OPPORTUNITIES AND CHALLENGES FOR MULTI-STAKEHOLDER PARTNERSHIPS: LINKING CLIMATE CHANGE WITH THE POST-2015 DEVELOPMENT AGENDA

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ACRONYMS:

COP21	Conference of the Parties
CSD	United Nations Commission on Sustainable Development
DFID	Department of International Development (UK)
GAIN	Global Alliance for Gained Nutrition
GAVI	Global Alliance for Vaccines and Immunization
GWP	Global Water Partnership
IO	International Organization
IPCC	Intergovernmental Panel on Climate Change
MDG	Millennium Development Goal
MSP	Multi-stakeholder Partnership
NGO	Non-Governmental Organization
OECD	Organization for Economic and Social Development
PARC	Performance Assessment Resource Centre
PPP	Public-Private Partnership
REEP	Renewable Energy and Energy Efficiency Partnership
SDG	Sustainable Development Goal
UNFCCC	United Nations Framework Convention Climate Change
WASH	Water Sanitation and Health Partnership
WSSD	World Summit on Sustainable Development
WSUP	Water and Sanitation for the Urban Poor

EXECUTIVE SUMMARY:

The role of multi-stakeholder partnerships as potential tools for the support of a sustainable development, and in particular for the limitation of dangerous effects of climate change in the context of the post-2015 Agenda[1], has been put under renovated attention in the latest months.

In fact, the adoption in New York of the Sustainable Development Goals (SDGs, September 2015) and the 21st session of the Conference of the Parties of the UN Framework Convention on Climate Change in Paris (COP21 of UNFCCC, November – December 2015) are giving a renovated awareness of the importance of environmental sustainability for a maintainable and irreversible socioeconomic development. Environmental sustainability inevitably includes the limitation of climate change, which drastically affects many development aspects addressed by the post-2015 Agenda, given its multi-dimensional nature involving several spheres of human existence[2].

Even though until now the political answer to the controversial challenge of climate change has been limited, we have observed, starting since 2000, the creation of hundreds of thousands of multi-stakeholder partnerships involving multiple kinds of state and non-state actors. Their activities, carried out both within and outside the UN Framework, are focused on the development-related sectors affected by climate change and/or on a direct limitation of this phenomenon.

This report shows how these partnerships are established, with a special attention devoted to the sectors of health protection and water management, which are both severely influenced by climate change. At the beginning, an initial description of the context in which the above-mentioned multi-stakeholder partnerships operate is made, with a particular attention to the problems they are called to address and the political gap they fill. The report then presents the methodologies of research adopted and a brief history of the evolution of these multi-stakeholder partnerships through a literature review. The core of the research is represented by a section highlighting both the actual strengths and the weaknesses in terms of effectiveness and efficiency of multi-stakeholder partnerships operating to limit climate change and its effects. This section has been realized through semi-structured interviews to different types of stakeholders involved in this kind of partnerships. We will conclude that, even if these multi-stakeholder partnerships are a powerful and innovative strategy for the preservation of sustainable development, the differences in methodology, strategies and culture that are present among the various stakeholders risk to reduce their functioning. The analysis ends with a description of potential tools capable of avoiding these difficulties in vision of a renewed engagement of the international community for the implementation of the post-2015 Agenda.

Key words*: Multi-stakeholder partnerships, Stakeholders, Climate change, Health protection, Water management, Sustainable development, SDGs, Multi-sectoral cooperation, Conflict of interest, Divergence of culture*

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[1] The new Agenda of sustainable development adopted in September 2015 in New York (i.e. the Sustainable Development Goals).
[2] This peculiarity will be define in the paper as the "cross-cutting" nature of climate change, and it will be deeply explained in paragraph 1.2.

PREFACE:

You already know enough. So do I. It is not knowledge we lack.
What is missing is the courage to understand what we know and to draw conclusions.
Sven Lindqvist

As the Swedish writer Sven Lindqvist reminds us, knowledge is powerful: it provides tools and experience at the basis of every process of problem solving. Solutions cannot be found if you do not know what the problem you have to overcome is, in particular its deep roots, causes and consequences.

Nowadays, we are living in a world in which the interdependence between its different components is increasing the complexity of the international system. From economic trade to migration and environmental protection, all the main topics on the international agenda require a deep understanding of international dynamics. Among the topics international policy makers have to be most worried about, we can include climate change, as we will soon explain. This phenomenon can be directly observed through a persistent increase of average global temperatures, but its nature is much more complex than that, and it involves negative consequences almost in every sphere of human life and development. Because of this cross-cutting nature[3], climate change is likely to become the biggest challenge next generations will have to face, and even if our knowledge on the topic is still incomplete (for instance because all current climatic models still have a sizeable margins of error) it already provides us with all the necessary tools to limit its intensity[4]. Using a metaphor, we can say that the international community has already access to a well-furnished toolbox. What we know now about climate change and its multiple effects should be sufficient to promote adequate answers of limitation from international policy-makers. These answers may take the form of multilateral agreements between the States, or partnerships also including non-state actors: in both cases, they completely depend on stakeholders' willingness of getting involved and taking action[5]. If such willingness has till now been weak from the side of governments (see paragraph 1.5), a bigger activism has been recorded from the side of non-state actors, generally engaged in multi-stakeholder partnerships (see Chapter 3).

In the following introductive chapter, we are going to briefly describe the existing knowledge about climate change and its multi-sectoral effects (the toolbox currently available to the international community), with a privileged focus on health and water. In the next chapters we will see if and how multi-stakeholder partnerships (from now onwards we will use the abbreviation MSPs) have used this toolbox.

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[3] The analysis of this concept will be presented in paragraph 1.2.
[4] Stern, N. "Stern Review: the Economics of Climate Change", (London: HM Treasury 2006).
[5] Global Social Observatory, "Proposal for the Development of a Platform on Multi-stakeholder Partnerships to Address 2015 Challenges and Opportunities," (Geneva 2015).

1. INTRODUCTION: Linking Climate Change and Sustainable Development

1.1 The science of the Climate Change

An increase in global temperatures started to be observed from the second half of the 20th century and has produced till now an average warming between 0.6 and 0.7°C, with respect to the pre-industrial era. Such a difference constitutes a relevant anomalous change of the stable trend followed by temperatures during the previous millennia, and, although seemingly small, it is for example able to modify climatic patterns of entire ecosystems by shifting the distribution of rainfall[6].

Scientific evidences have established a strict correlation between this global warming and the atmospheric concentration of the so-called greenhouse gases (GHGs). These latter are mainly composed of carbon dioxide (CO_2) molecules and create a sort of cap around the Earth absorbing solar radiations and avoiding heat dispersion. Their presence has kept the Earth much warmer than it would be otherwise, and it facilitated the presence of life on our planet. However, their atmospheric concentration has been witnessing now a steep increase since the implementation of an economic development based on a massive industrialization. In effect, the burning of fossil fuels connected to industrial and a transport activity is the main responsible of the increased concentration of greenhouse gases. This indicator will significantly increase further in future, together with the average global temperatures, if no relevant changes in the present economic strategies are implemented. In a "business as usual" scenario, a probability of about 75% is envisaged to reach a global warming of about 5°C by the end of the century. The realization of this prediction would make the Earth experience in less than 200 years the same temperature variation as the one observed during the last 10,000 years (since the end of the Ice Age, when one fourth of land was covered by ice), with unpredictable and catastrophic consequences on human and environmental security[7].

On the opposite side, even if greenhouse gases emission were eliminated by tomorrow, their atmospheric concentration would still increase during the next few decades, because of a structural slow capacity of adaptation of the climate system. All this basically means that strategies of de-carbonization are imperative, but they are not able to completely stop the increase of temperatures in the next years. The impact of the global warming on the natural system is already evident, and its intensity will then increase in the future: the main observable features of an altered distribution of heat are heat waves at middle latitudes, reduction of rainfalls in sub-tropical areas, an increase − in

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[6] How this trend would impact human existence will be explained in the following paragraph.
[7] United Nations Development Programme. "Human Development Report 2007-2008, Fighting Climate Change: human solidarity in a divided world", (New York: Oxford University Press, 2008): 56.

frequency and intensity – of tropical storms, the weakening of the Current of Gulf, acidification and raise of average temperature of seawaters, increase of the sea level[8].

1.2 The cross-cutting nature of climate change

The modification of the climate system described above does not happen in a vacuum space, but it produces effects in a natural system interacting with the human existence. As a consequence, even a small change in average temperatures may impact people's ordinary lives, by limiting the amount of available food or of drinkable water or by worsening their health conditions. In other words, climate change will have a major role in the erosion of the parameters defining "human development". In fact, if people are not able to enjoy decent standards of living (for instance in terms of nutrition and health, as written above) because of climate change, we can easily affirm that climate change is a factor contributing to underdevelopment[9]. Its evolution may indeed cause the future generations to live in worse conditions than the current ones. This aspect, as J. Sachs wrote, is not consistent with the principle of inclusiveness, necessary for a sustainable development, and inevitably threatens the economic paradigm on which our world is built on[10]. Sachs' multi-dimensional approach to the study of climate change has paved the way toward a broad understanding of this phenomenon under the lens of sustainability[11]. An analysis of the work conducted by Sachs is not in the purposes of this paper, but we are trying to adopt here the same perspective of multi-dimensionality in describing the effects that climate change may have on human life.

How is it then possible that climate change can have such a big impact on human existence? The multi-dimensional[12] nature of this phenomenon and its effects are not immediately understandable and we have to shift from the perspective that considers global warming the only component of climate change.

For instance, let us think about a drastic change in the distribution of rainfall: this is a direct effect of climate change which can destabilize the production of food, the availability of agricultural products and worsen undernutrition, especially in those countries entirely dependent on their agricultural production[13]. Even from this small example, we can realize that what seems to be a mainly atmospheric phenomenon is in reality the first step of a chain of reactions, and its negative impacts on human lives can be potentially infinite. Food security, nutrition, access to water, sanitation, water management, education, life security, gender empowerment, health, migration, biodiversity and, last

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[8] Intergovernmental Panel on Climate Change. "Climate Change 2013: the physical science basis", (Cambridge: Cambridge University Press 2013): 33.

[9] United Nations Development Programme. "Human Development Report 2007-2008, Fighting Climate Change: human solidarity in a divided world", New York: Oxford University Press (2008):65.

[10] J, Sachs. "From Millennium Development Goals to Sustainable Development Goals", *The Lancet* 379 (2012): 2206-11.

[11] J, Sachs. "The Age of Sustainable Development", (Columbia University Press, 2015).

[12] We use here the terms multi-dimensional, multi-sectoral and cross-cutting as synonyms describing the nature of the phenomenon of climate change.

[13] United Nations Development Programme. "Human Development Report 2007-2008, Fighting Climate Change: human solidarity in a divided world", (New York: Oxford University Press, 2008):70.

but not least human rights. These effects form only a short list of areas of human experience that could be undermined by climate change, but we must not forget that the list could potentially be much longer.

And here we come back to the question posed by Sachs: how is it possible to define as "progress" an economic culture producing climate change, i.e. the main potential factor of human underdevelopment? The social repercussions of climate change clearly call for a prompt action from the international community; in order to highlight this urgency, we are going to describe in more detail the effects caused by climate change on health protection and water management. The focus on these two areas will be maintained also in the next chapters, with the description of MSPs active in the sectors. The choice of the two dimensions of heath protection and water management is not casual: they are the primary areas in which poor developing countries will bear the biggest costs of climate change[14]. And this aspect is even more problematic if we think that, even if they have only given a very limited contribution, in terms of greenhouse gases emissions, to the current climate change, these countries are the ones that will suffer the most[15].

1.3 Climate Change and Health

Health and climate change are intrinsically linked, as many of the negative effects of climate change have an impact on health. The impacts of climate change on health can be both direct and indirect. Direct effects include: heat waves, and various extreme weather events such as floods, droughts and storms. Indirect effects are those that are a result of the effects of climate change on the ecosystems such as agriculture and patterns of disease, economies and social structure such as migration and conflicts[16]. The World Health Organization (WHO) estimates that between 2030 and 2050 climate change will cause approximately 250,000 additional deaths per year from increasing deaths from malnutrition, malaria, diarrheal diseases, and heat stress[17]. This is a lower bound figure since it omits important causal path ways, such as economic damage, impact of climate change on human security and conflicts. Hence, the number can be expected to be much higher[18]. In terms of the costs of the direct impacts on health is estimated to reach US$ 2-4 billion per year by 2030, however this is most likely an underestimate of what the actual costs will be[19]. During the last World Health Assembly in May 2015, a resolution to address the health impacts of air pollution, which is the world's largest single environmental health risk, causing around 8 million deaths each year was adopted. This resolution does not only highlight the importance of national health authorities, but also

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[14] Ibid.

[15] Stern, N. "Stern Review: the Economics of Climate Change", (London: HM Treasury, 2006):23.

[16] The Lancet Commission. "Health and Climate Change: policy responses to protect public health," *The Lancet* (2015): 4.

[17] WHO. "Climate Change and Health*" Fact Sheet N°266* (2015).

[18] The Lancet Commission. "Health and Climate Change: policy responses to protect public health," *The Lancet* (2015): 6.

[19] WHO. "Climate Change and Health*" Fact Sheet N°266* (2015).

stresses the need for cooperation between different sectors[20]. Although air pollution is not a climate change related issue, less air pollution can mitigate climate change, and consequently its effects on health.

Climate change, threatens the enjoyment of several human rights, among the most notable of these threats is the right to a highest attainable standard of health[21]. Although the health effect of climate change will be felt globally, the effects are very diverse and regional vulnerability differs significantly between regions. Most vulnerable to the health effects of climate change are those regions that already are vulnerable, typically developing countries[22]. An example of this unequal distribution of the health burden is the anticipated increase of malaria. Malaria is a fatal vector-borne disease whose spread increases with higher temperatures and humidity and thus global warming will significantly increase its incidence. The highest incidence rate of malaria occurs in already vulnerable regions, such as sub-Saharan Africa, and a larger spread of the disease would again target these areas. A higher incidence of malaria in these regions can thus also have an impending effect on their development and hence contribute to enlarge the gap between the developing and the developed regions[23].

1.4 Climate Change and Water

Together with health, water is one core area in which climate change produces its dangerous effects. The higher temperatures and extreme weather events are affecting the availability and quality of water, as well as distribution of rainfall, snowmelt, ground water and river flows.[24] When we talk about the quality of water, we refer to the availability of drinkable water and sanitation that in poor developing countries are strictly linked for example to regular rainfalls. Protracted droughts, or on the other hand extreme floods, may both put into danger the basic systems of distribution of clean water and sanitation in the developing world, with severe effects for human health. In this report we are although focused on the aspect of water management that is on the quantity of water, and the way in which it is used. In this context, there is a considerable variability between scenarios, essentially reflecting how resources change in populous countries, but by the 2020s, according to Arnell's study[25], about 0.5 billion people could see increased water resources stress as a result of climate change. The droughts and floods prevalent in many parts of the world have an impact on a variety of

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[20] WHO." World Health Assembly closes, passing resolution on air pollution and epilepsy". May 2015. Accessed Dec. 2015. http://www.who.int/mediacentre/news/releases/2015/wha-26-may-2015/en/
[21] John, Knox," Linking Human Rights and Climate Change at the United Nations". *Harvard Environmental Law Review* (2009): 478.
[22] Johnathan Patz et al." Climate Change and Global Health: Quantifying a Global Ethical Crisis" *Ecohealth* (2007): 3.
[23] Ibid, 6.
[24] IPCCC, Climate change and water, Technical Paper VI, Intergovernmental Panel on Climate Change (2008):43.
[25] Nigel. W, Arnell. "Climate change and global water resources", Global Environmental Change 9 S31}S49, Department of Geography, University of Southampton, Southampton S017 1BJ, UK (1999).

areas: leading to economic losses, stunted growth in children, movements of people to cities, as well as migration to wealthier parts of the world.[26]

The management of water resources has a multi-sectoral impact, particularly on food production and security, domestic water supply as well as energy, industry and the functioning of ecosystems. It is one of the core elements in sustainable development and it plays an important role in socio-economic development and healthy ecosystems, and therefore is critical for human survival as itself[27]. Jury and Vaux argue that: "for the first time in human history, human use and pollution of freshwater have reached a level where water scarcity will potentially limit food production, ecosystem function, and urban supply in the decades to come[28]". Hence, it is extremely important to optimize the water resource management in order to contribute to the sustainable development and to break the cycle of poverty.

1.5 (In)efficient political answers

As described above, climate change is a complex multi-sectoral process which cannot be stopped but only limited. As a consequence, humanity will be forced to deal in a small or big measure, with the numerous and dangerous impacts of climate change. For these reasons, there are two main strategies that can be adopted in order to face climate change. The first one is "mitigation", and it consists in the reduction of the emission of greenhouse gases in the atmosphere; the second one is "adaptation", which means the adoption by communities of efficient mechanisms to adapt to the changes of the surrounding environment[29]. The two visions are consistently different, but it does not mean that one has to exclude the other. The fact that we will never be able to avoid all the dangerous effects of climate change, because of a slow capacity of adaptation of the climate system to changes in GHGs emission (see paragraph 1.1) supports a complementary use of the two tools.

However, State actors have up until now focused mainly on one of them - the mitigation. The tendency of overlooking the adaptation side of the strategy against climate change is explained by the current literature by a limited willingness to admit the urgency (and sometimes the existence itself) of climate change[30]. The adoption of adaptation strategies would indeed be interpreted as surrender in front of a process the international community is unable to stop. On the other hand, the preference for mitigation actions should highlight, in front of the public opinion, the concrete possibility for international decision-makers to avoid the supposed negative repercussions of climate change. It is also important to notice that this perspective has been imposed by developed countries, while the

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[26] Nigel W. Arnell, "Climate change and global water resources", Global Environmental Change 9 S31}S49, Department of Geography, University of Southampton, Southampton S017 1BJ, UK (1999).

[27] Jury, W.A, Vaux, H. J., "The emerging global water crisis: managing scarcity and conflict between water users", Advances in Agronomy (2007):16.

[28] UNDP, "Human Development Report 2006: Beyond Scarcity, Power, Poverty and the Global Water Crisis", (New York, 2006).

[29] Intergovernmental Panel on Climate Change. "Climate Change 2014: impacts, adaptations and vulnerability", (Cambridge: Cambridge University Press, 2014): 21.

[30] Henry, Jacoby and Chen H.-Y. Henry. "Expectations for a new climate agreement", MIT joint program on the science and policy of global change, Report no.264 (2014).

developing countries that are more vulnerable to climate change effects in the short term have claimed for a more attention to adaptation solutions as well[31].

The actions undertaken by governments until now in terms of reduction of greenhouse gas emissions cannot be defined a success. The signature of the UNFCCC in 1992 appeared to be a positive step in the direction of preserving the natural environment for future generations[32]. In this framework, all the United Nation member States agreed to put into practice consistent reductions of dangerous emissions by supporting a principle of "common but differentiated responsibility", according to which each country agreed to contribute to the cause of climate protection, in a proportional measure to its pollution responsibility[33]. This outstanding declaration of principle should have been followed by specific protocols binding the actions of the State parties of the agreement. However, the most important operational protocol signed in 1997 in Kyoto, concentrated on the trade of emission permits, failed to obtain the expected reduction in CO_2 production. This poor result was mainly due to a lack of willingness to cooperate by single States, in particular of the big polluters, such as the United States (that did not even ratify the protocol). Such an attitude has been severely undermining the process of climate change mitigation. Data collected in the last IPCC Report even show that, far from falling, the concentration of carbon dioxide in the atmosphere actually increased in 2013 at the fastest rate for nearly 30 years and similarly worldwide emissions of greenhouse gases increased by 36% between 1990 and 2010.

These data, together with the registration of more and more extreme weather distortions causing high insecurity especially in developing countries (see for instance the drought affecting East Africa in summer 2015 or the typhoon Haiyan, striking Philippines in 2013) highlight the failure of State cooperation on the issue of climate change. From this aspect the urgency of the "last call" has emerged: it is represented by the 21st session of the Conference of the Parties (COP21) of the UNFCCC, which was held in Paris from the 30th November to the 11th December 2015[34]. Its main objective was the adoption of a binding resolution fixing consistent reductions in greenhouse gases emissions, in order to maintain the global warming under the critical threshold of 2°C by the year 2050[35]. This desirable result has produced great expectations around the negotiation process, and pressure on the governments themselves.

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[31] The pressure coming from the developing world has produced good results during the negotiations in preparation of the COP21, where a comprehensive approach including both mitigation and adaptation has been discussed.

[32] Fitzmaurice, Malgosia [et al.]. "Environmental protection and sustainable development from Rio to Rio+20", Queen Mary studies in international law, vol.15 (2014).

[33] Today 188 States are members of the UNFCCC. There are five observer States: Andorra, Brunei, Vatican City, Iraq and Somalia.

[34] At the time of writing (November 2015), COP21 was not started yet. Therefore, the analysis presented in the report does not take into consideration the outcomes of the conference, it just assumes the possibility of adoption of a legally binding instrument (as envisaged by the participants themselves). However, this aspect does not undermine the overall value of the report, since the analysis conducted is not focused on State initiatives, rather than on the involvement of stakeholders in multi-stakeholders partnerships.

[35] During the negotiations preceding the conference, small-islands developing countries, whose existence is challenged by the increase in the sea level, have even proposed to change the critical threshold by moving it to 1.5°C. The baseline has always to be intended as the pre-industrial era.

1.6 The link with the Sustainable Development Goals (SDGs)

The expectations aroused by COP21 have been supported by the adoption in New York of the new Development Agenda in September 2015, which consists of 17 Sustainable Development Goals to be achieved by 2030. The fact that goal number 13 is entirely dedicated to climate change ("Take urgent action to combat climate change and its impacts") is a positive indication of an increased awareness of the critical situation we are living by international decision-makers. The statement is much stronger than the one in the previous Millennium Development Goals (MDGs)[36] and it constituted a further element of pressure in COP21 negotiations. Furthermore, goal 13 aims to address all the impacts of climate change on different development areas. Therefore it implicitly includes actions in the area of health protection and water management.

Moreover, taken singularly, the areas of health and water are explicitly mentioned within the SDGs, even if not always in a comprehensive manner able to guarantee an effective sustainable development. In fact, the new SDGs were for instance a disappointment for many health advocates since, at odds with the MDGs, where three out of eight goals were devoted to health, the SDGs has only one out of seventeen goals devoted to health. Furthermore, there is a concern that goal number 3 "Ensure healthy lives and promote well-being for all at all ages" is too vague and technically insufficient to continue the progress in human health achieved since the MDGs[37] and to attain those goals that have been not reached yet, for instance the elimination of child and maternal mortality[38]. Therefore, despite the name (post-2015 Development Agenda), sustainability intended as an improvement in human conditions remains difficult to achieve, at least for what concerns goal 3.
As far as water is concerned, goal 6 stresses "availability and sustainable management of water and sanitation for all", and it is rather a big improvement with the respect to the previous MDGs, where the issue of water management did not find space in any goals, but only in a few specific targets.

In spite of the supposed vagueness of such SDGs, their implementation constitute a fundamental step for the enhancement of living conditions, and the fight against climate change would indirectly provide a strong help for the realization of the recently adopted post-2015 Agenda, given its multi-dimensional effects.

From what we have outlined in this introductory chapter, we can assess that climate change already produces, and will produce in the future, multi-sectoral effects on human well-being (here we are focusing on health protection and water management). The urgency of action to limit these dangerous repercussions, however, has not been completely understood by sovereign States, which have been unable until now to develop efficient strategies to limit such a phenomenon. The gap in

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[36] Goal 7"*Ensure environmental sustainability*". The statement was broad: climate change was dealt only in targets.
[37] From Kickbusch, Illona. "Benefits and Costs of the Health Targets for the Post-2015 Development Agenda". *Health Viewpoint Paper* (2015):1, we can see that, even if the MDGs related to health and human well-being have not been fully achieved, they have supported an improvement in living – conditions that should be furtherly sustained by the SDGs.
[38] Kickbusch, Illona. "Benefits and Costs of the Health Targets for the Post-2015 Development Agenda". *Health Viewpoint Paper* (2015):1

efficient political answers to climate change could be filled by alternative mechanisms, and we are going to analyze in this report one of them: multi-stakeholder partnerships.

2. RESEARCH DESIGN

2.1 Research questions

As we have discussed in the previous chapter, lacking engagement of governments may have a negative effect for the implementation of an efficient strategy designed to limit the cross-cutting effects due to climate change, especially in the areas of health protection and water management. We have observed that there has been a strong pressure by mainly civil society for a higher engagement of governments in the climate change negotiations, especially with the adoption of the SDGs and the conclusion of COP21 negotiations.

In this framework, there has been also more attention from the whole international community to a more inclusive decision making process aiming at limiting the dangerous effects of climate change and involving the largest number of international actors possible[39]. Multi-stakeholder[40] partnerships have developed in this context as a new way of intervention, with a strategy of cooperation between multiple sectors[41]. The instrument of MSPs arose in response to a missed cooperation between States and to the inefficiency of individual initiatives from single States in limiting a phenomenon that is global in its causes and consequences. Since MSPs have been undertaken to fill the gap left by international decision-makers, in the absence of efficient political answers, representatives of productive sectors, inter-governmental organizations and civil society got involved in MSPs to protect human well-being from the result of irresponsible economic choices[42]. Moreover, MSPs are today mainly focused on the adoption of adaptation strategies, rather than on mitigation, and their actions have increased the awareness of public opinion on the necessity of environmental preservation, by increasing the pressure on the international negotiations leading to the adoption of SDGs and to COP21 (see paragraph 3.3).

Even if these partnerships are nowadays shaping the discourse on sustainable development and are perceived by many as the future of multilateralism, comprehensive studies on these partnerships have been carried out only recently. Many of them are solely focused on the specific case studies involved in particular development areas and do not provide an overarching view[43]. Hence, there is still more qualitative research needed in the analysis of the MSPs operating across diverse sectors,

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[39] We are using for the moment the general word *actors* to indicate heterogeneous groups of entities (civil society, academia, private sector, inter-governmental and non-governmental organizations). Differentiation among such entities will be faced later, from chapter 3 onwards, when the analysis will concentrate on the specific differences among partnerships and type of partners.

[40] For the moment, let us consider the term *stakeholder* as synonym of *actor*. A better definition of this term will be provided in Chapter 3.

[41] Felix, Dodds. "Multi-stakeholder partnerships: Making them work for the post-2015 Development Agenda," (ECOSOC 2015):7.

[42] Karin, Bäckstrand. "Accountability of Networked Climate Governance the Rise of Transnational Climate Partnerships". *Global Environmental Politics* 8.3 (2008)

[43] J. Pinkse, A. Kolk,. "Addressing the climate change sustainable development nexus: the role of multi-stakeholder partnerships", HAL Archives Ouverts, June 2012:19.

especially in the limitation of climate change effects in the areas of health protection and water management. For this purpose, our study strives to examine how multi-stakeholder partnerships are operating in these cross-cutting issues of sustainable development. Moreover, since the existing empirical literature tends to concentrate more on the success of MSPs and little critical literature has been published on the matter, our report will also try to look at the difficulties and challenges that these collaborations encounter. To reach this goal, the following research questions will be addressed:

How are the multi-stakeholder partnerships operating in the cross-cutting issues related to the sustainable development, particularly in the areas of climate change and its dangerous repercussions on health protection and water management?

What are the opportunities, challenges and difficulties for developing this kind of multi-stakeholder partnerships?

What measures are used by MSPs to tackle the challenges that the multi-stakeholder nature imposes?

These questions will allow us to understand the mechanisms underlying the development of MSPs preserving sustainable development through a limitation of climate change, as well as the elements that may determine their success along with those that are producing the weaknesses. This information will be fundamental to understand the current role played by MSPs in the limitation of climate change, as well as their future operating role in the context of the implementation of the post-2015 Agenda.

The subsequent sections are structured as follows: the rest of Chapter 2 will present the methodology used in our empirical research, the ethical lines adopted in conducting it, and its related limitations. Chapter 3 will provide a brief literature review on the concept of multi-stakeholder partnerships and on their development process. It will allow us to understand the current reality of MSPs in light of the challenges represented by climate change for the sustainable development (see Chapter 1). The results of the empirical research will be described in Chapter 4. They will be presented in four different sections: the first one will be devoted to the mapping of the analyzed MSPs. The second part will focus on the positive aspects of these MSPs, while the third part will introduce challenges and difficulties, and then finally the fourth section will discuss mechanisms and means to overcome these difficulties. Finally, the last and concluding chapter will discuss the future role of MSPs, as well as provide concluding remarks on the outcomes of the research.

2.2 Methodology of research

Multi-stakeholder partnerships engaged in the limitation of climate change and its multi-sectoral effects, especially in health protection and water management, are today a widespread reality,

but they are the result of a slow development process. We performed a preliminary literature review[44] in order to provide a complete framework on how the concept of MSPs has arisen and evolved over time, to understand the challenges they may face today. This survey has been the starting point of a deeper study aiming at filling the gap in the existing literature, in particular with respect to the recognition of those challenges that MSPs have to overcome in order not to limit the effectiveness of the MSP's inclusive strategy in the fight against climate change and in the preservation of sustainable development.

The methodology used to answer the research questions listed in the previous section consisted of semi-structured interviews. In total we conducted 18 interviews. Our sample was fairly heterogeneous, given the multi-sectoral nature of MSPs. It consisted of intergovernmental organizations (IOs), civil society organizations (NGOs), private sector as well as scholars devoted to the realization and promotion of partnerships in the climate change-affected fields of health and water. The selection of interviewees was based on the need for collecting relevant information from all the different actors of the international community involved in the area of climate change[45]. The choice of the semi-structured interviews was motivated by the heterogeneity of the interviewees. The different nature of the organizations required both flexible questionnaires adapted to the different contexts and the possibility for the interviewees to justify and articulate their answers. Furthermore, this choice has allowed us to adopt an "actor perspective" approach that is to realize a research focused on the perceptions, objectives, wills and struggles of those actors directly involved in the realization of successful partnerships (Annex 2 provides the questionnaire). All of the interviews were between 30 minutes and one hour long, and they were conducted in person, by Skype or by phone.

Moreover, as a complement to the interviews, we screened the organizational strategies for partnership development adopted by the interviewed stakeholders by analyzing publicly available assessment reports and websites. This helped us to contextualize the answers provided in the interviews and to evaluate potential differences in the practices and methods of action.

2.3 Ethics

All the stakeholders who have participated in this study are anonymous. This includes the participating organizations (/companies / agencies) and the individual or individuals who represented them. Because of the desire to keep the anonymity, no direct quotations coming from any of the stakeholders was made. Due to this reason, there was no formal informed consent signed by them. All stakeholders chose freely to participate in the study and there were no rewards awarded upon the participation in the study. Information of the purpose and intent of the study was clearly stated to all of the participants and they were free to withdraw from the study at any time.

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[44] This first step of our empirical research is described in chapter 3.
[45] W.L Neuman, "Social Research Methods: Qualitative and Quantitative Approaches", (Allyn & Bacon 6th Edition, 2012): 42.

The motivation for this strategy was to enable all stakeholders to fully express their views and opinions, even when they appeared to be strategically controversial for the organization they represented. This is important because the purpose of this study is not to name and shame, but to provide an as accurate as possible study of the structure of MSPs, as well as their methods of work. This includes an understanding of the problems that the cooperative and inclusive strategy promoted by MSPs has to face to reach their goals. Since our need is to obtain an objective evaluation of the reality of MSPs, interviews not guaranteeing anonymity would unlikely obtain this objective, because people are hardly willing to publicly declare potential weaknesses or problems the projects on which they are working present. On the other hand, granting anonymity to stakeholders is expected to help the interviewees in providing objective information without the risk of being publicly blamed.

2.4 Limitations of the research

As any research, our study is not free from methodological limitations. First of all, because of scarce time and resources, our analysis is built on a total number of only 18 different interviews of different stakeholders. Even though this number is sufficient to provide a comprehensive idea of how MSPs work, a bigger sample would have designed a more precise framework of the world of MSPs active in contrasting climate change, especially in the sectors of health protection and water management. Furthermore, ideally each type of stakeholder should be equally represented in the study. We tried to perform a comprehensive analysis by including participants from all types of stakeholders. However, the public sector has only one representative, and this imbalance could have an impact on the results of our study. Another limitation that we have encountered is that the stakeholders interviewed were all based in the global North. This is mainly due to the fact that as a matter of convenience we have decided to focus on primarily Geneva-based organizations which have allowed us to have a relevant number of in-person interviews. We have valued this method as more efficient, because it creates more empathy between interviewers and interviewees and facilitates communication and exchange of opinions[46]. But, on the other side, this option has implied the absence of stakeholders from the global South in our research, and this aspect may have given a one-sided perspective of MSPs and created a bias.

The interviews were conducted using three different methods. The majority of the interviews were in-person interviews. But some of the interviews were carried out either by Skype or phone due to our different geographical locations. The interview questions were the same for all types of interviews. However, interviews done through Skype or phone did not give as much interaction and we could not observe the body language of the interviewee like the in-person interviews; this could have made an important difference in the interpretation of the data.

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[46] W.L Neuman, "Social Research Methods: Qualitative and Quantitative Approaches", (Allyn & Bacon 6th Edition, 2012): 42.

As already mentioned, it is important to explain why time itself has been a limitation for this research project. This is true for both the time frame of the project as well as for the short time in which the interviews were conducted. As already mentioned, a larger time frame of the project would have allowed us to collect a greater number of interviews, which could have brought more in depth results. Moreover, we found that the 30 minutes dedicated to each interview were too few to be able to collect sufficient amount of in depth data. We opted for 30 minutes interviews because it is unlikely to find stakeholders available to dedicate more time to this research, but it is undeniable that the complexity of the issue would have required longer discussions with the interviewees in order to have more complete explanations of their visions about MSPs.

Finally, another important limitation that needs to be taken into account is the subjectivity of the information we have received. Although, as mentioned in the ethics section, all participants are anonymous, there remains a possibility that the interviewees are very selective in the type of information that they are willing to share. This can be especially problematic for the provision of more critical information. In this case, it has been very difficult for us to verify the objectivity of all the information received, even if we have try to compare it with an accurate literature review on the development of MSPs active in the fields of climate change, health protection and water management.

3. MSPs for climate change and sustainable development

3.1 The definition of MSP

In this report, we will focus on multi-stakeholder partnerships (MSPs) for climate change and sustainable development as new forms of global governance that stand beyond traditional forms of international multilateral cooperation. Discussing the theoretical concept of these partnerships it is essential to look back to the neoliberal political theory of Robert O. Keohane and Joseph S. Nye, political scientists who explored transnational relations and world politics, and developed international relations theory of neoliberalism in their 1977 book "Power and Interdependence". With the introduction of their theory of neoliberalism, there has been a shift in power in international relations from "hard power" to so called "soft power". Soft power or soft governance is a form of non-binding governance that encourages joint practices and implementations in international relations[47]. It "can be conceived as the process of creating a legitimate political order and rule compliance in the absence of supranational authority or world government"[48]. Moreover in the soft power approach, culture, values, best practices, sincerity as well as the availability to convince are the prerequisites for mutual consensus"[49].

In order for this new form of governance to be able to operate, new forms of partnerships – multi-stakeholder partnerships have developed. The term partnership in this context is a voluntary collaborative arrangement between different stakeholders across various sectors[50]. A stakeholder engaged in MSP can be defined as someone, "who has an interest in a particular decision, either as individuals or representatives of a group", including people who influence or can influence a decision, as well as those who are affected by it"[51]. Although the term stakeholder originates from the area of business, recently stakeholders also from the sphere of international relations have emerged, mainly through the UN forum[52]. Essentially, the multi-stakeholder partnerships involve a wide range of actors from different sectors such as governments, international organizations (IOs), non-governmental organizations (NGOs), the private sector and civil society, among others. This doesn't

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[47] Robert O. Keohane, and Joseph S. Nye. *Power and interdependence: world politics in transition.* (Boston: Little, Brown, 2007).

[48] Karin Bäckstrand, "Multi-Stakeholder Partnerships for Sustainable Development: Rethinking Legitimacy, Accountability and Effectiveness," *European Environment* 16 (2006): 294

[49] Xavier Comtesse. *"Soft" Governance. (*Fondation pour Genève , 2007), 17

[50] Jonatan Pinkse and Ans Kolk. "Addressing the Climate Change –Sustainable Development Nexus: The Role of Multi-stakeholder Partnerships". *Business & Society* XX (X) (2012): 3.

[51] Minu Hemmati, *Multi-Stakeholder Processes For Governance and Sustainability,* (London: Earthscan Publications, 2002), 2.

[52] Jovan Kurbalija, and Valentin Katrandjiev "Introduction," in *Multistakeholder Diplomacy Challenges and Opportunities,* ed. Jovan Kurbalija and Valentin Katrandjiev (Lausanne: Diplofoundation, 2006), 5.

necessarily mean that all the MSPs have to include all the above mentioned sectors. Yet in our report a MSP will consist of IO, NGO, and public as well as private sector actors.

Other important characteristic of MSPs is their non-hierarchical decision making structure and their multi-sectorial character[53]. According to Stripple, MPSs have "hybrid" or networked governance, meaning that they are positioned between multilateral and private governance[54]. It is important to stress that MSPs are voluntary commitments and do not substitute the responsibilities of States and intergovernmentally agreed commitments, they are intended to strengthen the implementation by involvement of different stakeholders that can potentially contribute to sustainable development[55].

MSPs are created to achieve objectives which cannot be realized by a single entity. In an ideal partnership, four major principles are realized: mutual benefit, mutual responsibility, mutual respect and mutual participation, and only if all four fundamentals are implemented, a partnership can be successful and bring desired development outcomes[56]. Moreover, MSPs serve a variety of different purposes - exchange of information, financial support, and implementation of development projects, just to mention a few – they have different sizes, and there are many different forms for their design and operations. The literature generally differentiates between different types of partnerships based on their main areas of focus[57]. In general, three groups are identified by the literature: knowledge partnerships, standard-setting partnerships and service partnerships. First group, knowledge oriented partnerships, pool expertise and formulate best-practice proposals for implementation of sustainable development goals. They function as learning platforms and their main purpose is to share knowledge. Second category, standard-setting partnerships propose voluntary standards in areas that are not yet subject to binding goals or regulations. The outcome of such proposals is usually code of conduct, which is sometimes linked to certification systems with labeling or quality seals. The last group, service related partnerships focus on setting up and realizing projects in sustainable development sphere[58].

Yet distinguishing partnerships just based on these three categories can be too broad and not always accurate because some MSPs might have multiple goals. So there are other categorization methods that can further sort the partnerships by participants, by function, by level of institutionalization, by time scale or by geographic range. Very often typology by function is used, which will be also used in our report. Here we can divide MSPs into five categories – influencing political or civil discourse (i.e. advocacy), adopting international norms, regulations and standards (i.e. standard setter), mobilizing private and public finances (i.e. fund), technical cooperation and

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[53] Karin Bäckstrand, "Accountability of Networked Climate Governance: The Rise of Transnational Climate Partnerships", *Global Environmental Politics* 8.3 (2008): 77

[54] Stripple J. *Climate Change After the International. Rethinking Security, Territory and Authority*, PhD thesis, Department of Political Science, Lund University (2005).

[55] Jens, Martens. "Multistakeholder Partnerships – Future Models of Multilateralisms?", Ocassional Papers, Berlin 2007.

[56] Overseas Development Institute, "Multistakeholder Partnerships", Global Knowledge Partnership 2003.

[57] Marianne, Beisheim. *Partnerships for Sustainable Development, Why and How Rio+20 Must Improve the Framework for Multi-stakeholder Partnerships*, (Berlin, 2012): 12-13.

[58] Ibid.

service provision (i.e. movement), and coordination of state and non-state activities in a particular sector (i.e. forum/platform)[59].

3.2 The evolution of MSPs

Let us explore the evolution of MSPs. The interaction between different stakeholders, particularly between the public and private actors or between UN agencies and NGOs and private sector, started evolving during the 1990s, primarily in the area of global environmental governance but also in other spheres of global governance. Rio Earth Summit in 1992 was the first conference to explicitly call for engagement of various social groups, so called Major Groups[60]. In the follow up Agenda 21, a programme of action for sustainable development, responsibilities and roles of Major Groups were identified. In ten years long period after the Rio Earth Summit, there has been an advanced interaction between NGOs and the private sector and other social groups[61]. At the Johannesburg World Summit on Sustainable Development (WSSD) in 2002, there was a growing consensus among actors that traditional intergovernmental relations were no longer sufficient in the sustainability governance, and a concept of multi-stakeholder partnership as a recognized element has been introduced. A new framework, called Type Two partnerships, was established. During the conference, the notion of "partnership" was brought to the forefront of the sustainable development agenda. In the guiding principles of these partnerships it was acknowledged that: "Partnerships should have a multi-stakeholder approach and preferably involve a range of significant actors in a given area of work. They can be arranged among any combination of partners, including governments, regional groups, local authorities, non-governmental actors, international institutions and private sector partners" [62]. Hence multi-stakeholder partnerships were launched to make multilateralism more inclusive and responsive to marginalized groups and as a remedy to the "participation gap" in global governance.

After the Johannesburg summit, the Commission on Sustainable Development (CSD) agreed that information about partnerships for sustainable development should be made publicly available. Therefore a Partnership Database was developed in 2003 along with reporting guidelines that were established. There were more than 300 partnerships registered in the database. Yet the guiding principles were only introduced on a voluntary basis and not all the partnerships followed/or follow them[63]. According to the Secretary General's report on Type Two partnerships, 46% of the partnerships specifically targeted an environmental issue. Common themes were energy, oceans,

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[59] Jens, Martens. "Multistakeholder Partnerships – Future Models of Multilateralisms?" Ocassional Papers, Berlin 2007.
[60] Business and Industry, "Children and Youth, Farmers, Indigenous Peoples, Local authorities, NGOs, Scientific and Technological community, Women, and Workers and Trade Unions". Accessed in December 2015
https://sustainabledevelopment.un.org/majorgroups/about
[61] Karin, Bäckstrand, "Multi-Stakeholder Partnerships for Sustainable Development" *European Environment* 16 (2006): 291
[62] Kara, J and Quarless, D. "Guiding principles for partnerships for Sustainable Development ('type 2 outcomes') to be elaborated on by interested parties in the context of the WSSD, Johannesburg Summit 2002.
[63] T. Hale, D. Mauzerall. 2004. Thinking globally and acting locally: can the Johannesburg Partnerships coordinate action on sustainable development? *Journal of Environment and Development* **13**(3): 220–239.

agriculture, water and biodiversity. The majority were designed to develop "means of implementation" such as capacity building, education, and financial and trade mechanisms for sustainable development[64].

The trend of collecting partnerships in a database has become common after the 2002 Summit. However, the MSPs are simply just added to the database and are not examined in any way. In 2012, Rio+20 Summit marked another milestone in engagement of stakeholders into partnerships. More than 700 voluntary commitments from stakeholders including government, civil society and private sector were announced and again compiled into so called Action Registry[65]. Millennium Development Goals (MDGs) also played a role during this period in which Sustainable Development Action Networks have emerged to accelerate progress towards MDGs. We can mention Every Woman Every Child, Sustainable Energy for All or Higher Education Sustainability initiative, among others. These networks are action oriented with the objective to raise-awareness as well as to catalyze and drive action to implementation of sustainable development goals[66].

Today, global MSPs have become an increasingly important element of the international development architecture and feature strongly in the global dialogue on the post-2015 Development Agenda and the SDGs[67]. To this date the Action Registry database includes 1927 voluntary commitments and partnerships on sustainable development. A 2013 report on voluntary commitments examined 1382 initiatives that were registered in the Action Registry at that time and revealed that the vast majority of partnerships has a very narrow scope and is engaged in very few thematic areas of sustainable development. Education (328 partnerships), green economy and health were on the top of the list, followed by energy and water and sanitation[68]. Up to now, MSPs have been developed particularly in education, health and environmental sectors whereas partnerships in other sectors such as trade, economics, financial systems, human rights and peace keeping, are limited or non-existent[69].

3.3 Evaluation of MSPs

Evaluating the performance of MSPs can be difficult. This is mainly due to their diverse nature stemming from the engagement of various actors on all the levels as well as lack of unifying

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[64] United Nations Commission on Sustainable Development "Partnerships for Sustainable Development: Report of the Secretary General". 2003.

[65] United Nations – sustainable development goals, Platform for partnerships – Summary (2012).

[66] United Nations. Special Report of the SD in Action newsletter, Issue 1 – July 2013.

[67] United Nations (2014). The road to dignity by 2030: ending poverty, transforming all lives and protecting the planet. Synthesis report of the Secretary-General on the post-2015 sustainable development agenda. United Nations General Assembly A/69/700. New York.

[68] United Nations. Special Report of the SD in Action newsletter, Issue 1 – July 2013.

[69] Jens, Martens. "Multistakeholder Partnerships – Future Models of Multilateralisms?", Ocassional Papers, Berlin 2007.

evaluation criteria[70]. Up to this date, there is no regulatory framework for systematic evaluation of MSPs in place47.

The literature evaluates partnerships based on different criteria that vary across studies. In general, the analyses examine the institutional level – their legitimacy and efficiency- rather than the outcome delivery and effectiveness of these partnerships[71]. Often the studies give ambivalent opinions about the MSPs. Proponents argue that MSPs with their voluntary problem solving and self-regulation can serve as a complementary tool in multilateral treaty-making[72]. Given their decentralized flexible structure and participation of affected groups, this type of governance promises more result-based governance through connection of local practices and global norms. Supporters also point out potential benefits of MSPs such as better diffusion of knowledge and learning by pooling assets, expertise and creativity of the diverse sectors[73].

However, critics doubt the legitimacy of partnerships. Partnering with the private sector is what has gone under the biggest criticism regarding the partnerships. Biggest concerns are about the growing influence of private companies and about its profit seeking behavior. Utting argues that MSPs can allow multinational corporations with vested interest to have a growing influence over agenda setting and political decision-making by governments[74]. Moreover, partnering with multinationals that are accused of violating environmental, social or human rights is essentially undermining the norms and standards of other actors involved. Therefore, the problems of blemishing reputation after engaging with "bad" actors is one of the risks that actors engaged in partnerships have to face. Civil society, in particular, is drawing lot of attention to the issue, arguing that MSPs are a pretext for the private sector to "greenwash" their activities without much of substance or real commitment for environmental strategies[75]. Moreover, critics often critisize the transparency of MSPs, which as Hale and Mauzerall argue, can be a result of vague monitoring and evaluation mechanisms in place[76].

In the first evaluation studies that were conducted on partnerships, the authors examined the WSSD Type Two partnerships that were registered in CSD Database. Andonova and Levy were among the first academics who conducted a critical assessment in 2003. The authors examined around 231 WSSD Type Two partnerships. They argue that WSSD MSPs reflect existing imbalances in power and influence rather than challenging these realities. According to their analysis, vast majority of these partnerships are supply-driven rather than demand-driven. Moreover, they also argue that the

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[70] J.K, Cogan, Hurd I, Johnstone I.2015. The UN-Private Sector Relationship: A Partnership Recovered. Forthcoming In Oxford Handbook of International Organizations.
[71] Karin, Bäckstrand, "Multi-Stakeholder Partnerships for Sustainable Development" *European Environment* 16 (2006): 293.
[72] Liliana B. Andonova and Marc A. Levy, Franchising Global Governance: Making Sense of the Johannesburg Type II Partnerships. In: Yearbook of International Co-operation on Environment and Development 2003/2004.
[73] Karin, Bäckstrand, "Multi-Stakeholder Partnerships for Sustainable Development" *European Environment* 16 (2006): 293.
[74] Peter, Utting. UN-Business Partnerships: Whose Agenda Counts? Geneva: UNRISD (2000).
[75] J. Richter 2003.We the Peoples' or ‚We the Corporations'? Critical reflections on UN-business 'partnerships'. Geneva: IBFAN/GIFA
[76] T. Hale, D. Mauzerall 2004. Thinking globally and acting locally: can the Johannesburg Partnerships coordinate action on sustainable development? *Journal of Environment and Development* 13(3): 220–239.

developing countries that are the most marginalized are often left out of these partnerships or participate on a very small-scale. The authors gave example of Somalia and Haiti who do not participate in any of 231 partnerships. Andonova and Levy's analysis also reveals that only 14 out of 231 (6 %) partnerships consist of all the major stakeholders – developed and developing countries, IOs, NGOs, and industry[77]. The latter suggests that established WSSD partnerships have rather narrow participation of stakeholders.

A more recent study was conducted by Pattberg et. Al in 2012 who analyzed more than 340 Type Two partnerships in which they measured the correlation of the output of the partnership (research, capacity building, training or building infrastructure) to their self-reported function (service provision, training or building infrastructure). They found a disappointing low level of efficiency of these partnerships. The study showed that 38% of the partnerships are not active or do not have a measurable output, 26% of partnerships show activities that are not directly connected to their stated goals and objectives. Furthermore only in 24% of the partnerships, output matches with their self-reported function and in 12% of collaborations the output matches partially with the self-reported function[78].

Studies discussed above drew some interesting conclusions. Yet these analyses are purely quantitative and their database is now increasingly outdated, given the speed of changing development sphere and evolvement of partnerships. Recently, more studies on global MSPs with more qualitative character have been conducted in a form of case studies in which authors examine and compare concrete partnerships[79]. However, the criteria for evaluation are still inconsistent and not evaluating the outcome effectiveness and their delivery but only the institutional nature of partnerships. This is not solely due to the fact that majority of the MSPs have been established only recently, but it is also a reflection of the long-term nature of the process of achieving the development goals[80]. Hence, at present stage it is hard to assess the development outcomes of these partnerships. In the following section, evolution of MSPs and some case studies in respective areas of development: climate change, and the climate change influenced fields of health protection and water management will be discussed. Our focus here is on the global MSPs.

3.4 Evolution of MSPs addressing climate change

As discussed in the previous chapter, climate change is a controversial process. The disparity in responsibilities and costs bearing between developed and developing countries has played a major role in the development of climate-related MSPs, and in orienting their dedicated literature. The

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[77] Andanova and Levy

[78] Philipp, Pattberg Frank Biermann, Sander Chan, and Aysem Mert. 2012. *Public-Private Partnerships for Sustainable Development: Emergence, Influence and Legitimacy*. (Cheltenham; Northampton, Ma: Edward Elgar)

[79] Marianne, Beisheim and Andrea Liese. 2014. Transnational Partnerships: *Effectively Providing for Sustainable Development? (*Palgrave Macmillan). And Glasbergen, Pieter, Frank Biermann, and A. P. J. Mol. 2007. *Partnerships, Governance and Sustainable Development: Reflections on Theory and Practice*. (Cheltenham, UK: Edward Elgar.)

[80] Karin Bäckstrand, "Multi-Stakeholder Partnerships for Sustainable Development: Rethinking Legitimacy, Accountability and Effectiveness," *European Environment* 16 (2006).

politics-related nature of climate change which can be seen as a product of the industrialized countries made at the expenses of developing states, has in the early stage pushed for the realization of MSPs dealing with climate change particularly in the developed world. MSPs were in this case perceived as a sort of "re-payment" for the damages caused by the economic model adopted in this region[81]. The limited literature available on this type of partnerships has mainly tried to present their cooperative aggregative methods as a guiding model for the general development of MSPs. The real effectiveness of these partnerships and the issues related to the inclusion of the Global South were however simply avoided by the discussion[82]. The latter is confirmed by the Transnational Climate Change Governance Network, a database compiled between 2008 and 2010. It shows that by the end of the 20th century almost 70% of MSPs related to climate change involved actors exclusively from the Global North[83].

From the data made available by this Governance Network, it furthermore emerged that in the past ten years, after the persistent lack of engagement of the political side, the MSPs facing climate change have focused mainly on adaptation solutions (rather than on mitigation). The database also highlighted that MSPs have slowly become more inclusive towards actors from developing countries, who are the ones the most dramatically affected by the cross-cutting effects of climate change. The Two-Type Partnerships inaugurated in Johannesburg in 2002, as mentioned earlier, played a major role in this process. However, the development of particularly global MSPs dealing with climate change whose recipients are developing countries is fairly complex, especially because a systematic disparity in resources between partners set in developed countries and those located in the developing ones. Yet the difficulties of dealing with climate change related issues in developing countries have been very little discussed in the literature and more critical assessment of environmental global partnerships is still lacking[84].

The aforementioned gap in the current literature cannot be undervalued, because it represents a big obstacle for our understanding of global MSPs. An effort in this direction has been presented by Pinkse in 2012. His study aimed to evaluate the efficiency of seven climate-related MSPs in developing countries. The Renewable Energy and Energy Efficiency Partnership (REEEP) is one of the MSPs analyzed by Pinkse, and can be considered as a project combining both mitigation and adaptation solutions. This partnership was initiated by the UK government in 2002 and it currently includes 246 partners (including governments, business, NGOs and academia), with around €16 million in resources in 2009. Its mission was threefold: to increase investments in renewable energy, to promote energy efficiency measures, and to facilitate access to sustainable energy services for the poor. Despite the apparent gap in resources suffered by the field partners, a careful evaluation of

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[81] A. Kolk, J. Pinkse, "The Climate Change-Development Nexus and Tripartite Partnerships", Working paper, *The Partnership Resource Center*, December 2010.

[82] Samii, R., Van Wassenhove, L. N., and Bhattacharya, S. "An innovative public-private partnership: New approach to development", in *World Development*, 30.6.

[83] SloCat.. "Partnership on Sustainable Low Carbon Transport work program", Accessed, February 2010.

[84] P. Pattberg, and J.Stripple. "Beyond the public and private divide: Remapping transnational climate governance in the 21st century." *International Environmental Agreements: Politics, Law and Economics* 8.4, 2008.

monitoring reports revealed that the inclusiveness of this partnership has provided remarkable outcomes in terms of raising awareness, energy efficiency and technological transfer in developing countries. On the other hand, partnerships including stakeholders solely from the developed world would never contribute to the capacity improvement of developing countries in facing the risk related to climate change. They will therefore preserve the unbalance between North and South that characterizes the discussion about climate change[85].

3.5 Evolution of MSPs addressing health issues

In contrast to the climate change partnerships, partnerships in health, although in different forms, have existed for many decades in developing regions. Initially most of the partnerships within the health sector were public-private partnerships (PPPs). Yet their character towards more multi-stakeholder oriented partnerships has rapidly evolved[86]. It is health's character as a public good as well as the notion that health cannot be addressed solely from what is called the "old notion", but rather through addressing the economic, environmental, social, and political determinants of health, that makes the landscape of this development arena to be highly multi-sectoral[87]. Traditional resources are declining and privatization of government functions is increasing. According to Kickbusch and Quick, health partnerships have become increasingly important because of this changing environment in the development arena[88]. Moreover, global health partnerships have emerged to address factors that affect health but which are beyond individual actors' influence or control, such as climate change[89]. This recognition of the importance of addressing the multi-sectoral issues of health results in the significance of increased engagement and inclusiveness of actors from other development sectors and from different levels[90]. This could be for example the sector of education, social well fare, and environment and responsibility for agenda-setting, policy- making, and implementation is both at the national, regional, and local level[91].

Furthermore, with the implementation of the Millennium Development Goals (MDGs), there has been a momentum of global health MSPs mainly due to the fact that health was given a great importance in the development sphere, with three out of the total of eight goals being devoted to this area. In 2004, the Department of International Development of the UK (DFID) conducted an extensive study on the impact of the global health partnerships. The study included more than 60 global health partnerships for example the Global Alliance for Vaccines and Immunization (GAVI), and the Global Alliance for Gained Nutrition (GAIN). The study found that the overall impact of

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[85]A. Kolk, J. Pinkse "The Climate Change-Development Nexus and Tripartite Partnerships", Working paper, *The Partnership Resource Center,* December 2010.

[86] Tosic, Ozren and Mary E. Black. "Partnerships in Health" in *Public Health Strategies: a tool for regional development* edited by Silvia Gabriela Scîntee and Adriana Galan. (Hans Jacobs Publishing Company, Lage, 2005.): 297

[87] Ibid.

[88] Illona, Kickbusch and Jonathan Quick. "Partnerships for Health in the 21st Century" *World Health Statistics Quarterly* (1998): 68

[89]Pamela, Gillies. "Effectiveness of alliances and partnerships for health promotion". *Health Promotion International.*13.2 (1998): 100.

[90] Ibid

[91] Ibid, 104

global health partnerships on development is positive. The main positive outcomes of these partnerships were found to be in raising the profile of a certain disease, mobilizing commitment and funding, accelerating progress of development outcomes, and in some cases also in leading innovation in health arena. However, the DIFID study also mentioned some concerns and challenges related to these collaborations. The authors argued that there was disconnection between the operations on the global and country level, saying that the overall objective to achieve MDGs was not always paying attention to the local context and the local needs weren't incorporated in the strategies[92].

Nowadays the MSPs such as GAVI, The Global Fund and GAIN have earned a spotlight among the most influential players in the global health arena. In studies devoted to MSPs, the above mentioned partnerships have often been set as "successful" examples in MSPs discourses[93]. Yet there is a lack of critical evaluation of these partnerships because of the assumed "win-win" situation for all the involved stakeholders in the partnership. Some criticism has been expressed by Vélasques who argued that the health partnerships face a difficulty concerning intellectual property. There seems to be no clear guidance from any of the UN agencies regarding how to proceed in this matter, if the research outcomes should be patented or not[94]. Moreover, critics stress that the health MSPs risk to lead to certain trade-offs, mostly related to the involvement of the private-sector. There is an argument that the private-sector will try to set the global public agenda for commercial interests, and that the interaction with the UN will give them enough political and market influence to assure competitive advantage[95].

3.6 Evolution of MSPs addressing water issues

When discussing international negotiations on water, it is important to distinguish between water resource management and increasing access to water supply and sanitation. The water management issues have attracted global attention earlier than climate change issues[96]. The tradition to deal with water management was by bilateral or multilateral agreements between governments in the developed countries and developing countries. However, these negotiations were complicated enough to manage water resources in "normal" circumstances in which negotiations usually took lot of time. This has become even more complicated with the added uncertainty of climate change and the inter-sectoral nature of dealing with water[97].

After Rio Earth Summit in 1992, water issues have been floating across three thematic issues affected by climate change - scarce asses to water supply and sanitation, implementation of the concept of Integrated Water Resources Management (IWRM), and management of transboundary

[92]Karen, Caines et al. "Assessing the Impact of Global Health Partnerships". *DFID Health Resource Center* 2004
[93] Jens, Martens. "Multistakeholder Partnerships – Future Models of Multilateralism?" N. 29/ January 2007.
[94]Gérman. Vélasques "Public –Private Partnerships in Global Health: Putting Business Before Health?" *South Centre, (*2014): 18.
[95] Ibid: 12.
[96]Sangam et Al. "Climate change and water resources", CRS Press, 2014.
[97] Anton Earle et. Al. *Transboundary Water Management and the Climate Change Debate*, (Earthscan Studies in Water Resource Management,2015).

water resources. Water Supply and Sanitation Collaborative Council (WSSCC) was established in 1990 with an aim to create a coalition mechanism between policy-makers and other stakeholders, mainly through advocacy, with an objective to improve water, sanitation and hygiene services in affected areas[98]. With the introduction of MDGs, the international community began to focus on water as a cross-cutting issue in contributing to eradication of poverty. Hence, increasing of access to safe drinking water and basic sanitation was the core of one of the targets of Goal 7 (Goal to Environmental Sustainability)[99]. This exclusive focus on water supply and sanitation regarding water issues in global development agenda setting was criticized with MDGs[100]. Yet there seems to be a positive shift in designing SDGs, where the water resource management and IWRM now also take part of the Goal 6 on water.

Similarly to what we have discussed about the climate change and health partnerships in the foregoing sections, the Type Two partnerships created after the WSSD in Johannesburg in 2002, were the first major wave of water MSPs. Out of 349 Type Two partnerships registered in CSD database, 81 partnerships were concerning water and other 61 claimed to deal with water as a cross-cutting issue. It was mentioned before that the most common MSPs can be divided into three types – knowledge, standard setting and service providing. This also applies to water governance and some examples from each type will be discussed further. Also recently, more partnerships in addressing the issue of water and sanitation, closely linked to health issues, have been created[101]. An example is the Water, Sanitation and Health partnership (WASH) in collaboration between UNICEF and already mentioned WSSCC[102].

In contrast to health MSPs, only few case studies on water partnerships have been evaluated in the literature. Performance Assessment Resource Centre (PARC) has in 2003 conducted an external review of Global Water Partnership (GWP), one of the largest knowledge water initiatives introduced by UNDP and WB in 1995. GWP has more than 2300 governmental and non-governmental partner organizations in their GWP Network with a participatory steering committee with donors, regional and national partners, and other sectoral partner groups. The evaluation showed that GWP has achieved its main goal in helping to establish the IWRM strategy in donor and partner countries. However, the review demonstrated that only few countries have implemented the concept in their national water strategies. Thus the partnership has been criticized for a weak translation of global strategies to the local context, as well as for poor expansion of local capacities. GWP strengthened its implementation instruments and made some organizational changes, and is currently showing better results. However, there has been some controversy around GWP's legitimacy. Lack of transparency and poor level of inclusiveness of representatives from developing countries have been among the most criticized aspects. As a response, GWP intensified its collaboration with UN agencies

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[98] WSSCC," Who we are". accessed in November 2015. http://wsscc.org/who-we-are/.
[99] "MDGs", accessed in November 2015. http://www.un.org/millenniumgoals/environ.shtml.
[100] William, Easterly "How the Millenium Development Goals are unfair to Africa?" *World Development* 37.1 (2008).
[101] Marianne, Beisheim. "Partnerships for Sustainable Development, Why and How Rio+20 Must Improve the Framework for Multi-stakeholder Partnerships", Berlin (2012): 12.
[102] UNICEF, accessed December 2015. http://www.unicef.org/media/media_31476.html

to increase its effectiveness and legitimacy[103]. Yet it will take some time to assess the impact of these measures on the actual development outcomes.

Alliance for Water Stewardship (AWS) is one of few standard setters in water governance. It aims to develop an international standard for sustainable water and voluntary third-party certification programme. This is drawn up in a round table multi-stakeholder process that is supposed to be equitable, transparent and participative[104]. Because its work started in 2009 there hasn't been any qualitative studies examining its success.

Water and Sanitation for Urban Poor (WSUP) is a service providing initiative. It was initiated in 2004 and it aims to improve water supply and sanitation in slums and informal settlements in urban areas. Up to this date, WSUP has reached 2.05 million of people worldwide with improved water services[105]. A seemingly effective partnership has been however criticized for its ambiguous legitimacy. Particularly, its decision-making process has been found as non-inclusive and non-participatory, in which local level actors are not given a critical voice[106].

3.7 Conclusion

To sum up our literature review, we can conclude that global MSPs for sustainable development strive to be new forms of global multilateral governance. This new phenomenon has developed in area of climate change, as well as health and water as a response to the fact that the development problems can no longer be overcome with a unilateral approach given their cross-sectoral character. There is hence a need to address economic, social, environmental and political determinants of these problems which requires more multi-sectoral approach. There has been a momentum of MSPs in all three respective areas of development with the introduction of MDGs and subsequent creation of numerous Type Two partnership initiatives, and more new partnerships are being launched every year. There are certainly some that perform successfully and have had impressive impacts on their development areas, but not all the partnerships have lived up to their promises. Many scholar studies on Type Two partnerships bring rather critical analysis in which they show low level of legitimacy and transparency of these partnerships due to poor inclusiveness. There is also ambivalent opinion on the inclusiveness of private sector in the partnerships which certainly begs for an integrated framework to deal with their engagement. Moreover, the qualitative literature on MSPs tends to concentrate on large MSPs and also repetitively analyzes the same protagonists (i.e the Global Fund, REER, or GWP). Yet more qualitative research on case studies of other and smaller global initiatives is needed and might bring different understanding of MSPs' operations.

With the new post-2015 Development Agenda and SDGs, MSPs are shaping the global discourses and are often portrayed as vital elements of emerging new form of global sustainability

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[103] Marianne, Beisheim: 16-17.
[104] AWS, Accessed December 2015, http://www.allianceforwaterstewardship.org/about-aws.html
[105] WSUP, "Our impact", Accessed November 2015 http://www.wsup.com/programme/our-impact/
[106] Marianne, Beisheim: 17-18.

governance. However, if legitimacy and accountability of these partnerships won't be achieved, the MSPs in climate change, health protection and water management will not likely achieve efficient and effective development outcomes.

4. FINDINGS

In this chapter, we will present the results of the conducted semi-structured interviews. The information collected will be presented as follows: first of all, a mapping of the building-process of MSPs in the areas of climate change and its related fields of health protection and water management will be described. Further, an analysis of the strengths of these kind pf partnerships, as well as of the difficulties they have to face will be presented. Finally, the last section, tools and mechanisms used by stakeholders to overcome the constraints and challenges they face will be discussed.

4.1 Mapping of the MSPs active in the fields of climate change, health and water

4.1.1 Types of MSPs

The results of our research revealed that MSPs have different forms and serve different purposes. In this section, we will first focus on these different forms of partnerships in which the participating stakeholders are engaged. Furthermore, we will discuss the motivations behind which the stakeholders decide to engage in these partnerships.

We have observed that partnerships from all of the three development sectors (climate change, health protection and water management), although striving to achieve very different development objectives, use similar means to reach them. The partnerships strive to obtain the development outcomes in their respective areas through contribution to the effective and equitable policy and regulations, support of research or sharing and gathering of information, advocacy and monitoring, aid of environmentally and social responsible infrastructure development or through work in affected communities to improve provision of services. Some MSPs use only one method but some use a combination of few. Moreover, the results of the study did not reveal any particular differences in the stakeholders' behaviors according to the type of partnership they engaged in. Already existing partnerships do have different forms and character, but the private sector, civil society, and the IOs seem to be producing very similar types of partnerships.

The most common MSPs in our sample were partnerships in the form of a forum or a platform which serves as an instrument to bring different stakeholders to the same table, and through which effective communication and information exchange are diffused across the stakeholders. The multi-stakeholder movements were other forms of MSPs observed. The MSP movements are created as a reaction to an issue or a gap that have been identified and requires action. The purpose of the movement is to, first, create political attention, and then to find, and subsequently implement a solution to the recognized gap. The MSP movements have a formal character and are usually supported by the UN agencies through an administrative or technical assistance. There are, however, differences between the ways these movements operate. For example, one of the movements is encouraging commitments from different stakeholders and strives to, through a common action raise the attention for an issue, whereas other movement does not concentrate on different stakeholders,

but rather on different countries. The last type of MSPs that was observed in our sample is a partnership that takes a role of financing institution. The purpose of this type of partnership is to create a new innovative way of financing for a certain pertinent issue that is underfunded.

MSPs can have both a formal and an informal character. In our study, the interviewees stated that they were usually engaged in several partnerships at the same time, including both of these formal and informal partnerships. Formal partnerships are binding by an agreement, signed by all the participating parties. An example of such an agreement can be a memorandum of understanding, which however in most MSPs is not legally binding. On the other hand, non-formal partnerships, which are common for MSP movements, rely on individual and voluntary commitments of the stakeholders. However, this collection of several individual commitments is usually a very weak form of contract[107].

4.1.2 Process of development of MSPs

The multi-dimensional nature of climate change can be faced only by using a comprehensive approach: single stakeholders cannot act on their own because they do not have the capacity nor the ability to do so. Thus, an important motivation or reason behind which the partnership is created, is the need to diversify the work and hence the need to engage with other sectors in order to achieve results. Interestingly, we could observe the latter in engagement of stakeholders in political panels. In the past, political panels included solely governmental representatives, now there is a belief that organizing panels just on the governmental level is not sufficient, and that there is an advantages of having other stakeholders at the table. Hence, the UN agencies are now invited because of their technical expertise, and the civil society because of their better knowledge of the realities from the field. What is important to note, is that from our interviews we could see that all the stakeholders were actively seeking to engage in the partnerships. Very often, stakeholders asserted that they were themselves the initiators of the current partnership. Moreover, as mentioned before, all of the stakeholders interviewed were usually engaged in several MSPs at once.

The procedure of recruiting partners is according to the stakeholders a quite simple process. Most stakeholders ask to be part of a partnership and not vice versa. Rejections do happen, but they are not so frequent. Being motivated to be part of the partnership is essential. Hence, motivations are not only important from the point of view of the stakeholder itself. It can also be a ticket to an entry into a partnership. It is not only about being motivated, but also about having the right motivations. The initiative of the partnership usually comes from the partners themselves. In particular, the involvement of actors in a partnership may follow two different procedures: "push" and "pull". The first describes the behavior of the partner initiating the partnership. The second one describes the involvement of actors to whom the participation is proposed. This involvement of actors does not only apply to the process of building and developing partnerships, but it is also linked to the type of

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[107] For a graphical representation of the types of MSPs and the kind of partners engaged in MSPs, please refer to Annex 1.

stakeholders that get invited to be part of the partnership. The results of our study show that all the stakeholders were very conscious about inclusiveness of the partnership and were in general including all relevant stakeholders from affected and local communities in developing countries into the partnerships.

Stakeholders engage in the partnerships driven by various motivations. Fundamentally, the motivation is to try to solve a problem. When there is a risk in the supply chain identified, or they are issues in the community or the public policy is poorly implemented, there are all sorts of different problems related to the limitation of climate change effects that require action. But we could observe that there are different factors such as stakeholder's mandate, objective, size, level of expertise or availability of resources, that are all decisive for the level of their engagement in the partnership, regardless the development issue that needs to be tackled. Essentially, when there is a problem to solve, there is always an incentive for the stakeholders to engage. For the private sector, it is usually a financial incentive, for NGOs or the UN agencies it is the policy and protection of environment or population, and for the government it is often social unrest, community issues or just having to fulfill their mandate which creates an incentive to engage in partnerships. Hence, different incentives are decisive for different types of stakeholders to engage in the partnerships.

As we already mentioned, stakeholders engage in the partnerships because they want to fulfill their mandate or objective, but they usually lack resources, knowledge or expertise necessary to do so. Therefore, they engage with other stakeholders who can provide it. This is usually relevant to IOs, NGOs and public sector. Private sector, however, has usually very different motivations to participate in the partnership. Private sector is an indispensable stakeholder demanded in the MSPs because of the different knowledge, technical expertise and resources that they have. Yet the motivation for them to engage in the partnership with other stakeholders often goes hand in hand with their corporate social responsibility (CSR) strategy, which is usually linked to gain of reputation and an important part of branding. Therefore, the purposes and motivations of private sector to be engaged in MSPs can be ambivalent. We will discuss this further in our analysis.

Besides varying motivations, we have seen that there are also different types of engagements undertaken by different stakeholders. One is engagement in already existing processes. Here, depending on the specificities of the partnership, stakeholders provide assistance, try to bring more stakeholders or partners on the board or seek collective action. Stakeholders also create new collaborations except interventions in already established systems. Here the proposal for the partnership can be developed by a single stakeholder or by more entities working together. In both processes, existing and emerging ones, stakeholders (on general coming from the civil society and the UN agencies) often undertake a role of a broker or a catalyst. Hence, these partners are acting on a neutral soil and provide different facilitator services to other stakeholders depending on the recognized needs (typically when there is large number of different stakeholders involved or a risk of having conflicting work cultures or ethics). Furthermore, other stakeholders' activities in the partnership include rendering of technical assistance, knowledge, experience or networks to the

partnership. In addition, depending on the size and expertise of the stakeholder, they also provide catalytic resources or engage in economic and business planning. Here again, this is related to what the stakeholder has to offer to benefit other stakeholders in the partnership in order to achieve a common objective.

After providing this broad overview of the types and process of development of MSPs as well as different stakeholders' motivations, the following sections will provide a deeper analysis of the operations of these partnerships. First, the positive aspects of these partnerships will be discussed, followed by challenges and constraints of MSPs. Lastly, mechanisms and tools that are put in place to deal with these difficulties will be analyzed.

Stakeholder	Motivations
IO	• Efficiency
NGO	• Access to resources • Access to technology and expertise
Public Sector	• Pushing political agenda • Gain expertise
Private Sector	• Achieving individual goals • Branding • Provide a good image of the company
Partnerships	• Raise funds and awareness • Achieve more collectively

4.2 Strengths of MSPs: why are they positive?

Diversity: the art of thinking independently together

M. Forbes

There are many reasons behind which different stakeholders decide to partner with each other, and most of these reasons are what constitutes the positive aspects of MSPs. This section will discuss these positive aspects of MSPs based on the information gained from the interviews. Many of the positive aspects align with the motivations behind which stakeholders decide to engage in partnerships which were briefly discussed in the previous section. In general, every stakeholder in a

MSP should be able to benefit from the partnership. This is because alliances that bring actors together are traditionally more efficient and ambitious in the long term, especially when these forms of cooperation emerge in the absence of efficient action from governments. When governments are not efficient in solving problems which undermine the well-being of their populations, then the use of other tools, such as MSPs, are made necessary.

The interviewed stakeholders described MSPs as powerful tools to address the problems that single actors are not able to address on their own. In fact, the majority of interviewees highlighted that the complex nature of challenges our society has to face, such as climate change, cannot be solved with fragmented strategies, but only through cooperating behaviors. The cross-sectoral effects that climate change has been causing can be faced only by a comprehensive collaboration, which unifies all the international actors affected by the present abnormal increase of global temperatures and its social impacts.

The results of our study show that one of the main benefits of MSPs is the possibility of exchanging capacity, knowledge and skills. Individual organizations cannot have expertise and competences in all the aspects required for their development, and therefore partnering with stakeholders from different sectors can be complementary and help broaden their impact. This is especially true for the increased importance of the multidimensional sectors of health protection and water management where broadening the scope of projects is necessary. Individual stakeholders' abilities are enhanced and complemented by the engagement in the partnership. That is why MSPs have the possibility to put into practice ambitious projects facing cross-sectional issues by overcoming individual weaknesses. The result of this sharing of information in MSPs is a positive outcome of learning. This learning is achieved through the transfer of knowledge between stakeholders. Partnering with others is in this case a win-win situation for the stakeholders and can serve as a motivation as well as a positive outcome of MSPs. All stakeholders have some skills, and in partnering with other stakeholders possessing other types of skills they are able to pull their abilities, and thus achieve a better outcome together. Partnerships can, in this way, be crucial for certain stakeholders to be able to achieve their own organizational goals. One can even go further and suggest that MSPs can achieve otherwise impossible objectives, whether they are on the organizational or the global level.

With this being said one understands, why the expression "we are stronger if we act together" perfectly mirrors the positive impact that MSPs can produce within the international community. Single entities are indeed characterized by different and specific competences that can only produce limited results when applied separately. The capacity in terms of knowledge, resources, organization, technology, etc., owned by each actor (private company, intergovernmental organization, non-governmental organization, etc…) is inevitably limited. This limitation can be due to a variety of factors: from restricted access to financial resources, to limited knowledge. This latter can derive from the specialization in a particular area of action and not in others (for instance *water management* but not *food protection*), or from scarce involvement in certain regional dynamics (for instance, a European private company wishing to support a project of sustainable management of water in Uganda may not

be aware of the social dynamics active in that region). It does not matter what the origin of the limitation is; the important factor on which we have to focus is that, since single human beings cannot accumulate a universal knowledge, the same truth holds for bigger aggregative entities. Since they do not have a universal capability of adaptation to problems, they need help from other actors in order to overcome them.

Moreover, MSPs can be the best way to approach certain issues. This is the case when the issue is multi-sectoral, or in other words cutting across several sectors. In this case it is almost inevitable not to address the issue through a multi-stakeholder partnership, or as some of the participants stated, it would not be a successful partnership in that case. Some partnerships have emerged with the sole purpose of addressing these cross-cutting issues. This is something that holds true especially for the multi-sectoral effects to climate-change such as those on health and water. MSPs have more over the possibility to achieve a mandate. That is that the partnership can be a vehicle to, collectively as a group, raise the profile for a certain issue. An issue that is only advocated by one organization or one company will not necessarily have the same leverage as if it was instead advocated jointly by a hundred stakeholders from different sectors. Similarly, partnerships can also create change, and create a consensus that change is needed in a certain area.

A positive result of partnering with other stakeholders can also be an easier access to funding. As development aid is becoming harder to access it is much more likely that several stakeholders who partner together will be able to receive funding rather than one single stakeholder by itself. Furthermore, if partnering with stakeholders from several different sectors, it is likely that some resources can be pulled from within the partnership itself. With this being said, the stakeholders interviewed emphasized the fact that MSPs do not necessarily have to be expensive or require lot of resources.

Many stakeholders stressed that through the engagement in MSPs, the scale of potential results is bigger than if it was just dependent on one single stakeholder. Hence, the development outcomes and efficiency gains can be greater. This increased scale of the project has thus the potential of increasing the impact of a particular project. An example of this may be in the case of an access to safe sanitation program, where if this was a project led by only one local NGO it would have the potential of bringing safe sanitation to one village or community, as opposed to if the program was carried out by a partnership where a much larger population could be reached at regional or perhaps even at country level.

The view of the positive aspects of being part of MSPs varied between the different stakeholders who were interviewed in this study, and not so much between the sectors. It was found that the private sector, while wanting to achieve a positive social impact, at the same time also is very conscious about what benefits there are in the partnership for them (this will be further discussed in the following section). The private sector stakeholders also mentioned the positive impact on their brand that partnering with other stakeholders can have.

What is concerning NGOs, they are pointing to mostly positive impacts of partnerships relating to the access to funding, and this is true for both the larger and the smaller organizations. NGOs also mentioned one of the positive aspects of partnerships being the access to technology and skills that they do not normally possess themselves. In this case, NGOs can find it more profitable when engaging in partnerships with the private sector, because businesses can provide the technology that the NGOs or other types of stakeholders do not possess. In this way, the MSPs are enabling NGOs to carry out projects which they would not have been able to do otherwise. Another benefit mentioned by one of our interviewees, was that the work of the private sector can be used as an entry point (ex. 200 workers working for a multinational company in a developing country) around which the partnership established can create a win-win situation for all the stakeholders engaged if implemented well.

From our analysis we can conclude that process of MSPs have many positive features mainly owing to its very diverse nature that produce many complementarities which, if integrated well, can result in innovative and efficient partnerships. Yet as much as it was seen by several interviewees as beneficial to engage in MSPs with the private sector companies, the latter is an ambiguous issue. And this is only one of the challenges that the MSPs have to face in their operations. We will discuss more difficulties and challenges of MSPs in the next section.

Positive aspects of MSPs
Collaborative action to reach common goals   **Exchange of information and capacity**   **Pulling together resources**   **Flexible, informal and decentralized structure**   **Raising awareness and public opinion**   **Connecting local practices with the global environmental and development norms.**

4.3 MSPs: their weaknesses

The downside of diversity: diversity, at least in the short run,
seems to bring out the turtle in all of us
M. Jonas

What we could observe in the previous section was that the diverse nature of MSPs dealing with the cross-cutting issues related to climate change gives them an added value in their potential to

make the implementation process of any development project, related to the preservation of the sustainable development, more effective and inclusive. According to many of the interviewees, the heterogeneity of the actors involved in MSPs is the main strength of these partnerships: the more diverse the stakeholders involved are, the bigger the chance of success would be. According to this perspective, the multiple natures of the stakeholders is a constructive element: all the different visions, interests and capacities of the members can be unified into one single voice and thus the weaknesses of one stakeholder can be compensated by the strengths of the other one, and eventual conflicts then may be overcome through the dialogue.

The concept that "being different together" is always better than "being alone in dealing with problems" can be however criticized under several aspects. Indeed, critical opinions on the operations and effectiveness of MSPs have not been overlooked by some interviewees[108]. The fact that all these "critics" are also engaged in MSPs, and therefore directly involved in their functioning, has made us being careful about the role this fact plays in order to avoid simplistic interpretations. These critics do not have to be seen as a blind attack against a useful form of inter-sectoral cooperation, but rather as a tool that international stakeholders can use to give to global partnerships the efficient strategy described in the previous section.

When we deem MSPs a key mechanism of international cooperation including multiple sectors, we usually center the analysis just on the positive aspects embodied in their processes, and this may result in only one-sided picture. The model of action proposed by MSPs, i.e. to sit together, discuss and find a compromised solution between multitudes of different voices, is an undeniable powerful instrument of inclusiveness. Yet we have to remember that we do not live in an ideal world; the different voices that need to be harmonized within a partnership often suggest diverse, if not opposite, visions of the world, different views on how the partnership should achieve its goals, and even different interests in the expected outcomes of the partnership. It is true that this heterogeneity can provoke a dialogue and the search for a common solution, however on the other hand, our interviews have highlighted that the heterogeneity itself can be an obstacle for a clear and fruitful discussion, with the risk of slowing down or even blocking the entire cooperation process. The difficulties in interaction between the different members of a partnership will be deeply discussed in the following lines; to have an initial idea on how heterogeneity may represent an obstacle in the development of MSPs, let us think to the divergent goals leading the actions of stakeholders. Private sector for example is devoted to the realization of profit and, in order to obtain that, time efficiency, rapid decision-making processes, strategies designed to better manage scarce resources rather than to reach broader goals of human development are the priority. On the other hand, we may find IOs and NGOs, whose lack of resources and mission of cooperation traditionally lead to slow and democratic (in terms of decision-making) organizational practices that result in long negotiations, hardly prompt

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[108] It has to be recognized that, generally, people directly engaged in a process, tend to accentuate its positive aspects and reduce its negative factors. The honest answers received by the interviewees, who admitted the presence of difficulties in the development of efficient MSPs can be considered as a success of this research: it is the proof that the methodology adopted did not alter in a consistent way the objectivity of the answers (being the preservation of the objectivity one main challenge in qualitative research).

implementation and small results in the short term. Such opposite visions are difficult to unify, and the difficulties in merging these different souls are likely to undermine both participation and efficiency in the functioning of MSPs. In effect, if a compromise between the heterogeneity of methods is not found, the partnership may collapse (because of the withdrawal of some members) or see its activities reduced because of a not optimal engagement of its partners.

It is important to mention that the latter was observable as a common element of all the interviewed MSPs, rather than a feature of only a particular type of a partnership. Essentially, given its multi-sectoral dimension and its complexity, the preservation of sustainable development is a perfect framework in which discrepancies may arise even between seemingly similar actors, i.e. between stakeholders who, in a more limited context, would likely agree on the same strategies to be adopted. Hence, divergent positions are very likely to emerge, especially in the development fields dealing with the limitation of dangerous effects of climate change. We are now going to describe in detail the different mechanisms in which heterogeneity between actors may represent a weakness rather than strength in the strategy proposed by MSPs.

We have already outlined in Chapter 1 the complex interactions between causes and effects on sustainable development of climate change. Its nature therefore does not allow solutions through limited and localized initiatives but only through comprehensive strategies. MSPs do provide such a comprehensive framework in which all the stakeholders directly affected by climate change can share their views and expertise to look for cooperative solutions. However, as briefly described above, the difference of stakeholders may undermine the efficiency of this collaborative process. In order to make the concept clearer, let us explain this argument by using few examples. Let us start with the private sector companies. In general businesses do not receive external funds; therefore they need to produce profits in order to guarantee their existence. We have observed in our interviews with the private sector that the main objective of the partnership does not play a role in their decisions to get engaged in the partnership. It can be a development of technology to reduce greenhouse gases emissions or provision of water and health services in affected areas, the realization of profit is always the decisive factor. Now it is true that a direct involvement in the sustainable development projects helps businesses to improve their image, yet this argument becomes relevant for the companies only when the expected profits from the partnership are higher than the costs of engagement. The latter is not meant to criticize the operations of private sector, it is rather an objective condition that cannot be avoided, and is rooted in the very definition of the private sector's functioning.

The need of profits by the private sector is not aimed to weaken the scope of the partnership; however, it can often lead to a risk of undermining its efficiency. Indeed, stakeholders coming from other sectors, engaging with different motivations, are used to consider the private sector's actions as self-interested, and not driven by the willingness to achieve a major common goal (i.e. what MSPs should realize). This bias heavily influences the negotiation process within MSPs because it undermines its four main principles (mutual benefit, mutual responsibility, mutual respect and mutual participation). If these are not fulfilled, the motivations for an open confrontation are lost, together

with the possibility to build an efficient partnership. From the information collected in the interviews, we can assume that some forms of partnership can be put into practice even if there is only a little trust across the different stakeholders. However, in this case, the costs of communication would become very high and the time of negotiation much longer, thus the cooperation and effectiveness would be undercut.

Moreover, such difficulties in communication between stakeholders are more widespread than the traditional supporters of MSPs used to admit. This has become evident when conducting our research. Some interviewees (mostly from NGOs) explicitly affirmed that they "do not trust private sector" and that they "would like to avoid being engaged in MSPs with it". Yet the problem that poses itself here is that a cross-cutting phenomenon as climate change does not often allow other stakeholders to act efficiently without the engagement of the private sector, since it is the main owner of the financial resources, capacities and technologies required. As a matter of fact, the inclusion of private sector cannot be avoided from certain MSPs where business participation is inevitable for an effective action. This reality helps us to understand why the challenges in negotiations involving different stakeholders with various interests are so complicated both during the creation and the development of the process of MSPs.

The profit-oriented nature of the private sector is not the only challenge that MPSs have to face. During our interviews, we observed also discrepancies between different operational environments of different types of stakeholders, mainly between NGOs, IOs and public sector (governments and official foreign aid agencies). They do not have financial profit as a primary objective, and hence their only objective is the fulfillment of their mandates and missions. For the government it is the provision of public goods or enhancement of well-being of their citizens, for the IO it is the strengthening of international cooperation, and for the NGO it is primarily the improvement of living conditions of affected communities negatively affected by climate change effects on health and water, especially in developing countries. At a first sight, one may think that the intrinsic moral value of their primary objectives should push for the development of an efficient partnership aiming at the limitation of climate change. This interpretation is in line with the traditional dichotomy according to which the private sector is the "bad guy" of the situation, while all other stakeholders work hard to find a solution to global problems. However, the reality of MSPs is much more complicated than that. IOs, NGOs and public sector are in fact all moved by their own interests that are also often not consistent with the mutual concept of efficiency and legitimacy of the partnership. For instance, our interviews showed that some IOs and NGOs tend to engage in the areas or networks where they have already built reliable connections, or liable donors, which might result in biased outcomes. In fact, if partnerships focus their activities in areas where other interventions have already been realized, the already existing connections with local partners may facilitate the implementation of the development project, but this behavior risks to leave entire regions that need help to face climate change dangerous effects without any support. Such a strategy privileging easy solutions rather than fair and comprehensive protection has been appointed by some scholars as an intrinsic weakness of

international organizations, whose unequally distributed interventions in developing countries already contributed in the past to episodes of unequal treatment[109].

We can conclude that having ethically remarkable goals does not imply being able to reach them without being influenced by external factors. We have seen that each stakeholder has to choose among the most convenient option, the most economically or technically efficient. The higher the number of stakeholders involved in a partnership, the higher the number of different interests, and thus the more difficult the solution of the negotiation process within the partnership will be. Hence, the risk of experiencing conflict of interests, as confirmed by our interviews, is one of the many aspects of the operations of MSPs and might be the most challenging one.

We can understand that conflict of interest is a concern for the well-functioning of MSPs; but it is not the only challenge MSPs have to face. Conflicts of interest are rather the symptom of much more important divergence between different kinds of stakeholders. These conflicts are due to divergences in culture, communication and visions. And the latter is much more difficult to overcome, especially when stakeholders have to deal with acute problems in sustainable development. For instance, the tendency of IOs and NGOs to look for a large inclusiveness among all different actors and to promote slow processes of improvements through innumerable multilateral meetings and negotiations risks to significantly slow down the full process and undermine its efficiency. Some stakeholders deemed the biggest danger for a future of MSPs, the missing of the momentum, meaning letting the initial excitement fade away through the slow negotiating and bureaucratic procedures that have little in common with the urgency of action required by climate change. Partnerships engaged in limiting dangerous effects of climate change need to be dynamic and provide quick assistance. However according to some interviewees, delays in intervention are very common cases. Such delays can be due, as already explained, to the bureaucratic environment of international organizations, slow decision-making procedures caused by non-hierarchical organs characterizing MSPs, inefficient mechanisms of monitoring and evaluation, lack of transparency, and the above mentioned conflict of interests between the most powerful partners.

Furthermore, we do not have to forget the fact that usually the partners bringing the biggest amount of resources to the partnership may have an influence in the decision-making process, this kind of power dynamics may further undermine the trust between the members of a partnership.

The danger of all the above-mentioned constraints is not to be able to provide the service the partnership initially envisaged, and to miss the efficiency. Since the efficiency paradigm has always defined the private sector, for which time efficiency, good and coordinated results are a priority (they need to make profit from that), private actors often find themselves disoriented in front of the slower rhythms of the international organizations and the public sector. That is why, even though the

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[109] An example of this unequal treatment is represented by Ghana. Several interviewees in fact highlighted the tendency of IOs to implement development in Ghana because of the pressure of networking by leaving other needing countries in the same area in a status of human underdevelopment (such as Togo).

sentence "we do not trust private sector" can be justified (as we have seen above), the sentence "we do not trust the international organizations" seems to be working as well.

To sum up, we have seen that the process of a MSP can experience some difficulties in a form of a conflict of interest or power dynamics which can slow down or hinder its development, and sometimes even lead to its inefficiency due to lack of monitoring or evaluation mechanisms.
No stakeholder has the perfect formula allowing MSPs to work perfectly, because each of them is biased by its own culture and "modus operandi" However, MSPs can be a very powerful tool for implementation of development project. But in order to have them efficiently operative, the above-described challenges have to be recognized and overcome. Therefore, the following paragraph will present some mechanisms and tools used by different stakeholders to limit these negative aspects and difficulties.

Weaknesses of MSPs
Different operational strategies across actors   **Different visions, cultures, interests, organizational languages**   **Difficult to consolidate the conflicting environments**   **Unbalanced decision making processes**   **Lack of transparency and legitimacy**   **Weak monitoring and evaluation mechanisms**

4.4 MSPs: how to make them work?

"It is always more productive to talk with your enemy than with your friend with whom you already share the same views".
Anonymus

In the previous two sections we have seen that MSPs carry along many positive aspects but also experience many difficulties and challenges that sometimes hinder their processes and operations. Part of this qualitative study was also to examine different tools and mechanisms that the stakeholders use in order to cope with different constraints or issues. We have observed that stakeholders use very similar mechanisms when ensuring the right functioning of their partnerships. Moreover, there were no significant differences between the mechanisms used by partnerships in different development areas, but rather depending on the form of the partnership. The following

section will be therefore dedicated to the activities, mechanisms and instruments that interviewed stakeholders use in order to reduce risks and eliminate issues mentioned in the previous section.

It is important to mention that partnerships are not static and they are in continuous development since their creation and are evolving throughout the entire process. In our literature review, we have stressed that an ideal partnership should be built upon four principles: mutual benefit, mutual responsibility, mutual respect and mutual participation. The word "mutual" is the key here and has a significant meaning for successful functioning of these partnerships. Willingness of all the stakeholders to work together and to contribute to a solution of a development problem was highlighted as being crucial by all the interviewees. If the latter is not fulfilled, the partnership risks to not be able to deliver desired outcomes.

For a collaborative effort to have the best results, we have identified certain activities that have been strengthened by our research participants as being important to be initiated even before the creation of the partnership or during the early stage of the partnership. We have observed that a successful identification and selection of potential stakeholders through a careful screening can be a turning point for the future of the partnership. There were no specific tools for identification or selection process mentioned by any of our interviewees, yet understanding stakeholders' mandates and objectives through research and dialogue was stated as a fundamental in this process. One of the interviewed stakeholders noted that finding at least one mutual goal or objective throughout the identification process can be a good reason to work together, rather than to not work together. Hence identification of common goals and objectives is crucial.

Furthermore, all our interviewees drew attention to inclusive and integrated participation as being a key principle when selecting potential collaborators. The degree of inclusiveness and integrity can help to overcome "participation gap" and increase equitability, credibility and efficiency of the partnership. It can also facilitate the translation of a common agenda to local context and thus contribute to a successful implementation process[110]. When identifying potential partners, the entire stakeholder network across all the sectors should be explored, meaning that the stakeholders that are directly affected along with those who are indirectly influenced by the outcomes should be considered to participate in the partnership. We have observed that in many partnerships across all three development areas there is a tendency to involve the primary stakeholders (ex. disease affected groups) as well as local governments and authorities in the partnership processes. Yet it has to be ensured that these groups are also given a critical voice and are equally represented in decision-making committees. Moreover, the selection and identification process have to be transparent and democratic to eliminate risk of power imbalances across stakeholders.

In the previous section, we observed that different stakeholders have different cultures stemming from their different operations and missions. The degree of alignment or fit between other stakeholders in the partnership is therefore important in the selection process. We cannot expect for

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[110]Marianne, Beisheim and Andrea Liese. 2014. Transnational Partnerships: *Effectively Providing for Sustainable Development?* (Palgrave Macmillan. And Glasbergen, Pieter, Frank Biermann,and A. P. J. Mol. 2007).

the stakeholders to have identical cultures, however mutual respect and awareness of those cultural differences as well as their possible impacts should be embedded in every partnership. Understanding different institutional, cultural, ethnic differences and diverse perspectives between stakeholders from developed and developing countries during the selection process can be vital and must be given an importance. Similarly, past experience of the stakeholders is very important in the selection phase. Some stakeholders, particularly from the civil society sector, asserted that they only partner with stakeholders with whom they have a previous experience record and who have proven to be liable in their past collaborations. Here, also reputation of stakeholders can influence the decision of working together because stakeholders tend to partner only with "good" actors and do not partner with "bad" ones. This strategy can be beneficial and eliminate further risks, but at the same time it can result in a narrow participation of stakeholders and make the process rather non-inclusive. Hence, balancing the past experience with openness and willingness to partner with new stakeholders from different sectors is favorable.

Moreover, after the partners are identified and selected, it is very important to establish a strong base for the partnership from the early beginning of the collaboration. Trust building and communication are fundamental for this process. To gain trust it has to be ensured that all the stakeholders have been given voice, and their concerns are heard and honored. Hence, trust building is highly interconnected with strengthening of inclusive and participatory processes. Moreover, all the stakeholders in our study have emphasized communication to be the "holy grail" of a successful partnership. As we mentioned in the previous sections, stakeholders from the private sector, NGO or public sector have different working morals and behaviors. In the global partnerships, this is even more constrained by them coming from different development areas, different countries, speaking different languages, and operating on different levels. Communication can thus be more than challenging. Usually the more stakeholders is engaged, the harder it is to consolidate the different voices. In our research we have explored that in many bigger partnerships a method of having a broker or mediator is often being used. Broker acts on a neutral soil and orchestrates communication among stakeholders to align activities, share knowledge and build trust. In some partnerships broker organizations organize meetings several times per year, in which key stakeholders meet their counterparts from other countries, representatives of working groups and regional or national actors to share experience learn from each other and build relationships. For example partnerships in a form of a forum or a platform use this method on a regular basis to best assure the effective communication as well as diffusion of knowledge and experience across stakeholders. Furthermore, formal and informal communication on a regular basis is a prerequisite for building strong pillars for an effective partnership. Dialogue was also mentioned by all of the stakeholders as the most effective weapon to eliminate power dynamics and conflict of interests in the partnership.

Once a partnership is established, it is very important to agree on a set of rules and principles which will guide the practical aspects of the partnership. Agreeing on so called ground rules for participation has been mentioned by several stakeholders as vital for further management processes.

This set of rules varies across partnerships, but in general it includes accepted and unaccepted behaviors of stakeholders, confidentiality principles and principles for commitment to different roles and responsibilities across stakeholders. Memorandum of understanding was used in majority of partnerships to outline precise roles and responsibilities of stakeholders. Moreover, several stakeholders have asserted that agreeing on minimal set of rules for resolving any severe disagreements in the partnership in the initial phase of the partnership is advisable. The latter can help to tackle any conflict of interest that may occur throughout the process. There has been however only one interviewed MSP with an actual written policy for conflict of interests in place. This partnership received assistance from an independent organization that helped them to develop several documents that are adopted to fit their engagement principles. Their conflict of interest policy contains elements that serve the prevention, identification, management and monitoring of conflict of interest. Yet even if a policy is adopted, it should be accompanied by effective communication and trust building across stakeholders to ensure its best implementation.

One of the most important aspects of MSPs is decision-making process which is the determining factor of a right direction of the partnership. One of our interviewees, a partnership in a form of a fund, had particularly well developed decision making process. It has a governing body that includes stakeholders from all the sectors. Its executive board consists of 20 voting members of whom eight represent donor governments, seven represent recipient governments, three members come from NGO sector and two represent private sector, whereas the last five have the same rights as the government representatives. Moreover, three UN agencies and government representatives are present on the board as technical support and have no votes. In addition to a board established on the global level, state and non-state actors work together on a country level and are responsible for coordination, implementation and monitoring of the programme. To ensure that the private sector does not have a strong influence on the decisions, role of civil society has been strengthened. Furthermore, detailed tasks, structure and composition is designed on all levels of the partnership to ensure accountability.

Strong and good governance of the partnership can ensure legitimacy as well as efficient monitoring and reporting mechanisms. Moreover, it can stabilize power imbalances within the partnership. It needs to be therefore paid a serious attention from the early days of the partnership. We observed various decision-taking mechanisms across partnerships, depending on size and amount of resources involved. Yet tendency to have a participatory and consensus oriented decision-making process was observable across several partnerships. Many interviewees highlighted this type of decision taking to be the best instrument for reduction of conflict and for increased compliance.

Well-designed monitoring and evaluation mechanisms are another inevitable element for a prospering partnership and need to be agreed on by all the stakeholders in the beginning of the partnership. We have observed that all the stakeholders use various monitoring and evaluation systems, depending on the scope and size of the partnership. The most common mechanisms were internal report evaluations. Some partnerships also engaged third parties for external evaluation of

their operations and progress. For example, external auditors for operations and funding were invited. This is suggested by many scholars to be the most efficient[111]. Few MSPs also made all their partnership information available online on their website to ensure transparency and public awareness. The most important is however to monitor the individual stakeholders as well as collective efforts on all the levels of the partnership and in regular periods of time. Top down approaches are not recommended by scholars, but instead horizontal approaches can lead to higher accountability[112].

Furthermore, it is also important that the activities of different stakeholders do not infringe upon, but rather support each other. In the context of global MSPs, responsible businesses practices are crucial for a strong mutual relationship between private sector and other stakeholders. In terms of government-business relationship, one of our interviewees pointed out that responsible engagement of stakeholders requires that private sector actions align with public policy objectives. It is government's responsibility to develop and implement policies and ensure that services are reliable, and business's responsibility is to ensure that their operations are complied with regulations and do not hinder the ability of government to meet their imperatives. Moreover, for an MSP working towards sustainable development, it is essential to ensure that the businesses meet (at least minimum) fundamental responsibilities conducive to sustainable development. In addition, it has to be ensured that responsible practices are aligned with activities of other stakeholders, such as IO or NGO, and are well-implemented in business strategies of all private sector stakeholders in order to eliminate strategic risks in the partnership.

The United Nations Global Compact[113] was mentioned by several interviewees as a strategic framework that they encourage their private sector stakeholders to adopt and act upon. However, the framework is voluntary and the initiative does not have any mandate to monitor or measure companies' performance. McKinsey has in 2004 carried out the Global Compact assessment in which it found out that in 91% of the surveyed companies, the Global Compact had either no effect or did not lead to supplementary improvement of their environmental, social or human rights performance[114]. Several declarations have been created on principles and guidelines, for the regulation of the relationship with the private sector in general. Yet these guidelines vary in scopes and objectives. They have been criticized for not being binding enough and largely inconsistent. Furthermore, similarly to the Global Compact, no monitoring and evaluating mechanisms are developed to ensure their implementation. Up to this date, the UN does not have any regulatory framework for regulation of relations within partnerships[115]. Therefore unified strategic approach on

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[111]Karin, Bäckstrand. "Multi-Stakeholder Partnerships for Sustainable Development: Rethinking Legitimacy, Accountability, and Effectiveness". *European Environment*.

[112] Ibid

[113] The **United Nations Global Compact** is a United Nations initiative to encourage businesses worldwide to adopt sustainable and socially responsible policies, and to report on their implementation. https://www.unglobalcompact.org/

[114] McKinsey & Company. 2004. Assessing the Global Compact's Impact. New York: UN Global Compact Office.

[115] J.K Cogan, Hurd I, Johnstone I.2015. The UN-Private Sector Relationship: A Partnership Recovered. Forthcoming In Oxford Handbook of International Organizations.

all the operational levels (global, regional country), as well as systematic impact assessment and evaluation of MSPs in an accountable and transparent way is vital.

Based on our small qualitative research, we can draw conclusions that a successful multi-stakeholder partnership operating on all levels, has to be inclusive and integrated from the early beginning of the process. From the initial phase, it has to have a strong base built upon principles and rules ensuring responsibilities and roles of different stakeholders, aligned with regular communication and trust building across stakeholders. In a well-working partnership, all stakeholders' practices and business strategies have to be aligned with activities of other stakeholders and with sustainable development principles. And most importantly, strong governance and participatory decision making on all levels of the partnership (as seen in our example) is crucial and can pave the way for legitimacy and effectiveness. In addition, well-designed monitoring and reporting mechanisms will contribute to accountability and efficiency of MSPs. To sum up, all the above are prerequisites for a well working multi-stakeholder partnership, yet they are not complete and cannot be generalized (given our small sample size) but can be conducive.

Steps to a successful partnership
• **Identification of a common goal or objective**   • **Inclusiveness and participation**   • **Alignment of diverse institutional, cultural, and ethnic differences**   • **Communication and dialogue for trust building**   • **Maintenance – agreed rules and principles**   • **Emphasis on good decision-making process and strong governance**   • **Well-designed evaluation and monitoring mechanisms**   • **Responsible business practices – implication of public interest now and not just alternatives to public action**

5. CONCLUSIONS - THE FUTURE OF MSPs

To conclude, we saw that in the last two decades MSPs have evolved rapidly as a new form of multilateral governance in sustainable development sphere. Yet we could also observe that the Type Two partnerships developed as a response to MDGs in 2000s have been largely criticized by different literature as not reaching their stated goals and for their lack of legitimacy and transparency. In our research we strived to look at the process and operations of the MSPs in the field of limitation of climate change and its effects on health and water.

Our qualitative research revealed that the MSPs operating in all the development areas have very similar working dynamics and methods, regardless the development objective and form of the MSP. Hence we found out that the biggest differences are not between the development sectors but between the different stakeholders – public sector, private sector, NGOs and IOs. We could observe the most distinguishable differences within the private sector – its motivations, incentives and levels of engagement. The private sector was deemed also the most controversial stakeholder. The ambivalent perception of its participation in the MSPs was evident from all the interviews with other stakeholders (NGOs, IOs, and public sector). However, we could also see that it is exactly the engagement of the private sector that is the most indispensable element in all of the partnerships interviewed. Interestingly, the resources were not the greatest reason for their engagement, but rather the accumulation of private sector's technology and expertise that can serve as an entry point in all of the partnerships.

Furthermore, our research showed that all the stakeholders have different knowledge and expertise, their sizes and resources vary, as well as their influencing power in the international governing system. Yet the latter can be a source of many potentialities of MSPs. The greatest one is that they can pool together these diverse elements from all the different sectors and use it as a unified tool to combat a development issue that needs to be solved. However, we could also observe that this multicultural nature of MSPs can produce many challenges and difficulties. The operations of MSPs can be hindered by conflicting environments that are stemming from the diverging interests of different stakeholders. Furthermore, insufficient governance within the partnership or non-inclusive and non-participatory decision-making process can result in power dynamics which can eventually leave gaps in legitimacy and transparency of these partnerships. The latter combined with insufficient monitoring and evaluation mechanisms can undermine the efficiency of the partnership as a whole.

But in the last part of our analysis, we demonstrated that the stakeholders are aware of the challenges and difficulties because they see its potential negative impacts on the development outcomes and hence they are working towards mutually beneficial partnerships. We could observe that they are putting pressure on the importance of inclusive, participatory, equitable and transparent

partnerships by using different mechanisms such as partnering with a third party or developing strong governance bodies that are the prerequisites for well-working MSPs striving to achieve sustainable development.

To sum up, we have seen that the MSPs are not perfect and their functioning and operations are under a constant development. Therefore, we cannot avoid asking ourselves what is the future and the role of the MSPs in the next decade or so. This specific question was also asked to the participants of our research. And we could see that there is a broad consensus that partnerships are going to be a very important component of the international governance. The shift from the MDGs to the post-2015 Development Agenda can be an opportunity for the MSPs to finally get out of their shell. Many interviewees consider this as a unique moment for the cooperation among the stakeholders, especially pressured by the urgency to undertake a common action towards sustainable development and the limitation of climate change effects. For instance in the health sector, this shift from the disease-centered approach that was central to the MDGs, to tackling the drivers of these diseases introduced with the SDGs, can be a push for certain stakeholders to a higher investment in human rights or gender issues, among others.

We believe that MSPs have a potential to be a powerful weapon to contribute to the progress of achieving sustainable development goals. Their biggest advantage is their flexible, informal and decentralized structure through which they can potentially link the local realities and practices with the global environmental and development norms and policies. Their potential ability to connect the principles of sustainable development and protection of climate to the local context is crucial. In other words, MSPs can play a fundamental role in the implementation of the new post-2015 Development Agenda if they develop strong and transparent governance, all of their stakeholders will commit to the principles conducive to the sustainable development, and the relationship between different stakeholders will be regulated and consolidated through a well-designed strategic framework.

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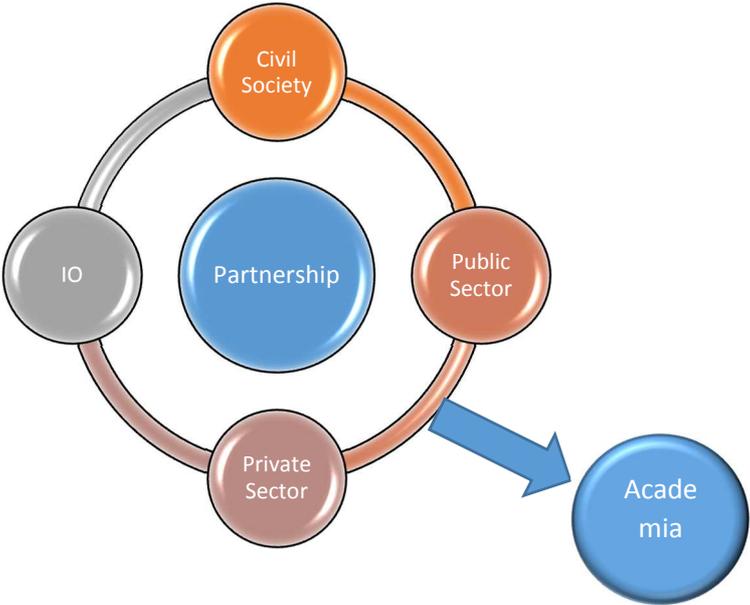
ANNEX 1: Graphs

Graph 1: type of MSP
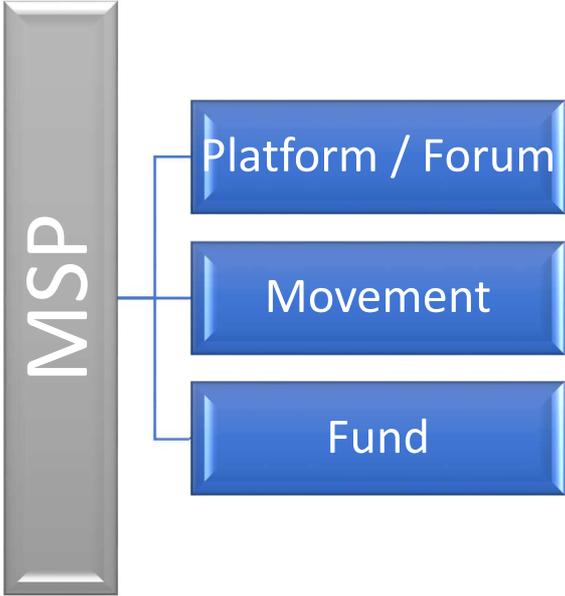
Graph 2: members of a MSP

ANNEX 2: Semi-structured questionnaire

1. Has your organization benefitted from multi-stakeholder partnerships? If yes, how?
2. Who initiated the partnership? At what level is it operating? (The focus here is on global partnerships as they support national initiatives.)
3. What resources are required for the partnership? How are they mobilized?
4. What motivations do you see behind partnering with other stakeholders? Are there any incentives offered to the partners to be willing to engage in the partnership? If yes, which?
5. Are there any difficulties with identification and willingness to engage of certain potential partners? (ex. Business sector or civil society)
6. Are there any basic criteria or minimal requirements for the potential partners? If yes, which and why? (Do you pay attention to the equal representation of the Global North and the Global South?)
7. (Are the primary stakeholders represented/ included in the partnership? (beneficeries ex. small-scale farmers) why yes/no?)
8. How do you identify individual aims and common goals? Do you use any mechanisms?
9. Conflict of interests can be one of the difficulties among the partners. Have you experienced such an issue? If yes, how did you cope with it?
10. Do you have a conflict of interest policy in place? If so, how did you develop it?
11. Are there any other difficulties that you have encountered in the development of the partnership? In the implementation of the partnership?
12. What are the specific roles and responsibilities of the partners? Their competences and work shares? Any policy/guidelines/tools?
13. How is the decision-making process? (voting? Governing body?)
14. How do you deal with power dynamics within the partnership?
15. Do you use any formal measures for accountability? If yes which?
16. Which tools do you use for monitoring, evaluation and reporting? Is it on a regular basis? Who is responsible for it? External workers?
17. How do you see the future of multi-stakeholder partnerships? In terms of Post-2015 Development Agenda?
18. (How do the outcomes/results translate into the decision making process or policy making?)