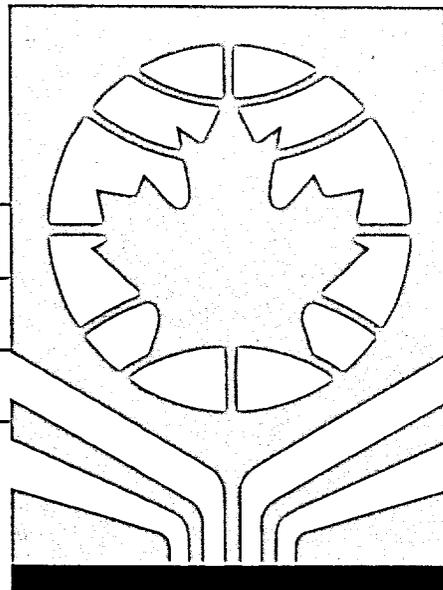


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Canada in the United Nations

September 1989

A Commitment to Multilateralism

A National Instinct and a Vocation

The evolution of Canada's foreign policy has been motivated by the desire to achieve greater balance in its relationships with other countries. Until early this century, Canada's international relations were largely limited to its neighbour to the south, to the U.K. and France through its historical ties and with those countries of Europe which were the source of Canada's growing population and therefore its social and cultural expressions.

As Canada gradually moved towards greater political independence these relationships proved too confining. Canadians realized that they were capable of sustaining a more substantial involvement in international affairs and of making a positive contribution to international peace and security. They warmly embraced the idea of a United Nations, and participated actively in its creation and in the drafting of its Charter.

During the following two decades Canada became an active multilateralist and discovered the contribution it could make as a respected middle power. It acted effectively when it came to providing relief and rehabilitation to war shattered Europe. It was also a middle power in the sense of its sensible and moderate attitudes on many issues arising in the UN system such as decolonization, disarmament, and various threats to peace.

Canada earned a solid reputation for successful mediation, conciliation and good offices on many contentious issues at the UN. For example, in 1955, Canada led the "small power revolt" to break the impasse which had been blocking the admission of new members.

More recently, Canada established a solid record in development assistance and other forms of cooperation between North and South. In response to the financial crisis faced by the United Nations during the past few years, Canada has offered a range of innovative solutions and strongly supported all attempts at effective reform. Above all, it has pursued its need to develop countervailing balance in its foreign policy by expanding its diplomatic and trade relations worldwide, and by participating in as many international organizations or groupings of nations as it could.

Canada is the only nation that is a member of the Commonwealth, La Francophonie, the OECD, and the 'Group of Seven' industrialized countries. It participates actively in the international financial institutions in every region of the world. It has also sought special relationships, as observer or external associate, with a variety of regional organizations, such as the Association of Southeast Asian Nations (ASEAN), the European Economic Community, and the Organization of American States. In 1989, for the first time, Canada was invited as a guest to the Summit of the Non-Aligned Movement. These various memberships provide it with unique credentials as a country that can foster understanding and engage in the search for solutions to the most serious threats to international security.

Canada Welcomes the World

These unique credentials were highlighted recently, when statesmen from around the world met at three summits hosted by Prime Minister Brian Mulroney.

In September 1987, forty heads of state and heads of government from countries using French as a common language met in Quebec City and addressed an array of international political and economic issues. The meeting represented an important affirmation of solidarity among francophone nations in the world.

Thirty-seven heads of government of the Commonwealth met the next month in Vancouver. Prime Minister Mulroney set the tone of the meeting by clearly signalling Canada's willingness to lead Commonwealth efforts against apartheid in South Africa and

Canadian Prime Minister Brian Mulroney and other world leaders at the 1987 Commonwealth Summit in Vancouver.



by supporting a new satellite education network to promote the exchange of information, training, technical assistance and research.

In June 1988, leaders from the world's seven major industrialized democracies — France, the Federal Republic of Germany, Italy, Japan, the United Kingdom, the United States and Canada — met in Toronto to foster sustainable world economic growth and to consider how to respond effectively and coherently to economic challenges as they arise. The composition of the Group of Seven reflects recognition of Canada's importance as an economic power and world trader, and further underlines the country's traditional role as an honest broker in multilateral discussions.

The staging of the 15th Olympic Winter Games in Calgary, Alberta, in February 1988 further reinforced Canada's position as an active participant in the international community.

The hosting of the GATT Ministerial Meeting in Montreal in December 1988 to review the mid-term progress of the Uruguay Round underlined Canada's commitment to freer international trade.

Canada is largely defined by its geographic location and its ethnic composition. It belongs to the Americas and maintains productive relations with its Latin and Caribbean neighbours; it is North American without being American; it is a member of both Atlantic and Pacific communities; it has an Arctic vocation and responsibilities.

Domestically, Canadians are continually challenged and immeasurably enriched by the diversity and breadth of their multicultural heritage. Joe Clark, Secretary of State for External Affairs, said: **"We are a young nation but an old democracy. We speak two of the world's principal languages. We have been formed,**

in part, by the thought and the values of our French and British forebears. Our culture has been enriched by our native peoples and by immigrants from every land. Our vision of the new world illumines our achievements and sustains our aspirations: tolerance, justice, generosity and a desire for peace."

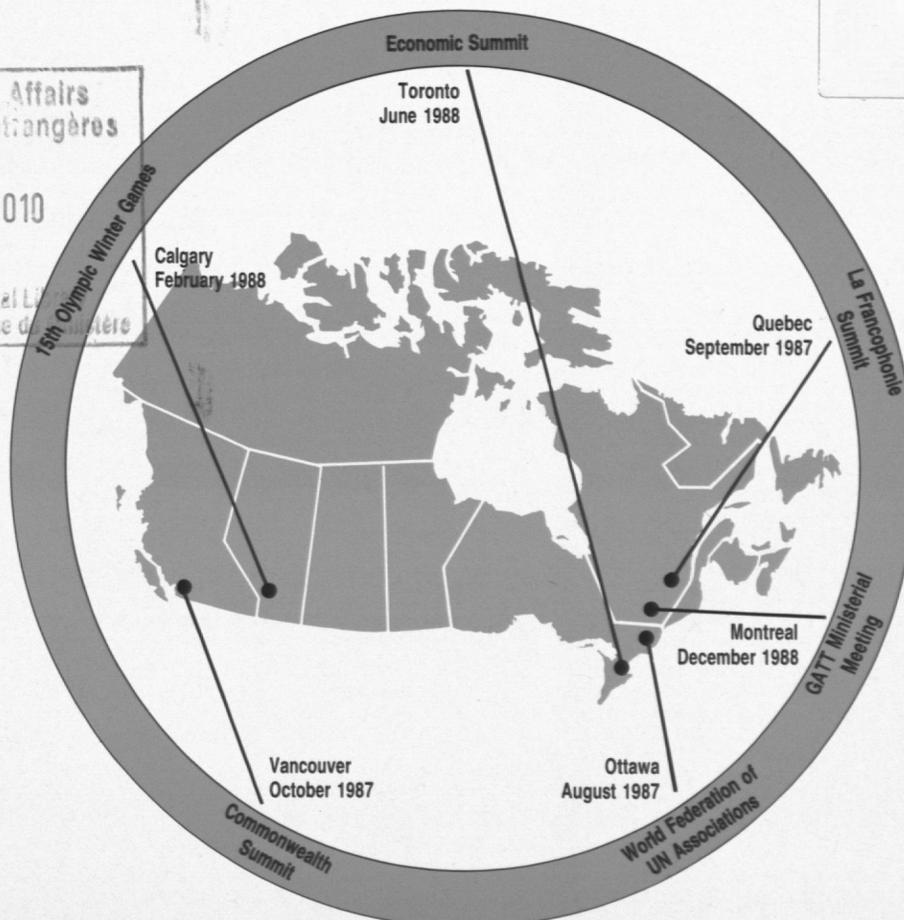
These attributes have prompted Canadians to reach outward to all parts of the world for economic and political partners. In an interdependent world, multilateralism serves both to achieve international understanding and cooperation and to counterbalance those traditional bilateral relationships which are so important and necessary. For Canadians, constructive internationalism and independence are two sides of the same coin.

**CANADA
HOSTED
THE WORLD
IN
1987-1988**

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Canada in the United Nations

September 1989

Negotiating for Peace: Canadian Support for Arms Control and Disarmament

Throughout the post-war era, the need for balanced, verifiable, multi-lateral disarmament has been a central tenet of Canadian foreign policy.

Recognizing that the achievement of significant arms control and disarmament agreements is a responsibility of the entire world community, Canada has endeavoured to make practical, realistic contributions to this process, through its effective participation in appropriate multilateral forums and its active encouragement of bilateral efforts.

Promoting Arms Reductions

Since the Second World War Canada has been a prominent and active non-nuclear weapon state in its efforts to promote the control and reduction of armaments both at the regional level and on a global basis.

As well, Canada continues to be an active member of every multilateral disarmament body. Prime Minister Brian Mulroney was therefore pleased to hail the Intermediate Nuclear Forces (INF) Agreement between the United States and the Soviet Union as "a pragmatic step towards a better and safer world," and "a celebration of common sense over adversity."

A world leader in the development of arms control verification approaches and mechanisms, Canada has actively contributed to the efforts of the UN Disarmament Commission and the Conference on Disarmament (CD) in this area. Canada is also working with other nations in the CD in formulating an international ban on the manufacture, stockpiling, and use of chemical weapons.

Six key objectives have guided Canada's continuing efforts in promoting arms control and disarmament:

- enhancement of global stability, through the successful completion of negotiations leading to radical reductions in nuclear forces;
- maintenance and strengthening of existing international treaties concerning the non-proliferation of nuclear weapons;
- active participation in negotiations leading towards a global ban on chemical weapons;

- support for a comprehensive test ban treaty (CTBT) to bring about an end to all testing of nuclear weapons;
- promotion and encouragement of confidence-building measures to permit gradual reductions in conventional military forces in Europe and elsewhere; and
- strong, vocal support for bilateral and multilateral efforts to prevent an arms race in outer space.

Making Arms Control Work

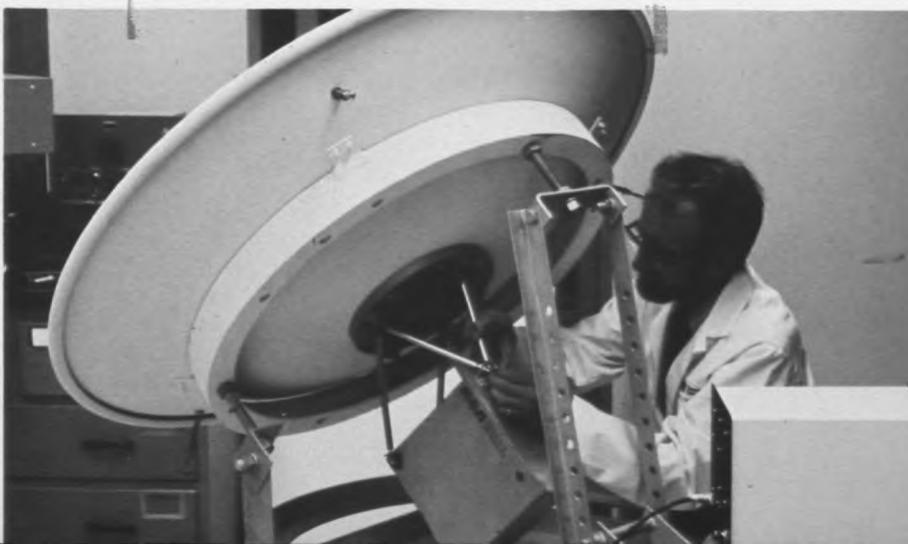
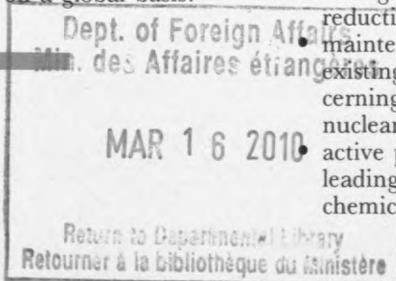
Canada believes that verification is a key element in achieving and maintaining sound and effective arms control and disarmament agreements.

Unfortunately, faith in good intentions alone cannot serve as the basis for concluding agreements. Verification can help to generate a climate of international confidence by providing an objective means of determining ongoing compliance.

In recent years, Canada has emerged as a recognized leader in arms control verification. Since 1983, Canada has allocated \$1 million per year to research activities aimed at improving available verification methods and their practical application. Under this program, for instance, the University of Toronto launched a still ongoing project to study the use of regional seismic data in distinguishing between earthquakes and underground nuclear explosions.

Canada recently completed a \$3.5 million upgrade of an array of seismic monitors located at Yellowknife, in the Northwest Territories. This facility, which officially opened in September 1989, is expected to play an important part in the establishment of a global seismic monitoring network, which will be required to verify an eventual comprehensive test ban treaty.

Canada has emerged as a recognized leader in arms control verification. (Photo: Spar Aerospace Limited)



Related Concerns

The prevention of an arms race in outer space is a high priority for Canada. Canadian researchers contributed the first substantive working paper on possible stabilizing and destabilizing space-based military systems, and completed an exhaustive survey on the application of international law to outer space.

As important as they are, however, hopes and expectations concerning nuclear and space negotiations should not be allowed to distract attention from the necessity for complementary progress in conventional arms control, since 80 per cent of global arms spending is directed at conventional armaments. Conscious of the deplorable fact that more than 20 million people have died in "conventional" military conflicts since 1945, Canada strongly supports international efforts to achieve reductions in conventional arms.

In Vienna, Canada actively participates in the Negotiations on Conventional Armed Forces in Europe (CFE) and in the Negotiations on Confidence- and Security-Building Measures in Europe (CSBM), which seek to establish a secure and stable balance of conventional forces in Europe at lower levels, and to build upon the work of the Stockholm Conference in developing further confidence- and security-building measures.

Equally important are Canada's efforts to achieve a global comprehensive and effectively verifiable ban on chemical weapons. In January 1989, Joe Clark, Secretary of State for External Affairs, used the occasion of the Paris Conference on chemical weapons to strongly condemn the use of such weapons, both now and in the future, and promised Canada's unflagging support of the Conference on Disarmament's objective of banning chemical weapons in their entirety, and forever.

Building Bridges and Maintaining Dialogue

Canada seeks to promote the understanding that authentic security is multi-dimensional, and that it is measured in political, economic, scientific and cultural terms. Through the organization of trade missions, cultural exchanges, and visits involving spe-

cialists and individuals from many different countries, Canada continues to reiterate its commitment to a global community in which all can participate as committed, responsible partners.

Establishing and sustaining political dialogue at all levels in order to build on common ground remains a consistent element of Canadian foreign policy. Canada has promoted such dialogue through its participation in multilateral organizations such as La Francophonie and the Commonwealth, where it has acquired a wider appreciation for regional security concerns and perspectives on arms control and disarmament issues. As a member of the North Atlantic Treaty Organization (NATO), Canada supports the policy of collective defence at the lowest possible level of armaments and has encouraged NATO's role in expanding economic, scientific, technical and cultural cooperation among its members.

Its geographical proximity to both the U.S.S.R. and the U.S. has provided Canada with a particular interest and role in reducing East-West tensions. In multilateral forums and in bilateral discussions, Canada has, for example, encouraged efforts by the Soviet Union and Eastern European nations to play an active and constructive role in the international arena.

As well, Canadian representatives do not hesitate to make their views known and offer encouragement on a regular basis to both superpowers in support of their efforts to pursue further arms limitations and reductions. For instance, Canada has voiced its strong support for the current negotiations which aim, as a first step, to develop improved verification measures for the Threshold Test Ban

Treaty (TTBT) and the Peaceful Nuclear Explosions Treaty (PNET), so that the treaties can be ratified.

A Continuing Commitment

The achievement of progress in arms control and disarmament is a key element of the larger objective of strengthening international peace and security.

Recent events demonstrate that great strides in the disarmament process are possible. Canada welcomed wholeheartedly the signing of the INF Agreement and now looks forward to progress towards reducing conventional and strategic nuclear arsenals.

Prime Minister Brian Mulroney has emphasized the government's commitment to work effectively within multilateral forums to reduce tensions, alleviate conflict and create the conditions for a lasting peace, stating that: "There can be no letup in our efforts to reduce the threat of war. No matter how frustrating or difficult, negotiations must be pursued The exercise of political will is nowhere more important than on this issue on whose outcome the lives of our children and humanity depend."

The Right Honourable Joe Clark, Secretary of State for External Affairs, addressing the United Nations General Assembly. (UN Photo)



Canada in the United Nations

September 1989

Canada on the Security Council: 1989–1990

Canada's term on the Security Council is for two years: from January 1, 1989 to December 31, 1990.

Canada's representative to the Security Council is Ambassador Yves Fortier, Canada's Permanent Representative to the United Nations. Mr. Philippe Kirsch, Minister and Canada's Deputy Permanent Representative to the United Nations, is his Deputy. There are, as well, Alternate Representatives who are officers of Canada's Permanent Mission to the UN. The Prime Minister and the Secretary of State for External Affairs may also represent Canada at any time.

The Security Council consists of five permanent Members (China, France, the U.S.S.R., the United Kingdom and the United States of America) and ten non-permanent Members, five of which are elected each year by the General Assembly for a term of two years. In 1989 the ten non-permanent Members of the Council are: Algeria, Brazil, Canada, Colombia, Ethiopia, Finland, Malaysia, Nepal, Senegal and Yugoslavia. (In 1990 Canada, Colombia, Ethiopia, Finland and Malaysia will serve their final year on the Council and five new non-permanent Members will be elected).

The ten non-permanent Members should be elected according to the following pattern: five from African and Asian States; one from Eastern European States; two from Latin American States; and two from Western European and other States.

Functions and Powers of the Council

Each Member of the Council has one vote. Decisions on matters of procedure are made by an affirmative vote of at least 9 of the 15 Members. Decisions on substantive matters also require nine votes,

including the concurring votes of all five permanent Members. A negative vote by a permanent Member on a non-procedural matter, often referred to as the "veto," means rejection of the draft resolution or procedure even if it has received nine affirmative votes. This is the rule of "great-power unanimity." If a permanent Member does not support a decision but has no desire to block it through a veto, it may abstain; an abstention is not regarded as a veto.

Under the Charter, all Members of the United Nations agree to accept and carry out the decisions of the Council. While other organs of the United Nations make recommendations to Governments, the Council alone has the power to take decisions which Member States are obligated under the Charter to carry out. The Council has the right to investigate any dispute or situation which might lead to friction between two or more countries. When a complaint concerning a threat to peace is brought before it, the Council's first action is usually to recommend that the parties try to reach agreement by peaceful means. In some cases, the Council itself undertakes investigation and mediation. It may appoint special representatives, or request the Secretary-General to use his good offices. In certain cases it may set forth principles for a peaceful settlement.

When a dispute threatens to erupt in, or leads to, active conflict, the Council's first concern is to bring this to an end as soon as possible. Over the decades since its establishment, the Council has issued many cease-fire directives which have been instrumental in preventing wider hostilities in various parts of the world. The Council may decide on enforcement measures, economic sanctions (such as trade embargoes) or collective military action. It also sends United Nations peacekeeping forces to help reduce tensions in certain troubled areas and keep opposing forces apart.

Responsibilities

Under the terms of the Charter, the responsibilities of the Security Council are:

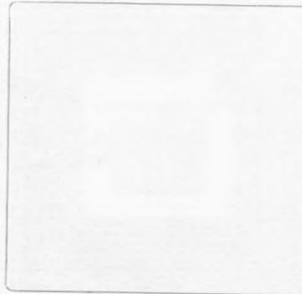
- to maintain international peace and security in accordance with the purposes and principles of the United Nations;
- to investigate any dispute or situation which might lead to international friction;
- to recommend methods of adjusting such disputes or the terms of settlement;
- to formulate plans for the establishment of a system to regulate armaments;
- to determine the existence of a threat to peace or act of aggression and to recommend what action should be taken;
- to call on members to apply economic sanctions and other measures not involving the use of force in order to prevent or stop aggression;
- to recommend the admission of new Members and the terms on which States may become parties to the Statute of the International Court of Justice;
- to exercise the Trusteeship functions of the United Nations in "strategic areas";
- to recommend to the General Assembly the appointment of the Secretary-General and, together with the General Assembly, to elect the Judges of the International Court;
- to submit annual and special reports to the General Assembly.

Also, under Articles 5 and 6 of the Charter, a Member State against which preventive or enforcement action has been taken by the Security Council may be suspended from the exercise of the rights and privileges of membership by the General Assembly upon recommendation of the Council. A Member State which has persistently violated the principles contained in the Charter may be

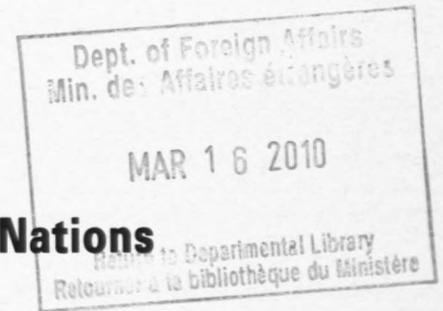
expelled from the Organization by the General Assembly upon the recommendation of the Council.

The Security Council acts on behalf of all Members of the United Nations. Under Article 25 of the Charter, all Members "agree to accept and carry out" its decisions. Under Article 43, they undertake to make available to the Security Council "armed forces, assistance, and facilities" necessary for the maintenance of international peace and security.

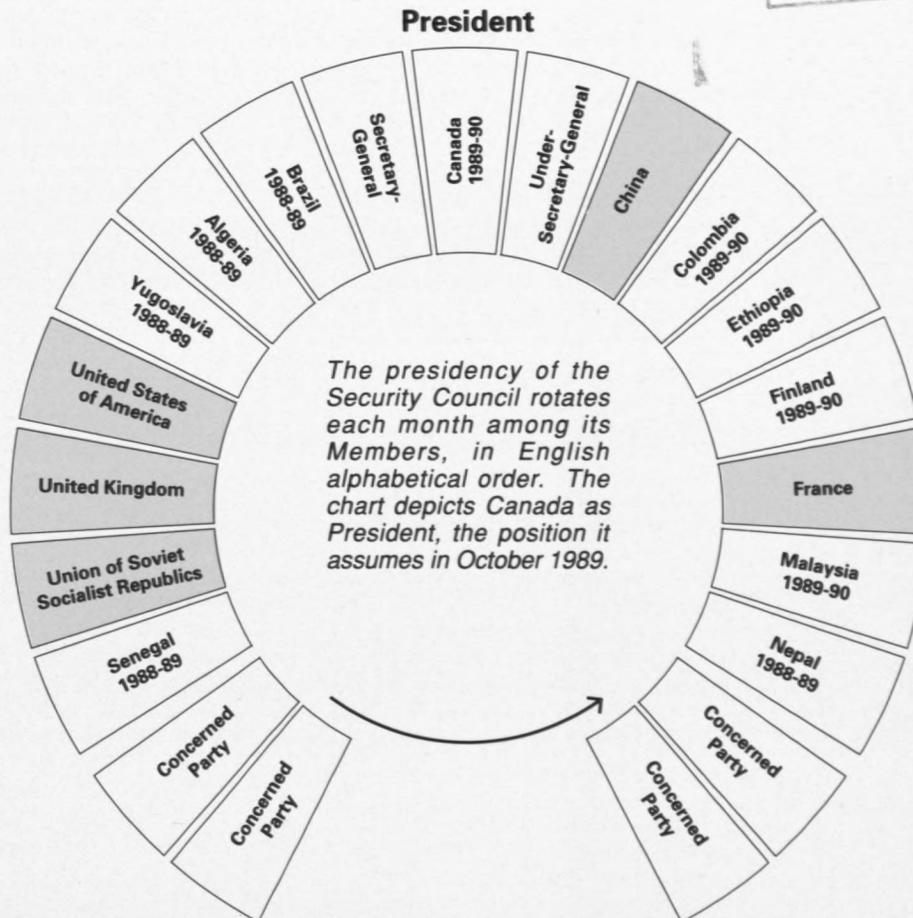
The Security Council is organized so as to be able to function continuously, and a representative of each of its Members must be present at all times at United Nations Headquarters. The Council may meet elsewhere than at Headquarters if it considers this advisable; in 1972 it held a session in Addis Ababa, Ethiopia, and in the following year it met in Panama.



A State which is a Member of the United Nations but not of the Security Council may participate, without vote, in its discussions when the Council considers that that country's interests are specially affected. Both Members of the United Nations and non-Members, if they are parties to a dispute being considered by the Council, are invited to take part, without vote, in the discussions; the Council lays down the conditions for participation by a non-Member State.



The Security Council of the United Nations



Canada in the United Nations

November 1989

The Role of the Security Council President

The presidency of the Security Council rotates each month among its Members, in English alphabetical order. Canada's only presidency in its present two-year term on the Council occurred in October of 1989.

The term "President" is applied to the Member State rather than to its representative at Council proceedings. In the case of absence or temporary illness of the usual representative, an alternate representative from the same Member State simply assumes the President's chair.

Double Duty

The President performs a dual role as both the representative of a Member State and as presiding officer of the Security Council. When the Security Council has adopted a position by consensus, the President represents that view on the Council's behalf. In Council meetings, the President speaks as "President," unless specifically stating first that he/she is speaking for his/her country. When speaking as a national representative, the President usually speaks last in a debate.

The basic duties of the President are:

- to call a meeting of the Council "at any time he[/she] deems necessary," or when asked by a Council member or the Secretary-General to do so (Rule 1);
- to approve the agenda for each meeting as provided by the Secretary-General (Rules 7 and 20);
- to preside over Security Council meetings (Rule 19);
- to call upon representatives in the order in which they signify to speak (Rule 27);
- to immediately state a ruling if a representative raises a point of order (if the ruling is challenged, the President must submit the matter to Council for an immediate decision) (Rule 30);

A general view of the Security Council in session.

(UN Photo/Milton Grant)



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- to decide, if two or more amendments to a motion or draft resolution are proposed, the order in which they are voted upon (Rule 36);
- to decide whether changes to verbatim records from previous meetings are important enough to be referred to Council before he/she approves them (Rule 52); and
- to refer, unless the Security Council decides otherwise, each application for UN membership to a committee upon which each member of the Security Council is represented (Rule 59).

The President's term lasts one month. If a meeting happens to be in session late in the night on the last day of the month, the President adjourns at midnight, after which the next President convenes another meeting. The rules of procedure allow the President to cede the chair to the member next in alphabetical order if he/she feels a matter being considered by the Council is directly connected to the Member State he/she represents (Rule 20). This rule allows the President to play a more active and partisan role in debate on a particular issue without jeopardizing the impartiality of the presidency.

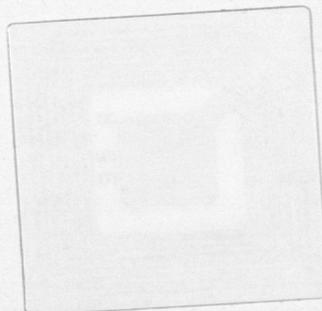
Though the President may cede the presidential chair during debate on a particular issue, the President remains at all times the official representative of the Council. In theory, the provision that the President should represent the corporate will of the Council was intended to give the President the authority required to nominate committees and conclude agreements on the Council's behalf. In practice, however, the provision has been used by the Council to give the President the authority to appeal on its behalf to parties involved in situations of tension or conflict to exercise restraint. It has also enabled the President to submit draft resolutions or decisions to the Council, and to make statements of Council consensus, summaries or decisions to other UN organs or the press.

Beyond Rules of Procedure

There are other procedural functions performed by the President that are not found in the rules of procedure. For instance, the President declares the opening and closing of each meeting, calls for a vote on Council decisions, announces Council decisions, and maintains order and the observance of rules of procedure. However, the President has no express power to call a speaker to order if the speaker wanders from the agenda, repeats what has already been said, or resorts to abusive language.

Sometimes, after the Council has completed considering a matter, the President declares that the Council will keep the item on its agenda. As well, if adopting a certain proposal seems to the President a matter of great urgency, he/she can try informally to limit the number of speeches.

From time to time, the Council decides to give the President other tasks such as to obtain information, designate members of a subsidiary group of the Council, confer with the Secretary-General on their behalf, or follow up on the implementation of resolutions or decisions of the Council. Perhaps the most visible extra duty the President might take on is to meet with the parties to a conflict with the aim of easing tensions.



The Limits of Presidential Influence

Presiding over the Security Council requires a great deal of patience and perseverance. The daunting task of gaining consensus among 15 Council members, each with their own political philosophy and interests to protect, puts special demands on the President. The words of a former president of the Council ring as true today as when spoken in 1979:

I have seen what is beautiful in the work of the Council and what is not. The presidency of the Council is crippling and restrictive and at times generates a sense of loneliness and frustration. Some speakers asked why the Council did not act speedily. That is easier said than done. The work of the Council generates its own momentum. It is wise to move when the time is ripe. I have tried to bridge the gap between views that are poles apart. . . . I was addressed in language that I would not have accepted had I not been restricted by the presidency. . . . Nevertheless, I must stress in the positive sense the spirit of co-operation that I have received from all members. . . . We must strive to place international interests above our narrow national interests if we want to be faithful to the provision of the Charter.

It was with the knowledge of the restrictions placed on the presidency and the limitations of what can be done in a single month that Canada fulfilled its role as President of the Security Council in October of 1989.

Canada in the United Nations

September 1989

The Security Council

The United Nations Charter confers primary responsibility for maintaining international peace and security on the Security Council, thereby granting it a special position of prestige and authority within the complex UN system. Since the founding of the UN, Canada served as a representative on the Security Council approximately once every decade — in 1948-49, 1958-59, 1967-68, 1977-78 and in 1989-90.

Participation on the Council has been viewed as an important multilateral responsibility by successive Canadian governments and it has given Canada an opportunity to contribute directly to the promotion of international peace and security. However, such membership may also incur obligations and political risks. Indeed, governments are often forced to accept a more rapid evolution in their positions on a variety of contentious issues and to take firm public stances on problems which might otherwise not engage their responsibility.

For example, in 1957-58 and 1967-68, the Canadian government voiced considerable reservations about serving on what was perceived to be a deadlocked and ineffective Council. Ultimately, these reservations were overcome because of the realization that a refusal to serve would signify inconsistency in Canada's commitment to the UN.

Canada's Experience on the Security Council

Canada was an active participant in the formation of the United Nations and in the drafting of the Charter. While it reluctantly accepted the need to provide a veto power to the permanent members of the Security Council, it advocated that it be used responsibly and with maximum restraint. In addition, Canada proposed a number of provisions during the drafting of the UN Charter to ensure a viable and important role for small and middle powers. These included articles 10 and 12, which allow the General Assembly to intercede to maintain or restore peace when the Security Council is unable to act, and article 27 paragraph 3, which requires the Security Council to submit annual and, when necessary, special reports to the General Assembly for its consideration. Canada was also active in proposing the language, in article 23 of the Charter, which emphasizes that the primary consideration for membership on the Security Council be the "contribution of members of the UN to the maintenance of peace and security and to the other purposes of the organization . . ."

Despite certain limitations, Canada and other non-permanent members have left a distinct imprint on the workings of the Security Council through their active participation in its discussions, sponsorship of resolutions, introduction of procedural innovations and valuable conflict management and mediation functions.

1948-49

During Canada's first term, the question of Palestine, Indonesian independence, the Kashmir dispute and the first Berlin crisis came before the Council.



Canadian Ambassador to the UN William Barton participating in a debate of the Security Council in 1977.
(UN Photo)

The Canadian representative, General A.G.L. McNaughton, intervened constructively on a number of critical occasions during the protracted debates on Indonesian independence and devised the formula which broke the impasse between the Council and the Netherlands, thereby opening the way for a final settlement. Gen. McNaughton was also asked by the Security Council to act as informal mediator of the Kashmir dispute and, in an unusual gesture of confidence, was requested to continue his mediation efforts even after Canada ceased to be a member of the Council.

1958-59

The dominant issue before the Council during Canada's second term was the deteriorating situation in the Middle East which culminated in the military intervention by the United States in Lebanon and the United Kingdom in Jordan. The Security

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Council became deadlocked, and it was decided at an Emergency Session of the General Assembly to expand the UN Observer Group in Lebanon (UNOGIL) established by an earlier Security Council resolution. Canada provided 78 military observers for the operation, in an effort to stabilize the situation in Lebanon and to facilitate an early withdrawal of troops. Canada was steadily building on the reputation it had earned in pioneering the formation of the first United Nations Emergency Force (UNEF I) in 1956 for which Lester B. Pearson, Canada's Secretary of State for External Affairs, won the Nobel Peace Prize.

1967-68

This period was dominated by the 1967 Arab-Israeli War, the crisis in Cyprus and the invasion of Czechoslovakia. Canada sponsored resolutions seeking to prevent a recurrence of fighting in the Middle East, and its Permanent Representative, George Ignatieff, succeeded in introducing a procedural motion calling for an inquiry into events in Czechoslovakia.

Canadian skills in conflict management proved fruitful in the 1968 *Pueblo* incident, in which a United States intelligence ship was captured by North Korea. Canada and Hungary managed to establish communication links between the disputing parties, and this led to an out-of-court settlement. Canada's policy in the Security Council has characteristically been not to rely merely on formal decisions by the Council but to use that body in whatever manner might best facilitate a direct settlement between disputing parties.

1977-78

During this term, the attention of the Security Council shifted from the Middle East, which had entered a period of relative calm, to Southern Africa, focussing on the interrelated issues of apartheid, Namibian independence and majority rule in Zimbabwe. To improve their capacity to deal with these problems, the Western members on the Council organized an informal caucus called the Contact Group consisting of the deputy representatives of Canada, France, the German Federal Republic, the U.K., and the U.S. The Contact Group offered its good offices in arranging for UN acceptance of a peace plan for free elections in Namibia, to be supervised by the UN, and subsequent independence.

Canada performed the triple functions of harmonizing Western positions; acting as the Group's spokesperson in the UN and during visits to Southern Africa; and serving as a bridge to the African members on the Council and their wider following among non-aligned nations. It was during this session that the resolution calling for a landmark compulsory arms embargo against South Africa was adopted. In July 1978, a successful resolution of the Namibian situation seemed within reach, when both SWAPO and the Republic of South Africa accepted the plan for UN-supervised elections. However, South Africa subsequently defected and staged its own internal elections.

Canada has always favoured, where possible, simple, direct and pragmatic methods for resolving disputes. It therefore was concerned by the increasing formality of Security Council deliberations which tended to inhibit opportunities for constructive compromise and consensus. In an effort to revitalize the Council and infuse it with a greater sense of direction, the then Canadian Secretary of State for External Affairs Donald Jamieson advocated the use of less formal channels of consultation based on Canada's experience in the Commonwealth where informal discussions had proven effective in reaching consensus on contentious issues.

A Unique Set of Credentials

In its current term (1989-90), many of the issues already encountered during Canada's previous sessions on the Security Council, such as Cyprus, the Middle East and Southern Africa, are reappearing on the agenda. Canada offers the advantage of a comprehensive understanding of many international peace and security issues acquired through its past experience on the Council and its active participation in a vast array of multilateral fora including La Francophonie, the Commonwealth and the 'Group of Seven'. Canada also possesses the important capability of being objective, as it is not involved in any major international conflict. Through its membership in multilateral organizations, Canada has developed an extensive range of contacts in all regions of the world and has consistently demonstrated its ability to identify common ground and purpose in the midst of diversity. In this sense, its qualifications are virtually unique.

Encouraged by recent signs of decreased tension in the international political environment and what it perceives as a growing climate of cooperation, Canada is using every opportunity to employ its unique skills in consensus building and is trying to bring to the Council an undaunted spirit of optimism and creativity in resolving threats to international peace and security.

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Canada in the United Nations

September 1989

A Tradition of Service

Whether as diplomats, non-governmental activists, members of peacekeeping forces or UN employees, over the last four decades numerous active and committed Canadians have participated in UN activities and worked to promote the important process of change and reform.

During the UN's first decade, Canadians were prominent in the launching of most of the major specialised agencies. The Food and Agriculture Organization was born at a conference in Quebec City, while the International Civil Aviation Organization was later established in Montreal. Dr. Brock Chisholm was a central figure in setting up the World Health Organization and became its first Director-General.

Canadians were leaders in other early activities. In 1946, John Humphrey, a professor of law at McGill University in Montreal, set up the Division of Human Rights in the United Nations Secretariat and he remained head of this post for nearly 20 years. He was responsible for writing the first draft of the Universal Declaration of Human Rights and guiding it through to adoption by the General Assembly in 1948.

Judge John Erskine Read was a member of the International Court of Justice from 1946 to 1958. During those 12 years, called "the most active period in the court's history," the Court gave 30 substantive decisions. Two of them, the Corfu Channel (1949) and the Anglo-Norwegian Fisheries (1951) cases, were important in developing the Law of the Sea.

In the early 1950s, efforts to extend UN membership to a number of newly independent states became deadlocked. Paul Martin, then Canada's Secretary of State for External Affairs, took the initiative in 1955 to break this logjam by sponsoring a resolution which succeeded in the acceptance of 16 new member states. This constituted one of the most far-reaching initiatives Canada has taken at the UN.

Lester B. Pearson on the UN:

■ "The principle of collective security is fundamental to the Charter. It is based on the conviction that aggression in any part of the world constitutes, in the long run, a threat to every other part. If it is true that we cannot tolerate a city of residential suburbs surrounding slums and degradation, it is equally true that we cannot be safe in a world community which condones lawless aggression in any part of it."



Earlier, in 1949, Lester B. Pearson had been influential in the intense discussions which ended in agreed action over Palestine. Later he tried to negotiate an early end to the Korean War. In 1956, Mr. Pearson initiated the most famous — and the most often praised — Canadian endeavour when the UN was faced with the crisis over Suez. In November Canada took the lead in setting up the United Nations Emergency Force, and these peacekeeping troops provided a buffer between Israeli and Egyptian forces for 11 years. For his work in the General Assembly, and for his negotiating skills which brought all sides to support the peacekeeping operation, Lester B. Pearson, then Canada's Secretary of State for External Affairs, was awarded the Nobel Peace Prize.

Mr. Pearson's success might easily have faltered within weeks had there not been a remarkable Canadian soldier on hand to create the United Nations Emergency Force and to lead it through some very sensitive situations. Lieutenant-General E.L.M. Burns was experienced in the politics and logistical problems of the region, and was instrumental in securing the withdrawal of the combatants. On the occasion of the 25th anniversary of the first UN peacekeeping force, the International Peace Academy presented Lt.-Gen. Burns with the first distinguished Peace-Keepers Award in recognition of his outstanding service to the cause of peace.

Yves Fortier on the UN:

■ "The United Nations has proven its mettle, successfully weathering a number of storms in recent years. There is a renewed sense of purpose and optimism — to resolve old disputes and to get on with the work of building a prosperous global economy and healthy environment in which all can share."





Maggie Catley-Carlson on UNICEF:

■ "UNICEF has certainly tried harder than every other organization to promote primary health care and literacy as empowering vehicles. ... It doesn't do any good just to deliver things to people. You need to convince people that they have the means in their own hands of changing their own destiny; that, either by mobilizing in their own community, or by changing slightly the way they feed their children, or by agreeing to plant and nurture some trees, they are taking steps that really can make a demonstrable difference to their own lives."

One of the most senior posts held by a Canadian at the United Nations was that of Under-Secretary-General in charge of the Department of Administration and Management. George Davidson was appointed to that position in 1972, and held it for seven years. He was in charge not only of the budget and financial affairs of the United Nations, but also of personnel matters.

Maurice Strong is well-known for his longstanding contribution to several UN endeavours. In Stockholm in 1972, he presided over the first of several UN Conferences on the Human Environment. This was followed six months later by the creation of the United Nations Environment Programme (UNEP) located in Nairobi, and Mr. Strong became its first Executive Director.

In December 1984, the Office for Emergency Operations in Africa was set up by the Secretary-General. Maurice Strong was asked to take on the challenging job of Executive Coordinator of the Office and to help remedy a situation which he later described as "the largest known example of ecological breakdown." In August 1987, Mr. Strong was elected President of the World Federation of United Nations Associations.

In 1975, Yvon Beaulne was elected as Canada's Representative to the United Nations Human Rights Commission and he served as chairman at its 35th Session. His nine years on the Commission saw the drafting of three major conventions — the conventions on Torture, on the Rights of the Child and on Ethnic, Linguistic and Religious Minorities — and the Declaration on the Right to Development. Mr. Beaulne was highly respected for his humanitarianism, for his capabilities as a conciliator and for his diligence in seeking consensus among member states.

Prior to becoming President of the Canadian International Development Agency (CIDA) in August 1983, Margaret Catley-Carlson spent two years with UNICEF as Deputy Executive Director, Operations. UNICEF had just entered a period of dramatic change with the adoption of the child survival strategy which could, in her words, "have an absolutely startling effect on the health of the world's children." Mrs. Catley-Carlson also took on the challenging task of reorganizing the 3 000 staff of UNICEF at a time when the agency was involved in shifting resources to meet the growing needs of African states. Mrs. Catley-Carlson is now Deputy Minister of Health and Welfare Canada.

Stephen Lewis on the UN:

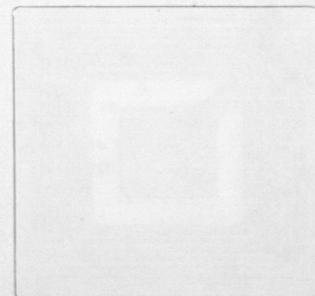
■ "It is not so much a solution which is required here; it is rather the inspired knack of keeping doors open, countries talking, a vital process going. These modest initiatives help to keep the world on track when all around us there is menace, alarm and hostility. If the United Nations system did not exist it would somehow be created."



During the General Assembly's Special Session on Africa in May 1986, Stephen Lewis, Canada's Ambassador to the United Nations, chaired the committee which reached a consensus on the five-year Programme of Action for African Economic Recovery and Development. In recognition of his achievements, and of Canada's generous response to the African crisis, the Secretary-General appointed Mr. Lewis as his Special Advisor on the African Recovery Program. In the course of these new duties, Stephen Lewis has travelled extensively throughout Africa and senses "that this coming together over Africa has given the UN a new lease on life."

Mr. Yves Fortier presented his credentials as Canada's Permanent Representative and Ambassador to the United Nations on September 14, 1988. A distinguished lawyer and an Officer of the Order of Canada, Mr. Fortier has extensive experience in the field of international law. He has represented Canada at the International Court of Justice and has been a member of the Permanent Court of Arbitration in The Hague since 1984. Encouraged by recent signs of decreased tension in the international political environment, Mr. Fortier is enthusiastic about the role of the United Nations. "The prospects for making real progress on a number of issues have never looked more promising and you can be assured that Canada will maintain a leading role in support of these efforts." Mr. Fortier will serve as President of the Security Council in October 1989.

These are only a few Canadians who have contributed actively and responsibly to the work of the UN and its specialized agencies as devoted employees and volunteers during the past 43 years. As well, since 1945, more than 80 000 Canadian servicemen and women have worn the United Nations blue beret with honour and pride, and have carried out their peacekeeping duties in a manner that symbolizes the on-going commitment of the people and Government of Canada to the maintenance of international peace and security.



Canada in the United Nations

September 1989

Canadian Peacekeepers: A Unique Contribution to Global Security

The development of practical, workable mechanisms for international peacekeeping ranks as one of the most significant achievements of the United Nations. While the UN has not always been successful in resolving conflicts, it has played an important role in defusing international tensions and helping to create a more stable international order.

As an active participant in every major peacekeeping operation the UN has organized, and in the discussions that have guided the development of the peacekeeping process, Canada has demonstrated the important role that a responsible middle power can play in helping to defuse international conflicts.

Meeting the Challenge

When representatives of 50 nations met in San Francisco shortly before the end of the Second World War, their primary concern was to create an organization whose main objective would be the maintenance of international peace and security. While the Security Council was charged with primary responsibility for this task, the Canadian Prime Minister of the time, William Lyon MacKenzie King, underscored the importance of broad participation in UN decision-making. "Experience has shown," he said, "that the contribution of smaller powers is not a negligible one, either to the preserving of the peace or to its restoration when peace has been disturbed."

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Canadian participation in the United Nations Force in Cyprus.

Mr. King's words proved prophetic. A lack of unanimity amongst Security Council members, along with radical changes in the nature of war with the development of atomic and hydrogen weapons, made the security system envisaged in Chapter VII of the UN Charter largely impractical. Peacekeeping was not mentioned in the Charter and when efforts to enforce

peace failed, the organization instinctively searched for alternative ways to deal with conflicts and the concept of "peacekeeping" was born. Canada has been a strong proponent of peacekeeping and is the only member of the United Nations to have participated in every UN peacekeeping operation except one, the United Nations Angola Verification Mission (UNAVEM).



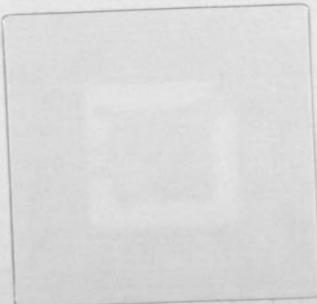
Canadian Lt.-Gen. E.L.M. Burns was the first commander of UNEF I from 1956 to 1959. (UN Photo)

Taking the Lead

In 1956, Canada played an instrumental role in the formation of the first United Nations Emergency Force (UNEF I), whose mandate was to “secure and supervise the cessation of hostilities” in the Suez region, and was an important contributor to UNEF for the next 11 years. In fact, the Canadian delegation to the UN, led by Lester B. Pearson, introduced the General Assembly resolution that led to the establishment of UNEF I.

Mr. Pearson, as Canada’s Secretary of State for External Affairs, saw the Suez crisis as an opportunity to involve major powers and Middle Eastern countries in a long-term, negotiated political solution for the region. “What is the use of passing a resolution which brings about a ceasefire and a withdrawal?” he asked the Assembly. “What are we withdrawing to — the same state of affairs? . . . If we do not take advantage of this crisis to do something about a political settlement, we will regret it. The time has now come for the UN not only to bring about a ceasefire, but to move in and police the ceasefire and make arrangements for a political settlement.” Mr. Pearson was later awarded the Nobel Peace Prize for his leadership in the Suez debate.

Canadian Lieutenant-General E.L.M. Burns was subsequently appointed as UNEF’s first Chief of Staff, and was the first commander of the United Nations Emergency Force in Gaza and the Sinai from November 1956 to December 1959. At its peak, Canada’s contribution to UNEF I totalled 1 172 troops, including an air transport squadron and 300 administrative personnel. In a dispatch to Mr. Pearson, Lt.-Gen. Burns wrote that the Canadian contingent “made all the difference in the world in the efficient operation of the administrative side of the military effort. We just could not have done without them.” On the occasion of the 25th anniversary of the first United Nations Peacekeeping Force, the International Peace Academy presented Lt.-Gen. Burns with the first distinguished Peace-Keepers Award in recognition of his outstanding service to the cause of peace.



An Ongoing Commitment

While the Suez affair was one of Canada's proudest moments in international peacekeeping, its commitment to peacekeeping has spanned four decades. The diagram illustrates the breadth of Canada's participation since 1945 including 19 UN peacekeeping operations and four operations outside the UN framework.

One of the first and largest UN operations was the force established to control and limit conflict in Korea. Between 1950 and 1954 Canada provided a total of 27 000 troops, three destroyers and an air transport wing. Canadians continue to help staff the UN Command Military Armistice Commission (UNCMAC) which observes the armistice line between North and South Korea.

At present Canada provides 22 officers to the United Nations Truce Supervisory Organization (UNTSO), established by the Security Council in 1948 to oversee the armistice agreement reached by Egypt, Lebanon, Jordan, Syria and Israel. A group of 226 Canadians, specializing primarily in logistics and communications, serves with the United Nations Disengagement Observer Force (UNDOF), which has maintained the ceasefire between Israel and Syria since 1974. Canada also provides a contingent of 575 personnel to the United Nations Force in Cyprus (UNFICYP), which was established in 1964 to prevent a recurrence of hostilities between the island's Greek and Turkish communities. A total of 140 Canadian personnel and nine helicopters are assigned to the Multinational Force and Observers (MFO), established in the Sinai peninsula in 1981 to monitor the provisions of the 1979 peace treaty between Egypt and Israel. Canada as well provides military observers to other UN missions as illustrated on page 4. In addition, since April 1, 1989, Canada has been providing the 89th Canadian Logistics Unit, composed of approximately 256 personnel, to the United Nations Transition Assistance Group Namibia (UNTAG).



Building a Lasting Peace

Since 1945, more than 80 000 Canadian servicemen and women have worn the United Nations blue beret with honour and pride, and have carried out their duties in a manner that symbolizes the ongoing commitment of the people and government of Canada to the maintenance of international peace and security.

Canada takes its commitment to peacekeeping very seriously. Since 1959, contributions to UN peacekeeping operations have been included in Canada's defence policy. In addition, the structure of the Canadian Armed Forces has been organized to ensure personnel are available for peacekeeping duty at a moment's notice.

Canada has been actively involved in efforts to improve the techniques and mechanics of peacekeeping. In 1964, Canada convened a meeting in Ottawa of 27 governments involved in past operations to discuss the technical aspects of peacekeeping. Canada is also an active member of the Special Committee on Peacekeeping, known as the Committee of 34, where it has made a number of recommendations to enhance the

peacekeeping process. Recent discussions have focussed on the role of the Security Council and the secretary-general, the need for adequate financial support for peacekeeping operations, advance preparations and wider participation by UN member states, as well as standardization of operating procedures and training.

The challenges of modern peacekeeping are great, but the results speak for themselves. Any assessment of peacekeeping suggests that it has become, and will remain, a continuing feature of international relations and an important aspect of the UN's work in maintaining peace and security. Canada, for its part, remains willing to continue its participation in peacekeeping initiatives and to make a positive contribution towards improving their operation and effectiveness.

The awarding of the 1988 Nobel Peace Prize to the UN Peacekeeping Forces around the world is a source of pride to all Canadians. It recognizes the professionalism and dedication of the 80 000 men and women of the Canadian Armed Forces and those from other countries who have served in various peacekeeping operations over the years.

**Canadian Armed Forces participation in international peacekeeping forces and observer missions —
1947 onwards**

Operation	Location	Dates	Maximum Troop Contribution	Current Troop Contribution
United Nations Command Korea (UNCK)	Korea	1950-54	8 000	—
United Nations Emergency Force (UNEF I)	Egypt	1956-67	1 007	—
Organisation des Nations Unies au Congo (ONUC)	Congo	1960-63	421	—
United Nations Temporary Executive Authority (UNTEA)	West New Guinea (now West Irian)	1962-63	13	—
United Nations Force in Cyprus (UNFICYP)	Cyprus	1964-	1 126	580
United Nations Emergency Force (UNEF II)	Egypt (Sinai)	1973-79	1 145	—
United Nations Disengagement Observer Force (UNDOF)	Israel Syria (Golan Heights)	1974-	220	225
United Nations Interim Force in Lebanon (UNIFIL)	Lebanon	1978 (Apr-Sep)	117	—
United Nations Temporary Commission on Korea (UNTCOK)	Korea	1947-48	Unknown	—
United Nations Military Observer Group India-Pakistan (UNMOGIP)	Kashmir	1949-79	27	—
United Nations Truce Supervisory Organization Palestine (UNTSO)	Egypt Israel Jordan Lebanon Syria	1954-	20	22
United Nations Military Armistice Commission (UNCMAC)	Korea	1953-	2	1
United Nations Observer Group in Lebanon (UNOGIL)	Lebanon	1958-59	77	—
United Nations Yemen Observer Mission (UNYOM)	Yemen	1963-64	36	—
United Nations India-Pakistan Observer Mission (UNIPOM)	India-Pakistan border	1965-66	112	—
Mission of the Representative of the Secretary-General in the Dominican Republic (DOMREP)	Dominican Republic	1965-66	1	—
United Nations Good Offices Mission in Afghanistan and Pakistan (UNGOMAP)	Afghanistan	1988-	5	5
United Nations Iran/Iraq Military Observer Group (UNIIMOG)	Iran/Iraq	1988-	510	15
United Nations Transition Assistance Group Namibia (UNTAG)	Namibia	1989-	301	256
*International Commission for Supervision and Control (ICSC)	Cambodia Laos Vietnam	1954-74	133	—
*International Commission for Control and Supervision (ICCS)	South Vietnam	1973	248	—
*Observer Team to Nigeria (OTN)	Nigeria	1968-69	2	—
*Multinational Force and Observers (MFO)	Sinai	1981	140	140

*Operations outside UN framework

Canada in the United Nations

Continuing Support For Peace in the Middle East

In its approach to Middle East policy over the past 40 years, Canada has tried to stand out in the world community as a consistent voice for reason and moderation. Through its bilateral contacts with Middle Eastern nations, its involvement in the United Nations, its active participation in multilateral peacekeeping initiatives, and its ongoing provision of development assistance, Canada has sought to keep a fair-minded perspective on both the Arab-Israeli and other conflicts in the region.

This even-handed approach, in a region that has confounded generations of peacemakers and diplomats, has earned respect and praise from many quarters. On a practical level, it has translated into a continuing search for specific, effective measures to help improve the socio-political climate of the region and resolve the complex dynamics that underlie the continuing conflict between the Arab nations and the state of Israel.

Fairness and Justice

The following basic principles, which have been at the core of Canada's approach to the Arab-Israeli dispute, reflect a basic commitment to the development of constructive and practical responses to help improve the climate for a peaceful settlement.

- Canada has endorsed Security Resolutions 242 and 338 as the basis for a just, lasting and comprehensive peace settlement in the region. This implies support for the requirement that Israel withdraw from the territories occupied in 1967 and recognition of the right of every state in the area to live in peace within secure, recognized boundaries.
- Support for Israel's security, well-being and rights as a legitimate, independent state has remained a fundamental tenet of Canadian foreign policy since 1948.

■ **Saudi Arabian Foreign Minister Prince Sa'ud al-Faysal Al Sa'ud meeting with Canadian Prime Minister Brian Mulroney and Secretary of State for External Affairs Joe Clark (background).**

- Canada recognizes that a just peace must also provide for the realization of the legitimate rights of Palestinians. These include their right to play a full part in negotiations to determine their future and their right to a homeland in the West Bank and Gaza.
- Canada has opposed unilateral actions that could predetermine the outcome of peace negotiations, including the establishment of new settlements in the occupied territories and the annexation of East Jerusalem and the Golan Heights.
- Before the United Nations, and in other multilateral fora, successive Canadian governments have opposed one-sided resolutions aimed at prejudging the outcome of peace negotiations in the Middle East. Canada has consistently expressed its concern that these initiatives serve no practical purpose, and detract from the goals that UN agencies are established to serve. But while Canadian representatives have strongly opposed efforts to suspend or expel Israel from the UN or its specialized agencies, they have joined other nations in supporting resolutions identifying Israeli activities which are the subject of justified criticism.
- Canada supports the principle of an international Conference on the Middle East under UN auspices. However, it is imperative that the parties directly involved agree to the convening and format of such a conference, and that it should facilitate direct negotiations between them.



Direct Support

Consistent with its overall vision of the UN as a forum for practical, cooperative initiatives at the international level, Canada has provided concrete support to development projects aimed at alleviating poverty and despair found in many parts of the Middle East.

For instance, in February 1988, Minister for External Relations and International Development Monique Landry announced a supplementary contribution of \$5 million from the Canadian International Development Agency for humanitarian assistance in Lebanon. The UN Disaster Relief Coordinator (UNDRO) had recently identified 250 000 families requiring emergency support as a result of a decade of civil unrest.

Traditionally Canada has been prominent in its support for the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). This support has increased steadily, from \$6.1 million in 1983-84 to \$11 million in 1987-88.

In 1985, Canada established a Mission Administered Fund (MAF) to help Palestinians in the occupied territories meet their basic needs in health, education and agriculture. By the 1987-88 fiscal year the program had increased tenfold, to a total value of \$500 000. The MAF has funded the purchase of X-ray equipment for



■ **Canada has been prominent in its support for the UN Relief and Works Agency for Palestine Refugees (UNRWA).**
(UN Photo)

a medical clinic in the Gaza Strip, supported the establishment of kindergarten classrooms at Balata Refugee Camp, provided vacuum packing equipment for three women's food-processing cooperatives, and enabled the Central Blood Bank in the Gaza Strip to purchase AIDS testing equipment. Canadian aid in the occupied territories will total \$1.35 million in the 1988-89 fiscal year.

A Special Contribution

Provision of peacekeeping forces has come to be recognized as a somewhat unique Canadian specialty in the post-war era, and the Middle East has been one of the most frequent destinations for Canadian personnel.

In 1956, Canada's then Secretary of State for External Affairs Lester B. Pearson initiated the United Nations resolution that established the first UN Emergency Force (UNEF I). Its historic mandate was to "secure and supervise the cessation of hostilities" following the Suez crisis. UNEF's first chief of staff, Canadian Major

General E.L.M. Burns, had headed the UN Truce Supervision Organization (UNTSO) between 1954 and 1956. Canada's peak contribution to UNEF I totalled 1 172 personnel.

Between 1973 and 1979, Canada provided 1 145 troops to the logistics component of UNEF II, stationed between Israeli and Egyptian forces in the Sinai peninsula.

At present, Canada provides 22 officers to UNTSO which was established in 1948 by the Security Council to oversee the armistice between Egypt, Lebanon, Jordan, Syria and Israel. A group of 225 Canadians, specializing primarily in logistics and communications, is involved with the UN Disarmament Observer Force (UNDOF), which has supervised the ceasefire and arms limitation agreement between Israel and Syria since 1974.

Since 1985, 140 Canadians have participated in the Multinational Force of Observers (MFO), the peacekeeping force established to monitor implementation of the 1979 peace treaty between Egypt and Israel.

Canada Encouraged by Cease-fire

During the tragic Iran-Iraq war Canada expressed its concern about that senseless conflict which virtually decimated an entire generation of young people.

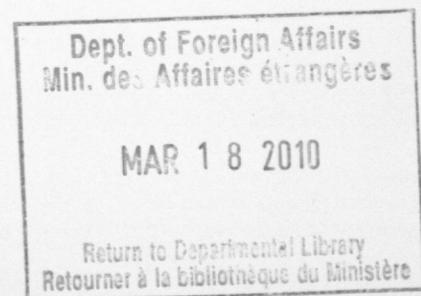
In March 1988, Secretary of State for External Affairs Joe Clark condemned the use of chemical weapons against Kurdish civilians in northern Iraq, and asked the Secretary-General of the UN to consider sending an expert inquiry to the region. As one of the first nations to have encountered chemical warfare on the battlefield at Ypres in 1915, Canada has always felt a special linkage to the 1925 Geneva Protocol banning chemical weapons, to which Iraq and Iran are both signatories.

On July 18, 1988, the Secretary of State for External Affairs said he was encouraged by Iran's announcement that it had accepted UN Security Council Resolution 598, which provides a framework for a negotiated settlement to the Iran-Iraq war. Canada continues to support the efforts of the Secretary-General to mediate the conflict. We have urged Iran and Iraq to approach the Geneva peace talks resolutely and in a spirit of co-operation. We hope both countries will persist in efforts to achieve a just and equitable peace in the Gulf.

Following the cease-fire announcement Canada was asked to contribute to the UN Iran-Iraq Military Observer Group (UNIIMOG). Canada provided some 500 men of the 88 Signals Squadron who were responsible for communications for the UNIIMOG peacekeeping force. Canada has 15 Observers attached to the UNIIMOG.

A Humanitarian Approach

Even in the most difficult political situations, Canada's approach is to remember the humanitarian needs and practical peacekeeping opportunities that must still be addressed. In the months ahead, Canada will continue to press the United Nations for concrete steps to bring a suitable resolution to the conflicts that have plagued the Middle East.



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Canada in the United Nations

Support for a Homegrown Solution in Central America



Central America is the second-largest per capita recipient of Canadian aid.

(©CIDA: Ron Poling)

Over the past decade, the Canadian government has become increasingly concerned about the escalation of tensions in Central America. Canadian policy in the region is based on the view that its difficulties are fundamentally economic and social in nature. Widespread poverty, disease, hunger and illiteracy have given rise to a series of intractable problems including serious human rights abuses in several of the countries.

Superpower rivalries have served to inflame an already tense situation, at the expense of regional development and stability. Canada's position is that ideological conflicts in Central America are symptoms of larger problems and it is strongly opposed to third-party military intervention in the internal conflicts of the region no matter who the third party might be.

Canada has demonstrated its willingness to help resolve the region's problems by tripling its bilateral aid to Central American countries over a five year period and by offering technical advice on the design of suitable peacekeeping mechanisms for the region. Canada would also consider participating in a peace supervisory mission, if asked, subject to the establishment of an effective framework.

The Search for Peace

The search for peace has been long and difficult. Several years of talks among members of the Contadora Group (Panama, Mexico, Colombia and Venezuela) helped set the stage for an August 1987 summit meeting of Central American presidents in Guatemala. By the end of this landmark session, the presidents had seized the initiative and agreed to a regional peace plan put forward by President Oscar Arias Sanchez of Costa Rica.

In its preamble, the Guatemala agreement said that "guarantees must be established to allow popular participation in authentic and democratic political processes that are based on justice, liberty and democracy The governments will commit themselves to initiate an authentic, pluralistic, participatory democratic process that implies promotion of social justice, respect for human rights, sovereignty, territorial integrity, and the right of all countries

to determine freely and without outside influence of any kind, their economic, political and social model" These goals and the commitments to democratization are fully supported by the Canadian government.

Canada was encouraged by the emergence of a broad, regional consensus on the need to declare ceasefires in the countries where conflicts existed, extend amnesty to armed insurgents, and initiate dialogue with unarmed opposition groups. The Guatemala plan established an ambitious timetable for the development of a lasting peace settlement. While implementation of the peace plan has been difficult, real progress has been made and Canadians are heartened to see the Central American nations themselves taking an active role in finding appropriate, regional solutions to regional difficulties.

Canada's Support for the Peace Process

Support for the peace process and for regional autonomy in determining the dimensions of a lasting peace agreement have long been cornerstones of Canadian policy in Central America. This has been expressed in numerous public statements, as well as in private discussions with the parties involved.

As early as 1985, Secretary of State for External Affairs, Joe Clark, in meetings with the president and foreign minister of Mexico, stated Canada's willingness to help design appropriate peacekeeping mechanisms drawing on three decades of Canadian peacekeeping experience. On three subsequent occasions, Canada prepared detailed written comments on key provisions of the Contadora Draft Act, at the request of participating governments.

In August 1987, immediately after the Guatemala peace agreement was signed, Mr. Clark dispatched senior Canadian officials to deliver an offer of further Canadian support to the foreign ministers in Central America. Mr. Clark travelled to all five countries of the region in November 1987, to underscore Canada's willingness to help. The offer was warmly received and remains on the table.

On his return, Mr. Clark appointed a senior diplomatic representative, Mr. Richard Gorham, to serve as roving ambassador for Latin America and to chair an interdepartmental working group on Central America. He also established a special House of Commons committee to review and monitor the peace process.

As Prime Minister Brian Mulroney recently said, "Canada stands ready to undertake a peace supervisory role anywhere in the region where it might be helpful, provided the Central American governments themselves desire our involvement and create a framework for effective action."

Supporting Economic Renewal

While the adoption of the Arias plan was a historic moment for all five signatories, the regional economy remains plagued by low commodity prices, crippling foreign debt, and major distortions arising from continuing military conflict. The Arias plan recognized the need for massive economic restructuring in the region.

An important aspect of Canada's support for peace and stability in the region has been the tripling of government to government bilateral assistance between 1982 and 1987 to \$105 million. Nearly \$170 million has been given in total direct assistance, which includes non-governmental channels. As a region, Central America is now the second largest per capita recipient of Canadian aid in the world. Mr. Clark reaffirmed this commitment to development during the course of his November 1987 tour of the region.

The Canadian International Development Agency (CIDA) is supporting throughout Central America a wide range of practical projects from day care for single parents to water purification, electrification and dairy

projects. With funding from the federal government, Canadian non-governmental organizations are participating in numerous projects such as teaching orphans and providing rural health care in Honduras, and training farmers to repair machinery in Nicaragua.

Consistent with established Canadian foreign policy, these initiatives combined with an active refugee program, have been designed to meet the needs of the poorest in the target countries without attaching political conditions to the allocation of aid dollars. Canada maintains development programs in Nicaragua, Honduras, Costa Rica and El Salvador and has decided to resume bilateral aid to Guatemala.

Cautious Optimism

Recognizing that peace is an essential ingredient in effective development efforts, Canada is following the implementation of the Central American peace plan with cautious optimism. As a result of the plan, the international community has witnessed efforts at national reconciliation in Nicaragua, El Salvador and Guatemala. In March 1988, an important limited duration ceasefire was agreed to between the government of Nicaragua and the contra forces. While events

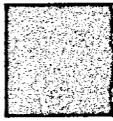
in Central America unfold rapidly, Canada firmly believes that the region must be allowed the time and flexibility to resolve its own difficulties.

The Canadian government applauds recent developments in the region as an assertion of Central America's distinct destiny. With its commitment to establishing "the climate of liberty that democracy ensures," the Arias initiative provides a good basis for ending the cycle of repression, poverty and conflict that has hampered the development of the entire region, and immeasurably altered the lives of hundreds of thousands of its people. Canada's offer to be of practical assistance in the verification and control process remains open, and bilateral development assistance will continue to increase, as the Central American nations carry forth their search for a homegrown solution to a tragic and complex set of difficulties.

Canadian Secretary of State for External Affairs Joe Clark meets with President Oscar Arias Sanchez of Costa Rica.

(Photo: Denis Drever)





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