

Locating Authority in Urban Climate Adaptation: Processes and Consequences

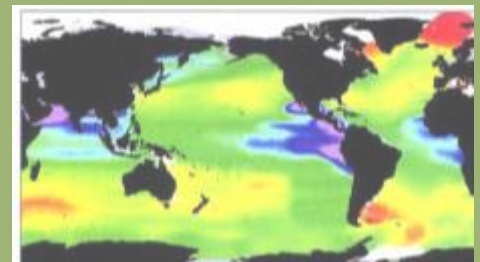
Sara Hughes

National Center for Atmospheric Research

Governing Adaptation

Amsterdam

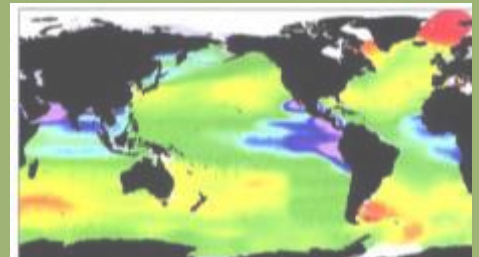
March 22, 2012



Road Map

I. Urban climate planning

- a) Status and trends
- b) Identifying justice in processes and plans



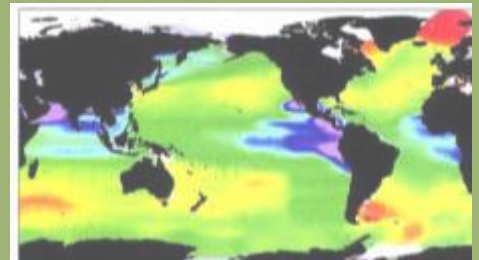
Road Map

I. Urban climate planning

- a) Status and trends
- b) Identifying justice in processes and plans

II. Explaining injustice in urban governance

- a) Four approaches



Road Map

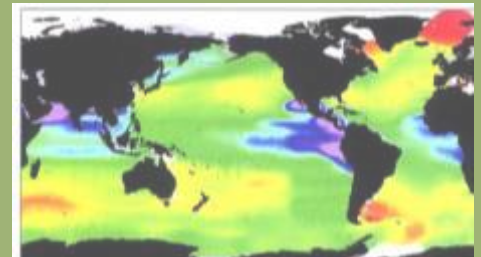
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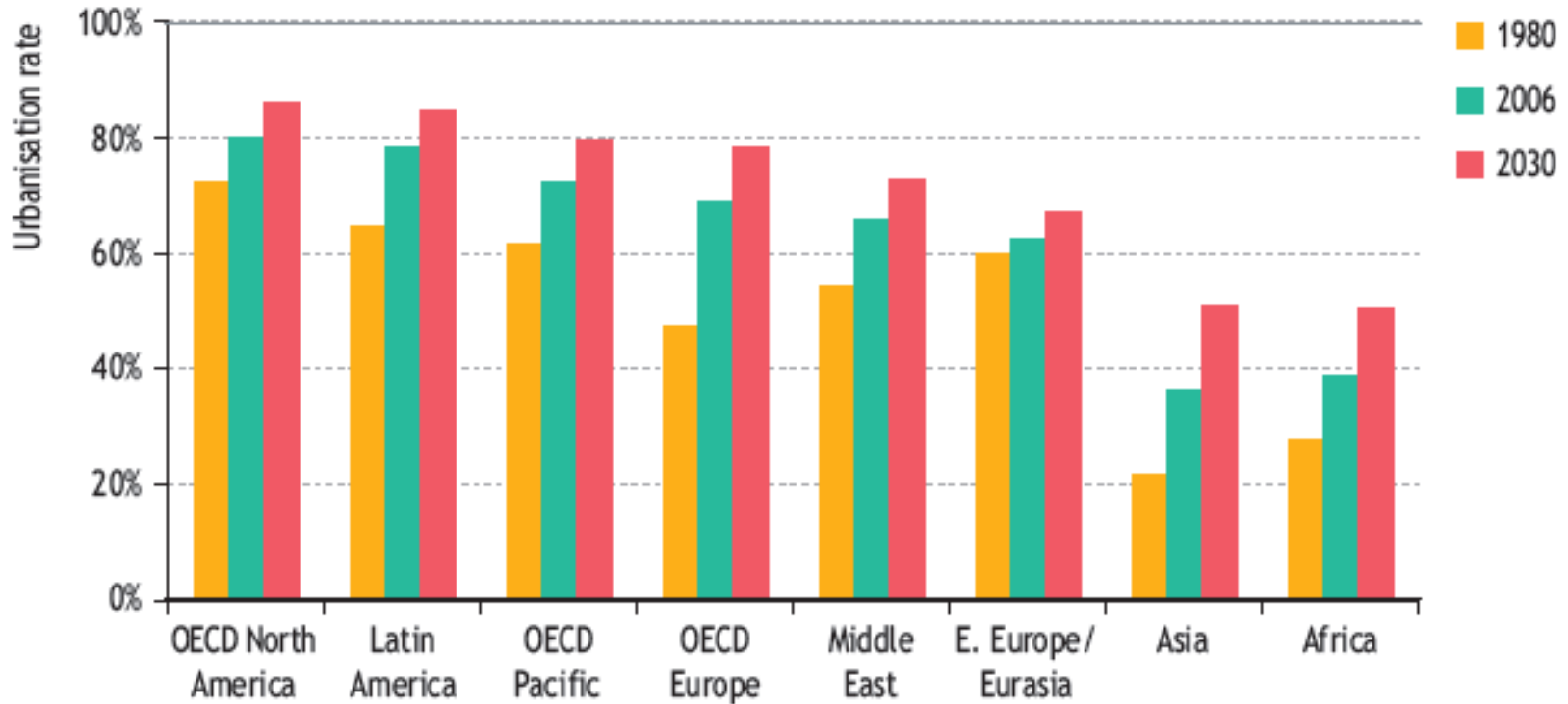
- a) Four approaches

III. Evaluating the role – and meaning – of local control: Urban climate planning in Delhi and Mexico City



Status and Trends

An Increasingly Urban World



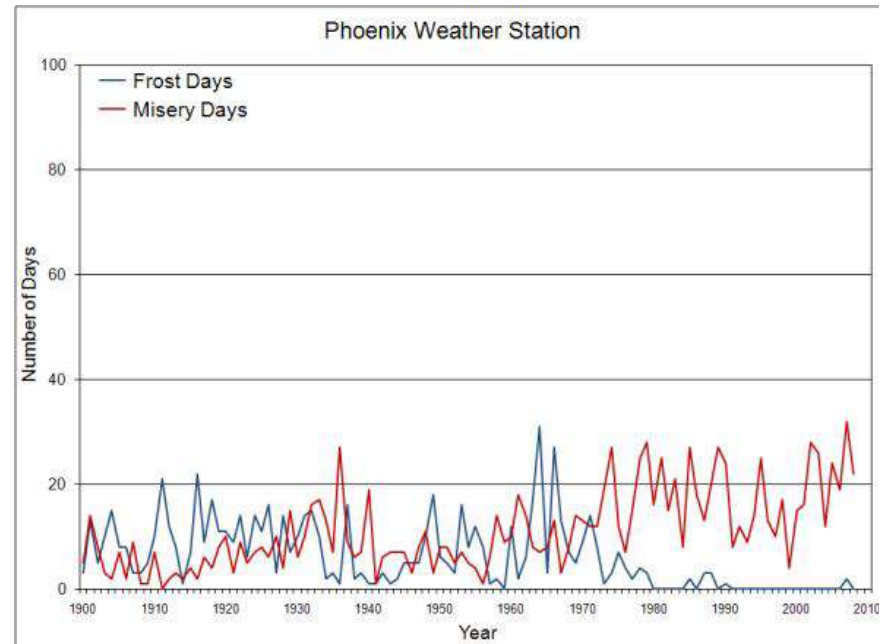
Status and Trends

Cities are Sites of Impacts

Uncertainty in Water Supplies



Expanded Urban Heat Islands



Status and Trends

Cities are Sources of Innovation and Policy Action



Urban Climate Planning

The tools and processes cities use to develop a strategy for managing their carbon emissions and adapting to the possible consequences of climate change

Status and Trends

Cities in developing/industrializing countries are increasingly planning for climate change



Status and Trends

Mexico City Pact:

208 cities representing 250 million people

197 cities (95%) are from
developing/industrializing countries



GLOBAL CITIES COVENANT ON CLIMATE
THE MEXICO CITY • PACT

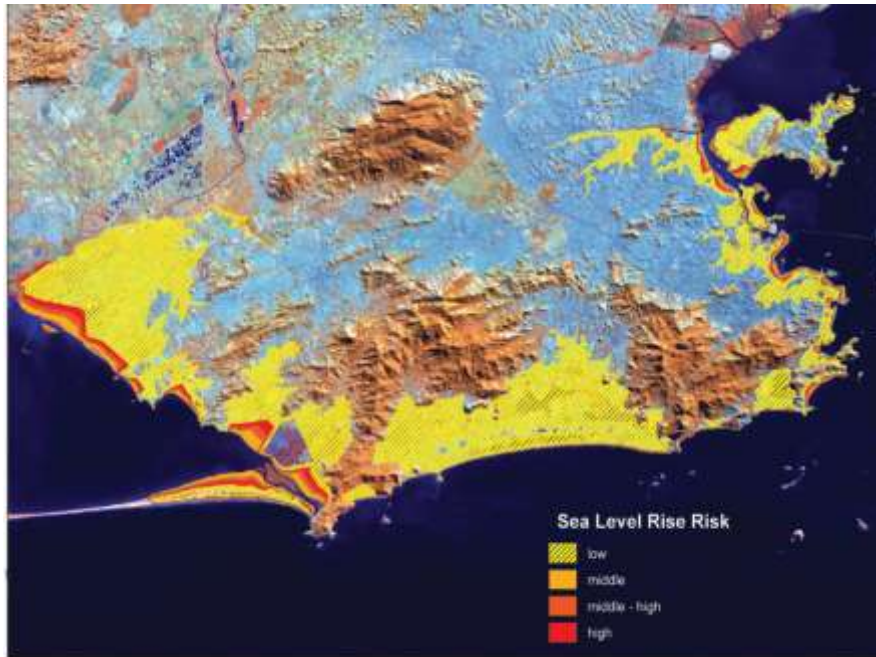
Status and Trends

- Vulnerabilities are particularly acute
 - Extreme events

Status and Trends

Sea Level Rise

Rio de Janeiro



Source: Andrea Ferraz Young, 2011

Flooding

Mexico City



Source: Reuters, 2009

Status and Trends

- Vulnerabilities are particularly acute
 - Extreme events
 - Exacerbating existing problems of poverty and environmental stress



Status and Trends

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- Critical that urban climate governance generates locally tangible and equitably distributed benefits

Status and Trends

- Vulnerabilities are particularly acute
 - Extreme events
 - Exacerbating existing problems of poverty and environmental stress
- Critical that urban climate governance generates locally tangible and equitably distributed benefits
- Major gap in urban climate governance research is the implications for equity and justice (Bulkeley 2010)

Justice in Processes and Plans

Justice in Processes and Plans

John Rawls:

Justice as Fairness

- Terms of allocating benefits and burdens are such that a reasonable person would accept them and expect others to do the same
- Difference principle: Social and economic inequalities are just only if they work to the greatest benefit of the least-advantaged members of society

Justice in Processes and Plans

Amartya Sen:

Enhancing Justice and Removing Injustice

- Just “comprehensive outcomes” vs. Just institutions
- Comparative principles for evaluating the advancement or retreat of justice and choosing between alternatives
- Enhancing freedoms and capabilities

Justice in Processes and Plans

What is justice in urban governance?

Fainstein:

Democracy

Diversity

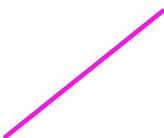
Equity

Agyeman:

Equal protection and meaningful involvement of all people in decision making and implementation *and* the equitable distribution of benefits.

Justice in Processes and Plans

What is justice in urban climate planning?

1. Representation of Disadvantaged Groups in Planning
(Process)
 2. Priority Setting and Framing that Recognizes the Needs of Disadvantaged Groups
(Outcomes)
 3. Benefits and Their Distribution Enhance Freedoms and Capabilities of Disadvantaged Groups
(Outcomes)
- 

Explaining Injustice in Urban Governance

Why would people be left out?

Explaining Injustice in Urban Governance

Why would people be left out?

Political
Economy of
Urban Poverty

Thick Injustice

Technocratic
Governance

Institutional
Capacities

Explaining Injustice in Urban Governance

Political Economy of Urban Poverty

Lack of accountability to, and representation of, the poor

- Poor have few opportunities to participate in policy making processes and little influence on elections
- Often no government agency, department or ministry with responsibility, programs, or funds
- Social and economic policy perceive poverty differently and incompletely

Explaining Injustice in Urban Governance

Thick Injustice

Deep, densely concentrated, and opaque injustices

- Historical roots and processes
- Relationship between injustice and the structure of local governance
 - Suburbanization and privatization
- Links between injustice and physical place (infrastructure, urban design, neighborhoods, etc.)
 - Spatial mismatches

Explaining Injustice in Urban Governance

Technocratic Governance

Technical information in policy making marginalizes groups not using or encompassed by this information

- How information is produced
- What information is used
- Dominance of western-style scientific information, especially in environmental policy
- Epistemologies become institutionalized

Explaining Injustice in Urban Governance

Institutional Capacities

Local governments have the authority but not the administrative, financial, or technical capacity

- Lack qualities of good governance: decentralization and autonomy, transparency and accountability, and responsiveness and flexibility
- Under-funded
- Under-trained

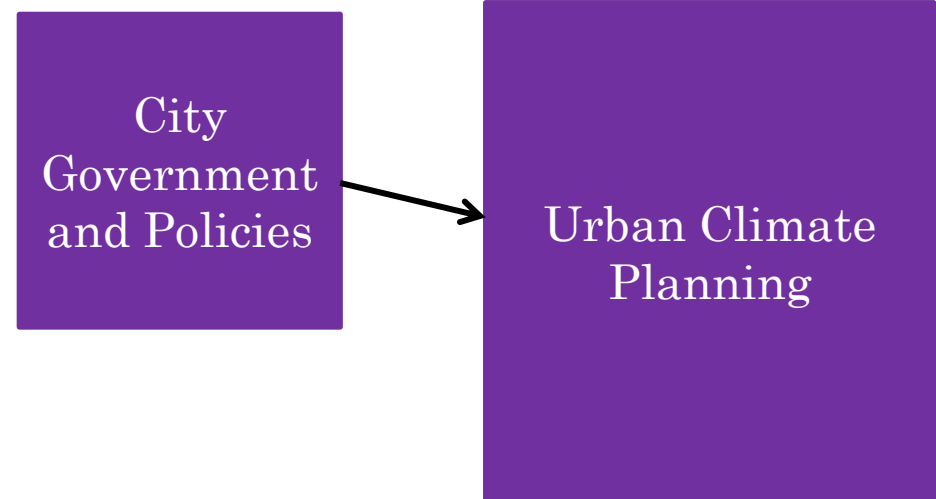
Gaps Remaining

1. The implications of urban climate planning for justice

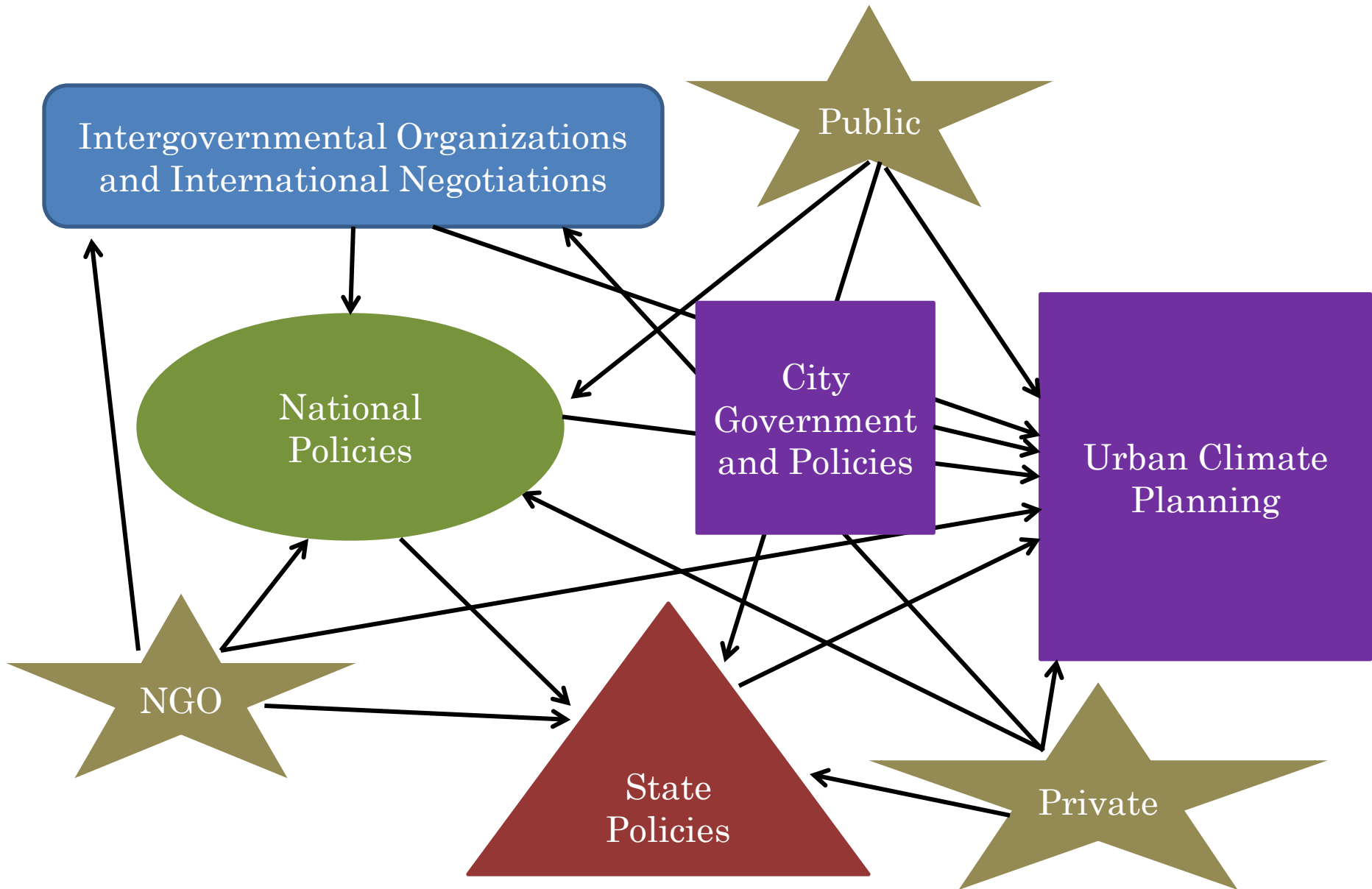
And

2. Under what conditions the different mechanisms of injustice are most important

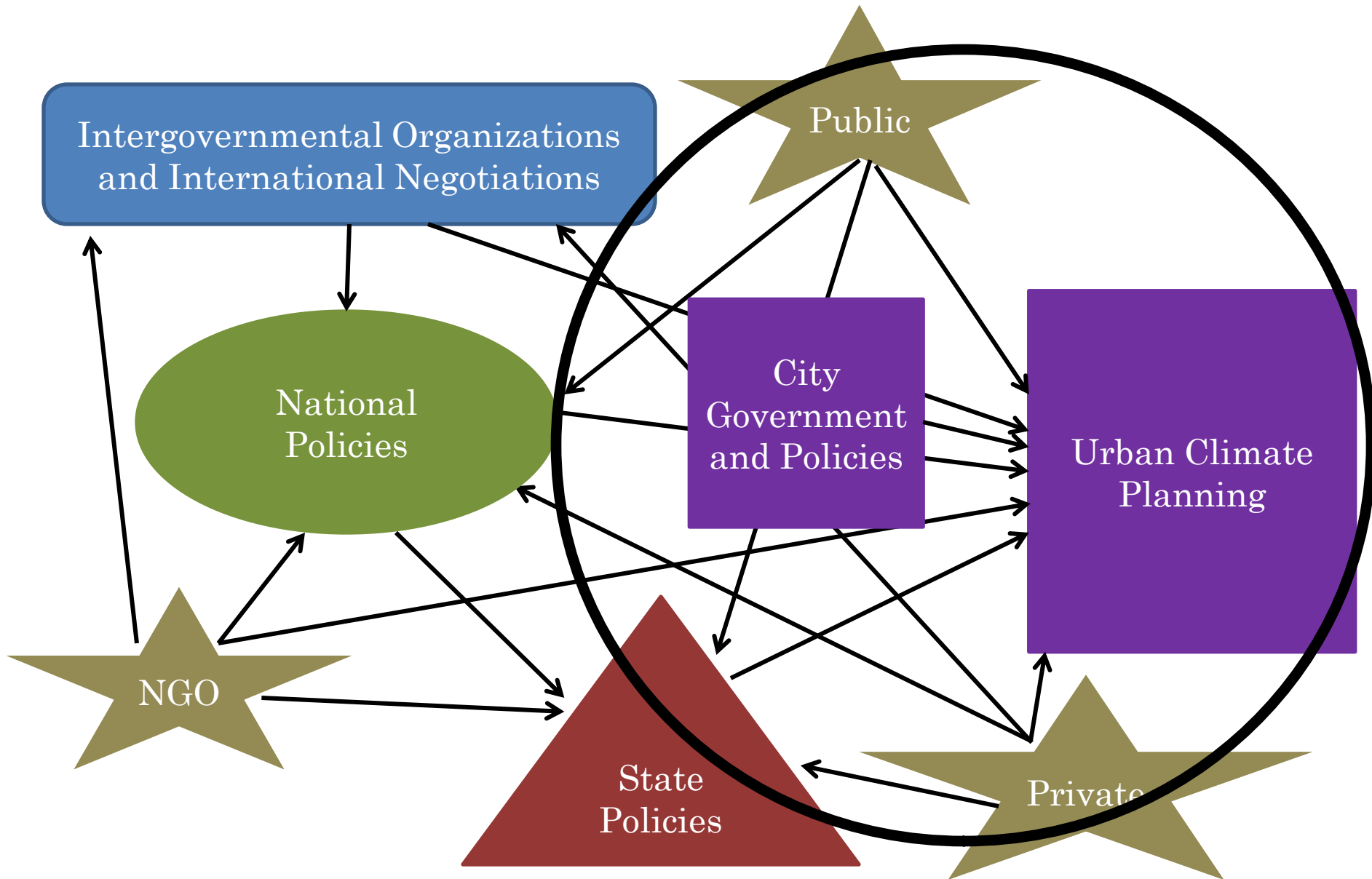
Institutions and Justice



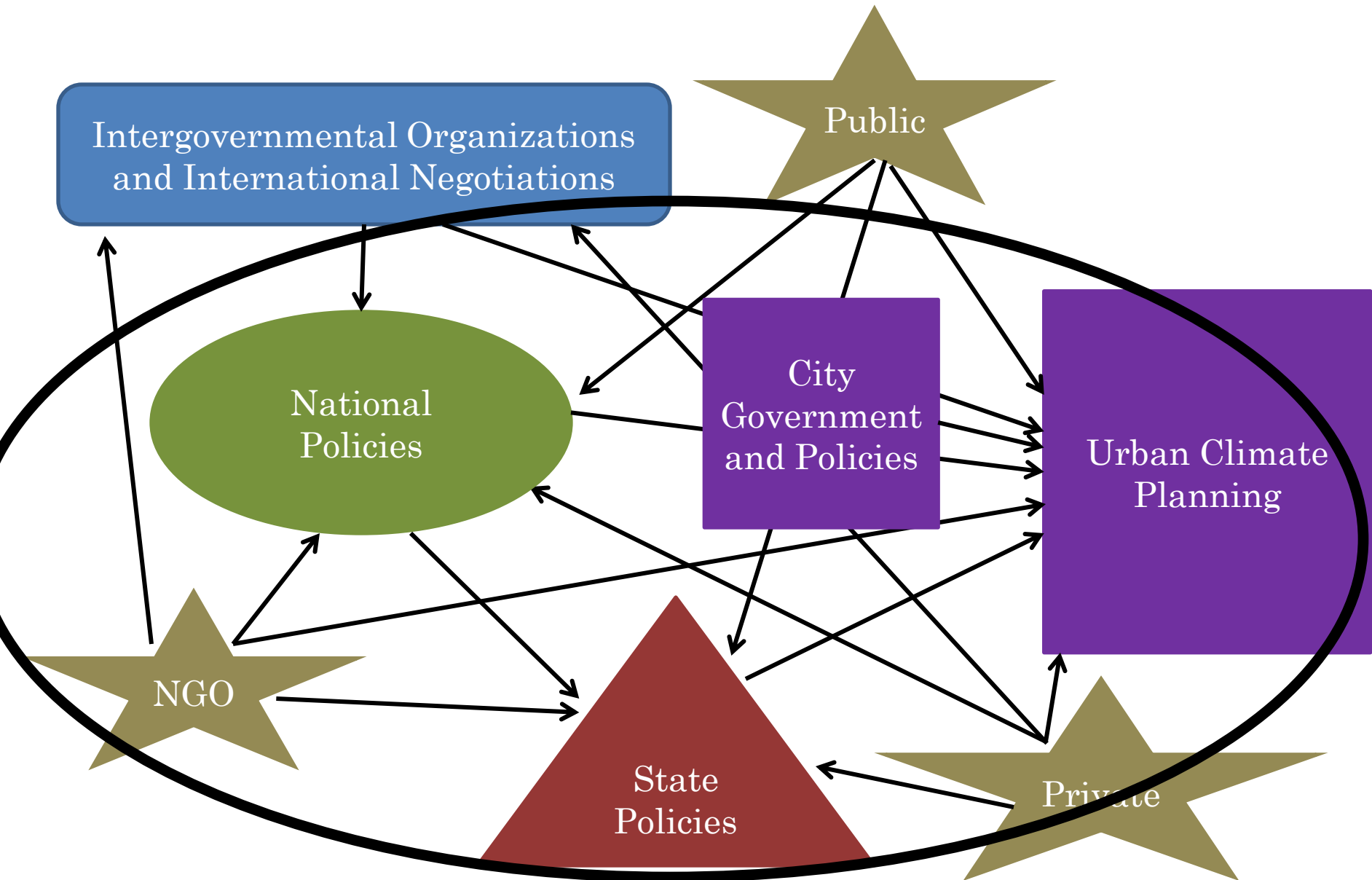
Institutions and Justice



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Institutions and Justice

Mechanisms of Injustice

Political
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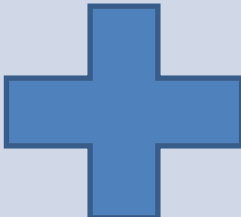
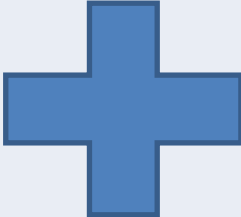

Justice in Planning Outcomes

Participation
and
Coalitions

Priority
Setting and
Framing

Distribution
of Benefits

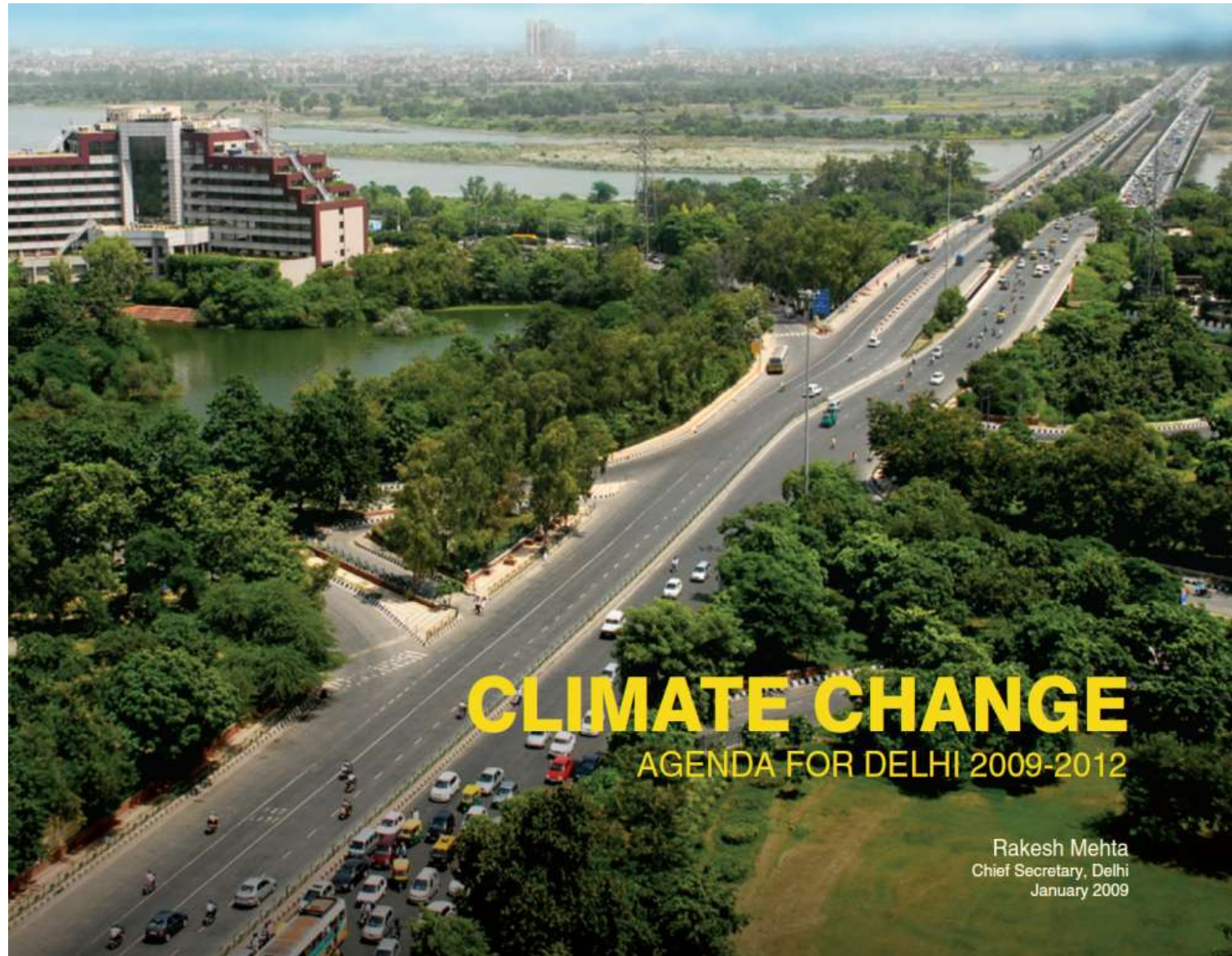
Institutions and Justice

Mechanism of Injustice	Importance in City-led	Importance in State-led
Technocratic Governance		
Institutional Capacities		

Institutions and Justice

Locating climate planning authority in
Delhi and Mexico City

Institutions and Justice



CLIMATE CHANGE AGENDA FOR DELHI 2009-2012

Rakesh Mehta
Chief Secretary, Delhi
January 2009

Institutions and Justice



Institutions and Justice

What is “local” about local control?



GREENPEACE

Institutions and Justice

Improved understanding:

1. Theory: mechanisms of injustice and the intervening effect of institutions
2. Obstacles and opportunities for greater justice in top down and bottom up systems of urban climate planning
3. Relationship between where and how (climate) planning occurs and the benefits that are experienced.

A grayscale photograph of a traditional Japanese garden. In the background, a stone pagoda with multiple tiers is visible. To the right, a large, textured tree trunk dominates the foreground. In the lower right, there are several large, detailed leaves with prominent veins. The overall scene is peaceful and naturalistic.

Thank you

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