

**Foreign Affairs Canada
Policy Position Paper
Topic: Failed and Fragile States**

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Name of Course: Global Governance INLR 3101
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Developing Hallmarks: Recognition and Effectiveness

This position paper represents a consensus of five separate policy papers, which covered Afghanistan, Haiti, Sudan, Canada's current foreign policy and best practices for Canada. In the following we set out areas of consensus and disagreement for actions that Canada should endorse and our specific policy program of "development through disarmament". Please see discussion forum for individual group policy papers.

Issues Arising from Class Discussion

- To be effective, Canada must be prudent in deciding when and how to assist a failed or fragile state given our finite resources.
- To distinguish ourselves within the international community Canada must develop a focus for its assistance.

Areas of Class Consensus

- *Multilateral*: Any initial intervention in a failed or fragile state must be multilateral, whether it is through regional or international bodies.
- *Stability*: With regards to immediate stability, Canada's role should be aligned with the larger regional/international community. In terms of sustained stability and development Canada can play a more prominent role.
- *End-state not end-date*: Until an acceptable level of stability has been achieved, Canada must remain committed to providing assistance. Canada needs to enter with clear goals in mind, and be prepared to remain involved until those goals have been attained. The introduction of elections is insufficient as an exit strategy.
- *Cooperation and Communication*: Better coordination among disconnected Canadian development actors (i.e. CIDA, Foreign Affairs Canada, and Department of National Defense) is required for effectiveness and consistency.
- *Focus*: We see Canada as having the most potential within the area of development. Canada should evolve from peacekeeping to peacebuilding as one of our hallmarks.

Areas of Class Disagreement

- *Hard versus Soft Capital*: Hard capital is the focus of the majority of aid from the international community; it is a short-term investment with potential long-term benefits. Soft capital is a more long-term investment that is often overlooked, because of the associated financial commitment and lack of public appeal. We recognize the importance of both; the issue is choosing the most feasible focus.
- *Democracy*: Support of an undemocratic government has negative long-term effects; however, representative democracy will not be effective if there is no human security.

Response to E-Discussion Question

Response Criteria: Canada should not assist a failed or fragile state if we are unable to accomplish our specific goals. Canada should instead assist a state when our core capabilities complement the state's specific needs; in particular, we see Canada being most effective as a leader within the development sphere.

Policy Recommendations

Canada should adopt a "development through disarmament" approach towards failed and fragile states. Development and disarmament are mutually reinforcing processes that can enhance long-term human security and stability. By refocusing our military assets towards long-term development goals, strengthening CIDA and using our international connections to exert influence, Canada can make a meaningful impact in these states.

- **Landmines:** We feel that Canada should continue and strengthen its role in humanitarian landmine removal using the increased funding for the Canadian Forces.
 - *Defense and Development:* Canada should increase funding for the Centre for Mine Action Technologies (CCMAT) and expand the mandate of the Canadian Forces to include humanitarian de-mining.
 - *Diplomacy:* Canada should continue to act and encourage other states to comply with the existing landmine treaties.

- **Disarmament for Development programs:** Canada can encourage long-term stability and development through the establishment of disarmament-for-development programs.
 - *Defense and Development:* There is a need to focus on communities and groups in addition to individuals. Provision of benefits to combatants, armed groups and their communities in exchange for arms is necessary for the effectiveness of such a program. Benefits may include: jobs, agricultural education, funding for infrastructure, and micro-finance loans.
 - *Diplomacy:* Given our success with landmine treaties Canada should also focus on promoting small arms treaties.

- **Education for Peace programs:** This is a new focus of disarmament; assistance to failed and fragile states must include education for peace and democracy.
 - *Development:* Using the existing resources in the state, along with assistance from Canadian Government, NGOs, epistemic and local communities, we hope to foster education systems that will promote peace and democracy. Initially, Canada should focus on promoting primary education and literacy through basic education initiatives.
 - *Diplomacy:* Canada should reinforce its commitment to the Millenium Development Goal of Universal Primary Education and Literacy, and encourage other states to participate. We can create more awareness by supporting area studies programs in our universities as a means to increase our knowledge of failed and fragile states.