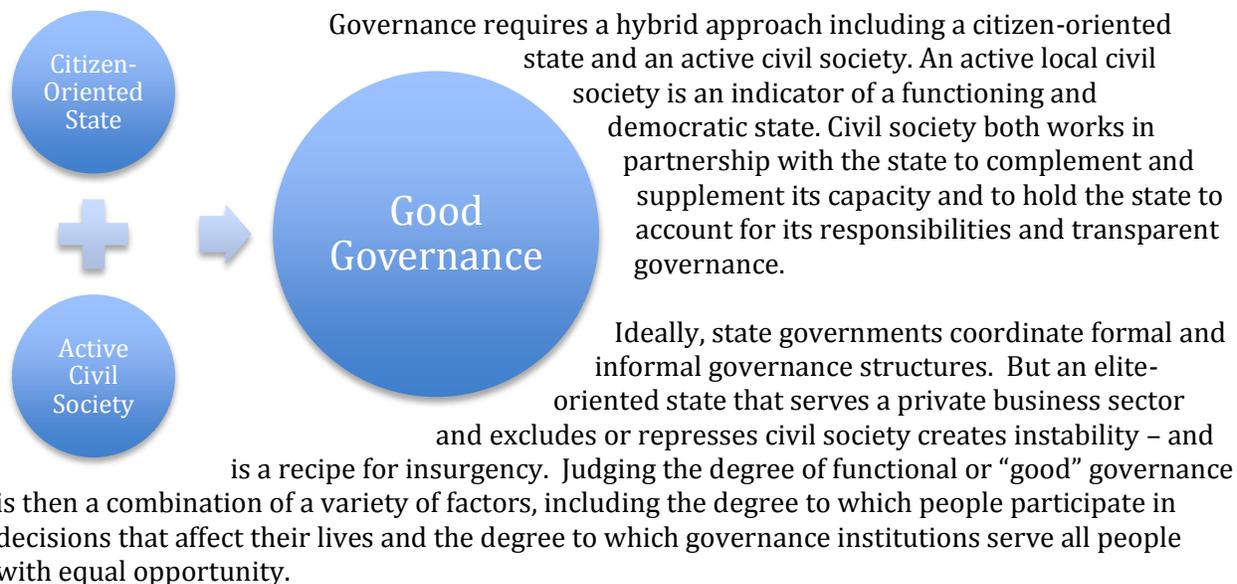


Distinguishing “Governance” from “Government”

Though often conflated, the concept of “governance,” is distinct from the concept of “government.” Governance refers to traditions and institutions that exercise political authority and resources to manage society's problems and affairs. In the long history of organized societies and communities, the Westphalian state system is still a relatively new form of governance. Prior to this system, populations governed their affairs through various affiliations, e.g., religious, tribal, patronage, business and other civil society organizations help to manage resources to address social problems and meet human needs. In Afghanistan, Pakistan, Somalia and elsewhere, these traditional governance units continue to play major roles in the absence of a central state extending to the sub-district level. Calling these places “ungoverned spaces” therefore is misleading and shows cultural blindness. More accurately, regions of these countries experience non-state or informal governance in a variety of shapes and forms, some more functional than the state governance structures. In Western industrial countries, informal, non-state governance structures complement or exist outside of formal state governance.



Too often, approaches to state building assume governance should stem from the authority of a central state. Like many other countries, in the United States, there is an ongoing tension about the power and authority of the central state. Many would prefer to limit Federal Government power and emphasize state rights and the role of civil society in providing governance programs to assist those in need.

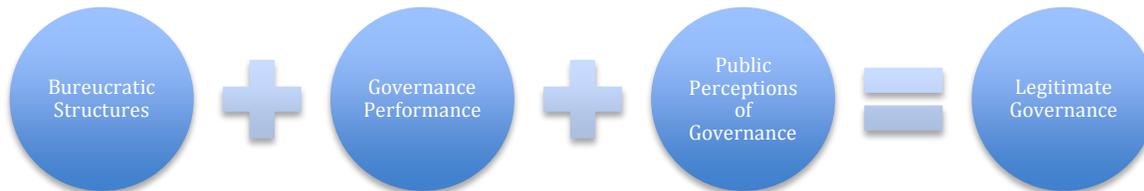
Process of Governance

HOW governance is done is as important as *WHAT* is done. The *Busan Principles for Effective Development Assistance* apply also to the field of governance, emphasizing **local ownership, inclusive partnerships** characterized by openness, trust, mutual respect and learning, and **transparency and accountability**.

Key Questions:

Governance for what purpose? For whom? By what process? With what resources?

The degree of functional and legitimate governance is a function of three factors, illustrated below. These include the governance capacity or bureaucratic structure and revenue; the governance performance in different sectors such as providing for transportation, education, healthcare, economic stability, security and other human needs; and the public perception of how well their economic, social, political and other needs are met through these governance structures.



Case Study: Governance in Afghanistan

Inadequate Western understanding of non-state-based governance has been a significant limitation for developing effective strategies in Afghanistan. There were three broad approaches to governance in Afghanistan. First, many policymakers formulate the key problem of governance in Afghanistan as one of needing *to extend the reach of the central state*. This approach then focuses on increasing the power and resources of the current Karzai administration. Reconstruction efforts aim to win the hearts and minds toward supporting this same administration and opposing armed insurgent groups. But this approach is too narrow and has shown to have significant limitations with widespread perceptions of government corruption. The second approach, sometimes paired with the first, focuses on *reducing corruption*, so as to foster *legitimacy* for the central government.

A better approach to governance in Afghanistan would have sought to *coordinate formal and informal governance* efforts between the central state, local tribal and traditional powers, and Afghan government programs that worked closely with NGOs to foster the inclusion of women and young people in governance processes, such as in the National Solidarity Program.

Military Support to Peacebuilding

1. Indirect and Infrastructure Support for Governance

Military forces support governance when they respond to specific civilian requests for indirect assistance such as transportation and infrastructure support for governance initiatives taken by either government or civil society in a way that emphasizes complementary approaches to governance.

2. Law and Order (Peacekeeping, Policing)

Military forces contribute to governance when they support criminal justice procedures and methods that apprehend rather than kill perpetrators of violence, as this reinforces democratic processes and legitimacy of governing institutions and avoids the 2nd and 3rd order negative impacts that may come from use of deadly force.

3. Security Sector Governance

Military forces contribute to good governance of the security sector when they clearly communicate to security forces in partner nations the benefits of democratic governance, civil authority over security forces and the role of security forces in protecting civil society.

*Prepared by Lisa Schirch for "Military Support to Governance" Conference, April 20, 2014. The opinions in this policy brief represent the author and not the Alliance for Peacebuilding, a network organization. This policy brief is adapted from a chapter written by "Formal and Informal Governance in Afghanistan." Schirch, Lisa and Karim Merchant in *Strategic Realities in Irregular Conflict*. Center for Naval Analysis and the National Defense University, January 2013.*