

CANADIAN MISSION TO THE UNITED NATIONS

CAUTION: ADVANCE TEXT

PRESS RELEASE No. 43  
November 19, 1965

FOR RELEASE ON DELIVERY

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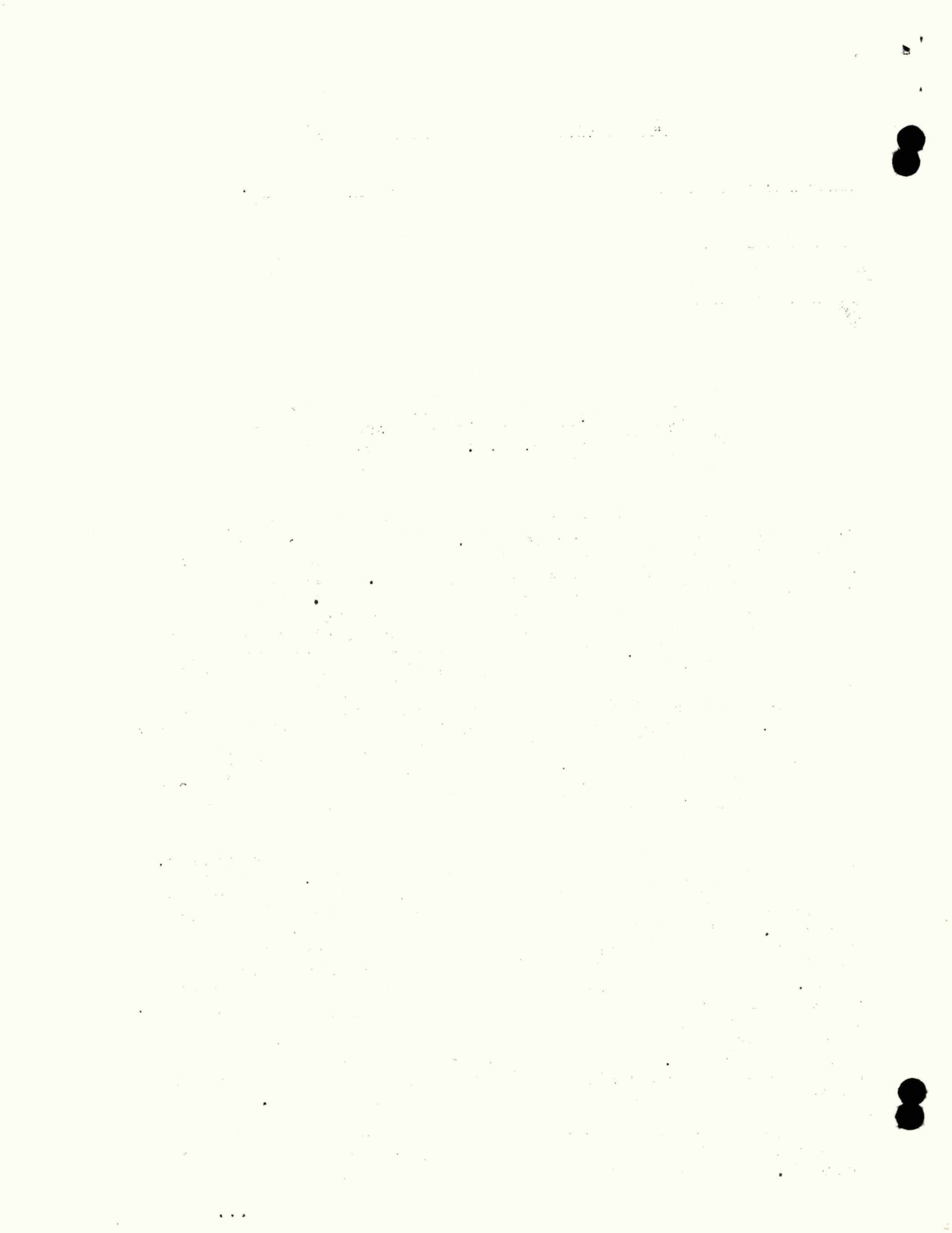
PEACEKEEPING

Text of Statement to be delivered in the  
Special Political Committee by the Canadian  
Representative, Mr. P.A. Beaulieu, on Friday,  
November 19, 1965

I do not need to emphasize the importance which my delegation attaches to peacekeeping. Canada has been called upon to participate in United Nations peacekeeping operations since the early years of the United Nations. More than 2000 Canadian servicemen are now engaged in this task. Canada has taken special measures to prepare for her participation in peacekeeping, including the organization and training of units of her armed forces. It is true that the Canadian national interest, in the narrow sense of the term, may not be directly implicated in all the disputes which have resulted in these peacekeeping commitments; but, in the broader sense of national interest, we believe that the interests of Canada are best served by our participation in collective arrangements to maintain or restore peace and security. Furthermore, our involvement in peacekeeping has given us strong reasons for wishing to improve the methods which govern peacekeeping and thus to take an active interest in the item before us.

Let me review briefly our position on the authorization, control, and financing of peacekeeping operations. We agree that the Security Council must continue to exercise its primary responsibility for the maintenance of international peace and security. But we cannot accept that, in the absence of agreement between the members of the Council, the United Nations is prevented from recommending measures to maintain or restore peace. In these circumstances, we believe, the membership as a whole must have an opportunity to recommend what is to be done. Some have expressed or implied the belief that the Assembly might be tempted to make recommendations which are inapplicable and irresponsible. But the history of the United Nations demonstrates on the contrary that the Assembly can act and has acted with both moderation and despatch in this field.

In regard to the control and direction of peacekeeping we would urge that considerations of efficiency be allowed to prevail. The system whereby the Secretary-General retains



administrative supervision of peacekeeping even though the Security Council may exercise overall political control has worked well since the establishment of UNEF in 1956. Nevertheless we would be prepared to examine carefully and on their merits any detailed proposals that may be made which would enable the Council, either through the military staff committee or in some other way, to exercise this function of administrative supervision of peacekeeping, always provided such proposals are likely to result in the efficient running of the operation and not its virtual paralysis. We would also be extremely concerned if any change in the present arrangements were to make difficult the kind of advance planning for peacekeeping which Canada and a number of other countries have found it appropriate to do. On the contrary we would hope that the United Nations will find ways of facilitating such planning, in particular by the strengthening of staff arrangements at headquarters. Planning by governments on their own can have only limited results as long as appropriate central co-ordination is inadequate.

As a major participant in peacekeeping, Canada feels strongly that the sharing of the financial burden amongst member states is an essential principle of equity and fairplay. The apportionment of peacekeeping expenses by the General Assembly amongst all the members of the United Nations, taking into account the guidelines already agreed by the fourth special session of the General Assembly, should be the preferred method of financing peacekeeping operations and particularly so for those operations authorized by the Security Council. If it is right and proper for the Security Council to have the primary responsibility for decisions to establish peacekeeping operations, it is equally to be expected that the members of the Council and especially the permanent members should pay an appropriate share of the cost. Alternative methods of financing would of course remain open for recommendation by the Council, including payment of the costs by the parties directly concerned and voluntary contributions from all members. But voluntary contributions are not a satisfactory method of financing, as the Secretary General has often pointed out and as the example of UNFICYP has demonstrated, unless at the same time such contributions are accepted as a general obligation on the membership, each of whom thereby acknowledges some part in the common task of keeping the peace. All of us can find reasons for justifying our lack of direct interest in any particular dispute. But none of us, certainly not the smaller states, can guarantee that we too may not wish to appeal to the United Nations for assistance some day. The most immediate opportunity we have to discharge our responsibilities is by making a voluntary contribution to restore the United Nations to solvency. Canada has already suggested that a pledging conference be held for this purpose, but whether or not such a conference takes place my delegation would urge those who have not yet done so to make an appropriate contribution. If

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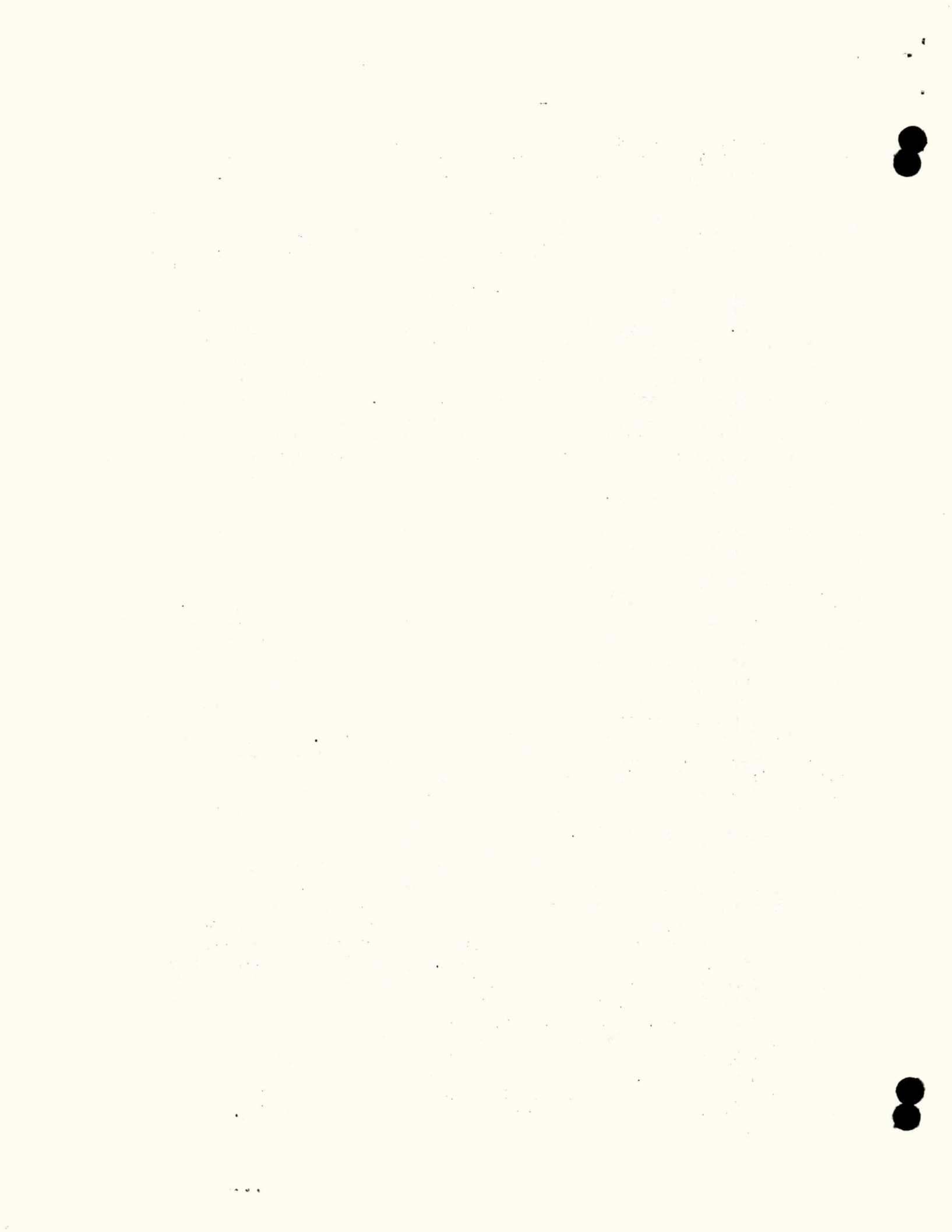


we cannot liquidate the debts we have accumulated in the past, there is little hope that we can reach agreement on an adequate system for financing the obligations of the future.

Canada is also concerned, as a major contributor to peacekeeping operations, and in view of the possibility that peacekeeping will be financed on the basis of voluntary contributions, about arrangements whereby such contributors, who are not permanent members of the Security Council, can exercise an appropriate voice in initiation, financing and supervising of peacekeeping operations. We have noted with interest some of the proposals which have been made in the past and are summarized in part in paragraph 36 of the report of the Secretary General and the President of the General Assembly to the Special Committee on Peacekeeping Operations dated May 31, 1965. We believe it is important that these kinds of ideas be followed up and that some solution be found to a problem which we anticipate will become increasingly urgent if major contributors are to retain their confidence in and support for future United Nations efforts in this field.

I would not wish to conclude my remarks about Canada's general views on peacekeeping without referring to our belief that peaceful settlement of disputes must logically take precedence over arrangements to prevent hostilities from taking place or to restore conditions of order and security. Article 33 of the Charter is quite specific that the parties to any dispute shall "first of all" seek a solution by "peaceful means of their own choice". But even if a solution by such means is not found and the dispute is referred to the United Nations and peacekeeping arrangements are decided upon, we believe that a continuing obligation rests upon the governments concerned to strive to settle their differences. My Government for one will find it increasingly difficult to participate in peacekeeping operations, especially those that may be financed voluntarily, if we are not at the same time convinced that efforts to negotiate a peaceful settlement are being pursued vigorously.

I wish to turn now to the question of the future of the Special Committee on Peacekeeping Operations. We have noted the statement made by the President of the 19th Session to the Plenary meeting on September 1, 1965 that "there is general agreement that it is necessary to complete the work covered by Assembly Resolution 2006". By this Resolution the Special Committee was instructed "to undertake as soon as possible a comprehensive review of peacekeeping operations in all their aspects, including ways of overcoming the present financial difficulties of the organization". The major part of the work entrusted to the committee by Resolution 2006 remains to be done. We believe the committee should be instructed by this session of the Assembly to continue its work and to report to the next session of the Assembly. The only change we would suggest in its terms of reference is



that the committee select its bureau from amongst its members. Canada will be glad to initiate or to support a resolution to this effect. One method the committee might wish to follow when it resumes its work would be to examine the Report dated May 31st 1965 submitted by the Secretary General and the President of the 19th Session, in particular paragraph 52 of that Report indicating guidelines in regard to future peacekeeping operations, as well as the comments on such guidelines submitted by member states. The guidelines might be taken as a basis for our discussions on rules to govern the authorization and financing of future peacekeeping operations. We would urge that the committee examine also the question of the control and administration of peacekeeping operations, including such matters as advance planning by member states and arrangements for co-ordination of such plans by the Secretariat or in some other way.

Turning to part (b) of the item before us, the authorization and financing of future peacekeeping operations, my delegation welcomes the bold and imaginative proposals put before us by the Government of Ireland. I listened with much interest to the explanation of his proposals which the distinguished Foreign Minister of the Republic of Ireland placed before us on October 25. My Government agrees entirely with what it understands to be the two major principles enunciated by the Government of Ireland: first that the Assembly has a residual responsibility for the authorization of peacekeeping operations and that such authorization must be based on wide support amongst member states, and second that a reliable system of financing peacekeeping operations which takes into account the principle of capacity to pay is necessary and urgent. My delegation therefore regards the proposals in the draft resolution put forward by the delegation of Ireland as a positive contribution to our debates on this subject. We shall listen with interest to the views of other delegations and reserve our right to speak again at a later stage in the debate if this appears to be necessary.

