

Somewhat paradoxically, there is at the present time more real interest in peace keeping, in the problems and techniques of United Nations operations and in the study of ways in which the peace-keeping capacity of the organization can be strengthened, than at any other time since the organization was founded. The current Canadian proposal for a meeting to exchange experience on the practical and technical problems encountered in United Nations operations has aroused great interest. Even the Soviet Union has come forward with its own proposals for strengthening the effectiveness of the United Nations in the field of peace and security -- a clear indication that they appreciate that, in one way or another, peace keeping under the aegis of the United Nations is here to stay.

Two Major Problems

In the time at my disposal I propose to focus upon what we in Canada regard as two of the major problems now facing the United Nations and to indicate to you how these problems look through Canadian eyes.

Peace Keeping

I turn first to peace keeping. The problems in the peace-keeping field cannot be fully understood without some appreciation of their background. As you know, there are a number of key articles in the Charter dealing with the maintenance of international peace and security which, in effect, assume that United Nations military forces would be under the direct control of the Security Council and its Military Staff Committee and that their main use would be to repel aggression.

This part of the Charter was an early casualty of the cold war. It has never been put into practice, with the exception of Korea, because the great powers disagreed on the forces to be raised, the size of the units each would contribute and the military bases which the projected United Nations force would use.

The whole development of peace keeping under the United Nations has followed a different pattern. The concept of peace-keeping operations, in which the force acts with the consent of the country concerned to contain violence and restore normal conditions conducive to a peaceful settlement of the problem at issue, has evolved despite the failure of the collective security system envisaged in Chapter VII of the Charter. Thus, we have seen the use of an international police force in one situation, an observer or truce supervisory group in another, and a United Nations presence or good-offices mission to fit yet another set of circumstances.

This new approach to the use of military forces to keep the peace has opened up fresh possibilities for constructive international action. It has, however, also brought new, fresh problems in its wake. One result has been that each United Nations peace-keeping force has had to be raised on an ad hoc basis, sometimes with the authority of the Security Council and sometimes with that of the General Assembly. There are no agreed procedures or rules to determine how the force is to be mounted, how the operation is to be directed or who should pay for it.