

博士論文（要約）

**CONNECTING SOCIAL INCLUSION TO GREEN GROWTH:
FOCUS IN GOVERNANCE, SOCIAL POLICIES AND
COMMUNITY EMPOWERMENT IN ISKANDAR MALAYSIA**

（ グリーン成長に資する社会的包摂の研究
—イスカンダルマレーシアのガバナンス、社会政策、コミュニティエン
パワメントに着目して）

SORAYA BINTI OTHMAN

ソラヤ ビンティ オスマン

Literature review has clarified the criticism directed at green growth theories based on the lack of social dimension in its policy design. This included the debated issues to include social agenda in green growth concerning governance, policy development, empowerment in community discourse, and its potential in terms of poverty reduction. Even though there were efforts to integrate social inclusion into the concept of green growth, the framework on how to guide policymakers in order to evaluate the social dimension or elements within green growth policies remain unclear. Decision making process in the efforts of connecting the interrelation between green growth and social policy is often being influenced by political contention, local background within a country and its development priorities. There is no single and optimal solution to solve the fundamental conflict that exists in the struggle of connecting the dots between green growth and social dimension.

Thus, considering that green growth and social inclusion are two distinct elements and detached from one another, we have constructed a theoretical framework illustrating an integration process of green growth and social inclusion aspects. Our findings revealed that there are three preconditions to connect between green growth and social inclusion: Good Governance, Social Policies and Empowerment. The available evidence of literature review pertaining to this issue especially in the context of developing economy has been scattered and limited, and it is hoped that this study is able to paint a systemic picture as a way of confirmation and expansion of the existing theories. In the context of an evolving economic region of a developing country, this dissertation comprehensively studied from the beginning of the policy formation process, the implementation and evaluation of green growth projects from the aspect of urban planning. Following the observations regarding how social inclusion is emphasized within green growth policies in Malaysia, it was decided that Iskandar Malaysia – a regional economic corridor located at the southern part of Peninsular Malaysia – be the focus of this dissertation.

This dissertation raised four main objectives. Firstly, it aims to examine the evolution of green growth initiatives in Malaysia from the viewpoint of spatial planning. Secondly, it aspires to study the linkage and interaction between different actors and institutions in the implementation of Low Carbon Society in Iskandar Malaysia. By doing so, it subsequently constructs a qualitative study to understand the good governance, enabling environment for social inclusion agenda and the existence of trade-offs between green growth and social dimension. Thirdly, it analyses the role and evaluate the potential of policies in relation to social inclusion within Low Carbon Society. Finally, it attempts to clarify the implementation, characteristics and social inclusion elements of green growth projects in Malaysia. This dissertation sets its first hypothesis by stating that the manifestation of Malaysian's national green growth policy design reflects a mainstream economic framing intentionally to strengthen the economy, evincing a bias against socioeconomic development challenges. The second hypothesis proposes that the regional state of policy implementation process of green growth is affected by several governance indicators through vertical and horizontal interaction between different actors and institutions. However, powerful actors

external to planning and government are able to bypass traditional planning and development controls, contributing towards the occurrence of trade-offs which disregards local population's interest and environmental importance. The third hypothesis argues that green growth is relevant in developing economies when the development policies take people into consideration through social policies focusing on social protection measures, education and training, green jobs and fiscal policy. The fourth hypothesis outlines that inclusive green growth outcome in the form of strengthened livelihoods, rights and capital assets is achieved through community empowerment in the interventions of local institution building, participatory transition process, local knowledge deployment and assets protection.

In order to conduct the analysis, this dissertation utilizes the secondary sources such as policies, reports, research, statistics and news regarding the evolution of green growth at national level. Interviews were also held with the representatives from Ministry and other agencies related to green technology. As this dissertation explores the mechanism that policy makers make the policy effective through good governance indicators that have been retracted from reviewed literature, this dissertation also compares it against actual evidences where a central component of the analysis involved open-ended interviews with related stakeholders at the regional and local level, and the data is being analysed by Grounded Theory Methodology. Planning documents, reports, news, investment and economic figures were also being studied to reveal the occurrence of trade-offs between social dimension and green growth in Iskandar Malaysia. Since the dissertation touches the policy instruments that are in relation to social inclusion, a policy evaluation matrix is also being established to analyse the roles and potential of these policies in Iskandar Malaysia. Finally, the spatial sustainable green growth projects that have been manifested with social inclusion elements were being selected for case studies analysis where field investigations, and interviews with village headmen, business owners, land owners and community were conducted. Generally, this dissertation is based on empirical and theoretical analysis where initially, it constructed a theoretical framework for analysis to be connected with a body of empirical evidence while describing the coded narratives and explaining phenomena occurring in Iskandar Malaysia.

The first analysis which is the analysis on policies and institutional transformation at the national level is implemented to explore the structure of institutional network and identify the changes made in the state of policy framework over time, by scrutinizing the major triggers for these changes from the perspectives of economic growth and social development. Findings show that obstacles were found in the institutional capacity and lack of focus on social dimension within the green growth policy statements and strategies in Malaysia. Despite being one of the pioneers in environmental policy institutionalization, institutional challenges were already observed during the Second Environmentalism Wave (1990s – 2005) due to the weak policy implementation. In present, it was found that the national institutional level is tangled with the intertwined relationship between numerous ministries. The subordinate position of Ministry due to its newly reformation within the hierarchy of government, gross

redundancy in government agencies and lack of adequate organizational capacity has also been revealed as challenges towards inclusive green growth.

The second analysis is implemented by utilizing the Grounded Theory Methodology in order to assess the governance, where the dimensions for analysis are decision-making process (process dimension) and implementation capacity (capacity dimension). Open categories and main categories have been developed from the coding process, and it was decided that the phenomenon emerged in our analysis is referred as Socially Inclusive Urban Governance In Low Carbon Society. A paradigm model has also been established to identify the answers towards the studied phenomenon, the embedded context, the intervening conditions, the causal conditions, actions/interactional strategies and the consequences. Findings show that regional competitiveness and social crisis are the main drivers of the phenomenon where the reform pressure has led to problem of housing affordability, gentrification, involuntary relocation and trade-offs between economic and social development. Major reformation within governance is found to be contextualized with three important elements: organizational perception, competence and technical expertise. Meanwhile, lack of coordination on law and regulation and the co-optation by powerful actors external to planning and governance which resulted compliance effectiveness were found to be obstructing the evolution towards the phenomenon. After understanding the main drivers, hindrances and contextual influences, we have established the integration of strategies towards inclusiveness that are based on the root causes of social issues in Iskandar Malaysia.

The third analysis is based on a study on the roles and potential of policies in relation to social inclusion that have been adopted in Iskandar Malaysia and other countries through the establishment of a matrix. The evaluated instruments are classified into planning instruments, regulatory instruments, economic instruments and informational instruments. Our findings show that the main policy for green growth development in Iskandar Malaysia is formed through science-to-action approach, where it highlights the importance of good governance through the adoption of specific act for IRDA's establishment, as well as focusing on community participation, education and training and social inclusion aspects, particularly on the perspective of social access and interaction. Due to the fact that the housing affordability remains as a major problem in the region, several instruments were found to alleviate the issues by protecting the housing supply. As a result, we also evaluated the potential of existing policies and concluded that they are capable in reducing the poverty level in the region, generate government's revenue stream through taxation, creation of job opportunities in green industry as well as improving green awareness among public. However, several weaknesses have been found pertaining to policy coherence and co-ordination between instruments (particularly on the existing local plans). Additionally, the lack of employment on national social protection measure which only develops sense of dependency to government, the inefficiency of Guideline on the Acquisition of Properties in Iskandar Malaysia and lack of transparency in the implementation of regulatory instruments that led to land scandal issue have

been identified as important issues to be monitored. Innovations on people-focused policies that have been implemented by other countries' greening agenda have also been reviewed with the localized situational characters to generate new knowledge towards socially inclusive green growth.

Finally, the fourth analysis is based on case study analysis on two green growth projects in Iskandar Malaysia with manifested social inclusion within its implementation, by evaluating the social impacts and interventions needed to build local institutions as discussed in the community discourse of green growth. It was found that both case studies have potential and economic prospect to implement added value community project towards carbon emission reduction. Its direct benefits to communities can also lead to more positive poverty-reducing effects. The combination of different implemented activities produced within the case studies illustrated the projects' ability to harness biodiversity, landscape and cultural heritage while enhancing income and employment opportunity.

Our conclusion suggests for the government to establish a clear national level action plan to include social inclusion in green growth projects that are geared towards the whole Malaysia, especially in the area that is confronted with poverty and educational issues. By framing appropriate taxation and subsidy policies to encourage investment in social inclusion of green growth such as by giving subsidy on the conservation of biodiversity (payments for environmental services) or any linkage strengthening effort between private sector and local community; it could be able to encourage the path towards an inclusive green growth. By strengthening the development of social policies focusing on social protection measures, provision of education and training, creating of green jobs and correct selection of fiscal policy, it would be able to help the government improving socio-economic condition and at the same time, greening the planet.

Keywords: green growth, social inclusion, social policies, governance, community empowerment