

In the light of the evidence before it, this Subcommittee recommends that Canada should continue her efforts in the United Nations to develop and strengthen methods and instruments of United Nations peacekeeping and should maintain and train Canadian forces available for such peacekeeping missions. The Subcommittee cannot assert too strongly its conviction that strong and tenacious advocacy of improved peacekeeping should remain a foremost priority in Canada's foreign policy.

## PART I

### UNITED NATIONS CHARTER PROVISIONS FOR THE MAINTENANCE OF PEACE AND SECURITY

The essential purpose of the United Nations—proclaimed in the first article of the Charter—is to assure international peace and security. The achievement of this purpose was conceived by the founding states to depend upon maintaining their war-time alliance in dealing with, and perhaps combatting, the enemy powers who had visited the scourge of war upon mankind. The United Nations was to be the continuation in peace of their victorious co-operation forged in battle, —and the instrument of that co-operation was the United Nations Charter.

It is not surprising, therefore, that the Charter confers the responsibility and authority for maintaining international peace and security upon the Security Council whose permanent members were the major allied military powers. While the United Nations was precluded (Chapter I, Article 2(7)) from interfering in the domestic affairs of any state this limitation was not to prejudice the very extensive authority given (in Chapter VII) to the Security Council to restore or maintain peace by military or other enforcement actions. (*Appendix 1*)

The Charter protects the predominance of the great powers in the Security Council and confirms their special position by providing to them a veto in the Council's activities. It ensures that effective action requires agreement and co-operation—or at least acquiescence—on the part of all the permanent Security Council members. It assumes the continuation of common purpose, achieved by the allies under the stress of war, as a necessary foundation to the institutions of international security.

These hopes for co-operation soon seemed remote from the realities of a world divided by cold war hostility. With the collapse of co-operation the essential task for the western nations no longer seemed the control of former enemies but the maintenance of their security against an expansionary former ally. The security provisions predicated an agreement by the great powers—a system for the regulation of armaments, the establishment of a Military Staff Committee to advise the Security Council, the negotiation of special agreements by member states to place military forces and facilities at the disposal of the Security Council—proved impossible to implement.

Faced with the alternative of turning the United Nations into a security organization capable of protecting the western states against a fellow member of the United Nations—and thus risking the withdrawal of the Soviet Union and its friends which would disrupt the United Nations—the western nations chose to assure their security by turning to regional protective arrangements such as the North Atlantic Treaty Organization. The objective of keeping