

A local governance approach to post-conflict recovery

The view from Mozambique

1992 – 2002

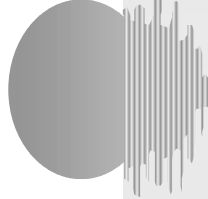
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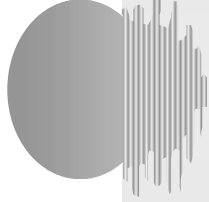
The background

- ▲ 1991 - 1995 measures towards financial decentralisation
- ▲ 1992 - peace agreement signed
- ▲ 1994 - general elections (Frelimo 44%, Renamo 38%)
- ▲ 1994 - 1995 retreat from elected local government
- ▲ 1998 - municipal elections in 33 towns and cities
- ▲ 1998 - district planning guidelines
- ▲ **1998 - 2001 experiment in district inclusive governance**
- ▲ 1999 - general elections (Frelimo 49%, Renamo 39%)
- ▲ 2002 - retreat from district inclusive governance?



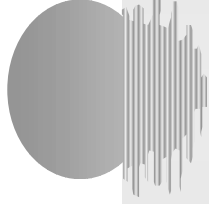
War and peace

- ▲ Large sections of population not involved in independence struggle
- ▲ Peace process concentrated on central state and national parliament
- ▲ Disenfranchisement and the roots of Renamo



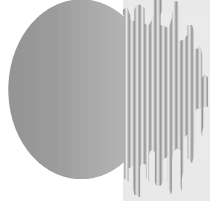
Peace or pieces of peace ?

- ▲ What sort of political settlement?
 - Legitimate? to whom?
 - Civil society (western)
 - Civil society (African)
 - International community
 - An inclusive or exclusive agreement



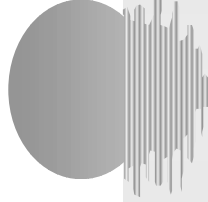
Peace or pieces of peace?

- ▲ Three “settlements”
 - Government and the donors
 - ◆ PRSP
 - ◆ Swaps
 - ◆ Public management reform
 - Government and the urban civil society
 - Government and the Renamo opposition



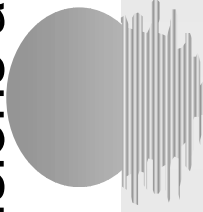
Legitimacy gap in rural areas

- ▲ Legitimate national government
- ▲ Illegitimate local government
- ▲ The findings of the “historical chronology” exercises
- ▲ International agencies and their role in de-legitimising local government and disempowering local communities
- ▲ Legitimising the local state as a way of post conflict reintegration



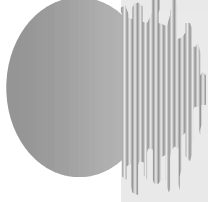
The approach

- ▲ Kick starting local politics
- ▲ Legitimising local state institutions from below ^{CC}
- ▲ Legitimising local state institutions from above ^{LDF}
- ▲ Building relationships between institutions
- ▲ Strategic method as entry point and focal point
- ▲ Plurality of power and plurality of plans
 - Recognition of role of power and resources
 - Recognition of dimensions and horizons



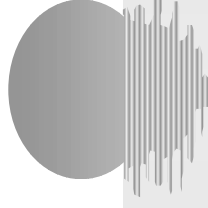
The anti-project

- ▲ No public face
- ▲ Devout adherence to institutional decision making channels
- ▲ True application of the participatory or empowering jargon
- ▲ Openness and acceptance of consequences of this approach



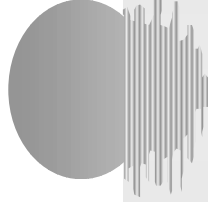
The sweetened pill

- ▲ Win-Win situation
- ▲ The way to implement PRSP
- ▲ Greater control
- ▲ Political credibility



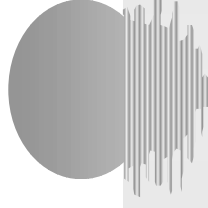
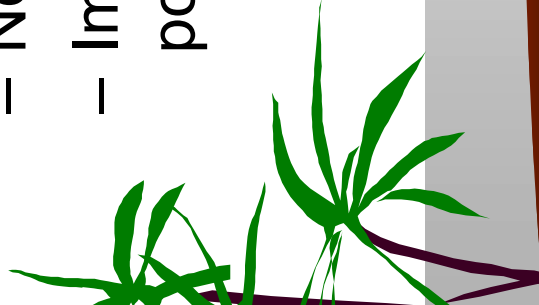
What is “good” governance?

- ▲ Efficient and equitable provision of state services (education, defence etc.)
- ▲ Clear rules based system to underpin economic activity. (legal system, sanctity of commercial contract)
- ▲ A legitimate reflection of popular opinion
- ▲ Leadership
- ▲ Identity
- ▲ A forum for political expression and peaceful conflict (safety valve)



What is the local state?

- ▲ An efficient machine for infrastructure development
 - Comparative advantage
 - Nearer the citizen
 - Implementing central policy and goals
- ▲ A local polity reflecting local reality
 - The plural state and plurality of power structures
 - In constant and necessary conflict with central state



Another model?

A.

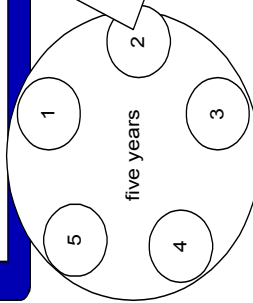
District Development Plan

Five year strategic plan

- Territorial
- Multi - Sector
- Local - Local Dialogue
- Strategic
- Realistic

♥ Emphasis on the process and not the document

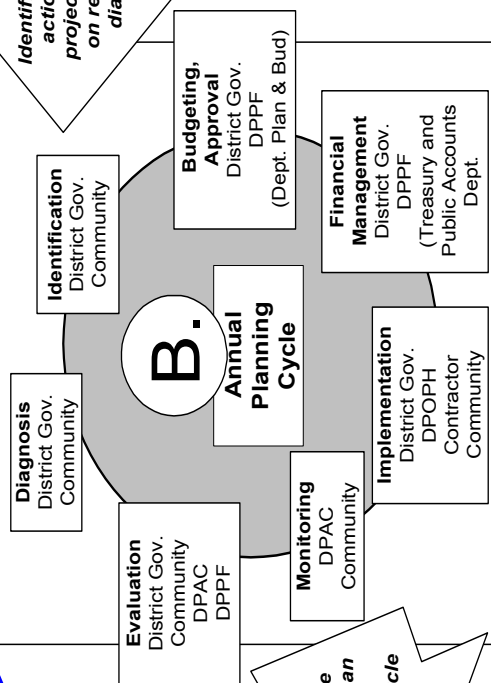
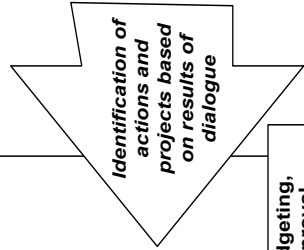
🔍 Emphasis on the strategic vision, what is the best route to take ?



Presented as the **Vehicle** for the development of the district the plan provides the global vision and direction. It is approved by the District and Provincial Governments according to national guidelines.

The three components of the District Planning Process

C.



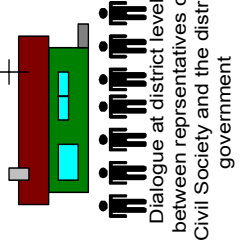
The **Engine** of district development. The Annual Planning includes all the district and provincial level activities towards implementation of the strategic vision. (Not just public sector investment projects) Each institution has its respective roles and obligations which must be respected to avoid any "short circuiting" of the cycle."

Dialogue and the Consultative Council

♥ Two kinds of dialogue



Dialogue "under a tree" between the district government and the community



Dialogue at district level between representatives of Civil Society and the district government

At the wheel as **Driver** of the process is the District Government headed by the administrator. The process promotes the evolution of Consultative Councils through which civil society participate in driving the vehicle or at the very least behave as noisy and opinionated passengers.