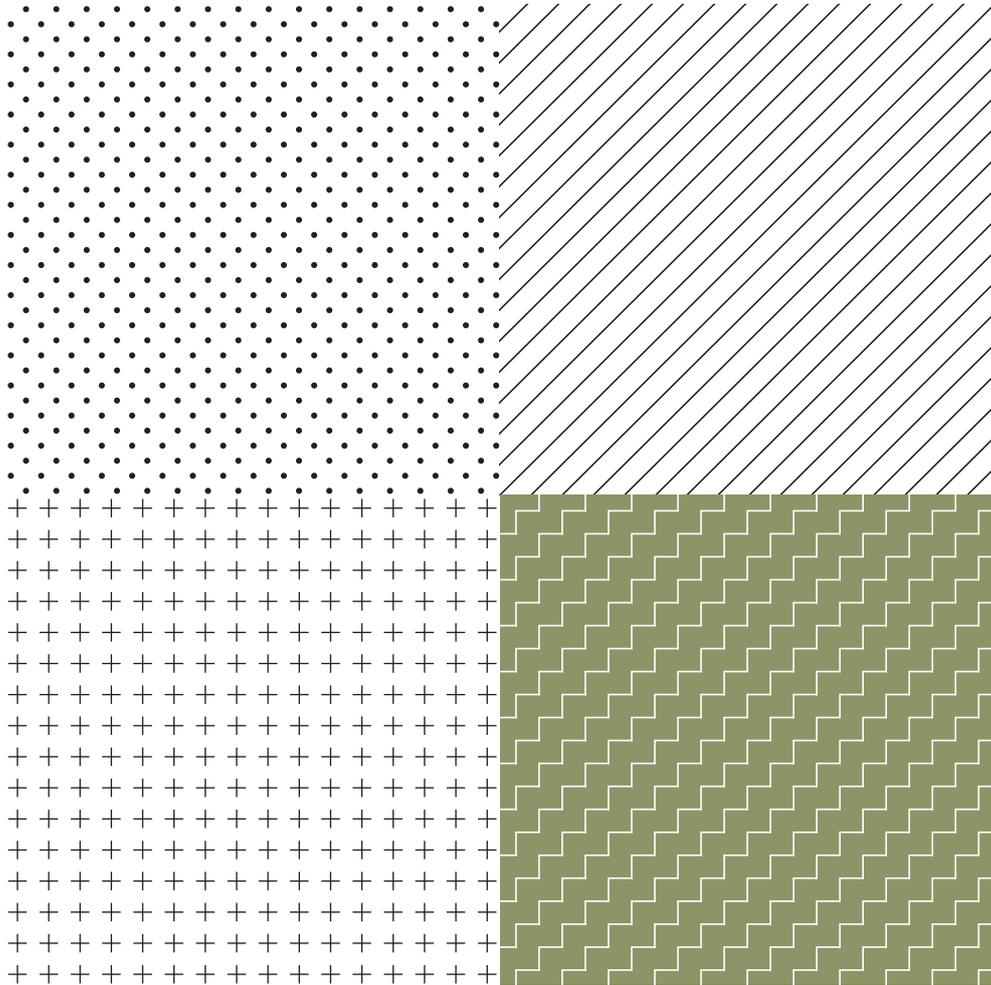


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ENHANCING EU PEACEBUILDING CAPABILITIES



## Multi-stakeholder Coherence at the Core of EU Comprehensiveness

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## Colophon

# MULTI-STAKEHOLDER COHERENCE AS THE CORE OF EU COMPREHENSIVENESS

30 November 2015

Deliverable 2.3: Scoping Study on Multi-stakeholder Coherence

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ESSEC IRENÉ - Institute for Research and Education on Negotiation

**ESSEC**  
BUSINESS SCHOOL

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Institute for Research and  
Education on Negotiation

## Whole of Society Conflict Prevention and Peacebuilding

This scoping study was produced as part of the project “Whole of Society Conflict Prevention and Peacebuilding”, which aims to enhance the EU’s peacebuilding and conflict prevention capabilities.

It is one of the seven scoping studies that aim to define the state of the art knowledge about civilian means for conflict prevention and peacebuilding, and identify research gaps in relation to several cross-cutting themes and clusters that the project focuses on. More information at [www.woscap.eu](http://www.woscap.eu)

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This project is funded by the EU’s Horizon 2020  
Research and Innovation Programme  
Grant agreement no. 653866

## Executive Summary

The multi-stakeholder approach refers to a reflection on the EU's choice of partners in order to act coherently in the field of peacebuilding and conflict prevention. One of the major difficulties of this scoping study lies in the fact that the term "multi-stakeholder approach" does not exist as such, neither in EU official documents, nor in the literature. This notion has not been conceptualised, but implicitly appears as an intrinsic part of the Comprehensive Approach developed by the EU and defined as: "The Council [of the European Union] stresses that the Comprehensive Approach is both a general working method and a set of concrete measures and processes to improve how the EU, based on a common strategic vision and drawing on its wide array of existing tools and instruments, collectively can develop, embed and deliver more coherent and more effective policies, working practices, actions and results" (Council of the EU, 2014, p.1). The Joint Communication on the EU's Comprehensive Approach also stressed that "comprehensiveness refers not only to the joined-up deployment of EU instruments and resources, but also to the shared responsibility of EU-level actors and Member States" (HRVP, 2013, p.3). The European authorities have considered this concept as a leading principle for the EU's external action (HRVP, 2013, p.2), as "this contributes greatly to the Union's ability to play a positive and transformative role in its external relations and as a global actor" (Council of the EU, 2014).

The ability of the European Union to address contemporary security challenges is both contingent on context-specific and operational challenges in the field, and subject to its own internal political and policy dynamics. The context of multiplication of the actors involved in the field of peacebuilding and conflict resolution, often implies confusion and counterproductive results due to lack of coordination. International peacebuilding interventions face two central challenges. The first challenge concerns coordination and synergies in the field, due to an increasing range of national, regional and international actors involved in peacebuilding. The second challenge is about ensuring the relevance and ownership of such interventions to local populations. In addition, within the general field of international relations, there has been a change in the perception of who are the relevant actors in peacebuilding and conflict prevention actions, with a focus on the effectiveness of local stakeholders, such as regional organisations, Non-Governmental Organisations (NGOs) or civil society, in compliance with the United Nations (UN) principle of subsidiarity. This principle is included in Chapter VIII of the UN Charter, and states the primacy of local and regional actions "to achieve pacific settlement of local disputes through [...] regional arrangements or by [...] regional agencies either on the initiative of the states concerned or by reference from the Security Council" (United Nations, 1945). The subsidiarity principle has been formally enshrined in EU law by the Maastricht Treaty in 1992, and also incorporated within the Treaty of the European Union (TEU) as a fundamental principle with the Lisbon Treaty. From a whole-of-society perspective, comprehensiveness starts at the local level, and implies that the EU seeks to work in synergy alongside other state and non-state actors, to leverage partnerships and burden-sharing from the local to national and regional levels.

Regarding its financial and technical means, with a wide range of instruments at its disposal, the European Union has considerable involvement capabilities around the world and is the largest provider of international aid in the world. The idea behind the WOSCAP project is

that the EU's peacebuilding interventions can be more effective and produce more sustainable results if these challenges are addressed up-front and as part of an inclusive whole-of-society approach. Therefore, the European Union (EU) is committed to 'effective multilateralism' as a normative principle through comprehensiveness, in order to achieve optimum division of labour and to improve coherence. The multi-stakeholder approach has been an intrinsic part of the EU's Comprehensive Approach, based on co-operation and collaboration among multiple actors. It has not been conceptualised in EU policies but this scoping study proposes that the multi-stakeholder approach includes three categories of actors. First, coherence and complementarity have been valued within the EU and Member States, across the range of EU institutions and capabilities including civilian and military actors and processes. The multi-stakeholder approach also implies coherence with international and regional governmental organisations, such as the UN, the Organisation for Security and Co-operation in Europe (OSCE), and the African Union (AU), but also coherence between the EU and civil society organisations and the private sector. In addition to these three dimensions, this scoping study identifies two lines of analysis: the multi-stakeholder approach refers to the inclusion of actors, the way these actors are working together, through partnerships, sharing of information, dialogue, etc.

By paying attention to realities both at field-level and in the policy arena in Brussels, this scoping study aims to show that the EU multi-stakeholder approach has been a progressive process. This scoping study will first give an overview of the historical developments of the EU multi-stakeholder approach through comprehensive instruments and policies. Then, the study will cover the different multi-stakeholder approaches implemented by the EU in order to work towards enhanced comprehensiveness, first within EU institutions and Member States, with international and regional governmental organisations and with civil society organisations. Each part will be analysed through the prism of coherence, both in terms of inclusivity and of experience of working together. Then, the study will give an overview of the connections and overlaps with other peacebuilding and conflict prevention concepts and approaches.