

Confidence building typically is understood to be an approach that involves the use of formal, cooperative measures designed to improve information, increase understanding, and reduce uncertainty about the military forces and activities of fellow participating states. These positive results are often thought of in terms of enhanced "transparency," hence the popularity of the term "transparency measure" as an alternative for CBM. This is the traditional view of confidence building.

However, the experience of the Conference on Security and Cooperation in Europe (the CSCE) — our most successful example of confidence building — suggests that confidence building also can accomplish something more than the provision of information. The CSCE example suggests that we should also think of confidence building as *a process that, by its very nature, can help change, in a positive direction, the way participants think about important issues associated with a negotiation, its resulting agreement, and its subject matter*. Initially, these issues can be quite specific and narrow — for instance, how best to develop professional standards for land-mine use and removal. However, they can expand in time to include additional concerns and broader understandings. This is an important lesson of the CSCE experience.

Thus, confidence building not only can lead to the production of useful information relevant to an international undertaking — including its verification — but it can help to develop constructive new ideas about how to make those undertakings more effective by encouraging the development of shared ideas, approaches, and norms.

The Confidence Building Approach and its Potential CCW Contribution

I — The Development of Shared Ideas and Common Perspectives

Based on our experience with the confidence building process in the CSCE, we know that the negotiation and use of modest CBMs can help states with diverse views and competing interests to develop shared conceptions about common problems and cooperative solutions. There is every reason to think that something similar can happen over time in the CCW process.

In the case of the CCW, the process of developing and the implementing modest, information-oriented CBMs focusing on land-mines, their use, and removal could, in the *short-term*, constitute a key initial step in the positive movement toward broader changes in