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Shifting to local governance?

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Structure

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- Theories for SD
 - Green State, Robin Eckersley and her critics
- Local Innovations
 - 水俣市 Minamata City, Japan
 - Portland City, USA
- Reflections: What would be the way forward?

Introduction:

World as of Today

- The world today is full of unsustainable problems
- A need for paradigm change?
 - The modern industrial society has brought tremendous progress in human welfare generally.
 - But it also created enormously difficult issues to resolve.
- Centralized bureaucratic state apparatus, big corporations, and subordinated citizens
- Sustainable development (SD), or sustainable society as alternative

Three Global Changes

- From Government to Governance
 - Decentralization
- Changing role of public administration
 - From Public administration
 - To New Public Management
 - To New Public Service
- Changing Understanding of Leadership
 - From Executive Leadership
 - To Facilitative Leadership

Government vs. Governance

- GOVERNMENT
- The only essential actor
- Demands by people are “standardized”
- Well resourced
- Problem solver
- The Welfare State:
Big Government
- Government in GOVERNANCE
- Demands are diverse.
- One of various actors
- Not well resourced
- Facilitator rather than problem solver
- The Small State

Governance: Why decentralization now

- ◆ Globalization
- ◆ Changing nature of the state.
- ◆ Diversified needs of populations.
- ◆ Issues becoming more complicated.
- ◆ New ways of tackling issues required.
- ◆ Crisis of democracy in the North
- ◆ Un(der)-development in the South

Pro-decentralization arguments

- Principle of subsidiary
 - Knowledge advantage: localities know their issues better than the center.
- Efficiency
 - Revenue enhancement
- Participation and accountability
- Smaller public sector
- More sustainable in the longer term
- Suitable for multi-lingual, multi-ethnic societies such as Africa.

Anti-decentralization arguments

- Can knowledge turn into effective measures?
- Local politics interference, and no efficiency improvement
 - No increase of tax collection.
- Limited resources cannot be enhanced.
- Resources are better served at the center collectively.
- No reduction of public sector.
- Contradiction of Weberian notion.
- More corruption!
- Widen the gap between the rich and poor areas.

Theory vs. evidence

- Theories can go either way. The same factor both supports and negates decentralization.
- Decentralization is an empirical issue.
- Diverse and Competing Rationales
 - Economic efficiency / Neoliberalism
 - Political participation / Empowerment

Changing notion of public administration

Table 1 Comparing Perspectives: Old Public Administration, New Public Management, and New Public Service			
	Old Public Administration	New Public Management	New Public Service
Primary theoretical and epistemological foundations	Political theory, social and political commentary augmented by naive social science	Economic theory, more sophisticated dialogue based on positivist social science	Democratic theory, varied approaches to knowledge including positive, interpretive, critical, and postmodern
Prevailing rationality and associated models of human behavior	Synoptic rationality, "administrative man"	Technical and economic rationality, "economic man," or the self-interested decision maker	Strategic rationality, multiple tests of rationality (political, economic, organizational)
Conception of the public interest	Politically defined and expressed in law	Represents the aggregation of individual interests	Result of a dialogue about shared values
To whom are public servants responsive?	Clients and constituents	Customers	Citizens
Role of government	Rowing (designing and implementing policies focusing on a single, politically defined objective)	Steering (acting as a catalyst to unleash market forces)	Serving (negotiating and brokering interests among citizens and community groups, creating shared values)
Mechanisms for achieving policy objectives	Administering programs through existing government agencies	Creating mechanisms and incentive structures to achieve policy objectives through private and nonprofit agencies	Building coalitions of public, nonprofit, and private agencies to meet mutually agreed upon needs
Approach to accountability	Hierarchical—administrators are responsible to democratically elected political leaders	Market-driven—the accumulation of self-interests will result in outcomes desired by broad groups of citizens (or customers)	Multifaceted—public servants must attend to law, community values, political norms, professional standards, and citizen interests
Administrative discretion	Limited discretion allowed administrative officials	Wide latitude to meet entrepreneurial goals	Discretion needed but constrained and accountable
Assumed organizational structure	Bureaucratic organizations marked by top-down authority within agencies and control or regulation of clients	Decentralized public organizations with primary control remaining within the agency	Collaborative structures with leadership shared internally and externally
Assumed motivational basis of public servants and administrators	Pay and benefits, civil-service protections	Entrepreneurial spirit, ideological desire to reduce size of government	Public service, desire to contribute to society.

Major shifts on the conception of public administration

- Authority/power
 - Decision maker - follower
- Markets and NPM
 - Individual choice
- Collaboration
 - co-creation and co-management of services
 - Partnerships, networks

Decentralized Governance and Management

- Local governments play a key role
 - In coordinating multi-level linkages : central-local relations
 - Cross-sectoral collaboration : with the private sector, civic sector/civil society
 - Why?, because it is at LOCAL level where people can think holistically.

Sustainability

- 1987 Report – Our Common Future, by the Brundtland Commission, the World Commission on Environment and Development (WCED)
- 1992 Rio Earth Summit, The United Nations Conference on Environment and Development (UNCED)
- Varieties of interpretations over what needs to be SUSTAINED and what needs to be DEVELOPMED.

Sustainability

- **Three “E”s:** ecology, economy, and equity
- Then, sustainable development should be thought as “social development” rather than “economic growth” per se
 - Enlarging possibility of human capabilities and freedoms
- Democracy and how society makes decisions
 - Social inclusion instead of exclusion

Sustainability and ecologism

Mainstream Sustainable Development

Represented by ecological modernization

Liberal democracy and market capitalism will be maintained rather than fundamentally challenged.

Modern industrial society can be reformed by technological innovation and improved planning and management practices.

It is essentially technocratic.

Radical Notions

Represented by “the green state”

Liberal democracy and market capitalism are fundamentally flawed and thus need to be altered.

Liberal democracy needs to be replaced by *ecological democracy* which emphasizes deliberation.

Market capitalism needs to be brought under more democratic control and humanity needs to be revived from the current subordination to expanding bureaucracy and big corporations.



- Robyn Eckersley
- 2004
- The Green State:
Rethinking Democracy
and Sovereignty

緑の国家—— 民主主義と主権の再考 ——
ロビン・エッカーズレイ
松野 弘 監訳

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現在の政治制度を変革することなく、エコロジータ的持続可能性を実現できるのだろうか？——自由民主主義と官僚制に支えられた現代の国民国家を、グローバル化が進行する無秩序な国際システムの中で、どのようにしてエコロジータ的民主主義を基盤とした「緑の国家」へと変革していくことができるのかを、明らかにする。

Green state

- Ecologically responsible statehood
- Green democracy
- Green public sphere

- Assumptions
- Limits of human knowledge
- Principles of uncertainty

What are the foundations needed for the ideal green state?

- Democracy
- Decentralization
- Local autonomy
- Information sharing
- Trust in deliberation in the public sphere
- Respective roles by national as well as sub-national governments

Case study 1

Minamata City, Japan



Minamata Disease



- One of the three most serious public health hazards in the 1960s
- Chemical company, Chisso, drained water contaminated by mercury
- This disease destroyed local community
 - The patients and non-patients
 - Union members and others

Chisso Corporation, Minamata



Some of the Gandi's Seven Sins in the world
Knowledge without character,
Science without humanity

Turning around

**Former mayor Mr. Yoshii
1994-2002**



**Former City Administrator Mr.
Yoshimoto**



Resorting Human bonds

- Mr. Yoshii attended the Rio Conference in 1992.
- Mr. Yoshii publicly apologized for the insufficient/inappropriate policies in response to the disease immediately when he took office in 1994.
- もやい直し “MOYAI NAOSHI” Restoring community ties
- Restoring trust in people and institutions
- ↓
- Instead of depending on the assistance by the national government , self-help efforts should be on the way.

Minamata Now

- One of the most advanced green cities in Japan.
- Garbage is sorted out in 22 categories.
- Emphasis more on endogenous development instead of depending on outside assistance and investment.



Case study 2

Portland, Oregon, USA

- Only city in the USA where per capita CO2 is declining.
- This is the only place where another layer of the government (Metro) is installed in the 1970s.





- Forest industry
- Expansion of suburbs in the 1960s.
- Urban Growth Boundary was set in 1974.



- Inter-state highway construction proposal in the 1980s.
- Citizens came to be concerned.
- A series of public protests and citizen movement.
- The money for the highway was instead used for LRT

Portland



- Extensive public discussion
 - NGO and civil society engagement in policy discussions
 - NGOs have evolved from “single issue campaigner” to “multiple issue visionary”
 - Neighborhood associations
 - Public comments for city activities
- Referendum on the amendment over the city Act (Urban growth boundary)

Support by University

- Role played by the Portland State University
 - Participatory process management and facilitative leadership



Way forward in Durban?

- The city that has conducted long-term planning with citizen engagement
 - ImagineDurban
- Governance advantage of Durban contribute more effectively to Greener Durban in years to come?
- “Denser, Fairer, and Greener” (Cartwright, ACC)
- Presents hope for overcoming socio-economic inequality (and injustice) in post-apartheid SA?

Sustainability

- Needs democratic foundation
 - Needs more than liberal democracy.
 - Needs to move beyond elections and representations.
 - Deliberative democratic practices can be promoted by civic actions?
 - Can NGO contribute to use of science and technology for poor people ?

Importance of Local Governance Renewal

- More feasible for renewing decision making at local rather than national level.
 - People can think about areas and future vision of society more coherently.
 - More practical to test innovations.
 - Easier to go over the conventional barriers between government, business, civil society.
- Less influence of “machine politics”
“neopatrimonialism” ?