

# More Effective Design of International Initiatives – Coordinated Governance



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# Executive Summary

The demand for more efforts to be effective can be found across a range of international problems: reducing greenhouse gases, enhancing cybersecurity, improving disaster relief, combating abusive labour conditions, policing counterfeit medicine and other illicit trade, stabilizing failed states... the list goes on. Yet, progress can be very difficult to achieve. Why?

A significant part of the answer is that the predominant methods of governance are not fit for purpose. The problems to be addressed are cross-border in their impacts, and the solutions require participants and resources from multiple countries. Yet, traditional governance structures are based on the system of nation states, each with its own territorially delimited powers to enforce rules and its own traditions for establishing the legitimacy of those rules. The nation-state system requires that states act by consensus if they wish to effectively address a shared problem that reaches beyond their individual borders.

Where states are not addressing a shared problem adequately, or at all, other actors – companies, foundations, non-governmental organizations (NGOs), private citizens and multilateral agencies – often step in, operating in place of or with limited involvement by states. Failure to properly govern the dynamics among the many constituencies affected by the initiatives puts the invested resources, as well as the durability of positive outcomes, at risk, with real and adverse consequences for multiple parties.

These often ad hoc initiatives require governance capable of bringing together a variety of actors from business, civil society and government agencies across geographic, cultural and other boundaries. This need arises as other factors that pose a serious challenge to traditional arrangements for governance in many states have emerged. These factors include increasing globalization and integration of markets; growing cross-border migration and urbanization; universal access to information; democratization of the means to produce and disseminate information instantly to a global audience; and growing cultural self-assertiveness. These factors have produced a new sense among the most diverse constituencies on how and when global problems ought to be addressed. People around the world seek to have their voices heard, and they are often less receptive to top-down and time-consuming solutions negotiated and implemented by governments behind closed doors.

Lessons in what makes governance more effective – more legitimate and more sustainable – are relevant here, particularly the role of rule of law principles in these lessons. When these initiatives are created and managed to include elements commonly associated with good governance under the rule of law, the dynamics among the many constituencies affected by the initiatives are less likely to be hampered by issues of legitimacy, representativeness and lack of buy-in among relevant audiences and affected bystanders.

Designing a sustainable, multistakeholder initiative to tackle a transnational, sometimes global, problem requires effective “coordinated governance”, a term used here to label a novel concept:

**Coordinated governance occurs when public and private actors across several states align their efforts to implement an internationally agreed solution to a global or common transnational problem and do so in accordance with guiding principles and fundamental norms that ensure such governance is broadly regarded as legitimate.**

The concept is distinct from the traditional model of governance based on agreement among sovereign states. It also addresses potential weaknesses in other approaches to addressing failures of the traditional model. In short, the coordinated governance perspective can provide leaders and senior officials with a framework that helps to improve existing initiatives and plans for new ones.

# The Challenge

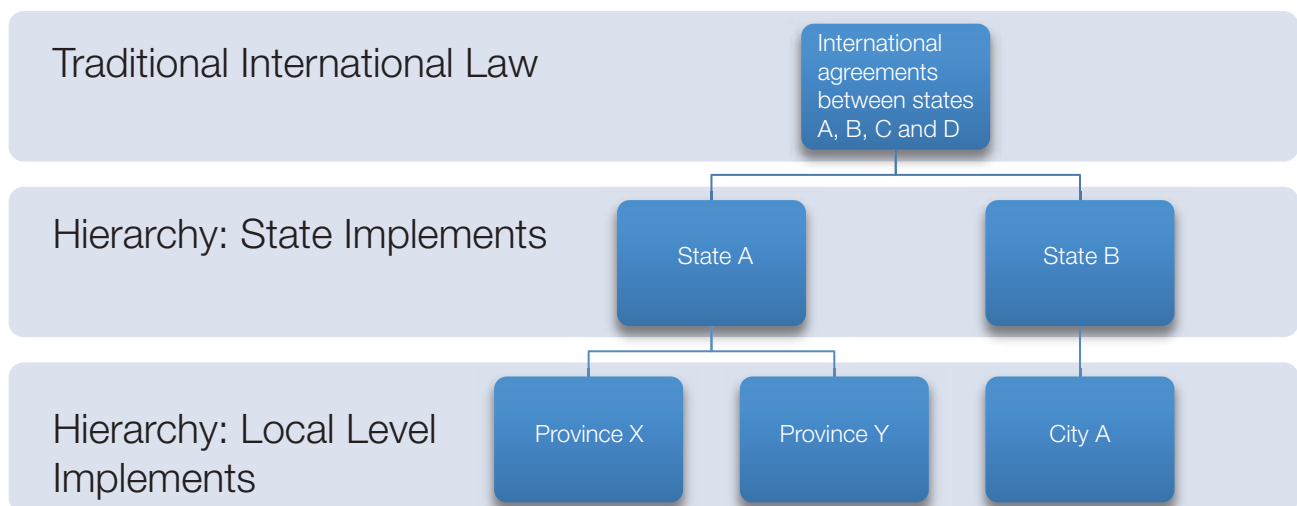
In a world searching for solutions to issues that transcend national borders, leaders in all sorts of organizations – companies, NGOs, foundations, multilateral institutions and regulatory agencies – face an ever-growing variety of initiatives that involve diverse actors and constituencies working in place of, or only partly in conjunction with, state governments.

Common examples of such initiatives include the adoption and implementation of industry codes of conduct in areas as diverse as labour standards; availability and quality assurance in pharmaceuticals; sustainable forestry and palm oil production; and socially responsible mining practices. These initiatives are often undertaken in countries where the rule of law in these areas is weak or absent. The more effective codes have rules that are based on consensus and industry best practices, tools for monitoring, and provisions for both sanctions and dispute resolution. Other examples can involve an even more complex array of actors and issues. See Box 1 and the “Developing a Framework” section below.

## Coordinated Governance in the Fight against Counterfeit Medicines

Fake and substandard medicines threaten health outcomes and potentially undermine the effects of billions of dollars in investments by the World Bank and other development institutions in developing countries’ health systems. The World Bank cannot tackle this crisis alone. The solution has been to involve many countries and actors: national drug regulators, police and enforcement agencies, international organizations, industry groups, civil society and research organizations. A coordinated long-term effort is required. The World Bank has been engaging with several partners to assist countries and regional economic communities in strengthening their regulatory systems and enforcement capacity. A first project that is making good progress is the East African Community Medicines Regulatory Harmonization Initiative, covering Burundi, Kenya, Rwanda, Uganda, Tanzania and Zanzibar. These countries recently agreed on a draft set of common standards for drug registration and will soon also work together on pharma co-vigilance, which includes sharing information on the occurrence of fake and sub-standard drugs.





The emergence of this new dynamic is largely in response to the mismatch of the actions required for today's international challenges and the limitations of governance through traditional structures. The classic model of global governance is based on the international law of sovereign states and on the work of multilateral institutions. The model assumes that states possess the capacity to govern and implement agreed solutions or approaches. The model also assumes that the collective actions of states (assuming they possess capacity) are sufficient to address the complex challenges facing the world.

This system has worked well in some spheres of human activity governed by treaties and protocols, particularly where the states involved possess a strong rule of law and can together implement the obligations placed on them in their respective territories. But this approach is failing in other areas of activity that have strong transnational aspects, as well as those situations where some of the states involved do not control, or do not possess the capacity to control, many areas of globalized activity. Relevant actors increasingly recognize and analyse problems as being transnational in nature, requiring the action of many, not just the state. As a result, more need and opportunities exist for non-state actors to organize themselves. The ease of doing so within and across borders has increased exponentially with the technological revolution in access to information and instant communication. This combination of factors enables other actors to step in if states are too slow (because they need unanimity or consensus for a decision), ineffective or non-inclusive in addressing issues. The nation-state paradigm is no longer the only paradigm for governing a global issue.<sup>1</sup>

The 2009 Copenhagen Conference on Climate Change illustrated the new dynamic. The conference was seen as a failure by many commentators because the assembled states did not reach consensus on a treaty to govern greenhouse gas emissions. Yet, while this failure of the traditional nation-state system unfolded, a significant number of commitments and partnerships were undertaken among non-state actors and among non-state actors and governments.

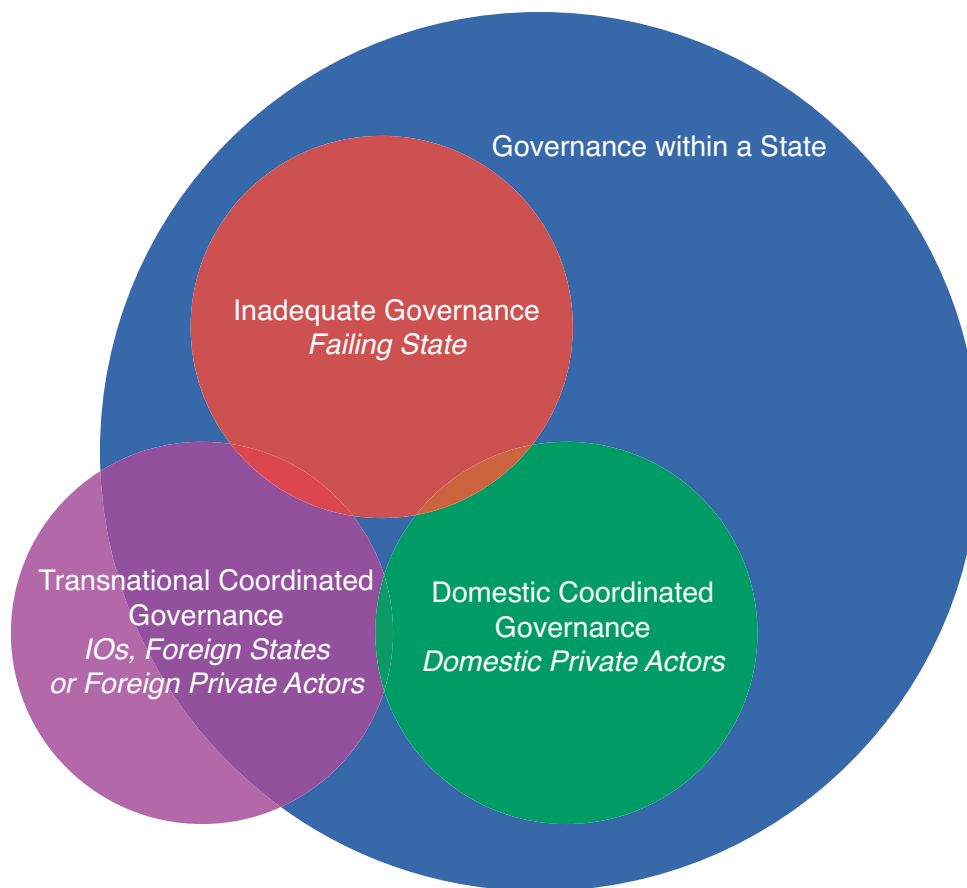
### Parameters for Global Governance

"We do not have a global governance system today... What we have is a multilateral system which is no longer able to address the challenges of a truly globalized, interdependent world." – Klaus Schwab, Founder and Executive Chairman, World Economic Forum, "Global Governance Outlook" at the Summit on the Global Agenda, Dubai, November 2012.

To be effective, he noted, a global governance system should be designed 1) to be multistakeholder-based; 2) to be systemic instead of fragmented; 3) to be strategic and not crisis-driven (building a new world, not defining an old one); 4) to be agile (permanently testing and upgrading the parameters and assumptions for decision-making); 5) to be inclusive, but effective (multiple, flexible, purpose-oriented networks); 6) to continuously demonstrate legitimacy (clear, measurable objectives, transparency, results); 7) to make sure that actions follow decisions ([avoiding a] delivery gap [and a] trust gap); 8) to develop a global consciousness and constituency; 9) to be credible and sustainable, which means to be based on a common moral framework (fundamental human values); and 10) to be visionary but pragmatic (develop long-term vision, but define the pragmatic steps to achieve it).



The paradigm today looks more like this:



In short, the traditional model is of limited use because it does not expressly address the dynamics among an ever-increasing variety of organizations and systems involved in ad hoc arrangements through which diverse constituencies are supplementing or standing in for the state while trying to deal with significant global challenges.

The vision of the international legal system needs to be recalibrated to include an approach under which the international system, national systems and public-private initiatives – each in appropriate spheres and each with appropriate roles – operate together to bring about the coordinated governance necessary to address global issues. Ironically, as more and more is asked of governments in normative terms of what it means to govern well, society increasingly turns to ad hoc public and private partnerships or other initiatives for solutions without guiding principles as to, for example, accountability, transparency, stakeholder involvement and remedies. Addressing this conceptual gap is essential to designing novel solutions that are enduring.

Lessons learned at the national level indicate that the rule of law supports more legitimate, effective, inclusive and coordinated governance. Many nation states have evolved or are modernizing to reflect this. For the new paradigm, the time is ripe for considering a framework that incorporates these lessons into initiatives that require multilevel, transnational and public-private governance.

There are a number of challenges to overcome:

- Many but not all governments operate based on the rule of law principles set out by the United Nations. Those that do, have approaches to the rule of law that can be quite diverse. Those that do not, operate on the basis of different ordering principles, which can include repression.
- There is no “global constitution” or shared rule book that can guide governance in the transnational sphere. In many areas, no rules or different and conflicting rules apply.
- Non-state actors as well as some states are not always used to working on the basis of checks and balances embodied in the rule of law.
- State actors are often unfamiliar with operating outside their own formal rule structures.

# Current Approaches

Dealing with these challenges has involved a couple of approaches.

“Promoting the rule of law” is one. This approach deals with rule of law gaps. Its goal is to build the capacity of national and local governments to implement the rule of law and thereby gain the ability to participate in the implementation of international agreements on transnational problems. If all states have a well-functioning rule of law, they can coordinate and implement solutions based on the traditional paradigm for the international legal system.

What is meant by governance under the rule of law? The World Justice Project has identified four universal principles as the key elements for the rule of law to exist:<sup>2</sup>

1. The government and its officials and agents are accountable under the law.
2. The laws are clear, publicized, stable and fair, and protect fundamental rights, including the security of persons and property.
3. The process by which the laws are enacted, administered and enforced is accessible, fair and efficient.
4. Access to justice is provided by competent, independent and ethical adjudicators, attorneys or representatives and judicial officers who are of sufficient number, have adequate resources and reflect the makeup of the communities they serve.<sup>3</sup>

Implementing reforms that achieve these principles offers tremendous long-term benefits. But the process is notoriously difficult to achieve in even the medium term and requires sustained efforts that can be derailed, particularly in unstable or post-conflict states. For example, foreign donor states and international organizations have been spending billions of dollars on rule of law development over many decades. The US budget for 2012 included close to US\$ 1.0 billion for rule of law promotion and over US\$ 10 billion in related good governance and democratization efforts globally. As another illustration at the level of a single state, the United Nations Development Programme’s Justice and Human Rights Initiative, a multi-donor programme to improve the rule of law and human rights in Afghanistan, is expected to spend over US\$ 71 million between 2009 and 2015. The concrete effect to date has been limited, at best. Addressing some global issues cannot wait for the rule of law to emerge in all the relevant states.

“Global problem solving” refers to another approach that attempts to address transnational issues by bringing to bear public and private partnerships or other initiatives in order to bypass deficiencies in the rule of law in some settings. The goal of this approach is to implement an internationally agreed solution to a particular problem, even where states involved may lack governance capabilities due to political difficulties and a weak rule of law. It therefore often involves

creating substitutes for, or supplements to, the usual official state structures. Efforts using the problem-solving approach necessarily vary depending upon the issue being addressed. They also vary in the extent to which they seek the views and engagement of all interested parties. In effect, while laudable, reform initiatives using this approach can become too focused on immediate, pragmatic results and less concerned with sustainable success.

## Dhaka Garment Factory Collapse – Permanent Reform?

On 24 April 2013, the Rana Plaza garment factory in Dhaka, Bangladesh, collapsed, resulting in over 1,100 deaths. The horror became international news, focusing attention on the country’s textile factories and creating a public relations challenge for multinational clothing retailers that source products from Bangladesh, the world’s second largest clothing exporter after China. As the potential scale of structural safety issues became apparent, the mix of interested parties expanded to include factory owners, labour organizations, clothing distributors, regulatory agencies, trade groups and engineering professionals.

Government and industry leaders called for factory inspections to ensure the structural safety of an estimated 5,000 garment plants. Yet, in the rush for practical results, the inspection initiative has suffered from disorganization that better-coordinated governance could address. Some inspections are overseen by the Ministry of Textiles, others are being organized by an industry trade group. Some international retailers are sending their own inspection teams. Dhaka’s development authority responsible for building inspections is involved but with inadequate manpower; Bangladesh’s University of Textiles and Engineering has been pressed to supply professors as inspectors. Some factories complain of being inspected more than once, by different teams, with conflicting conclusions.

The will to address the safety issue exists. Government resources are being supplemented with private sector resources to achieve inspections and remedial action; some plants have been closed. Yet, the absence of coordinated governance in these efforts begs the question: Will a reformed, reliable and sustainable inspection regime emerge?

# The Coordinated Governance Approach

Coordinated governance, if done well, methodically and structurally, complements both of the current approaches by including elements of each while avoiding some of their potential pitfalls. The concept can be summarized as follows:

**Coordinated governance occurs when public and private actors across several states align their efforts to implement an internationally agreed solution to a global or common transnational problem and do so in accordance with guiding principles and fundamental norms that ensure such governance is broadly regarded as legitimate.**

There are four core elements to the concept:

1. There exists an internationally agreed solution or acceptable approach among relevant actors in multiple jurisdictions.
2. The agreed solution or approach addresses a challenge that is transnational or shared in the sense that its implementation requires domestic implementation concurrently within several states.
3. Both the articulation of the solution and its implementation in several states involves a mix of public and private actors.
4. To ensure the legitimacy, and likely success, of the efforts involved, both the articulation of the solution and its implementation in several states is guided by fundamental principles of good governance, including representation, transparency, means for enforcement and mechanisms for resolving differences that may arise.

Coordinated governance is distinct from coordinated government. The latter concept applies to initiatives and mechanisms that involve only government entities – legislatures, regulatory agencies or courts. Moreover, coordinated government – scenarios where government-to-government agreements, formal or informal, address a transnational problem – does not necessarily involve rule of law principles.

The coordinated governance approach is also distinct from the “promote the rule of law” approach. While recognizing that the presence of a strong rule of law is a key aspect of a state’s capacity to domestically implement an internationally agreed solution to a common problem, **the coordinated governance approach is concerned with governance even amid a lack of robust rule of law, a situation present all too often.** In other words, implicit in the concept of promoting the rule of law is a forward-looking agenda to the ultimate realization of a threshold of rule of law and then its elaboration in government. But that agenda does not speak to alternative arrangements for order where the

rule of law is lacking. One main objective of coordinated governance in an international initiative is, where necessary, to develop mechanisms that reflect elements of the rule of law as much as possible where those elements are lacking in one or more of the state partners involved.

The coordinated governance approach differs from global problem solving in that **coordinated governance emphasizes not only the effectiveness of the problem-solving effort, but also its long-term stability and its legitimacy as a form of *de facto* governance.** This distinction addresses one of the criticisms of some global problem solving as lacking legitimacy both in terms of how the contours of the internationally agreed solution are arrived at and in how they are implemented.

Of course, models of governance for global issues should be assessed in terms of limited resources available, the implications of one solution for other areas of common concern and generally the integration of objectives underlying potentially conflicting avenues of action. This includes the implications for developing a long-term, stable global governance framework that commands broad support. By encouraging focus on the core elements of the concept, the coordinated governance approach does not supplant consideration of these realities; its purpose is to enhance the likelihood of legitimacy and longevity in creative initiatives.



# Developing a Framework

Coordinated governance is the subject of an on-going book project aimed at developing a framework for analysing different forms of coordinated governance. The framework is to be based on case studies suggesting patterns of success or failure and the contribution of rule of law elements to more positive outcomes. The book is being written to help decision-makers and reformers develop enduring solutions to global issues through coordinated governance that is informed by a rule of law awareness and ethic.

Several of the book's chapters will address the global problems of **international criminal activity** and **terrorism**. Among them:

A chapter<sup>4</sup> on **illicit trade** will analyse how global coordinated governance has emerged to combat illicit trade in three fields: public health (50% of malaria medications and 10% of tuberculosis medications in low- and middle-income countries are counterfeit, according to a WHO and INTERPOL study); fisheries (a 2011 analysis of illegal and unreported fishing found global losses to be between US\$ 10 billion and US\$ 23.5 billion per year); and forestry (illegal logging in public lands alone causes estimated losses in assets and revenue in excess of US\$ 10 billion annually). The authors argue that openness in trade, travel, communication and finance has fostered unprecedented economic growth, but has also given rise to illicit trade. The complexity of global supply chains allows plenty of opportunities for illicit trade to flourish, while consumers, civil society and governments expect companies to be both conversant and accountable for their products at all stages. As globalization complicates supply chains with broader technological advancements and increasing actors at each stage, counterfeiters' skills and technological innovations are also improving and expanding. While various national policies such as intellectual property rights, regulatory enforcement and transparency initiatives have been introduced, lack of significant international harmonization has left domestic policy initiatives ineffective in confronting trans-border problems. As a result, various stakeholders have partnered by establishing bodies, initiatives or organizations, often membership-based, to address global problems related to illicit trade. These forms of coordinated governance seek to harmonize a response by either complementing government action or compensating for its absence.

Another chapter<sup>5</sup> will suggest concrete ways in which the coordination of norms and institutional policies among multiple actors can lead to the implementation of a more effective holistic approach to fighting **terrorism**. The authors argue that, through efforts of private as well as public actors, counterterrorism law and policy have moved away from a response based on the laws of war to a criminal law enforcement paradigm based on respect for human rights and the rule of law – guiding principles and norms that have enhanced perceptions of legitimacy in world public opinion. The radical shift in paradigms has been helped by such actions as the legal challenges posed to anti-terror laws on human rights grounds before international organizations and courts as well as by the active intervention of non-governmental organizations, academic circles and professional associations. The main pillars of the new approach are laid down in the UN Global Counter-Terrorism Strategy, adopted by the UN General Assembly in 2006. The success in reshaping an internationally agreed counter-terrorism policy now faces the significant challenges of effective implementation – integration of the relevant principles and norms into the action of international and domestic actors engaged in the fight against terrorism.

**Organized crime and money laundering** is examined in a chapter<sup>6</sup> that compares two initiatives. Policing and enforcement efforts in many countries have extended beyond national borders to seek out and target the rapid expansion of transnational crime and the associated money laundering activities that are facilitated by globalization of the world economy, advances in technology and telecommunications and increased travel and trade. Two initiatives to coordinate these efforts – the Financial Action Task Force set up by the G7 in 1989 and the United Nations Convention against Transnational Organized Crime of 2000 – are compared in this chapter in terms of their mandate, legitimacy and tangible results. Such initiatives have contributed in varying degrees to raising awareness of anti-money laundering, making it a major policy agenda item in developed and developing states. Many countries have extended their anti-money laundering regulatory regimes from financial sectors to other vulnerable sectors. Financial institutions have committed substantial resources on anti-money laundering due to awareness and strengthened regulatory requirements. Law enforcement agencies increasingly resort to money laundering prosecution to capture criminals otherwise difficult to implicate in the predicate offences they orchestrate. Harmonization of laws and practices has facilitated better international cooperation in interdicting transnational crime through exchanges of intelligence and evidence as well as sharing of confiscated assets.



A chapter<sup>7</sup> on the Commonwealth Cybercrime Initiative provides a case study in responding to the challenges of **cybercrime** through a coordinated governance approach. Cyberspace has emerged as a new “global commons”, a domain transcending national boundaries upon which the citizens of all countries increasingly depend. Cyberspace increasingly mediates multiple aspects of daily life in such a way that the everyday activity of ordinary citizens increasingly raises complex questions of jurisdiction and international law. The contributions of a wide range of actors, including governments, international organizations, the private sector, civil society and individual citizens are required if cyberspace is to realize its potential to promote social and economic prosperity in much greater measure than it facilitates lawlessness and organized crime. Cyberspace is a test case for coordinated governance. The Commonwealth Initiative involves a consortium of governments, international organizations, NGOs and private sector entities that collaborates with developing Commonwealth states to implement long-term, sustainable programmes of assistance to promote a safe cyberspace. As of June 2013, programmes are already under way in Ghana and Kenya and due to commence in the Gambia, Uganda and Trinidad and Tobago. The chapter analyses progress to date, the potential benefits of such an approach and the practical challenges.

Coordinated governance will also be examined in the context of **economic development challenges**, including disaster risk management, agricultural productivity and countries in transition.

The chapter<sup>8</sup> on **disaster risk management** governance discusses its development since the adoption of the Hyogo Framework for Action in 2005. Accounted disaster losses totalled over US\$ 1 trillion in recent years, and are likely underestimated by 50%, according to most recent scientific findings. The public and private sectors will make trillion-dollar investments in relief aid and reconstruction. The author highlights that the future sustainability of economic and social development depends on whether and in what ways such investments are risk sensitive. Simply managing disasters is no longer a viable option. New approaches

to prevention and risk management are needed to guide future engagement by interested parties – new partnership opportunities across public and private sectors (producers, consumers, users, industries and government agencies) and stakeholders (national governments, local communities, businesses, civil society, academia, etc.) as well as innovation in the definition of roles and responsibilities, processes and accountability mechanisms. The field is ripe for coordinate governance.



Coordinated governance in the context of **development initiatives** is examined in a chapter<sup>9</sup> on structured partnership programmes in two areas: increasing **agricultural productivity** and supporting **countries in transition**. Both programmes illustrate how multiple state and non-state actors can collectively contribute to global problem solving, under different frameworks, through governance structures with enough legitimacy and stability to manage sustained and successful operations. First, the CGIAR (formerly the Consultative Group for International Agricultural Research), created in 1971 and working today under an agreed Strategic Results Framework, operates through a Fund Council, which governs a pool of funds from over 30 donors generating over US\$ 1 billion annually, and a Consortium, which brings together 15 agricultural research centres, with over 8,000 scientists and staff all over the world. Estimates that worldwide food production must increase 70% by 2050 indicate that there is much at stake in assuring a solid platform for this initiative. In contrast, the Middle East and North Africa (MENA) Transition Fund emerged in 2012 as part of the G8 Deauville Partnership’s response to the Arab Spring. Targeting US\$ 250 billion, it brings together three constituencies – donors, transition countries and international financial institutions – to support efforts by governments in transition towards sustainable growth, inclusive development, job creation, better economic governance, competitiveness and integration. Under a principle of country ownership, transition countries sit as decision-makers with donors, operating on the basis of consensus, while international financial institutions contribute their implementation experience, sound financial management and robust operating environments. Both the CGIAR and the MENA Transition Fund channel funding through collective funding vehicles and decision-making through collective structures. Structurally and contractually, they demonstrate in different ways how fiduciary,

administrative and operational responsibilities are assigned, interests are balanced, flexibility is maintained, buy-in is achieved and legitimacy is secured. These two cases have key characteristics in common, while also adapting design elements to their specific constituencies and circumstances. This chapter explains how these partnership programmes operate, thus offering a window into coordinated governance in practice.

The book will also have case studies on the coordinated governance approach in the context of protecting of **fundamental human rights**.

One chapter<sup>10</sup> analyses recent multistakeholder and multinational efforts to provide **effective legal defence** for the poor in Afghanistan, as a case example of limited success due to lack of coordinated governance. Establishing legal services for the poor in a country emerging out of 25 years of war is a challenge. Facing the task, the government of Afghanistan, bilateral donors, the United Nations Assistance Mission to Afghanistan and the World Bank all agreed that quality criminal defence services for the poor were lacking, and funds were provided to build a national public defender system. In 2003, the International Legal Foundation embarked on this task when it opened the first public defender office in Afghanistan providing quality criminal defence services for the poor. By early 2012, it had opened 14 offices, hired 72 lawyers and represented over 20,000 clients, and it was ready to turn its entire operation over to the Ministry of Justice. Yet, efforts to build a sustainable, locally run and government-supported public defender system met serious challenges in governance of the initiative. This chapter examines these types of challenges, suggests how they can best be met and what wider lessons can be drawn from this experience.

A case study of coordinated governance to improve **public health resources** in India is presented in a chapter<sup>11</sup> on the Public Health Foundation of India (PHFI), created in 2006 as a public-private initiative to build broader capacity in public health for a country where health indicators lagged behind economic growth. Initial funding came from matching contributions by the Government of India, the Bill and Melinda Gates Foundation and the private sector. PHFI's autonomous Board has representatives from government, academia, civil society and the private sector. The Foundation partners with all of these sectors to advance public health and has contributed to policy development and programme implementation in many major areas of health. Its wide-ranging global partnerships also enable it to bring the best practices in education and research as well as templates of good governance into its operations. Over the past seven years, PHFI has established five Indian Institutes of Public Health in different regions of India and presently employs over 500 public health professionals. Apart from becoming a transformational agent for improving public health in India, PHFI provides an innovative model of coordinated governance wherein all major stakeholder groups in society collectively steer an entity created for common good.

Although the case studies will focus on initiatives that involve international actors in addressing a transnational,

regional or national problem, the coordinated governance concept can apply to situations where primarily national or local actors are addressing a national or local problem. For example, initiatives to assure the right to **security** are discussed in a chapter<sup>12</sup> on building community security in Nigeria. In response to the glaring inability of state police to adequately respond to the safety and security needs of the people, many poor communities in developing regions of the world have resorted to self-help organizing, leading to all manner of outcomes including vigilante justice. Predictably, governments' reaction, often with the support of international human rights organizations and development agencies in seeming enforcement of the rule of law, has mostly been punitive and highhanded: banning violent-prone community crime control groups, arresting their leaders and putting them on trial, which in many cases do not address the underlining quest of poor communities for security. This raises the question whether communities have a right to security in crime- and violence-prone societies. What are the limits of the right if it exists? What should the communities do when state institutions perennially fail to guarantee their security? And most importantly, what security governance framework can be established to ensure that a balance is struck between communities' right to safety and security on the one hand and respect for the rule of law, due process and accountable policing on the other? This chapter examines the prospects and challenges of improving community security and accountable policing in Nigeria using a coordinated governance approach. The case study is a multistakeholder initiative being implemented with the support of the Government of the United Kingdom under the ambitious rubric of Justice for All (J4A) and involving the Nigeria Police Force, local government authorities, community development associations, community voluntary policing groups, non-governmental organizations and local businesses. Among the challenges considered will be the sustainability and replicability of a coordinated governance approach to provide security in a country or region where the state fiercely asserts a monopoly in security authorization and provisioning without a corresponding responsibility to provide security for all citizens, irrespective of their standing in society.

This paper and the related book project have been developed by the Global Agenda Council on Rule of Law. The Council welcomes any questions, comments or ideas stimulated by this paper. Please feel free to contact any of the following members of the Council: Sam Muller (Chair; sam.muller@hiil.org), Juan Botero (botero@wjpnet.org), David Caron (david.caron@kcl.ac.uk) or Tom Siebens (tom@siebens.com).



# Endnotes

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