

**PROMOTING AN INCLUSIVE PEACE
A CALL TO STRENGTHEN CANADA'S PEACE-MAKING CAPACITY
THE CANADIAN POLICY LANDSCAPE**

**DISCUSSION PAPER
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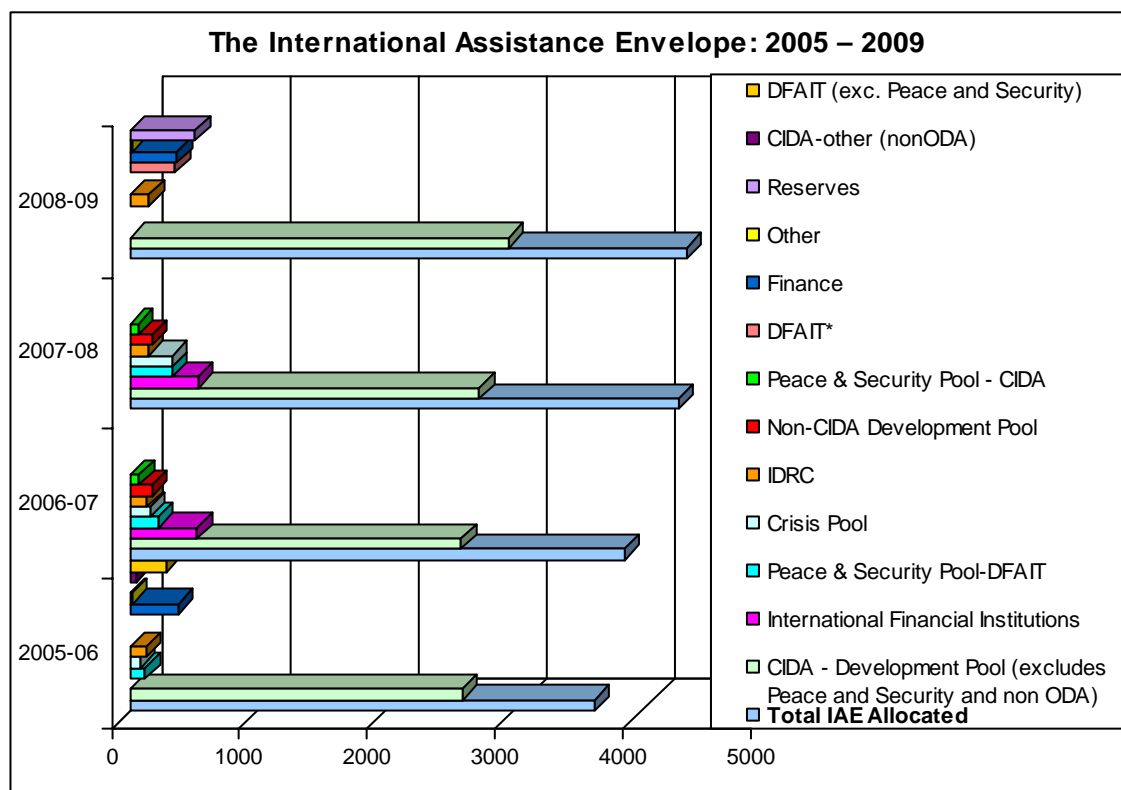
PROMOTING AN INCLUSIVE PEACE: A CALL TO STRENGTHEN CANADA'S PEACE-MAKING CAPACITY

THE CANADIAN POLICY LANDSCAPE

1.0 FUNDING MECHANISMS AVAILABLE FOR PEACE PROCESS SUPPORT

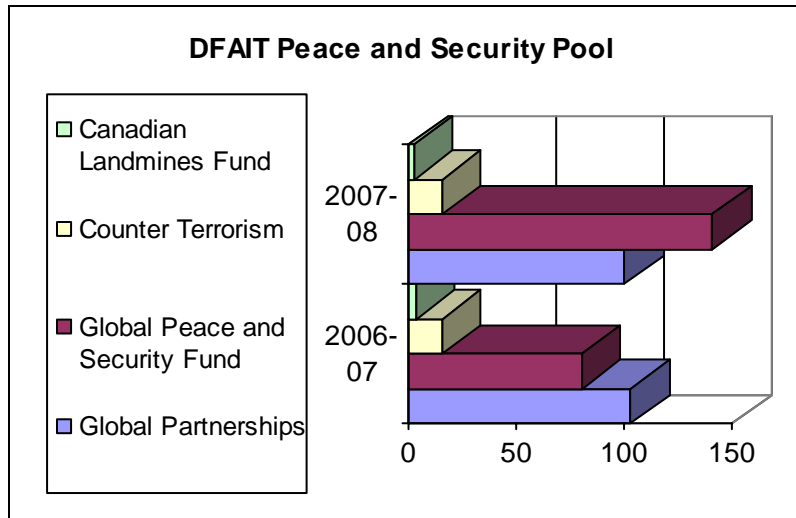
The Canadian government provides financial support to peace processes including peace-building activities primarily through the Department of Foreign Affairs and International Trade (DFAIT) and the Canadian International Development Agency (CIDA). Program funding for both come out of the International Assistance Envelope (IAE) set up in 1991 to finance Canada's foreign assistance programs. In 2001/02 the Government of Canada committed to doubling the IAE envelope over 10 years from its \$2.46 billion level. Since 2005, in addition to increasing the volume of funding in the IAE, the Canadian government has been re-shaping the envelope.

The government's 2005-06 Report on Plans and Priorities (RPP), indicated that the IAE consisted of three main categories: 1) CIDA Official Development Assistance (ODA); 2) CIDA non-ODA funds; and 3) ODA and non-ODA international assistance funding through other departments including Foreign Affairs. The combined ODA and non-ODA CIDA funds accounted for approximately 72.8% of the IAE. Foreign Affairs received an estimated \$400 million, of which \$118 million was allocated for Peace and Security programs and another \$143 million for Global Partnership programs (focusing on weapons controls and nuclear disarmament in Eastern Europe and former Soviet republics).



In 2005, the then Liberal government announced a re-structuring of the IAE to fund five funding pools in the areas of: Development (CIDA), International Financial Institutions, Development Research (IDRC), Peace and Security, and Crisis. The change was reflected in the 2006-07 RPP, which allocated both Foreign Affairs and CIDA funds for peace and security programming. CIDA managed approximately \$74 million and Foreign Affairs about \$217 million, of which \$80.50 million was allocated for the Global Peace and Security Fund (GPSF). Also in 2005, the Canadian government created the Stabilization and Reconstruction Task Force (START) aimed at inter-departmental policy coordination and managing the GPSF. START also includes funding for peace-building and peace processes (see more below in the section 2.2.2 START).

Funding mechanisms for peace-building programming or support to peace processes have continued to change over the past two years. In 2007-08, the Foreign Affairs Peace and Security Pool allocation grew to roughly \$325 million while the CIDA share was reduced to about \$58 million. In addition, the GPSF took on a greater portion of DFAIT's Peace and Security envelope receiving \$235 million and increasing the amount of financial resources



which could be used for peace-building and peace process support. This made the GPSF the main pocket of funds available for peace processes.

The 2008-09 RPP introduced yet another approach to funding peace and security, appearing to do away with the Peace and Security Pools and returning to departmental allocations of CIDA, DFAIT, IDRC, and Finance. It is unclear from this latest RPP if the GPSF will be maintained, and how much it will receive in financial support from the DFAIT envelope. The \$352 million allocated for DFAIT in 2008-09 could cover the same set of activities funded under the previous DFAIT Peace and Security Pool. This however, remains unclear.

The changing priorities and pockets of funding for peace and security initiatives in the IAE as well as institutional constraints limiting START's ability to support multi-year programming has made funding for multi-year activities in support of peace processes and peace-building difficult.

2.0 ACTIVITIES FUNDED

2.1 The Global Peace and Security Fund and the Stabilization and Reconstruction Task Force at DFAIT

The Global Peace & Security Fund (GPSF) supports a range of activities to:

- ❑ support peace processes and mediation efforts;
- ❑ develop transitional justice and reconciliation initiatives;
- ❑ build peace enforcement and peace operations capabilities;
- ❑ promote civilian protection strategies in humanitarian contexts; and,
- ❑ reduce the impact of landmines, small arms and light weapons.

The GPSF supports a limited number of countries approved by the Fund. Currently, this includes Afghanistan, Haiti, Sudan, Colombia, Uganda and Lebanon. The Democratic Republic of Congo has not been on the list since 2006.

The Stabilization and Reconstruction Task Force (START), housed within DFAIT, was created in September 2005 with the aim of coordinating Canada's whole-of-government approach to countries in, or, at risk. START undertakes both programming and policy development and is comprised of five teams¹. START is responsible for managing the three sub-programs of the Global Peace and Security Fund (GPSF): The Global Peace and Security Program; Global Peace Operations Program; and the Glynn Berry Program.²

In 2005, the Mediation Capacity Building (MCB) envelope was established within START and funded under the GPSF's Glynn Berry Program. Having such a program to support peace processes is a new development at DFAIT and for the Government of Canada in general. Previously, mediation and negotiation was supported through Canadian embassy political staff / foreign service officers, and to a lesser extent, by CIDA. At the time of research in the Summer/Fall of 2008, the MCB envelope was staffed by one person.

The MCB envelope, when it existed in 2006-7, 2007-8, supported efforts to build mediation capacity within Canada and internationally. Presently, funding for mediation capacity building is provided under the Glyn Berry Program, as well as through individual country envelopes within the Conflict Prevention and Peacebuilding group. START has supported peace processes in Colombia, Darfur, Uganda, and Haiti. In addition, the geographic bureau includes a position responsible for coordinating Canada's contribution to the Middle East Peace Process.

Examples of the type of peace initiatives supported by START include:

¹ The five teams: Conflict Prevention and Peace Building; Peacekeeping and Peace Operations; Humanitarian Affairs and Disaster Response; Mine Action and Small Arms; and a Secretariat

² For more on START, see CCIC Briefing Note: [The Stabilization and Reconstruction Taskforce \(START\) and the Global Peace and Security Fund \(GPSF\)](#) (November 2005).

- ❑ building technical and operational capacity of NGOs, international organizations, and the UN in negotiations;
- ❑ funding international mediation efforts, including UN administered mediation teams and providing Canadian diplomatic and military expertise; and,
- ❑ developing the capacity of regional and inter-governmental organizations such as the African Union, the Economic Community of West African States, the UN, and the Organization of American States (OAS).

An internal study on how Canada could build its own capacity to support peace processes has also recently been supported (findings have not been released publicly).

The decision of whether or not Canada supports a peace process is based on an assessment of existing capacity, the needs of the situation, the possibility for impact, a mapping of players and actors already involved in the process, and, opportunity. However, it is not clear what “support” entails in concrete terms, for example, whether this means financial support, providing technical experts, or a more hands-on approach to mediation and negotiation.

The first year of the MCB in 2006-07 had a budget of about \$450,000. In 2007-08 the budget was \$250,000 but grew to approximately \$500,000. It is anticipated that the current budget for this fiscal year will remain at about \$500,000. In addition to these funds, the Glynn Berry Program has also contributed about \$100,000 – \$150,000 to policy development in the area of peace processes including Women, Peace and Security policy work.

2.2 The Canadian International Development Agency

CIDA’s mandate is supporting sustainable development, reducing poverty and providing humanitarian assistance. CIDA’s role in supporting peace processes includes funding peace-building activities in conflict-affected fragile states, this includes:

- ❑ Political dialogue to enable development cooperation;
- ❑ Promoting human rights, women’s rights and discouraging impunity; and,
- ❑ Encouraging community-based peace-building including through women’s groups.

According to the 2006-07 RPP, CIDA was allocated \$ 45.50 million from the IAE’s Peace and Security Pool with an additional \$ 4.51 million for the GPSF and \$23 million for the Canada Landmines Fund.

In the 2007-08 RPP, CIDA’s GPSF allocation was reduced to \$1.12 million and the Canada Landmines Fund was reduced to \$3.54 million. A new Peacebuilding Fund of \$10 million was introduced that year. A specific allocation of \$598,755 million was made to Fragile States and Countries in Crisis and another \$825,975 million to Countries of Concentration likely to include conflict-affected states like Afghanistan, Sudan, and Haiti.

The most recent 2008-09 RPP saw CIDA's funding for Fragile States rise to \$611,209 million and the allocation for Countries of Concentration increase to \$887,821 million. The GPSF and Peacebuilding Fund allocations are not listed in the 2008-09 CIDA-RPP. Presumably some of the activities supported from these pockets have either been shifted under the Fragile States pocket or moved to DFAIT; however, this is not certain.

Also in 2008, the *Official Development Assistance Accountability Act* (Bill C-293) came into force. The Bill introduced a legislated mandate and purpose of Canadian ODA. The Bill states that to be considered ODA, aid must meet three criteria: 1) focus on poverty reduction; 2) be consistent with international human rights standards; and, 3) take into account the perspectives of the poor. The Bill in effect lays out the parameters for what CIDA and other departments delivering ODA can fund and what the Government of Canada can include in its ODA reporting.

In terms of implications for funds available for peace-building and peace processes, the Fragile States pockets within CIDA could continue to support peace-building work in the areas of human rights, dialogue for development, and community-based peace-building. As for more dedicated support for the negotiation and mediation aspects of peace processes, these would have to meet the tests of focusing on poverty reduction, human rights standards, and including the perspectives of the poor to be counted against ODA whether funded through CIDA or DFAIT. If the three tests are not met, then these activities could still be funded through the GPSF, or other DFAIT and CIDA funds, but would not be counted against ODA.

3.0 CONCLUSION: RECOMMENDATIONS FOR THE WHOLE-OF-GOVERNMENT APPROACH AND SUPPORT FOR PEACE PROCESSES

In Afghanistan, Sudan, the Democratic Republic of Congo, and Uganda (just to name a few examples), Canada has been engaged in supporting peace efforts. In spite of such efforts, at present the government's institutional mechanisms to support peace processes and peace-building, its funding envelopes, and inter-departmental strategies, lack sufficient clarity and stability.

Three years after the creation of START's coordination function, questions remain as to how CIDA and DFAIT coordinate. For example:

- ❑ Are the countries identified by CIDA as Countries of Concentration the same as the GPSF priority countries? What are these countries? How were they selected?
- ❑ What are the criteria for the GPSF list and CIDA's Fragile States list?
- ❑ In peace processes supported by START/GPSF, how does such support relate to CIDA's engagements in the given country?

Clarity on these questions is needed for the government to have a strategic, rather than ad-hoc, approach to engaging in peace processes. Troublingly, the Global Peace and Security Fund and the institutionalization of the Stabilization and Reconstruction Task Force within DFAIT seem uncertain according to the 2008-09 RPP allocations.

CIDA and DFAIT both have funding mechanisms which could be drawn on to assist conflict-affected countries in a peace process including through support for political dialogue, mediation and negotiation, as well as broader peace-building activities.

Sending observers to peace talks and funding peace processes appear to be the specific ways in which DFAIT has supported peace-making efforts. However, it remains unclear what the precise role and expectations are for observers participating in peace talks compared with the cost in supporting their participation. There is clearly a need for effective financial and technical support to peace processes. To support such efforts the Canadian government needs to strengthen its mechanisms and capacities to support peace processes. To do this, DFAIT and CIDA must be equipped to draw upon stable funding allocations from within the IAE to support multi-year peace initiatives.

In addition to the Government of Canada's (GoC) presence and assistance programs, a number of Canadian non-governmental organizations (NGOs) are active in providing humanitarian relief to conflict-affected populations, working with local organizations in peace-building efforts, and in advocating for peace. In order for such organizations to be able to continue such work, they require stable funding mechanisms upon which they can draw to support their activities on the ground.

The Canadian government, in order to strengthen its capacity to support international peace-making efforts, should:

1. Undertake a study through The Standing Committee on Foreign Affairs and International Development (SCFAID) on Canada's support to peace processes. To this end, the Committee should:
 - ❑ Examine DFAIT's and CIDA's institutional capacity to support peace processes, including supporting women's participation in these efforts;
 - ❑ Assess how to establish stable funding envelopes from within the IAE to support peace initiatives;
 - ❑ Suggest criteria for Canada's engagement in supporting peace processes.
2. Empower DFAIT with financial and technical resources to strengthen the START mechanism to engage in mediation and negotiation, peace-building, stabilization, and post-conflict reconstruction programming.
3. Support flexible multi-year funding for peace-building programs and peace processes through GPSF and START.
4. Make transparent and public DFAIT's criteria for selecting countries eligible for the GPSF and the specific initiatives that it undertakes in these areas.
5. Make transparent and public CIDA's criteria and list of countries for concentration and countries supported under the fragile states envelope.

6. Increase START funding allocation available to support peace process/mediation and negotiation and elaborate a policy framework to guide the way in which Canada's engages in peace-making by:
- ❑ Enabling local participation and ownership;
 - ❑ Encouraging a minimum target of 30% women's participation;
 - ❑ Funding Canadian and local civil society organizations to enable local participation and ownership;
 - ❑ Committing to long-term support to ensure consistency and sustainability through pre-negotiations, peace talks, implementation and recovery phases;
 - ❑ Supporting a variety of related activities including transitional or traditional justice and peace-building; and
 - ❑ Ensuring CIDA, Foreign Affairs, DND, and economic and trade policy sectors each consider their impact on supporting peace.

The next two case studies will identify good practices and lessons from the experience of peace processes in the Democratic Republic of Congo and Uganda and suggest recommendations for how the Canadian government, could strengthen its support in promoting inclusive peace processes , including women, civil society, and local communities.