

DOCS
CA1
EA507
C18
ENG
v. 10
Winter
2001
Copy 1

LIBRARY E A / BIBLIOTHÈQUE A E

3 5036 01029465 3

Issue 10 • Winter 2001

CANADA

World View

Canada AT THE United Nations

Making *a* difference

- **A New UN
for a
New Millennium?**
*A look at the
Summit's achievements*
- **Canada on the
UN Security
Council**
An update
- **A Man of Peace**
*Lloyd Axworthy's
legacy*

is published in both English and French under the authority of the Minister of Foreign Affairs, John Manley

Department of Foreign Affairs and International Trade (DFAIT)
125 Sussex Drive
Ottawa, Ontario K1A 0G2

Managing Editor Jacques Larochelle
Writer Ronald Baynes
Copy Editors Nicole Chênevert-Miquelon
William Hart
Jennifer Jarvis
Graphic Design GLS Dezign

To receive free copies of our magazine and other DFAIT publications or to notify us of a change of address:

Enquiries Service (SXC1)
Department of Foreign Affairs and International Trade
125 Sussex Drive, B-2
Ottawa, Ontario K1A 0G2

Tel.: **1-800-267-8376** (toll-free) or
(613) 944-4000 (National Capital Region)
Fax: **(613) 996-9709**
E-mail: enqserv@dfait-maeci.gc.ca

Canada World View
is also available on the Internet:
www.dfait-maeci.gc.ca/canada-magazine

ABOUT CANADA WORLD VIEW

Published quarterly, *Canada World View* provides an overview of current foreign policy issues and Canada's perspective on them. It also updates readers on Canadian initiatives, responses and contributions in the field of international affairs.

OUR COVER

United Nations Headquarters,
New York
photo: UN Photo Unit

ISSN 1491-4573

John Manley

Following Lloyd Axworthy's retirement from political life, on October 17, 2000, Prime Minister Jean Chrétien named Industry Minister John Manley the new Minister of Foreign Affairs. Mr. Manley was first elected to Parliament in 1988, representing the riding of Ottawa South. He served as opposition critic for science and technology, co-critic for finance, and chair of the finance sub-committee studying the Bank of Canada. In 1992 he was appointed official opposition critic for transport.

Mr. Manley became Minister of Industry in 1993. A firm believer in the power and influence of new technologies, he worked to ensure that every Canadian public school and library was connected to the Internet by March 1999, through the SchoolNet program. His portfolio included responsibility for the Canadian Space Agency, the National Research Council and similar organizations; in this capacity he worked tirelessly to secure Canada's position as a global high-tech leader.

On his appointment as Minister of Foreign Affairs, Mr. Manley said he would seek to add to the government's achievements in international relations, particularly human security issues, and in advancing the interests and values that make Canada a unique partner in the global community. ●—

For a full biography of Mr. Manley, visit:
www.dfait-maeci.gc.ca/dfait/ministers/manley-e.asp

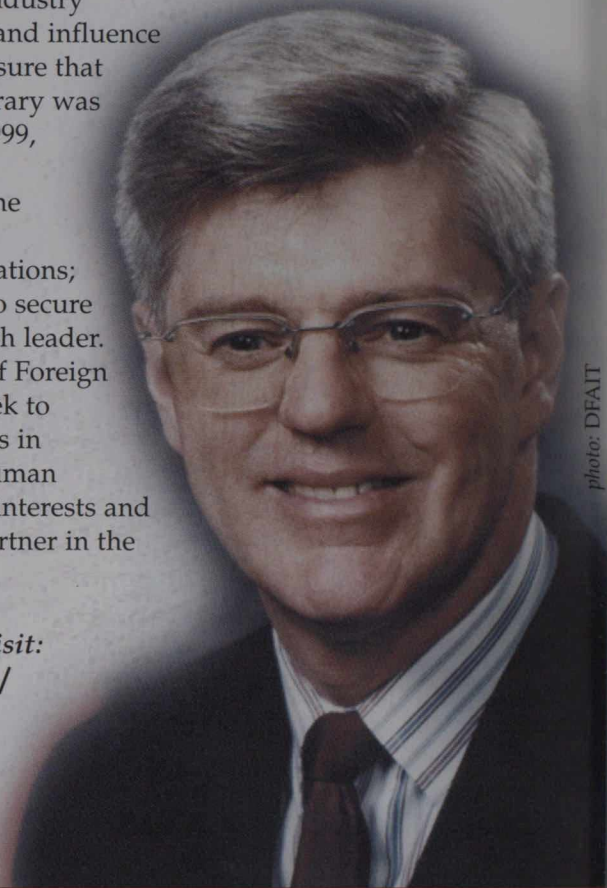


photo: DFAIT

In this issue

- | | | | |
|--|----------|--|-----------|
| The UN Millennium Summit | 3 | Canada on the UN Security Council | 8 |
| A look at the Summit's achievements | | An update | |
| War-Affected Children | 4 | Canadians and Human Security | 12 |
| The Winnipeg Conference: From words to action | | The National Forum gives Canadians a voice | |
| Reconciling State Sovereignty and Humanitarian Action | 5 | Nations in the News | 13 |
| The difficult issue of when to intervene | | A new relationship with the Federal Republic of Yugoslavia | |
| Remembering Pierre Trudeau | 6 | A Man of Peace | 14 |
| A look at the former Prime Minister's foreign policy legacy | | Lloyd Axworthy's legacy | |
| | | News Briefs/ Did you know that ... | 16 |

UN Secretary-General
Kofi Annan

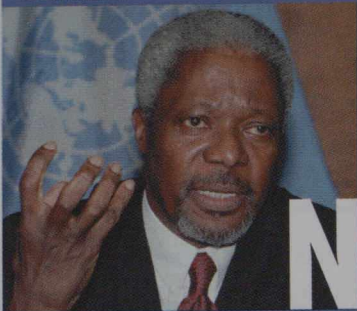


photo: CANAPRESS

Last September 6 to 8, global leaders met in New York for what was estimated to be the largest-ever gathering of heads of state and government. The agenda for the UN Millennium Summit was highly ambitious: finding ways of reshaping the United Nations so that it can do more to fulfil its original mandate—maintaining international peace and security—and to make life better for all people of the world.

Did the meeting reach that goal? At its conclusion, the 152 leaders attending the Summit unanimously adopted the United Nations Millennium Declaration, and UN Secretary-General Kofi Annan noted, "If measures are really taken, we all know that targets can be achieved."

A LOOK AT THE SUMMIT'S ACHIEVEMENTS

We solemnly re-affirm, on this historic occasion, that the United Nations is the indispensable common house of the entire human family, through which we will seek to realize our universal aspirations for peace, co-operation and development.

—United Nations Millennium Declaration
NEW YORK, SEPTEMBER 8, 2000

Dept. of Foreign Affairs
Min. des Affaires étrangères

JAN 18 2001

Peacekeeping

Canada was particularly pleased with the unanimous approval of a resolution calling for a comprehensive review of UN peacekeeping operations. Modern conflicts are fought mainly within rather than between states, and most of the victims are civilians. Keeping the peace after a conflict is not enough. The UN must also be able to prevent conflict from erupting again or even to head it off before it starts, and this poses the thorny issue of intervening in another country's internal affairs. In his address to the Security Council session held during the Summit, Prime Minister Chrétien stated, "If the Security Council is unable to adapt it will seriously undermine its credibility as a guarantor of peace—credibility that is essential to maintaining the moral authority of the UN as a whole."

Important goals

The Millennium Declaration sets important goals in the key priority areas of peace, development, environment, human rights, the special needs of Africa, and strengthening the UN. It also calls on the Secretary-General to issue periodic reports as a basis for further action.

Amnesty International welcomed the decision of several countries at the Summit to sign and ratify key human rights treaties; these included the conventions on the Rights of the Child, the Elimination of All Forms of Discrimination against Women, and the Elimination of All Forms of Racial Discrimination, plus other agreements to which Canada adhered long ago. Noted Amnesty, "People in these countries are today better protected. The momentum created by this historic occasion must continue."

Development

The UN Development Programme (UNDP) said of the Declaration, "The ambitious commitments made by world leaders—including halving the number of people in extreme poverty by the year 2015—are attainable." A central component of the UN system, the UNDP confirmed that millions of people have already been freed from poverty and disease through a combination of better economic, social and health policies, and democratic accountability. It concluded, "The task of the United Nations and partners is to accelerate this progress."

In his address to the plenary session of the Summit, Mr. Chrétien promised, "With the will and the resolve, the United Nations—which is the cornerstone of Canada's foreign policy—will remain the world's indispensable institution in the 21st century. And Canada is committed to being an indispensable partner." ●

World leaders at the UN Millennium Summit, New York, September 6–8, 2000. Prime Minister Jean Chrétien stands 6th from left in the 3rd row.



photo: UN Photo Unit

For more information on the UN Millennium Summit, visit:
www.un.org/millennium/summit.htm
www.unic.org.in/nl16sept.htm



From Words to Action:

The Winnipeg Agenda for War-Affected Children

This past September in Winnipeg, over 1000 participants attended the International Conference on War-Affected Children, the largest-ever gathering on the issue. They included government officials, experts, academics, NGO representatives and youth—all wanting their discussions to make a difference.

The result was a 14-point Agenda for War-Affected Children adopted by the Conference. This urges “political, moral, economic and social leadership” to protect the rights of children in conflict. In particular, the Conference called for the following measures:

- Mobilize international opinion and action against the abuse of children’s rights during armed conflicts, and ensure that those who violate them or collude in such violations are identified and brought to justice.
- Pressure parties to armed conflict to unconditionally release all abducted children.
- Put in place practical and comprehensive conflict prevention measures.
- Increase international pressure to cut off the supply of small arms and light weapons.
- Engage youth in peace processes and in their own rehabilitation, reintegration and education.

Experts at the conference spoke of the need for an “era of application.” They declared, “The failure of the international community to take action against those who violate children’s rights is the principal cause of the continuing intolerable situation of millions of war-affected children in the world today. There can be no impunity for those who violate children’s rights.”

Youths demand action

Youth also had strong words. Their message, emanating in part from the 2000 National Forum for Youth on War-Affected Children, was simple and to the point: “Act now: stop war.” Florian Bizindavyi, a teenager who has endured seven years of conflict in Burundi, asked, “How do I explain to you, or make you understand, how hard it is to live in perpetual terror every day? Why should we be the martyrs of these stupid, ridiculous conflicts?” Added Ewar Barzanji, a 17-year-old Kurdish girl who fled northern Iraq, “The grown-ups who are here, the ministers, haven’t seen a quarter of what I’ve seen. . . . I don’t want to hear any more speeches. I want to know what they’re going to do for us, I want to know how they’re going to take action.”

Many governments heeded these words. Some 25 countries announced concrete initiatives to help war-affected children. Canada alone will provide \$122 million over five years for programming to protect children, including those affected by war.



International Co-operation Minister Maria Minna talks with war-affected young people from Africa at the Winnipeg Conference, September 2000.

Next steps

A follow-up committee has been established composed of Canada, Ghana and other countries, plus the UN Secretary-General’s Special Representative for Children and Armed Conflict, Olara Otunnu, and the United Nations Children’s Fund (UNICEF). Its task is to ensure that the commitments made in Winnipeg become reality. These in turn will help develop a more comprehensive international plan of action to be adopted at the UN General Assembly’s Special Session on Children in September 2001. ●



Former Foreign Affairs Minister Lloyd Axworthy with Graça Machel, Honorary Chair of the Winnipeg Conference and author of the 1996 landmark UN report on the situation of war-affected children

photos: Andrew Sikorsky

photos: Michael Frenkel

“It is time for states, institutions and individuals around the world to show leadership in word and in deed. . . . Let us make this century a peaceful one, in which the rights of the child are respected, protected and promoted everywhere.”

Agenda for War-Affected Children
WINNIPEG, SEPTEMBER 17, 2000

Reconciling State Sovereignty and Humanitarian Action:

The difficult issue of when to INTERVENE

If humanitarian intervention is, indeed, an unacceptable assault on sovereignty, how should we respond to a Rwanda, to a Srebrenica—to gross and systematic violations of human rights that offend every precept of our common humanity? . . . Surely no legal principle—not even sovereignty—can ever shield crimes against humanity. . . . Armed intervention must always remain the option of last resort, but in the face of mass murder, it is an option that cannot be relinquished.

—We the Peoples
UN SECRETARY-GENERAL'S MILLENNIUM REPORT, 2000

Is there a right or responsibility to intervene in countries where human rights and humanitarian standards appear to be massively at risk? If so, does the international community have the will and the capacity to act? These are among the most troubling and difficult questions facing the world today. They do not lend themselves to easy answers. And yet, with the rise in bloody ethnic conflicts and civil strife since the end of the Cold War, it is ever more urgent to resolve questions about our responsibility for enforcing humanitarian standards.

In his Report to the UN Millennium Summit, Secretary-General Annan summed up the impasse: "National sovereignty offers vital protection to small and weak states. But it should not be a shield for crimes against humanity. It is time for world leaders to come to grips with the issue."

Canada leads action

Last September, Canada took up the Secretary-General's challenge by creating the International Commission on Intervention and State Sovereignty (ICISS). The step was announced by Prime Minister Chrétien in his address to the Millennium Assembly. The Commission has a mandate to bring the issue out into the open and build a global political consensus on how to move forward.

Foreign Affairs Minister John Manley with the co-chairs of the International Commission on Intervention and State Sovereignty in Ottawa, November 5. From left: Mohamed Sahnoun, Minister Manley and Gareth Evans

Liberian child pleading for UN intervention during civil strife in Liberia in 1996



photo: CANAPRESS

The blue-ribbon panel consists of 11 internationally recognized experts from North and South. Leading its work are Gareth Evans, former Foreign Minister of Australia and current President of the International Crisis Group, and Mohamed Sahnoun of Algeria, a Special Adviser to the UN Secretary-General on issues related to the Horn of Africa.

The ICISS held its first meeting in Ottawa on November 5 and 6. During it, Commissioners began to consider the range of political, legal, moral and practical issues that will guide their work.

By building on and complementing existing efforts, the ICISS will draw on the best thinking of scholars, non-governmental organizations and other experts in international round table sessions and other forums. It will also sponsor analysis of the issue through a global research network.

Assisting the Commission in building high-level political support will be an advisory board of current and former foreign ministers, former heads of state, and other eminent persons from the political, legal, academic and humanitarian assistance fields.

The ICISS will submit its report and recommendations to Canada's Minister of Foreign Affairs, who will present it to the UN Secretary-General and the international community at the fall 2001 session of the UN General Assembly. ●—

To learn more about the work of the Commission, visit its Web site:
www.iciss.gc.ca

Pierre Elliott

Last fall saw a public outpouring of grief in Canada at the passing of Pierre Elliott Trudeau. For those with long enough memories, it brought to mind "Trudeaumania"—the tidal wave of enthusiasm that swept the charismatic leader into the Prime Ministership with a majority government in the 1968 elections. The event marked the opening of a new chapter in Canadian history.



Prime Minister Trudeau at the opening of the Tulip Festival in Ottawa, May 17, 1968

With their resounding electoral victory, Trudeau and his government had every right to assume that Canadians had given them a mandate for change. They embarked on a full-scale re-examination of public policy, and no element was too entrenched or hallowed by tradition to escape critical re-appraisal.

One part of the process was a revamping of Canadian foreign policy, with Trudeau taking a personal hand.

In a statement announcing the review, the government gave notice that Canada would no longer act as "an international boy scout," that its national interests would henceforth come first and that Canadian foreign policy would be "the extension abroad of national policies."

In itself, this stance was not unconventional. But the changes it heralded were, reflecting Trudeau's left-of-centre political philosophy, his distrust of Cold War attitudes, and his conviction that Canada could and should pursue a more independent path in world affairs. More fundamentally, the stance expressed Trudeau's innate inclination to take nothing for granted, to question existing facts and to return to first principles in doing so.



U.S. President Richard Nixon and Prime Minister Trudeau on April 14, 1972, in the Prime Minister's office.



Prime Minister Trudeau with leader Mao Zedong, of the People's Republic of China, Beijing, October 13, 1973

CHINA

The first major policy shift was in 1970, when Canada recognized the People's Republic of China rather than the regime in Taiwan as the legitimate government of China. Recognition came 20 years after Mao Zedong took power but 2 years ahead of President Nixon's China visit. The action signalled Canada's resolve to steer an independent course in world affairs. Thirty years later it is recalled as a master stroke of Canadian foreign policy: it promoted the national interest and helped end the dangerous isolation of China.

NATO

Another plank of foreign policy given critical scrutiny was Canada's role in the North Atlantic Treaty Organization. Canada had helped found NATO, and for its size it remained a robust contributor to the Atlantic Alliance in the 1960s. But Trudeau and his ministers were not convinced that NATO membership best served the national interest, and they examined various other options—among them, joining the non-aligned group of nations. Finally the government announced a re-ordering of defence priorities, with NATO ranked third behind national sovereignty and peacekeeping. Canada subsequently cut in half its NATO forces in Europe. While remaining in the Alliance, it now contributed less per capita than any other member country.

THE COMMONWEALTH AND THE THIRD WORLD

Trudeau was sceptical at first about the value of the Commonwealth connection. In time he came to realize that it gave Canada the opportunity to play a leading role, often in opposition to Britain, as a partner and advocate of Third World member countries.

In this setting and others, Canada maintained its opposition to the apartheid regime in South Africa and backed sanctions against the breakaway white regime in Rhodesia (now Zimbabwe). On Third World issues, Trudeau was an ardent promoter of the North-South dialogue. Throughout the 1970s, he relentlessly sought ways to bridge differences between the prosperous "North" and the less-developed "South" in international affairs.

For a more detailed biography of Pierre Elliott Trudeau, visit:
www.canschool.org/relation/history/8trude-e.asp

Trudeau

CANADIAN FOREIGN POLICY



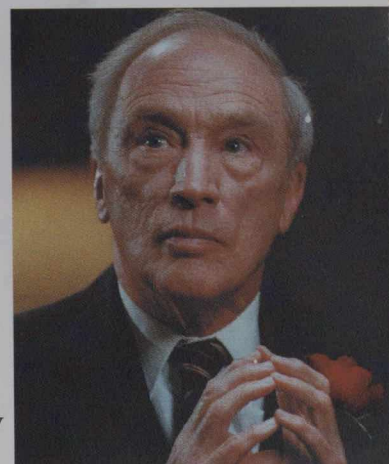
Prime Minister Trudeau and Cuban President Fidel Castro at a Havana housing project, January 27, 1976



Prime Minister Trudeau performing his famous pirouette during a May 7, 1977, reception at Buckingham Palace in London, England



Canada, while remaining in NATO, now contributed less per capita than any other member country.



Pierre Trudeau, November 8, 1993

photos: CANAPRESS

RELATIONS WITH THE UNITED STATES

Canada-U.S. relations were troubled throughout the Trudeau era. From the U.S. perspective, the sources of friction included Canada's apparent gradual exit from NATO and its conciliatory approach to Cold War adversaries.

In Latin America, Canadian foreign policy diverged sharply from that of Washington in relation to U.S. client states, such as Chile, El Salvador and Guatemala.

In the Caribbean, Canada differed from the United States in maintaining diplomatic and trade ties with Cuba. In the same region, Canada was openly critical of U.S. military action against the island nation of Grenada after the murder of the incumbent prime minister in an attempted coup.

In economic and trade relations, disagreement focussed on Canadian measures (never very effective) to control foreign investment, Canada's imposition of energy export taxes, complaints about trans-border air pollution originating in the United States, and measures to protect Canadian cultural industries.

Despite the strains, the Canada-U.S. relationship remained intact. However, two incidents in the early 1970s demonstrated Canadian vulnerability vis-à-vis its neighbour. In 1971, the Nixon administration sought to right its balance of trade problems by slapping a surcharge on imports, including from Canada.

As a result of the uncertainties created by the US actions, the Trudeau government adopted a policy known as the "Third Option"—a foreign policy under which Canada aimed to reduce its vulnerability to the United States by increasing its trade with other regions. Trade agreements were negotiated with Japan and Europe, but despite them Canada remained as closely tied to the United States as ever.

THE PEACE INITIATIVE

In the late 1970s and early 1980s, Trudeau became increasingly uneasy about heightened Cold War tensions. He was particularly critical of the Carter administration's hostile response to the Soviet invasion of Afghanistan.

In 1983, Soviet fighter jets shot down a Korean airliner that had strayed into Soviet airspace, and President Reagan characterized the Soviet Union as an "evil empire." Trudeau became convinced that the political situation was close to spinning out of control and that a superpower confrontation was dangerously near. In fact, Soviet documents made available in the post-communist era confirm that the government headed by the ailing Yuri Andropov suspected the United States of actively planning an attack.

With his own retirement looming, Trudeau undertook a personal effort to save the peace: he visited major capitals on both sides of the Cold War divide, and proposed a package of measures to reduce tension. The response was irritation in Washington, polite disinterest in Moscow and Beijing; and in the end Trudeau achieved no concrete results. But the confrontation eased with the death of Andropov, diminished more with the rapprochement initiated by Gorbachev, and still more with the establishment of democratic government in Russia.

When Trudeau died, 16 years had elapsed since he left public office. In that time, new developments have utterly transformed the international scene: the end of the Cold War, the collapse of international communism, eruptions of ethnic conflict in Europe, free trade with the United States, the emergence of China as an economic superpower, and more. With the wisdom of hindsight, these developments may be seen as validating some of Trudeau's foreign policy approaches while calling others into doubt. What remains unchallenged are Trudeau's readiness to question widely held assumptions, his dedication to an independent foreign policy for Canada, and his commitment to peace. ●

CANADA on the United Nations Security Council: An update

The ultimate aim of the Security Council's work is to safeguard the security of the world's people, not just the states in which they live.

—Former Foreign Affairs Minister Lloyd Axworthy
ADDRESS TO UN SECURITY COUNCIL
NEW YORK, FEBRUARY 12, 1999



photo: CANAPRESS

Back in 1998 when Canada campaigned for election to a new two-year term on the UN Security Council, it defined its key objectives: human security; Council leadership and effectiveness; and making the Council more open, transparent and responsive.

Canada won its bid and was elected as a non-permanent member for the years 1999 and 2000. During its mandate Canada twice held the Council Presidency, in February 1999 and April 2000, and it used the opportunity to advance vital human security concerns. Canada's current term on the Council comes to an end on December 31, 2000. A full report assessing Canada's time on the Security Council and our major achievements will be available early in the new year. The report will be posted on the Department's Web site. The following is a summary of key Canadian activities to date.

UN Security Council in session



Protection of civilians in armed conflict

Canada promoted the protection of civilians in armed conflict as the major theme of its Council membership. In February 1999, as Council President, Canada chaired an open Council debate on the impact of armed conflict on civilians. This led to the ground-breaking report entitled *Protection of Civilians in Armed Conflict: Towards a Climate of Compliance*, tabled by Secretary-General Annan in September 1999. The report painted a stark and disturbing picture of modern conflicts, where civilians account for 90 percent of casualties; and it presented some 40 recommendations for addressing the situation. In a Canadian-drafted resolution, the Council endorsed the report and, to lock in the Secretary-General's key recommendations, it established a working group, which Canada was asked to chair.

In another Canadian-led resolution, adopted in April 2000 during Canada's second Council Presidency, the Council again strongly condemned the deliberate targeting of civilians and it spelled out provisions for enhancing the physical protection of civilians caught in the crossfire of conflict. The provisions include: strengthening the UN's ability to respond rapidly when a crisis breaks out; ensuring unimpeded access to humanitarian assistance; in peacekeeping mandates, explicitly providing for protection of civilians, particularly women, children and vulnerable groups; authorizing peace operations to close down hate media outlets; paying special attention to disarmament, demobilization and reintegration of former combatants, including child soldiers; and ensuring greater responsiveness on the part of the UN and the international community to threats of genocide, crimes against humanity and war crimes.

Taken together, the two protection of civilians resolutions on the Council's books serve as a guide to action. Canada has worked to

ensure that the Council's words on the protection of civilians are matched with deeds. For example, during our time on the Council, three new peacekeeping missions in Sierra Leone, East Timor and the Democratic Republic of the Congo have been given clear mandates to protect civilians. Canada's advocacy has helped to foster a recognition that threats to people are of equal concern as threats to states. The protection of civilians and human security more broadly have entered the discourse of the Security Council, with conflicts increasingly assessed through this lens, and the Council's response judged against it.

Peacekeeping

UN peacekeeping operations are at a crossroads. In today's security environment, UN approaches to peacekeeping must better reflect the multifaceted nature of action in countries affected by war. This means helping to promote the rule of law, humanitarian assistance, human rights and economic recovery by better integrating the military, policing, institution building, reconstruction and civil administration functions of peacekeeping operations. Therefore, part of the solution is ensuring that mandates match resources when a new mission is contemplated.

During its Council tenure, Canada pushed for a new approach to authorization of UN missions and deployment of peacekeeping forces. The new challenge before us will be to learn from the past and adopt a forward-looking approach to peacekeeping.

We need to recognize peacekeeping for what it is—a vital component of conflict resolution.

In this respect, Canada firmly supported Secretary-General Annan's initiative to establish an expert panel to recommend ways of improving UN peacekeeping. The Brahimi report, released in August 2000, contains several recommendations that reflect Canadian priorities, for example the need to enhance the rapid deployment of UN operations. The Brahimi report is most welcome because it

highlights, rather than hides, some of the key shortfalls of recent peacekeeping operations. It is the beginning of an important process, one that aims at a critical evaluation of the United Nations, thereby making it a stronger and more effective organization.

photos: UN Photo Unit

Canadian peacekeeper in Haiti



UN peacekeepers in East Timor



Canadian Youth in the UN system: *The foundation for an international career*

There's no better foundation for an international career than working with the UN. At least, that's been the experience of several young Canadians who participated this past year in internships funded by the Youth International Internship Program of the Department of Foreign Affairs and International Trade.

The interns were able to enhance their employability skills and get a grasp of procedures and process while working in a culturally diverse, multilingual environment. "There are also less tangible benefits, as they gain greater practical insight into the challenges that face nations today," notes Linda Pinnacle, Co-ordinator of the youth internship project run by the United Nations Association in Canada (UNAC) and funded by the Department and the Canadian International Development Agency. One UNAC intern, Natasha Mistry, has been positioned with UN Volunteers in Bonn. She says, "I am most excited about this work. I will be going to Bangladesh to facilitate a workshop on creating national committees for the organization of international youth volunteer activities in Asia. These are large responsibilities, but it's extremely fulfilling. This is exactly what I've wanted to do for such a long time!"

These and other internship projects funded by the Department allow Canadian youth to put their knowledge and values at the service of UN initiatives.

For more information on the Youth International Internship Program, visit:
www.dfait-maeci.gc.ca/interns

Security Council transparency

The UN Security Council has almost always worked as a select, closed-door club. As a Security Council member, Canada made a number of proposals to introduce a new openness and a greater degree of transparency into the Council's debates and decision making.

The result has been more frequent thematic discussions on cross-cutting security issues such as the protection of civilians (a Canadian initiative), the plight of war-affected children, small arms proliferation and conflict prevention.

There are now more meetings open to the wider UN membership, and Council discussions now more routinely include the participation of NGOs and other UN bodies (e.g., UNICEF, the Office of the UN High Commissioner for Refugees or UNHCR, the International Committees of the Red Cross and the Red Crescent, and UN Special Representatives and Envoys).

To further counter the culture of secrecy, Canada provides regular, detailed briefings to non-Council members, including both traditional and new partners (NGOs, civil society, regional organizations); and it regularly posts a wealth of information on Council activity on the Web (www.dfait-maeci.gc.ca/ONU2000UN).

Sanctions policy

Canada has focussed its sanctions efforts on issues of effectiveness and humanitarian impact. During the last decade, the Council has made unprecedented use of sanctions. The results, however, have been mixed. In some

cases, sanctions have had unintended humanitarian impacts. Sanctions have also been weakened by hasty or ambiguous design, a loose commitment to implementation, inadequate monitoring and lax enforcement.

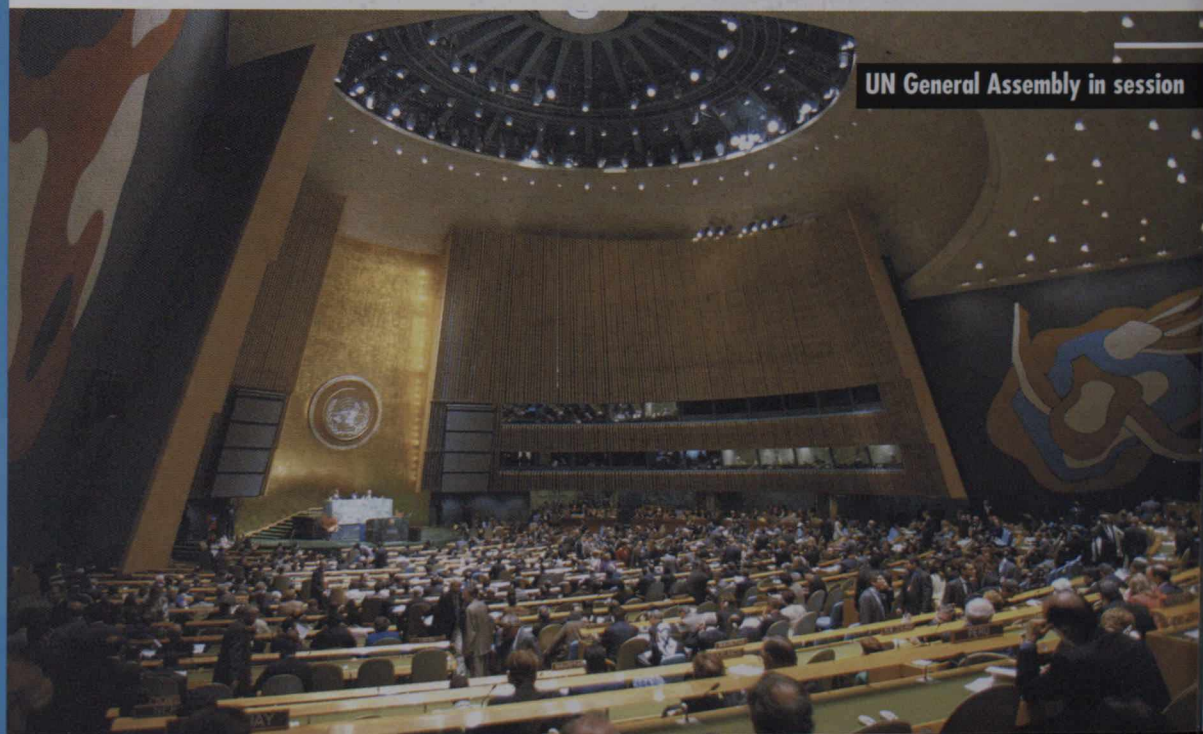
Canada took the lead by sponsoring a comprehensive study on the issue. Published in 2000, *The Sanctions Decade* proposes recommendations for making sanctions more humane and effective.

In April 2000, Canada secured Council agreement on creation of a working group on sanctions policy, with a mandate to develop recommendations for improving sanctions effectiveness. The working group (with Canada as a member) will report its findings later this year.

Angola

Almost continuously since it achieved independence in 1975, Angola has been engulfed in a civil war that has killed more than a million people and displaced far more. Sanctions were first imposed on the rebel UNITA movement in 1993 but they had no significant impact, largely because the movement earns substantial revenues from the illegal sale of diamonds.

In January 1999, Canada assumed the Chair of the Angola Sanctions Committee and led efforts to improve the effectiveness of the sanctions. Under Canada's guidance, the Security Council authorized independent experts to



UN General Assembly in session

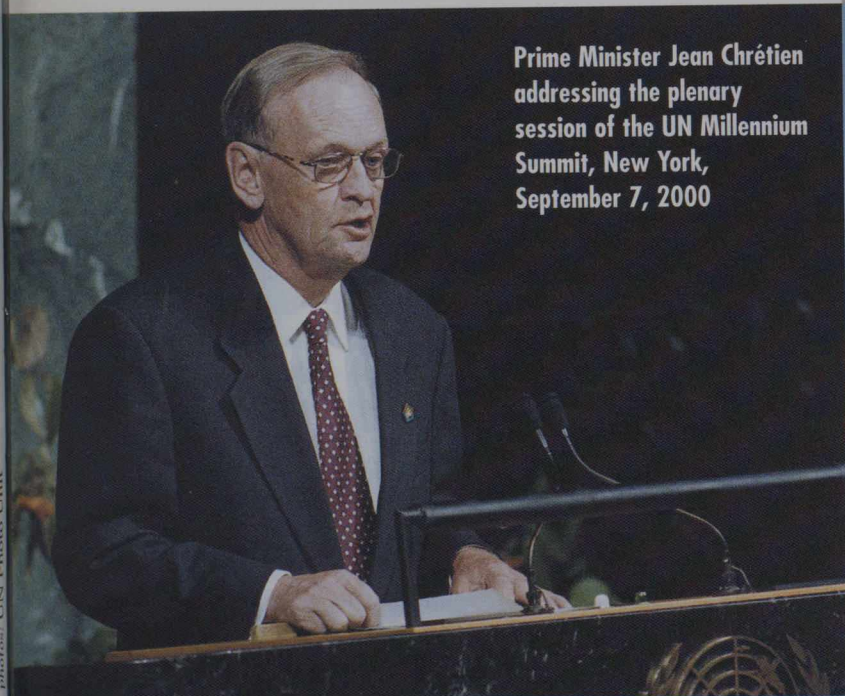
photos: UN Photo Unit

investigate violations of sanctions and recommend ways of preventing sanctions busting in the future. The result was an unprecedented "naming of names" of sanctions violators and decisive action by the Council to better enforce the sanctions. Canada's efforts have also highlighted the destructive impact of "conflict diamonds" in Africa, leading to enhanced international efforts to curb the illicit diamond trades that fuel a number of deadly conflicts on that continent.

The Security Council has effectively tightened its sanctions and has set up a sanctions monitoring mechanism to oversee compliance by UN member states. The result has been greater compliance with the sanctions, and indeed there are signs that they are having an effect. From the outset, the aim of the sanctions has been to pressure UNITA to return to the negotiating table. ●—



Leaders of UN Security Council member countries attending special Millennium Summit session, New York, September 7, 2000



Prime Minister Jean Chrétien addressing the plenary session of the UN Millennium Summit, New York, September 7, 2000

About the UN Security Council

The 15-member Security Council is the United Nations' main organ responsible for maintaining global peace and security. The 5 permanent members are China, France, Russia, the United Kingdom and the United States; they are able to veto any Council resolution they oppose. The other 10 members are elected by the General Assembly to serve two-year terms, with candidate countries chosen to represent the various regions of the world. The Council Presidency rotates on a monthly basis among the 15 members. Canada has served as a non-permanent member six times in the 55 years since the UN was founded.

UN Model Assembly

Another way for Canadian youth to get acquainted with the UN system is by taking part in the National Model United Nations. A few months ago, some 225 Canadian students from nine colleges and universities throughout the country (including the Nunavut Arctic College) participated in the annual UN simulation in New York, along with another 3500 students from all over the world. Participants also attended an open Security Council session, chaired by former Foreign Affairs Minister Lloyd Axworthy.

In a simulation, the delegation from each institution represents a different country. The students must defend that country's foreign policy in the Model UN Assembly. The simulations go back to 1923, in the time of the Geneva-based League of Nations, predecessor of today's UN.

Maintaining the momentum

Canada's term on the Security Council comes to a close at the end of December 2000, but an important task lies ahead: to ensure that the momentum gathered in the past two years is maintained. With like-minded countries (particularly non-permanent Council members), Canada intends to work to complete the reforms initiated and to further improve the effectiveness of the Council.

Canadians and Human Security

THE NATIONAL FORUM GIVES CANADIANS A VOICE

Human security

The nationwide consultations generated specific, concrete ideas on how Canada and the United Nations could address human security issues. Meeting in Saint John (New Brunswick), Montréal and Vancouver in January 1999, National Forum participants recommended that the UN:

- examine the impact of sanctions on civilians;
- do more work on landmines and small arms; and
- give more attention to international crime, crimes against women, the alleviation of poverty, and food and water security.

In addition, advice was provided by the Ottawa Group on Small Arms, which looks at various approaches to small arms challenges, including security, disarmament, development, gun control, policing, health and human rights. The Group's work is the subject of an hour-long program produced in September 2000 by Knowledge Network, British Columbia's public educational television broadcaster (video available from CCFPD).

For four years, Canadians have contributed to the development of Canada's human security policies in partnership with the Canadian Centre for Foreign Policy Development (CCFPD). The Centre organized two major events that engaged hundreds of people across Canada: the 1999 National Forum on Canada and the UN Security Council, and the 2000 National Forum for Youth on War-Affected Children.

The Security Council

The 1999 National Forum participants also recommended that Canada push for change at the UN Security Council, particularly:

- greater Security Council transparency (open meetings and reports to the General Assembly);
- NGO participation in Security Council work; and
- better early warning of conflicts and increased peacekeeping capacity.

Since then, the Security Council has reviewed sanctions and addressed a wide range of human security issues. Further, Canada has led open Security Council meetings and NGO consultations.



Canadian Centre
For Foreign Policy
Development

War-affected children

Last summer, in preparation for the September 2000 Winnipeg International Conference on War-Affected Children, war-affected and other Canadian youth demanded that attention be given to the problems and needs of war-affected children around the world. Meeting in Halifax, Montréal, Toronto, Winnipeg, Vancouver and Gimli (Manitoba), the National Forum youth drew on their own experience to formulate the following recommendations:

- Take a critical approach to sanctions that harm children, not government leaders.
- Divert funding from war to education.
- Arrest and punish all war criminals.
- Help community organizations in war zones.
- Control gun sales and the arms trade to cut off the supply of small arms to war makers.

These recommendations were included in the Agenda for War-Affected Children, adopted by the Conference. They will be further pursued in international action leading up to the UN General Assembly's Special Session on Children in September 2001. ●—

CCFPD events in 2001

April 30 to May 4

Graduate Student Seminar

Theme: **Canada-U.S. Relations**

May 4

Academic Roundtable

Theme: **Canadian Foreign Policy:
Values? Interests?**



For more information and reports on human security issues, e-mail the Canadian Centre for Foreign Policy Development (info.ccpd@dfait-maeci.gc.ca) or visit the "Publications" section on the CCFPD's Web site (www.cfp-pec.gc.ca/Publications/publ-e.htm). To read the 1999 National Forum Report, visit: www.cfp-pec.gc.ca/NationalForum/nati-e.htm

NATIONS

IN • THE • NEWS

Yugoslavia:

The fall of the Mlesovic regime clears the way for closer ties

A \$10 million assistance package from Canada will help the people of the Federal Republic of Yugoslavia (FRY) weather the coming winter and continue their transition to democracy.

Announced October 20, the package is the latest in a series of steps toward normalizing relations between Canada and the FRY—measures adopted since the defeat of former president Slobodan Milosevic in a free election last September.

In the wake of the election, Prime Minister Jean Chrétien called on Milosevic to cede power peacefully. He added that Canada would end sanctions and expand its assistance package to the FRY as soon as a “government committed to reform and reconciliation is in place.”

On October 9, after the swearing-in of President Vojislav Kostunica, Canada lifted sanctions, including bans on air flights and export development credits. Still in effect are UN-imposed sanctions, including an arms embargo and a freeze on assets of the Mlesovic regime.

Canada’s assistance will help the FRY cope with the impact of decades of socialist rule, regional conflict in the 1990s and (more recently) international sanctions and the NATO campaign.

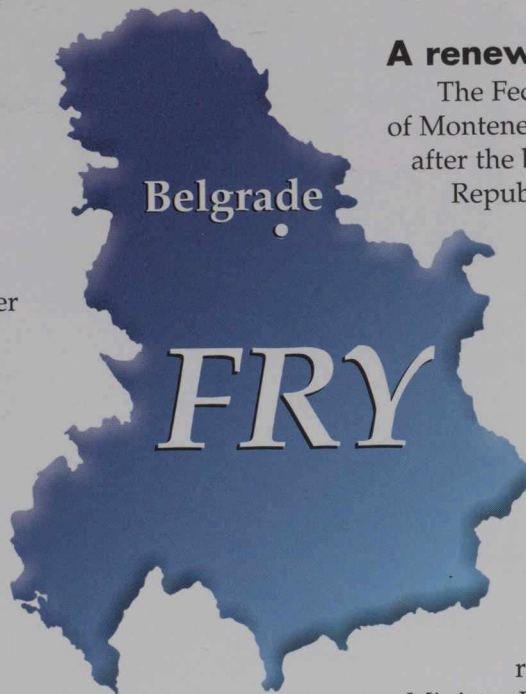
Immediate challenges include possible heating and electricity shortages in the coming winter, and the need to help hundreds of thousands of refugees and internally displaced people return to their homes. In the longer term, the FRY will need help in converting to a market-based economy and developing strong democratic institutions.



A man wheels a cart loaded high with firewood through downtown Novi Sad, the capital of Vojvodina province, some 80 km northwest of Belgrade, January 11, 2000.



A young girl pushes a toy baby carriage past the burnt-out remains of a police vehicle in front of the Parliament in Belgrade, October 7, 2000.



A renewed relationship

The Federal Republic of Yugoslavia, consisting of Montenegro and Serbia, was proclaimed in 1992 after the break-up of the Socialist Federal Republic of Yugoslavia. Covering an area of 102 350 square kilometres, the FRY has a population of 10.6 million.

In 1993, Canada joined other Western nations in condemning the country’s aggression in Bosnia and Croatia, and it supported UN sanctions against the FRY. In 1999, Canadian armed forces took part in the NATO air campaign that forced the FRY to end its human rights violations in Kosovo.

The fall of the Milosevic regime clears the way for a renewed relationship. As then Foreign Affairs Minister Lloyd Axworthy put it when he announced the lifting of sanctions, “Canada’s disagreement was with the Milosevic regime, never with the people of the Federal Republic of Yugoslavia. With Vojislav Kostunica inaugurated as President, Canada is pleased to revive its traditional ties of friendship with Yugoslavia.” ●

photos: CANAPRESS

To be administered by the Canadian International Development Agency (CIDA), the assistance package includes:

- \$8.5 million for heating supplies, shelter and clothing. Of that sum, \$1.7 million will go to winterize camps for displaced people and refugees, plus maternity wards, childcare centres and schools. CIDA will provide the support through the UNHCR and UNICEF.
- \$1.5 million to help build democratic institutions in the FRY, including support for independent news media and the strengthening of civil society (non-governmental) practices.

Vojislav Kostunica, the new president of the Federal Republic of Yugoslavia

Former Yugoslav president Slobodan Milosevic and his wife attend a ceremony marking the 55th anniversary of the liberation of Belgrade during World War II, October 19, 1999.

Lloyd Axworthy: *a man of peace*

Lloyd Axworthy was Canada's Foreign Affairs Minister for almost five years, from January 1996 to October 2000. During his tenure Mr. Axworthy tirelessly championed the cause of peace, and was nominated for the 1998 Nobel Peace Prize after the adoption of the Ottawa Convention, which bans the production, use, stockpiling and transfer of anti-personnel mines, in December 1997. With Jody Williams, head of the International Campaign to Ban Landmines, he was the main advocate for the Convention on the global stage.

As Minister, one of his first initiatives promoting peace was the establishment of the Canadian Peacebuilding Fund and the Canadian Peacebuilding Program in the fall of 1996. The aim was to contribute to conflict prevention and post-conflict social and economic reconstruction.

In 1998, Mr. Axworthy was at the head of a group of like-minded states that pushed successfully for the creation of the International Criminal Court. This body's purpose is to prosecute individuals accused of genocide, war crimes and crimes against humanity. It will come into existence as soon as 60 states ratify the Rome Statute creating it. Currently, some 115 countries have signed the Statute and 22, including Canada, have ratified it. This fall, Mr. Axworthy announced that Canada was launching an international

campaign to speed up the ratification process and make the Court a reality as soon as possible.

Another major achievement was the International Conference on War-Affected Children, held in Winnipeg this past September (see p. 4), the first-ever such gathering. The Conference followed several Canadian initiatives at the United Nations and in other forums, such as the G-8, on behalf of specific goals: better protection for civilians (particularly women and children) in armed conflict; more efficient peacekeeping operations; and more humane use of sanctions.

at that time, he took part in civil rights demonstrations and supported the peace movement.

Mr. Axworthy first entered Parliament in 1979. His ambition, he once said, was to become Prime Minister; failing that, he wanted to follow in the footsteps of Lester B. Pearson, who, in 1956, gave the world the concept of UN peacekeeping missions. When he assumed the Foreign Affairs portfolio, he proved a worthy successor to Pearson, campaigning successfully for another mandate for Canada on the UN Security Council (1999–2000), for UN system reforms, and for Security Council resolutions and action that would advance world peace and (above all) enhance the protection of women and children in armed conflict.

Lloyd Axworthy always believed in the value of partnerships between civil society and progressive governments in order to advance the cause of peace. It was such a partnership that achieved the Ottawa Convention. Looking at his legacy, political commentator Richard Gwyn said that while Canada has had capable foreign ministers in



Lloyd Axworthy looks towards Jody Williams after signing the Ottawa Convention on landmines, December 3, 1997. Also applauding the signing are Prime Minister Jean Chrétien (right), United Nations Secretary-General Kofi Annan (ctr) and President of the International Committee of the Red Cross Cornelio Sommaruga.



Kofi Annan, left, listens as Minister Axworthy addresses the UN Security Council, February 12, 1999.

Mr. Axworthy's last endeavour before leaving office was the creation of the International Commission on Intervention and State Sovereignty (see p. 5).

Rather than any one initiative, Mr. Axworthy's most important contribution to world peace may have been his systematic promotion of the concept of human security. In broad terms, a human security agenda involves working to ensure that people need not fear for their rights, their safety or even their lives. In Mr. Axworthy's view, safeguarding these human priorities is as vital to global peace as are arms control and disarmament.

the last five decades, Mr. Axworthy was the most noteworthy since Pearson: "Axworthy is the first to have come up with a new idea—the partnerships—about how Canada can use its potential to best advantage in international affairs."

"Axworthy is the first to have come up with a new idea—the partnerships—about how Canada can use its potential to best advantage in international affairs."

Richard Gwyn
POLITICAL COMMENTATOR

YOUNG ACTIVIST

Lloyd Axworthy's concern for world peace goes back to his youth. He was born in December 1939 and during his first five years he barely saw his father, who was fighting in the Second World War. In the 1950s, he took a keen interest in the Korean War, the Cold War and the Suez Crisis: he debated these issues in school, in Model United Nations Assemblies and in Manitoba's Youth Parliament. In the 1960s he studied political science at the University of Manitoba and then at Princeton University in New Jersey; and like many students

NEW CAREER

Lloyd Axworthy has now embarked on a new career as head of the University of British Columbia's Liu Centre for the Study of Global Issues. At the same time, he plans to pursue human security issues that matter greatly to him. "In the end," he has said, "we all have a stake in ensuring better security for all human beings in this world."

He can be expected to carry on his work with the same dignity and passion that he showed as Minister of Foreign Affairs. ●

THE SUMMIT OF THE AMERICAS ON THE WEB

Once again, our hemispheric neighbours are coming to Canada, this time to Québec City in April 2001 for the Summit of the Americas. To provide you with an overview of the event, the Department of Foreign Affairs and International Trade has set up a comprehensive Web site (www.AmericasCanada.org). This is a leading on-line source of information about the social, cultural, political and economic issues, and the events that bind our Hemisphere together. From in-depth



information on issues to wide-ranging cultural events, **AmericasCanada.org** has it all: **The Park**, for example, is an on-line magazine that features personality profiles, book reviews, essays and artistic explorations from across the Americas. Connect from it to the YouthZone, a highly informative and entertaining site featuring **Cool Links** to videos, music, art, games, science and the environment. You can also learn about the Americas or test your knowledge by taking the **Hemisphere Quiz**. ●—

Please come and visit!

DID YOU KNOW THAT ...

Some **8000** delegates participated in the **United Nations Millennium Summit** in New York, from September 6 to 8. The Summit was covered by more than **5500** journalists and other media representatives from all over the world.

Another first was the presentation by U2 singer **Bono** of a **petition** calling for the cancellation of the debts of the poorest countries. Over **21.2 million** people around the world have signed the petition, breaking the world record for the **most signatures** ever collected on any single issue. Signatures were collected from over **155 countries**.

During the Summit, some 40 instruments of **international law** were signed, ratified, or acceded to by leaders of at least **85 countries**. The **treaties, conventions** and additional **protocols** covered defence of **human rights**, measures to circumscribe the use and proliferation of **deadly weapons**, and protection of the **environment**.

By far the greatest support went to two new protocols to the **Convention on the Rights of the Child**: close to **50** countries signed each of these, while others ratified them. The protocols seek to prevent children under age 18 from participating in **armed conflict**, and to eliminate **trafficking in children, child prostitution** and **child pornography**.

Exploring the world on the *Canada World View* Web site

Come surfing on our **Hyperlinks Resource Centre**, your gateway to a world of knowledge and contacts on everything from Canada's international relations to today's hottest global issues. Our Hyperlinks Resource Centre provides you with hundreds of links to foreign governments, international organizations, educational resources, human rights and international development groups, and much more.

Make the **Canada World View** Web site your portal to the complex world of international affairs!



www.dfait-maeci.gc.ca/canada-magazine

In our NEXT ISSUE

Issue 11 • Spring 2001

Due in March 2001, the **Canada World View** spring issue will focus on the upcoming Summit of the Americas, to be held in Québec City in April 2001. We will explore the major issues confronting the Americas: the effects of globalization, the drug problem, the environment, human security issues and more.



