

Council, many Third World countries, and other countries with constitutional restraints, such as Japan and Germany, are now more willing to play an active peacekeeping role. Russia and Ukraine both have troops that can and are being made available for peacekeeping. It will be important, as the participant base is broadened, to ensure the highest possible standards and uniformity of purpose.

These recent developments have important implications for the management of Canada's role in international peace and security. While holding firm to our commitment to the UN and other multilateral peace and security efforts, we must ask ourselves some direct questions and consider the available options for how best to adapt our commitment to the new realities.

For example, in light of the increasing number of countries willing and able to provide troops for peace missions, we might consider how to increase and improve our ability to provide planning, training, command and logistical support.

We could place greater emphasis on Canadian participation in the front end of operations — that is, in the planning phases — where expertise is needed by international organizations and where our involvement could be as effective but less resource-intensive.

We could also place a greater emphasis on training. Since we virtually invented peacekeeping, why not put our experience and expertise to good use, helping other countries who are new to the field?

We might also consider placing greater emphasis on our participation in preventive actions and preventive diplomacy. It was a report by Canadian Ambassador David Peel that led to the creation of a special CSCE mission to Kosovo.

The idea would be to focus our involvement increasingly on the knowledge and skill dimensions of peace and security activities.

No one suggests that it will be easy in a world where deeply-

felt hatreds dominate in many regions, and where democratic values are only superficially understood in others. And the international community may have to re-examine its traditional definitions of sovereignty in order to take preventive action where trouble is looming.

But we must get on with the task. The lives of millions of people around the globe rely on our abilities to find new ways to deal with old problems.

Canada has contributed human and financial resources to every peacekeeping mission since the founding of the UN. Can we continue to do so, taking into account our finite resources and the rapidly expanding demands? How do we reconcile our pride in our past involvement in peace and security, and our stake in the future of peace and security?...

Canada must consider how to adapt its traditional commitment to peacekeeping to the new realities.

Support for peace and security operations has been, and continues to be, a pillar of Canadian foreign policy. It has given us not only a distinctive role in the world, but also an influence in international relations that goes well beyond the normal reaches of a middle power...

Lester Pearson, in his Nobel Prize lecture in 1957, remarked quite pointedly that "the grim fact is that we prepare for war like giants and for peace like pygmies." I would like to think that we, as Canadians, at least have learned some lessons over the past 35 years. By discussing how we can best serve the cause of peace in the years to come, there is no guarantee that we may become "giants," but at least we can avoid the alternative. ■

Regional Peacekeeping: The CSCE

As the result of a Canadian initiative, the 1992 Helsinki Document, The Challenges of Change, makes provision for peacekeeping by the Conference on Security and Cooperation in Europe (CSCE). The relevant paragraphs are excerpted below.

Peacekeeping constitutes an important operational element of the overall capability of the CSCE for conflict prevention and crisis management intended to complement the political process of dispute resolution. CSCE peacekeeping activities may be undertaken in cases of conflict within or among participating States to help maintain peace and stability in support of an ongoing effort at a political solution.

A CSCE peacekeeping operation, according to its mandate, will involve civilian and/or military personnel, may range from small- to large-scale, and may assume a variety of forms, including observer and monitor missions and larger deployments of forces. Peacekeeping activities could be used, *inter alia*, to supervise and help maintain ceasefires, to monitor troop withdrawals, to support the maintenance of law and order, to provide humanitarian and medical aid, and to assist refugees.

CSCE peacekeeping will be undertaken with due regard to the

responsibilities of the United Nations in this field and will at all times be carried out in conformity with the purposes and principles of the Charter of the United Nations. The CSCE, in planning and carrying out peacekeeping operations, may draw upon the experience and expertise of the United Nations.

The Chairman-in-Office will keep the United Nations Security Council fully informed of CSCE peacekeeping activities.

The Council, or the Committee of Senior Officials (CSO) acting as its agent, may conclude, because of the specific character of an operation and its envisaged size, that the matter should be referred by the participating States to the United Nations Security Council.

CSCE peacekeeping operations will not entail enforcement action.

Peacekeeping operations require the consent of the parties directly concerned.

Peacekeeping operations will be conducted impartially.

Peacekeeping operations cannot be considered a substitute for a negotiated settlement and therefore must be understood to be limited in time.

Requests to initiate peacekeeping operations by the CSCE may