

for their own mischief-making but most states seemed reluctant to have the United Nations involved at all. There was a marked unwillingness either to provide contingents for the force or to contribute the necessary funds for the operation.

We can take comfort from the fact that the Security Council on March 4 decided to establish a force and appoint a mediator; that, after some delay, five member governments agreed to provide contingents and then to make contributions to the voluntary fund for financing the operation. The force is now operational under General Gyani and the mediator has taken up his difficult assignment.

NO EASY SOLUTION FOR CYPRUS

Now, I realize that the situation in Cyprus poses a very difficult problem for the United Nations. It will not be easy to arrive at a political solution. It may not be easy to maintain order. There is latent danger in the bitterness and distrust which past violence and bloodshed have engendered in the two communities inhabiting the island. The United Nations mediator and the United Nations policemen on the Cyprus beat will require courage, patience and endurance. They will have to choose their way carefully through the maze of difficulties and dangers.

But in the past the United Nations has not shirked its peace-keeping responsibilities merely because of difficult situations. The Congo operation had its share of complication and risk. What it did not have, and what is needed most in these situations, is the wholehearted support of United Nations members. This means not only political and moral support but men, materials and money. The United Nations must have adequate resources to perform its tasks.

PROBLEM OF FINANCING PEACE TASKS

The method of financing the Cyprus force is significant because, once again, it brings into sharp focus the fundamental issues raised in relation to the financing of these peace-keeping operations. This audience will be aware that for the past few years the United Nations has been teetering on the brink of bankruptcy, because of the heavy burdens assumed in the Middle East and the Congo but more significantly because a number of member states — including two great powers — with full capacity to pay have failed to pay their share of the financial costs. Others have been slow in paying, even when reductions were granted to take into account their relative incapacity to pay.

This is a deplorable situation for an organization established primarily to maintain peace and security. It is especially urgent in view of the growing demands for peace-keeping operations, which have demonstrated their worth. It is moving toward a climax this year because a number of states, including the Soviet bloc, now have accumulated arrears of payment which make them vulnerable to Article 19 of the Charter. It provides for the loss of vote in the General Assembly when arrears amount to two full years. When it next meets, the General Assembly will have to deal with this critical situation, which has far-reaching political and financial implications, unless steps have been taken in the meantime by those in default to liquidate their arrears.

As a consistent and firm supporter of the United Nations, Canada believes that all member states should willingly accept their share of the financial burdens of peace keeping, just as they all share in the benefits which flow from continuing peace and stability. Our policy in this regard is straightforward. We have responded promptly to requests for military assistance in all theatres of United Nations peace keeping. We have paid our assessments in full. We have made voluntary contributions on an *ad hoc* basis to keep the operations afloat. We have made and supported proposals designed to afford an opportunity for negotiated settlement of the financing arrangements.

COLLECTIVE FINANCIAL RESPONSIBILITY

We are convinced that the principle of collective responsibility is the only sensible basis for financing peace-keeping operations. We believe that Article 19 was intended to provide the sanction for that principle. But recognizing the practical difficulties which have arisen, Canada seeks accommodation — and not confrontation — on these fundamental issues. We shall continue to do so in the United Nations bodies established specifically to deal with these financial problems. We strongly urge the delinquent states to approach such discussions constructively, to join with us in our determination to resolve the financial dilemma and ultimately the political conflict which underlies it.

We also invite other states to consider jointly what can be done to improve the United Nations methods for establishing peace-keeping operations. We are fully aware that standby arrangements within the United Nations framework are not immediately feasible, because of political and practical problems which have priority. But we are equally aware from diplomatic discussions that some members are disturbed about the sad state of the United Nations preparedness in this important area of activity. Like Canada, they have made their own arrangements for earmarking national contingents for United Nations service. Canada regards this as a promising and practical approach in the face of prevailing circumstances and one which should be developed through closer consultation among interested states.

SECURITY COUNCIL MUST ASSERT ITSELF

There are these practical problems and the underlying political issues, which have proved intractable for a long time — questions of organization, representation and procedure. In particular, the Security Council needs to re-assert its authority for exercising political control in relation to peace-keeping operations. This need goes beyond the control of operations because in essence they may be without lasting benefit unless the actual causes of tension and disturbance can be removed. To exert its proper influence, the Council should be enlarged to permit a balanced composition in its membership with equitable representation for all geographical areas. Its functions should be performed fully and perhaps modified to meet the changing situation in the world. These and other constitutional questions beg for answers as the United Nations approaches its twentieth year.

(Continued on P. 6)