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**STATEMENT**

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**NOTES FOR AN ADDRESS**  
**BY THE HONOURABLE ANDRÉ OUELLET,**  
**MINISTER OF FOREIGN AFFAIRS,**  
**TO THE**  
**PEACEKEEPING BRAINSTORMING SESSION**  
**IN OTTAWA**

**OTTAWA, Ontario**  
**April 29, 1994**

Thank you, and welcome to Ottawa.

It is a pleasure to welcome representatives of many of those countries which, like Canada, have displayed a real commitment to peacekeeping over many years. As I look at the wide variety of nations represented around this room, I am reminded just how truly international an activity peacekeeping is. You represent a sample of the 70 countries that now participate in United Nations peacekeeping activities.

I extend a special greeting to the representatives of the United Nations who are here for this event. We owe them a special debt of gratitude. In spite of an incredibly busy schedule, they have taken the time to prepare the papers which will serve as the basis for your considerations here in Ottawa.

In particular, I would like to pay tribute to Mr. Koffi Annan, the Under-Secretary-General for Peacekeeping. We are delighted that, in spite of his hectic schedule, he has been able to join us for our meeting and to lend his leadership to our discussions. This is, in fact, the second time in three months that Mr. Annan has travelled to Canada. He very kindly did so a few months ago to brief new members of Canada's Parliament on the UN's peacekeeping activities and objectives.

Mr. Annan and his colleagues carry a heavy burden on their shoulders. They are responsible for both the effectiveness of the 16 peacekeeping operations which the UN maintains the world over, and for the well-being of the over 70 000 troops assigned to these missions and the UN field personnel assigned to these operations. His dedication to the attainment of the UN's goals in support of international peace and security are a matter of record and are deeply appreciated by the Canadian Government. We are also very proud that Major-General Maurice Baril serves as Military Advisor to the Secretary-General within Mr. Annan's Department.

In noting the range of people here, I am reminded of the fact that no one nation or organization has a monopoly on peacekeeping, or on ideas as to how it might be made a more effective tool of international security. Only by working together, sharing our experiences and thoughts, can we ensure that peacekeeping adapts to the changing international scene.

Plus ça change.... Thirty years ago, another meeting just like this one took place in Ottawa. Then, as now, a group of experts met to discuss aspects of UN peacekeeping operations. Then, 22 countries were represented, along with the UN Secretariat; here today 24 countries are represented, along with members of the UN Secretariat. Then, as now, attention was focussed on such issues as whether to create UN stand-by forces; the need for advance planning by the UN, including training and operating procedures; and, the importance of clarifying lines of authority among UN forces in the field, the UN Secretary-General and contributing member-states. The similarities in agendas are indeed remarkable.

The consistency of Canadian support for peacekeeping over time is also remarkable. Canadians have long believed our interests to be served by the rule of the law and by international agreements which promote collective security. We have long recognized that the most complex problems facing the world are best solved through multilateral co-operation. The causes of these problems are too diverse and the solutions too multifaceted to permit any one nation, or group of nations, to succeed in solving them unilaterally. Peacekeeping is obviously one tool in this process.

This is why Canada has been a pioneer of peacekeeping. We believe that our involvement in peacekeeping operations over four decades is a concrete reflection of our basic security and foreign policy interests. Indeed, I represent a Party with a long tradition in this area. Since 1945, successive Liberal Governments have been firm supporters of the United Nations, and of peacekeeping. It was a Liberal Foreign Minister, and later Prime Minister, Lester Pearson, who provided the idea and the drive behind the launch of the first emergency force in the Suez in 1956, earning him a Nobel Peace Prize for his introduction of UN peacekeeping. Canada has subsequently provided over 100 000 military personnel for these purposes.

This government came to power last fall on a pledge to consult Canadians more broadly on foreign policy decisions. It is indicative of the central importance of the United Nations to international relations today, and to Canadian foreign policy, that two of the three debates held on foreign policy issues by parliament since the election have focused on Canada's peacekeeping role, specifically in the former Yugoslavia.

These debates have revealed strong support within Parliament, and throughout the country as a whole, for UN efforts to provide humanitarian relief to the victims of war and for the UN's efforts to facilitate negotiations among warring parties. Canadians do not shrink from strong measures in support of these goals. However, in Ottawa, in other world capitals, and in UN Headquarters in New York, there is an emerging consensus that any UN action must be more clearly thought out and broadly supported. It must be effectively conducted and respectful of the contributions of Member States.

I know that Canadians retain goodwill towards the United Nations and a pride in the role that Canada plays there. But I also know that Canadians expect scarce resources to be used as effectively as possible to ensure peacekeeping efforts have some real hope of success. By success I mean helping to find a political solution which addresses the root cause of the conflict.

While the end of the Cold War has yielded rich opportunities to the international community, it has also thrust on the United Nations the challenge of resolving several bitter regional

conflicts. These conflicts are frequently rooted in long-standing ethnic, religious, territorial and economic disputes. They require a variety of new approaches by the United Nations, because traditional peacekeeping methods do not necessarily apply.

The Security Council and the Secretary-General have frequently had to improvise responses to unpredictable developments on the ground. In doing so, the UN has succeeded magnificently in some cases, such as Cambodia, and has also contributed very significantly to emerging stability within such countries as El Salvador, Mozambique and South Africa. However, we, the international community, have not yet been effective in dealing with such situations as found in Bosnia, Somalia and Rwanda.

The need for the UN to be innovative in responding to new challenges is widely recognized. Although peacekeeping is not mentioned in the UN Charter, it has come to play a central role in the UN's work. Nevertheless, the constant improvisation of the past several years, no matter how inspired it has frequently proved to be, requires us to look hard at and seek to learn from our recent experiences.

In my short time as Foreign Minister, I have had to face these issues time and again. Moreover, I foresee no let-up in the number of crises requiring UN intervention. I am concerned that the UN's authority to act be re-enforced by the commitment of its Member States to respond to the challenges it faces.

We must recall that the credibility and authority of the United Nations rests with its Member States. The relationship between the UN's ability to act and public perception is clear: if the United Nations is to maintain the authority it requires to act in difficult circumstances, it must be seen to be effective. It is its members who must make it effective.

Experience demonstrates that Security Council objectives can only be accomplished if the mandates it designs and adopts are clear, achievable and related to the resources available to implement them. Recent progress towards the development of clear and credible mandates is welcome. If continued, I believe that it will help to ensure support by the international community for the Security Council's decisions.

The Secretary General's report on Improving the Capacity of the United Nations for Peacekeeping contains specific recommendations which we find eminently sensible. France and Britain have made very useful suggestions as to early warning and preventive deployments. Australia's Blue Book contains many useful and important ideas. We in Canada have made a number of suggestions to the Special Committee on Peacekeeping Operations over the years, and particularly last year. Useful ideas have been

advanced, as well, by many others in this room, including Argentina, Brazil, Egypt, Ghana, India, Malaysia and Pakistan.

We congratulate New Zealand, during its presidency of the Council this past month, for launching a process of regular consultation with Troop Contributors to UNAMIR [United Nations Assistance Mission in Rwanda]. This is an excellent example, which we hope will be followed in other cases.

Clearly, ideas are not lacking. What is now required, however, is a firm consensus on both the ideas and on the means of putting them into effect. Ensuring effective political direction and support for peacekeeping operations requires effective mandates from the Security Council, ongoing interaction between the Security Council and the Troop Contributing Nations, and effective ongoing political direction and operational control by the United Nations. These are the issues you must address during your meetings.

Allow me, here, to pay tribute to the Nordic countries in drawing some of these questions to the attention of the General Assembly last fall. Considerable strides have been made by Mr. Annan and his staff in tackling the challenge of managing new and complex peacekeeping missions. The military staff has been expanded significantly. Improvements have been introduced in communications capabilities between New York and the field, for example, the establishment of a 24-hour situation centre.

Canada applauds these initiatives. But the broader challenge of ensuring effective command and control remains. We must examine the UN's ability to organize and launch new missions, the capacity to maintain clear lines of authority and decision-making between UN Headquarters and field missions, and the capacity of UN forces on the ground, often comprised of many different nationalities, to co-ordinate their efforts. Your examination of these difficult questions should help formulate a more robust policy.

Peacekeeping training is recognized as being an issue of increasing importance. As all of us know, the scope of peacekeeping has broadened dramatically in recent years. Today, peacekeeping operations incorporate civilian police, election monitors, humanitarian aid workers and many others. This has often been referred to as the second generation of peacekeeping activities. I am convinced that the enormous range of tasks peacekeepers are called upon to perform today necessitates new thinking on the subject of training. The Secretariat has been working hard to develop guidelines and training materials to meet these needs. Many member states are also wrestling with these issues. In my view, the UN's work in developing basic peacekeeping doctrines and guidelines provides essential input for our discussions of this issue.

For our part, Canadians must learn the lessons of Somalia, Bosnia, Haiti and Rwanda. To this end, my Government has recently established a peacekeeping training centre at Cornwallis, Nova Scotia. We are in the process of determining how such a centre can best meet the requirements of Canada's peacekeeping roles and the needs of the UN. We want this facility to be open to train peacekeepers from all regions of the world. I am looking forward to hearing your views on how we might best further develop this concept.

Finally, although it is not on your agenda, there is one other issue I would like to bring to your attention: the financing of peacekeeping operations. It is obvious that funding issues will affect whatever else you decide here. Canada believes that all Member States should pay their bills in full and on time. We do, and we find it unacceptable that while we meet this obligation, others do not. Reforms will be made over time, but countries should pay their debts when they are due.

You are here to advance a process which I am convinced will lead to the elaboration of a new peacekeeping strategy, and to the fostering of the necessary political commitment. I believe that the Secretariat, with our support, should be in a position to present new ideas to the General Assembly this autumn. It may take several more such meetings to achieve this objective. It may take a sustained programme of work over a period of months, but it must be done.

In setting up this meeting, we worked with the Secretariat to encourage your Governments to send experienced experts with the necessary skills to make the required decisions. It is your job over the coming days to begin the process of ensuring that our United Nations will have the ability to respond to calls for peacekeeping forces when and where its Members decide. I know that you will seize the opportunity with imagination and vigour.

Thank you, and good luck.