

8 A MULTI-STAKEHOLDER PARTNERSHIP ON PEACEBUILDING

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The current international setup is inadequate to deal with global issues of today: treaties, global conferences or hierarchical world governance do not work efficient enough to solve key global issues. Different stakeholders have to cooperate globally in a network structure to set norms, draft solutions and make mechanisms for implementation. The last decade many multi-stakeholder partnerships have been established on different global issues. However on peacebuilding such a structure is still missing although cooperation between the different stakeholders as governments, UN agencies, scholars and CSOs at the global and regional level is urgent. We propose to establish a Forum on Peacebuilding where different stakeholders will meet annually and discuss key issues in the field of peacebuilding and search for solutions.

The other chapters of this Issue Paper focus on the relationship between governments and civil society in the field of peacebuilding. They mainly have a national focus. This chapter describes a rather recent phenomenon of Global Multi-Stakeholder Partnerships or Global Action Networks (GANs). They operate in different fields, among others development, health and water. We can learn a lot from the development and the motivation of governments, UN agencies and/or donors to establish those GANs when we consider establishing a GAN on peacebuilding. We should use the examples from other fields or sectors, to observe and learn how a similar entity for our field could be established in the future. The cases described in this Issue Paper give examples of cooperation between governments and CSOs at a national level. We clearly see a development that governments at the national level acknowledge a complementary role of CSOs which gives added value to what is needed in the peacebuilding field. The same reasons for such a cooperation can be applied on the global level.

8.1 Multi-Stakeholder Partnerships and Global Action Networks

In the last few decades, we have been faced with the urgency to deal with a diversity of global issues

The current international setup for solving inherently global issues (IGIs is essentially not up to the task)

- Treaties and conventions
Too slow for burning IGIs
- Intergovernmental conferences
Too short on follow-up mechanics
- G7/8, G-X type groupings
Four limitations:
 - 1 Methodology
 - 2 Exclusiveness
 - 3 Knowledge limitations
 - 4 Distance to the people
- Global multilateral institutions
Not able to handle IGIs alone

Source: J.F. Rischard, *High noon, Twenty Global Problems, Twenty Years to Solve Them*, p.159

(Millennium Development Goals, climate change, biodiversity, rain forests, public health and so on). These issues cannot be solved at the national level but at the global level adequate structures are usually not in place to take the necessary decisions and implement them.

J. F. Rischard, Vice-President of the World Bank for Europe, described convincingly in his book *High Noon, Twenty Global Problems, Twenty Years to Solve Them*¹⁰⁰, how the current international setup is inadequate to solve the key global problems. Drafting treaties takes far too much time; intergovernmental conferences have often no good follow-up mechanisms and the UN agencies are not able to handle those issues alone, in the cases that such agencies exist on the specific global

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¹⁰⁰ Rischard, J.F., New York 2002

A hierarchical world government?

In the next twenty years, there is not a chance that we will see a hierarchical “world government” concept emerging as a solution

A case study

not functioning at world level



Source: J.F. Rischard, *High noon, Twenty Global Problems, Twenty Years to Solve Them*, p.166

issue, what often is not the case.

If we compare the EU with the United Nations, we can see how difficult it is to deal with many issues at an intergovernmental level of dozens of governments even when they have a lot in common. It is evident that what is already extremely difficult at the EU level, is nearly impossible at the level of the UN, in the near future.

Rischard proposes *networked governance* versus *hierarchical government*. He proposes to minimise complexity and hierarchy, and cooperation between different stakeholders as governments, business, scholars and CSOs by establishing Global Issue Networks (GIN). His analysis of the current international governance system makes sense. His proposal for GIN, happened to be a fast development of GANs.

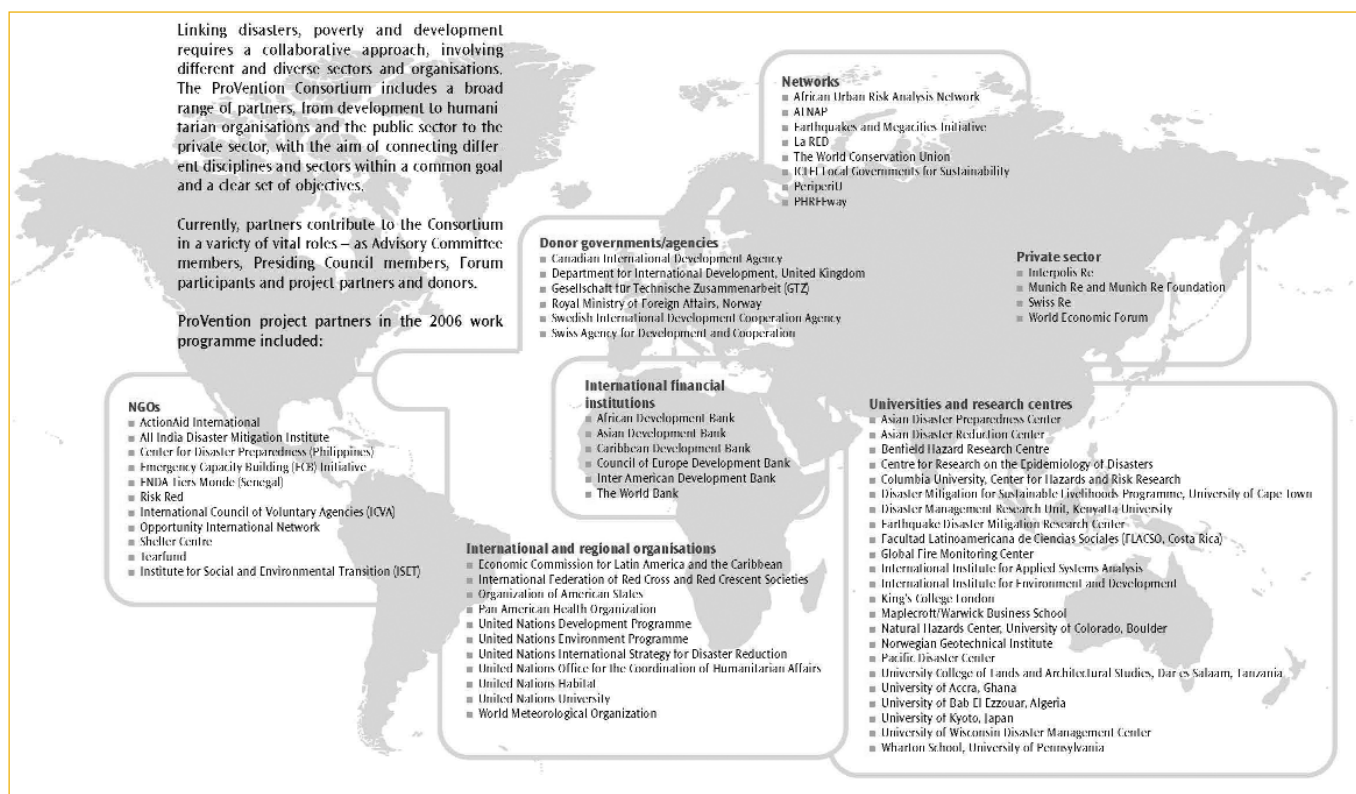
We are witnessing various processes in which different stakeholders (UN, governments, donors, CSOs) have decided to join their efforts to tackle global problems in so-called Global Multi-Stakeholder Partnerships or Global Action Networks (*GANs*). There are many reasons why GANs have been established: the main reason is to bring different stakeholders together to discuss key priorities of the specific field and get these higher on the political agenda. There is a growing

acknowledgement that different stakeholders have different knowledge/functions/resources and powers, and all are needed for global solutions. Stakeholders with complementary roles have to cooperate.

In some occasions different leading institutions agreed that they should establish a multi-stakeholder partnership, like the World Commission on Dams or the Stopping TB campaign, realizing no actor could do it alone. In other cases the conclusion of a large global UN conference was that the best follow-up mechanism was to establish a GAN. In different instances big donors as World Bank took the initiative.

The growth of GAN started especially after the end of the Cold War. Examples of earlier GANs are the Red Cross, ILO and IUCN. The Red Cross was founded in 1863. Legally it was an NGO but it was an inter-organizational network created with intimate government involvement, known today as the International Committee of the Red Cross and the International Federation of Red Cross and Red Crescent Societies. In 1919, the government-labour-employer-constituted International Labour Organisation was established. In 1948, the World Conservation Union (IUCN) brought together governments, scientific communities and environmental NGOs.

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Source: Provention Consortium partner profiles. Annual Report 2006 Working in Partnership. To build safer communities and reduce disaster risk, Pg: 31.

GANs aspire to develop five core traits:

- A public good imperative that is realized by aligning collective values and divergent private interests.
- A worldwide and multi-level framework for action that crosses nations and cultures, and connects global to local.
- A systemic change agent role that engages an array of stakeholders across sectors from government, business and civil society to create profound and broad societal learning and change.
- A dynamic inter-organizational network structure that fosters sustained and generative links among diverse groups and projects.
- A boundary-crossing action strategy that builds bridges across various divides such as North/South, rich/poor, practitioners and researchers.¹⁰¹

Following the definition of Steve Waddell and Sanjeev Khagram in *Multi-stakeholder global networks: emerging systems for the global common good*¹⁰², GAN's activities can be differentiated in five different types: global system organizing (by creating meetings and information

networks and growing cooperation), learning/knowledge generation; shared visioning (focused on collective planning, dialogue and their role as change agent); reporting and measuring; and financing.

To mention some examples: the Global Water Partnership¹⁰³, established after the Rio conference of 1992, is a working partnership among all those involved in water management to support countries in the sustainable management of their water resources. The Global Knowledge Partnership¹⁰⁴ promotes innovation and advancement in knowledge, information and communication technologies for development. The GKP has a broad diversity of

101 S. Wandell and S. Khagram, Multi-stakeholder global networks: emerging systems for the global common good, in: Partnerships, Governance and Sustainable Development: Reflection on theory and practice. Edited by P. Glasbergen, F. Biermann, and others. Pg 261-287. Edward Elgar Publishing, 2007.

102 Ibid.

103 www.gwpforum.org (Global Water Partnership)

members as international organisations (the European Commission, Asian Development Bank, FAO, UNDP, UNESCO, World Bank), public institutions (the Swedish International Development Cooperation, SIDA, the Swiss Agency for Development and Cooperation), commercial institutions as Microsoft and Civil Society Organisations. The Global Reporting Initiative¹⁰⁵ is a multi-stakeholder process and independent institution whose mission is to develop and disseminate globally applicable Sustainability Reporting Guidelines. The Stop TB partnership¹⁰⁶, established by the WHO in 2000, is a network of more than 500 donors, national and international organisations, governments, NGOs and academics working together to reduce the toll of TB worldwide and ultimately achieve a world free of TB.

The Provention Consortium¹⁰⁷ is a global coalition of international organisations, governments, private sector, CSOs and academic institutions dedicated to increasing the safety of vulnerable communities and to reducing the impacts of disasters in developing countries. It provides a forum for multi-stakeholder dialogue on disaster risk reduction and a framework for collective action. It aims to advance disaster risk management policy and practice in developing countries by:

- forging partnerships and linkages;
- advocating amongst policy decision makers;
- developing innovative approaches to the practice of disaster risk management;
- sharing knowledge and resources for organisations and practitioners active in disaster reduction.

8.2 Phases, governance and impacts of GAN

GANs develop in different ways. Some start at a global level from where they can develop a more regional focus or even a national approach. The Global Water Partnership experienced all these phases and the Education for All is organised at all three levels. The IUCN-World Conservation Union, has representatives from each of the eight regions. Another difference in the development of GANs is that some are established as multi-stakeholder partnerships from the beginning, while others are becoming a network ‘by evolution’.

Many partnerships have representatives from different stakeholders in their governing structure. Some have a similar number of representatives for each stakeholder; in other networks this differentiates. The Ethical Trading Initiative for instance, has a board with three representatives from the corporate sector, three from NGOs/civil society and three from trade unions. The Building Partnerships for Development in Water and Sanitation has a 13-member Board of Directors, comprised of four representatives each from the public sector, the private sector and civil society and an independent chairperson. The Fair Labour Association has a Board of Directors with six industry representatives, six labour/NGO representatives, three university representatives and a chair. The Global Knowledge Partnership has an Executive Committee of nine members, elected by the members, while encouraged to take in account regional and multi-stakeholder partnership.

Another difference is the structure of the network. Some have a formalized structure, others are more informal. Their main aim is to bring different stakeholders together and set the agenda for the field. They do not have a formal decision-making body. An example of this structure is the Provention Consortium.

The Intergovernmental Panel on Climate Change (IPCC), that won the Nobel Prize for Peace in 2007 together with Al Gore, is another interesting example of a Multi-Stakeholder Partnership and shows how many governance structures and modalities of cooperation there are. The IPCC was established by the World Meteorological Organisation (WMO) and the United Nations Environment Programme (UNEP) in 1988. The Panel’s role is to assess on a comprehensive, objective, open and transparent basis the best available scientific, technical and socio-economic information on climate change from around the world. It is an intergovernmental body that is open to all member countries of UNEP and WMO. The Panel meets in plenary sessions about once a

104 www.globalknowledge.org (Global Knowledge Partnership)

105 www.globalreporting.org (Global Reporting initiative)

106 www.stoptb.org (Stop TB partnership)

107 www.proventionconsortium.org (ProVentium Consortium)

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year and its meetings are attended by hundreds of representatives from governments and participating organisations. The IPCC has three working groups and a Task Force. Within this framework, and especially in the working groups, some 3,000 researchers and NGOs from all over the world cooperate. IPCC reports are written by teams of authors, which are nominated by governments and international organisations and selected for a specific task according to their expertise. They come from universities, research centres, business and environmental associations and other organisations from more than 100 countries. Several hundred experts from all over the world are normally involved in drafting IPCC reports. In addition, several hundred experts participate in the review process.

Many GANs can mention considerable results, for instance in terms of the number of countries they have implemented programmes. The Global Water Partnership, has introduced international water resource management to over 100 countries. One of the results of the Global Reporting Initiative is that 800 multinational corporations are using the developed universal standards. The Microcredit Summit Campaign has reached millions of families. For all GANs, putting and keeping their issue high on the global agenda is crucial.

8.3 Multi-stakeholder partnership and peacebuilding

There is a global GAN-Net emerging. Called Global Action Network-net¹⁰⁸, it is the umbrella association that provides the communities of practice and action-learning mechanisms to increase their effectiveness. GAN-Net counts about 40 GANs. All are in different stages of development. None of those 40 networks are however cooperating in the field of peacebuilding. Therefore GPPAC is interested to develop a GAN in our field. It therefore participates in GAN-Net meetings. Various GANs are delivering public goods, while others are setting norms that are endorsed, for instance on reporting.

If there is any global issue where all stakeholders have to cooperate, it is on the issue of peacebuilding. Although peacebuilding is quite complex it is crucial

that all actors should be involved. The Carnegie Commission clearly stated a decade ago that no one actor can create peace alone. After all, *“the prevention of deadly conflict is, over the long term, too hard – intellectually, technically, and politically- to be the responsibility of any single institution or government, no matter how powerful. Strengths must be pooled, burdens shared, and labour divided among actors.”*¹⁰⁹

At the level of the UN, the Security Council is primarily responsible for the maintenance of international peace and security. However, it is focusing more on the management of conflicts than on prevention of conflicts. In the Report of the Secretary General of the United Nations *In Larger Freedom* it was recognized that peacebuilding is a gaping hole in the UN system. Although progress has been made with the Peace Building Commission, there is still a gap between the ambitious mandate of the PBC and what it is able to deliver. The international system of peacebuilding is relatively weak and there is a need to generate high level political support for improving peacebuilding mechanisms, programs and resourcing.

8.4 GPPAC and a multi-stakeholder partnership

GPPAC is aiming for a multi-stakeholder partnership. The GPPAC Charter writes in its mission statement: *“GPPAC is a multi-stakeholder network of organisations committed to act to prevent the escalation of conflict into destructive violence, at national, regional and global levels. This multi-stakeholder network includes civil society organisations, governments, regional organisations and the United Nations.”*

In Chapter 6 of this Issue Paper Detlev Wolter describes the Group of Friends on Conflict Prevention which was chaired by the German and Swiss mission in New York with active participation and support of GPPAC. It involved more than 40 missions. The involvement of so many supportive missions in New York made it possible

108 www.gan-net.net: Global Action Network net

109 Carnegie Commission on Preventing Deadly Conflict, Preventing Deadly Conflict. Final Report, with Executive Summary, 1997: Carnegie Cooperation of New York, p.xiv

that GPPAC could organize the first civil society conference ever held at the UN Headquarters, where the agenda was set by CSOs. The conference was organized in cooperation with the Department of Political Affairs, the department responsible for conflict prevention within the UN and the same department that drafted the 2001 *Prevention of Armed Conflict* report.

The World Bank report on Civil Society and Peacebuilding listed many unique and important roles CSOs can play. It recommended - among others - enhancing donor coordination and considering a joint platform for on-going discussion and sharing of experience on the issue of civil society and peacebuilding. GPPAC was considered being part of such a joint platform.

In October 2006 GPPAC organised a Strategy Meeting where common issues between civil society and donors were discussed. It was attended by nine government representatives. Although exchange of information, consultations and ad-hoc cooperation among governments and with the UN has taken place, a more structured cooperation like described in some of the above mentioned Multi-Stakeholder Partnerships would be desirable.

In our view it is more appropriate to keep GPPAC as a global civil society network, but to aim for a Multi-Stakeholder Partnership on Peacebuilding. GPPAC would be one of the main CSO representatives.

8.5 A Forum on Peacebuilding

Multi-stakeholder Partnerships are being established on many global issues because the stakeholders see a need to cooperate together since they have complementary roles and can contribute to global issues in different ways. These roles include setting and prioritising the agenda for the field; to exchange experiences and learn from each other; social mobilisation and outreach; to implement specific programs together. But the overriding acknowledgement is that the different stakeholders need to cooperate to achieve common goals.

These lessons count for most global issues, and that includes the peacebuilding field. Some Multi-stakeholder Partnerships have a solid governance structure and a balanced representation for different stakeholders, others have a more informal structure. We propose to make a start by organising in the near future a **Forum on Peacebuilding** where representatives from key constituencies/stakeholders meet informally. Agencies can exchange information and discuss new and controversial ideas. Such social interchange has proven to be very useful in other similar cases and complements other more formal coordination mechanisms or constitutions. Providing a Forum for dialogue and a Framework for collective action, is crucial. There should be a balance between government and non-governmental representatives, between north and south, a gender balance and a balance in backgrounds of governmental background, UN agencies, civil society organisations, academia and research institutes, practitioners and others.

It would be good to organise such a Forum in the near future at the global level, but it is a challenge to organise it on the regional level as well, perhaps in a later stage. It would be very helpful and encouraging if different stakeholders within a region could discuss common concerns, goals and priorities.

It seems the time is ripe for such an initiative. Caux, the Swiss Center of Reconciliation operated by Initiatives of Change, will in the summer of 2008 offer a unique possibility to meet a great diversity of people. Caux is known for its special atmosphere and has since 1946 been active in reconciliation and peacemaking. Mohamed Sahnoun, the new president of Initiatives of Change International, and a senior Algerian diplomat with 30 years of experience in peacebuilding in Africa, has invited dozens of influential personalities from the world of politics, thought, civil society and the media for a Caux Forum on Human Security. Mohamed Sahnoun visualizes a yearly Forum for Human Security. This can be an important step in the direction of a Forum on Peacebuilding.

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8.6. Global Summit on Conflict Prevention and Human Security

In the spring of 2007, the EastWest Institute (EWI)¹¹⁰ established an *International Task Force on Preventive Diplomacy*. The strategic goal of this Task Force is to devise practical mechanisms to generate domestic and international political will in order to shorten the time between early warning and effective action on the prevention of violent conflict. The Secretary-General of GPPAC is a member of this Task Force.

The Task Force is supported and guided by a *High-Level Advisory Board (HLAB)*, which includes, among others, Martti Ahtisaari, former President of Finland and Special Envoy of the UN Secretary-General for the future status process for Kosovo, Lakhdar Brahimi, former UN Under-Secretary-General and Special adviser of the UN, and Gareth Evans, former Foreign

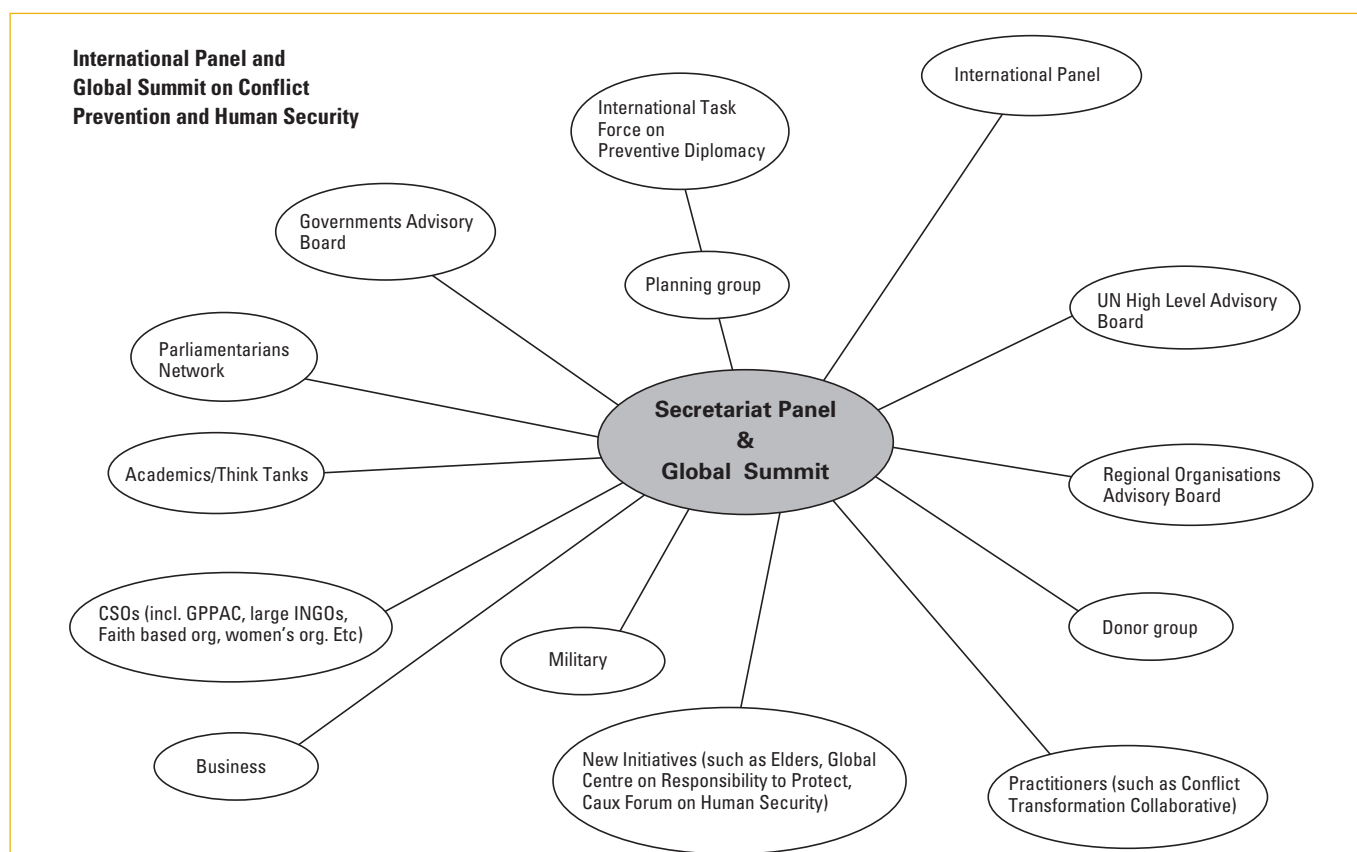
Affairs Minister of Australia and President of the International Crisis Group.

One of the current activities of the Task Force has been the development of the proposals for an **International Panel** and a **Global Summit on Conflict Prevention and Human Security**. The proposal is supported by the HLAB, and at the moment members of the task force are engaged in sounding out governments, UN agencies and other constituencies to refine the proposals. The suggested scheme of the proposed Panel and the Global Summit can be seen below. The Global Summit is inspired by the idea mentioned in paragraph 8.5, of a *Forum on Peacebuilding*. One can see the Global Summit as the implementation of this idea.

The time is ripe for this initiative that brings together all stakeholders in the field of peacebuilding on key issues. The initiative is broadly welcomed.

110 For more information about EWI and the taskforce, please visit the following website: www.ewi.info

The work of the proposed *International Panel* will focus on reframing traditional security policy towards the



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development of effective early diplomatic and operational alternatives to violence, which will in turn strengthen national and international capacities for sustainable and peaceful resolutions of conflict. The Panel will provide an authoritative focal point for the assessment, operation and evaluation of global action to manage and prevent violent conflicts. The Panel will be a good mix of internationally and regionally known stateswomen and men and personalities from all layers of society, including from civil society and the security community. The Panel will consist of about 30 members.

The Panel will hold a multi-stakeholder, biennial *Global Summit* bringing together the peacebuilding community

and the traditional security policy community to reach consensus and set the agenda on key policy issues. Every two years an assessment report will be developed on the progress made towards consensus and recommendations from the Global Summit will be drafted. From each stakeholder, a small group of highly respected champions (geographically spread and gender balanced) will be brought together to further develop a broader field of the different stakeholders. A planning group will be established, which will include over time persons from different stakeholders. Both proposals, for the Panel and the Global Summit, aim to get the issue of conflict prevention higher on the international political agenda, with the active participation and involvement of all relevant stakeholders.