Governance in Areas of Limited Statehood

Theoretical Concepts and Empirical Findings

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Outline

1. Starting Assumptions and Concepts

2. Degrees of Statehood and Governance: Some Data

3. The Governance Puzzle

4. Governance Configurations

5. What Explains the Variation?

6. Conclusions

A Story From Langa

Governance in Areas of Limited Statehood: The Township Langa near Cape Town, South Africa

Starting Assumptions

- Western developed statehood as "governance package" providing (democratic) institutions, rule of law, security, and collective goods

  = historical as well as contemporary exception

- „Limited statehood" as degrees of lacking state capacity to rule authoritatively and/or to enforce decisions

  = historical as well as conemporary default condition

- Limited statehood ≠ lack of governance

Guiding Question

How and under what conditions can

effective and legitimate governance be

sustained in areas of limited statehood?

Concepts

Limited Statehood

Various degrees of lacking...
*   (legitimate) state monopoly over the means of violence
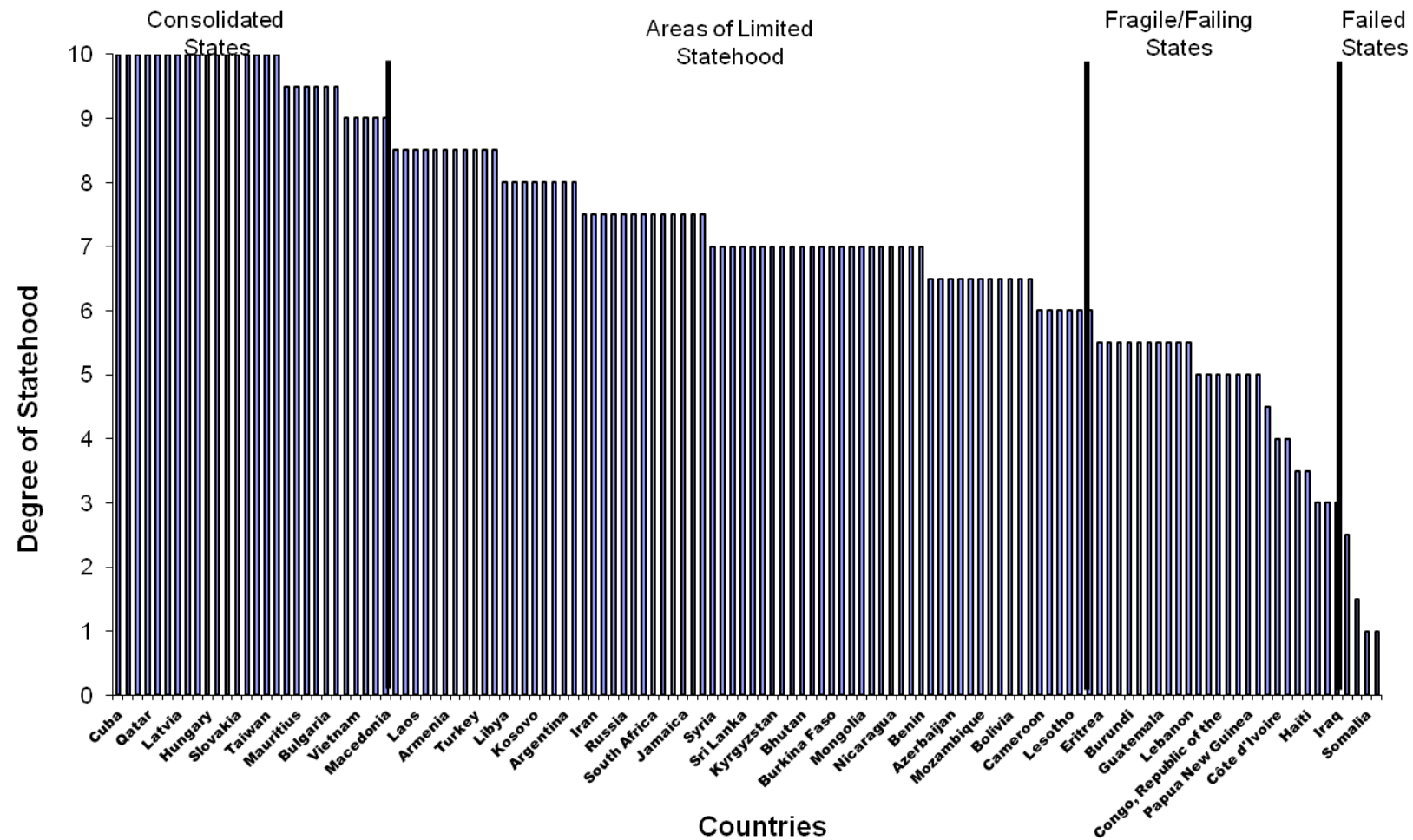*   state ability to authoritatively implement and enforce political decisions

With regard to
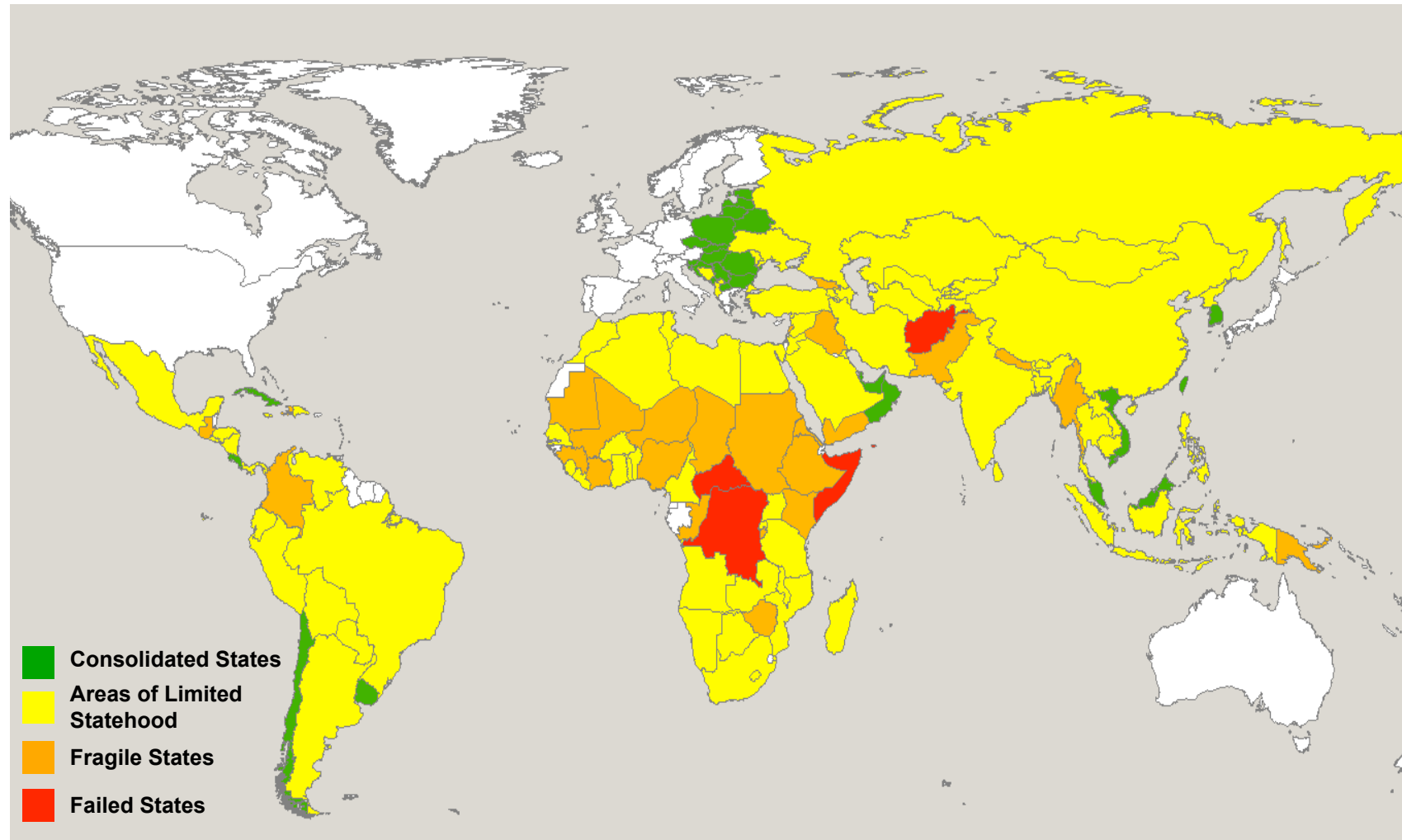* (parts of) the territory
* policy areas

Governance

Institutionalized modes of social coordination to produce binding rules and/or to provide collective goods (e.g. security, infrastructure, education, a clean environment)
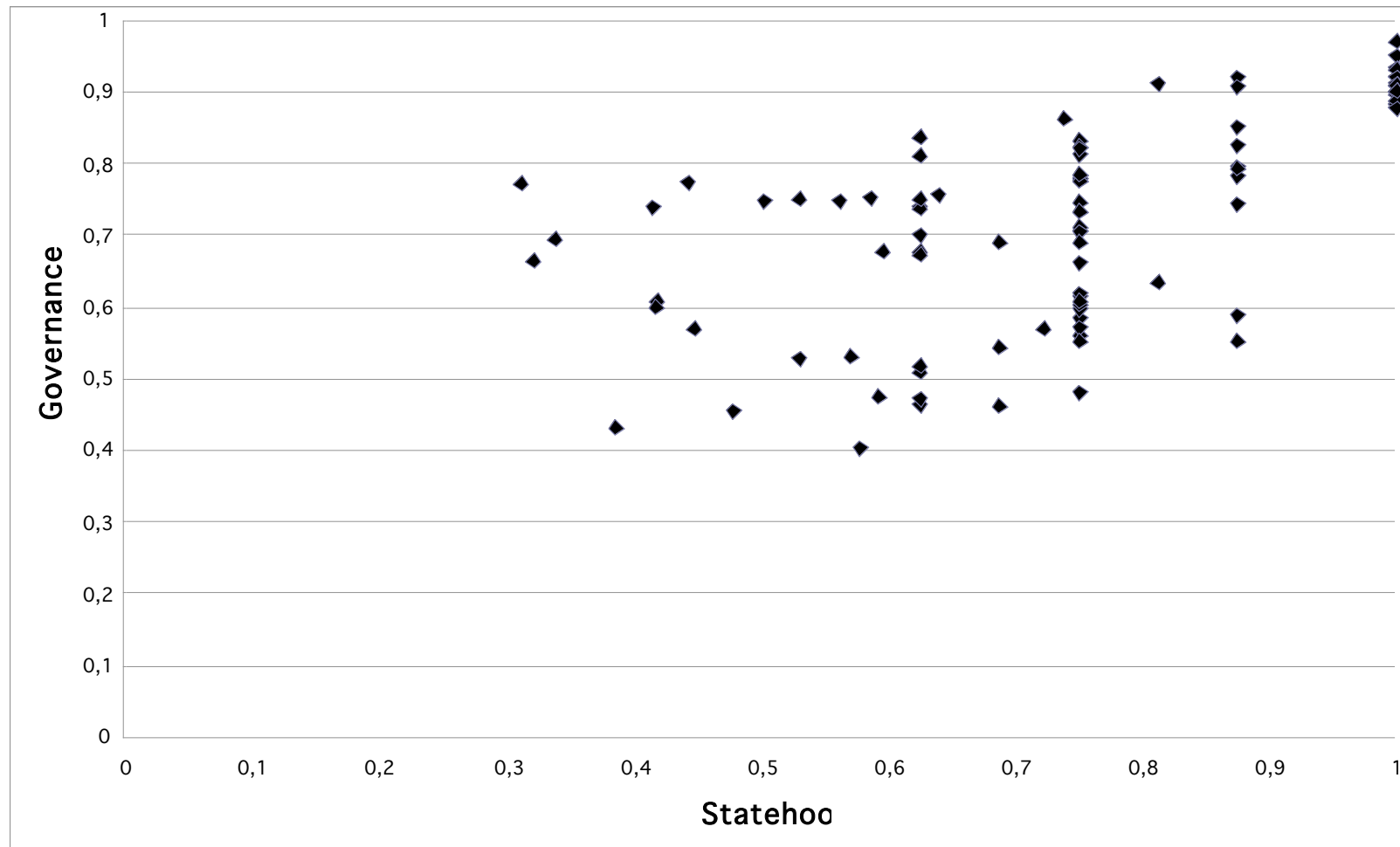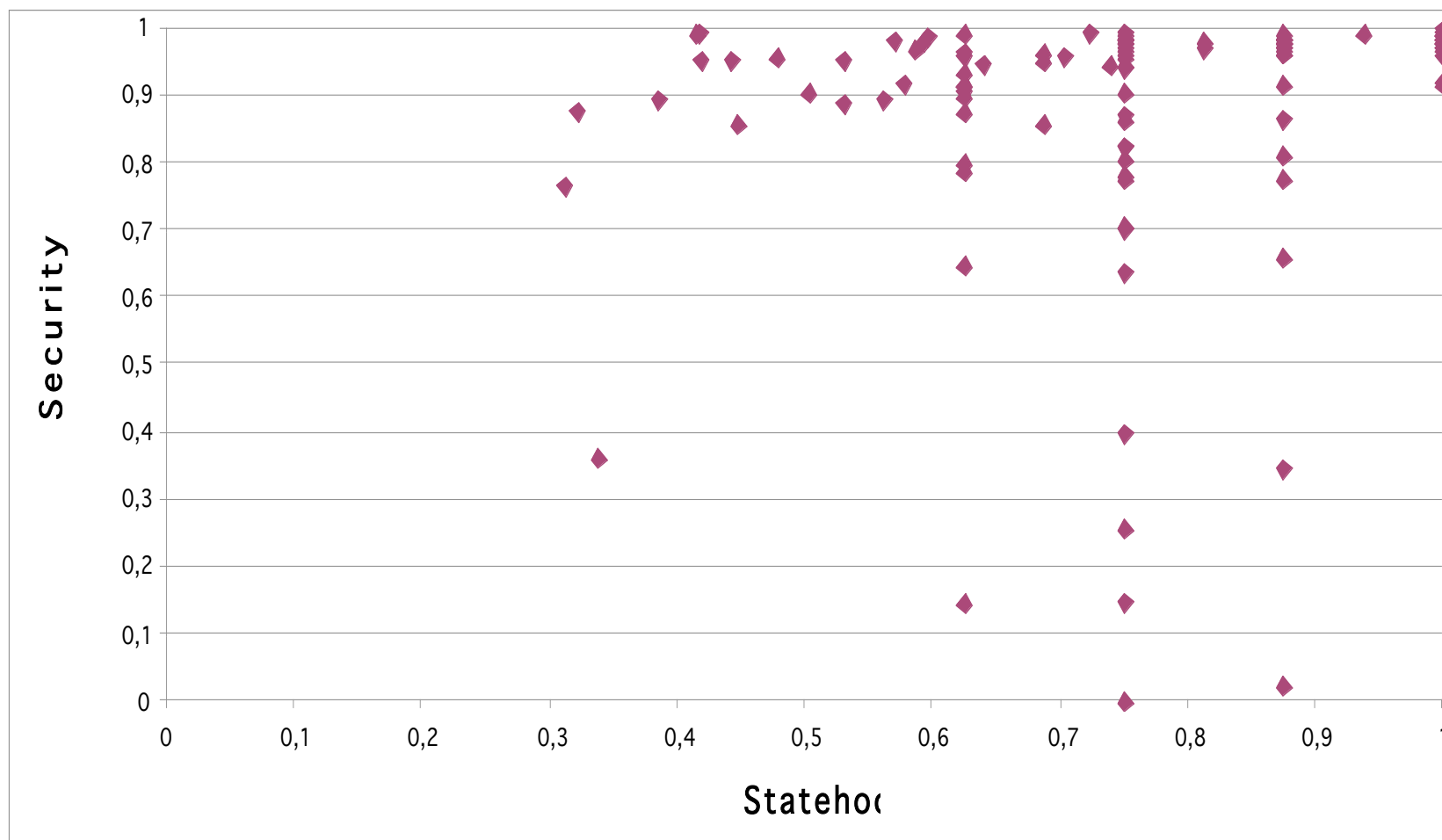
Degrees of Statehood

Degrees of Statehood

Consolidated States
Areas of Limited Statehood
Fragile States
Failed States
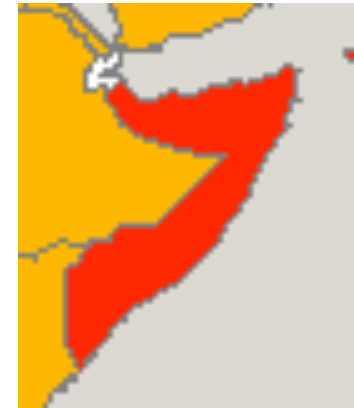
Statehood and Governance

Statehood and Public Security
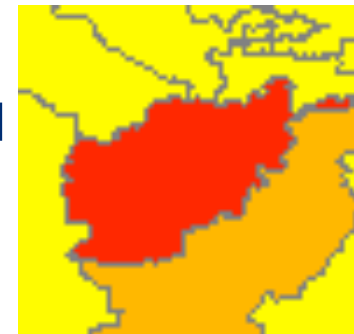
Qualitative Examples

… even in failed states:

Somalia

Somaliland is a comparatively well-functioning political community within a completely failed state.

Afghanistan

strong variation: In some provinces, international and local actors provide health services, education, infrastructure, etc.
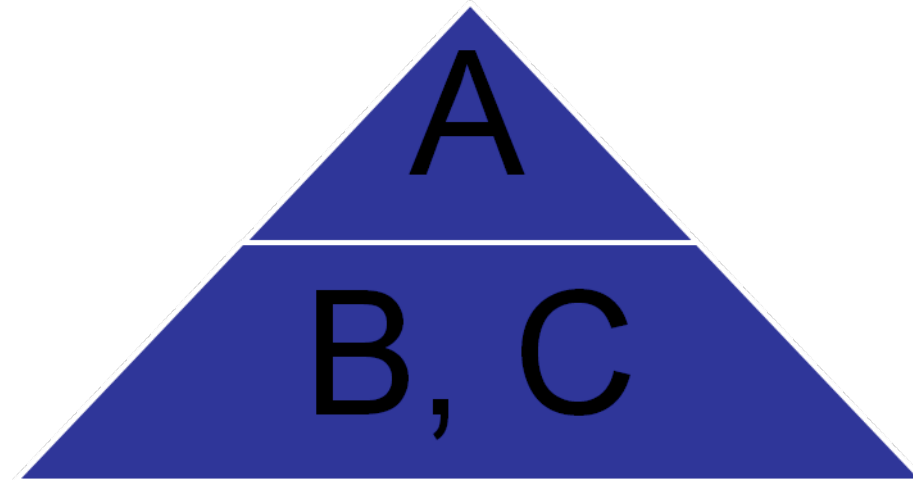
The Governance Puzzle

1. Degrees of statehood cannot explain degrees of governance.

2. Variation remains if we control for regime type or levels of economic development.

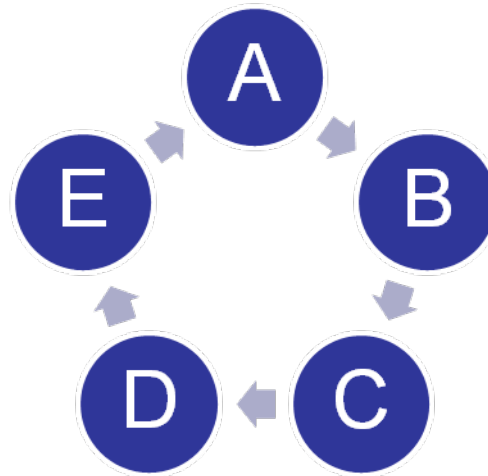→ So, how to explain the governance puzzle?

The "Governors"

Governance Actors		Local/Domestic	Trans- and international/ external
state		government/executive parliament/legislature judiciary	international (inter-state) organizations (IO); other states and their agencies (e.g. donor agencies)
non-state	*civil society (not for profit)*	associations, non-governmental organizations (NGOs), etc.	International Non-Governmental Organizations (INGOs); Transnational Social Movements, etc.
	private sector (for profit)	companies	multinational companies
	"traditional"	clan chief, village elder	transnational religious organizations (e.g. catholic church); transnational associations of indigenous peoples etc.

Governance Configurations

A

B, C

Provision of Statehood by External Actors

• Actors: foreign governments and international organizations as principal „governors"

• Mode of Governance: hierarchy

• Problems: legitimacy and effectiveness

Governance Configurations

Negotiation Systems

• Actors: state and non-State, domestic and external

• Modes of Governance: non-hierarchical (bargaining and arguing)

• Problems: power asymmetries, legitimacy

What Explains the Variation?

Propositions

- Functional equivalents to the „shadow of hiearchy:"

  e.g. external shadow of hierarchy; risk of anarchy; norms of local communities

- Task properties: simple vs. complex

- Organizational properties of the governance configuration:

  degree of institutionalization and process management (allowing for organizational learning and deliberation)

- Legitimacy and effectiveness: virtuous and vicious cycles

Conclusions

Findings

1. Effective and legimate governance is possible under conditions of limited statehood.

2. There is huge variation of governance in the context of limited statehood

Future Research

1. Exploring the variations of governance in areas of limited statehood

2. Statehood as „conditioning variable": how much state for which task?

3. Governance Transfers:

    - Exploring the processes of adaptation, translation, and resistance -
    - Exploring normative and legal pluralism

Conclusions

Policy Conclusion for External Actors

- Governance Promotion Instead of State-Building

Normative Concerns

- Governance Promotion Without Paternalism/Neo-Colonialism
- Coping with Normative Pluralism and the Lack of Collision Regimes