Abstract

While there is broad agreement among scholars and practitioners on the importance of 'good governance', 'the rule of law' and 'effective institutions' for ensuring positive development outcomes, we have a much poorer understanding of how such goals should be realised. Whether informed by modernisation theory, Marxist perspectives or neoclassical assumptions, the prevailing imperatives guiding the work of development actors—from international agencies to national line ministries and local non-government organisations-tend to produce reforms that encourage (and in some cases actively require) rapid, linear, technically driven transitions to pre-determined end-state institutional forms deemed to be global 'best practice'. Drawing on two very different cases from Indonesia and Cambodia, we outline an alternative, more process-oriented approach that focuses on building 'interim institutions'-that is, formal or informal institutions conceived of in terms of their potential to engage with and incrementally transform the political economies within which they exist. Successful interim institutional approaches, we suggest, are hybrid in their nature; they are based on local knowledge but promote principles of rule-based, transparent and accountable decision making towards an end-state which emerges through a process of equitable political contestation ('good struggles'), and is thus largely unknowable ex ante. A key goal of development assistance strategies should be to support the emergence of interim institutions which can both facilitate and be transformed by such contests.

Keywords: Interim institutions, Political contestation, Development processes, Rule of law, Local knowledge

Daniel Adler is a consultant with the World Bank based in Phnom Penh, Cambodia.

Caroline Sage is Counsel in the Justice Sector Reform Unit within the Legal Vice Presidency at the World Bank, Washington DC, USA.

Michael Woolcock is Professor of Social Science and Development Policy, and Research Director of the Brooks World Poverty Institute, at the University of Manchester.

Acknowledgements

This paper stems from several years of research on local governance reform initiatives in Indonesia and Cambodia, supported by a range of donor agencies and the World Bank, whose support we gratefully acknowledge. The paper has also benefited from extensive conversations on these issues with Patrick Barron, Gillian Brown, Robert Chase, Rachael Diprose, Scott Guggenheim, Doug Porter, Lant Pritchett, Claire Smith and Mathew Stephens, as well as feedback provided by attendees at seminars given at University of Oxford, The Law and Society Conference (Berlin), Gothenburg University, the World Bank and the Norwegian Association for Development Research. This paper represents the views of the authors alone, and should not be attributed to the World Bank, its executive directors, or member countries. We accept full responsibility for errors of fact and interpretation.