



*E-Learning Course on Enhancing Development Effectiveness
for Decentralisation and Local Governance*



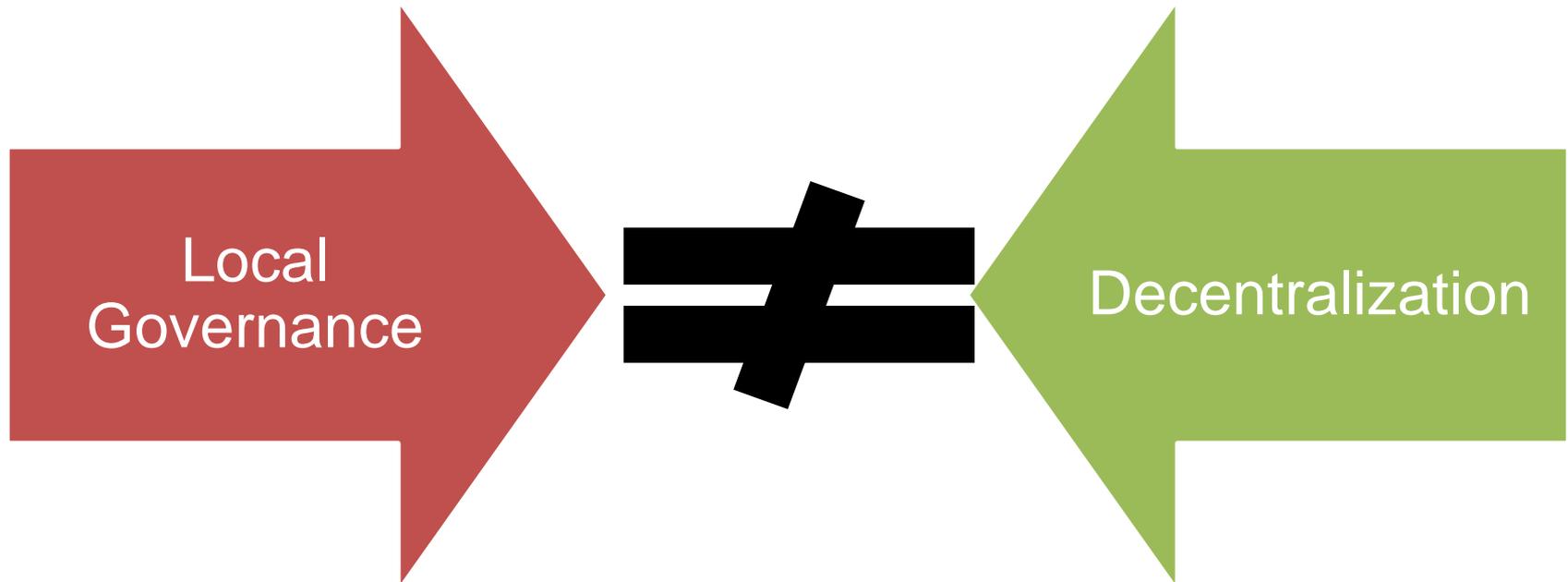
Webinar:
**“Local Governance in
Fragile & Conflict-
Affected Settings”**

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Date: 7 November 2018



CONTENTS

1. Introduction to Fragility, Violence and Conflict
2. Local governance and Sustaining Peace: the Social Contract Model.
3. Programming for local governance in fragile and conflict-affected settings
4. Country examples: Somalia & Myanmar
5. Conclusion

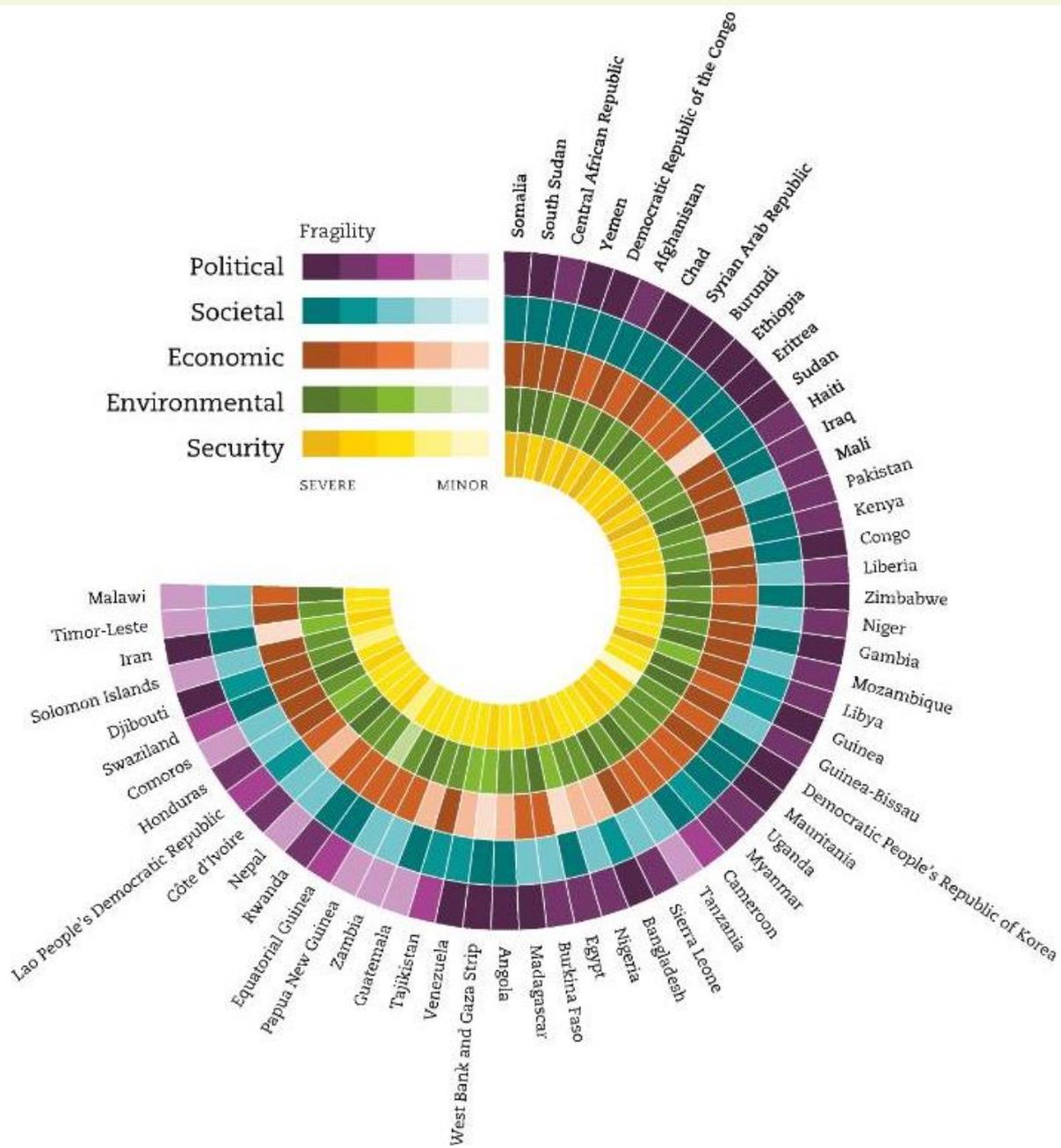




1. FRAGILITY, VIOLENCE AND CONFLICT

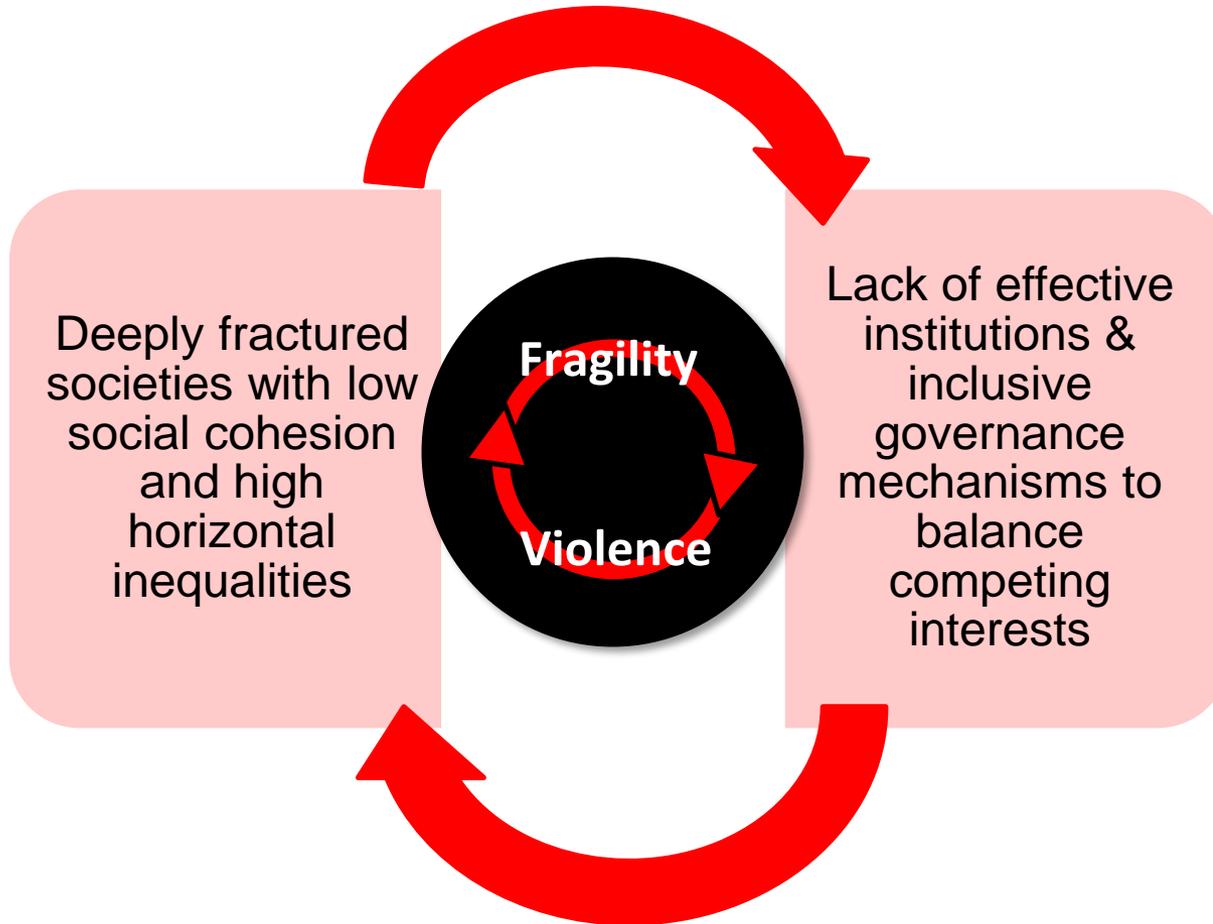


Fragility = the combination of exposure to risk and insufficient coping capacity of the state, system and/or communities to manage, absorb or mitigate those risks (OECD).



OECD 2018 “States of Fragility”

- 58 countries including 15 extremely fragile
- Not all fragile countries are poor countries
- Almost each « fragile » setting is unique



FRAGILITY & VIOLENCE

- Not all fragility leads to violence as an outcome... but probable if nothing is done to reverse fragility.
- Not all violence is linked to conflict.



PATHWAY TO PEACE



UN/WB 2018
Pathways to Peace



MAIN TAKE- AWAYS

Fragility is highly context-specific

Not just institutions, also societies,
economy, environment

Building peace starts before
conflict erupts

Exclusion is at the heart of conflict

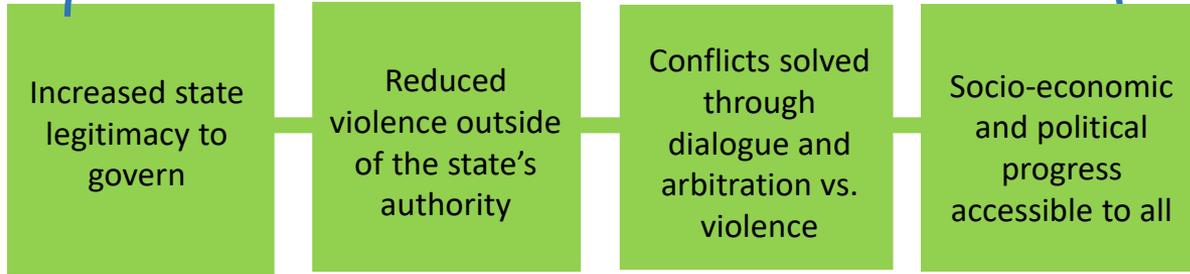


2. LOCAL GOVERNANCE & SUSTAINING PEACE:

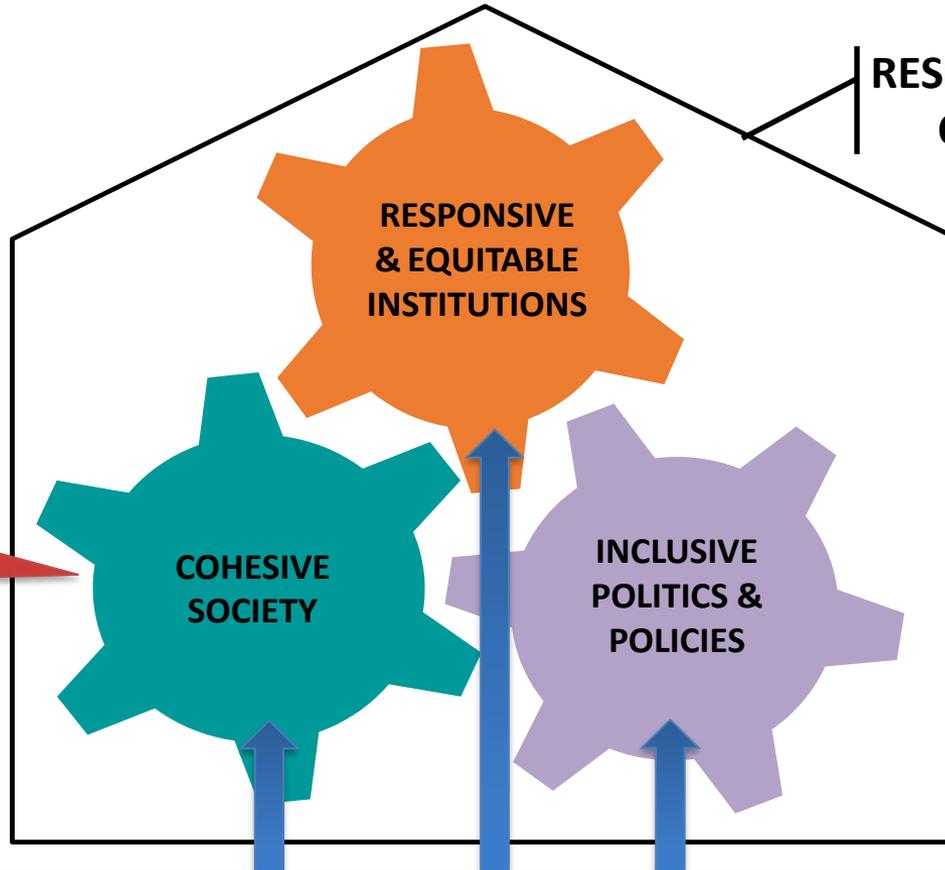
THE **SOCIAL CONTRACT MODEL**

Social Contract: *A dynamic and implicit agreement between state and society on their mutual roles and responsibilities.*

Sustainable Peace



RESILIENT SOCIAL CONTRACT



No scaling-up
No real transfer of political power
Increase in local infighting
Upshot in corruption
Identity politics
Marginalization
Participation, not inclusion

RISKS

National security
Core government functions
Political settlement
Democratic reforms
Social change
Donor support

EXTERNAL ENABLERS

Local Governance



CAVEATS

- Local governance does not necessarily build an **inclusive social contract** – which is really what matters the most for peace – without proper incentives and safeguards.
- There is **not “one” social contract**: different groups in society have different expectations of what the state should be and relate to the state in different ways.
- **State legitimacy comes from many sources**: it’s not just about delivering, it’s also about respecting local narratives.



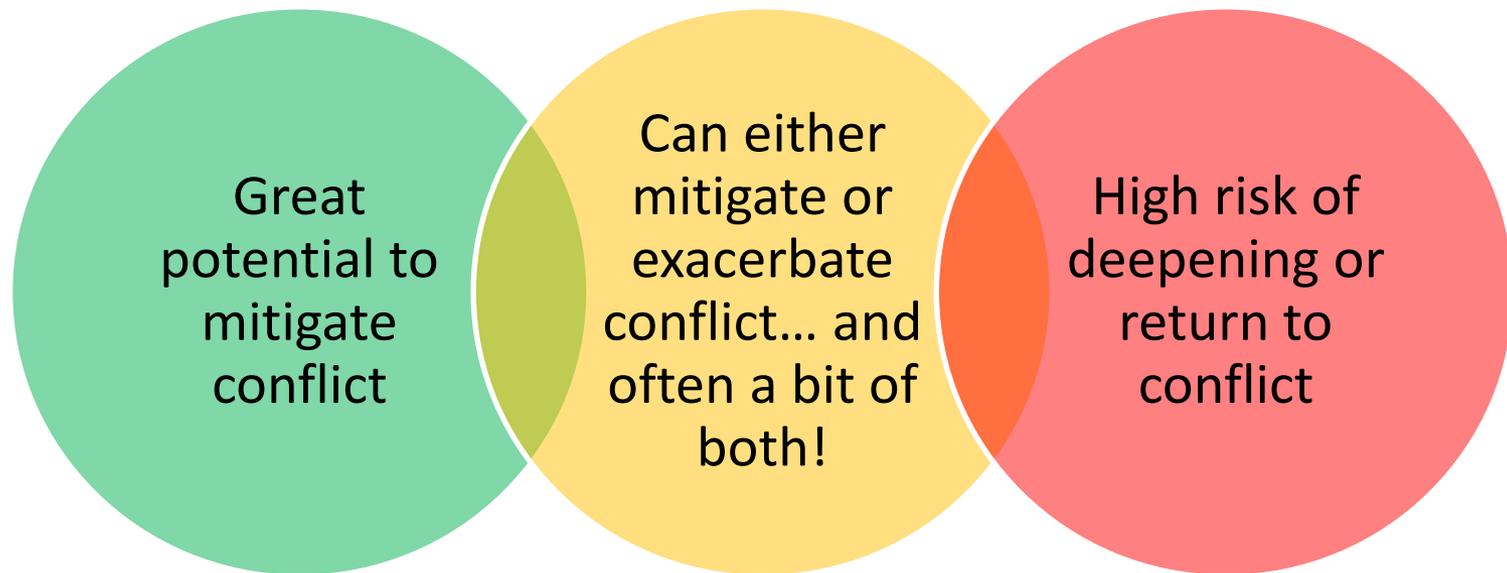
The real challenges?

1. *Transforming rather than strengthening local governance systems in fragile and conflict settings.*
2. *From local success to national impact?*



DECENTRALISATION: DOES IT WORK IN FRAGILE SETTINGS?

- Insufficient research (many case studies, few overview studies) but... very contrasted conclusions:



- At the end of the day, it's really a matter of the fragility context.



EXAMPLES





COMMON DEVELOPMENT APPROACHES

1. **Community-driven development** until the time when ‘stability’ and ‘capacity’ at the center of government is deemed sufficient to roll out a modern local government structure (e.g. Haiti, East Timor).
2. **Short-term capacity strengthening of local governments**, often on the basis of pre-conflict / post-conflict arrangements: strengthening rather than transforming local governance (e.g. Iraq, DRC).
3. **Decentralization reform** (possibly to appease separatists claim), focusing on legal and institutional frameworks, but often neglecting political, capacity and financial aspects (e.g. Libya).



COMMON DEVELOPMENT APPROACHES

Approaches that attempt to **connect peacebuilding and statebuilding** at the local level work better (ex.: deconcentration for service delivery with decentralization for policy-making).



RECOMMENDATIONS

Avoid simplistic views on decentralization and fragility

Decentralization is not a way to bypass failing central governments

Decentralization is all about the details (dimension, level, modality)



3. PROGRAMMING FOR LOCAL GOVERNANCE IN FRAGILE AND CONFLICT-AFFECTED SETTINGS

1. Context Analysis
2. Results Framework
3. Sequencing
4. Conflict Sensitivity
5. Gender Equality



A) CONTEXT ANALYSIS

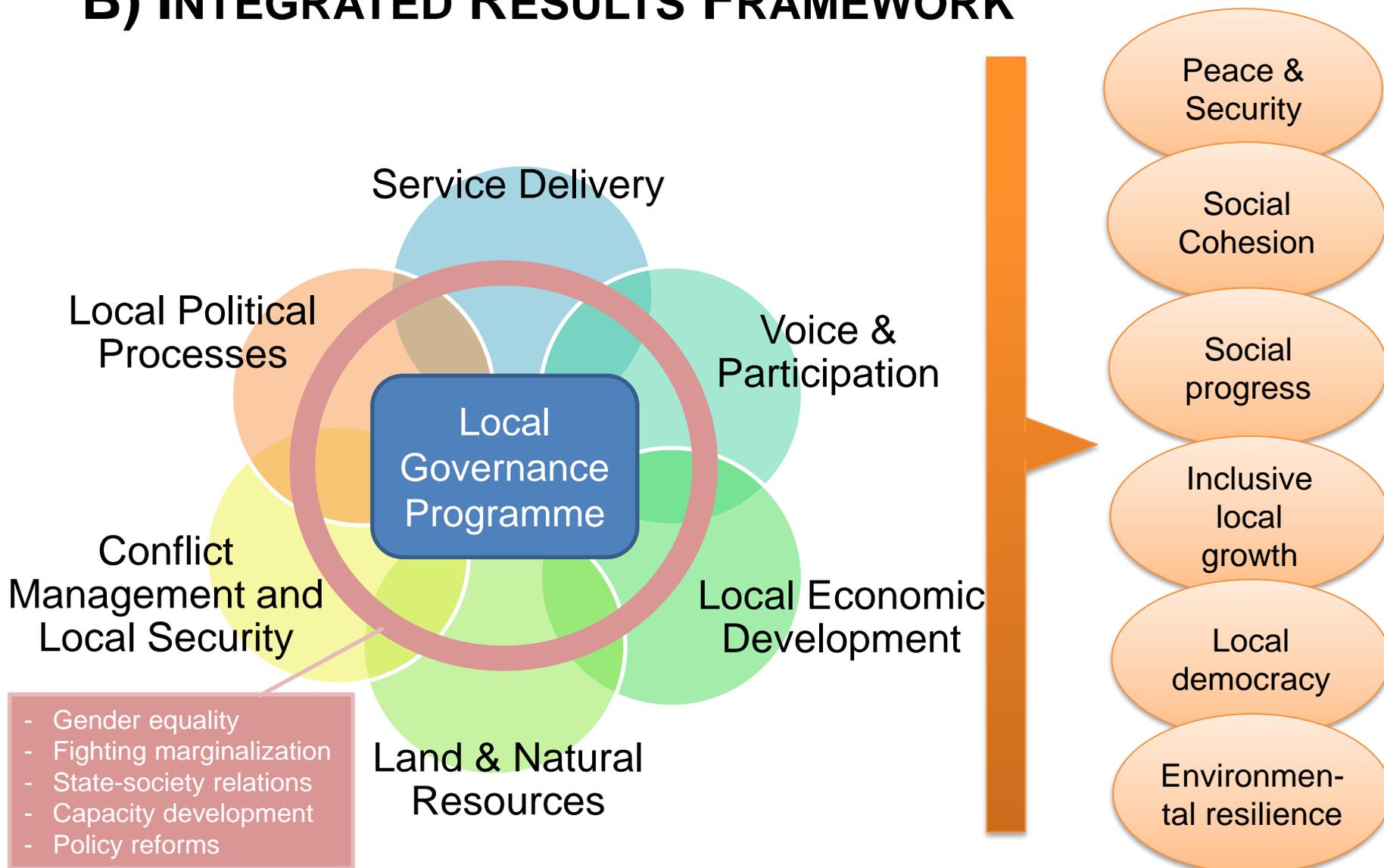
- **Why context matters?**
 - ➔ **The nature of local institutions and power relations** determines entry points for rebuilding the social contract.

- **What is usually missing or insufficient in context analysis?**
 - ➔ **Political economy analysis:** Understanding why and how power is distributed and what motivates actors to change (or not).

- **What are some useful tools?**
 - [UNDG Conflict & Development Analysis](#)
 - [UNDP Institutional & Context Analysis](#)
 - [DfID Political Economic Analysis Tool](#)
 - [UN/WB Diagnostic on Core Government Function](#)
 - [Etc.](#)

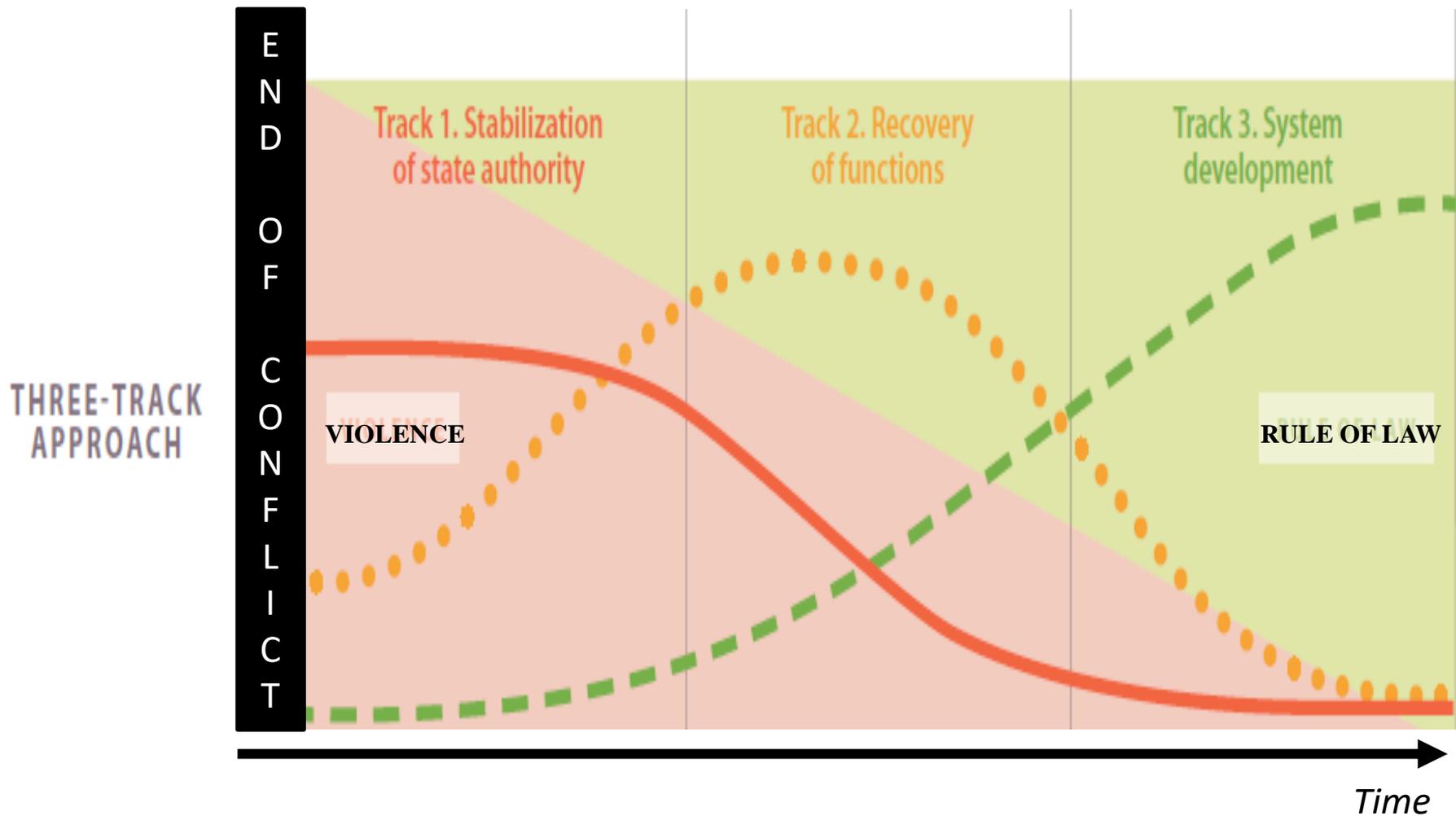


B) INTEGRATED RESULTS FRAMEWORK





C) SEQUENCING



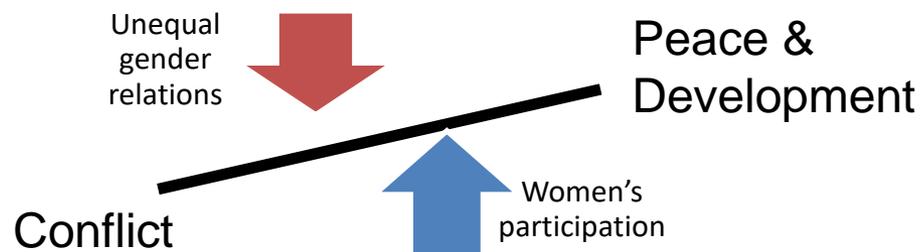


D) CONFLICT SENSITIVITY

- **What is it?**
 - ➔ It is as much about **doing no harm** as it is about **doing good**.
 - ➔ Not working around conflict, but working on conflict.
- **What dimensions matter the most?**
 - ➔ Project impact on... distribution of power, capacity for collective action, accountability, inclusiveness, state-society relations, resilience mechanisms (incl. conflict prevention).
- **What is usually problematic with conflict-sensitive programming?**
 - ➔ “Tick-in-the-box” exercise → shallow conflict analysis
 - ➔ One-time exercise, not continuous
 - ➔ Does not include operational aspects
 - ➔ Excludes dealing with spoilers
- **What are some useful tools?**
 - ➔ [UNDG Conflict & Development Analysis](#), Conflictsensitivity.org



E) GENDER EQUALITY



Peacebuilding / statebuilding can provide unique opportunities to advance women's rights....

..... but they can also be periods where women's marginalization increases and is entrenched.

- A key measure of success in building an inclusive social contract is the actual **role given to women (and youth)** in decision-making and society at large.
- **Women are prime agents of change** (and not just conflict victims!) for state-society relations and the social contract → gender equality concerns all areas of local governance programming!
- **Women's participation is not easier at the local than at the national level!** The weight of social institutions in local governance usually makes it more difficult.



4. CASE STUDIES

1. Somalia
2. Myanmar



CASE STUDY 1: SOMALIA

- **Context:** protracted conflict since 1992 and among the poorest countries. Statebuilding process resumed since 2012 (Federal constitution) but local institutions remain more legitimate than federal ones. De facto power remains with clans.
- **Strategy:** UN Joint Programme for Local Governance since 2008 implementing a bottom-up approach to statebuilding through service delivery within a framework of inter-clan reconciliation and support for federalism.
- **Interventions:** service delivery by local governments, local taxation, accountability of local administrations, local development funds, policy & legislative reforms.
- **Challenges:** high political & institutional instability, weak internal accountability frameworks, recurrent budgets for service delivery, regulatory gaps, high operating costs for donor programmes.
- **Lessons learnt:**
 - (i) bottom-up statebuilding works for the social contract, but needs long-term & harmonized donor support;
 - (ii) upscaling needs to be strategized early on;
 - (iii) gender and social inclusion must be priority from the start.





CASE STUDY 2: MYANMAR

- **Context:** subnational conflicts persist in Myanmar (longest in SE Asia) despite on-going peace process. Cease-fire established in some areas while violence rages in other parts but little progress in reaching a comprehensive peace settlement.
- **Strategy:** UNDP Township Democratic Local Governance Project works in areas where part of the territory is under full control by ethnic armed organizations. TDLG aims to showcase a practical approach to hybrid governance for local development.
- **Interventions:** participatory planning, local development funds, support to dialogue.
- **Challenges:** no official framework for long-term local power-sharing, dual civil service and quality norms, lack of trust towards government, military culture in both administrations, contrasted donor strategies.
- **Lessons learnt:**
 - (i) engagement on co-development is possible at local level despite no framework.
 - (ii) trust cannot be re-established overnight.
 - (iii) equity in access to and quality of local development in areas under mixed administration can be a real concern





5. CONCLUSIONS



- 1) **Fragile states are also born from fragile societies** and local governance support should cater for both state and society's weaknesses.
- 2) Local governance programmes must contribute to **securing an inclusive social contract** – it is not just about producing more public goods and services.
- 3) The main challenge is to not just 'strengthen' *but* rather to **help local governance systems to transform themselves** in fragile and conflict-affected settings.
- 4) **Local governance approaches must be context-specific** *but* must also work towards rebuilding a commonality of vision and destiny between groups and communities.
- 5) An **integrated, area-based and multi-scalar approach** to local governance and a **phased and risk-informed** change process, is more important for success than a blind focus on implementing decentralization by the book.



Bottom-up pathway to sustaining peace...



Thank you for your attention!
Any questions?