

“A LOCAL GOVERNANCE APPROACH TO POST-CONFLICT RECOVERY”

Proceedings Report on Workshop organized by the Institute of Public Administration

**Jointly Hosted by the UN Capital Development Fund and
the UNDP Bureau of Crisis Prevention and Recovery**

**held at
The Rockefeller Foundation
New York City, 8 October 2002**

Introduction

Taking note of the importance of good governance in building lasting peace and accelerating recovery in post-conflict countries, a workshop was organized by the Institute of Public Administration in New York on 8 October, 2002. It was jointly sponsored by the UN Capital Development Fund (UNCDF) and UNDP Bureau of Crisis Prevention and Recovery (BCPR). The purpose of the workshop was to bring together scholars and practitioners with experience in post-conflict countries to discuss and explore the role that decentralization reforms and local governance can play in rebuilding societies. Based on the premise that recovery and reintegration requires a systemic solution involving government at both central and local levels, a local governance approach to post conflict recovery was examined through presentation of theoretical models, which were placed in perspective by analyzing the UN system's field experience.

Three background papers were prepared -- one on the political context of post-conflict recovery by Susan Woodward, one on programming options for UNDP/UNCDF assistance by Dirk Salomons, and one on the rationale for a local governance approach by Leonardo Romeo. These papers were summarized at the workshop (full papers are available at the IPA web-site www.theipa.org). In addition, UNDP field staff made presentations from their experiences in Cambodia, Mozambique, Indonesia and Central America. An open discussion followed during which participants were invited to provide their perspectives on several questions regarding implementing a local governance approach to post-conflict settings.

Objectives

The workshop was opened by David Mammen (President, IPA), who noted that the workshop was primarily intended as a forum for the exchange of ideas between scholars and practitioners with extensive experience in post-conflict countries. The overall objectives of the workshop were twofold: to clarify the potential and limitations of a local governance approach to social reintegration and economic recovery; and to obtain the participants' advice on the preparation of a policy paper which would present the conceptual and programming framework for what, it is hoped, would be a new generation of projects and policies in post-conflict countries.

UNCDF, one of the UN agencies which sponsored the workshop, is a multilateral, small-scale, international agency for local development which supports both public and private initiatives at the local level. Normand Lauzon (Executive Secretary, UNCDF), elaborating UNCDF's expectations of the workshop, noted that the theoretical argument linking local governance to national peacebuilding processes needed to be fully developed and at the same time, lessons from the field needed to be critically assessed. The purpose of the workshop, he observed, is to advance on two distinct but related ideas. On the one hand, the paradigm itself needs to be further clarified by assessing the advantages and disadvantages of a local governance approach. On the other hand, a conceptual framework needs to be developed through which the political, administrative and fiscal implications of a local governance approach in specific post-conflict countries can be assessed, which would advise programming decisions. Mr. Lauzon noted that a local governance approach to post-conflict recovery would also require new levels of inter-agency coordination and partnership and that this workshop, jointly sponsored by UNCDF and BCPR, was a significant step in promoting such co-operation.

In her introductory comments, Ameerah Haq (Deputy Assistant Administrator and Deputy Director, BCPR) emphasized the importance of using the wealth of experience from the field to distill lessons to guide future programming by UNCDF and BCPR. Enhanced local governance has a critical role to play in both building and sustaining peace, as borne out by field experiences which show many opportunities for intervention. While there is no blueprint to suit every post-conflict context, the UNDP approach recognizes that local actors are the point of departure. Ms. Haq also noted that, as argued in Susan Woodward's background paper, one of the main challenges to a local governance approach is political and that there is a need to analyze the state's capacity, political incentives and political motivation. From UNDP's perspective, Ms. Haq concluded that there is a pressing need to identify and better manage political motivations and to deal with the tension between short-term agendas and long-term goals in post-conflict countries.

The Political Context

Susan Woodward (Professor of Political Science, The Graduate Center, CUNY), who presented the first background paper, argued strongly that any post-conflict recovery effort, and particularly a local governance approach, needs to take into account the political context, that is, the donors as well as the local actors, if it is to succeed. One of the main lessons learned from conflict recovery efforts during the past 10 years is the tremendous importance of the strategic context - the international context, the donor context and the local political context. Prof. Woodward noted that, in the favorable environment prevailing since September 11, new approaches that promise long-term success but are relatively modest in resource demands, while giving genuine priority to local actors, may have a comparative advantage to become operational.

The approach adopted so far by the international community emphasizes a menu of tasks which need to be accomplished, without any indication of priorities among them or strategy guiding implementation. The primary characteristic of post-conflict countries, however, is a gap in institutional capacity and extreme insecurity, which is physical, psychological and economic. This insecurity is an obstacle to peacebuilding efforts and Prof. Woodward argued that the fundamental task to transition from war to peace is to address this issue by creating, or recreating, a functioning government and an accountable political order. The primary goal – the priority – for post-conflict countries should be the demilitarization of politics, and to accomplish this, there is no substitute for a functioning government.

In post-conflict countries, the political situation is highly uncertain. Many political actors are continuing the war in non-military ways and they look to donors to advance their own agendas. Looking at the causes of civil war, few political issues provoke more intense political competition than decentralization and the relations between the center and the regions. Moreover, those who emphasize civil society and community-building approaches to peace, ignore the consequences of war and state collapse on the basic trust necessary for cooperation; a functioning government – at both central and local levels – is a precondition of civil society and non-governmental organization.

Civil wars occur within local communities and it is in rural areas that most of the destruction takes place. Local governance approaches are thus particularly suited to immediate post-war conditions, as long as they are designed to achieve the main priorities of peacebuilding – demilitarizing politics, reducing insecurity, and creating a functioning government country-wide. Activities at the local level will not be successful without a systemic context and projects at the local level should also take into account the

motivations of central authorities. Neither a top-down nor a bottom-up approach will succeed on its own and both must interact for policies to be representative and responsive.

Not all post-conflict countries are the same. There is variety in underlying causes of conflict as well as in post-conflict conditions, including whether the government has survived the conflict. There is pressure to act fast in post-conflict situations, to deliver services and begin the recovery effort, but standardized packages will lead to failure. Prof. Woodward recognized that decentralization may not always and necessarily be a part of the solution for demilitarizing politics. The CARERE and PRODERE experiences (discussed later in the workshop), may not be applicable to every circumstance but only to certain types of post-conflict situations. Therefore, if donors need to have standardized packages, a typology of conflict countries needs to be developed and packages designed according to categories of conflict.

Finally, Prof. Woodward noted that donor assistance is usually shaped by a framework set by International Monetary Fund negotiations. That framework, which is demand-oriented and based on restrictive policies of stabilization, structural adjustment and cost recovery, is devastating to peacebuilding efforts. Some compensating approach, such as the fiscal transfers of a UNCDF approach, are therefore essential. Equally, most donors have short-term interests but aid programs in post-conflict countries need to develop a long-term perspective if they are to contribute to lasting peace.

Programming Options for UNDP/UNCDF Assistance

UNCDF has consistently promoted the idea that good local governance is key to reducing poverty and that good local governments increase sustainable access by vulnerable groups to public goods. In his presentation, Dirk Salomons (Managing Partner, The Praxis Group) asked, is this applicable in post-conflict situations? Is there scope for a local governance approach to peacebuilding and how can we support decentralization and local capacity when the center itself is fragile? He argued that the challenge is less technical and more about calibrating a response to the local, cultural and political context in the programming approach.

In order to address this issue, Mr. Salomons looked at programming options for a local governance approach which have been implemented in post-conflict countries. He noted that the UNDP area development approach is an alternative to one that focuses primarily on creating a favorable national environment, as emphasized by agencies such as USAID. In contrast, the UNDP approach focuses on sectoral entry points, such as education, health and small infrastructure projects, to indirectly influence policy and build capacity. A more elaborate model for post-conflict interventions, developed by NYU's Center on International Cooperation, identifies several sectors which require immediate attention in the immediate aftermath of war¹. Of these, field experiences show that six sectors are eminently suitable for program development at the local level: repatriation and resettlement; public safety (mine action and disarmament); infrastructure recovery; food security and agricultural rehabilitation; health, education and social welfare needs; and governance and civil society. Programming at the local level would benefit from the comparative advantage of better information (for example for mine clearance and disarmament of small arms) and at the same time, promote local economic development and enable the transition from relief to development (for example through local projects for resettlement and reintegration).

¹ Shepard Forman, Stewart Patrick and Dirk Salomons, *Recovering from Conflict: An International Response*, Paying for Essential Policy Paper Series, Center on International Co-operation, New York University, 2000.

The vital nexus in post-conflict peace-building is the complex challenge posed by the need for demobilization, disarmament and reintegration (DDR). There is a political challenge to integrate former combatants into new power structures. The military challenge is to go from ceasefire to the discharge of former combatants. The security challenge is to link demobilization with general weapons collection. The humanitarian challenge is to link benefits to former combatants with those to other vulnerable groups. Finally, the socio-economic challenge is to provide new “business models” beyond the war economy where combatants are lured into appealing ways of making a living without resorting to violence. If these challenges are not met, and if a secure environment cannot be rebuilt, local communities will not recover, and any investment in post-conflict recovery will be wasted. For successful DDR, local communities should be involved to the fullest and at the local level, the creation of jobs should be the focus. The six sectors mentioned above provide ample scope for DDR programming options in, for example, mine clearance, road construction, renovation and building of housing, water, sanitation and irrigation projects, agriculture and livestock, which can be implemented within the overall community development plan.

Mr. Salomons concluded by stressing that even when the center does not hold, an enormous potential remains for a local level approach to programming. This, in turn, builds capacity for the regional and central governance structures that may emerge over time, if the political will exists.

A Local Governance Approach: Towards a Definition and Rationale

Leonardo Romeo (Sr. Technical Adviser, UNCDF) presented the paradigm explaining the local governance approach to post-conflict recovery. The model provides a middle ground between recognizing that each post-conflict society is different and resorting to a standardized package for all post-conflict countries. Mr. Romeo argued that the model allows itself to be modified to suit local context while staying focused on the goal of institutional change.

UNCDF defines good local governance in terms of three dimensions; performance, the ability to provide and/or manage local public services; participation, the ability of citizens and organized groups to participate in local public sector decision making; and partnership, the ability of local governments to enter into partnerships with the private sector etc., to provide services. Mr. Romeo noted that good local governance involves democratic decentralization, which include political, administrative and fiscal reforms, but also local government capacity at the individual, institutional and systemic levels. Capacity must be demand-driven and incentives must come from both above and below; local governments should be accountable to the state and responsive to the local community. It is critical that the state, at the central and provincial levels, is able to transition from command and control to support and supervision of local governments, in order to foster good local governance.

The rationale for a local governance approach to post-conflict recovery is structured around two dimensions, the political and the developmental. The political dimension refers to reconstructing local politics as an integral part of the process of reconstructing the state. Mr. Romeo noted that the state itself cannot be reconstructed without resolving center-local relations. Local governments establish the state in the periphery and provide a powerful mechanism to demilitarize politics. This interdependence has had insufficient attention in the literature, but developments in countries such as Cambodia, Uganda and Angola suggest that leaders in these countries are aware that decentralization policies can legitimize them,

their parties or the state, at the local level. Mr. Romeo argued that no matter why decentralization reforms are adopted, once they are implemented, they achieve a life of their own creating new opportunities and new power relations. Based on this analysis, he posed the question, are decentralization reforms antagonistic or dangerous to state construction or are they, in essence, a part of the process of reconstructing the state?

The other dimension of a local governance approach is developmental. Local authorities have a comparative advantage because they have access to better information and are better able to coordinate with other local actors such as traditional leaders. Locally programmed projects for rehabilitation, reintegration and demobilization are less likely to be divisive or to create new conflicts in the community because people are reintegrated into local space. Therefore, if resources are made available to local government, while at the same time strengthening the capacity of the state at the central or provincial level to support and supervise it, Mr. Romeo argued that allocative and productive efficiency gains will be realized.

The graphical representation of the model for a local governance approach for post conflict recovery is shown as Annex 1 on page 12 of this report. The model requires capacity building at three levels; local (for planning and budgeting), deconcentrated state administration (for financial and technical support and supervision) and at the community level (for active participation in the local government process). Capacity building can only be done through practical experimentation.

The model has three elements. Step 1 involves setting up a mechanism for fiscal transfer, which allows local governments access to a minimum of regular and locally programmable resources. Step 2 involves formulating simple, participatory procedures for local government planning, investment programming and annual budgeting (this step is made meaningful by having access to resources in step 1). Mr. Romeo noted that many donors have local government projects, but that they all have different procedures to access the donor funds. What is needed is a simple and statutory procedure by which local government can access all these resources. Step 3 is local government implementation of programs. This includes implementing centrally financed projects by entering into principal-agent arrangements.

It was noted that the theoretical argument presented so far can be illustrated from field experiences and UN field staff were invited to provide their perspectives on lessons learned from local governance approaches to recovery and reintegration implemented in Cambodia, Mozambique, Indonesia and Central America.

Lessons Learned: Cambodia

The Seila/CARERE program in Cambodia provides an example of a systemic approach to post-conflict recovery. In his presentation², Scott Leiper (Chief Technical Adviser, UNOPS Phnom Penh) emphasized the need for a long-term perspective. The lessons of the CARERE project are more apparent today, 10 years after the project commenced, than they were three years after.

Discussing the background to the peace process, Mr. Leiper noted that the CARERE project benefited from several enabling circumstances prevailing in Cambodia. There was a policy vacuum and the clean slate

² See www.theipa.org for a copy of the full presentation.

made it easier to implement a new approach to governance. Cambodia is unique in that the decentralization program had a sub-national focus and the government intentionally promoted a low-profile for the program at the national level. There was awareness of the project within the government at the national level but they did not want to engage before they could see what was happening. Also, there were sufficient time and resources to implement the project successfully.

That said, an important lesson learned from UNDP's experience in Cambodia is the necessity for strategic flexibility. There were overarching goals, but no road map. The approach was process-oriented but it also delivered the necessary services. The project was not the result of outside pressure but was owned by Cambodia in a real sense. It was also characterized by continuous reflection, evaluation and revision with changes reached through broad agreement.

Capacity building was a strategic choice of the project. It was, therefore, necessary to adopt a long-term approach with government ownership. The project established structures, mandates, systems, processes, and training, application and evaluation procedures to build capacity at the local level.

The reconciliation strategy the project adopted had three aspects; creating trust through dialogue, delivering immediate rehabilitation activities and establishing a participatory local governance system. The CAREERE project shows the importance of the government being a part of the solution. The project did not pre-judge the capacity or the motivations of the government, but became its partner. Mr. Leiper noted that some of the governors were wanted by UNTAC and yet, they turned out to be good governors. The program provided an opportunity to change attitudes and for such people to legitimize themselves.

Mr. Leiper argued that another central lesson that can be drawn from the CAREERE experience is the importance of quickly getting operational on the ground. The Paris peace accord was signed in 1991 and CAREERE I commenced in 1992. While there is a risk of making mistakes, getting operational as soon as possible and delivering services to the community allows the program to acquire legitimacy. By 1996, CAREERE II was launched in conjunction with Seila I, which was an experiment in decentralization, and Seila II was begun in 2001. Mr. Leiper noted that the CAREERE project was established at the sub-national level and was a part of a process of experimenting with new structures. For example, when the project started, provincial governors did not even have job-descriptions.

As a result of the approach adopted by the CAREERE project, the local level pushed the government to position itself in line with local issues. Mr. Leiper concluded that the demands created on the state and the reforms and attitude changes prompted by this approach could not have been accomplished by technical assistance from the outside to the state.

Lessons Learned: Mozambique

Since the end of the civil war in 1992, Mozambique has been gradually moving towards decentralization of fiscal resources and political power. David Jackson (Independent Consultant), argued in his presentation³ that the true condition of the peace settlement in Mozambique is apparent at the level of the local state and particularly the local space, and not at the level of national institutions.

³ See www.theipa.org for copies of the presentation and the paper "Local Governance Approach to Social Reintegration and Economic Recovery in Post-Conflict Countries: The View from Mozambique"

The approach adopted in Mozambique focused on kick-starting local politics and had the following elements:

1. Legitimizing local institutions from below by establishing guidelines for local planning and promoting dialogue with civil society. Legitimacy is also created by providing a forum to discuss local issues.
2. Legitimizing local institutions from above by providing resources and strengthening the de-concentrated level of provinces, more than the districts, to manage resources.
3. Moving away from discussing projects. The strategic method is the entry point and the focal point. Mr. Jackson suggested that the approach can almost be termed “the anti-project” where the project had no public face and there was little discussion of policy at the national level. Instead, there was devout adherence to institutional decision-making channels.
4. Promoting plurality of power and plurality of plans. Based on the Mozambique experience, Mr. Jackson argued that the international community’s focus on coordinating all plans is misguided. Having different plans generate politics between institutions and levels of government, which contributes to a healthy polity.

Mr. Jackson suggested that good local governance incorporates three elements: efficient and equitable provision of state services; a clear, rule-based system to underpin economic activity; and a mechanism for the legitimate reflection of opinion. Local government should be seen as more than simply a provider of services. From the perspective of the central government, well thought-out decentralization reforms provide an opportunity for a win-win situation: a good local governance system promotes state legitimacy at the local level and at the same time, it institutionalizes a process to address local issues at the local level. In addition, it provides a safety valve for the nonviolent expression of local power and identity. Mr. Jackson suggested that in post-conflict countries, the local state and a good local governance system, rather than the national level, can be the starting point for social reintegration and nation building.

Lessons Learned: Indonesia

In his discussion of Indonesia’s experience with decentralization, Patrick Sweeting (Senior Advisor, BCPR), focused on the potential risks of a local governance approach. In Indonesia, there is a strong state and conflict is complex, involving ethnicity, religion and culture. Unlike Cambodia and Mozambique, there has been very little population movement despite the enormous damage caused by conflict. The decentralization program was introduced in 1997 in this context and failed to create legitimate local institutions. They had a legal basis but no social basis; they were not very representative, usually comprised of groups of old men with a questionable ability to resolve conflict. When the conflict is not local, local institutions have limited ability to resolve issues. Mr. Sweeting argued that by trying to work with local government while at the same time showing that local institutions are unable to deal with the issues, donors wound up by undermining the legitimacy of local government.

Sustainable Human Resource Strategy for Post Conflict Societies

Jairo Morales-Nieto (Chief Technical Adviser, UNOPS Pretoria) saw a significant role for local governance in post-conflict societies but argued that the focus should be on enabling local governments to better their performance. To address this issue, he proposed a development paradigm for post-conflict countries focused on the concept of human development.

In countries making a transition towards peace, democratic governance, sustainable market economies and equitable social development, space opens up for structural change and the emergence of new development players. Human development is the process of enlarging people's choices and it is a claim for peace, freedom, equity and justice. Consequently, a human development approach proposes a new social value system; a new system of measuring human development, social change and structural reform; and new development methodologies and technology.

At the local level, raising human development involves:

1. Local democratization: local level elections and a community's ability to participate in the decision-making process.
2. Territorial and fiscal decentralization: devolution of power and resources so that public goods and services may be provided by regions and the private sector.
3. Democratic planning: a public investment process which takes into account citizen preferences and allows participation in the administration of public goods and policy evaluation.
4. Participatory market society: enables new economic relations based on cooperation and competitiveness

As shown in Annex 2 on page 13, these structural reforms give rise to cross-cutting issues such as rule of law, cultural recognition, investment in people, gender equity and environmental sustainability. Local democratization gives sovereignty to the people, equal cultural rights to all segments of the population, education to participate in democracy, representation of women in local bodies, and empowers local governments to legislate on environmental issues.

Mr. Morales-Nieto concluded by suggesting how to integrate the human development approach into post-conflict recovery efforts: establishing local development task teams to build consensus, integrating basic needs and economic recovery plans for local development, establishing local economic development agencies so that local actors become owners rather than beneficiaries, and providing training and technical assistance to build capacity.

Discussion

The discussion that followed the presentations focused on two main themes: contextual issues and programming issues.

Context – Key Points

1. Is it necessary to obtain national consensus in support of decentralization policy? What to do when such consensus does not exist? One argument was that national consensus is not necessary to experiment with models and policies. The consensus that is required is for space to experiment. In fact, decentralization policies are rarely implemented with a national consensus. Within government, some support it, and others do not. We need to identify the actors who support and who oppose decentralization, monitor the processes and translate these into national policies.

2. The role played by donors. Donor outlook, especially that of the U.S., is likely to be determined on a case-by-case basis. Therefore, when attempting to develop a local governance approach to post-conflict recovery, it is important to develop strong arguments about policies and strategies. There is a need to create a typology and match variations in the model to variations in typology. This will strengthen the argument for a local governance approach to post-conflict recovery.
3. Long-term perspective vs. short-term agenda. The Cambodia and Mozambique experiences clearly show that a 10-year timeline for a post-conflict recovery process is not excessive. Lessons learned from the experience elsewhere should be assessed in this context.

Programming – Key Points

1. How can we move from humanitarian to recovery efforts and balance the need for urgent action with local government capacity building? It was argued that these issues can only be resolved by using a “learning by doing” approach. The CARERE and PRODERE projects in Cambodia and Central America, respectively, are examples of how to achieve this transition from humanitarian to recovery efforts with area development evolving into a local governance approach.
2. What is the appropriate balance between supporting local government and supporting civil society, NGOs and other actors at the local level? Donors have added to the complexity of this issue by seeking out like-minded groups through which to implement projects, which have often reinforced existing conflicts. One argument was that supporting local government and supporting local development should not be approached as an either/or situation. The Cambodia experience shows that working through NGOs can create a demand for effective civil service and local government. From the perspective of the local governance model, it can be argued that community level intervention should be aimed at giving the community a voice in the local government decision-making process, rather than financing them laterally to implement projects themselves.
3. Management of project funds. Corruption is often an issue because accountability and supervisory mechanisms are inadequate to monitor local governments. However, the local governance approach does not involve giving money directly to the local level. The purpose is to develop fiscal transfer systems. In addition, a local governance experiment does not need to start with government money. Until such fiscal transfers take place, the donors act as commercial banks. It is, in fact, important to separate the process from the project and the funds from the project.

Key Findings

The major themes and key findings of the workshop were summarized by Leonardo Romeo (UNCDF) and Wandia Gichuru (BCPR) as follows:

- A long-term perspective is required when implementing and evaluating post-conflict recovery efforts and a local governance approach.

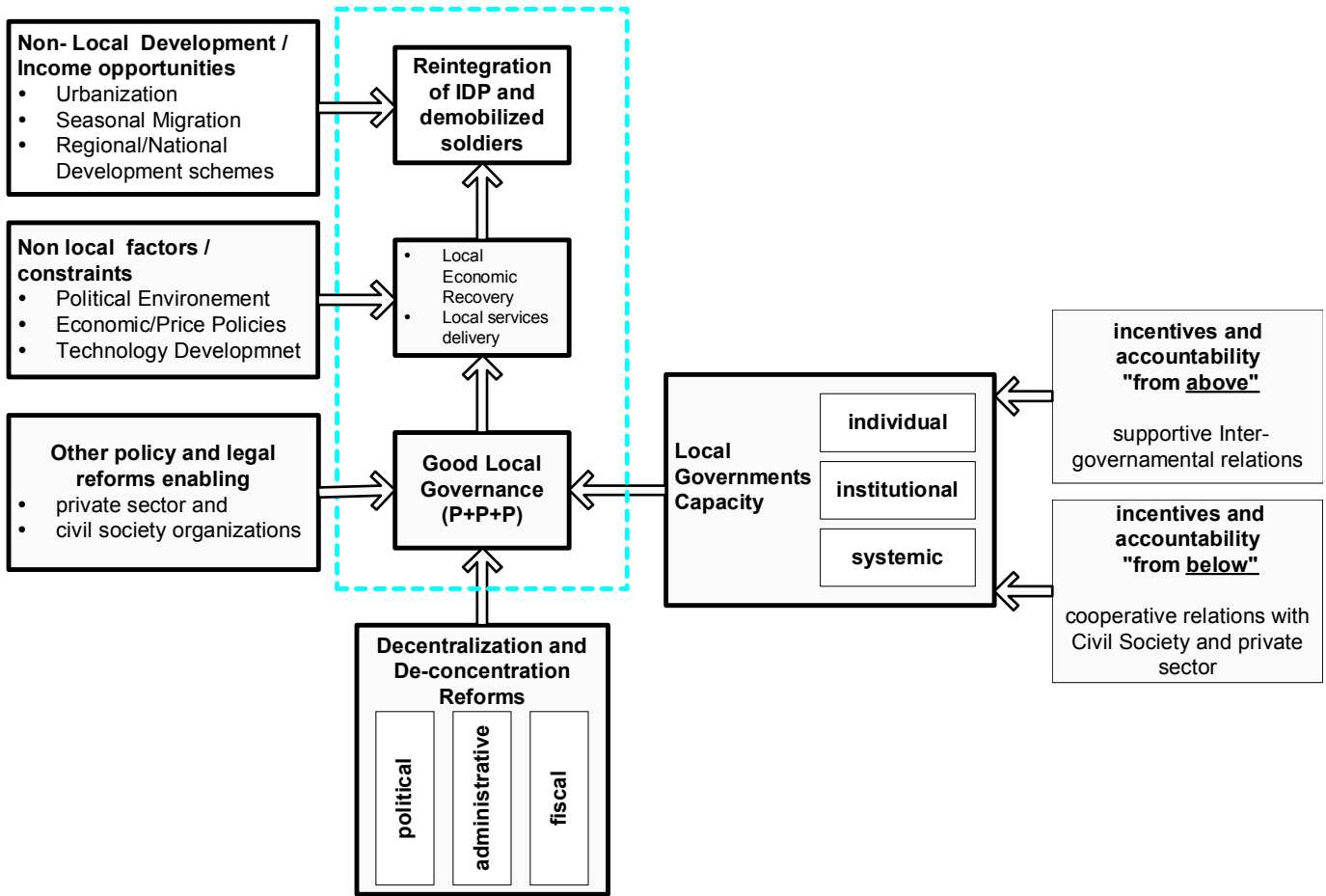
- Typology of conflict countries needs to be developed and the model should be mapped against variations in types of conflict. While accepting that every country context may be different, the participants agreed that it is possible to build typologies to understand what is do-able in a given country situation.
- Strategic flexibility is required in program formulation and implementation. There is a difference between a goal and a road map. As the Cambodian experience shows, there is a need for clear goals – building local government capacity and relations between the center and the local levels of government. The key is to reach these goals without compromising them and also without an unrealistic expectation of achieving them immediately.
- Process approach vs. project approach. A local governance approach is focused on building capacity and processes, not just the delivery of services.
- The strategic importance of de-concentrated levels of government. In addition to being an operational element of the model, the de-concentrated level of government provides the entry point for intervention. In countries such as Afghanistan, it can perhaps be argued that a local governance approach encounters difficulty because of the inability to build a constituency at this level.
- There is a need to promote dialogue to articulate strategy and justify objectives and goals of a local governance approach, with this workshop as a starting point.

Conclusion and Next Steps

Normand Lauzon and Ameerah Haq closed the workshop by noting the richness of the experiences from the field regarding local governance and post-conflict recovery. The field experiences illustrate the many opportunities for programming interventions, but also emphasize the need for a long-term perspective and a process oriented approach. In terms of next steps, workshop leaders and participants recommended further analysis of the implications of the local governance approach and the creation of a policy framework for a new generation of programs for post-conflict recovery.

Report prepared by:
Nilakshi M.De Silva

ANNEX 1: A Model for a Local Governance Approach to Post-Conflict Recovery



Annex 2: Structural Reforms/Cross Cutting Issues Matrix

STRUCTURAL REFORMS	CROSS CUTTING ISSUES				
	Rule of law	Cultural Recognition	Investment in People	Gender Equity	Environmental Sustainability
Local Democratization	Sovereignty to the people	Equal cultural rights for every body	Education for exercising democracy	Women representation in democratic electing local bodies	Empowering local governments to legislate on environmental issues
Territorial and Fiscal Decentralization	Orderly power devolution and authority transfer from central government to local governments	Applying subsidiarity principle in favor of specific disadvantaged groups and regions	Teaching and training people and local bodies to self ruling and sharing development costs through taxation	Women leadership in power devolution	Equity cost distribution of environmental losses between regions and social groups
Democratic Planning	Putting citizen preferences and public choice first	Voice and choice of cultural minorities and/or excluded majorities	Teaching and training people in needs assessment and collective making decisions	Women involvement in public decision making processes	Introduction of environmental approaches in planning practices
Participatory market society	Accessing poor people to means of production	Economic aperture and opportunities to cultural minorities	Cooperative and competitiveness approaches for generating and distributing	Access of women to means of production and factor markets	Absorption of environmental losses by the market economy