grew in the early 1990s, many of those involved in international discussions started drawing linkages between unsustainable resource management patterns and negative environmental and social problems. The past two decades have seen international policy processes, as well as national and local governments turn to SCP as a way of inducing shifts in those patterns. Some of these initiatives have focused on weak interpretations of SCP, including by building consumer demand for more efficient products and services as part of greater efforts to internalise environmental costs. Others have backed stronger interpretations by pushing for decisive shifts in overly materialistic social values and modes of social organisation (Fuchs and Lorek, 2005). Despite differences in points of emphasis, SCP has gained traction in many policy circles across the world.

An important milestone signaling this acceptance was the inclusion of SDG 12 (Responsible Consumption and Production) as part of the SDGs. The agreement over SDG 12 was significant because it underlined SCP's central role in transitioning onto sustainable development paths. A number of studies have since underscored SCP's pivotal role, noting ways that SDG 12 can help in exploiting synergies with many other SDG targets. Others have maintained that SCP-oriented policies are most effective at minimising problem shifting across SDGs, and are therefore central to the formulation of coherent SDG strategies (Obersteiner, et al. 2016). Work from Elder, et al. (2016) provides additional support for these claims by recommending that SDG 12 should serve as an organising principle for economic development.

The growing realisation of SCP's pivotal role (and SDG 12) has led some to focus on how governance can support the acceptance of this new organising principle (Fuchs and Lorek, 2005). Meuleman (2018) has argued that the governance needed for such a shift would begin with an ambitious SCP legislative agenda, including relevant standards, awareness campaigns, and market incentives. Others have looked at the effects of SCP governance in particular countries or regions in the recent past. Research on several SCP cases in China, for instance, found that there was more success with bottom-up than top-down forms of governance (Schroeder, 2014). Meanwhile, studies on governance in the post-Soviet Republic and Baltic region identified that institutions were too fragmented to support working across sectors and stakeholders in ways that could drive SCP (Brizga, Mishchuk, and Golubovska-Onisimova, 2014).

3. SCP and Metagovernance

Though the above studies are illuminating, they do not always draw from a single coherent analytical framework. Such a framework would be helpful for arriving at more generalisable inferences in the ways governance affects SCP. One such framework that can fill this role and has been used for the SDGs and sustainable development processes involves “metagovernance”. Metagovernance has been defined as “‘a practice by (mainly) public authorities that entails the coordination of one or more governance modes [or styles] by using different instruments, methods, and strategies to overcome governance failures” (Gjaltema, et al, 2020). Metagovernance draws upon but takes a step back from commonly used institutional analysis to determine how different modes of styles of governance influence progress on sustainability challenges.

At its core, metagovernance distinguishes between three distinct modes or styles: hierarchical, market, and network-based (Meuleman, 2008). Hierarchical styles consist of centralised, supervisory planning structures that manage public administration and direct services by systematic division of labor, standarisation, and high levels of specialisation (Meuleman, 2008). Conversely, market styles are more flexible, contract-led arrangements that aim to increase efficiency through decentralised service provision--often led by the private sector (Considine & Lewis, 1999). This network style emphasises horizontal collaborative and multistakeholder approaches to public management, guided by information sharing and interdependent decision-making (Denhardt and Denhardt, 2000).

A recent paper (Olsen et al., 2020) employed a metagovernance lens to analyse countries’ approach to SDG planning as well as public health responses to the COVID-19 pandemic. Making use of text analysis of specific policy documents, the authors identified a strong focus on market-oriented governance styles throughout governmental SDG action plans (United Nations Economic and Social Commission on Asia and the Pacific, 2020), demonstrated by a lack of binding policy and law as well as a marked reliance on voluntary agreements and partnerships. Governmental responses to COVID-19 in contrast featured more hierarchic approaches to governance, although selected countries enacted different combinations of the three aforementioned governance styles.

This analytical approach can be more widely applied to examine underlying rationalities behind policies and legal instruments different governments use in addressing a given issue. Doing so involves identifying relevant tools, actors, strategies, as well as associated policies and instruments to understand the indicative governance style. Selected keywords associated with any given style can be extracted from relevant policy

documents to typologise relationships between the three governance styles. Different governance styles and their underlying characteristics are captured in Table 1.1.

Table 1.1: Governance Styles and Characteristics

Governance Style/ Characteristics	**Hierarchic**	**Market**	**Network**
Underlying rationale	State provides laws and regulations that SDGs/COVID relief are implemented. • *The state chooses for citizens.*	Market forces help bring together businesses to implement the SDGs/COVID relief cost-effectively. • *The individual chooses for themselves.*	Solutions to the SDGs/COVID relief are identified through consultations and participation with a diverse set of groups and individuals. • *People choose based on consensus.*
Key actor(s)	Government	Corporations, individuals	Nonstate (NGO), communities
Means for achieving results	Compliance, mandatory, binding	Competition, profit, self-interest, productivity, efficiency	Consensus, negotiated, voluntary
Policy tools and instruments	Law, regulation, ban, fine, directive, penalty, fee, sanction	Trading schemes, credit, tax, incentive, promote, award	Consultation, participation, co-creation, networks, stakeholder engagement

Adapted from Olsen et.al (2020)

With regard to SDG 12, a number of countries have begun developing circular economy plans that feature a mix of all three governance styles (Meuleman, 2018). This paper uses the same terms that were identified in the recent ADBI paper (Olsen et al., 2020) to examine how different governance styles are reflected in SCP action plans. To enable a fair comparison across terms, only the five most often mentioned terms are included in the final comparison. Terms are counted as roots, i.e. if counting the term ‘tax’ all terms of the same root

(taxes, taxing, taxation etc.) are considered. Table 1.2 lists key terms associated with these respective governance styles.

Table 1.2: Key Terms associated with Governance Styles

Hierarchic	Market	Network
Law, regulation, ban, fine, directive, penalty, fee, sanction, grant, safety, conservation, protection, welfare, duty, tax, justice, rule, enforce, monitor, binding	Credit, loan, fee, incentive, promote, award, partnerships, private sector, voluntary, market , trade, loan, competitiveness, technology, freedom, CSR, investment, growth, export, corporate	Consultation, participation, co-creation, network, stakeholder engagement, cooperation, voluntary, rights

Adapted from Olsen et.al (2020)

The challenge of transitioning to more sustainable systems of production and consumption is most pronounced in Asia in the Pacific. Set against research projections that suggest humanity will consume as much as double its current rate of natural resources by mid-century, running up against several planetary boundaries (International Resource Panel, 2019), Asia presently stands as the most resource-intensive region in the world-- accounting for 65 per cent of global domestic material consumption and 59 per cent of global material footprint in 2017 alone (UNESCAP, 2018). How the Asia-Pacific region tackles its management of energy and resources, including the downstream effects of waste and pollution, stands to have profound consequences for the rest of the planet over the coming decades.

In this context, some countries in the region have undertaken steps to reduce the ecological footprint of economic activities, starting with the formulation of National SCP Action Plans. Two such countries, namely the Philippines and Viet Nam, offer instructive examples. As discussed in the following sections, while the respective plans of both countries have notable differences in terms of remit, scope, and overall alignment with the SDGs, both provide working illustrations of the varying factors and considerations that might be taken up by other countries in the design of similar initiatives.

4. Philippines' National SCP Action Plan (2020-2040)

4.1 Background

The National Economic and Development Agency of the Philippines developed the draft National Action Plan for SCP in 2019. The draft action plan fed into the preparation of House Bill 7609, "An Act to Promote Circular Economy and Whole-of-Nation Transition Toward a Sustainable Future" that was proposed to the National House of Representative in September 2020. The Action Plan (2020-2040) identifies four primary drivers of resource consumption in the country requiring targeted government responses: 1) rising national income; 2) a shift from consumption-based growth to investment-led growth; 3) population increase; and 4) growing population density. Against this background the Plan identifies a range of priority environmental issues arising from associated demographic and resource pressures, including air and water pollution, climate change, freshwater scarcity, land degradation, and poor waste management.

Taken together, the Plan maintains a strong economic focus, noting the increased natural resource demands of a population anticipated to grow by 40 percent over the next 20 years. As such the Plan is strategically aligned with other existing policy strategies and programs that emphasise SCP, including the Philippine Development Plan (2017-2022), the Philippine Green Public Procurement Roadmap, and the Philippines Green Jobs Act, among others. Key organising principles of the Plan are summarised as follows: alignment with SDG 12; supportive of economic growth targets and socioeconomic development; poverty neutral at minimum; avoidance of negative distributional impacts; and consistent with market practices. The next section looks specifically at how these considerations were taken up in the Plan's design process.

4.2 Design

The Plan's design was largely informed by secondary research, including an initial scoping phase, which assessed, based on available literature, gaps and challenges to achieving SCP in the Philippines. Desk research was followed by primary data collection activities involving use of selected decision-making tools. Such tools were used towards evaluating SDG interlinkages during formulation of the Plan (see Section below), providing the basis of guiding multistakeholder consultations on potential policy reforms.

Consultations included interviews and focus group discussions with technical experts, national authorities, local government units, and members of civil society, all of which were solicited to provide inputs on the Plan's structure and contents. A participatory stakeholder mapping exercise was also conducted with a view to identify priorities and determine interests of responsible government departments and agencies tasked with future implementation of the Plan. Notably, the Philippine Council for Sustainable Development (PCSD)—a long dormant government agency initially established to direct the implementation of Agenda 21—was actively involved in the Plan's review and subsequent endorsement.

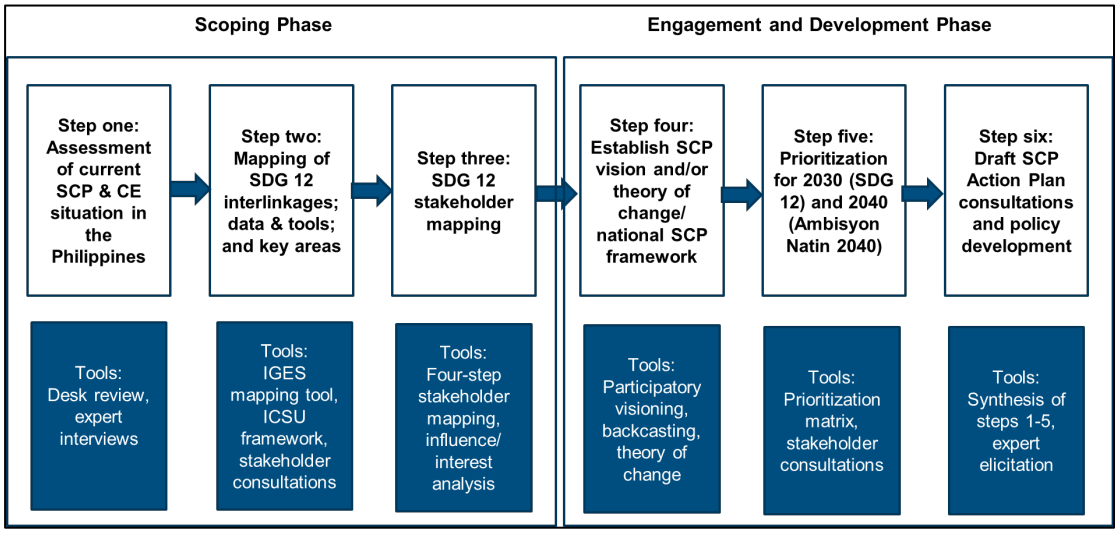

Figure 1 Sequence and development of Philippines' National SCP Action Plan (2020-2040)

Source: Arcenas, et al., 2020

Guided by a specific theory of change, the Plan is designed as a causal chain linking outputs, outcomes and impacts, structured in such a way to connect changes in producer and consumer behavior with appropriate policy interventions. In this regard the Plan's overarching objective is framed in terms of promoting a shift to greener economic activities with the greater aim of improving societal wellbeing and environmental/climate resilience. Here intergenerational equity and environmental sustainability are understood as distinct yet mutually supporting ambitions. For instance, the Plan's Vision sets out the aspiration "Improved living conditions for present and future generations" whereas the Goal of the Plan is defined in relation to "[An increase in the production and consumption] of green goods and services".

Accordingly, the Plan outlines two main intended Outcomes, oriented around respective issues of supply and demand: 1) valuation of economic, social, and environmental impacts of production and consumption, and 2) efficient and equitable distribution of resources among firms, households, and individuals. In line with the Plan's theory of change, two interrelated Sub-Outcomes are listed under each respective Outcome (four in total, as discussed below), on actions and activities to support these headline objectives.

Main Outcomes are further divided into three Themes, namely i) Resource conservation, efficiency and cleaner production; ii) Waste management; and iii) Sustainable business and lifestyles. Noted here is the emphasis on the life cycle of processes and materials as well as actions aimed at facilitating changes in business and consumer behavior.

Lastly, the Plan organises said Themes into what it terms as “Nodes”, or intervention points that are otherwise understood as the Plan’s envisaged means of implementation: a) Policy and Regulation; b) Research and Development, Technology, and Innovation; c) Infrastructure; and d) Promotion and Education, each of which are also organised along immediate (2020-2022), medium (2022-2030) and long-term (2030-2040) time frames. As discussed below, these interventions points also have a bearing on the remit of different actors involved in the Plan’s operationalisation.

4.3 Lead Institutions

In line with the objectives, outcomes, and interventions described above, the Plan also suggests coordinating roles and responsibilities of various government agencies, local authorities, private sector actors, and civil society groups tasked with implementation. Specific, time bound actions corresponding with proposed Themes and Nodes are elaborated in a project and results matrix that also serves as the Plan’s monitoring and evaluation framework.

Although the Philippine’s National Economic Development Agency (NEDA), is designated as the lead government authority responsible for overseeing execution of the Plan, a number of other government entities are also assigned specific duties and functions for mainstreaming SCP both in terms of setting policies and regulations. Sectoral priorities of national government departments associated with the Plan and recommended interagency coordination are outlined under each respective Node: for instance, whereas the Department of Environment and Natural Resources (DENR) and Department of Finance (DOF) are the two entities largely responsible for the promotion and financing of SCP-related activities (Policy and Regulation), the Department of Trade and Industry (DTI) and Department of Science and Technology (DOST) are primarily in charge of managing research and development (Research and Development, Technology, and Innovation).

Similarly, the Department of Information and Communications Technology (DICT), together with DENR and DOST are appointed as the primary agencies tasked with the construction of physical and social infrastructure systems for SCP (Infrastructure); the Department of Education (DepEd) and Department of the Interior and Local Government (DILG) are given oversight over capacity building, including information sharing and communication activities (Promotion and Education).

In this regard, the latter part of the Plan outlines an institutional framework that provides mechanisms for vertical and horizontal coordination as well as wider stakeholder participation. Local Government Units (LGUs) and other community actors, including private sector, civil society organisations and academia, are assigned key roles in the delivery of interventions, with the Plan setting out proposed collaborative arrangements for implementation. The Plan also highlights a number of concrete actions to be carried through the active engagement of concerned stakeholders. As discussed below, this involves government

agencies facilitating policy development; private firms enacting SCP related actions and strategies; civil society leading advocacy campaigns; and academia supporting research and education.

4.4 Actions and Activities

A comprehensive list of actions corresponding with policy and regulation, research, technology, and innovation, infrastructure, and education and promotion (i.e., Nodes) are proposed in the Plan's program activity matrix over different time frames for each respective Theme and Sub-Outcome. While too numerous to expand upon here, individual actions can generally be grouped into four main types: research and analysis, institutional strengthening, technology provision, and financing. Several illustrative examples are provided as follows.

For Sub-Outcome 1.1 (Environmental and social impacts of economic processes assessed), the Plan proposes several actions with regard to research and analysis over different time frames. For instance, in line with the Plan's overarching Themes, recommended actions and activities concerning policy regulation include analysing employment benefits from SCP industrial activities; conducting an impact assessment on the effectiveness of national solid waste management programs; and auditing public procurement programs on potential economic, environmental and social benefits, respectively.

In terms of Sub-Outcome 1.2 (Value of natural capital and ecosystem services recognised and accounted), a number of proposed actions for institutional strengthening are listed up for Research and Development, Technology and Innovation. This includes, for instance, scaling-up ecosystem accounting and updating data sources on the part of national statistical authorities.

Sub-Outcome 2.1 (Renewable resources utilised within regeneration capacities/ecological limits and negative externalities from the extraction of resources minimised) also outlines a range of actions corresponding with infrastructure and technology provision. Relevant actions include establishing hydrological monitoring systems, constructing waste treatment facilities, and introducing renewable energy alternatives in the transport sector.

Lastly, Sub-Outcome 2.2 (Innovation and investment in green technologies/facilities and business operations/systems increased) highlights the importance of supporting financing of innovation and technology development in the education sector for purposes of Promotion and Education. Proposed revenues from this activity are suggested to be reinvested to enhance future technological innovations. In addition, financing strategies led by government, private sector and bilateral/multilateral funding agencies are set out in line with different policy areas: regulation and enforcement, infrastructure and technology, and research and development, respectively.

5. Vietnam's National Action Plan on Sustainable Consumption and Production (2021–2030)

5.1 Background

Vietnam's National Action Plan on Sustainable Consumption and Production (2021–2030) follows the development of a similar, shorter-term action plan that was approved by the Prime Minister's office in January 2016 under Decision No: 76/QD-TTg "The National Action Plan on Sustainable Consumption and Production up to 2020, with a vision to 2030".

Actions listed under 2016 Plan were previously categorised into six intervention areas, or tasks, focused on either supply side or demand side interventions. Broadly defined, these included 1) guiding the development of legal frameworks and policies on SCP, 2) promotion of sustainable production, 3) greening the supply system, 4) promoting a sustainable export market, 5) changing consumption practices and supporting sustainable lifestyles, and 6) advancing 3R (reduce, reuse, recycle) practices. As such the current Plan draws largely from its previous iteration, defining its general objectives around the promotion of sustainable resource management, SCP innovation, lifestyle and behavior changes, and the piloting of circular economy activities, among others.

In this context, the Plan aligns with a number of other executive regulatory decisions including, inter alia, Decision No. 622 promulgating the National Action Plan to implement the 2030 Agenda for sustainable development, which places key emphasis on SDG 12; Decision No. 1419 approving the country's National Strategy on Cleaner Production in industrial sector to the year 2020; and Decision No. 280 approving Vietnam's National Programme of Energy efficiency and Conservation for period 2019 – 2020.

5.2 Design

The Plan was developed via a series of multi-stakeholder dialogues convened over the course of 2019, including an initial discussion in April 2019 organised by the Delegation of the European Union to Vietnam, the SWITCH-Asia SCP Facility and the Ministry of Industry and Trade (MoIT). The event focused on examining progress made under Vietnam's previous SCP Action Plan over the period of 2016 – 2018 and solicited feedback on ways to enhance implementation in a subsequent draft.

This was followed by another consultation held in September 2019 once again coordinated by the SWITCH-Asia SCP Facility, EU Delegation to Vietnam in collaboration with MoIT. The event brought together over 65 participants from different ministerial delegations, representatives from academia, UN organisations, as well as SWITCH-Asia grantees to contribute inputs to an initial formulation of the Plan.

A second and final consultation workshop was organised in November 2019, where MoIT circulated an updated draft among other ministries, provincial government officials, as well as relevant civil society organisations in attendance. A provisional decision document on the draft was shared highlighting the need to build upon existing programmes and calling upon all involved actors to contribute to the Plan's implementation. A finalised draft of the Plan was thereafter submitted for official endorsement in late 2019 and, following Decision no. 889/QD-TTg on the 24th of June, was launched by the Prime Minister in July 2020, after receiving approval from the lead institutions involved in the Plan's design, as highlighted in following section.

5.3 Lead Institutions

In line with Vietnam's centralised government system, the Plan is largely structured at the national level, assigning ministerial authorities and different government departments specific roles and responsibilities for implementation of SCP activities. Accordingly, MoIT is the main coordinating body, which chairs a National Action Program Committee on SCP in cooperation with other affiliated ministries. This includes the Ministry of Natural Resources and Environment (MoNRE), tasked with developing incentive programs and awareness raising activities on SCP, with a particular focus on waste management; the Ministry of Finance and Ministry of Planning, responsible for allocating budget for execution of the Plan and the wider promotion of green procurement; the Ministry of Education and Training, appointed to coordinate the mainstreaming of SCP into the country's educational system and vocational training programs; and the Ministry of Agriculture and Rural Development (MARD), which directs supply chain development of agricultural products and food products in line with SCP principles.

The Plan also assigns a nominal role to provincial and city level authorities ("People's Committees") in developing local SCP action plans and allocating funds for carrying out local implementation, together with relevant associations, businesses and concerned communities. Under the Plan, local authorities are required to conduct an annual stocktake of progress and share with MoIT for reporting to the Prime Minister.

Other notable stakeholders involved in the implementation of the Plan include the Viet Nam Consumers Protection Association, and the Viet Nam Chamber of Commerce and Industry, which are tasked with assisting in the development of consumer markets for eco-friendly products and services, as well as the State Bank of Viet Nam, which is responsible for leading the design of training activities on green finance, with additional actions and activities described below.

5.4 Actions and Activities

Following a description of its overall vision and main objectives, the Plan outlines specific objectives for the time period between 2021 and 2025, and subsequently through to 2030. These include the development of legal instruments on SCP, ranging in terms of regulations and standards for the design, production, use, and recycling phases of different products in relevant sectors, the introduction of labels and certifications, the preparation of technical guides and manuals, and the implementation of various policies for the promotion of sustainable packaging and green public procurement.

The Plan also outlines specific targets for realising these objectives at the industrial and retail levels, including measurable reductions in the use of resources and materials across specific production sectors (5-8 percent for textile, steel, plastics, chemicals, cement, alcohol and beer, beverage and seafood processing by 2025, ultimately reaching a 7-10% decrease by 2030); 70 percent of industrial parks, clusters and trade villages conducting communication and awareness raising campaigns on SCP by 2025, and 100 percent by 2030; the development, promotion and replication of 20-30 good practice models on SCP and cleaner production; and the goal of 85 percent of supermarkets and commercial centers replacing single use plastics with eco-friendly alternatives and promoting eco-labelled products by 2025, reaching 100 percent by 2030.

These ambitions are also directed at the subnational level as well. The Plan sets targets for 80 percent of provinces and cities to conduct communication and awareness raising activities on sustainable lifestyles and consumption practices by 2025, with 100 percent by 2030; 70 percent of provinces and cities developing local action plans for delivering on the objectives of the Plan, reaching 90 percent by 2030; and 50 percent of provinces and cities designating a representative body to take on responsibility for the Plan's implementation, with an aim of achieving 70 percent by 2030.

Actions spelled out by the Plan are organised into supply and demand side interventions, divided into 15 main tasks. These include as follows: 1) Improve legal policies on promoting sustainable consumption and production; 2) Sustainably manage, exploit and use resources, develop renewable, recyclable materials, and fuel; 3) Sustainable design, ecological design, reuse-, recycle-oriented design; 4) Promote cleaner production, production of eco-friendly products, apply sustainable linkage models following product life cycles; 5) Develop system of sustainable distribution, sustainable import/export; 6) Promote labeling and certification of ecolabels; 7) Promote development of sustainable markets and provide information for consumers; 8) Promote sustainable procurement; 9) Build capacity, enhance education and implement sustainable lifestyles; 10) Promote application of circular economy for waste; 11) Promote communication on sustainable consumption and production; 12) Develop a database system on sustainable consumption and production;

13) Develop science and technology to promote sustainable consumption and production; 14) Promote access to and support of green finance; and 15) Promote international cooperation on sustainable consumption and production.

As can be seen, the Plan is designed in a way to guide the implementation of sustainable supply chains and support the creation of new business models across multiple sectors, making use of a lifecycle framework to structure and organise activities. Task 1 provides a basic structure for all subsequent Tasks, leading with a call for mainstreaming SCP and circular economy into existing policies, and developing new standards and guidelines, with an aim of supporting upstream resource efficiency improvements and reducing the environmental impacts of downstream waste management. Key activities include preparation of implementation plans and monitoring protocols in line with SDG 12, specifically with regard to design, production, procurement, distribution and recycling. Regulatory and information based instruments, such as the development of eco-labels and the introduction of extended producer responsibility, are proposed for facilitating a shift in consumer markets while improving the circulation of materials and waste.

Tasks 2 through 15 propose the development of technical manuals, trainings, communication and knowledge management interventions to support replication of main actions and activities. Several examples include developing guidelines for the promotion of resource circulation in eco-industrial parks; institutionalising green pubic procurement and extended producer responsibility, collection and recycling programs; and building green supply chain networks and relevant platforms to support greater market penetration of environmentally sustainable goods and services.

Funding for the above listed activities are envisaged to be secured through various sources, including the national budget, development assistance and donor funds, investment from national and international bodies, private sector, philanthropic and other legal channels.

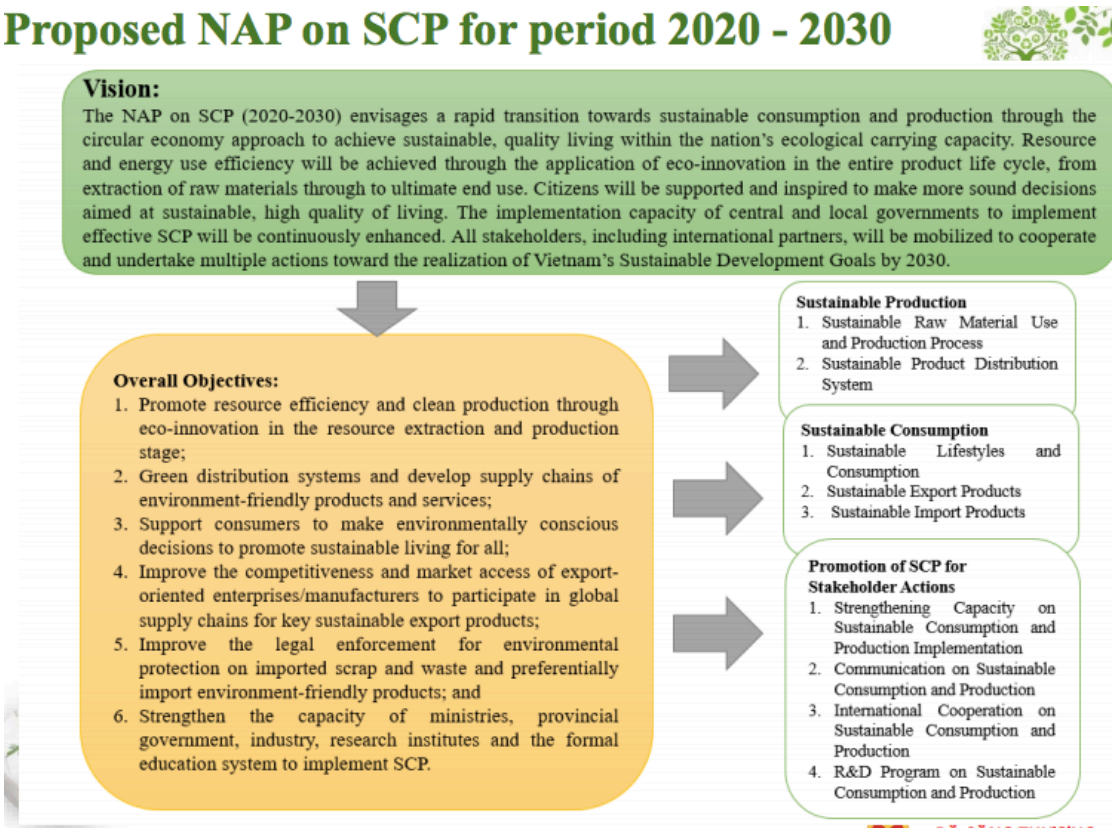

Figure 2 Vision and Overall Objectives for Viet Nam's National SCP Action Plan

Source: Viet Nam Ministry of Industry and Trade, 2019

6. Comparative Discussion

Upon first reading, the above national action plans share many similarities in terms of their overall direction, including with regard to intended objectives and proposed activities. For instance, both plans place a specific focus on economic transformation resulting from the promotion of SCP activities across supply chains; both plans also recognise SDG 12 as a guiding principle within their respective implementation frameworks for achieving resource and materials efficiency along comparable timelines (2020-2040 for the Philippines, 2021-2030 for Viet Nam).

At the same time, the plans also feature some notable differences, particularly in terms of their emphasis on environmentally related issues and concerns. For instance, while the Philippine Plan clearly references air and water pollution, waste management, land degradation and climate change as key challenges to be addressed by SCP activities, the Viet Nam Plan focuses strictly on production-specific areas for improving water efficiency and waste reduction by way of circular economy approaches.

Another contrast between the plans concerns the promotion of sectoral strategies and associated targets. Although the Philippine Plan includes mention of several key sectors in its appending results matrix (agriculture, buildings and construction, tourism), these sectors are not explicitly listed in the preceding project matrix, nor are suggested interventions for achieving SCP in these areas. The Viet Nam Plan, on the other hand, proposes a range of actions targeting the mining, metallurgy, construction, manufacturing, food and related sectors.

These observations also carry over to the proposed coordination mechanisms and space allocated for civic engagement with external stakeholders defined within each of the respective plans. As detailed above, the Philippine Plan, led by NEDA, is structured to foster cooperation between authorities at the vertical (national and local) and horizontal levels (between relevant agencies) across short, medium, and long-term time frames[2]. The Plan also delineates where business, academia and civil society actors are expected to contribute in supporting its implementation. Conversely, the Viet Nam Plan, directed by the MoIT, is structured primarily at the national level; it assigns provincial and city governments specific monitoring, reporting and funding responsibilities for carrying out the Plan, with minimal inputs from non-state actors such as business and civil society groups.

Such comparisons invite questions into the extent to which both Plans are strategically aligned with other SDGs. Whereas the Philippines Plan makes explicit mention of other SDGs in its results matrix, namely SDG 3 (Health and Well Being), 6 (Sustainable Energy), 13 (Climate Action), 14 (Life Below Water) and 15 (Life on Land), the Viet Nam Plan does not reference any other Goals, although some inferences can be made with regard to interlinkages with the SDGs that emphasise socioeconomic development objectives (Zhou and Moinuddin, 2020).

This is important not least because of the remit of economic authorities involved in coordinating the delivery of the respective plans; a close review of both plans suggests that existing market conditions largely determine how SCP actions and activities will be carried out. For instance, while the plans feature policy interventions focused on technical standard setting and information campaigns—broadly indicative of hierarchical and network based governance approaches— save for the mention of green public procurement and extended producer responsibility, neither plan puts forward any “hard” regulatory or statutory requirements aimed at shifting markets towards SCP. In this regard there is a notable absence of any command and control type instruments prohibiting environmentally harmful activities, bans on unsustainable products and services, fiscal or price signals (beyond incentive based initiatives) aimed at moderating producer and consumer behavior.

[2] Notably, only the Philippine Plan proposes intended cooperation with national climate authorities (i.e., Philippines Climate Change Commission).

These findings were further corroborated by use of the text analysis and keyword search method applied by Olsen et al (2021) in evaluating different styles of metagovernance. As outlined in the following tables and figures, market-related terms were identified in the Plans to a much greater extent than other keywords associated with hierarchic and network types of governance, occurring 469 times in the Philippines' Plan and 212 times in the Viet Nam Plan, respectively (Tables 2.1 and 2.2).

Accordingly, terms such "technology" (131), "business" (90), "markets" (52), "incentive "(41), and "promote" (38) are featured most prominently in the Philippines Plan. Similarly, in the Viet Nam Plan, terms such as "promote" (51), technology (37), "trade" (33), "markets" (24), and "award" (18) are most frequently listed.

Market-related keywords largely outnumber those representing hierarchic styles of governance in each of the respective Plans (263 in Philippines, 45 in Viet Nam). Words such as "regulation", "protection", and "law" appear most often. Network-oriented terms are the least highlighted in each of the Plans, with terms such as "network", "cooperation", and "participation", comprising the highest totals.

Table 2.1: Occurrence of Key Terms, Philippines

Hierarchic (263)	**Market (469)**	**Network (22)**
Law (11), regulation (50), ban (0), fine (2), directive (1), penalty (6), fee (6), sanction (0), grant (1), safety (0), conservation (23), protection (16), welfare (13), duty (0), tax (5), justice (0), rule (7), enforce (37), monitor (84)	Credit (0), loan (2) , fee (9), incentive (41), promote (38), award (18), partnerships (6), private sector (9), voluntary (2), market(s) (52), trade (7), loan (2), competitiveness (2), technology(ies) (131), freedom (0), CSR (0), investment (28), growth (30), export (1), corporate (1) business(es) (90)	Consultancy (0),participation (6), co-creation (0), network(s) (5), stakeholder engagement (0), cooperation (9), voluntary (2), rights (0)

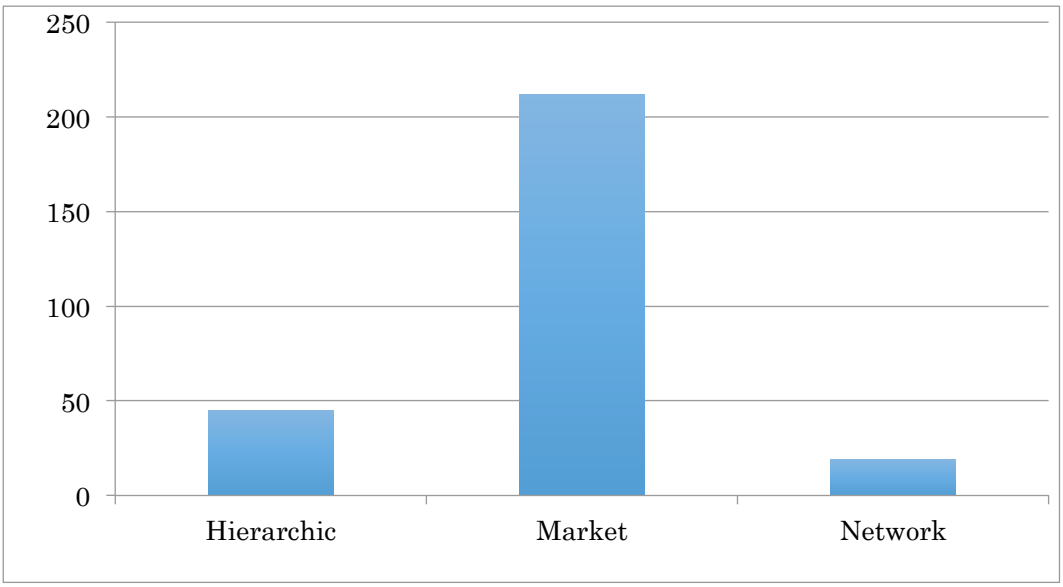

Figure 3: Governance Styles in Philippines' National SCP Action Plan

Table 2.2: Occurrence of Key Terms, Viet Nam

Hierarchic (45)	Market (212)	Network (19)
Law (5), regulation (29), ban (0), fine (0), directive (0), penalty (0), fee (6), sanction (0), grant (0), safety (0), conservation (0), protection (9), welfare (0), duty (0), tax (0), justice (0), rule (0), enforce (0), monitor (2)	Credit (0), loan (0) , fee (0), incentive (5), promote (51), award (18), partner (1), private sector (0), voluntary (0), market(s) (24), trade (33), loan (0), competitiveness (4), technology(ies) (37), freedom (1), CSR (0), investment (10),	Consultancy (1), participation (1), co-creation (0), network(s) (10), stakeholder engagement (0), cooperation (7), voluntary (0), rights (0)

	growth (1), export (17), corporate (1) business(es) (9)

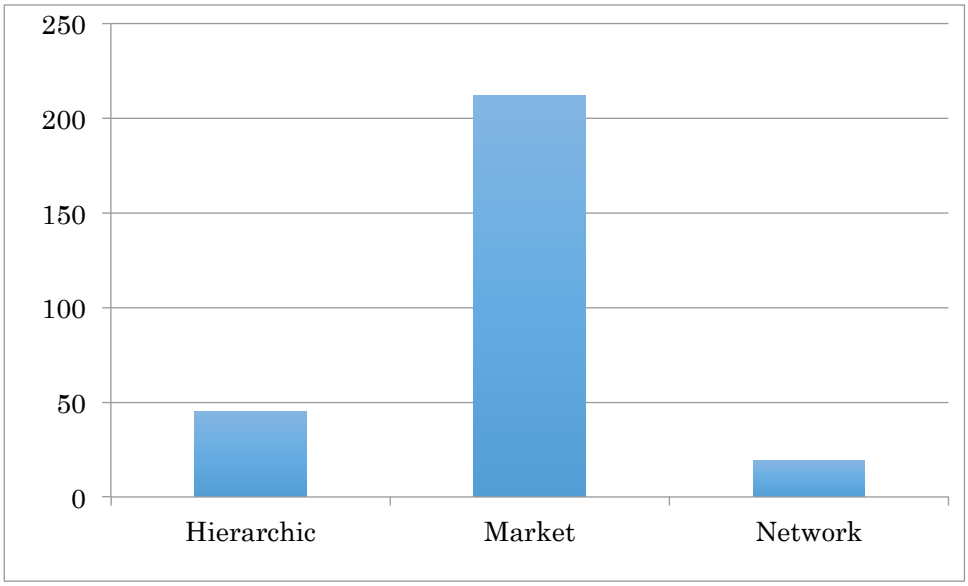

Figure 4: Governance Styles in Viet Nam's National SCP Action Plan

Consequently, with limited evidence of hierarchical and network governance featured in the Plans, one key takeaway is that the Plans are generally skewed towards market governance solutions. Based on this interpretation, the Plans appear to avoid any proposals that might be considered potentially distortionary to prevailing market outcomes, underscoring the risk that they will, at worst, perpetuate unsustainable growth patterns by failing to address necessary structural changes to the economy. Such findings suggest that future research should focus on more precisely identifying where different governance approaches intersect and complement one another to better understand the ways specific interventions can be further strengthened and operationalised.

7. Conclusion

This paper sought to assess the extent to which the design of National SCP Action Plans in the Philippines and Vietnam considered linkages with other SDGs and targets, specifically by examining proposed governance arrangements, sectoral profiles and the ways implementation frameworks prioritise economic objectives in view of the broader the SDG Agenda. While research identified that both countries are applying what can be described as whole-of-government approaches to the development and operationalisation of their respective plans, findings were mixed in terms of the degree to which the Plans are taking into account trade offs and synergies with other SDGs. For instance, although both Plans clearly reference SDG 12 as a key organising principle, only the Philippines Plan defines how intended actions and activities correspond with a limited range of SDGs and related targets.

Another observation is that market governance appears to be afforded an outsized role in defining SCP interventions. While some of the proposed measures focus on the promotion of standards and awareness-raising (broadly reflecting hierarchical and network-based governance) the use of strict regulatory or economic instruments are markedly absent. Use of text analysis and keyword search associated with metagovernance styles further substantiate these conclusions. In view of these findings, it remains unclear whether the Plans are designed in such a way to effectively shift markets and greater society towards SCP, and hence, by extension, the transformative aspirations set out by SDG 12 and the wider 2030 Agenda, which aims to accelerate the transition to low carbon, circular, more resilient economies.

Ultimately, further research will be necessary to assess the effectiveness of implementation against the performance of the institutional mechanisms and reforms set out in each of the country's respective Plans. In this regard, one early hypothesis derived from this analysis is that coordination between national and subnational authorities, business, and other stakeholders will need to be guided by specific policy interventions aimed at changing market structures and behaviors to ensure that the Plans can deliver on the SDGs in a coherent manner. Applying the analytical governance framework outlined above, which aims at better understanding the various ways hierarchical, market, and network-based approaches inform specific interventions, would constitute an important first step in determining how this might be achieved in practice.

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