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CANADIAN PEACEBUILDING INITIATIVE

1997 - 1998

Peacebuilding and Human Security Division
Global and Human Issues Bureau
Department of Foreign Affairs and
International Trade

Peacebuilding Unit
International Humanitarian
Assistance Division
Multilateral Programmes Branch
Canadian International
Development Agency

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NOTES FOR AN ADDRESS BY THE HONOURABLE LLOYD AXWORTHY MINISTER OF FOREIGN AFFAIRS TO THE SECOND ANNUAL NGO CONSULTATIONS ON PEACEBUILDING

**OTTAWA, Ontario
February 18, 1998**

I am delighted to have the opportunity to speak to you this morning at the beginning of the second annual Peacebuilding Consultations, convened by my department jointly with the Canadian Peacebuilding Co-ordinating Committee [CPCC].

Holding these consultations was one of the commitments that I made when I announced the Canadian Peacebuilding Initiative on October 30, 1996, at York University. It reflects this government's commitment to conduct an open foreign policy making process, informed by a regular exchange of ideas with Canadians. It also reflects our commitment to be accountable to Canadians — to tell you what we have done, and what we have learned, in the process of implementing Canada's foreign policy.

In the same spirit of openness and consultation, we launched an intensive debate on peacebuilding at the meetings of the National Forum for Foreign Policy in 1996. The dialogue has been continued through a series of policy projects undertaken by the Canadian Centre for Foreign Policy Development, which have reported on everything from youth in South Africa to the effects of small arms, and of course through these annual consultations.

In the short time that has passed since the announcement of the Peacebuilding Initiative, this new forum has proved its value. The first Peacebuilding Consultation last year was attended by a broad cross-section of non-governmental organizations [NGOs] and institutions involved in international development, peace, disarmament and training in conflict resolution, both in Canada and abroad. To judge by the audience this morning, we have an even more impressive turnout for the second consultations. And since this is the Internet age, I look forward to "surfing" the CPCC Web page, and our own DFAIT [Department of Foreign Affairs and International Trade] home page, to read the results of your discussions in the next couple of weeks.

When I spoke in October 1996, there was a great international drama unfolding, which was on my mind and the minds of everyone in my audience: the refugee crisis in eastern Zaire. The very same day, the Government announced that we had offered the services of Ambassador Raymond Chrétien to the United Nations, as a special envoy of the Secretary-General to the Great Lakes region.

Today, there is another international drama unfolding, which commands the attention of Canadians and compels us to act in defence of our fundamental commitments to international peace and security. I am speaking of course of the situation in Iraq. We continue to hope for a diplomatic solution to this crisis, which was sparked by the continued intransigence of Saddam Hussein. Last week I met with the UN Secretary-General in New York to discuss the prospects for a diplomatic solution. The international community is faced with difficult choices. But we cannot allow Iraq's attempts to develop weapons of mass destruction to undermine regional stability and the authority of the multilateral mechanisms we have established to preserve world peace.

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.

Some of the highlights include:

- defining a Strategic Framework for the Peacebuilding Initiative;
- establishing this consultative forum;
- supporting the Canadian Peacebuilding Co-ordinating Committee, which helped bring you together today;
- implementing CANADEM, the roster of Canadian experts on human rights and democracy; and
- creating two new funding mechanisms: the Peacebuilding Fund, managed by CIDA, for projects in developing countries; and the Peacebuilding Program, managed by DFAIT, for projects that fall outside CIDA's priorities.

Structures are fine, of course. But what have we actually done since October 1996 to respond to real-world challenges? Let me give you a very selective tour d'horizon of how we have used these new structures in the four geographic priorities identified this year for the Peacebuilding Fund.

In Guatemala, the peace accords were signed in December 1996. Our first project under the Peacebuilding Fund was to contribute to the Commission of Historical Clarification — Guatemala's "truth commission" — which will help establish a neutral, objective, historical record of the causes and human consequences of that country's 36-year civil war, particularly in terms of human rights violations. Canada was the first donor to contribute to the start-up costs of the Commission, thereby prompting a positive response from other donors. Since then, we have held a focussed consultation with Canadian NGOs that identified a short list of peacebuilding priorities for Guatemala. Based on this, we are examining ways of using the Peacebuilding Fund to strengthen the capacity of Guatemalan civil society to participate effectively in the various political forums created by the peace process.

In Cambodia, the process of democratization suffered a setback last July after the short but violent conflict between the forces loyal to the First and Second Prime Ministers. To assess the prospects for continued Canadian support for democratic development in Cambodia, we used the Peacebuilding Fund to send a mission there last August, co-ordinated by the Parliamentary Centre. It returned with a strong endorsement of the strategy of continued engagement in Cambodia; and since that time CIDA has provided additional financial support to the work of the Electoral Commission. We will be examining options as well for using the Peacebuilding Fund to reinforce the capacity of Cambodian NGOs to educate voters and observe their own electoral process.

In the Great Lakes of Africa, there have been cataclysmic changes, culminating in the fall of Mobutu and the installation of a new government in the newly named Democratic Republic of Congo. Through the Peacebuilding Fund, we supported the work of Mohammed Sahnoun, Ambassador Chrétien's successor as the Secretary-General's Special Representative for the Great Lakes, to broker a peaceful resolution of the multiple conflicts between the governments of this region. We have also used the Fund to support an innovative project, managed by the African NGO Synergies Africa, that is working to bring together civil society groups in eastern Congo and neighbouring Rwanda to find local solutions to these conflicts.

In Bosnia, the Dayton Accord has been held in place with enormous support from the international community, co-ordinated by the High Representative, Carl Westendorp, and the Peace Implementation Council. The most dramatic political changes in the past year have occurred within the Serb entity in Bosnia, the Republika Srpska, which has seen a power struggle between the hard-line faction based in Pale and the more moderate, pro-Dayton faction based in Banja Luka. Fortunately, the more moderate faction has recently gained the upper hand. We have used the Peacebuilding Fund to respond to two special appeals of the High Representative to support the emergence of a more moderate voice in this region. First, we funded a public information campaign in the Serb entity to combat hate propaganda against the International Criminal Tribunal for former Yugoslavia; and more recently we provided immediate financial support for the new moderate government in Banja Luka.

We have also supported multilateral initiatives that will ultimately have an impact across a wide range of countries. For example, the Peacebuilding Fund supported the participation of delegates from

least-developed countries in the preparatory meetings leading to the establishment in 1998 of the UN-sponsored International Criminal Court [ICC]. The ICC will have jurisdiction to deal with crimes against humanity and thereby to end impunity.

These are only a sample of the initiatives we have supported through the Peacebuilding Fund; and they represent a small fraction of the range of Canadian support for peacebuilding, through bilateral and multilateral channels, in each of these countries. They do, however, provide a demonstration of what can be accomplished with a rapid-response mechanism like the Fund, in reacting to fast-breaking demands and opportunities.

What Have We Learned?

I would identify four lessons in particular that we have learned in the first 16 months of the Peacebuilding Initiative.

First, that peacebuilding depends on the willingness and the capacity of local populations to become engaged in the process. We have to avoid the presumption that outside experts from developed countries have all the answers, or can simply export the infrastructure of peace to developing countries.

Second, we need to do more work on conflict prevention. It is not enough to focus all our energies on post-conflict reconstruction. The demands of rebuilding war-torn societies, such as Bosnia or Cambodia, are enormous. There has to be a more cost-effective way to build peace than to put societies back together again after they have been torn apart by war. That is the principal message of the Carnegie Commission on Preventing Deadly Conflict, which presented its final report in this auditorium yesterday. It is an issue I anticipate discussing further with the other Foreign Ministers of the P-8 prior to this year's Birmingham Summit.

African leaders, and their foreign partners, have drawn the same conclusion regarding conflict prevention from the series of conflicts across the continent over the past few years. Much work is already under way within Africa to build its own political institutions for conflict prevention. The OAU has its own unit, as does IGAD [Inter-Governmental Authority on Development] in the Horn. ECOWAS [Economic Community of West African States] will be doing the same for West Africa. All of these institutions are new. All need more support. But all of them send encouraging signals from African countries about their desire to co-operate in building sustainable peace in their regions.

Third, we have to work through multilateral structures to co-ordinate peacebuilding. External actors, such as Canada, will have a very minimal impact on peace unless our efforts are co-ordinated with local actors, other donors, and the neighbouring states of countries in conflict. The United Nations is the linchpin of the global security system, as we all know, and its continuing financial crisis only undermines its ability to play this role. For this reason, we have supported flexible UN mechanisms such as the Trust Fund for Preventive Action from the Peacebuilding Fund.

UNDP [United Nations Development Program] Resident Representatives have an essential role to play in co-ordinating peacebuilding activities on the ground in developing countries. The United Nations is also the place where limited-mandate peacekeeping operations and longer-term peacebuilding activities have to be pulled together. Canada was pleased that the Secretary-General's reform package of last year has strengthened the capacity of the UN Secretariat to do this.

In a rapidly moving crisis, the fastest and most effective response is often made through existing multilateral structures. If the structures are already in place — such as the Office of the High Representative in Bosnia, or MINUGUA [Mission des Nations unies au Guatemala] in Guatemala — we can respond quickly to new opportunities. For this reason, many of our initial Peacebuilding Fund projects have been through trust funds of one kind or another. If multilateral structures are not in place, or cannot respond quickly enough, the burden of co-ordinating international peacebuilding efforts often falls upon individual states. Canada learned just how onerous that burden can be when we offered to lead the Multinational Force for eastern Zaire, in the absence of a standing capacity within the United Nations to respond to such a crisis.

Regional organizations are also increasingly carving out a role for themselves in conflict prevention — not only the African bodies I mentioned, but also the OSCE, the OAS [Organization of American States], the Commonwealth and la Francophonie. Another recent trend is the formation of informal "coalitions of the willing" to build peace, of the kind Canada used to push successfully for the landmines treaty. Canada has just joined a new organization based on this principle, International IDEA. International IDEA has an innovative mix of developed and developing country members, all of whom are committed to supporting democratic transitions.

Finally, to mobilize and deploy Canadian skills for peacebuilding takes much longer. It requires an investment in building domestic capacity for peacebuilding. The Pearson Peacekeeping Centre — which trains civilians as well as military officers — has been one such investment. The roster of Canadian experts in human rights and democracy, CANADEM, is another. A third is the NGO-led peacebuilding capacity and training survey, whose results you will be discussing later this morning. Knowing what skills we have in Canada, and who has them, is a critical first step toward sharpening our ability to respond quickly and creatively to new opportunities.

What Are the New Issues?

Finally, what are the new, critical issues for peacebuilding? Well, I am expecting the participants in this consultation to tell me. But to judge by your agenda today, you will be working on at least four of them. My own quick take on each of them is as follows:

Gender and Peacebuilding: Canada has long been a leader in factoring the gender dimension into development assistance, and in pursuing women's equality as an international human rights issue. We need to examine the gender dimensions of peacebuilding: how conflict and conflict resolution engages and affects both men and women.

Governance: Governance is a critical concept, which even the IMF [International Monetary Fund] has now discovered. I am intrigued by the concept of the "ecology of governance", as developed by the Institute on Governance, which defines good governance as maintaining a balance between the institutions of state, civil society and the marketplace. Canadians, I think, instinctively understand this concept. It has informed our approach to funding peacebuilding projects in places such as Guatemala and Cambodia. I look forward to hearing how you will refine it in your consultations.

Community-Level Conflict Resolution: This is a critical dimension of peacebuilding. It is the level of action that most engages local people, and local capacities, in societies in conflict. It is the level of action where an awareness of the gender dimensions of peacebuilding is most likely to lead to creative solutions. The challenge is to find ways to translate the gains made from conflict resolution at the community level to the regional or national level for societies in conflict. The Peacebuilding Fund project in eastern Zaire is one attempt to do just his.

Small Arms Proliferation: Proliferation is a major threat to human security in many parts of the world. To counter it requires controlling illegal arms flows into societies in conflict. It also requires finding ways of rebuilding communities, restoring a sense of public security, and rebuilding the authority and legitimacy of the state, so that the public demand for weapons decreases. These factors tie directly into issues of governance and local-level conflict resolution.

There are also a number of specific areas of action that resonate across these four broad issues, such as developing free media and reducing the impact of conflict on children, particularly child soldiers. I will be interested to hear your views on how we tackle these issues where they converge on the ground, in countries in the shadow of deadly conflict.

Conclusion

Peacebuilding is a cross-cutting, ongoing process and a way of thinking, not simply a limited set of activities. The themes and priority countries that command our attention will evolve constantly. We will

have to work both to respond to these new demands, and to integrate successful approaches into the mainstream of regular development assistance and diplomatic activities. Consultations with the Canadian NGO sector are critical to keeping our peacebuilding efforts sharp, in touch with the latest thinking outside government, and relevant to the needs of the people in societies in conflict whom we are trying to assist. I look forward to your contributions to a spirited and forward-looking debate.

Thank you.

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Canada



October 30, 1996 No. 201

CANADA TO ESTABLISH NEW PEACEBUILDING FUND

Foreign Affairs Minister Lloyd Axworthy and Don Boudria, Minister for International Co-operation and Minister responsible for La Francophonie, announced today that Canada will establish a special fund, financed by the Canadian International Development Agency (CIDA), to help build peace in countries and regions racked by violence and war. The fund is an integral component of a new Canadian Peacebuilding Initiative.

"This is a new tool of diplomacy," said Mr. Axworthy. "It will support flexible and timely Canadian responses in critical situations where events are moving quickly." Mr. Axworthy outlined the purpose of the new program in a speech today at York University's Centre for International Security Studies.

"Cease-fires, peacekeeping forces and aid to refugees and displaced persons are vital in building peace," said Mr. Boudria. "But to make peace last, we need to rebuild the institutions of war-torn societies. This initiative will help us do that."

In his speech, Mr. Axworthy described the Peacebuilding Initiative as a response to one of the most significant challenges of the post-Cold War world: building sustainable peace in countries, such as those in the Great Lakes region of Africa, that are prone to recurring cycles of violence and where tragic internal conflict has profound regional implications.

Minister Axworthy stated that the Initiative will be launched with a formal consultation on peacebuilding to take place in conjunction with annual departmental human rights consultations with non-governmental organizations early in 1997. He also announced that CIDA will contribute \$10 million to the special Peacebuilding Fund, which will assist in filling urgent gaps in Canadian programming and act as a catalyst to promote new approaches and to mobilize Canadian talent and expertise. The Minister noted that he announced the third element of the Initiative, a roster of Canadian human rights experts, at the United Nations last month.

Minister Axworthy prefaced the announcement of the Initiative with an overview of the challenges posed by a new kind of war that includes ethnic cleansing in the former Yugoslavia and hate propaganda in Rwanda. He noted that these situations have led to a re-examination of the notion of security by Canada and other countries, including Norway and Holland. Two key concepts have emerged from this review: human security and, as a means to achieve it, peacebuilding.

"The concept of human security recognizes that human rights and fundamental freedoms, the rule of law, good governance, sustainable development and social equity are as important to global peace as are arms control and disarmament," said Mr. Axworthy.

While noting that peacebuilding is an evolving concept, he described it as a set of measures that creates a sustainable infrastructure for human security. These measures provide the minimal conditions under which a country can implement social, political and economic development.

The Minister cited Haiti as an example of peacebuilding complementing peacekeeping, through programs that include training civilian police, institution building and promoting national reconciliation and economic rehabilitation.

Minister Axworthy noted the two distinct assets Canada can put to use in peacebuilding: Canadian expertise in nurturing our own democracy, and advanced information technology that can be used as a conduit for collecting, sharing and analysing information as well as a means of maintaining local capacity after the departure of Canadian experts.

Mr. Axworthy challenged Canadians to contribute to the success of the Initiative. "Canada has traditionally been a leader in peacekeeping operations. My aim is to move us toward being a leader in peacebuilding," he said.

CIDA will contribute \$10 million to the Peacebuilding Initiative beginning in the fiscal year 1997-98. Funding for this initiative was provided for in the March 1996 federal budget and is therefore built into the existing fiscal framework.

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For further information, media representatives may contact:

Catherine Lappe
Director of Communications
Office of the Minister of Foreign Affairs
(613) 997-1851

Media Relations Office
Department of Foreign Affairs and International Trade
(613) 995-1874

Media Relations Office
Canadian International Development Agency
(819) 953-6534

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NOTES FOR AN ADDRESS BY THE HONOURABLE LLOYD AXWORTHY, MINISTER OF FOREIGN AFFAIRS, AT YORK UNIVERSITY "BUILDING PEACE TO LAST: ESTABLISHING A CANADIAN PEACEBUILDING INITIATIVE"

**NORTH YORK, Ontario
October 30, 1996**

Introduction

Thank you for inviting me to meet with you today. As you know, one of the commitments this government made was to open up the formulation of Canadian foreign policy to a much wider range of participants, including the academic world. That is why I have chosen to speak to you here today on what is, I believe, one of the most significant challenges we face in the post-Cold War world: building sustainable peace in countries prone to recurring cycles of violence.

In speaking with you today, I would like to outline my own thinking on why "peacebuilding" is necessary and what it means in concrete terms, recognizing that it is an evolving concept. And I would like to share with you a new initiative that we are taking as part of Canada's response to the challenge that peacebuilding poses.

New Era, New Needs

The end of the Cold War was hailed by some as the harbinger of global peace. But what it has brought us is not peace — but a new kind of war. The current crisis in the Great Lakes region of Africa is the most recent in a series of tragic internal conflicts with profound regional implications. Too many countries are caught in the trap of seemingly unstoppable repetitions of conflict within their own borders, the cost of which is measured not only in the millions of lives extinguished, but also in the despair of those who survive. In an increasingly globalized world, these crises directly or indirectly affect us all.

In Cambodia, El Salvador, the Middle East, Haiti, Rwanda and Bosnia, the international community has learned the hard way that traditional approaches to conflict resolution are not enough. There is still a clear role for the solutions that characterized the Cold War era. Canada's path-breaking contribution to international peace and security — the concept of peacekeeping — remains a key tool. But it is not the tool for preventing ethnic cleansing in the former Yugoslavia, nor for ending hate propaganda in Rwanda, nor for getting the Palestinian Authority on its feet before the possibility of Middle East peace slips through our fingers.

The conflicts we face now are no longer purely military in nature, nor will they be resolved by military solutions alone. They occur within states, rather than between them, but they tend to spill over into surrounding regions. And they are characterized by long-term cycles of violence in the absence of the capacity to sustain a peaceful society.

The Response: Peacebuilding

The international community has begun to rethink the whole concept of security in the light of these developments. Countries such as Norway and Holland have been in the forefront of this effort, as has

Canada. Out of this rethinking two key concepts have emerged: human security, and, as the means to secure human security, peacebuilding.

I have already spoken about the concept of human security, when I addressed the United Nations General Assembly this fall. The concept of human security recognizes that human rights and fundamental freedoms, the rule of law, good governance, sustainable development and social equity are as important to global peace as are arms control and disarmament. It follows from this that, to restore and sustain peace in countries affected by conflict, human security must be guaranteed just as military security must. This is where peacebuilding comes in: as a package of measures to strengthen and solidify peace by building a sustainable infrastructure of human security. Peacebuilding aims to put in place the minimal conditions under which a country can take charge of its destiny, and social, political and economic development become possible.

I see peacebuilding as casting a life line to foundering societies struggling to end the cycle of violence, restore civility and get back on their feet. After the fighting has stopped and the immediate humanitarian needs have been addressed, there exists a brief critical period when a country sits balanced on a fulcrum. Tilted the wrong way, it retreats into conflict. But with the right help, delivered during that brief, critical window of opportunity, it will move toward peace and stability.

This is not, of course, an easy thing to do. These are highly volatile situations, where the needs are many and the time to respond is short. An effective response often requires co-ordination among organizations — non-governmental organizations (NGOs), the military, and civilian experts — that usually work independently. It requires horizontal thinking that cuts across military, diplomatic and aid-based solutions. And it has become clear from the events in Bosnia, Rwanda and now Zaire that, while its thinking may have evolved, the international community does not yet have the tools it needs for the task of peacebuilding. In Bosnia, for example, military peacekeepers found themselves rapidly drawn into a whole range of urgently needed civilian functions for which they were not trained or equipped.

The Mechanics of Peacebuilding

The time to develop those new tools and mechanisms is now. Responding to the challenge of peacebuilding will not be easy — it will require a leap of faith. Canada is poised to make that leap, to offer an example of leadership to the international community. Whatever the risks, the international community can no longer afford to hesitate on the brink while more countries descend into cycles of bloodshed and ethnic hatred.

As proof of our willingness to take a leadership role, we have made our Ambassador to the United States, Raymond Chrétien, available to act as the Special Envoy of the UN Secretary-General to the Great Lakes region. As a former Ambassador to Burundi, Rwanda and Zaire, Mr. Chrétien has extensive expertise in the region. He will be departing for the region within the next few days, to establish the facts on the present conflict, defuse tension and seek regional solutions. This mission embodies the traits that characterize the mechanics of peacebuilding:

Willingness to take risks: Peacebuilding is aimed at situations where the risk of failure is much higher than in traditional multilateral activities; but there are cases where the costs of inaction are so high that the international community must be prepared to accept this risk.

A rapid, co-ordinated and flexible response: Peacebuilding deals with situations where speed is of the essence. It requires a response that links security, economic and social development, and governance, and that addresses the real problems of particular regions or states.

Preparedness: It follows from the need for a rapid response that to be effective in peacebuilding we need to develop stand-by capacity in Canada, and to carry out ongoing analysis, priority setting and early warning.

Partnerships: Peacebuilding calls for partnerships with Canadian citizens and NGOs, with other donor countries, with international organizations and, above all, with the countries we

are trying to help. Peacebuilding is not about imposing solutions, but about working with countries to fulfil the promise of the UN Charter to "save succeeding generations from the scourge of war." It is about helping individuals, communities and states create their own opportunities for sustainable peace by building institutions responsive to their needs.

In this context, we have two great assets in Canada that can be put to use in peacebuilding. The first asset is the wealth of skills and institutions that Canadians have developed in nurturing our own democracy, which can be put to good use in war-torn societies. We have developed these skills in our legislatures and our electoral authorities, in our local governments and our media newsrooms, in our police forces and our courts. Canadians young and old, in business, labour, non-governmental bodies and the professions, have expertise that could be deployed abroad in building sustainable peace. The true measure of our leadership in peacebuilding will be the degree to which we manage to mobilize those talents effectively.

The second asset is Canada's head start in the field of information technology. Information technology by its nature is a good match with peacebuilding. It is a rapid, flexible and inexpensive means of sharing information and expertise. It can of course be used to collect and analyse information and provide an early-warning function. But its potential goes well beyond this. We should be using information technology to maintain the in-country capacity we have helped develop, long after Canadian experts have gone home. For example, the Pearson Peacekeeping Centre could use new technologies to keep in touch with its foreign graduates in their home countries around the world. These technologies could also be used to supplement training of peacebuilders here in Canada, by ensuring that lessons learned in one operation can inform future peacebuilding activities.

Example of Peacebuilding

Haiti, since the return of democracy on 1994, is a good example of what I am talking about. In Haiti peacebuilding has complemented peacekeeping operations, by creating the conditions for sustainable peace during the transition from conflict to longer-term development. The UN peacekeeping operation in Haiti now includes, in addition to its military mandate, a substantial peacebuilding component: the training of civilian police and the co-ordination of institution building, national reconciliation and economic rehabilitation activities. Canada is deeply engaged in both aspects of the UN mandate. There is a proverb in Haiti that "the law is paper and the bayonet is steel." Peacebuilding gives the Haitian people the capacity to make the transition themselves from using steel to using paper to solve their problems.

The challenge now is to build on our innovative work in Haiti, so that we have the capacity to respond more rapidly, and in an equally innovative way, as urgent needs arise in other priority countries and regions. It is the scope and complexity of the peacebuilding challenge that led us in government to take a number of measures that together form the Canadian Peacebuilding Initiative.

The Canadian Peacebuilding Initiative

My colleague the Minister for International Co-operation, Don Boudria, and I have agreed that there is an urgent need to co-ordinate our programs and policies that support conflict prevention and resolution, peacebuilding and post-conflict reconstruction. There is a need to establish priorities and to spend our money strategically. There is a need to mobilize extensive Canadian resources in peacebuilding. In sum, there is a need for a catalyst that can mobilize and bring together ideas, actions and funds. In the light of this, we have decided to launch a Canadian Peacebuilding Initiative.

As the term "initiative" implies, we are taking the first steps in what we expect to be a longer-term process. We already possess many of the tools needed to respond to complex emergencies — many Canadians within government and outside of it are already engaged in peacebuilding — but we need to create a new way of organizing our activities. Our aim is not to take over existing activities, but rather to ensure that they work together in a coherent manner.

To do this we must ask ourselves a number of questions:

what our peacebuilding priorities are, both geographically and in terms of niches in which to establish Canadian expertise;
what measures are needed in a particular situation;
who the best people are to do the job;
where the resources for training and deployment will come from;
how to get people and resources into the field as quickly as possible; and
how to mobilize the considerable pool of Canadian expertise and co-ordinate with the peacebuilding initiatives of others.

These questions are part of the reason I am here today: because we need your ideas, your energy and your expertise to help us answer these questions in order to make the Initiative work. For the same reason, at my request, the National Forum on Foreign Policy is focussing on peacebuilding as one of its two themes in its current round of discussions. Two sessions on peacebuilding have been held in the past week — one in Halifax, the other in Victoria. The results have highlighted for me a number of factors we need to build into this initiative — such as drawing upon Canada's multicultural society as a resource for peacebuilding.

In my speech at the United Nations last month, I announced one concrete measure that will form part of this initiative — the creation of a roster of Canadian human rights experts, who would be available at short notice to the UN Centre for Human Rights, for example, to help verify and implement peace accords. Today, I would like to announce two further measures that the Government is prepared to undertake immediately to launch the Initiative.

The first is to bring NGO experts into the policy-making process. Accordingly, I would like to convene a formal consultation on peacebuilding, in co-operation with the members of the NGO-led Peacebuilding Contact Group. This would take place in conjunction with our annual consultations with NGOs on human rights, early in 1997.

The second is to establish a Peacebuilding Fund, at the level of \$10 million, next fiscal year. This is not a large fund aimed at financing all Canadian initiatives under the rubric of peacebuilding. Nor is it meant to finance related activities that are already being addressed by other mechanisms, such as de-mining, demobilization of troops, restoration of capital infrastructure, return of refugees and displaced persons, and long-term development assistance. Rather it is designed to fill urgent gaps in Canadian programming and, above all, to act as a catalyst, to spark new approaches and to mobilize Canadian talent and expertise.

The Minister for International Co-operation and I will jointly determine and approve initiatives under the Fund. More important, we intend to work together to streamline decision making, co-ordinate activities within Canada and beyond, ensure broad consultation and information sharing, and speed up our response to crises. Other federal departments and NGOs will be brought on board to ensure a coherent political, military, humanitarian and development assistance approach to complex emergencies.

I would like to challenge Canadians to consider the contribution they might make to this initiative. It is the Government's job to formulate our policies and define our priorities in support of peacebuilding. But the Government cannot do the job alone; we have neither the resources nor the expertise. If this initiative is going to work, we need people like you. We need Canadians who are committed to promoting peace, who understand the international environment, and who have skills that could be put to good use in rebuilding war-torn societies.

Conclusion

We are living through a profound shift in the conduct of international relations. The old, Cold War thinking on security between states is being replaced by a new approach focussed on sustainable human security. Canada should be at the forefront of that shift, not only because of what we have to offer to others, but because it is in our own interest to do so. Peacebuilding sets us on the road to a secure, equitable and sustainable international environment in which Canada can flourish. Canada has

traditionally been a leader in peacekeeping operations. My aim is to move us toward being a leader in peacebuilding.

The Canadian Peacebuilding Initiative will give us the means to mobilize Canadian expertise in support of peacebuilding. It will give us the tools we need to respond quickly and effectively to the complex requirements of building peace — putting in place the elements necessary to promote trust and confidence among diverse communities within states. The same tools will enable us to promote co-operative relations between states in ways that contribute to real human security — not simply the false and cold peace of military armed stand-offs. The Israeli statesman Abba Eban said: "Men and nations do behave wisely — once all other alternatives have been exhausted." The Canadian Peacebuilding Initiative is designed to ensure that we do not have to exhaust all other options before we take definitive action to build peace.

Thank you.

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Canada

PEACEBUILDING ACTIVITIES CHART

The definition covers peacebuilding in pre-, mid- and post-conflict situations.

DEFINITION: Peacebuilding is the effort to strengthen the prospects for internal peace and decrease the likelihood of violent conflict. The overarching goal of peacebuilding is to enhance the indigenous capacity of a society to manage conflict without violence.

Peacebuilding is a relatively recent term. Many organizations do not necessarily describe their activities as peacebuilding. The attached Peacebuilding Activities Chart is intended to list the range of activities that comprise a peacebuilding agenda, as the term is currently used by the Canadian government and non-governmental organizations.

PEACEBUILDING ACTIVITY	EXAMPLES
Early Warning	<ul style="list-style-type: none"> • intelligence and monitoring • data collection and analysis • transmission and early action
Environmental Security	<ul style="list-style-type: none"> • conflict assessment and resolution related to resource depletion, human migration etc.
Physical Security	<ul style="list-style-type: none"> • demobilization • disarmament • demining • protection of civic population • police and security force reform/training
Individual Security	<ul style="list-style-type: none"> • gender-specific violence • sexual orientation-specific • violence • racial/cultural-specific violence
Human Rights	<ul style="list-style-type: none"> • field operations • investigation/reporting • training • advocacy
Conflict Resolution	<ul style="list-style-type: none"> • community-based initiatives • second-track diplomacy • mediation and negotiation
Social Reconstruction	<ul style="list-style-type: none"> • psycho-social trauma • reintegration of refugees/displaced • peoples/combatants • social services (health, education) • peace education • access to information
Governance and Democratic Development	<ul style="list-style-type: none"> • electoral assistance • civic education and training • judicial reform and training • media development and training
Institutional/Civil Capacity Building	<ul style="list-style-type: none"> • government capacity building • NGO capacity building (civil society/institutions) • implementation of peace accords • probity/corruption (transparency/accountability)
Policy Development, Assessment and Advocacy	<ul style="list-style-type: none"> • research • assessment/evaluation • lessons learned • public consultation
Training	<ul style="list-style-type: none"> • peacebuilding training in any of the above activities • training of trainers

THE CANADIAN PEACEBUILDING INITIATIVE STRATEGIC FRAMEWORK

This Strategic Framework reflects a common understanding by the Department of Foreign Affairs and International Trade (DFAIT) and the Canadian International Development Agency (CIDA) of the aims and approaches to peacebuilding that will be undertaken within the framework of the Canadian Peacebuilding Initiative. It responds to the desire of Ministers for a strategic approach to Canadian peacebuilding-- one that reflects a coherent and well coordinated inter-departmental partnership, and the full involvement of Canadian civil society, in order to most effectively address the peacebuilding needs of countries where violent conflict undermines sustainable development and human security.

A. CONTEXT

Since the end of the Cold War, the international community has been confronted by a growing number of intra-state or regional conflicts which engender long-term cycles of violence. Of the 96 armed conflicts that occurred between 1989 and 1996, 91 were intra-state conflicts, nearly all in developing countries. These conflicts destroy already limited resources, infrastructure, institutions of governance, and undermine often fragile ethnic and social cohesion.

The international community has responded to this challenge through efforts aimed at better understanding violent conflict and its links with development. The 1997 *OECD DAC Guidelines on Conflict, Peace and Development Cooperation* recognize good governance and the strengthening of civil society as the foundations for peacebuilding and highlight specific operational priorities for post-conflict recovery (such as demobilization and reintegration of ex-combatants). They stress the importance of international and in-country coordination, as well as the need for regional conflict prevention and peacebuilding mechanisms.

Peacebuilding has been given new prominence in the United Nations in the Secretary-General's reform package. The Department of Political Affairs will now be responsible for coordinating the peacebuilding work of the development, peace and security arms of the United Nations, the specialized agencies and the World Bank. In addition, recognizing that strengthening democracy is essential to strengthening peace and human rights, leaders at the Denver Summit of the Eight (June, 1997) made a commitment to build on their governments' most effective programs for democratic development, peacebuilding and human rights.

What is Peacebuilding?

Peacebuilding is the effort to strengthen the prospects for internal peace and decrease the likelihood of violent conflict. The overarching goal of peacebuilding is to enhance the indigenous capacity of a society to manage conflict without violence. Ultimately, peacebuilding aims at building human security, a concept which includes democratic governance, human rights, rule of law, sustainable development, equitable access to resources, and environmental security. The pursuit of this goal in countries torn by internal

conflict poses special and complex challenges.

Peacebuilding may involve conflict prevention, conflict resolution, as well as various kinds of post-conflict activities. It focuses on the political and socio-economic context of conflict, rather than on the military or humanitarian aspects. It seeks to address this challenge by finding means to institutionalize the peaceful resolution of conflicts. External support for peacebuilding should supplement, not substitute, local efforts to achieve a sustainable peace.

A long-standing democratic tradition, humanitarian values, leadership in human rights and historic commitment to peacekeeping operations places Canada in a strong position to respond to international peacebuilding needs. Many Canadian diplomatic and development assistance activities have already taken on the challenge of peacebuilding. The Canadian Peacebuilding Initiative will further mobilize Canadian expertise and experience to meet this new challenge.

B. THE CANADIAN PEACEBUILDING INITIATIVE

The Canadian Peacebuilding Initiative was announced by the Minister of Foreign Affairs, The Hon. Lloyd Axworthy, on October 30, 1996. Two objectives of equal importance underpin the Canadian Peacebuilding Initiative: **to assist countries in conflict in their efforts towards peace and stability, and to promote Canadian peacebuilding capacity and Canadian participation in international peacebuilding initiatives.** These objectives are interactive and interdependent.

Strategic Outlook

Canada will mobilize its expertise and resources systematically to respond to peacebuilding priorities, in countries at risk of, or emerging from, violent internal conflict. An integrated approach will bring together concerned Government departments, academia and the NGO community. Peacebuilding will be developed as a foreign policy priority within DFAIT programmes while peacebuilding activities will continue to be mainstreamed into regular CIDA programming as much as possible in order to develop a sustainable approach to peacebuilding. Other governmental priorities, such as the Canadian International Information Strategy and the protection of children, will be taken into account when developing Peacebuilding interventions. In addition, emphasis will be placed on integrating lessons learned from past peacebuilding experience into the Canadian approach to peacebuilding.

Not only will Canada take a coherent approach to our own peacebuilding programmes, we will work to achieve coherence in the peacebuilding responses of the international community, through coordination with other donors, with the United Nations, and with regional organizations.

More specifically, the strategic approach to the Canadian Peacebuilding Initiative is composed of three main elements--preparedness, partnership and implementation.

Preparedness

- ◆ Identifying and assessing Canadian peacebuilding capacity and training skills through studies which are underway.
- ◆ Enhancing and promoting peacebuilding knowledge in Canadian academic and research facilities.
- ◆ Developing a stand-by Canadian peacebuilding capacity, ready for deployment.
- ◆ Conducting ongoing analysis of conflict situations to allow Canada to define priorities and pinpoint interventions on a proactive basis.

Partnership

◆ In Canada

- by establishing an inter-departmental peacebuilding network to consult and work with Canadian NGOs and NGIs involved in peacebuilding;
- by sharing information with the Canadian public;

◆ Multilaterally

- by coordinating with other donors co-funding with them specific initiatives;
- by strengthening international mechanisms for peacebuilding;

◆ In Countries in Conflict

- by identifying those individuals, communities and groups most likely to assume leadership roles and to build peace;
- by facilitating the emergence of local peacebuilding capacity to take over from external actors when feasible.

Implementation

Funding innovative, rapid-response peacebuilding activities through the Peacebuilding Fund.

- ◆ Taking part in regional/international peacebuilding initiatives.
- ◆ Advancing peacebuilding through Canadian skills and know-how, including transfer of Canadian technology (e.g. information systems).
- ◆ Developing Canadian peacebuilding skills and deploying Canadians as peacebuilders.
- ◆ Integrating peacebuilding features into regular CIDA programming.
- ◆ Developing mechanisms to incorporate lessons learned from Canada's peacebuilding interventions into the ongoing development of a Canadian approach to peacebuilding.

Expected Results

The types of results that are expected to be obtained through the Canadian Peacebuilding Initiative are:

- ◆ Assisted countries/regions improve their ability to resolve internal and regional conflicts.
- ◆ Local institutions in conflict-affected countries develop indigenous consensus-building and conflict-resolving capabilities through Canadian interventions.
- ◆ Countries affected by conflict are assisted in developing new leadership to consolidate peace.
- ◆ Canadian peacebuilding capacity is identified and mobilized to respond to acute needs in conflict-affected societies.
- ◆ International organizations formulate specific policies and develop more effective instruments to promote peacebuilding.
- ◆ Canada provides a rapid response to peacebuilding challenges while situating its interventions within a context of longer-term peacebuilding and sustainable development.

As peacebuilding lessons are learned and operational experience acquired, adjustments can be made to the structure of the Initiative to optimize the achievement of these results.

C. THE PEACEBUILDING FUND

The Peacebuilding Fund, which is drawn from the ODA budget and administered by CIDA, is a new funding mechanism under the Canadian Peacebuilding Initiative for peacebuilding activities in ODA countries. Projects supported by the Fund are approved by the Minister for Foreign Affairs and the Minister for International Cooperation. The Fund is intended to augment and build upon CIDA's considerable experience in peacebuilding-related activities and DFAIT's international political expertise. By providing a rapid response mechanism, the Canadian government will be able to address urgent needs in conflict-affected countries and regions, while promoting Canadian peacebuilding expertise. The activities funded will be in line with the strategic approach for the Fund and will meet the criteria described below. The Peacebuilding Fund is set at \$10 million each for FY 1997-98 and FY 1998-99.

Strategic Approach

The Peacebuilding Fund is designed to serve as a catalyst which will stimulate local sustainable initiatives toward peace. It responds quickly to urgent peacebuilding situations in ODA countries by supporting targeted, short-term (maximum 18 months), one-time interventions at a critical juncture in the peace consolidation process. Where possible, it will utilize Canadian peacebuilding capacity directed at selected geographic and sectoral niches. The Fund will limit itself to supporting activities which cannot be funded through other

CIDA mechanisms for reasons of speed, level of risk or type of intervention. Optimally, the Fund will intervene at the point of convergence of several criteria: urgent peacebuilding needs, rapid response, selected niches, geographic focus and availability of appropriate Canadian capacity. Short-term interventions under the Fund will assist in creating an environment in which sustainable peace and longer-term development become possible.

The Peacebuilding Fund recognizes that the answers to conflict cannot be developed externally but have to respond to local dynamics. Peacebuilding projects should aim, wherever possible, to support and strengthen locally-generated peacebuilding initiatives so as to make them more effective and sustainable. The Fund will support people-centered peace initiatives.

The Peacebuilding Fund strategy will be more clearly defined as the Fund acquires operational experience. Similarly, issues such as sectoral focus will be further developed to reflect information received from the ongoing Canadian capacity studies, the CIDA tracking survey and queries to other donors.

Geographic Focus: While the Canadian Peacebuilding Initiative will retain broad geographic scope, the Fund will focus its peacebuilding efforts on those ODA countries with the most pressing peacebuilding needs. During its first year of operation, the Fund will principally be involved in the Great Lakes region of Africa, Guatemala, Former Yugoslavia and, as conditions permit, in Cambodia.

Sectoral Focus: The Fund will seek to support local initiatives aimed at enhancing the peace dialogue and to develop local leadership for the consolidation of peace. The Fund will also seek to strengthen Canadian capacity and to enhance international peacebuilding machinery. Sectoral priorities, or Canadian niches, will be further defined based on experience and forthcoming data.

Timing: While peacebuilding is a long-term and complex activity, in certain conflict situations rapid action is critical in order to restore or maintain peace. By closely following developments in conflict-affected areas, the Fund will intervene at the most effective moment possible in order to serve as a catalyst in the peace process.

Risk: While rapid action often carries a higher risk factor, it may outweigh the high costs of inaction. Risk assessment will be undertaken in cooperation with substantive desks and posts.

Type of Intervention: The Fund will support activities, up to a maximum of \$500,000 per

project, aimed at conflict prevention and resolution, as well as post-conflict situations. It is likely, however, to focus its activities on well-targeted interventions that can help encourage a sustainable peace and restore social equilibrium. Creative approaches, including those promoting dialogue and communication will be sought. Whenever possible, emphasis will be placed on responding to peacebuilding needs that have been locally identified and defined.

Implementing Partners: Canadian Government departments, NGOs/NGIs, the United Nations, regional organizations and other relevant entities may be called upon to implement a peacebuilding intervention and to accompany the peacebuilding process. Joint undertakings with other donor governments and multilateral agencies are likely.

D. CONCLUSION

Canada has a rich diversity of expertise in fields related to peacebuilding. The Initiative will draw upon this talent pool and mobilize Canadian human resources through preparedness measures. Broad partnerships with Canadian civil society groups, donors, and international organizations will be pursued in order to catalyze innovation and magnify the impact of Canadian initiatives. Finally, the implementation of direct peacebuilding actions will assist countries in conflict to meet their peacebuilding needs, while providing opportunities for Canadians to transfer their skills and know-how. Lessons will be learned and operational experience acquired that will be shared with our partners. This knowledge will serve as a basis for designing improvements, strengthening alliances and for building support in Canada and abroad for a Canadian approach to peace, security and development.

ANNEX

CANADIAN PEACEBUILDING EXPERIENCE

In their respective ways, the Department of Foreign Affairs and International Trade (DFAIT) and the Canadian International Development Agency (CIDA) each contribute towards the promotion of peace in conflict countries. While the two departments use different instruments and approaches to support the building of peace, their combined efforts are recognized as complementary and mutually reinforcing. Other government departments, such as Justice Canada, Elections Canada, and the RCMP, are involved in the planning and delivery of peacebuilding programmes.

In its management of Canadian bilateral and regional political relations with countries entering or emerging from conflict, DFAIT exercises preventive diplomacy and undertakes initiatives designed to strengthen a political solution to disputes, governmental crises and situations of acute societal instability. DFAIT also manages Canada's participation in the multilateral political fora that coordinate international peacemaking, peacekeeping and peacebuilding efforts. In certain instances, DFAIT has initiated or led a regional or international peacebuilding effort. Through the Centre for Foreign Policy Development, the Department also sponsors public involvement in the peacebuilding policy-making process. DFAIT and CIDA both consult on a regular basis with Canadian civil society groups on issues related to peacebuilding practices, lessons and priorities.

In the area of peacebuilding, CIDA's overall goal is to support the emergence of participatory and pluralistic societies, with a well-functioning and responsible government administration acting under the rule of law and respect for human rights. CIDA works in partnership with developing countries to strengthen the long-term foundations of peace, human security and sustainable development, such as a strong civil society, representative governance systems, economic opportunity, and the participation of women in the development process. These efforts are needed to build a tradition of conflict avoidance and effective institutions of conflict resolution in societies undergoing rapid economic and social change. The reduction of poverty and disparity, which are deep-rooted causes of conflict and instability, particularly in multi-ethnic countries with exclusionary habits of governance, also requires long-term efforts directed towards policy reform and capacity building.

All of CIDA's channels of development cooperation (geographic, partnership and multilateral programs) can contribute to the reduction of conflict. Many ongoing geographic programs aim at consolidating fragile societies recovering from conflict (e.g. Bosnia, Rwanda, Haiti, El Salvador, Guatemala). Other programs (e.g. Sri Lanka, the West Bank and Gaza) support activities designed to help reduce conflict among social groups and strengthen the search for peaceful solutions. Partnership programs support organizations whose activities are oriented to building local capacity in civil society, while multilateral programs have supported demining and demobilization efforts, repatriation and reintegration of refugees, and dissemination of the principles of international humanitarian law in conflict-prone countries.

Some examples of Canada's peacebuilding experience are shown below. Section A illustrates the variety of peacebuilding support at the country level, while section B shows some of the ways in which Canada is strengthening multilateral peacebuilding mechanisms.

Section A: Peacebuilding in Conflict Countries

Former Yugoslavia

Appointed Special Coordinator for Reconstruction of Former Yugoslavia (Michael Berry) to provide policy direction for Canadian participation in the implementation of the Dayton Peace Accords. This appointment has been completed and the function is now assumed by the geographic division (DFAIT);

Membership in the Steering Board for the Peace Implementation Council to help define international policy on civilian implementation of the peace process in Bosnia; secondment of several, sometimes consecutive, DFAIT officers to Office of High Representative in Sarajevo and in Brussels (DFAIT);

Support for the participation of DND experts in the arms control verification and confidence building measures pillar of the OSCE mandate under Dayton (DFAIT);

Led OSCE fact-finding mission to Kosovo to investigate human rights violations; led Sanctions Assistance Mission to FRYOM for two years (DFAIT);

Humanitarian relief during conflict and post-conflict reconstruction assistance, valued at approx. \$100 million, ranging from delivery of urgent food and medical supplies, economic support for the repatriation of refugees and displaced groups, treatment of victims of sexual violence and traumatized children, to support for landmine removal,

reform of health services, repair of key infrastructure, rebuilding of houses, schools, clinics, strengthening independent media, promoting human rights and respect for the rule of law, and providing assistance for elections preparation. A full range of large-scale and small-scale initiatives are being undertaken to address immediate needs and root causes of violent conflict while supporting the overall context of the Dayton Peace Accords (CIDA).

Great Lakes Region of Africa

First outside donor to appoint Special Envoy for the Great Lakes (currently Marc Lemieux) to coordinate Canadian participation in CMAG and Canadian support for peace process in the Great Lakes Region (DFAIT);

Participation in international commission of enquiry into Kibeho massacre, Rwanda (DFAIT);

Provision of RCMP specialist for UN study on small arms trafficking flows in the Great Lakes (DFAIT);

Initiative to launch the Great Lakes' Expert Group to encourage La Francophonie to assume a more political role in peacebuilding and conflict prevention in the Great Lakes (DFAIT);

Financial and political support for former Tanzanian President Julius Nyerere's role in the Arusha process, to mediate the conflict in Burundi (DFAIT/CIDA);

Participation and support for Francophonie forum on support for democratic transition in DR Congo (DFAIT);

Humanitarian assistance to populations immediately affected by violence in Burundi, Rwanda and DR Congo; support for resettlement of displaced persons and reintegration of refugees through UN agencies, international organizations and NGOs valued \$81.11 million (CIDA);

In Rwanda: payment of WB debt arrears (\$2.1 million) and AFDB arrears (\$2.4 million) to free up funds for emergency reconstruction; support for reintegration of unaccompanied children and youth (\$5.5 million); justice system reform and judicial training (\$3.2 million); International Tribunal to prosecute genocide crimes (\$1 million); treatment of child and women victims of violence; human rights monitoring (\$0.6 million); reconciliation and inter-ethnic tolerance training; support for re-establishment of conflict-affected communities (\$4.25 million); support for small-scale income-generation to resettle affected groups; rehabilitation of education and health facilities; assistance to war widows and elderly (CIDA);

In Burundi: electoral commission support (\$187,000); restoration of rule of law through support for commission of enquiry (\$50,000); reintegration and resettlement of refugees and displaced persons (\$100,000); small-scale income-generating activities to support reconstruction of communities (CIDA);

In DR Congo: support valued \$1.5 million for 1996-98 for promotion of human rights, conflict resolution training and education in democracy (CIDA).

Cambodia

Coordinated Canadian participation in UNTAC and provided high level diplomatic support for the ASEAN initiative on Cambodia during the July 1997 ASEAN Regional Forum (DFAIT);

Humanitarian assistance to support displaced persons, family reunification, and landmine removal valued \$20 million since 1990 (CIDA);

Food security (\$16 million) to promote societal stabilization (CIDA);

Broad-based reconstruction and strengthening civil society (\$8.3 million) through NGO partnerships (CIDA);

Support through the Peacebuilding Fund for Canada's Parliamentary Centre to undertake a needs assessment mission to Cambodia in August 1997 (CIDA);

Small-scale peacebuilding projects through the Canada Fund for Local Initiatives to support: human rights training, landmine awareness training, dispute resolution training, vocational skills training for war-disabled, medical treatment of child victims of violence, governance reform, and organization of elections (CIDA).

Sri Lanka

Large-scale peacebuilding projects to support: rehabilitation of displaced persons (\$3.2 million) through provision of housing, water and sanitation infrastructure, income-generation and training; administrative reform in the context of the peace process (\$225,000); empowerment and economic stability for women affected by the conflict (\$500,000); strengthening key institutions involved in policy reform, human rights and democratic values to address root causes of conflict (\$1 million); rehabilitation through vocational training among the most disadvantaged women and youth (\$4.6 million); defence and promotion of human rights (\$1 million); support for local peace initiatives

(\$500,000) such as community reconciliation (CIDA);

Small-scale peacebuilding projects through the Canada Fund for Local Initiatives to support: economic reintegration of uprooted groups; rehabilitation of schools; vocational skills for children and youth orphans, girl-child and war widows; resettlement support for returning refugees; documentation of human rights violations; medical training for treatment of traumatized victims of violence; dissemination of peace & unity culture through local theatre; rehabilitation of war disabled (CIDA).

Haiti

Political management of UN peacekeeping mission in Haiti (UNMIH) led by Canada which includes important peacebuilding components such as provision of civilian police, and leadership of diplomatic efforts in the United Nations to secure a transition mandate (MITNUH) until November 1997 (DFAIT);

Large-scale peacebuilding projects to support: placement of UN civilian police (\$15 million); civil reconstruction (\$5 million); placement of human rights observers (\$2.1 million); defence and promotion of human rights and participation of civil society in reform of the legal system (\$4 million); revival of the cooperative system to promote participation of civil society (\$10 million); reconstruction of schools and health clinics (\$10 million); technical support and advice in reconstruction (\$3.6 million); strengthening reconciliation by support of truth & justice commission (\$350,000); fair and free elections (\$3.4 million); judicial system reform through training of judges (\$4 million); economic recovery (\$4.5 million) through democratization of public enterprises and privatization (CIDA);

Small-scale peacebuilding projects through Canada Fund for Local Initiatives to support: income-generation, rehabilitation of agriculture, revival of small enterprises, economic repatriation of refugees and 'boat people', popularization of the constitution, treatment of victims of repression, legal redress for victims of human rights violations, diffusion of media messages on non-violence, economic assistance to internally-displaced persons (CIDA).

El Salvador

Large-scale peacebuilding projects to support: economic and social reintegration of refugees, displaced persons and the residential poor in ex-conflict regions (\$4.9 million); new agencies and NGOs created for the implementation of the peace accords and the economic reintegration of ex-combatants (\$2.6 million); sustainable social reconstruction (\$20.7 million) including production-oriented poverty alleviation, human rights and democratic development (CIDA);

Small-scale peacebuilding projects through the Canada Fund For Local Initiatives to support: economic reinsertion of displaced groups; human rights education; reconciliation of conflict groups (CIDA).

Guatemala

Ministerial-level support for the peace process, through Minister Axworthy's three visits to Guatemala in 1996, and reciprocal visit to Canada of Guatemalan Foreign Minister;

Co-sponsorship of UNGA resolutions on Guatemala and active support for the Security Council resolutions on Guatemala in December 1996 and January 1997 (DFAIT);

Large-scale peacebuilding projects to support: development of local grass roots organizations benefitting mainly indigenous populations in war-torn zones (\$10.5 million); small-scale agricultural development benefitting mainly indigenous populations in zones principally affected by the war (\$8 million); civil society organizations and their activities promoting human rights and democratic development (\$1.5 million); joint international teams of police, military and civilians to monitor human rights abuses (\$533,000); technical assistance for civil society interventions in human rights and democratic development including conflict resolution (\$5 million); and quick impact projects (\$500,000) in support of recently-returned refugees (CIDA);

Small-scale peacebuilding projects through the Canada Fund for Local Initiatives to support: dissemination of legal concepts related to human rights; knowledge of the peace accords and increased participation in the peace process by the general public including children; increased and better informed voter participation, particularly by non-Spanish speaking indigenous communities; increased media understanding and support for the peace process; negotiation and conflict resolution training for senior government officials; educational infrastructure for re-settled populations; dissemination of indigenous land rights as reflected in peace accords (CIDA);

Contribution in part from the Peacebuilding Fund (\$100,000) to the start-up of the Guatemalan Historical Clarification Commission on Human Rights Violations (CIDA and DFAIT).

Middle East Peace Process

Gavel of the Refugee Working Group; lead on Maritime Confidence-Building Measures within the Arms Control and Regional Security Working Group (DFAIT);

Sponsorship of an August 1997 Wilton Park workshop on the Middle East Peace Process (DFAIT);

Funding and technical support for UNIDIR to create a regional database via remote sensing for participants in the peace process on environmental and human security issues (DFAIT);

Large-scale peacebuilding projects to support: empowerment of civil society by support to NGOs in the Gaza Strip (\$1.2 million); strengthening Palestinian Authority and institutions (\$17.5 million); institutional strengthening of the Palestinian Coastal Police (\$132,000); technical assistance towards development of the Gaza Airport (\$500,000); assistance to strengthen democratic elections (\$500,000); expert advisory services in support of development-related aspects of the multilateral peace negotiations (\$4 million); non-formal education for Palestinian refugee and female youth to overcome conflict stress (\$1 million); strengthen capacity for water resources management in the Occupied Territories (\$1 million); intra-regional dialogue on development issues to create an environment conducive to the peace process (\$1.5 million); participation of Palestinian civil society (\$300,000) in the democratic process (CIDA);

Small-scale peacebuilding projects through the Canada Fund for Local Initiatives to support: media dissemination of key issues affecting the population of the West Bank and Gaza; strengthen Palestinian participation in technical committees (environment, water, economic development and refugees) involved in multinational negotiations with Israel, Syria and Lebanon; public education on human rights; strengthen women's participation in elections; strengthening conflict resolution training at the Palestine Centre for Peace and Democracy; reintegration of ex-political prisoners in Gaza; employment generation through land reclamation activities; training materials for human rights education; curriculum development assistance in areas of conflict resolution, peace and democracy for Palestinian educators; strengthening policy-making on Palestinian housing rights; training for medical treatment of traumatized children; promotion of democratic ideals and values in various local centres; planning assistance for low-cost housing to reintegrate refugees in West Bank and Gaza; dissemination of information on civil rights (CIDA).

Section B: Strengthening Multilateral Mechanisms for Peacebuilding

United Nations:

Contribution (\$500,000 from the Peacebuilding Fund) to the UN Secretary General's Trust Fund for Conflict Prevention to enable the Department of Political Affairs and the Secretary-General's Office to undertake rapid response peacebuilding initiatives (CIDA);

Contribution (\$350,000 from the Peacebuilding Fund) to support the work of the UN SRSG Ambassador Sahnoun's peacebuilding efforts in the Great Lakes (CIDA);

Contribution (\$140,000) to the UN Department of Peacekeeping Operations to enable a developing country representative to participate in the command centre (CIDA);

Participation in UN Panel of Experts on Small Arms, and UN Disarmament Commission Working Group on Post-Conflict Reconstruction to raise micro-disarmament as a peacebuilding issue (DFAIT);

Provided the UN Secretary General in 1994 with a list of 15 experienced Canadians who could serve as UN Special representatives in various conflict regions. Since then, the following Canadians have been selected for this role by the UN: Raymond Chretien, UN SRSG for the Great Lakes, 1996; Marc Faguy, UN SRSG for Burundi, 1995-97; and Carol Faubert UNHCR Special Representative for the Great Lakes (DFAIT).

La Francophonie:

Hosted High Level Meeting on Conflict Prevention in Africa for the Francophonie, Ottawa, September 1995 (DFAIT);

Contribution (\$350,000 from program for La Francophonie) to fund series of roundtables on conflict prevention involving grass-roots organizations in West Africa (DFAIT).

Commonwealth:

Ministerial participation in meetings of the Commonwealth Ministerial Action Group (CMAG) dealing with Nigeria, Sierra Leone and Gambia (DFAIT).

OECD:

Contribution (\$50,000) and ongoing participation in the OECD/DAC Task Force on Conflict Peace and Development which will strengthen orientation of donors' development assistance policies and programmes in peacebuilding (CIDA).

Economic Summit (P8):

Tabled first P-8 paper on peacebuilding at sherpa meeting in February 1997; obtained inclusion of peacebuilding in outcomes of the Denver P-8 Summit; coordinates Canadian participation in the P-8 Experts Group on Democracy and Human Rights which also addresses peacebuilding (DFAIT).

OSCE:

Led first ever OSCE conflict prevention missions to Yugoslavia (Kosovo); led subsequent OSCE missions to Moldova and Ukraine (DFAIT).

OAU:

Assistance to the OAU (\$2.5 million) to establish a mechanism for conflict prevention, management and resolution (CIDA).

Other Multilateral Initiatives:

Contribution (\$100,000) to the Multi-Donor Evaluation of Emergency Assistance to Rwanda which will strengthen donor coordination, contingency planning and preparedness for response to complex emergencies (CIDA);

Participation in the five country "Group of Friends" conflict mediation effort in Nicaragua 1992-95 (DFAIT);

Provided financial and technical support for the International Criminal Tribunal for Former Yugoslavia and Rwanda, led by Canadian Chief Prosecutor Madame Justice Louise Arbour (DFAIT);

Financial assistance for developing country delegations to attend August 1997 preparatory meeting of the International Criminal Court (CIDA).

May, 1998

REPORT ON THE IMPLEMENTATION OF THE CANADIAN PEACEBUILDING INITIATIVE

The following is a summary of the principal activities undertaken to date by the Government of Canada under the Canadian Peacebuilding Initiative. This summary covers the seventeen month period from October 30, 1996 (when the Initiative was announced) until the end of March, 1998.

Government Structures:

To coordinate the Initiative, the following structures have been put in place between the two Departments responsible for the Initiative: Foreign Affairs and the Canadian International Development Agency:

- **Focal points:** a Peacebuilding Unit has been created within the International Humanitarian Assistance Unit in CIDA to serve as CIDA's focal point for the Initiative. The Peacebuilding and Human Security Division (AGP) plays the same role within Foreign Affairs.
- **Working Level Committee:** a working level committee has been established between the two Departments to coordinate the initiative. The committee includes representatives of the two focal points in CIDA and DFAIT, along with members of CIDA's Policy Branch and Partnership Branch.

Funding Mechanisms

Two new funding mechanisms have been created to support the implementation of the Initiative. The two mechanisms have complementary objectives. Both have been designed to fund catalytic, rapid response projects and to fill gaps in existing programming; neither are intended to replace peacebuilding activities funded through existing channels. Both funding mechanisms are designed to respond to Ministerial direction. The process for identifying, reviewing and consulting on peacebuilding project proposals under both mechanisms is managed jointly by the Working Level Committee. The two mechanisms are as follows:

- **The Peacebuilding Fund:** which is \$20 million for fiscal years 1997-8/1998-99. The Fund is managed by CIDA and is drawn from the ODA envelope. See the "Strategic Framework for the Canadian Peacebuilding Initiative" and the "Peacebuilding Fund Basic Principles" document for a description of the objectives of the Fund. See the separate document listing the projects funded to date under the Peacebuilding Fund.

- **The Peacebuilding Program:** which is currently \$1 million. The Program is managed by DFAIT and is drawn from the Departmental budget. See the separate document on the Canadian Peacebuilding Program for its objectives and projects funded to date.

The NGO division of CIDA's Partnership branch has been designated as the point of contact for all NGO project submissions to both funding mechanisms.

Partnership with NGO and NGIs

The Peacebuilding and Human Security Division, in partnership with the Canadian Peacebuilding Coordinating Committee (CPCC), has established a consultative process on peacebuilding between the Canadian government and Canadian non-governmental organizations and institutions. The centrepiece of this process is the Annual Peacebuilding Consultations, co-chaired by the Department of Foreign Affairs and the CPCC. The first consultation was held on February 6, 1997 and was attended by 195 participants; 250 people participated in the second round on February 18, 1998.

DFAIT has recently created a dedicated peacebuilding home-page to support the consultative process with Canadian NGOs. Its address is: <http://www.dfait-maeci.gc.ca/peacebuilding/>. CIDA also has a peacebuilding website on its home page (www.acdi-cida.gc.ca). The CPCC has its own home page to advise NGOs of its activities. Its address is: www.cpcc.ottawa.on.ca. The report on the first annual consultations is available on the DFAIT and CPCC websites. The report on the second consultations will be available shortly.

As agreed at the first annual peacebuilding consultations, between the annual events other consultations are held, focussing on specific countries or thematic issues. Three such consultations have been held in cooperation with the CPCC and CCIC: one dealing with Guatemala (convened on October 9, 1997), one on Haiti (convened on November 13, 1997) and another on gender and peacebuilding issues (held on April 7, 1998).

CIDA maintains its own broad range of contacts with the Canadian NGO/NGI community. A panel on peacebuilding was included in CIDA's Annual NGO Meeting, held on November 4, 1997.

Policy Development

A Strategic Framework for the Canadian Peacebuilding Initiative has been jointly drafted by DFAIT and CIDA, and has been approved by Ministers of both Departments. The framework identifies three dimensions for the Initiative (preparedness, partnership and implementation) and specifies four geographic priorities for the use of Peacebuilding Fund in fiscal year 1997/8: Guatemala, former Yugoslavia, Cambodia and the Great Lakes of Africa. Consultations are ongoing regarding the priorities for the Fund in the current fiscal year.

An operational definition of peacebuilding, dividing it into fourteen categories of activities, has been developed jointly by the Canadian government and NGO community, for the purposes of

the questionnaire circulated by the CPCC (see separate document).

The Peacebuilding and Human Security Division of DFAIT has identified four specific topics for further policy development in the current year: small arms proliferation and peacebuilding; the gender dimensions of peacebuilding; free media development and peacebuilding; and the impact on children of armed conflict. Discussion papers on the first two topics were drafted and circulated for the February 18, 1998 consultations (these documents are available on the DFAIT website). An international roundtable on children and armed conflict was convened by DFAIT/AGP on March 23, 1998. This report will be available on the website shortly.

The Canadian Centre for Foreign Policy Development has initiated and/or funded a wide range of public-based policy development projects in 1996. The Centre organized the 1996 National Forum on Canada's International Relations on Peacebuilding (a second subject was International Communications). Peacebuilding policy discussions took place in Victoria, Halifax, Quebec City and Winnipeg. Policy advice includes a wide range of values to frame Canadian Peacebuilding activities, a capacity map and resource index and new models of NGO/state partnership in Peacebuilding activities. Policy development projects in 1996-1997 included gender and peacebuilding, different regional conflicts, victim rehabilitation and assistance (total 15). The Centre has supported a dozen projects in 1997-1998 (see annual report) in the following areas: small arms, women, Bosnia, Nigeria, Algeria, child soldiers and strengthening civil society abroad.

Activity Assessment and Capacity Building

The policy Branch of CIDA has carried out a comprehensive assessment of CIDA's funding for peacebuilding projects, through all channels, over the past five years. The preliminary data shows that CIDA has disbursed through its geographic programs approximately \$330 million in peacebuilding projects. More than 50% of these funds have supported multi-faceted projects in social and economic reconstruction; 30% in multi-faceted projects in human rights, democratic development and good governance and 20% in projects in single peacebuilding sectors such as security reform, institutional capacity building for conflict resolution and human rights. In terms of geographic focus, 50% has been spent for Africa, 24% of the Americas, 17% for Central and Eastern Europe (mainly the Former Yugoslavia) and 7% for Asia. Information about some of these projects, along with input on past DFAIT supported activities in peacebuilding, has been summarized in the document "The Canadian Peacebuilding Experience".

The Canadian Peacebuilding Coordinating Committee has carried out a detailed survey of Canadian NGO and NGI activities and training capacities in peacebuilding. The survey was sent to over 400 Canadian NGOs and NGIs. Results of the survey were presented and discussed at the consultations on February 18th, 1998, and are available on the CPCC website.

The Canadian Resource Bank for Human Rights and Democracy, announced by Minister Axworthy in September 1996, has been expanded to include experts with a broader range of peacebuilding skills. The resource bank, now called CANADEM, is being expanded, and will include a smaller "stand-by" pool of experts available for rapid deployment in internationally mandated peacebuilding missions. Funding from DFAIT for the further development of

CANADEM has been made available from the Peacebuilding Program.

Multilateral Activities

Canada, represented by CIDA's Policy Branch, has been an active contributor to the DAC Working Group on Conflict, Peace and Development, which published its Guidelines for donor support in this area in April 1997. CIDA will continue to participate in the follow-up work to this report, including developing operational guidelines for CIDA in designing, implementing and evaluating peacebuilding projects.

Canada worked through the G-8 process to include references to peacebuilding in the Denver Summit Communique, and was responsible for the remit for further work on gender and peacebuilding, contained in the report of the G-8 experts group on Democracy, Human Rights and Peacebuilding, convened in Washington on September 30 - October 1st, 1997.

Canada strongly supported the UN Secretary-General's reform package in 1997. The package gives the UN Secretariat a stronger focus on conflict prevention and post-conflict peacebuilding and assigns the Department of Political Affairs the lead role within the UN system for both activities.

Through the Peacebuilding Fund and the Peacebuilding Program, Canada has supported a variety of initiatives to strengthen multilateral mechanisms for peacebuilding. This includes contributions to the UN Trust Fund for Preventive Action; to the trust fund to assist developing countries' participation in the final negotiations for the International Criminal Court; and to the new inter-governmental body, the Stockholm-based Institute for Democracy and Electoral Assistance (IDEA). DFAIT/AGP also organized a meeting from March 11-13, 1998 entitled, "Strengthening Regional Organizations and the United Nations for Conflict Prevention" aimed at developing more effective tools for peacebuilding. Details of these projects and other multilateral initiatives are contained in the documents summarizing projects funded under both mechanisms, and the document "the Canadian Peacebuilding Experience".

PEACEBUILDING FUND

BASIC PRINCIPLES

PROJECT ELIGIBILITY:

1. **IDENTIFIABLE PEACEBUILDING OBJECTIVES:**

The project should be directly related to conflict prevention, resolution or peace consolidation. It should clearly contribute to peacebuilding, rather than to humanitarian or military aspects of conflict resolution, with clear measureable objectives and results

Examples of possible activities include:

- ▶ Support for peace accords implementation
- ▶ Strengthening locally-generated peacebuilding initiatives
- ▶ Support for local peace dialogues
- ▶ Developing local leadership for peace consolidation
- ▶ Strengthening and enhancing governance and civil society
- ▶ Promoting peace through communications and information technology.

2. **URGENT NEED:**

The Peacebuilding Fund should be used when no other existing mechanism is capable of reacting with sufficient speed or in a high-risk environment. The urgency of the need will be determined by CIDA's Peacebuilding Unit in consultation with the Department of Foreign Affairs and the respective posts.

3. **CATALYTIC ROLE:**

Peacebuilding Fund projects should be innovative in their approach to peacebuilding, serving as a "spark" or catalyst to energise local peace activities. Where appropriate, the potential leveraging aspect of CIDA's contribution to the peacebuilding process will also be taken into account.

4. **CANADIAN CAPACITY:**

Where appropriate, Peacebuilding Fund projects will respond to locally-defined peacebuilding needs by utilising Canadian capacity. The Canadian partner will be expected to bring relevant peacebuilding expertise to the project and, at the same time, to increase Canadian peacebuilding knowledge through its involvement in the project (lessons learned).

5. **ONE-TIME, SHORT TERM CONTRIBUTIONS:**

A Peacebuilding Fund project should be a one-time activity, or a series of activities for a period of up to 18 months.

6. **COUNTRIES ELIGIBLE TO OFFICIAL DEVELOPMENT ASSISTANCE (ODA):**

Projects under the Peacebuilding Fund may address conflicts in ODA countries only.

7. **FINANCIAL LIMITATIONS:**

Funding is available for peacebuilding initiatives to a maximum of \$500,000. The level of funding will be determined by clarity of the proposal and its objectives.

8. **COMPLEMENTARY TO EXISTING CIDA PROGRAMS:**

The Bilateral, Multilateral and Partnership programs should continue to carry the primary responsibility for development assistance and its contribution to peace. The Peacebuilding Fund is a new mechanism to fill gaps in Canadian programming when existing programs cannot respond rapidly to urgent peacebuilding needs, or when there is no existing bilateral program. In some cases, the Peacebuilding Fund could initiate the first response activity in a high-risk environment while regular programming is being planned. The issue of sustainability would thus be addressed.

PROJECTS' EXCLUSION GUIDELINES:

1. Research projects
2. Canada-based projects (activities that will happen only in Canada), as CIDA's mandate is to support the development of ODA countries
3. Demining or demobilisation projects, as they are already financed through Multilateral and Bilateral mechanisms
4. Refugees and returnees projects, as they are already covered by International Humanitarian Assistance
5. Police training and electoral monitoring, as they are the object of specific funding arrangements between CIDA's Partnership Branch and other departments.

APPLICANT ELIGIBILITY GUIDELINES:

1. Executing agencies must be eligible to receive CIDA's grants and be not-for-profit organisations
2. Proven track record in peacebuilding and development
3. Demonstrated administrative and financial accounting capacity
4. Partnership with credible local organisations.

APPLICANTS' EXCLUSION GUIDELINES:

1. Other Canadian government departments or their associated centres
2. Research institutes
3. Other donor governments' departments or associated organisations
4. Foreign NGOs based in other donor countries
5. Private individuals or for-profit consultant groups
6. Core funding of organisations.

COUNTRY ELIGIBILITY:

1. The project must take place in a country included on CIDA'S list on countries eligible for Official Development Assistance
2. The country in question must have been recently affected, be currently affected or likely to be affected by a conflict.

PEACEBUILDING UNIT

PROJECT PRESENTATION MODEL

1. Summary of project

1.1 Context (description of the situation to which the project responds; for example the need to prevent a conflict, or the need for national reconciliation after a violent conflict)

1.2 "Raison d'être" of the project; how will the project fill a gap, what will the project accomplish to consolidate social and political peace? where does the project idea come from?

1.3 Description in 3-4 paragraphs of the project activities

2. Objectives of the project

3. Work plan and schedule

3.1 Preparation and start-up of the project (e.g. recruitment, training, logistical preparation, etc., which will allow the project activities to start; description and justification of human resources necessary for the start-up, etc.) - approximate deadlines

3.2 Main project activities (detailed description of the activities; for example, which methods are used, who are the participants, what subjects are discussed, etc.) - approximate deadlines

3.3 Duration of the project and why this duration

4. Target audience and participants

4.1 Population concerned with the project (description of participants, recipients, impact on diverse groups that will participate into or benefit from the project activities). How will the project impact on various ethnic groups, women, children?

5. Methodology and approach

5.1 Methodology (approaches used to carry on project activities, action plan and contingency plan to circumvent expected obstacles)

6. Expected results and sustainability of the impact

6.1 Expected results and concrete indicators of success (how will we be able to know the project worked well?)

6.2 Final phase: transfer to local initiatives (description of benefits left behind, possible activities that could follow-on from the project)

6.3 Capacity for absorbing the benefits from this peacebuilding initiative, how will local institutions be able to take over?

7. Risks

7.1 Risks linked to project and means to diminish them

8. Co-ordination

8.1 Co-ordination with government, civil society, and other activities and stake-holders in the region (for example, coherence with other peacebuilding efforts)

9. Executing agency and originality of the project

9.1 The strengths of your organisation and the reasons why it is well-placed to successfully carry on this project, previous experience in peacebuilding, previous experience with CIDA or other agencies of the Canadian governments, and with other donors

9.2 Canadian visibility (when applicable)

9.3 Originality of the project, what makes this project innovative and catalytic?

10. Monitoring, follow-up and reports

10.1 Monitoring plan and evaluation of activities

10.2 Frequency of reports (normally mid-term and final, of only final is the project is a one-time activity)

11. Budget

Budget (description of costs directly linked to the project activities; for example, costs in personnel, travel, furniture, communications, logistical costs, etc., must be explained in some details). In general, we must try to minimise the administrative costs and to augment the amounts that will directly benefit countries in conflict or emerging from conflict, if possible the vulnerable populations of these countries

**CIDA PEACEBUILDING FUND PROJECTS
OPERATIONAL PROJECTS**

AMERICAS

COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION	APPLICANT/ RECIPIENT	AMOUNT
Guatemala	Human Rights Clarification Commission	<i>The Human Rights Clarification Commission of Guatemala is a national body working in close collaboration with the United Nations to investigate human rights violations during the civil war. Activities include collection of testimonies of human rights abuses victims and exhumations.</i>	UN Office for Project Support (UNOPS)	66,300
Guatemala	Fund to Support Civil Society	<i>A Fund administered by a Canadian organisation in Guatemala, to provide grants to civil society organisations (mainly Indigenous) to develop their capacity to provide policy recommendations and participate fully in the peace implementation process. With specific training and assistance in policy formulation, civil society organisations will increase their capacity to better represent their constituencies and to participate more fully in the peace implementation process.</i>	International Centre for Human Rights and Democratic Development	400,000
Guatemala	Support to Governance & Administrative Systems	<i>Support to administrative structures will be provided to civil society organisations in order to increase their capacity and efficiency. Training will cover such areas as computer literacy, tracking systems for documentation and other office management systems leading to institutional strengthening.</i>	Inter Pares	200,000
Guatemala	Truth Commission Consolidation and Dissemination	<i>Support to the information consolidation of the Truth Commission and dissemination activities (e.g. publication, translation in Mayan language, etc.) is warranted in the last stages of the truth commission's work. After having collected testimonies on human rights violations in Guatemala during the civil war, the commission is now consolidating the information and disseminating it to a wide range of groups in Guatemala to fully inform the public and empower them to participate in the peace process.</i>	UN Office for Project Support	500,000

**CIDA PEACEBUILDING FUND PROJECTS
OPERATIONAL PROJECTS**

AFRICA

COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION	APPLICANT/ RECIPIENT	AMOUNT
Great Lakes	UN Mediation Mission	<i>The UN appointed a Special Representative jointly with the Organization of African Unity in order to negotiate a peaceful resolution to the current crises in the Great Lakes region of Africa. The Representative has focused mainly on the Democratic Republic of Congo in the early part of 1997, and on Congo-Brazzaville later in 1997.</i>	UN Dept. for Political Affairs (UNDPA)	350,000
Horn of Africa	Citizen Diplomacy on Arms Reduction	<i>A series of workshops and research exercises are carried out with local Horn of Africa civil society and government leaders. Focusing on the reduction of arms flows in the region, the discussions allow ordinary citizens to have a voice in the peace process. In addition to meetings by the local civil society organisations, research-action exercises in areas of particular interest to the participants are undertaken towards possible solutions to the region's problems.</i>	Project Ploughshares	55,000
Great Lakes	Communication & Dialogue: Networking & Training for Civil Society Leadership	<i>A series of networking activities (workshops, electronic exchanges) and training activities (mostly in conflict resolution techniques) are being conducted in the problem areas of the Eastern Democratic Republic of Congo and Rwanda. Some direct mediation between civil society organisations is being conducted under this program. Also, best practices in the area of inter-group peaceful coexistence are being diffused.</i>	Synergies Africa	500,000
Palestine / Israel	Wi'am Conflict Resolution Initiative	<i>This initiative provides for actual conflict resolution in communities of the West Bank and Gaza, for public education on conflict resolution, and for the advancement of women and youth in peaceful conflict resolution. Mediation exercises to solve community conflicts are being conducted, in addition to capacity-building of key groups (women and the youth) in conflict resolution techniques.</i>	Mennonite Central Committee	200,000

Burundi	Conflict Resolution and Prevention Training	<i>Series of training sessions on conflict resolution techniques for civil society organizations at the community level (women, church groups and youth) are being conducted. This project will allow civil society organisations with a demonstrated interest in peace to be trained in conflict resolution techniques.</i>	Centre d'Études et de Coopération internationale	125,000
Mozambique	Arms for Tools	<i>Arms collection and destruction in exchange for tools and other items for income-generation activities is being promoted through public education on peace & training for volunteers. This initiative comes from the Mozambican Church Council and successfully builds on the local capacity to tackle the armament problem.</i>	CUSO	120,000
Kwazulu, Natal	Survivors of Violence Programme	<i>Reinforcement of Network of Independent Monitors and the Kwazulu-Natal Programme for Survivors of Violence to offer crisis intervention facility and para legal assistance, training and prevention to the populations affected by conflict, especially the youth. This program includes mediation activities in addition to training courses and awareness campaigns to reach out to the population.</i>	Oxfam-Canada	500,000
Somalia	Rebuilding a War-Torn Society	<i>Country study and analysis on the challenges of rebuilding a war-torn society. The project brings together the local research and analysis capacity, thus building bridges between communities formerly in conflict. It also builds on the local capacity to analyse and find solutions to their own peacebuilding problems.</i>	UNRISD-War Torn Societies Project	150,000
Rwanda	Conflict Resolution Training	<i>A series of training courses for Rwandan trainers in conflict resolution techniques. Involves training in Rwanda and a fellowship at the Canadian Institute for Conflict Resolution. The trainees will be taken from basic learning of conflict resolution techniques to becoming teachers of such techniques themselves, in the Rwanda context.</i>	Canadian Institute for Conflict Resolution	500,000

**CIDA PEACEBUILDING FUND PROJECTS
OPERATIONAL PROJECTS**

ASIA

COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION	APPLICANT/ RECIPIENT	AMOUNT
Cambodia	Parliamentary Evaluation Mission	<i>A mission was carried out in August 1997 by the Parliamentary Centre to evaluate the state of the Cambodian National Assembly after the events of July 1997. The mission members met with various representatives and staff of democratic institutions in Cambodia.</i>	Parliamentary Centre	60,000
Cambodia	Trust Fund for the Return of Political Exiles	<i>The UNDPA has sent a mission of expatriate "monitors" to Cambodia to insure a security safeguard for the return of political exiles, an essential condition for the holding of elections later in 1998.</i>	UN Dept. for Political Affairs	50,000
Cambodia	Cambodian Election Support	<i>Voters education and elections monitoring</i>	COMFREL	350,000

**CIDA PEACEBUILDING FUND PROJECTS
OPERATIONAL PROJECTS**

CEE

COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION	APPLICANT/ RECIPIENT	AMOUNT
Bosnia	Information Campaign on the Dayton Peace Agreement	<i>A television campaign is being implemented with the support of the international community in order to sensitize the Bosnian population on the implementation of the Dayton Peace Agreements. This campaign contains TV spots and programs to highlight the advantages of the peace agreements, which are still little known and supported inside Bosnia (especially Republika Srpska) despite broad international support.</i>	Office of the High Representative	400,000
Rep. Srpska	Support to Republika Srpska	<i>Support is being provided to consolidate the first pro-peace government of Rep. Srpska. When the first pro-peace government came to power in Republika Srpska in January 1998, it inherited major economic problems left over by the previous government. Canada shares in an international effort to help sustain that government in the short-term, therefore giving the authorities the chance to advance the peace agenda in that key region of Bosnia.</i>	Office of High Representative	1,000,000

**CIDA PEACEBUILDING FUND PROJECTS
OPERATIONAL PROJECTS**

GLOBAL

COUNTRY	PROJECT TITLE	PROJECT DESCRIPTION	APPLICANT/ RECIPIENT	AMOUNT
Global	LDC's Participation in International Criminal Court	<i>This project is to allow delegates from Least Developed Countries (LDCs) to participate in the preparatory meetings that will lead to the establishment of the International Criminal Court in June 1998. The funds cover travel costs to the preparatory meetings venue. It allows LDCs to make their voice heard in this important international endeavour.</i>	UN Dept. for Legal Affairs (UNDLA)	125,000
Global	War-Torn Societies Project	<i>This project draws lessons learned from four post-conflict country situations using local research and analytical capacity. Recommendations to translate lessons learned policies into practice are being developed, with the transfer of Canadian expertise. This important exercise will allow for a review of current practices in the areas of conflict and development and provide new administrative and analytical tools for future crises. The work is being done in the war-torn communities.</i>	UN Research Institute for Social Dev. (UNRISD)	530,000
Global	UN Trust Fund for Preventive Action	<i>This Trust Fund was set-up in order to allow the UN Secretary-General to send mediation missions to regions of fast-emerging conflicts. It will provide a source of funding for rapid-response multilateral interventions to prevent conflicts.</i>	UN Dept. for Political Affairs (UNDPA)	500,000
Global	Seminars on the Reintegration of Former Combatants	<i>A module on the reintegration of former combatants is being developed, with contribution by ODA-based researchers and practitioners, to be delivered to real-life situations in countries in the early stages of demobilization. In addition to teaching best practices in this area, the faculty will deliver the training in real-life post-conflict countries and also help practitioners develop important tools such as action and monitoring plans.</i>	L.B. Pearson Canadian International Peacekeeping Centre	300,000

Lebanon & Haiti	Peacebuilding Education	<i>This project will bring Canadian experts together with Haitian and Lebanese education specialists to design programs in schools about peaceful conflict resolution and behaviour. The curriculum designed will promote peaceful conflict resolution and a culture of peace in general, in a culturally appropriate manner and is designed to promote the ground of peaceful, tolerant youth.</i>	Cdn Bureau for International Education	250,000
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TOTAL APPROVED (PAD) & OPERATIONAL 7,231,300

**THE CANADIAN PEACEBUILDING PROGRAM OF THE
DEPARTMENT OF FOREIGN AFFAIRS AND INTERNATIONAL TRADE (DFAIT)**

The purpose of the Canadian Peacebuilding Program is to support Canada's Peacebuilding Initiative in areas which fall outside the priorities of the Peacebuilding Fund administered by the Canadian International Development Agency (CIDA). The Canadian Peacebuilding Program has three strategic objectives:

A) To build Canadian domestic capacity for peacebuilding.

Activities:

- Support for government/NGO dialogues (through our contribution to the Canadian Peacebuilding Coordinating Committee - CPCC);
- Promotion of Canadian peacebuilding capacity and participation in international peacebuilding initiatives (through our contribution to CANADEM);
- Support for capacity building and exchange of lessons learned in the Canadian NGO peacebuilding community;
- Support for research and workshops which directly contribute to policy development in priority areas.

B) To strengthen multilateral peacebuilding mechanisms.

Activities:

- Support for the activities of new international peacebuilding networks that bring together donors, NGOs and international organizations;
- Support for activities aimed at strengthening the effectiveness of existing multilateral mechanisms for peacebuilding (through training, capacity building and lessons learned exercises);
- Support for conflict prevention initiatives.

C) To support catalytic peacebuilding projects in countries, or in policy areas, that fall outside the priorities for Canadian ODA.

Activities:

- Support for activities to promote peacebuilding in countries not eligible for Canadian ODA;
- Support for research or initiatives in policy areas which fall outside of CIDA's priorities.

For additional information regarding the Canadian Peacebuilding Program, please contact:

Sarah Fountain Smith, Peacebuilding Program Manager
Peacebuilding and Human Security Division, DFAIT
Tel. (613) 992-4831 Fax. (613) 944-1226
email: sarah.fountain.smith@extott07.x400.gc.ca

**DFAIT PEACEBUILDING PROGRAM
PROJECT SUMMARY FY 1997-8**

Strategic Objective I: To build Canadian domestic capacity for peacebuilding through research, policy development, public consultations and training

PROJECT TITLE	IMPLEMENTING AGENCY	PROJECT DESCRIPTION	PROJECT AMOUNT	PERIOD	OUTCOME	CONTACT
Support for the Canadian Resource Bank of Human Rights and Democracy Experts (CANADEM)	CANADEM	CANADEM is the principal vehicle under the Peacebuilding Initiative for the creation of a stand-by force of Canadian experts, ready for deployment.	\$136,500	Nov 97-March98	CANADEM is functioning and is actively promoting Canadian expertise abroad.	1 Nicholas St. #1102, Ottawa K1N 7B7 tel. (613) 789-3328 fax. (613)789-6125 website:www.web.net/~canadem e-mail: canadem@ibm.net
Support for the Canadian Peacebuilding Network	Canadian Peacebuilding Coordinating Committee (CPCC)	The CPCC is a national network of Canadian NGOs/NGIs involved in peacebuilding activities in all their aspects. The CPCC coordinates regular government/NGO consultations on thematic and country-specific peacebuilding issues.	\$57,000	Nov 97-March98	Report on CPCC activities available on CPCC website. (www.cpcc.ottawa.on.ca)	1 Nicholas St. #510, Ottawa K1N 7B7 tel. (613) 241-3446 fax. (613) 241-5302 website:www.cpcc.ottawa.on.ca e-mail: cpcc@web.net
Support for the Canadian Peacebuilding Capacity Survey	CPCC/Carleton University	A survey of Canadian peacebuilding capacity (as well as peacebuilding training capacity)and the creation of a database of peacebuilding activities of the Canadian NGO, research and academic communities.	\$29,500	June 97-Jan 98	Survey is available on the CPCC website; database will be available shortly.	see above
Second Annual Government/NGO Peacebuilding Consultations	CPCC/DFAIT Peacebuilding and Human Security Division	The Annual Peacebuilding Consultations provide an opportunity for a joint review of government and NGO peacebuilding initiatives, as well as a discussion of options and priorities for future Canadian peacebuilding activities, with a view to increasing coordination and coherence in government and NGO peacebuilding approaches.	\$3,500	18/02/98	Report will be made available on DFAIT and CPCC websites. www.dfait-maeci.gc.ca/peacebuilding/ www.cpcc.ottawa.on.ca	see above
Canadian Launch of the Final Report of the Carnegie Commission on Preventing Deadly Conflict	Carnegie Commission/ Parliamentary Centre/DFAIT Peacebuilding and Human Security Division	Representatives of the Carnegie Commission engaged in dialogue on the contents of the report with officials, academics and non-government organizations from across Canada.	\$9,700	17/02/98	200 representatives from NGOs, academia and government provided Canadian perspectives on report's recommendations. Copies of the report are available from the Commission.	Carnegie Commission on Preventing Deadly Conflict 1779 Massachusetts Ave, NW Suite 715 Washington, DC 20036-2103 tel. (202) 332-7900 Fax: (202) 332-1919 e-mail: pdc@carnegie.org website: www.ccpdc.org
Support for Research on Free Media Development	Institute for Media, Policy and Civil Society (IMPACS)	This study on free media development with a primary focus on the Asia-Pacific region formed the basis for a discussion on these issues at the "Open Markets, Open Media?" conference in Vancouver in November, 1997.	\$10,000	Nov, 1997	Report is available from IMPACS.	IMPACS 207 W. Hastings Street Suite #904 Vancouver, B.C. V6B 1H6 tel. (604) 687-7408 fax. (604) 683-8536 e-mail: impacs@web.net

**DFAIT PEACEBUILDING PROGRAM
PROJECT SUMMARY FY 1997-8**

Strategic Objective II: To strengthen multilateral peacebuilding mechanisms

PROJECT TITLE	IMPLEMENTING AGENCY	PROJECT DESCRIPTION	PROJECT AMOUNT	PERIOD	OUTCOME	CONTACT
Canadian Membership in the International Institute for Democracy and Electoral Assistance (IDEA)	IDEA	Through CIDA, IDRC and DFAIT co-funding, Canada joined IDEA in January, 1998. IDEA is dedicated to the promotion and advancement of norms, rules and guidelines in the field of sustainable democracy and the improvement and consolidation of electoral processes.	\$150,000	Jan 98- Jan 2000	Canada is actively cooperating with like-minded nations on peace and democracy issues.	International IDEA Strömsborg S-103 34 Stockholm, Sweden tel. 46-8-698 3700 fax. 46-8-20-24-22 E-mail:info@int-idea.se website:www.int.-idea.se
Seminar on Strengthening Regional Institutions and the United Nations for Conflict Prevention	DFAIT Peacebuilding and Human Security Division (AGP)/ International Development Research Centre	International organizations which play a role in conflict prevention met in Ottawa in March, 1998 to exchange experiences and lessons learned in conflict prevention and to develop more effective instruments for peacebuilding.	\$94,578	March 11-13/1998	Seminar Report is available on the DFAIT peacebuilding website.	www.dfait-maect.gc.ca/peace
Support for a Forum on the Role of the Special Representative of the Secretary General (SRSG)	FAFO (for the Peace Implementation Network)	Meeting in June will bring together past and present SRSGs focussed on developing concrete policy options related to the deployment of SRSGs in post-conflict situations.	\$35,000	June 98	T8D	Mark Taylor/FAFO Forskingsstiftelsen Fafo Borggata 2B Postboks 2947 Toyen N-0608 Oslo tel. 22 67 60 00 fax. 22 67 60 22 E-mail: mark.taylor@fafo.no website: www.fafo.no
Strengthening the UN Security Council: IPA Seminar Series	International Peace Academy (IPA)	A policy forum for representatives of countries on the United Nations Security Council to improve their access to information by meeting with individuals having direct, recent, field-level experience of conflict situations before the Council.	\$7,000	Jan-Dec/98	Series of meeting is underway.	International Peace Academy 777 United Nations Plaza New York, NY 10017-3521 tel. (212) 687-4300 fax. (212) 983-8246 E-mail:ipa@ipapost.ipacademy

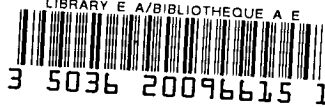
Tracking "Lessons Learned" in Disarmament, Demobilization and Reintegration of Ex-Combatants	United Nations Lessons Learned Unit/Canadian Council for International Peace and Security	To develop guidelines to be applied in designing and implementing current and future peacebuilding operations, including those developed in partnership with regional organizations.	\$70,000	March-Nov/98	Report expected in November, 1998.	Canadian Council for International Peace and Security (CCIPS) 1 Nicholas St. #300 Ottawa, K1N 787 tel. (813) 562-2736 fax. (613) 552-2741 E-mail: ccips@web.apc.org website: www.web.net/~ccips
Support for a Track II Dialogue on Palestinian Refugee Issues	IDRC/McGill University	To facilitate continued dialogue between influential Palestinian and Israeli participants on sensitive refugee issues in a second-track setting.	\$30,000	Feb-April/98	Report forthcoming.	Special Initiatives Program International Development Research Centre (IDRC) 250 Albert St., Ottawa, K1G 3H9 tel. (613) 236-6163 ext 2060 fax. (613) 563-0815 E-mail: ealma@idrc.ca
Support for a Seminar on the Institutionalization of Citizenship Rights in New Democracies	McGill University	Scholars and practitioners from a wide range of countries met in March, 1998 to exchange experiences and study the problems of democratic consolidation from the perspective of institutions of law and law enforcement.	\$5,000	March 18-21/98	Report forthcoming.	Professor Philip Oxborn Office of International Research McGill University 3550 University Montreal, H3A 2A7 tel. (514) 398-4197 fax. (514) 398-6878
Roundtable on Children and Armed Conflict	DFAIT Peacebuilding and Human Security Division	To canvass views of Canadian and international NGOs and Canadian government officials on the issue of child soldiers and how Canada might play a role as part of our broader strategy on children and armed conflict.	\$21,000	March 23/98	Report forthcoming.	DFAIT Peacebuilding and Human Security Division (AGP) 125 Sussex Drive Ottawa, K1A 0G2 tel. (613) 992-1381 fax. (613) 944-1228 E-mail: peacebuilding@dfait-maeci.gc.ca website: dfait-maeci.gc.ca/peacebuilding/
Support for the Fellowship Programme of the United Nations Institute for Training and Research (UNITAR)	UNITAR	The Fellowship Programme in Peacemaking and Preventive Diplomacy is the only programme within the UN system to provide training in preventive diplomacy and peacemaking.	\$30,000	March-August/98	Fellowship Programme scheduled for June/98.	Dr. Connie Peck, Coordinator Fellowship Programme in Peacemaking and Preventive Diplomacy United Nations Institute for Training and Research (UNITAR) Palais des Nations CH-1211 Geneva 10 tel. 41/22/798 58 50 fax. 41/22/73313 83 E-mail: UNITAR-UNITAR@UNEP.CH

**DFAIT PEACEBUILDING PROGRAM
PROJECT SUMMARY FY1997-8**

Strategic Objective III: To support catalytic peacebuilding projects in countries or in policy areas that fall outside the priorities for Canadian ODA.

PROJECT TITLE	IMPLEMENTING AGENCY	PROJECT DESCRIPTION	PROJECT AMOUNT	PERIOD	OUTCOME	CONTACT
Support for Project PrepCom	Monterey Institute for International Studies (MIIS)	Project Prep Com is an Internet community of NGOs and individuals dedicated to preparing for a global campaign to alleviate the problems associated with the proliferation, accumulation and misuse of small arms and light weapons.	\$10,000	March-Sept/98	Project Prepcom Website functioning (www.prepcom.org)	Dr. Ed Laurance Monterey Institute of International Studies 425 Van Buren Street Monterey 93940 California, USA tel. (408) 647-6676 fax. (408) 647-4199 E-mail: melaurance@aol.com
Peacebuilding in Cyprus: Support for the Intractability Workshop	Conflict Management Group (CMG); Institute for Multi-Track Diplomacy (IMTD)	In November, 1997, policy leaders from both Greek and Turkish Cypriot communities met at the Pearson Peacekeeping Centre in Nova Scotia for a scenario building exercise to explore possible futures for Cyprus.	\$75,000	Nov 10-15, 1998	Report available from CMG.	Conflict Management Group (CMG) 20 University Road Cambridge, MA 02138 USA tel. (617) 354-5444 fax. (617) 354-8467 website: www.cmgroup.org
Support for a Small Arms Survey in South Africa	Institute for Security Studies (ISS)	The Small Arms Programme of the Institute for Security Studies in South Africa executed an extensive survey of the impact of the increased availability of small arms in Southern and Central Africa, and developed an Action Plan for small arms control in the region.	\$40,500	Dec 97-March 98	Survey and Action Plan complete. Information available from ISS.	Virginia Gamba Institute for Security Studies (ISS) PO Box 4167 Halfway House 1685 South Africa tel. 27-11-315-7096 fax. 27-11-315-7099 E-mail: idp@cis.co.za website: africa.cis.co.za/idp
Support for the Guatemalan Historical Clarification Commission: Collection of Testimonies in Canada	Project Accompaniment (PA)	Support for the collection of testimonies of Guatemalans residing in Canada, particularly refugees, affected by the armed conflict in Guatemala, for the purpose of providing that information to the Historical Clarification (or "Truth") Commission.	\$20,640	March-April 98	Collection of testimonies complete. Information available from PA.	Sharon Hill Project Accompaniment 141 Longboat Ave. Toronto, M5A 4C6 tel. (416) 314-1234 fax. (416) 361-6398 E-mail: pato@web.net

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