



# PEACE

Through its diplomatic activities, deployments and international assistance, Canada supports greater peace in its work on conflict prevention, stabilization and, peacebuilding, in addition to its broader and complementary security efforts to prevent and address violent extremism, reduce the threat and proliferation of weapons, counter and build resilience to organized crime and promote the exercise of democracy and human rights. A great many of these activities can be conducted in tandem with humanitarian and development initiatives.

## DID YOU KNOW?

- In 2019-2020, 55% of Canada's international assistance went to fragile or conflict-affected states (FCAS).
- Only 9% Canada's Official Development Assistance (ODA) in FCAS went to peace and security.
- The [OECD](#) estimates that by 2030, 80% of people living in extreme poverty will be in FCAS.

**Peacebuilding** refers to actions that focus on preventing the outbreak, escalation, continuation and recurrence of violent conflict, addressing the root causes and drivers of conflict, and promoting the attitudes, institutions and structures that create and sustain peaceful societies. They are a comprehensive range of actions over the immediate, medium, and long-term that contribute to preventing conflict and building, making and sustaining peace.<sup>1</sup> **Conflict prevention** focuses on lessening the prospects of violence by supporting efforts to resolve tensions and deterring the emergence or re-emergence of violence. **Stabilization** efforts engage more directly with a conflict to de-escalate tensions and create space for conflict resolution. These engagements are transitional and have political objectives to address urgent situations, where the risks of violent conflict are most acute.



Ashlin Kelly - Inter Pares - Corporacion 8 de Marzo, a grassroots LBT organization supported by this project (through Fondo Lunaria)

<sup>1</sup> Inter-Agency Standing Committee Issue Paper « [Exploring Peace within the Humanitarian-Development-Peace Nexus](#) » October 2020. Some examples straddle this distinction.

## MORE THAN JUST PEACEKEEPING AND PEACE AGREEMENTS...



Inclusion in all of these efforts or 'inclusive peace' matters because in order for peace to be sustainable, our efforts need to be informed by diverse voices and perspectives across gender, sexual identity, ethnic, religious and political divides.



Negative peace refers to the absence of violence (which could potentially be maintained through authoritarian governance and/or repression and state use of violence), while positive peace implies removing the internal and structural reasons and conditions that lead to violence and conflict.

Another distinction that is helpful in understanding **what actions can contribute to greater peace** is that of:

### LITTLE "P" PEACE ACTIONS

**Actions that build trust between communities and the state and between communities and individuals, such as:**



- Peacebuilding
- Community-based mediation and dialogue facilitation
- Reconciliation
- Promoting and supporting more inclusive and equitable social, political and economic outcomes
- Building social cohesion
- Strengthening trust between the state and the population (social contract)
- Rule of law and legitimacy, including protection and promotion of human rights
- Elections support
- Demobilization, disarmament and reintegration (DDR)
- Community Violence Reduction (CVR)

### BIG "P" PEACE ACTIONS

**More, higher-profile and visible actions that support and sustain political solutions and securitised responses to violent conflict, such as:**



- High-level mediation
- Peace agreements and ceasefires
- Peacekeeping and peace support operations
- Foreign military training (Security Sector Reform/ Governance)
- Counterterrorism
- Counterinsurgency<sup>2</sup>
- Policing and other enforcement activities (Security Sector Reform/Governance)

<sup>2</sup> GAC responses include security programmes such as the Weapons Threat Reduction Program, the Counter-Terrorism & Anti-Crime Capacity Building Programs, the Defence Relations Division and the Office of Human Rights, Freedoms and Inclusion which all report to USS and MINA via the ADM of International Security



## GUIDING PRINCIPLES

### Conflict Sensitivity

To sustain peace, conflict prevention and peacebuilding activities should be designed and implemented in a conflict-sensitive manner, led by the perspectives of affected populations and guided by intersectional analysis. Being conflict sensitive means taking care to avoid harm, but it also means proactively seizing opportunities to maximize the peacebuilding impacts of any given intervention. Being conflict sensitive demands an understanding of the context and the impact our engagement will have on that context including its political dimensions. While conflict sensitivity is readily associated with peacebuilding activities, all **international engagements in fragile or conflict-affected contexts need to be conflict sensitive** and informed by the political context.

## POLICY FRAMEWORKS

- [UN Peacebuilding and Sustaining Peace agenda \(General Assembly and UNSC resolutions\) \(2016, 2018, 2020\)](#)
- [World Bank Group's Strategy for Fragility, Conflict, and Violence 2020–2025 \(2020\)](#)
- [UN-World Bank joint report Pathways for Peace: Inclusive Approaches for Preventing Violent Conflict \(2018\)](#)
- [OECD DAC Recommendation on the Humanitarian-Development-Peace Nexus \(2019\)](#)
- [UN Action for Peacekeeping Agenda \(2018\)](#)
- [Agenda 2030 for Sustainable Development \(2016\)](#)
- [The New Deal for Engagement in Fragile States \(2011\)](#)
- [United Nations Security Council resolutions on Women, Peace and Security \[2000\]](#)
- [Principles for Good International Engagement in Fragile States and Situations \[2017\]](#)
- [African Union's Agenda 2063: The Africa We Want](#)
- [African Union's Silencing the Guns By 2020](#)
- [Feminist Foreign Policy and Feminist International Assistance Policy \(Action Area 6\) \[2019\]](#)
- [Canada's National Action Plan on Women, Peace and Security \(CNAP\) \[2017\]](#)
- [Peace and Stabilization Operations Strategy](#)
- IRZ Tip Sheet – [Integrating Conflict Sensitivity in International Assistance](#)



## FEMINIST APPROACHES

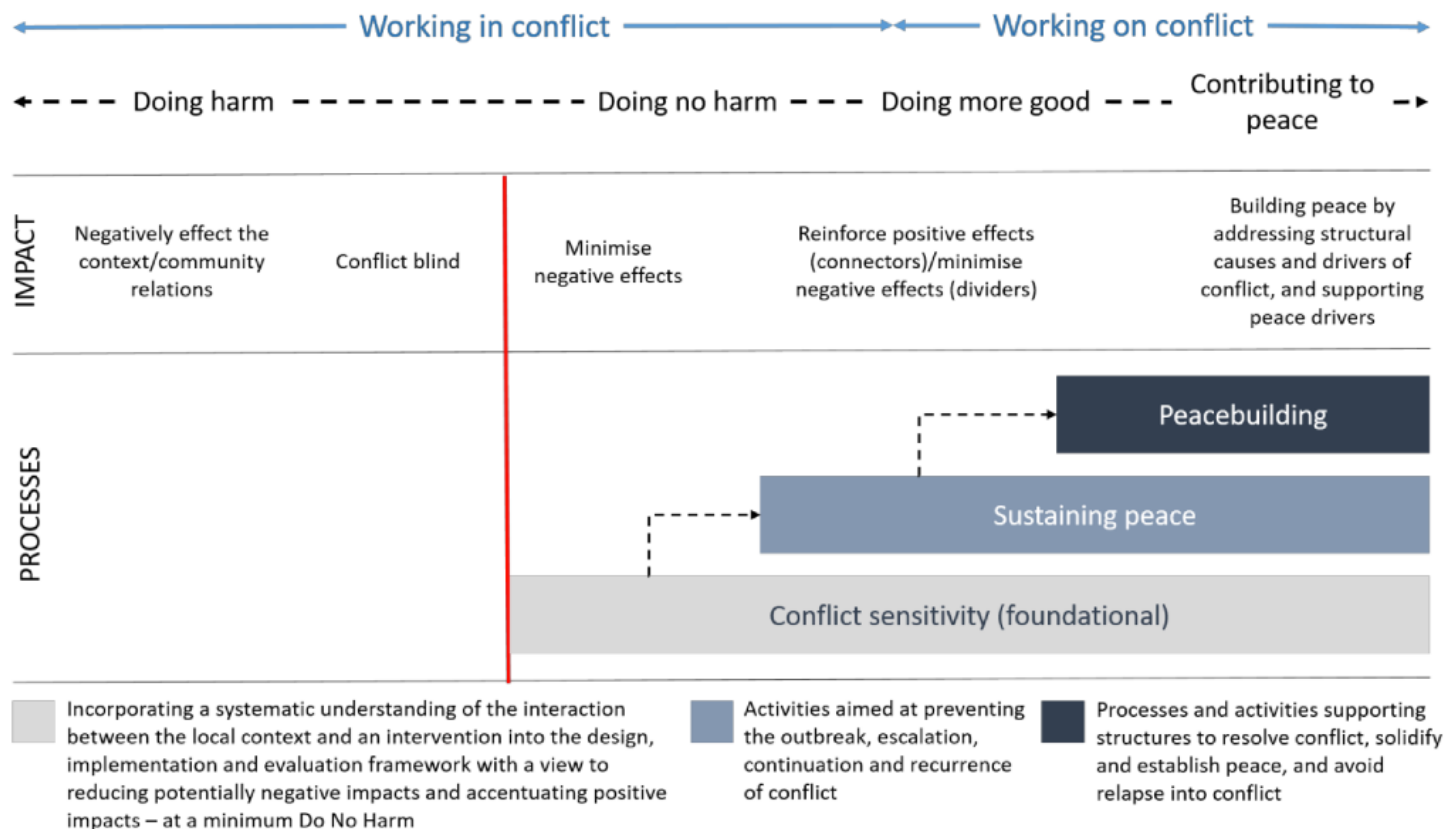
Canada's Feminist International Assistance Policy, **Action Area 6 on Peace and Security** recognizes that economic growth and poverty alleviation are necessary but insufficient to build peace, political inclusion and access to opportunity, particularly among marginalized and vulnerable groups. The sources of violent conflict and insecurity must be addressed directly.

Canada's work in conflict prevention and peacebuilding promotes the role of women in conflict prevention, resolution and peacebuilding, including through advocating for the early and meaningful participation of women in peace processes, and providing financial support to local women's organizations. This also includes working with implementing partners and local communities to promote and protect women's and girl's human rights, gender equality and the empowerment of women and girls in FCAS. Engaging men and boys is also critical to sustaining whole of community engagement and a durable peace.

## PIVOT TO PREVENTION

Conflict prevention and peacebuilding efforts should focus not only on countries experiencing violent conflict, but also on fragile states at risk of conflict.. This is in keeping with a seminal UN and World Bank report, which emphasizes the need for greater, sustained, coherent, coordinated, and evidence-based approaches to conflict prevention, instead of focusing on responding to crises and escalations of violent conflict. It calls upon the international community to shift to a more deliberate focus on preventing violent conflict in all our work.

**Figure 1: The Peace Spectrum**



# AT GLOBAL AFFAIRS CANADA

Peace and Stabilization Operations (PSOPs) is the Government of Canada's platform for providing advice and catalyzing action on conflict prevention, stabilization and peacebuilding. Its operating paradigm reflects an understanding that peace and stabilization tools do not operate in a vacuum: they share space with diplomacy, political advocacy, humanitarian, development, military and even trade efforts. While challenging in a context of diverse planning processes, deliberately orienting the full range of interventions to advance peace, and maintaining dynamic coherence between programming streams, is optimal for operating effectively with FCAS.

## MANAGEMENT AT THE DEPARTMENT

The Peace and Stabilization Operations Program is managed by IRD, with almost 90 staff at headquarters.

- **IRZ** Conflict Prevention, Stabilization, and Peacebuilding
- **IRP** Peace Operations Policy and Deployments
- **IRC** Strategic Planning and Coordination
- **IRG** Programming

## COMPARATIVE ADVANTAGE

PSOPs is designed to be **agile, responsive and risk tolerant**. With its team of conflict and peace advisors, it helps make Canadian interventions conflict sensitive and peace positive<sup>3</sup>.

PSOPs programming engages a wide range of interlocutors including

- Community leaders
- National authorities
- Security actors
- International/regional experts

The **majority of PSOP programming is official development assistance** (mediation, social cohesion, stabilization and peacebuilding); however; **PSOPs can support non-ODA activities**, for example, capacity building of foreign militaries.

PSOPs has experience supporting programming and other initiatives in highly volatile and conflict-affected contexts, as well as driving new and innovative initiatives that seek positive change in fragile and conflict affected contexts. PSOPs works with highly specialized organizations and local partners with strong risk mitigation and conflict experience.

PSOPs continues to develop tools in response to partner needs and operating contexts, including flexible partner agreements that enable adaptive management responses and rapid response mechanisms.. PSOPs also advises other programs, outside its priority countries, on how to ensure their strategic planning and programming are conflict sensitive and address underlying conflict drivers.

<sup>3</sup> This refers to actions that deliberately target peace outcomes and they can be small p or big P.



## ANALYTICAL TOOLS

In 2019, Canada introduced new tools to strengthen coherence and conflict sensitivity in Fragile and Conflict-Affected States (FCAS), including the **Canadian Integrated Conflict Analysis Process (CICAP) and the Integrated Peace and Security Plan (IPSP)**.

The CICAP is a participatory conflict analysis process led by PSOPs to develop a common understanding of the conflict drivers and opportunities for peace within a specific country. Once the conflict analysis has been developed, its findings are used to develop an IPSP outlining Canada's overall peace and security objective and lines of effort and entry points to guide Canadian engagement. The main lines of efforts are based on a range of tools and resources, including diplomatic engagement, international assistance and deployments.

## PROJECT DECISION-MAKING

- Notional country allocations are part of **PSOPs three-year strategy** but **can be adjusted based on needs on the ground**.
- Programming decisions are made according to the delegation of authorities under the Minister of Foreign Affairs.
- Most projects are approved at the DG/ADM level (below \$5M).
- PSOPs is centrally managed with decisions informed by project team consultations (geographic bureaus, thematic experts, OGDs and missions) relevant contextual data/information, risk, gender, financial and environmental considerations and aligned with peace and security objectives.

## FUNDING AND BUSINESS PROCESS

- PSOPs is responsible for approximately \$117 million/year in core grants and contributions (plus additional funding such as the Middle East or Rohingya Strategies) working with multilateral, international and national/local organizations.
- Projects are designed to work in the immediate to medium term and range from **a few months to three years**.
- PSOPs can receive unsolicited project concept notes for priority countries any time during the FY. As part of a new program, scoping or rapid response, it may use calls for concepts or department-initiated projects.

### DID YOU KNOW?

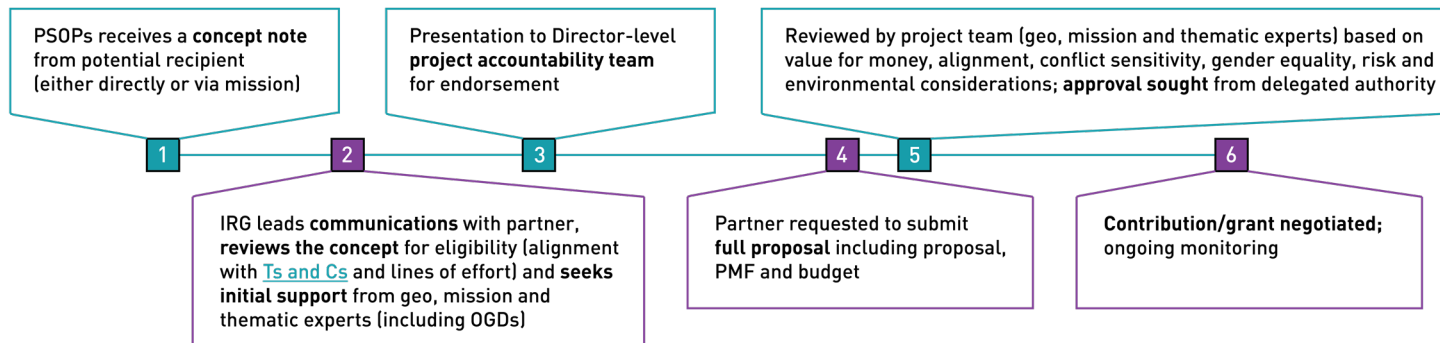
PSOPs co-manages the Canadian Police Arrangement (CPA) with the RCMP and Public Safety Canada, and the Civilian Deployments Platform (CDP) which deploys Government of Canada (GOC) civilian experts to conflict-affected and fragile states as well as to a range of international organizations active in FCAS with a total budget of \$14.97M/year. Examples of recent deployments:

- CPA: supporting multilateral investigations (e.g. Ethiopian airlines flight ET302, Rohingya genocide case, International Court of Justice)
- CDP: providing multilateral partners with experts in transitional justice, the human rights dimension of peace accords, and security sector reform





## Typical Project Path



NOTE: In response to an emerging or sudden on-set crisis or time sensitive initiative, PSOPs may use a simplified business process.






## CRITERIA FOR ENGAGEMENT

PSOPs concentrates **most** of its engagements (policy, projects, deployments) in select priority countries identified by PSOPs, as well as multilateral action, through collaboration with geographic branches and missions. The criteria for selection include:









1. Objective Need – the degree of fragility and / or conflict
2. Canadian Interests
3. Canadian Capacity
4. Likelihood of Impact

PSOPs' priority countries for 2019-2022 are:

### Comprehensive

-  Colombia
-  Iraq
-  Mali
-  South Sudan
-  Ukraine

### Focus

-  Afghanistan
-  Burkina Faso
-  Haiti
-  Lebanon
-  Myanmar
-  Syria
-  West Bank & Gaza
-  Yemen

### Prevention

-  Cameroon
-  Sri Lanka

GAC must remain responsive to changes in FCAS, looking for opportunities to be positive peace and to respond to emerging threats before they become violent conflicts. **To be effective, conflict prevention and peacebuilding activities should be linked to a longer term inclusive and sustainable peace plan** which has strong national and local ownership in the host fragile or conflict-affected situation. Ideally, **catalytic programming from PSOPs is matched by longer term peace positive development programing and diplomatic engagements.**



## WAYS OTHER PILLARS CAN CONTRIBUTE TO PEACE

The work of preventing conflict and building peace requires a sustained and coordinated effort across all lines of effort.

Both humanitarian and development assistance can contribute to greater peace by understanding dividers and connectors in conflict contexts and designing assistance in ways that do not heighten the dividers and try to build on connectors (i.e. being conflict sensitive).

## IDEAL TIMES TO COORDINATE

PSOPs engages across the Government of Canada to support the integration and alignment of diplomatic capabilities, programming, and all other resources to promote and support durable, inclusive peace.

Strategic planning	<p>PSOPs is guided by a three-year strategy (current 2019-2022). During cyclical updates, sister security programs, geo bureaus and missions (multilateral and geographic) input on country selection, notional allocations and thematic priorities.</p> <p><b>PSOPs maintains an “Opportunities Window” which is explicitly designed to fund catalytic projects outside of priority countries to seize opportunities to build and strengthen peace. Ideas for the Opportunities Window derive from Missions and or geographic desks.</b></p>
CICAPs, IPSPs and other analytical tools	<p>Conflict analyses and integrated peace and security planning offer opportunities to foster greater coherence and coordination amongst all Canadian programs engaged in a given context. Scenario planning, political economy analyses and other rapid assessments can be undertaken, in close cooperation with country teams, when the need arises and resources permit.</p>
New Projects	<p>As part of its business process, PSOPs builds a project team for each project including thematic, geographic and mission points of contact.</p>
Rapid Response	<p>PSOPs can respond anytime during the year to emerging or sudden onset crises, where Canada has national interests and opportunities to engage.</p> <p>This could include:</p> <ul style="list-style-type: none"><li>▪ Rapid assessment teams to analyses a given context and identify potential areas of engagement;</li><li>▪ Support to pivot existing Canadian programming; or</li><li>▪ New PSOPs programming/deployments to respond to an immediate need.</li></ul>
Multilateral engagement by Canada	<p>PSOPs seeks departmental views when forming national positions at multilateral peace and security tables, for example, the UN Security Council, UN Peacebuilding Commission, World Bank, International Dialogue on Peacebuilding and Statebuilding, OECD Development Assistance Committee Network on Conflict and Fragility.</p>

