

Surviving the Peace: Better Canadian Responses to Post-Conflict Transition Needs in Africa

Summary Report and Recommendations

Canadian NGO - Government of Canada Dialogue

October 15, 2004, Ottawa, Canada



DEVELOPMENT WORKSHOP

Building Local Capacities
Human Settlements and Development

P. O. Box 1834 · Guelph · Ontario · CANADA · N1H7A1
tel : (1519) 763-3978 fax : (1519) 821-3438
email: devworks@web.ca · site: www.devworks.org



Development Workshop (DW)
is a non-profit organization concerned
with developing local capacities to improve
living conditions for the poor. Its programs
include: shelter, water supply and sanitation,
governance and peacebuilding, microfinance,
and disaster mitigation.

Canada office:

P. O. Box 1834 · Guelph · Ontario · Canada · N1H7A1
tel: (1519) 763 3978 fax: (1519) 821 3438
email: devworks@web.ca · www.devworks.org

Angola office:

CP 3360 · Rua Rei Katyavala 113 · Luanda · Angola
tel: (2442) 44 83 66 / 71 / 77 · fax: (2442) 44 94 94
email: dwang@angonet.org · www.dw.angonet.org

Europe office :

Boîte Postale 13 · 82110 Lauzerte · France
tel: (33) 563 958 234 · fax: (33) 563 958 242
email: dwf@dwf.org · www.dwf.org

Acknowledgments

Development Workshop would like to thank the Canadian Peacebuilding Coordinating Committee, International Development Research Centre, Oxfam Canada and United Church of Canada for financing support of the Dialogue.

In addition we would like to extend thanks to the following individuals who generously provided suggestions, comments, resources and contacts in the course of planning for this event: Stephen Baranyi, Chris Bjornestad, Kristen Chennier, Elissa Goldberg, Michael Koros, Denan Kuni, David Lord, Pam Scholey, Gerd Schönwälder, Nicolas Simard, and Kathy Vandergrift. Special thanks are also extended to Eileen Alma, Isabelle Lacroix and the Conference and Hospitality Services of IDRC for help with the conference logistics. Marisa Dowsell and Carmen Teichgraber provided secretariat support in organizing the Dialogue and documenting the proceedings.

Finally, we would like to thank the NGO colleagues and Canadian government officials who attended the preparatory pre-meetings leading up to the event and the Dialogue itself, the presenters and panelists who all contributed to making this event happen.

Main sponsors:



Credits:

cover picture: Ami Vitale

graphic design: Margrit Coppé

Surviving the Peace: Better Canadian Responses to Post-Conflict Transition Needs in Africa

8:30	Registration/Check in
9:00	Call to Meeting Chair Farokh Afshar, University of Guelph & Development Workshop
9:10	Opening Remarks Maribel Gonzales, Development Workshop Michael Koros, Policy Branch CIDA
9:20	Contextual Overview John van Mossel, Development Workshop
9:35	Case Study: Preventing a Descent into Conflict: Sudan Gary Kenny, United Church of Canada
9:55	Discussion
10:05	Case Study: Transition to Peace: the DRC Akouété Akakpo-Vidah, Rights and Democracy
10:25	Discussion
10:50	Case Study: Post-war Transition in Angola Allan Cain, Development Workshop
11:10	Discussion
11:20	Building Peace: Mozambique Jaqueline Lambert-Madore and Kees Metselaar
11:40	Discussion
11:50	Perspectives from Panel of Discussants Ian Smillie, co-author "The Charity of Nations; Humanitarian Action in a Calculating World"
12:10	(Lunch)
1:00	Perspectives from Panel (continued) Gerd Schönwälder, IDRC and Genevieve Gasser, CIDA
1:30	Policy Perspectives Tim Martin, Foreign Affairs Canada and Michael Koros, CIDA
2:00	Open Discussion
4:00	Synthesis/Conclusion Stephen Baranyi, North-South Institute
4:15	Way Forward David Lord, CPCC

Table of Contents

Acknowledgments

- 1. Introduction** (7)
- 2. Case Studies** (8)
 - 2.1 Sudan — presentation by Gary Kenny, United Church of Canada (9)
 - 2.2 DRC — presentation by Akouété Akakpo-Vidah, Rights and Democracy (9)
 - 2.3 Angola — presentation by Allan Cain, Development Workshop (10)
 - 2.4 Mozambique — presentation by Jaqueline Lambert-Madore and Kees Metselaar (10)
- 3. Perspectives from Panel Discussants** (11)
 - 3.1 Ian Smillie — co-author “The Charity of Nations: Humanitarian Action in a Calculating World” (12)
 - 3.2 Gerd Schönwälder — Peacebuilding and Reconstruction Program, IDRC (13)
 - 3.3 Genevieve Gasser — Africa and Middle East Branch, CIDA (14)
 - 3.4 Tim Martin — Peacebuilding and Human Security Division, Foreign Affairs Canada (14)
 - 3.5 Michael Koros — Policy Branch, CIDA (15)
- 4. Key Points from Open Discussion** (17)
 - 4.1 Timing (17)
 - 4.2 Canada’s Response (17)
 - 4.3 Role of ODA (17)
 - 4.4 CIDA’s Operations (17)
 - 4.5 Local Involvement (18)
 - 4.6 Accountability (18)
 - 4.7 Donor Coordination (18)
- 5. Conclusion** (19)
 - 5.1 Synthesis — presented by Stephen Baranyi, North-South Institute (19)
 - 5.2 Way Forward — presented by David Lord, CPCC (21)
- List of Participants** (21)
- Background Documents** (22)
- Links** (24)
 - > Dialogue day online

I. Introduction

Surviving the Peace: Better Canadian Responses to Post-Conflict Transition Needs in Africa

Canadian NGO -
Government of Canada Dialogue
October 15th, 2004

International
Development
Research
Centre

Boardroom
14th Floor,
250 Albert Street
Ottawa,
Canada

The United Nations Development Group (UNDG) and the Executive Committee on Humanitarian Affairs (ECHA) Working Group on Transition Issues defines ‘transition’ as “the period in a crisis when external assistance is most crucial in supporting or underpinning still fragile ceasefires or peace processes by helping to create the conditions for political stability, security, justice and social equity”, or “peace building”, or “the consolidation of peace”. The World Bank Transition Working Group warns that fifty percent of post-conflict countries slip back into conflict within five years of peace settlements. There exists a serious gap in effective international humanitarian assistance strategies during the difficult period of transition. The ‘transition gap’ refers to the disjuncture that exists between emergency relief and development assistance when conditions have moved beyond emergency relief but are not yet conducive to traditional development programming.

Governments and the development community have been seized by this challenge as evident in recent activities on this issue. In Canada, a policy on failed, failing and fragile states is being developed; an International Policy Review (IPR) Process is underway and Canadian non-governmental organizations (NGOs) are preparing recommendations to bring to the Government.

On October 15th, 2004, Development Workshop, a Canadian NGO with experience in conflict situations, convened a dialogue of government officials and members of the NGO community on “Surviving the Peace: Better Canadian Responses to Post-Conflict Transition Needs in Africa”. The dialogue was made possible with the generous support of the Canadian Peacebuilding Co-ordination Committee (CPCC), International Development Research Centre (IDRC), Oxfam Canada and the United Church of Canada. This report is a summary of discussions and recommendations of the dialogue. Prior to the Dialogue two pre-meetings were held with NGOs and government officials to gather input for the structure and process for the dialogue.

A substantive issues paper was prepared as a backgrounder for the dialogue. The paper outlined the key issues to be explored in addressing the transition gap, articulated some of the tensions that exist around decision-making on involvement in peacebuilding and post-conflict transition, and briefly surveyed the work already done on the issue internationally and in Canada.

Objectives for the Dialogue Day

- To identify the key transition needs and challenges posed by countries in a post-conflict phase in Africa
- To explore options for amending current policy and program mandates and/or creating new policies and mandates for a more effective Canadian response to the post-conflict transition ‘gap’ in Africa
- To compile recommendations regarding approaches for Government and NGOs with a focus on strengthening co-ordination of Canada’s peacebuilding and humanitarian initiatives

Four case studies — Angola, Mozambique, the DRC (Democratic Republic of Congo) and Sudan — were presented during this Dialogue. The cases focus on African countries with a long history of conflict that has resulted in fragile state and non-state institutions and limited governance capability. These countries are also at different stages in the transition process and the Canadian International Development Agency (CIDA) has responded differently in each situation.

Information presented through the case studies illustrates the similarities and differences among the countries, lessons learned and generalizations that can be drawn to develop strategies to address the transition ‘gap.’

2. Case Studies

2.1 Sudan — presentation by Gary Kenny, United Church of Canada

The signing of the Naivasha Protocols in June, 2004, brought hope to the prospect of peace in Sudan. However, the collapse of the Protocols a month later, coupled with mass human displacement in western Sudan, demonstrated the complexity of peacebuilding in the country. A comprehensive settlement acknowledges that the war is not simply between north and south, but pivots on a center-periphery axis. Efforts will need to focus on these political dynamics to ensure a workable and durable peace. If carefully implemented, the Protocols could serve as a reference point for resolving the conflict in Darfur. There are, however, many groups who see peace as a threat to their interests and are working to delay the process and complicate the issues. Diplomatic pressure must, therefore, be escalated to produce a swift conclusion of the mediation process. The international community should use coordinated pressure to encourage parties to remain at the table until an agreement is reached. Lasting peace will require not just changing attitudes within Sudan, but shifting outside practices to better confront the enormous challenges that will complicate reconstruction efforts. Robust diplomatic engagement must be sustained, and not allowed to fade, following a final peace agreement. Canada, the UN and other members of the international community must seize the opportunity for peace at this current juncture.

Recommendations

1. The international community should create robust, effective mechanisms to monitor the accord and exercise the political will to act forcefully in the face of repeated violations.
2. Canada should take a leadership role in identifying and holding responsible individuals responsible for war crimes and gross violations of human rights.

3. Canada should establish benchmarks to guide its normalization of relations with Sudan, including ceasefire reports and engagement of human rights.
4. Canada should support international and NGO efforts to monitor implementation of the Naivasha Protocols and final peace agreement, as well as monitoring human rights in the field.
5. Programs educating Sudanese about the terms of the peace agreement should be supported.
6. Canada should consider taking more leadership coordinating the international multilateral donor response to post-conflict Sudan, or offer to provide resources to the UN to carry out this role.
7. Post-conflict reconstruction and capacity building initiatives should build trust and encourage democratization. Strengthening judicial systems, civil society associations and other institutions is essential.
8. Canada should act as a catalyst for promoting youth engagement and training programs, especially for former militia members.
9. Canada should support institutional research opportunities that enhance the prospect of a just peace based on democracy. Specifically, efforts should be focused on developing and researching areas concerning the structure of future government institutions, land title/usage laws, rights of residency, rights of return, as well as, minority rights.

2.2 DRC — presentation by Akouété Akakpo-Vidah, Rights and Democracy

A vast country, the Democratic Republic of the Congo (DRC) has been independent since 1960. While the exploitation and mining of its natural resources is at the heart of much of the conflict that has plagued the country, it is also central to its reconstruction. Negotiations for the Lusaka ceasefire accord began in 1999, but were hampered by continued fighting on the part of negotiating parties. After three years of negotiation, the DRC is in a process of transition. Democratic institutions made up of members of many different political parties are now in place, including a truth and reconciliation commission and an anti-corruption institution. Yet, economic and political interests heavily influence much of the transition. Security and stability are central to the peace and development process, and issues of de-mining and reintegration of armed forces must be addressed. Canada, through the UN, has invested considerable resources into the international conference in the Great Lakes Region last year. There is hope that the first phase of the process will lead to the signing of a cooperation agreement in the region, ensuring that involved parties will continue negotiations.

Recommendations

1. Canada should continue to put pressure on those involved in the peace process in the DRC to hold credible elections in 2005. This will resolve the issue of government legitimacy in the country.
2. Canada can aid efforts to build capacity, particularly in providing staff and training for democratic elections.
3. Canada should put pressure on surrounding countries to dismantle illegal mining activities and natural resource exploration.

4. Canada must continue putting pressure on the transitional structure so that commitments are met, especially with regards to fighting impunity of human rights violators.

2.3 Angola — presentation by Allan Cain, Development Workshop

Angola has failed to consolidate three consecutive peace processes resulting in significant property loss, damage to infrastructure, and nearly a third of the population displaced. Since the defeat of the UNITA rebels in 2002 and the subsequent peace accord, much has been done to mitigate a return to war but work has hardly begun in building the peace through reconstruction and attacking the legacy of poverty. The root causes of war, including unjust land appropriations, regional disparities and socio-economic exclusion of the poor, still remain key problems in today's post-conflict era.

The previous failed ceasefires illustrate the consequence of neglecting to implement an adequate transition strategy. The principal issues that must be addressed in order to ensure sustained and peaceful development in Angola are: the resettlement and reintegration of Internally Displaced Persons (IDPs), ex-combatants, and refugees; strengthening the capacity of democratic institutions to ensure the attainment of rights to personal security, physical integrity and full participation and protection; and, rebuilding social sectors to aid the nation's capacity for development and delivery of services. These require long-term initiatives; there are several obstacles that must be overcome.

Demobilisation and reintegration programs have been consistently under-funded. No serious attempt has been made to recover arms remaining in circulation. Disputes over access and rights to land are the most likely point of local level conflict, as returning IDPs and refugees seek settlement sites in both rural and urban areas. Further,

the failure to deal with the root causes of the conflict including economic and regional exclusion and the imbalance of investments is a serious concern. There is a risk that if international donors fail to support this community rehabilitation phase, the opportunity to consolidate peace will again be lost. Strong policy coherence and donor coordination are critical in post-conflict transitions such as Angola's.

Recommendations

1. It is important for Canada to maintain a strategic investment (even with limited resources) in Angola in order to consolidate gains achieved during the emergency and conflict phase.
2. Canada should support the transition coordination mechanism through the UN's Consolidated Appeal for Transition and the Transition Coordination Unit.
3. Continue humanitarian support for the resettlement of IDPs and demobilized ex-combatants in areas where Canada has demonstrated past competency, such as rural water supply.
4. Invest in strengthening Angolan civil society and their capacity to advocate for influencing Angolan Government policy issues.
5. Support Peacebuilding and civic-education programmes to reduce risks of conflict and consolidate leadership and local networks by working through Canadian NGOs and their partnerships with Angolan Churches and NGOs.
6. Support Angolan institutional strengthening of the justice system and the process of decentralization through taking opportunities for sharing Canadian experience in public administration reform and urban development.

7. Encourage research and policy analysis of post-conflict peace consolidation by engagement of IDRC and the involvement of Canadian universities.
8. Promote improved livelihoods, employment and an improved economic environment by encouraging private/public partnerships with the Canadian private sector in areas like micro-finance, information and communication technologies, distance education and local enterprise development.

2.4 Mozambique — presentation by Jaqueline Lambert-Madore and Kees Metselaar

After the presidential elections in 1999, Mozambique's ruling party, Frelimo, continued to control central levels government. This hold on power fosters a climate of patrimonialism, patronage and corruption, further exacerbating disparities between rich and poor, as well as worsening tensions between the south and other regions. There is need for significant governance strengthening and reform, especially with regards to decentralization and deconcentration. This would involve not just capacity building of government, related institutions, civil society and private sector, but also developing 'incentive structures' which can foster greater effectiveness within these organizations. Measures should be taken to aid democratic decentralization, through the devolution of powers to an elected local government in a gradual manner. Presently, decentralization of municipalities affects only 25% of the national electorate and the scope of devolved powers is limited. While there are plans to create municipalities nationwide, there are no moves to grant similar powers to provinces. Democratic decentralization, as a form of power sharing, has the potential to diminish tensions between the central level of government and the regions, if well implemented and far-reaching.

Recommendations

1. Canada could play a role in Mozambique through monitoring the functioning of autonomous municipalities, building capacities and developing appropriate incentive structures in order to increase the quality of local governance.
2. Organizations must fight the temptation to bypass government and government-related institutions at central and lower levels. Strategies that increase dialogue and trust between, donors, government and civil society must be a priority.
3. A participatory needs assessment should be conducted. Objectives should be set and temporary roles of international aid agencies should be outlined.
4. A 'sunset' provision should be incorporated into initiatives, phasing out the role of international agencies in a strategic manner.
5. The international donor and NGO community needs to make a real commitment to developing local capacity, even if that results in increasing competition for international NGO and expatriate experts.
6. Development agencies should increase decision-making in the field. Decentralization of operations from head-offices to country-offices would allow for better-informed decisions regarding funding and policy directions.
7. Development activities must be linked with larger peacebuilding and humanitarian activities.
8. Mediation and negotiation at local levels focused on de-mining and demobilization are central to establishing lasting peace.

3. Perspectives from Panel Discussants

3.1 Ian Smillie — co-author “The Charity of Nations: Humanitarian Action in a Calculating World”

By the beginning of the 1990s, conceptualizing relief and development as a linear process was abandoned, acknowledging that they occurred simultaneously. In order to lay the groundwork for peace, there is an obligation to do development work while in conflict. The struggle for synergy between relief and development is central to the transition gap challenge.

Three key concerns of the transition gap challenge must be addressed. First, timing relief and development has been difficult. Donors, each with their own timeframe, often get involved either too early or too late or, alternately, leave either too early or too late. Second, there is seldom enough funding to adequately address the transition process. Funds are often compartmentalized and not available for transition activities. Third, we need to understand the societies within which work is being done. Too soon we become experts without understanding the necessary historical context.

A large part of the problem is conceptual. A shift in thinking from standard relief and development issues to broader security concerns has occurred. There is a move from a position of state avoidance to viewing the state as a partner, realizing that disengagement is not an option. However, institutional changes have not kept pace with conceptual changes. New relations should involve less conditionalities and more partnership, with special focus on continued engagement with poor performing countries. However, not enough is being spent on human transition issues, especially in comparison with spending on peacekeeping.

Humanitarianism is not the main driver of donor activities; rather, humanitarian assistance is driven by both international and domestic politics, as well as the

media. This results in a donor humanitarian framework that is inconsistent and contradictory. While most humanitarian assistance is delivered through NGOs, there is a significant lack of trust and transparency on the part of agencies like CIDA. We have to stop pretending that incremental and marginal changes to the aid structure are enough. There is a serious lack of substantial commitment and imaginative solutions. Real change will not happen until it is understood that our security depends on the economic, political and social security of everyone.

Recommendations

1. A conceptual centre is needed for studying these issues; particular attention must be focused on the level of policy formation.
2. The multilateral core must be strengthened - bilateralism has become a form of unilateralism. A voluntary response to humanitarianism is ineffective, as most funding for emergency assistance is already earmarked. There needs to be a commitment to assessed funding for emergency assistance.
3. There needs to be greater accountability for funded initiatives. UN agencies must be held accountable in a way that addresses specific donors.
4. More funding is needed. There is not enough money to meet Millennium Development Goals, let alone to address transition issues.
5. There needs to be a new approach to public understanding of transition issues. Without such an understanding, it is difficult for politicians and policy-makers to increase funding for transition programs. This would require CIDA to allocate more funds for public engagement.

3.2 Gerd Schönwälder — Peacebuilding & Reconstruction Program, IDRC

While the four case studies examined illustrate the range of diversity in transition gap issues, what the transition gap actually is has not been articulated. The process of transition can be divided into three main stages. First, after the cessation of hostilities there is need for stabilization, establishment of rule of law, police and justice reform. The second phase is concerned with issues related to political reform, such as providing support for institutions, civil society, parliament, various political parties and elections. The third stage occurs simultaneously. It is concerned with economic and social development, regional disparities and poverty. This is often the point at which donors reduce commitment for the peace process or back out. It is important to look at the role of domestic, as well as international actors, in creating a sustainable peace. The context for development must be one, which fosters local ownership of regional actions, and the role of international trusteeship in fragile states.

Recommendations

1. Canada must ensure that security issues have a development focus.
2. The New Partnership for Africa's Development (NEPAD), and other regional initiatives, may prove to be useful vehicles for policy recommendations.
3. It is important that focus is kept on Africa. The argument must be made that the same conditions for Canadian intervention in Haiti and Afghanistan also apply to Africa.
4. IDRC needs to establish to what extent these problems are operational challenges and to what extent there is need for further research.

3.3 Genevieve Gasser — Africa & Middle East Branch, CIDA

All four case studies have three significant similarities. First, all countries are characterised by very large geographical areas, with little functioning infrastructure. While natural resources may be abundant, they exacerbate the problem of lack of governance. Second, all underline the need for better sharing of political power with their citizens. There is need for greater democratization and devolution of powers from the centres to the periphery. International politics is important in this regard as Canada's response to Sudan, for example, depends on how the Sudanese government acts towards the issue of sovereignty in the face of international pressure. Third, all countries are examples of the consequences of privatization of war. International donors will have to develop strategies for dealing with private militias.

Recommendations

1. Institutionally, CIDA needs to work at strengthening linkages between humanitarian and development initiatives.
2. CIDA should invest more efforts into the area of governance.
3. CIDA needs to improve policies of outreach and communication to the Canadian public. Communications must be quicker. This is not just an issue of more funding, but also an issue of creating a reflex within the development infrastructure for faster dissemination of information.
4. There is need to harmonize a strategy for dealing with 'poor' performing countries. CIDA must develop an approach to focus efforts on some countries without disengaging others, while still avoiding deploying in every fragile state.

3.4 Tim Martin — Peacebuilding & Human Security Division, Foreign Affairs Canada

Internal conflict dominates the nature of conflict in this century. Today's long-term global challenge is to deal with this form of conflict. While Canada has made a significant commitment to humanitarian assistance in Africa, there is need to compliment this approach with better integration. Costs to the international community of engaging in conflict situations are huge. It only makes sense to complement our commitment to peacebuilding with a commitment to addressing transition policy issues. As authoritarian states democratize, the risk of war increases - recognizing the complexity of the transition process is central to the policy debate.

While Canada has in place a package of policies and programs, they are insufficient — new architecture is needed. The emergence of new models will help donors operate more effectively. Canada is grappling with how to engage bilateral funds in post-conflict situations earlier and better. In situations where there is no intention to establish a bilateral program, Canada is trying to engage other donors. Canada will support and manage peace support missions and has international commitments under G8. However, Canada is questioning if support to the African Union (AU) is based on a good assessment of the AU's capacity. The challenge for donors is how to sustain international commitment to Africa.

While there is no room for complacency, it is important to acknowledge that progress is being made. The scale and quality of international response to conflict has improved, there are increased levels of democratization, and continuing international learning is having a positive effect. The focus of policy development should include policy coordination and program delivery mechanisms in all areas, improving international coordination and developing international norms.

Recommendations

1. There is need for the development of new policy and program mechanisms that integrate rule of law, human rights, as well as social and economic development.
2. Focus should be placed on better federal and international coordination.
3. There needs to be a continuation of diplomatic initiatives.
4. More efforts should be placed on developing a framework for dealing with armed groups/private militias.
5. More research should be conducted on how best to bring natural resources to the marketplace in a way that promotes peace and good governance. It is important that spoilers are denied access to such resources.

3.5 Michael Koros — Policy Branch, CIDA

Donor agencies like CIDA are constantly being challenged by our partners to meet the mark on development effectiveness. We operate under multiple constraints and there are inevitable and real tensions, and often contradictions between what we know and what we would like to do under better circumstances and what we actually can do. The substantive issues paper prepared by Development Workshop raises five of these tensions and I would like add three additional points: greater donor coordination on humanitarian issues; the question of Official Development Assistance (ODA) as the appropriate or sole policy instrument for addressing complex transitions; and, the influence of ‘softer’ or non-conventional security threats, such as HIV/AIDS and the growing number of poor and disenfranchised youth, on conflict and transition.

Reflecting on what has been called a quiet revolution of the effectiveness of development assistance, countries are taking ownership of their development and poverty reduction programs. Aid is being focused where there are good policies and commitments for increased coordination and harmonization among donors. CIDA will harmonize its strategy on poor performers or non-good performers within a strategy on “aid effectiveness in fragile states”. We need to find a way to make the best use of investments by supporting good development practices, where the chances of success are best, without turning our backs on some of the poorest and most vulnerable countries.

There is need for better integration between multilateral and bilateral programming at CIDA. My main mandate is to introduce a more rigorous analysis of conflict potential in countries where CIDA is engaged so that we can eventually tell a pervasive and grounded story about how development assistance, and other Canadian assistance, has mitigated conflict tendencies to help build peace. While much of this analysis has been conducted, it has not been well communicated to colleagues around this table from NGOs and other departments.

Almost universally, donor agencies recognize the value of working together to add value to each other’s investments, while at the same time reducing administrative and other burdens on developing and transition countries that are attempting to manage competing priorities and partners. It is not just coordination anymore; it is also about harmonization.

Questions

1. Are enough resources allocated to ODA to address the transition gap? How much more would be enough?
2. Is ODA the right policy instrument to address the gap in all cases? Should we be looking to new or improved multilateral mechanisms?

3. Are not many of the issues discussed in case studies military and defence issues best dealt with by police and armed forces
4. Should we continue to take an 'issues' approach and then mainstream when these gain global currency? Is it really appropriate for ODA to be called up on to address all these concerns: control of natural resources; trade in drugs, small arms, people; and, other non-conventional security threats? Where should the line be drawn?
5. How do the NGOs and others around the table here today view the question of closer collaboration? Are we willing to formulate a shared analysis of the root causes of conflict and instability in these countries alongside military and police officers?

4. Key Points from Open Discussion

4.1 Timing

- In countries plagued by settings of conflict, development activities are often happening too soon and insecurity is dooming them to failure.
- It takes time to build capacity in war-torn countries. Assistance is often not absorbed fast enough to provide results within donors' timeframes. Perhaps modest benchmarks are needed within a shorter time period.
- With increasing speed of communication and numerous players in development, CIDA often feels pressure to act quickly and implement quick fixes.

4.2 Canada's Response

- Canadians expect to see a 'Canadian response' to international crisis, regardless if addressed through ODA or armed forces.
- It is necessary to explain to Canadians why Africa should not be ignored. It must be understood that our security is dependent upon theirs.
- As Canada is a relatively small player with regard to humanitarian assistance and development, focus should be placed on sectors as opposed to countries. Operations should be conceptualized in terms of regions as opposed to nations. Ultimately, Canada's influence will come from the quality of what we do, not from where or what we do.
- A rapid response mechanism is needed in order to respond quickly to crises in an integrated yet flexible manner.

4.3 Role of ODA

- It is important for ODA to consider root causes of poverty and conflict. It is necessary for policy coherence and comprehensiveness.

- In order for Canada to deal with root causes of conflict more money should be allocated for transitional responses. More studies and needs assessments are needed before we understand what needs are present.
- Security sector reform should be part of ODA. This, however, should not be done at the expense of development. Development budgets must be increased accordingly.
- There is benefit in having an unallocated pool of money, like the UK, which would give Canada flexibility in addressing problems.
- ODA will have more influence on governments that are aid-dependent, as opposed to those with multiple sources of revenue. Investment often has more influence on governments than ODA ever will.

4.4 CIDA's Operations

- There is need for more openness in CIDA's policy work, the criteria for selecting countries for enhanced partnerships is unknown.
- It is difficult to evaluate the impact of Canada's peacebuilding activities if we do not have a good understanding of the conflict and the complexities of the situation. Greater evaluation is needed to attribute causality to Canadian projects.
- Outcomes mapping can be used as a tool for monitoring and assessing the impacts civil society movements are having in the transition period. We should not only look at results, but also at the changes these movements have had in fostering voices for peace. This will give us a better understanding of the relationship between civil society and government.
- The Canadian government will respond to civil society if domestic pressure is utilized effectively.

- A more formalized group could be organized between NGOs and CIDA. Transition issues could be dealt with in the context of official meetings. This would allow for greater commitment to address issues through a more open and collaborative process.

4.5 Local Involvement

- Countries must claim ownership for both past wars and future development.
- How is the desire for peace catalyzed from within the people and leaders of these countries?
- Civil society must be brought into negotiations. Too often activities are only government-to-government.
- ODA is heavily linked with foreign policy interests, which negatively affects opportunities for local ownership.
- Local civil society needs to be strengthened. Local NGOs often have limited capacity and are handicapped by corruption issues. Capacity building, however, often means different things for local NGOs and Canadian donors. For local NGOs, capacity must be strengthened through very concrete, simple measures, like having access to vehicles and photocopiers. Until local NGOs have the same capacity as international NGOs, their control and power over their own development will be limited.

4.6 Accountability

- Mutual respect for the citizens of each country is essential. Canada has been dialoguing with leaders of the DRC; they are the ones benefiting from the negotiations not the people.
- Natural resources are being exploited with no accountability to the people of these countries.

- There is a significant amount of arms trafficking in Africa; Canadian and American companies make many of these weapons. There needs to be better control and regulation of this type of activity.
- Canada can do a better job at making sure that Canadian companies uphold standards without exploiting institutional and administrative weaknesses.
- When engaged in commercial and trade development, focus should be directed towards capacity building to ensure that economic development is more inclusive and accountable.

4.7 Donor Coordination

- No clear link has been established between harmonization and aid effectiveness. We need a new paradigm for development; one that is a rights based approach. In order to be empowered, recipients need to have a greater voice in this process. Rather than empowering people, donor coordination empowers donors.
- It is important to determine who is coordinating and who is being coordinated: NGOs, donors, or the UN. During the transition period, donor interests are expanded beyond humanitarian interests to include economic and political concerns. This shift can result in reduced sharing or distribution of information or analysis among donors. Coordination during the transition should also include the government, bilateral and multilateral donors, as well as NGOs and civil society groups. It needs to be better conceptualized to include new components and dynamics.

5. Conclusion

5.1 Synthesis - presented by Stephen Baranyi, North-South Institute

Considerable progress has been made over the last decade with regard to policy and programming in post-war situations. Canada has been actively working to bridge the gap between humanitarian assistance and development. There have been innovations in inter- and intra-governmental coordination, as well as the creation of post-conflict units to specifically address short-term peacebuilding gaps. Innovative approaches and tools are helping to mainstream transition issues.

Yet the “gap” endures and may grow given the post 9/11 environment. There is an operational gap evident in various phases of work between immediate peace-signing and demobilization of combatants on one hand, and longer-term socioeconomic development and new governance regimes on the other. It is known as a “strategic gap”.

There is consensus that a transition gap exists, but there are diverse views on what is to be done. Governmental departments are attempting to develop better delivery mechanisms through a ‘whole of government’ approach in dealing with the peace and security gap in post-war peacebuilding, earlier responses and increased coordination on analysis, project and program design, and on learning. However, it has not been possible in all cases.

At the level of policy we recognize the need for longer-term initiatives. CIDA needs to engage its bilateral programs earlier, as well as to coordinate and learn from past experiences. It is important for involved parties to communicate their activities.

This will foster the development of better delivery mechanisms so that responses are integrated and funding is stabilized. There is also need to tap into the capacity

of others in order to support social and economic policy reforms. An overall increase in the budget, coupled with greater public and parliamentary support is obviously needed, but it is acknowledged that there are limitations to the depth and scope of any transition program, in light of present budget constraints.

The challenge is most acute for states that are not focus countries for Canada. In these cases, the trend is to hand over to others or to find Canada's comparative advantage. Fewer donors are becoming implicated in these same countries. This may result in some countries falling through the cracks, further contributing to the plight of forgotten or ignored conflicts. The key concern is how to maintain strategic engagement. New mechanisms may be needed such as an expanded Canada Fund for Africa via a larger consolidated peace and security fund and through greater strategic engagements with bilaterals, and, in some cases, more Partnership Branch funds for activities.

There is agreement among Dialogue participants that we need to find better ways to respond. CIDA's emerging policy on fragile states offers opportunities to find better ways to grapple with the existing tension between the aid effectiveness agenda and the need to address fragile states.

There is also agreement on having a continuing dialogue. Potential areas for dialogue, for working together include:

- NGO-Government collaboration to articulate learning from experiences through the documentation of successes and failures. Canada does not yet have a comprehensive approach to learning and dialogue. This may be done using a Canadian version of an Utstein study or, perhaps a joint study that aims at a collective reading across the community. (Note: The Utstein process is a peer review process of peacebuilding, undertaken by the UK, Netherlands,

Germany and Norway. Canada has recently joined the Utstein group. The Utstein synthesis paper recommends the establishment of two strategic frame-works: one, to assist in formulating peacebuilding intervention strategies in specific countries and regions; and another, to assist in formulating general peacebuilding strategy. The strategy of the donor should establish the basis for deciding whether to undertake an intervention and how the government sees its own peacebuilding capabilities.)

- Better communication of lessons learned — both good and bad.
- Discussion on the aid effectiveness agenda, the virtues of country concentration and donor coordination.
- How to strengthen national and sub-national actors and institutions, including civil society groups, and how we can support the emerging coalitions?
- Limits of the ODA instrument, how far can and should we stretch this envelope, and what has been the experience in using ODA for peacebuilding.

There is need to communicate across Canada - to rally the community and Parliamentary support for work in Africa in areas of conflict, and work in Africa more generally. There is need to address issues across the Board, as well as to address individual countries. Case studies and recommendations should be revisited, and country strategies reviewed. How can Canada respond better in Angola with or without a bilateral program? What lessons can be learned from our experience in Mozambique, a relatively successful example of bridging humanitarian and short-term assistance with longer-term development programming?

Through this dialogue we have said there is an appreciation of the opportunity, if not the need, to have more dialogue, a deeper dialogue, on post-conflict transitions, with joint learning and some explicit collaboration to achieve this. We will be remiss if we do not feed into the International Policy Review with our thinking and lessons learned. There is a short time frame for doing this. Let us be systematic, determined, and put the mechanism in place immediately.

5.2 Way Forward - presented by David Lord, CPCC

Central to addressing transition needs in Africa is improved collaboration and discussion amongst stakeholders. The International Policy Review Process provides an opportunity to give concrete direction to the government with regard to transition issues. There is, however, need for discussion about these issues with others affected, such as Canadian military and defence groups. To the extent that transition will be conceptualized within a particular intellectual framework, progress will be limited. There are strong linkages between processes and results.

The process of further discussion and dialogue, established as a vehicle for policy development, has been strongly supported by Foreign Affairs Canada (FAC) over the last few years. Both FAC and CIDA have worked together in a mechanism that has proven useful in the past and could be used to focus on transition issues in the future. The consultations on peacebuilding and human security operations scheduled in January 2005, have an overarching theme of transitions. There is room within that agenda to discuss these issues from the perspective of development practitioners.

While there are numerous benefits to collaboration, there are many difficulties as well. In the process of policy reform and program creation, certain political actors may not be open to new ideas and change. Relationships must be built and a certain level of distrust must be overcome.

In order to take this process one step further, concrete plans must be made on how to continue this dialogue. While there may be divergent opinions between, as well as within sectors, it would be useful in terms of policy review for all concerned to put our opinions on the table. We need to build and strengthen our alliances, for to enable political change we need to work more systematically.

List of Participants

NAME	ORGANIZATION
	CIDA
Gasser, Genevieve	Governance Team Leader and Senior Analyst, Policy and Strategic Planning, Africa & Middle East Branch
Koros, Michael	Policy Branch, Governance and Social Development, Democratic Institutions and Conflict
Piovesan, Carole	Policy Branch
Simard, Nicolas	Policy Analyst, Governance and Social Development, Democratic Institutions and Conflict, Policy Branch
Woodbridge, Anne	Mines Action Unit
	FOREIGN AFFAIRS CANADA
Elkateb, Suehila	Political Officer, Sudan
Fleming, Catherine	Human Security Division
Senay, Claudie	Policy Advisor on Humanitarian Affairs
Martin, Tim	Director of the Peacebuilding and Human Security Division

NAME	ORGANIZATION
	NGO
Afshar, Farokh	Professor, University of Guelph & Development Workshop
Akuété Akakpo-Vida	Rights and Democracy
Baranyi, Stephen	Principal Researcher, Conflict Prevention, North-South Institute
Bjornestad, Chris	CPCC - Youth
Gianne Broughton	Canadian Friend Service Committee, International Committee
Brown, Susan	Director of Peacebuilding Programs, Pearson Peacekeeping Centre
Cain, Allan	Director, Development Workshop (Angola)
Dale, Linda	Defense for Children International (DCI) - Canada
Desrosiers, Marie-Eve	Coordinator, Canadian Consortium on Human Security, UQAM
Dowswell, Marisa	Dialogue Day Secretariat, Development Workshop
Fortin, Isabelle	Canadian Human Rights Foundation - Africa Program
Gonzales, Maribel	Director, Development Workshop
Hannon, Paul	Executive Director, Mines Action Canada
Hurtubise, Nicole	Executive Director, Peacefund Canada
Kenny, Gary	Area Secretary for Southern Africa/Secretary for Emergency Response Justice, Global and Ecumenical Relations Unit, United Church of Canada
Lambert-Madore, Jacqueline	Consultant
L'Ecuyer, Francois	Alternatives
Librock, Richard	Executive Director, COCAMO
Lord, David	Co-ordinator, CPCC
Madore, Yvon	Consultant, UNDG/RCS (United Nations Resident Coordinator System)
Maxwell, Charlotte	Primates World Relief Fund, Development Coordinator East Africa
Metselaar, Kees	Consultant
Miller, Anna	Parliamentary Centre
Nadori, Christine	Government Relations, Medicin Sans Frontieres Canada
Ohlsen, Gerald	Consultant to CPCC
Ramkay, Rena	Canadian International Institute for Applied Negotiation-CIIAN
Sadozai, Qurat-ul-Ain	OXFAM Canada - Southern Africa Program
Schonwalder, Gerd	IDRC - Peacebuilding and Reconstruction Program
Simpson, Erin	CCIC - Program Officer (Peace and Conflict)
Smillie, Ian	Consultant
Tidlund, Mary	CEO, Mary A. Tidlund Charitable Foundation
Teichgraber, Carmen	Dialogue Day Secretariat, Development Workshop
van Mossel, John	Development Workshop
Vandergrift, Kathy	World Vision/SIARG (Sudan Inter Agency Reference Group)
Vukojevic, Mia	OXFAM Canada - Humanitarian Assistance Program

Background Documents

What to do when the fighting stops... Humanitarian Assistance in Post-Conflict Transition: The Case for a New CIDA Strategy. <i>Development Workshop, January 2004</i>	> Discusses the gap that exists in international humanitarian assistance strategies dealing with countries in transition situations and recommends that a new CIDA strategy geared to post-war transitions should be developed.
Report of the United Nations Development Group (UNDG)/Executive Committee on Humanitarian Assistance (ECHA) Working Group on Transition Issues. <i>UNDG/ECHA, February 2004</i>	> Response to requests for the UN system to address the funding gap between relief and development. Case studies of countries where UN Teams are working in transition situations, a working definition of 'transition', an outline of key conceptual issues and key recommendations are discussed.
Towards a Strategic Framework for Peacebuilding: Getting Their Act Together: Overview Report of the Joint Unstein Study of Peacebuilding. <i>Dan Smith, April 2004</i>	> Results of a joint study undertaken by four development cooperation ministries in Europe regarding their peacebuilding experiences outlining major strategic deficits in their peacebuilding efforts.
Statement by Louise Marchand: Strengthening the coordination of emergency humanitarian assistance of the United Nations, with particular attention to humanitarian financing and effectiveness of humanitarian assistance and the transition from relief to development. <i>Geneva, July 11, 2003</i>	
Contributing to Peace: Strengthening a Whole-of-Government Approach to Conflict and Peacebuilding. <i>CCIC, June 2004</i>	> Outlines recommendations and solutions tailored to the Canadian context concerning the need for the international community to develop appropriate responses to conflict in low-income countries.
Peace, Order and Good Government: A Foreign Policy Agenda for Canada, <i>Michael Ignatieff, March, 2004</i>	> OD Skelton Lecture: Ignatieff, in the context of the foreign policy review, discusses the values and interests that should drive Canadian foreign policy and argues that 'peace, order and good government' should form the framework for foreign policy activity.
Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations, <i>UNDP, WB, UNDG, August 2004</i>	> Discussion of the context in which post-conflict needs assessment takes place and a typology of post-conflict settings that influence the approach to needs assessment that is used.