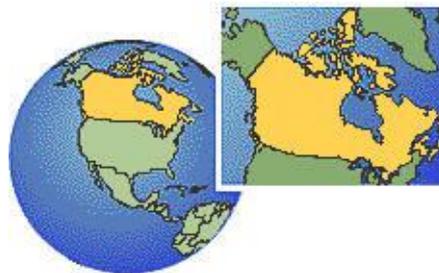


II-B. Profile of Canada

Version 1 – 14 June 2006

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1. Canada's Approach to Environmental Security Policy

Canada's International Policy Statement

In April 2005, the Government of Canada released "Canada's International Policy Statement: A Role of Pride and Influence in the World (IPS)". The IPS is Canada's first comprehensive framework to guide Canada's role in the world in the coming years. While it does not refer to environmental security *per se* as a specific goal, there are several important components of the IPS that reflect Canada's recognition of a broader concept of security. For example, the IPS specifically highlights the increased complexity and inter-linkages between domestic and international dimensions of security, development, economic growth, and the environment and asserts the need for comprehensive responses.¹

Second, Canada's Defence Policy Statement (a component of the IPS) acknowledges that the fluid nature of the international security environment makes it difficult to predict the precise threats that will confront the world in even five years' time. Therefore, Canada has decided to place a significant focus on failed and failing states, especially regarding the increase in environmental pressures, scarcity of resources, and disease pandemic, along with the specific threats that these phenomena present to regional and global security.²

Third, in responding to the increasingly complex security environment, Canada has funded over 8 billion CAD to address key security priorities.

Fourth, Canada has developed a long-term strategic framework to respond to new and emerging security threats. "Securing an Open Society: Canada's National Security Policy" is the first-ever policy of its kind in Canada, adopting an integrated approach to security issues across all spheres of government. It employs a model that can adapt to changing circumstances. The system begins with a comprehensive threat assessment, the information from which is used to develop integrated capabilities to prevent or mitigate the effects of the threat. In addition, effective evaluation and review are regularly conducted to ensure that alert and warning systems are structured to respond effectively to new and emerging threats.³

¹ "Canada, A Role of Pride and Influence in the World". 16 Jun 2005. Foreign Affairs Canada. 10 Jan 2006. <http://www.dfait-maeci.gc.ca>

² "The International Security Environment at the Beginning of the 21st Century". 12 May 2005. National Defence Canada. 10 Jan 2006. www.forces.gc.ca

³ "Securing an Open Society: Canada's National Security Policy". 30 Apr 2004. Government of Canada. 10 Jan 2006. <http://www.pco-bcp.gc.ca>

2. Canada's Overarching Environmental Security Priorities

The New Global Threats

In Canada's International Policy Statement (IPS), former Prime Minister Paul Martin highlights the new cluster of threats, which have influenced the new direction of Canada's security policy. First, reference is made to the new and emerging challenges that have been generated by the process of globalisation and the impact that environmental degradation has had in prompting natural disasters.

Second, the IPS notes that the increasingly weakened legitimacy and effectiveness of international institutions has prompted Canada to collaborate with other governments to promote a new and more robust form of multilateralism, one that takes place within a new global distribution of power.

Third, the growing influence of emerging powers such as China, India and Brazil has significant implications for Canada. On the one hand, with the national economy lagging behind Brazil, Korea and India, and Canadian ODA representing 3% of the global total, Canada can no longer be considered a "middle power". However, the growing demand of the emerging powers for Canadian commodities and energy resources has the potential to give Canada increased economic and strategic leverage in light of its vast natural resource base.⁴

A related point is made by the Canadian Council for International Cooperation in their 2003 briefing paper entitled "Directions for Canadian Foreign Policy in the Post Chrétien Era", namely that the dramatic shifts in US security priorities and multilateralism are now considered to be a core challenge facing Canadian foreign policy, within which the US perceives Canada as "soft" on security interests. This has placed considerable pressure on the Canada-US partnership.⁵

Canada's Geo-political Concerns

Canada's engagement with other key regions has had an obvious impact in the development of its foreign and security policy. A number of examples are highlighted below.

First, despite very different approaches to the global security threat, Canada's defence relationship with the US continues to be a high priority, especially in terms of sharing the defence burden for North America.

Second, Canada's has a unique Arctic environment, which is steadily becoming threatened by the impacts of climate change. As such, the focus in the Canadian Arctic will continue to focus on non-traditional threats. Canada's recent appointment of an Ambassador for Circumpolar Affairs will increase the focus on such threats and the importance of sustainable development in that region.

Third, the Canadian Government continues to contribute to supporting the transition to democracy in Central and Eastern Europe with a particular emphasis on helping to build democratic institutions, an independent media, and respect for human rights, good governance, free markets and environmentally sound practices.

⁴ "Canada, A Role of Pride and Influence in the World". op. cit.

⁵ Tomlinson, Brian. "Directions for Canadian Policy in the Post Chretien Era: A CCIC Briefing Paper". Sep 2003. Canadian Council for International Co-operation. 10 Jan 2006. <http://www.ccic.ca>

Fourth, Canada's security interests in the Asia-Pacific region have been prompted by continuing border disputes, human rights abuses, increase in weapons acquisition, ecological degradation, population growth and narcotics trafficking.

Fifth, Canadian policy in Africa will focus on working with partner countries on conflict prevention, and on addressing those factors such as environmental degradation, population growth, and poverty that continue to undermine security on that continent.⁶

3. How Canada Mainstreams Environmental Factors into Foreign and Security Policy

Enhancing the Relationship between Human Security and Sustainable Development

In the Government's *Foreign Affairs Agenda 2003*, one of the six goals calls for clarification of the understanding of "the interaction among the social, economic, and environment pillars of sustainable development, and of how human security and human rights relate to sustainable development".⁷ Activities under this goal have included: coordinating the campaign for landmines; promoting peacekeeping and civilian protection in the UN Security Council; and sponsoring peace-building initiatives in the UN and in regional security organisations.

A Sustainable Development Orientation for Foreign Policy

In the policy document entitled "The Protection of Our Security, Within a Stable Global Framework", Canadian foreign policy goals are described as including not only the promotion of democracy and good governance, human rights, and the rule of law, but specifically prosperity through sustainable development. The Canadian government also maintains that this broader orientation for foreign policy is best achieved through "approaches that broaden the response to security issues beyond military options and focus on promoting international cooperation, building stability, and preventing conflict. The government will advance this objective through a more integrated approach, marshalling all of our foreign policy instruments".⁸

Shift towards Conflict Prevention

In a December 2004 position paper entitled "Canadian Action Agenda on Conflict Prevention", the Canadian Peace-building Coordinating Committee (CCPI) called for the Canadian Government to shift the orientation of Canadian foreign policy towards conflict prevention and to develop a comprehensive programme to promote this agenda through bilateral and multilateral engagements.⁹

The CCPI stressed that in light of the potential to mitigate or indeed exacerbate violent conflict through international aid programming; Canada should integrate conflict assessment procedures into its aid policy and programme development and implementation efforts. As well, the CCPI highlighted the importance of involving civilians in conflict management mechanisms, including the creation of a Civilian Peace Service,

⁶ "The Protection of Our Global Security within a Stable Global Framework". 17 Feb 2003. Foreign Affairs Canada. 10 Jan 2006. http://www.dfait-maeci.gc.ca/foreign_poicy/cnd-world/chap4-en.asp

⁷ "Goal 4". 27 Jul 2002. Foreign Affairs Canada. 10 Jan 2006. <http://www.dfait-maeci.gc.ca/sustain/atenda2003/goal4.en.asp>

⁸ "The Protection of Our Global Security within a Stable Global Framework". op. cit.

⁹ Canadian Conflict Prevention Council. "Canadian Action Agenda on Conflict Prevention". Dec 2004.

and drawing on the experience of European countries, such as the UK's Civilian Peace Service that supports the peace efforts of local communities and assists them with such activities as: reintegration of refugees and ex-combatants; dispute resolution; opening of communication channels; and the development of democratic institutions.¹⁰

The Multilateralism Challenge

The continuing debate on how best to strengthen multilateralism also has relevance for the environmental security agenda, in particular the institutional challenge. In many cases, experience has shown that enhancing multilateralism is not just a matter of strengthening the United Nations; it means identifying and using new arrangements and rules outside of the UN, specifically in terms of strengthening regional arrangements, and of course failed or failing states. This means that more attention must be directed towards the development of integrated multilateral approaches to security responses in post conflict and post-conflict situations, especially where conflict has been generated by non-traditional threats, such as poverty and exclusion, as well as resource scarcity.

4. How Canada Mainstreams Conflict Prevention and Livelihood Protection into Development Cooperation

A Whole-of-Government Approach to Development

Canada's International Policy Statement on Development acknowledges that "an important aspect of increasing the effectiveness of Canada's international contribution will be to strengthen coherence among the Government's aid and non-aid policies and actions." The IPS maintains that development cooperation contributes to prosperity and security through long-term development, which reduces poverty. But it also provides support directly aimed at immediate needs for peace and security. As it has done in Haiti, Afghanistan and elsewhere, Canadian development cooperation will continue to be an integral part of the Government's response to crisis situations.

Of course, development tools are required for the government to fully implement its peace, development, and security priorities. This requires a predictable and stable source of funding. The Canadian Government's Budget 2005 restructures the International Assistance Envelope into five pools devoted to development, international financial institutions, peace and security crises, and development research. This management framework has been designed to provide a coordinated and flexible approach to international assistance while enabling Canada to respond to unforeseen crises such as the Indian Ocean tsunami

CIDA's New Focus

Under Canada's International Policy Statement, Canada's international assistance budget was increased by 2.9 billion CAD to double ODA from its 2001-02 level by 2010. CIDA has been called on to focus on five sectors: good governance; health; basic education; private-sector development; and environmental sustainability. Canadian development assistance has also increased attention to preventing states from slipping into conflict when in fragile situations.

The Results of the Special Joint Committee

A recent Special Joint Committee concluded that Canadian assistance can play a critical role in addressing many global security challenges. The Joint Committee specifically

¹⁰ See also: UN Secretary-General Boutros Boutros-Ghali. "Agenda for Peace: Preventive Diplomacy, Peacemaking and Peace-keeping". UN Document A/47/277-S/24111.

asserted that problems such as environmental degradation and growing wealth gaps “affect human security around the world and are areas where Canada can make an effective contribution through its development cooperation”.¹¹

Canada’s Peace-building Fund

Moreover, the Government of Canada recently established The Peace-building Fund, which is drawn from the ODA budget and administered by CIDA. It is a new funding mechanism under the Canadian Peace-building Initiative for peace-building initiatives in ODA countries. The aim is to provide a rapid response mechanism to address urgent needs in conflict-affected countries and regions while stimulating locally sustainable initiatives towards peace.¹²

5. How Canada Contributes to Environmental Cooperation in Conflict Affected Zones

Canada’s Bilateral Cooperation

Canada continues to work with other countries to seek solutions to complex environmental issues that transcend national boundaries. For example, Canada has signed bilateral agreements with over 20 countries dealing with issues ranging from watershed management (Canada-Brazil) to an Agreement on Scientific and Technological Cooperation (Canada-Japan). Canada also was responsible for launching the Arctic Council, a high-level intergovernmental forum for promoting circumpolar cooperation among Arctic States on issues of sustainable development and environmental protection in the Arctic.¹³ In addition, the Canada-China bilateral agreement on environmental issues continues to be a model for cooperation. Cooperation activities have been designed to strengthen partnerships in the areas of energy and the environment, pollution prevention, and the utilization and management of natural resources.¹⁴

6. How Canada Contributes to Environment and Security Risk and Needs Assessment and Management

Despite the fact that many individual federal departments and agencies conduct threat assessments, there has been no comprehensive and timely central government assessment in Canada that brings together intelligence about potential threats from a wide range of sources. In response, under the new National Security Policy, the Government has created an Integrated Threat Assessment Centre to facilitate the integration of intelligence into a comprehensive threat assessment, which will be available to those who require it.¹⁵ Some of the key elements of the new approach to integrated threat assessment are summarised accordingly:

- Better sharing of information threats.

¹¹ “The Protection of Our Global Security within a Stable Global Framework”. op. cit.

¹² “Peacebuilding Initiative Strategic Framework”. Canadian International Development Agency. 9 Jan 2002 Canadian International Development Agency. 19 Feb 2006. http://www.acdi-cida.gc.ca/cida_ind.nsf

¹³ “Canada’s Role in Global Environment Issues”. Environment Canada. 5 Feb 2001. The Green Lane. 14 Jun 2006. http://www.ec.gc.ca/press/2001/010205-3_b_e.htm

¹⁴ “Canada-China Environmental Cooperation Report Card 2000”. 2 Dec 2001. Environment Canada. 20 Feb 2006. http://www.ec.gc.ca/international/canchina/letter_e.htm

¹⁵ “Securing an Open Society: Canada’s National Security Policy”. 30 Apr 2004. Government of Canada. 10 Jan 2006. <http://www.pco-bcp.gc.ca>

- Threat assessment connected to tactical capability for rapid deployment of resources.
- Regular review of alert and warning systems to ensure that they respond to emerging threats.
- Continuous evaluation of the system by testing its effectiveness through benchmarking against appropriate standards, including systems used in other countries.

7. How Canada Promotes Environmental Conflict Prevention and Resolution

Canada's New National Security Policy

The National Security Policy will continue to prioritise Canada's conflict prevention efforts and to advance the government's peace-building activities. The Canadian Peace-building Initiative was established in 1996 to assist countries in conflict towards peace and stability and to promote Canadian peace-building capacity.

The Canadian Government has developed a new strategic approach to the Canadian Peace-building Initiative that involves three main elements: preparedness, partnership, and implementation. The Government recognises that conflict prevention cannot be undertaken externally but must respond to local dynamics. In this regard, peace-building projects must aim to support and strengthen locally-generated peace-building initiatives.

An integrated approach will bring together Canadian departments, academia, and NGOs in order to support countries at risk of, or emerging from, violent conflict. Peace-building will be developed as a foreign policy priority, while peace-building activities will continue to be mainstreamed into regular CIDA programming.

Supporting Local Capacity for Conflict Prevention

The Human Security Programme of Foreign Affairs Canada invests in initiatives that strengthen the capacity of the international community to prevent violent conflict and build local capacity to manage conflict without resorting to violence. For example, the South Asia Small Arms Initiative brought together civil society groups and governments from Bangladesh, India, Pakistan, Sri Lanka and Nepal to work towards a common approach to reduce the spread of small arms. As President of the G8 in 2002, Canada led the development of concrete conflict-prevention action plans. Through the Development Assistance Committee (DAC) of the OECD, Canada has worked with other member states and multilateral aid agencies to improve donor ability to manage international assistance strategies for conflict, peace, and development cooperation.¹⁶

The Responsibility to Protect Doctrine

Recently, the Government of Canada initiated the International Commission on Intervention and State Sovereignty that produced the report entitled "The Responsibility to Protect". The general principles that were developed under the responsibility to protect doctrine include: national sovereignty involving responsibilities and not just rights; the moral imperative for the international community to act where governments cannot exercise their responsibility to protect citizens from serious harm; the continuum of

¹⁶ "Conflict Prevention". Foreign Affairs Canada. 30 Mar 2005. Foreign Affairs Canada. 14 Jun 2006. <http://www.humansecurity.gc.ca/conflictprev-en.asp>

responsibilities, from prevention to reaction to peace-building; and the emphasis on prevention as a key priority.¹⁷

8. Conclusion

In a general security context, the failure of the international community to act in support of the stability and protection of people in failed and failing states is grounded in the same reason for the failure to act in environmental threat situations: the lack of political will and the absence of a reliable means of infusing necessary action with legitimacy. Failure can also be due to a lack of international consensus of when operations are needed.

Another important security trend that has relevance for the development of environmental security in particular is that regional mutual security arrangements increasingly offer better models than defense alliances. In the Horn of Africa, it is suggested that a defense alliance of states in the sub-region would have no relevance. However, a cooperative security pact in which each state commits to preventive measures would have far greater effect in securing peace and stability in the region. The key lesson here for environmental security policy is that the current security order, which is dominated by a military defense alliance of selected states, must evolve into one that is comprehensive and built on a mutual pact of non-aggression.¹⁸

The continuing debate on how best to strengthen multilateralism also has relevance for the environmental security agenda, in particular the institutional challenge. As noted above, experience demonstrates the importance of strengthening both structures within and outside the United Nations. This means identifying and using new arrangements and rules outside of the UN. Therefore, more attention must be directed towards the development of integrated multilateral approaches to security responses in post conflict and post-conflict situations, especially where conflict has been generated by non-traditional threats such as poverty and exclusion as well as resource scarcity.

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¹⁷ "The Responsibility to Protect". Foreign Affairs Canada. 24 Apr 2006. Foreign Affairs Canada. 14 Jun 2006. <http://www.dfait-maeci.gc.ca/foreign_policy/responsibility_protect-en.asp>.

¹⁸ Regehr, Ernie. "Canada's Defence Contribution to International Peace and Security". 27 Oct 2005. Pg: 8.

