

## An Evolving Vision of Peacebuilding

The situation in Iraq serves to underline the lesson we learned in Zaire: that we face new and complex threats to peace and security, and that the international community requires new approaches and concerted action to resolve them. If new approaches to building peace from within had been undertaken at an earlier stage in Iraq, perhaps we would not be facing the current crisis. More important, we have learned that sustainable peace can be built only through the active co-operation and the participation of governments, peoples and groups caught in the conflict itself. It was in this context that we first launched the Canadian Peacebuilding Initiative.

The Canadian Peacebuilding Initiative is a joint undertaking between myself and my colleague, the Minister for International Co-operation, Diane Marleau. The Initiative is a joint undertaking between our two departments for good reason. Peacebuilding lies at the intersection of international security and development. It poses a challenge for foreign policy and development assistance policy alike: how to address the development needs of societies at risk of violent conflict. Peacebuilding requires a different mindset, one that cuts across traditional divisions between development and international security, and focusses on promoting human security.

Peacebuilding raises difficult questions for the traditional conduct of foreign policy. For example, how do we empower multilateral institutions to prevent intrastate conflicts, while respecting the sovereignty of the member states of these institutions? The OSCE [Organization for Security and Co-operation in Europe] has developed new approaches to this problem, as has the OAU [Organization of African Unity], which could be adapted to other regions of the world.

Peacebuilding also raises difficult questions for the traditional conduct of development assistance. For example, how can we use development tools to build or rebuild the security structures of states torn by conflict? Canada has acquired some valuable experience in this regard in rebuilding a national police force in Haiti. The Development Assistance Committee of the OECD [Organization for Economic Co-operation and Development] will be leading a dialogue among donors over the coming year on the thorny questions of security sector reform in the development context.

Canada is not the only donor country that is grappling with these issues. But, as a result of the Peacebuilding Initiative, we are now recognized internationally as a leader in finding creative approaches to the intersection of security and development. The OECD, in its recent Peer Review of Canada's aid program, commended "Canada's emphasis on formulating coherent responses to current and future global challenges, the high degree of inter-departmental co-ordination taking place in policy formulation... and the steps being made by CIDA [Canadian International Development Agency]...with DFAIT to create a new structure for rapid responses to conflict and emergency situations in developing countries, drawing on the expertise of NGOs."

To return the compliment, I would like to call your attention to a landmark accomplishment of the OECD in the field of peacebuilding, namely the publication of the OECD Guidelines on Conflict, Peace and Development Co-operation. These guidelines, published last May, constitute a bible for peacebuilding in situations before, during and after conflict. Canada, through CIDA, made a major contribution to their development. I encourage Canadian NGOs to read them, critique them, and use them in designing your own peacebuilding programs. You can find a link to the Guidelines by browsing the DFAIT peacebuilding Web site.

### What Have We Done?

In developing the Peacebuilding Initiative, we have built upon Canada's extensive experience in areas such as democratic development, human rights and good governance. These consultations themselves are part of a larger consultative process, which includes CIDA's annual NGO consultations and roundtables organized by the Canadian Centre for Foreign Policy Development. Since the launch of the Initiative in October 1996, enormous additional effort has been dedicated by DFAIT, by CIDA and by Canadian civil society, to put the structures in place.