

Third, they can provide education in efforts to facilitate a general change in attitudes.¹¹ These functions are vital to the establishment of human security.

Once a foundation for human security is initiated, development NGOs will have a stronger basis on which to begin the construction of infrastructure to improve the quality of living. For example, NGOs such as Oxfam work to improve sanitation, and to provide the means for safe drinking water. Similarly, NGOs, such as Save the Children, focus on the origination of educational and medical facilities and the establishment of basic infrastructure, including, roads and water supply. Such infrastructure is integral to the ability of people to be economically productive.

Such a progressionary approach to NGO involvement may be considered propitious for two reasons. First, it has the potential to move the process of peacebuilding beyond what has traditionally been seen as an ad hoc enterprise, to a collective effort based on the needs of people. Second, it has the potential to slow the influx of humanitarian workers into countries in need of peacebuilding. This would be beneficial as the sudden appearance of thousands of humanitarian workers can be detrimental to the peacebuilding process in many ways. For example, in many cases the workers will have to find places to stay and eat. Often, under the assumption that such workers are well established financially, inflation occurs and the cost of living increases. This, in turn, perpetuates further poverty. While this may not always be the case, one could argue that there are other consequences to the sudden influx of workers; including, the psychological affect on the people of the country. However, in recognizing some of the positive aspects of this strategy, it is also necessary to discuss some of the negative.

One of the fundamental problems with the strategy that is being discussed is that it assumes that all situations will require the same progressionary involvement of NGOs. Indeed, this is not the case. Different situations will have different needs as a function of existing infrastructure and as a function of the needs of the people. The nature of the conflict and of the state may also impact the type of approach that is needed in regard to peacebuilding.

Another aspect of this strategy which may be considered problematic concerns the inevitable overlap of the functions of different types of NGOs. This is in part due to the difficulty in classifying NGOs into different typologies. Indeed, one could argue that classifying NGOs into categories based on specific functions is not useful as it is impossible to divorce one function from another. This is particularly noteworthy in regard to human rights. More specifically, it is difficult to argue that human rights should be given little attention until the later stage of a peacebuilding operation, especially when those NGOs classified as relief NGOs are in a benignant position to alert the international community to human rights violations and to begin to establish a general awareness about human rights.

A further problem in regard to a progressionary, functionalist approach is that it is difficult to speculate a time frame for the progression of the various NGOs. Indeed, it is difficult to say when the functions of the first type of NGOs have been fulfilled to the point where the second or third type are in a better position to begin their work. Understanding these problems as

¹¹Tim Dunne and Nicholas Wheeler eds, *Human Rights in Global Politics*, (Cambridge: Cambridge University Press, 1999). Pg. 288