
protect the population falls on other states. Responsibility to protect reconceives the world of states as a series of interlocking duty holders towards the populations they are supposed to serve. Where one state fails in its duties, other states must step in: to stop the killing, feed the hungry, restore order and return sovereignty to those who can fulfill their duties.

From a “peace, order and good government” perspective, the “responsibility to protect” entails, first, a responsibility to prevent ethnic and religious conflicts before they destroy a state, second, a responsibility to react when states are either unwilling or unable to protect their populations, and finally a responsibility to follow through, with reconstruction assistance, stabilization forces, and institutional reconstruction over the long-term. We should understand “peace, order and good government” as entailing a continuum of responsibilities that bring to bear all the expertise and capabilities of the Canadian government, and the national community, up to and including the use of military force. The “responsibility to protect” identifies a policy continuum—prevention, intervention and follow-through—that would define the very core of a foreign policy organized around the principle of promoting “peace, order and good government” in the emerging state order of the 21st century.

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The final question is how to consolidate and adapt the existing capacities of the federal government to serve the agenda I have proposed. Good government work is being done overseas by private and public sector, federal and provincial, government and non-government actors: diplomats, development officers, election officials, revenue specialists, native rights experts, judges, policemen and women, lawyers, doctors, teachers and activists. The federal government should try to understand this vast, heartening web of overseas activity by Canadians, and it should find clever ways to assist it, but it should not try to control it. Its function is to confer authority—to speak for Canada when national commitments must be made, to provide resources when these are needed, and to provide a