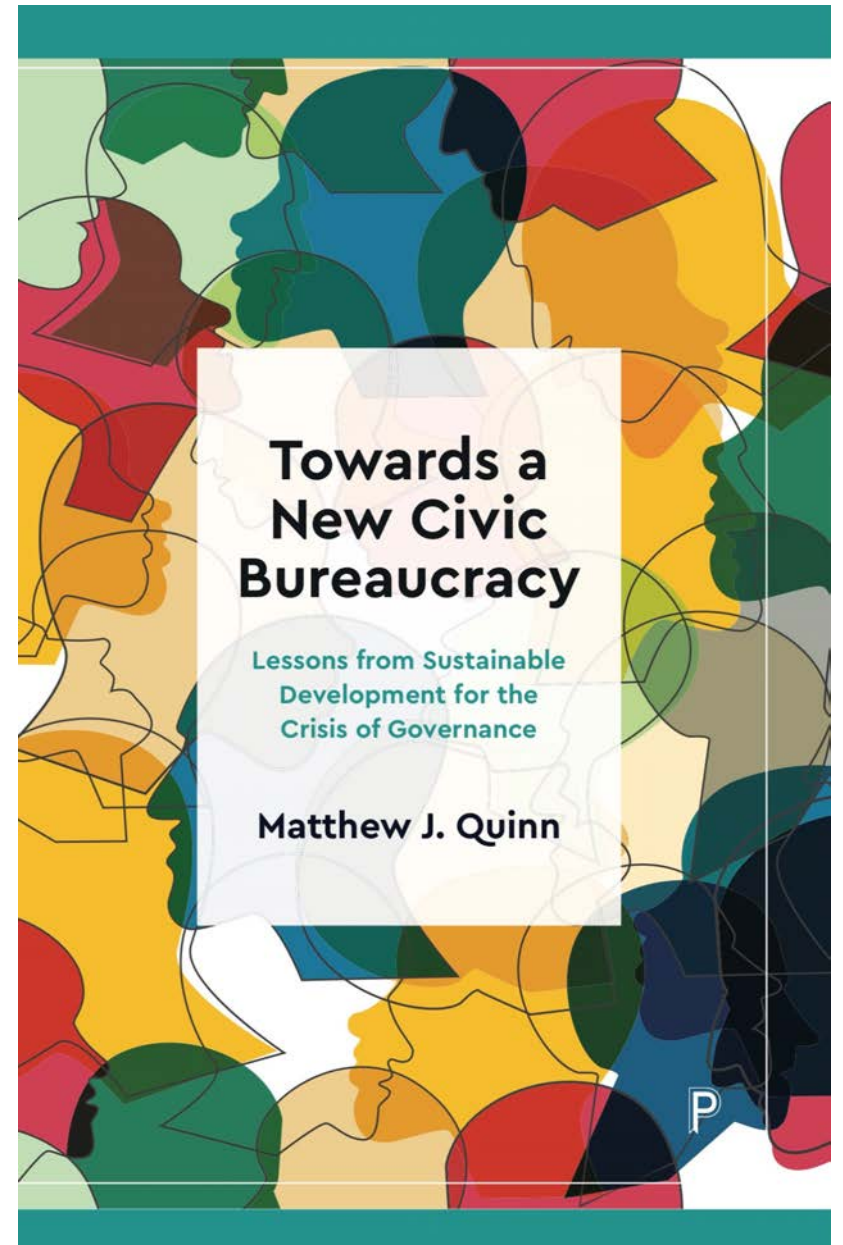


Towards a new civic bureaucracy

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Governing *for* sustainable development

Sustainable development as ‘new global ethic’, not discrete things to manage

- recognising *limits to growth* and the need change the nature of ‘development’;
- reflecting the *inherent interrelationship* between social, economic and environmental concerns, rather than allowing public and private institutions to ignore wider impacts of their actions;
- tackling *underlying causes* rather than treating symptoms, and looking to the *long-term*;
- acknowledging that pathways to change are *uncertain*;
- fostering *societal dialogue* about the journey to be taken and to help develop necessary changes.

Sustainable development as career anchor

- 'This Common Inheritance' (1990)
- Post Rio summit: Planning Policy Guidance and transport priorities
- Government Office South West and civil society engagement
- Welsh Government – participative governance, place, Spatial Planning, Natural Resources Wales, Well-being Act
- Academia – Distinguished Visiting Fellowship, Sustainable Places Research Institute, Cardiff University

Looking back from academia - starting points

- How does bureaucracy shape the way government can work and its relation to the public?
- Is the 'governance' we now pursue as bureaucrats an exercise in emancipation or control?
- What role does bureaucracy play in the persistence of unsustainability?

Thinking of public bureaucracy

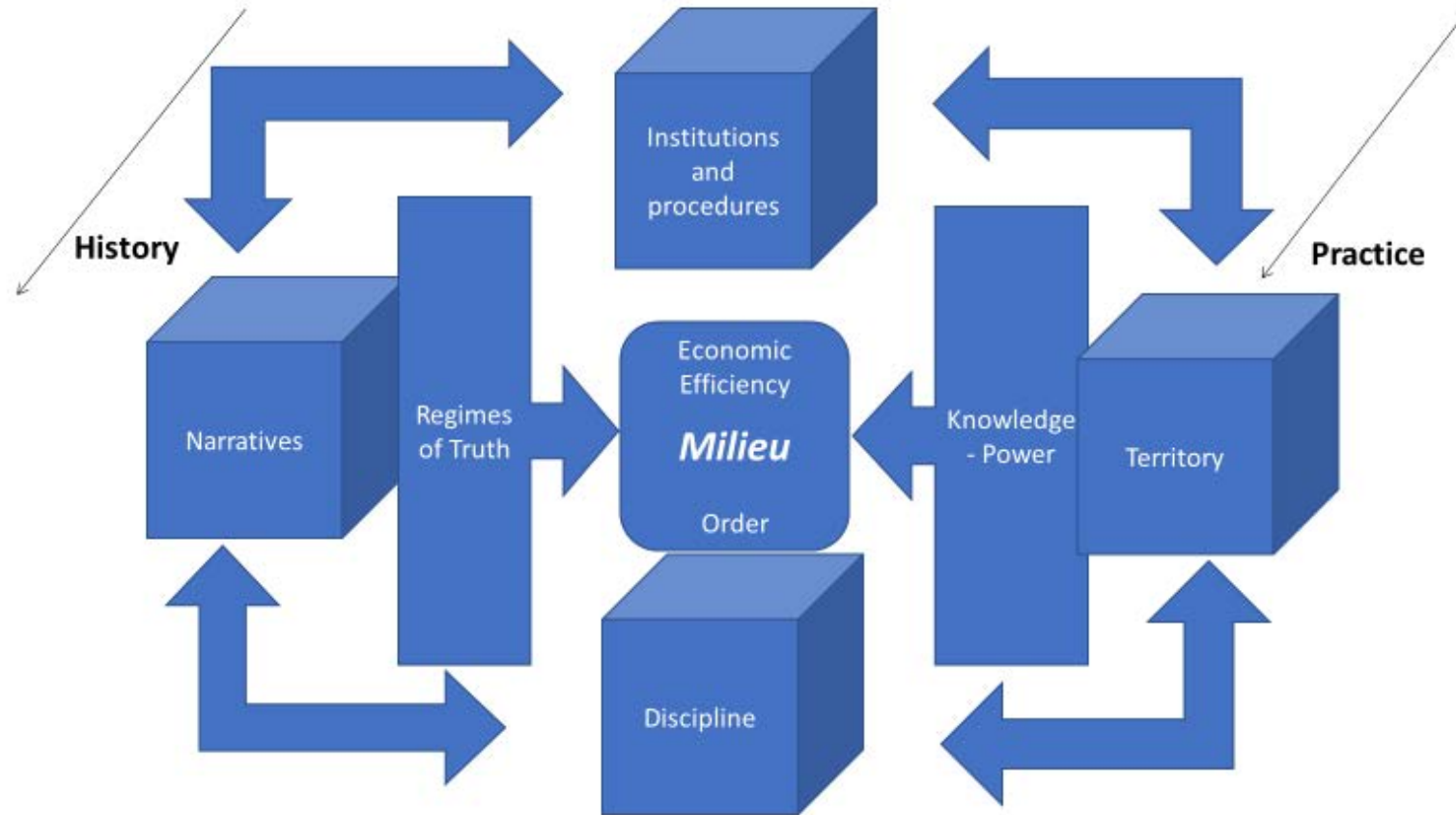
Questions we ask:

- how do we make bureaucracy more efficient and responsive?
- how do we incentivize different practice?

Questions we should ask:

- what is bureaucracy for?
- how can its structures and practice serve the impacts we seek?

Inherited governance: structures, tools and purpose
(after Michel Foucault)



The purpose of public bureaucracy?

- Bureaucracy exercises bounded rationality to produce rapid, uniform decisions for ‘the tremendous cosmos of the modern economic order’ which will last ‘until the last ton of fossil fuel has turned to ash’ **Max Weber**
- ‘What remains of old is not a method, but an aura, one that envelops the image of rationality and obscures the limits of the administrative mind.’ **Douglas Torgerson**
- ‘We hold that efficiency itself cannot be a “value”...Things are not simply “efficient” or “inefficient”. They are efficient or inefficient for given purposes...’ **Dwight Waldo**
- ‘The [civic republican] ideal of freedom as non-domination suggests that pedestrian matters of institutional design are of the first importance; it argues for a gas-and-water works version of republicanism.’ **Philip Pettit**

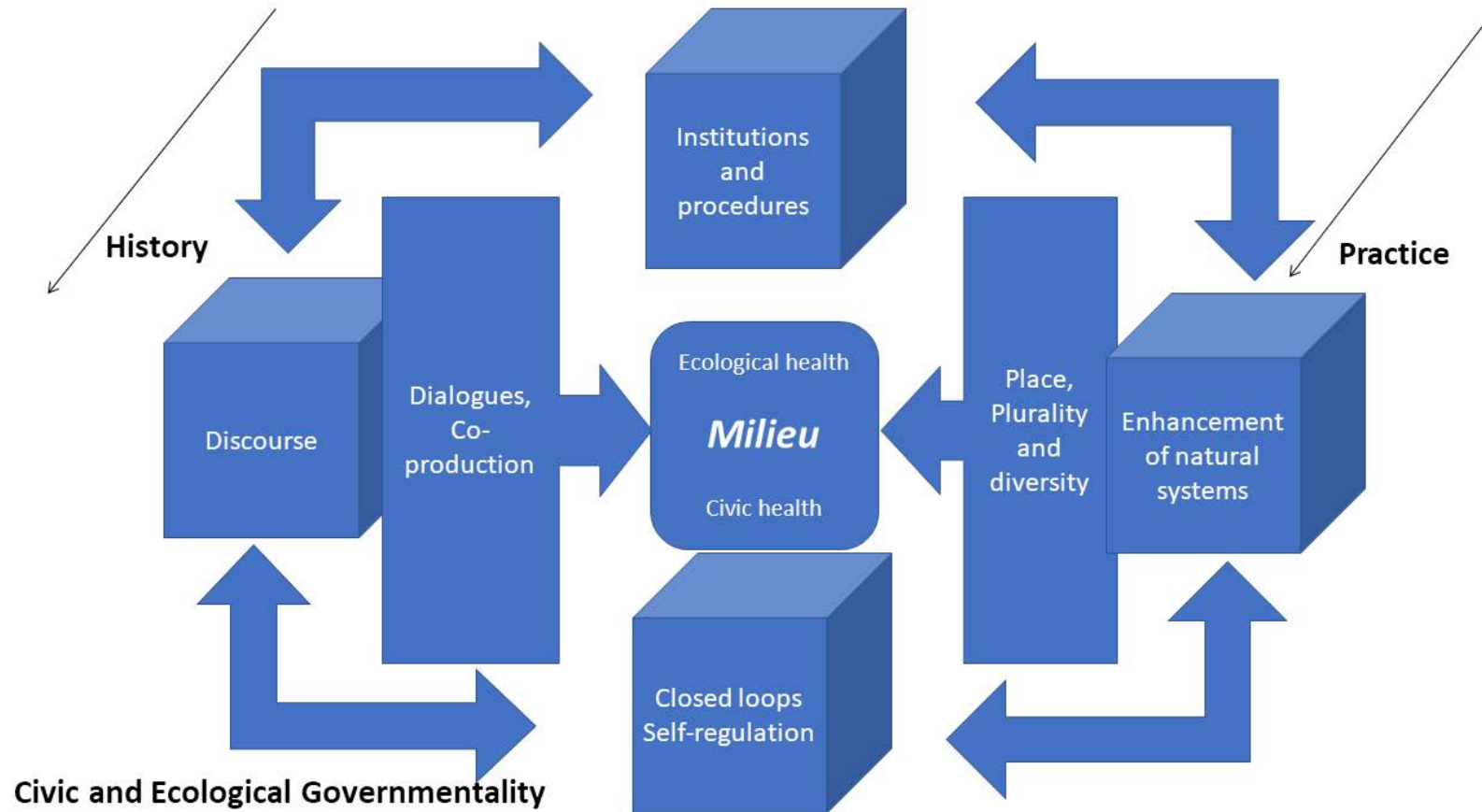
Comparing models of bureaucratic governance

| | Weber | NPG | Governance for SD |
|------------|--|---|--|
| Purpose | Industrial capitalism | Better policy making and delivery | Sustainable Development |
| Analogy | Industry | Networks | Ecology |
| Legitimacy | Technocratic knowledge Authority from representative democracy and law | Adds: Co-production Public value | Participation Long-term social and environmental transformation |
| Structure | Bounded rationality | Adds: Networked | Place-based working Poly-/multi-centric |
| Practice | Central control Uniformity Hierarchy Secrecy Reductionism Economic assessment | Adds: Integrated policy-making Participation | Reflexivity Interconnection Heterachy Co-production Integration Long-termism Rich multi-criteria assessments |

The practical experience – Wales Well-being Act

| Practitioner quotes | Required behaviours |
|--|---------------------|
| “a structure to make you know as little as possible” | Collaboration |
| “we are robots, aren’t we?” | Involvement |
| “headless chickens” | Long-termism |
| “targets and KPIs drive dysfunctional behavior” | Prevention |
| “the formulization of procedures” | Reflexivity |
| “limit scope and variables” | Integration |
| “an intolerance for local variation” | Co-production |

Re-purposed governance



Characterising the new civic bureaucracy

1. Ways of knowing and working

| Inherited model | Inherited toolkit | New model | New toolkit |
|----------------------|--|-------------------------|---|
| Reductionism | <ul style="list-style-type: none"> Statistics Modelling Forecasting Cost benefits analysis | Complexity and richness | <ul style="list-style-type: none"> Deliberation Local decisions Multicriteria analysis |
| Technocracy | Evidence-based policymaking | Co-production | <ul style="list-style-type: none"> People-based policymaking Valuing different knowledges |
| Executive discretion | General discretion of executive | Legal process | Legal process for decision-making and funding |
| Control | <ul style="list-style-type: none"> Regulation Finance Audit | Support | <ul style="list-style-type: none"> Partnership Delegation Dialogue |
| Targets | <ul style="list-style-type: none"> Performance indicators Contracts Legal targets | Shared Outcomes | <ul style="list-style-type: none"> Common purpose Peer learning Reflexivity |
| Economics | Economic models and methods | Values | Broad based, non-positivist methods |
| Closed | <ul style="list-style-type: none"> Bounded rationality Confidential or opaque process | Open | <ul style="list-style-type: none"> Civic engagement Transparency |

Characterising the new civic bureaucracy

2. Ways of organising

| Inherited model | Inherited toolkit | New model | New toolkit |
|----------------------------------|---|-------------------------|---|
| Separation of functions | Topic-based accountabilities and spending | Systems thinking | Goal- and place-based accountabilities, structures and spending |
| Hierarchy | Management structures | Common purpose | Dialogue structures Heterarchy |
| Heroic or charismatic leadership | Central strategy Cascade briefing Slogans | Enabling leadership | Emergent strategy Core behaviours Networks |
| Centralising | Headquarters Controlling hierarchy | Localising | Devolved responsibility Local presence |
| Representative democracy | Formal Consultation Serving government | Participative democracy | Inclusive debate and learning. Serving people and governance |
| Competition | Bidding Marketisation Consumer choice | Collaboration | Common goals Duty to collaborate Social and public providers Citizen voice |

Characterising the new civic bureaucracy

3. Purpose

| Inherited model | Inherited toolkit | New model | New toolkit |
|-----------------------------------|---|------------------------------|---|
| Growth | GNP Market performance | Wellbeing | Happiness Equality Self-realisation 'Main Street' |
| Conservation | Habitat and species designations | Ecological resilience | Increasing ecological function and health |
| Regeneration | Physical displacement of communities | Capacity building | Asset-based work with communities Community ownership |
| Land Use Planning | Economic agglomeration National infrastructure | Spatial planning | Economic distribution Local infrastructure Community planning |
| Constitution or Common Law | Individual freedoms Individual rights | Constitution | Civic rights and duties Legal civic protections |
| Transitions | Planning Modelling Forecasting | Transformations | Dialogue Systems Reflexivity |
| Transport | Major hard infrastructure Car-based facilities | Accessibility | Local and soft infrastructure Local facilities |

Conclusions

- The inherited structure and practice of bureaucracy shape the way we govern and present a serious barrier to change
- Governing *for* Sustainable development offers a potential framework for reimagining the role of bureaucracy
- This moves beyond a marginal efficiency agenda to require new fundamental practice, structures and purpose and likely requires legislative backing
- Such a new civic bureaucracy strengthens the democratic governance and civic dialogue necessary to tackle long term challenges