

Paying for the Peacekeepers

Canada's assessed contributions to UN peacekeeping have historically ranged from C \$4-15 million a year. By 1991-92, they had risen to C \$32 million and will be about C \$100 million in fiscal year 1992-93. The UN's overall budget for peacekeeping operations funded by assessments (as opposed to voluntary contributions) has risen from a historical figure of some US \$100 million per year to almost US \$3 billion. This compares to the UN regular budget of roughly US \$1 billion. Each time a new peacekeeping operation is mounted, Canada and other Member States are charged their assessed share of the costs of the operation, whether or not they participate directly by deploying personnel.

Voluntary funding presents dangers insofar as it is likely, over time, to erode the UN's financial base and weaken the commitment of Member States to the broad range of UN activities. In Canada's view, all peacekeeping, peacemaking and preventive diplomacy activities should be financed from assessed contributions.

no scales on our eyes and only after thorough analysis, particularly by our military.

Another very serious consideration, as we look at the future of peacekeeping, is cost. The price tag for Canada's assessed contributions to the UN has grown sharply from \$8 million to almost \$90 million annually — in other words, more than a tenfold increase in a few short years.

Add to that the costs associated with maintaining several thousand troops in various missions abroad, as well as the costs, for example, of civilians acting as electoral observers and the costs of the RCMP in various peace operations, and the price tag is even higher...

Peacekeeping costs are like icebergs — the costs for soldiers and supplies are only the tip, while under the surface is a whole other range of costs. For example, even the most modest contribution of troops abroad must be backed up logistically and otherwise by resources at home.

Clearly, whether future peacekeeping missions are fully funded or not, our financial obligations are growing and will continue to grow. We are already bumping up against resource ceilings for our involvement in missions.

Our financial constraints force us to think hard about the reasons we are involved and the objectives we want to achieve. Other difficult questions also present themselves. Is there a payback to Canada for shouldering our fair burden — and more — of the costs of peace and security? Should there be? Does our involvement serve broader national interests? What are they?

These questions lead us into other areas that reflect the changing needs and require-

ments of each new peace mission — needs very much associated with the human dimension of each operation.

As the Prime Minister remarked at Harvard University in December, "There is a need to bolster the capacity of the United Nations to respond to humanitarian and political emergencies."

Fundamentally, we cannot lose sight of the fact that international initiatives to restore and maintain peace and stability must take into account and respond to the desperation and suffering of the individuals who find themselves trapped in an area of conflict.

Weapons cannot simply be replaced with other types of weapons, forces with other types of forces. The cycles of violence and hatred must be broken with new forms of intervention.

This will place increasing demands on the UN and other organizations and their members to reshape current systems for dealing with hostilities and crises. The United Nations is already under considerable pressure to adjust to these new realities — and we must work with the UN in making its organization and its systems more responsive.

There was a time when peace operations — whether they involved peacekeeping or enforcement — were essentially military operations. But when you consider expanded activities such as preventive diplomacy, peacemaking and peacebuilding, a much wider range of people, expertise and resources is required.

Consider for a moment the operation in Cambodia: in addition to soldiers, there is a need for legal experts, medical personnel, civil servants and other civilians. We can expect this demand for civilian agents for peace to grow.

Fortunately, in recent months, some of the traditional inhibitions that used to prevent other countries from participating have disappeared. An increasing number of permanent members of the UN Security



Canadian troops with the Unified Task Force in Somalia. The Somali operation, conducted by a non-UN multinational force in support of a UN resolution to establish a secure environment for humanitarian relief operations, illustrates the changing nature of peace missions.

Canadian Forces photo