



European
Commission



Session 3.4

Decentralisation and improving domestic accountability

EC advanced seminar on
support to decentralisation and local governance
Presentation by ECDPM



3 key messages

- 1) *Domestic accountability (DA) is a major OPPORTUNITY to get better development outcomes, governance and state-society relations (social contract)*
- 2) *Need to see domestic accountability as a SYSTEM*
- 3) *Donor agencies can promote DA through various strategies and instruments*





1) Where is the **OPPORTUNITY?**

Voice and accountability may sound like European concepts....

But forget the label...

worldwide citizens are increasingly asking for better public services and explanations about what happens with available resources ...



**LA CORRUPTION ENRICHIT PEU DE GENS ET
EN TUE BEAUCOUP**



OLUCOME

**SI VOUS ETES TEMOIN D'UN ACTE DE CORRUPTION,
DENONCEZ-LE, L'OLUCOME VOUS SOUTIENDRA.**

**APPELEZ AUX NUMEROS SUIVANTS :
22 25 20 20 ou 78.853 004 C'EST GRATUIT.**





*Voice and accountability are essential ingredients of the **domestic** democracy agenda*

VOICE

- Refers to capacity to **EXPRESS VIEWS** and to **EXERCISE** this **CAPACITY** in policy and governance processes (**INFLUENCE**)
 - Linked to active **CITIZENSHIP**
- Essential building block of accountability
 - Voice is expressed through variety of formal and informal channels/mechanisms



ACCOUNTABILITY

- Concerns the relationship between rulers and ruled (domestic politics and power)
- Justification of decisions and actions
- Ability of citizens to hold state **ANSWERABLE** for its actions and impose sanctions (**ENFORCEABILITY**)
- Accountability is sought through variety of channels and mechanisms



2) Need to adopt a **SYSTEMIC VIEW on decentralisation and domestic accountability**

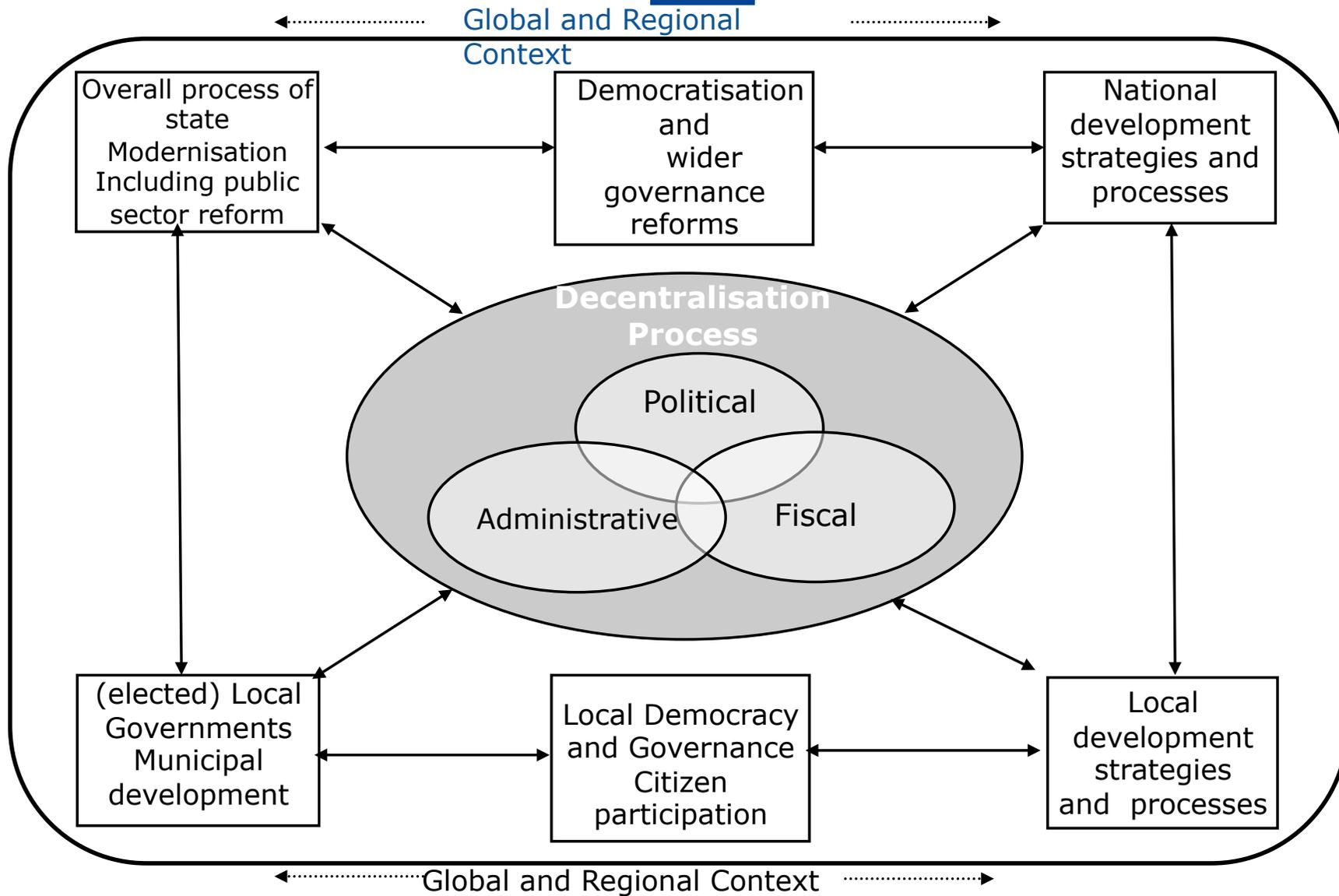


Decentralisation system'

as an 'open



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Local Governance

**Institutional and organisational
set-up for local governance
process**

**Improvement local finances
(including citizen's
willingness to pay taxes)**

**Existence and quality of
accountability mechanisms**

**Responsive and
accountable
local
governments**

**Empowerment civil society
(dialogue partners and
'watchdog')**

Mechanisms for exchange of information and dialogue



....Decentralisation directly influences local governance by setting up a new layer of political and economic power

Decentralisation opens new spaces where the management of local power can be examined, and questioned.... It opens new challenges.

1

Population: Decentralisation creates new local powers, in addition to those that already exist (customary powers, religion, police, tax collectors...)

2

LOCAL ELITES: Decentralisation creates « new » elites and power holders

3

ADMINISTRATION: Decentralisation means losing part of their power.

4

NGOs in SERVICE DELIVERY: Local governments are now the legitimate actors, competition for resources....

5

ECONOMIC AGENTS, PRIVATE SECTOR: Decentralisation multiplies the actors to be taken into account in procurement....

Accountability is a



Complex SYSTEM



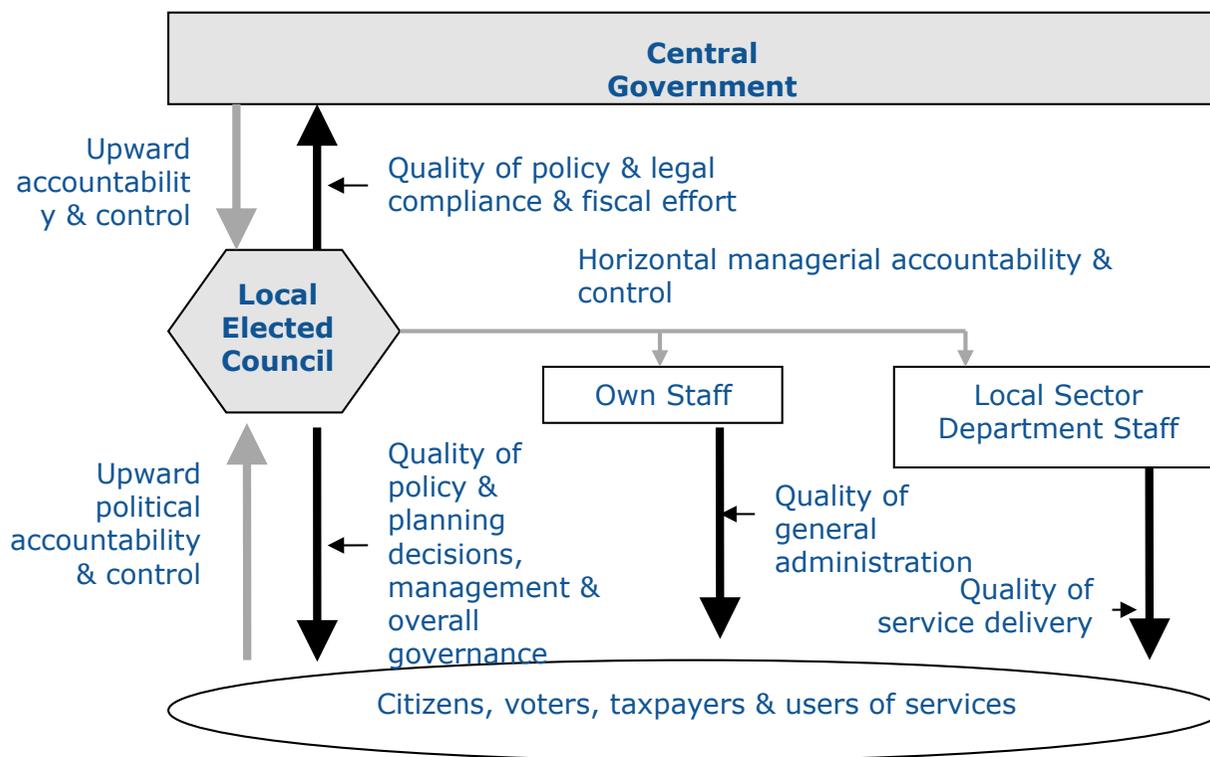
Source: Adapted from: Morazán and Koch 2010: *Monitoring Budget support in Developing countries, A comparative analysis of national control mechanisms over budget support in developing countries*. Südwind, p.57



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The changing chain of 'accountability'

Local Government Accountability Mechanisms





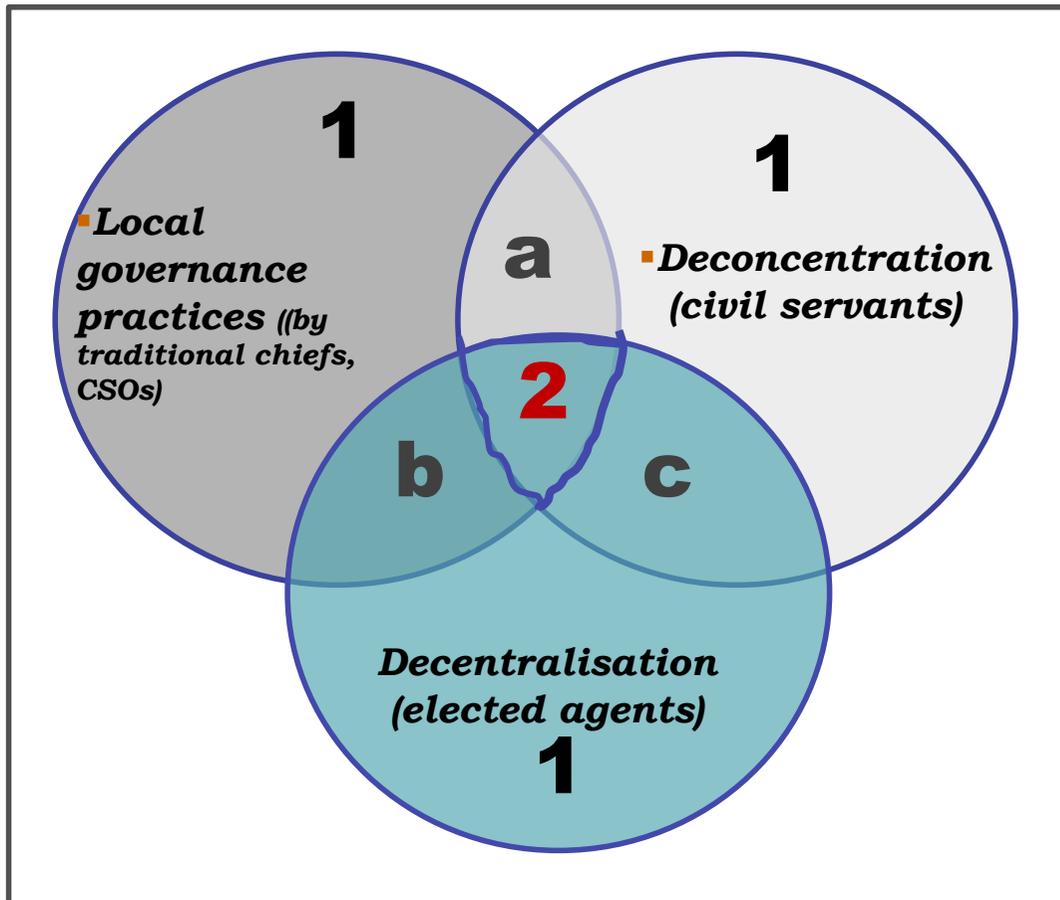
Decentralisation does not automatically lead to improved public service delivery or to a system of local governance based on accountability

Why?

- **Elected governments are “lonely”:** do not know legal framework and operate on the basis of their own values (over invested in their mission, clientelism, personal enrichment...)
- **Demand is weak:** public service “users” do not see themselves as citizens with rights; mistrust the state
- **General disconnect:** dialogue is deficient at all levels (local government/citizens; deconcentrated sectors/ elected governments; between public service delivery sectors...)



LOCAL GOVERNANCE IN PRACTICE



- 1** ▪ *Local governance components*
- a** ▪ *Double hats » (Civil servants, traditional chiefs, CSOs)*
- b** ▪ *Double hats (traditional chiefs, CSOs, elected agent)*
- c** ▪ *Double hats (Civil servant, elected agent)*
- 2** ▪ *Triple hats (Civil servant, chief, elected agent, CSO...)*



3) How to support it?





EXAMPLE 1

Use public service delivery as an entry door to build trust between state and people at local level and construct citizenship/state building from below

How? The experience of Laboratoire Citoyenneté

- Empirical (anthropology) long-term (legitimate) analysis shared with actors – why do things work as they do?
- Opening permanent dialogue forums (hosted by mayor) to discuss the service production chain with different actors, sometimes leading to action plans
- Radio, theater to raise awareness on “issues”
- Trickle messages up to decision makers at national/sector policy making levels





Results?

- *Creating permanent dialogue spaces around the question of service delivery allows different actors to confront their expectations, build trust and find common solutions.*
- *BUT: opening participatory spaces does not automatically lead to active citizenship and responsive governments.*
 - **Support to demand and support side for constructive interaction between state and society, knowing that backlashes are always possible**





EXAMPLE 2

Can budget support be a driver for domestic accountability (DA)?

YES !!!!!!!!

- ❑ BUDGET SUPPORT (as a "package" of incentives) IS A **POWERFUL TOOL** TO ENHANCE DOMESTIC ACCOUNTABILITY ...
- ❑ WHOSE **POTENTIAL** HAS BEEN **UNDERUTILISED** IN THE PAST, amongst others BECAUSE "DOMESTIC ACTORS" (political society, local governments and non-state actors) WERE NOT ENOUGH INVOLVED
- ❑ YET **PROMISING EXPERIENCES** IN ASSOCIATING NON-STATE ACTORS (NSAs) and LOCAL GOVERNMENTS IN EC BUDGET SUPPORT OPERATIONS FOR BETTER DEVELOPMENT OUTCOMES AND GOVERNANCE
- ❑ DOMESTIC ACCOUNTABILITY SHOULD BE **CORE PART** OF THE NEW BUDGET SUPPORT "**CONTRACTS**"

Ethiopia (1)



- *Context of **crisis**: donors decided to suspend Budget Support*
- *Concerns of possible impact on the progress at decentralized level*
- ***Programme Budget Support**: to ensure and expand service delivery at local level*
- *Increased resources to regional and district levels*
- ***Aim**: Improve allocation and expenditure of public resources*
- ***Identified** wide range of NSAs, roles, strengths and weaknesses*

Ethiopia (2)



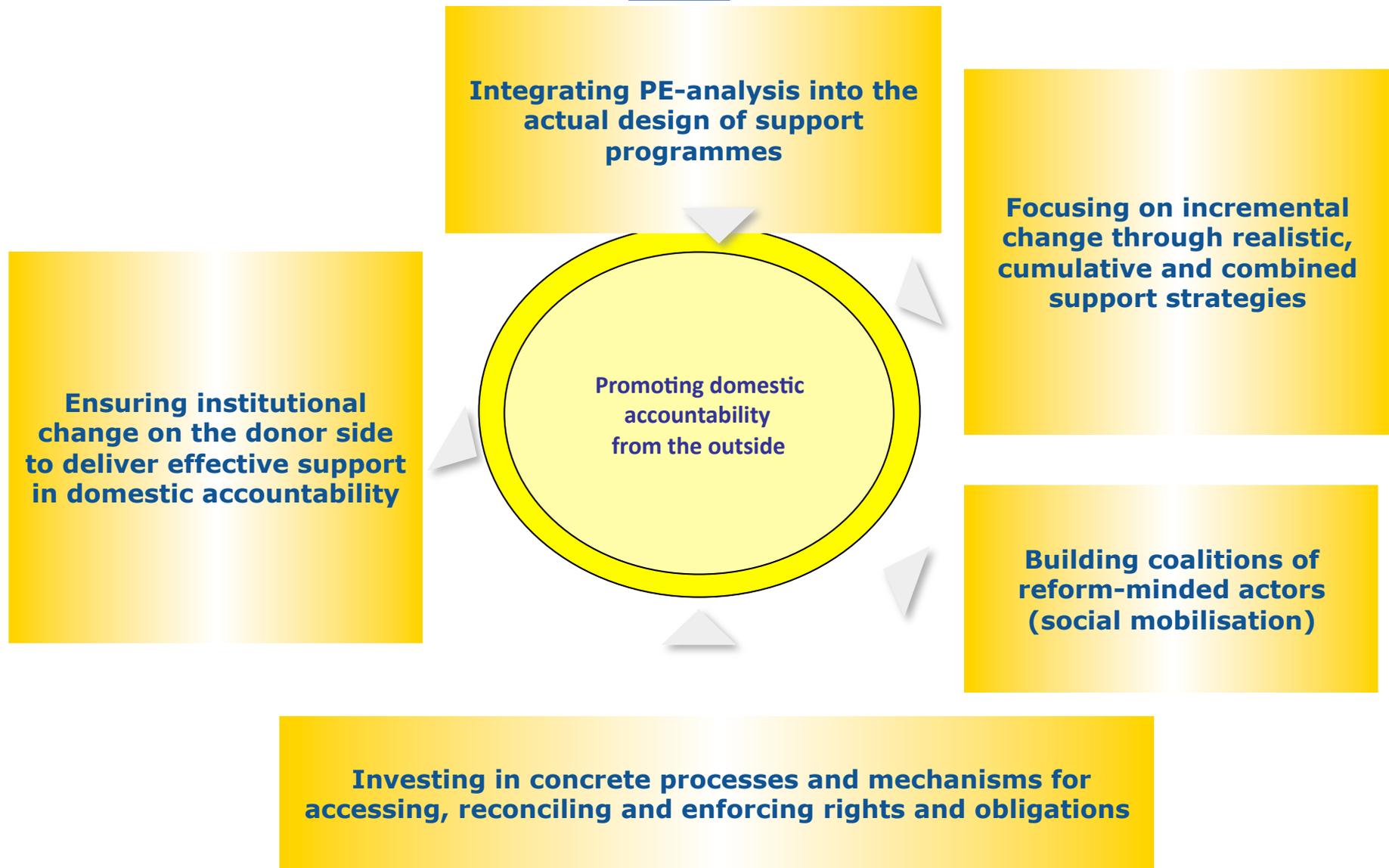
- ***Social accountability component:*** Community Score Cards, Citizen report cards and participatory budgeting
- ***Financial mechanism:*** Separate window of PBS managed by aid agency and tripartite steering committee: donors+Govt

Key features:

- **Flexibility financial mechanism to difficult contexts**
- **not prevented to involve NSAs and state-society dialogue**
- **Open to engage non-traditional NSAs**

Main challenges for greater promoting domestic

effectiveness in accountability



New roles for EC



(donors)

