

The second condition is **cooperation**. Peacekeeping missions are not enforcement operations and as such they are limited in their use of force to self-defence as the last resort. This means that any reasonably well-armed and determined party can defy a peacekeeping force effectively. It is, therefore, of utmost importance that the consent and cooperation of all parties concerned in the conflict situation is available to allow the operation to function as intended. Sufficient freedom of movement of UN troops should be provided for the effective functioning of its tasks.

A third condition for successful peacekeeping operations is the **nature of the mandate**. Mandates must be translated into a careful definition of functions, and transformed into the organizational structures for effective political control and efficient military command of forces. The mandate should be clearly defined and based on terms which are specifically agreed to by the parties to the conflict. Parties must be willing to honour the agreement which they enter into. UNEF II and UNDOF are examples of such mandates. Peacekeepers must meticulously avoid any interference in the internal political affairs of the conflict or any appearance of such intervention.

Recourse to the use of force is regarded as a means of last resort in self defence of UN installations and/or troops under attack. Usually once a peacekeeping force relies upon force (other than in self defence), it ceases to be constructive and may become counter-productive.

Peacekeeping may facilitate the peaceful containment of a conflict, however it does not resolve the underlying dispute. Paul Martin, former Canadian Minister for External Affairs, once stated, "soldiers are not there to make policy". The act of freezing up a conflict is intended to create an environment conducive to negotiations and conciliation. There is a need for concomitant peacemaking efforts. Thus, a necessary ingredient of a peacekeeping mission must be an active commitment by diplomats and statesmen to search for a longer-term political solution to the conflict. Peacekeeping forces can maintain a cease-fire, yet it will remain precarious as long as no progress is made in resolving the underlying disputes.

CANADIAN PARTICIPATION IN PEACEKEEPING OPERATIONS

Since the creation of the United Nations in 1945, Canada has contributed to the maintenance of international peace and security through active participation in UN peacekeeping operations. Canada is the only country in the world which has participated in all thirteen UN-sponsored peacekeeping missions. In all except one operation, Canada participated as a full member of the peacekeeping force. The one exception is UNIFIL, in which Canada participated briefly on a temporary basis after a direct appeal by the Secretary General to the Prime Minister.

In addition, Canadian personnel have performed in a number of other peacekeeping efforts in Indochina, Nigeria, Zimbabwe and Uganda. With the continuing engagement of Canadians in UNTSO (20), UNDOF (220), and UNFICYP (500), that tradition continues to the present day.

Canada figured prominently in the creation of United Nations peacekeeping. During the Suez crisis of 1956, it

was Lester B. Pearson, then Canadian Secretary of External Affairs, who initiated the formation of a multinational emergency peacekeeping force under the aegis of the United Nations. Largely in recognition of Canada's initiatives in creating and participating in the peacekeeping operation, Pearson was subsequently awarded the Nobel Peace Prize. It is noteworthy that the first UN peacekeeping mission, UNEF, was placed under the command of a Canadian, then Major General E.L.M. Burns. UNEF marked the inception of a long standing and substantial Canadian commitment to United Nations peacekeeping.

Indeed, peacekeeping is an important objective of Canadian foreign policy and one of the four central roles of the Canadian Armed Forces. Over the years the Department of National Defence has developed advanced training programmes and procedures for the preparation of units in peacekeeping tasks. As a priority of the Armed Forces, peacekeeping has been incorporated into their planning, training and resource allocation.

Canada is one of a minority of states which has officially designated troops as a peacekeeping Standby Force. Built into its Force Structure is the equivalent of one infantry battalion kept at an advance state of readiness (currently the Airborne Regiment) which is designed to serve as the UN Standby Force for future peacekeeping missions.

Over the period of the last thirty years, Canada has contributed about \$260 million, or the equivalent to about one half of one percent of the total budget of the Department of National Defence for that period. In terms of relative resource allocations for peacekeeping, the Middle East accounts for 94% of Canadian fiscal outlays and 90% of human resources. It is followed by Asia with 3.8% financial costs and 5% of human resources, and Africa with 2.2% of the costs and 4.13% of human resources.

While Canada has demonstrated its readiness to participate in peacekeeping efforts, it has tempered its commitment with renewed stress on the linkage between peacekeeping and peacemaking. Canadian policy advocates that concomitant emphasis must be placed upon the pursuit of resolving the underlying dispute between the belligerents.

The cumulative impact of Canada's efforts and commitment to peacekeeping has served to enhance Canadian status and prestige in the international community. Canada has acquired a reputation for impartiality and expertise in the performance of peacekeeping operations. Today, Canada remains committed to the concept of the collective responsibility of nations for the maintenance of international peace and security through pacific settlement of disputes.

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