



# Bulletin

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## CANADIAN REVIEW OF UN PEACE-KEEPING

*The following is a statement made in the Special Political Committee on the Report of the Special Committee on Peacekeeping Operations by the Canadian representative Mr. J.P. Goyer, Parliamentary Secretary to the Secretary of State for External Affairs, on December 17, 1968:*

Canada's association with United Nations peacekeeping efforts reaches back to the early days of this organization. At San Francisco, the Canadian delegation was among those which held particularly high hopes for the role of the United Nations in the maintenance of international peace and security. We strove, along with other delegations, to ensure that the wartime alliance would provide a firm foundation for the building of a new world organization. The result of our efforts was the United Nations Charter which reflects today, as it did in 1945, mankind's desire to live in a world of peace in which human energies can be fully devoted to political, economic and social development....

The United Nations has, over the years, made an increasingly significant contribution in all these areas, not least in the maintenance of peace and security even though the methods chosen on an *ad hoc* basis have been somewhat different from those envisaged in the Charter. There is irony in the fact that while we are exhorted in the Preamble of the Charter to "unite for peace", arrangements for keeping the peace under the auspices of this organization have often led to serious divisions within the membership. No useful purpose is served now by recalling how those divisions came about, or whether they could have been avoided. The historians of the world will provide the answers to these questions in good time.

## CONTENTS

Canadian Review of UN Peace-keeping.....	1
Locust Plague Fight .....	3
Bank Rate Increase .....	3
1971 Canada Winter Games .....	3
Canada-U.S. Water-Power Study .....	3
Women in the Public Service.....	4
Provincial Education Levels .....	4
Wheat to India .....	5
Stamp Honours Vincent Massey .....	5
War on Smoking to Escalate .....	5
Alcan Film Prizes .....	5
ILO Plans Golden Jubilee .....	5
Blackfly Research .....	6
Conference on Agriculture.....	6

What is of primary interest now, in the light of the complex and contentious history of United Nations peacekeeping efforts, is whether a point has at last been reached from which we can move ahead and enhance the peacekeeping capacity of this organization through accommodation of differing viewpoints. If this can be done it will be not only a diplomatic achievement but, more important, a practical achievement of long-term value to the organization. And, needless to say, such progress should take place on the basis that it does not prejudice the different positions of member states on constitutional issues relating to the respective roles and responsibilities of the Security Council and of the General Assembly.

In looking at the situation in this way I am, of course, influenced by the experience of my delegation in recent months. As a member of the working group of the Special Committee on Peacekeeping Operations, the Canadian delegation has had a particular opportunity to assess the extent to which progress can now be made, without prejudice to constitutional positions, in dealing with many prac-

tical problems posed by the establishment, financing and preparations of peacekeeping operations and observer missions. My delegation can honestly say that the indications we noticed a year ago of the beginnings of a willingness to compromise, of some movement towards more flexible positions, have continued to be evident in the deliberations of the Committee of 33 and in its working group. This fortunate state of affairs can and, I believe, will be maintained if we all remain convinced of each other's genuine desire to make progress on this matter. This is simply a question of confidence in each other's intentions, for, without that state of mutual confidence, we could not hope to achieve anything on the basis of a consensus.

#### IMPORTANCE OF OBSERVER MISSIONS

It is against this background that my delegation would ask the Special Political Committee to consider the reports now before it from the Special Committee on Peacekeeping Operations. It will be noted that the Committee's working group has sought and received from the Secretariat some very detailed and useful material relating to a number of observer missions established or authorized by the Security Council for observation purposes, pursuant to Security Council resolutions. While regrettably this material is still in the process of being put in final form and is therefore not generally available, my delegation believes that the preparation of this material in itself already represents a step forward; and that the Secretariat material will undoubtedly provide an excellent basis for future consultations among members of the working group and of the Committee of 33 when they endeavour to prepare a model of what an observer mission, in all its aspects, should be.

The fact that the Committee of 33, through its working group, has concentrated its attention in recent months on observer missions results from a number of factors and is no reflection, of course, on the contribution which full-scale peacekeeping operations have made in the past. Nevertheless, in terms of the future, my delegation is inclined to the view that a study of observer missions is the most useful thing which we can be doing at this time. As my delegation sees it, the possibility in the relatively near future of further observer missions being established is somewhat greater than that of another large peacekeeping force such as UNFICYP. There are obviously a variety of political and financial considerations, among others, affecting such a determination. What is to be remembered, however, is that in 1965, when the Article 19 crisis was still very much in our minds, it was possible for this organization to set up UNIPOM, a highly useful observer mission with specific terms of reference for the supervision of the withdrawal of troops following the India-Pakistan conflict that year; and that in 1967, when the question of Article 19 was no longer being raised in respect of two major peacekeeping operations in the past, UNTSO was given a new role in the Suez Canal sector and was strengthened in a manner generally acceptable to the Security Council. My

delegation suggests that there may well be other occasions when observer missions, offering a maximum of international presence for a minimum of expense, can make a constructive contribution to international peace and security.

#### FINANCING STILL A CHALLENGE

It would be wrong, of course, to think that our present preoccupation in the Committee of 33 with observer missions in all their aspects rules out consideration of other problems of peace-keeping. We recall that the original mandate of the Special Committee was a very broad and comprehensive one. The question of how to arrange for the financing of peace-keeping in the future on a basis consistent with the principle of collective responsibility has always loomed very large in our deliberations; and it continues to pose a challenge to all delegations concerned with the ability of the United Nations to engage in peace-keeping activities. The Canadian delegation, for one, is still interested at the appropriate time in co-operating with other delegations in setting forth guide-lines for the apportionment of expenses of peacekeeping operations involving heavy expenditures. The possibility of a special scale for the developing countries in such a situation and the possible establishment of a finance committee to make recommendations on the nature of that scale are both ideas still worthy of consideration. In fact, as far as future financing is concerned, all the basic elements for some sort of understanding exist: they have been discussed many times now in the Committee of 33, and outside it, as well as during the debates of the General Assembly for several years. We should hope that it will not be too long before all the essential elements can be brought together in a proposal on future financing, which could achieve general support.

#### MILITARY STAFF COMMITTEE

While speaking of other possibilities to be pursued I cannot fail to recall the interest of my delegation in seeking ways and means to give the Military Staff Committee a more active role. We still think it unfortunate that the expertise represented in that Committee should go unused when there are so many aspects of the question of peace and security which deserve attention. As we have had occasion to mention on other occasions, the Military Staff Committee, although provided for in Chapter VII of the Charter, is not in our view precluded by any specific provision of the Charter from doing work which could be of benefit both in the field of enforcement action, which falls clearly under Chapter VII, as well as in the field of preparations for peacekeeping operations which are of a non-enforcement and voluntary nature....

#### BALANCING THE BOOK

In concluding this general review of the state of peace-keeping at the Twenty-third Session, I have taken into account our past experience and our hopes for the future. Our hopes are based on the belief that the divisions of the past, particularly among the

## LOCUST PLAGUE FIGHT

Canada is rushing two *Beaver* aircraft, fitted with insecticide sprayers, to Ethiopia to fight a locust plague that is threatening the crops of Ethiopia and neighbouring countries.

On arrival at Asmara, centre of the anti-locust programme, the aircraft will be handed over to the Desert Locust Control Organization of East Africa by Mr. Michel Gauvin, Canadian Ambassador to Ethiopia. The gift, valued at \$175,000, is being made under the Canadian International Development Agency programme.

After a fairly quiet five years, the desert locust is again multiplying in the whole region from West Africa to Pakistan, whose crops are valued at more than \$20 billion annually. The current threat is expected to equal, if not exceed, the plague that swept East Africa in 1958. That disaster, which ended a mere five years ago, invaded a fifth of the world's land surface and affected a tenth of the world's people. Ethiopia alone lost 167,000 tons of grain — enough to feed a million people for a year. One swarm in Kenya was estimated as covering 400 square miles and as containing 40 billion locusts. The orange orchards of Morocco and Guinea and the vineyards of Libya were destroyed.

The Desert Locust Control Organization of East Africa was formed in 1962 as a means of uniting the locust-control efforts of Ethiopia, Somali, French Somaliland, Kenya, Uganda and Tanzania. It is expected that the Sudan will join the Organization, with which it has co-operated for many years.

The DLCO, which is already using three *Beaver* planes in spraying operations, requested this specific type of aircraft when asking for assistance.

## BANK RATE INCREASE

The Governor of the Bank of Canada, Mr. Louis Rasminsky, announced recently that the bank rate had been increased by one-half per cent to 6½ per cent, effective December 18. Mr. Rasminsky stated that this action reflected the concern of the central bank over the persistence of inflationary price and cost increases during recent months. He noted that interest rates had recently risen in Canada and other countries.

## 1971 CANADA WINTER GAMES

Cities that may be interested in entertaining the 1971 Canadian Winter Games will soon be invited to make their bids. The 1971 Games will be the third in the Canada Games series that began with the first Winter Games in Quebec City in 1967. The second event in the series will be the First Summer Games in Halifax and Dartmouth next August.

The Canadian Amateur Sports Federation, representative of the majority of national amateur sports-governing bodies, is responsible for canvassing prospective host cities. Within the next few

weeks, Mr. John J. Hunnius, President of the CASF, will extend an open invitation to all cities through the provincial premiers.

The Canada Games were begun to provide a major multiple-sport event in Canada in the year between the Olympics, the Pan-American and Commonwealth Games. In making the announcement, Health and Welfare Minister John Munro noted that, in their short history, the Canada Games had already stimulated the growth and development of several sports in Canada and had done much to encourage the continued training of our best young athletes.

Another major benefit is that the Games leave the host area a legacy of excellent facilities which will serve amateur sports programmes for many years to come, the Minister said. The costs of organizing, promoting and staging these games are met through co-operative arrangements between the federal, provincial and municipal governments, with the Federal Government assuming the major share of operating costs and assisting in the development of facilities.

## JOINT COMMITTEE

To further develop the policies, procedures, rules and regulations that govern the staging of all future Canada Games, both summer and winter, a joint committee has been established. The committee consists of representatives of the National Advisory Council on Fitness and Amateur Sport, Canadian Amateur Sports Federation, the national Fitness and Amateur Sport Directorate and the provincial directors of fitness and amateur sport. This committee will be in a position to provide definite guide-lines to cities in which future Canada Games are held.

## CANADA-U.S. WATER-POWER STUDY

The Department of External Affairs has announced that the Governments of Canada and the United States have agreed to exchange information on the power-market potential of possible hydroelectric developments in the area of the upper Yukon watershed. The exchange of data will help both Governments assess marketing possibilities for power which could justify further studies of the power-development potential of the upper Yukon watershed, including alternative schemes for the diversion of water to supply power developments in either British Columbia or Alaska.

The Department of Energy, Mines and Resources, in co-operation with the Department of Lands, Forests and Water Resources of British Columbia, will co-ordinate the study in Canada, while the Alaska Power Administration, an agency of the United States Department of the Interior, has been given responsibility for United States participation.

During October, Canada's imports rose to a value of \$1,210,958,000 from \$924,710,000 and \$919,596,000 in October 1967 and October 1966 respectively. For the cumulative period January-October, their value climbed to \$10,098,483,000 from \$9,220,920,000 in 1967 and \$8,062,113,000 in 1966.

## WOMEN IN THE PUBLIC SERVICE

An independent inquiry, entitled "*Women in the Federal Service: Their Employment and Utilization*," by Dr. Stanislaw Judek, has been published by the Canada Department of Labour. Conducted in consultation with an interdepartmental committee, the inquiry was financed under contract by the Canada Department of Labour. In his concluding remarks, Dr. Judek, Professor of Economics at the University of Ottawa, says that the Federal Government has not made full use of the talents and qualifications of women in staffing the Public Service.

This neglect is due, he says, to traditional views on the suitability of women for many types of work and many kinds of responsibility, as well as real factors of cost resulting from high absenteeism and turnover. Professor Judek points out that the Federal Government should provide leadership in enlightened, progressive and fair employment practices and policies, and should be a "showcase" to other governments as well as to private employers throughout the country.

### STEPS TO SOLUTION

"The Government, as an employer," says Professor Judek, "must intensify its efforts to make a maximum use of the abilities and qualifications of women." To this end the Professor lists the following suggestions:

Appoint women to some key positions in the Personnel Policy Branch of the Treasury Board to ensure that they may participate in formulating the Government's long-term and non-discriminatory employment policies, with the advent of collective bargaining rights for federal Public Service employees.

Appoint more women to responsible positions at all levels of Government, to set an example to private employers in opening the door to women in upper-level positions, and to encourage more women to diversify their training.

Appoint at least one woman member to the Public Service Commission.

Appoint a special and independent commission to review the effectiveness of implementation of the official Government policy of non-discrimination in employment and personnel practices.

Increase the staff, scope of functions and research programme of the Women's Bureau of the Department of Labour, so that a constructive development of woman-power in Canada will be based on scientific research on a national scale.

Improve the status, qualifications and remuneration of personnel officers so that they may assist supervisory staff with employee motivation, which is low for both men and women.

Permit more women to participate in training programmes.

Consider the possibility of organizing nurseries in, or adjacent to, Federal Government buildings wherever there is a sufficient number of pre-school-aged children of public employees.

Introduce tax deductions for child-care and housekeeping expenses from the gross income of working married women.

Extend the recent offer of part-time employment to professional women to other occupational groups to attract more married women into occupations that are in short supply.

Reduce the formalities necessary to obtain special leave, so that married women may be given time off to cope with problems arising from their dual role as workers and homemakers.

Offer permission for maternity leave with full pay, or at least at half pay, or alternatively extend unused sick and special leave credits toward maternity leave at any time during or after pregnancy.

Establish more health units, and provide adequate rest rooms with the necessary furniture, which may reduce women's higher rate of absence.

Ensure greater co-ordination and planning in the collection of statistics concerning Public Service employees, dealing with training, recruitment, and breakdown by sex of many kinds of statistics, including some of the types derived from the survey conducted for this study.

## PROVINCIAL EDUCATION LEVELS

More than a quarter of all persons who have attended university in the Atlantic Provinces were living elsewhere in Canada in January 1966, according to a study recently released by the Dominion Bureau of Statistics. Quebec has experienced the smallest outflow of persons trained at university to other regions.

Despite gains through interregional migration and immigration, the Atlantic region experienced a net loss of 10 per cent of its university graduates. British Columbia, on the other hand, has experienced a net gain of 60 per cent in the number of people trained at universities.

### B.C. HIGHEST EDUCATION LEVEL

The level of education in British Columbia was also higher than in any other region. That province had the highest proportion of people who had attended university and the lowest proportion with elementary schooling. Quebec had the largest proportion (about 50 per cent) with no more than elementary schooling. Only the Atlantic region had a smaller proportion of university-trained people than Quebec. Ontario and the Prairie Provinces were close to the national average at all levels of education.

The study suggests that the general increase in educational attainment which has occurred during this century has been taking place less rapidly among persons whose parents are poorly educated. On the other hand, sons and daughters of university-trained parents have a relatively higher chance of attending university than children of less-educated parents. The association between university-trained sons and daughters and their parents is highest in the Atlantic region and in Quebec.

## WHEAT TO INDIA

At the request of the Government of India, Canada will provide some 15 million bushels of wheat valued at \$30 million to that country. The Secretary of State for External Affairs, Mr. Mitchell Sharp, who made the announcement, said that the wheat would start moving through Canadian ports shortly.

The shipment is intended to see India through a crucial period when its stocks of food grains are at a low level. Although the Indian grain harvest this year was very good, the unprecedented drought of the two previous years had depleted the country's reserves. The Canadian wheat is intended to help India build up its grain stocks to the level necessary to maintain full food-price stability and the effective distribution of foodstuffs.

## STAMP HONOURS VINCENT MASSEY

Canada's first native-born Governor General, the late Vincent Massey, will be commemorated on a 6-cent stamp to be released by the Canada Post Office in February.

An engraved portrait, printed in dark brown, appears in the upper half of the vertical 24 mm. x 40 mm. stamp, while in a lower area, printed by lithography with dark-brown lettering on an olive-green background, "Vincent Massey" and the years of his birth and death "1887-1967" are arranged on two lines. "Governor General" is printed on two lines to the left, and "Gouverneur Général" to the right, under which are shown the years "1952-1959", indicating Governor-General Massey's lengthy term of office. A dark-brown denominative "6" to the upper right of the portrait and "Canada", in white on a dark-brown box at the base, complete the design.

Born in Toronto, in 1887, Mr. Massey became the Governor General in 1952; the distinction with which he acquitted himself resulted in an extension of the customary five-year term to just over seven years, the longest of any person in such a capacity. He died on December 30, 1967.

## WAR ON SMOKING TO ESCALATE

Health and Welfare Minister John Munro recently presented his Department's suggestions for legislation dealing with the health hazard of cigarette-smoking to the Commons Health Committee. The time had come, he said, to augment and strengthen the educational programme that had been in operation for the past five years. Six private Members' bills on the same subject have also been referred to the Committee for examination.

Among the proposals put forward by the Department of National Health and Welfare for potential legislative action were:

A ban on all cigarette advertising and promotion, and also on the promotion of cigarette-smoking in the advertising of other products.

The elimination of all coupon and premium schemes for encouraging the smoking of cigarettes.

A printed statement on all cigarette packages and cartons, which would warn smokers and potential smokers of the dangers of smoking and indicate less hazardous ways to use the product.

A maximum level of tar and nicotine content to be set for cigarettes to reduce the hazard to continuing smokers.

The requirement that all cigarette-sales outlets adequately display the listing of the tar-nicotine content of the cigarettes on sale.

In addition to his statement, Mr. Munro tabled a report prepared by his Department for study by the Committee. The report, which examines the health problem and reviews the research and educational action already taken, elaborates on the rationale behind the conviction that regulatory measures have become a necessity in the increasingly serious health problem. Copies of the report will be available from the Department of National Health and Welfare to health organizations, tobacco companies and other groups.

## ALCAN FILM PRIZES

*Explore! Expo 67*, a colour film produced by Crawley Films Ltd., for the Aluminum Company of Canada Ltd., has received two awards. Early in October, *Explore! Expo 67* was named winner of the Canadian Tourist Association Canuk Award as the best 35-mm. Canadian travel film of 1967-68, and, in mid-November, it won a diploma of merit at the Edinburgh Film Festival.

## ILO PLANS GOLDEN JUBILEE

After hearing proposals by the Department of Labour for the celebration next year of the fiftieth birthday of the International Labour Organization, the anniversary co-ordinator, Kalman Kaplansky, said that the Canadian programme planned for the anniversary was one of the best in the world.

George V. Haythorne, Deputy Minister of Labour, announced the federal department's plans at a special tripartite planning meeting that was attended by senior management and union officials and provincial deputy ministers of labour, which was one of the most representative gatherings ever convened by the Canada Department of Labour.

The federal department had called the meeting to consider ways of recognizing the 50 years that Canada has been a part of the International Labour Organization.

## CANADIAN PROGRAMME

The tripartite planning committee considered celebrating Canada's involvement in the ILO with a commemorative stamp; special articles in union, management and trade publications; radio and television shows; educational kits; major exhibitions and travelling displays. All ideas were strongly endorsed by the members.

It is planned to hold a tripartite conference in Ottawa, convened by the Minister of Labour, Mr. Bryce Mackasey, possibly in autumn, to consider ratification of ILO conventions and current industrial relations issues of mutual concern to governments, employers and unions. Union, employer, provincial and federal government delegates will meet together for the first time since Canada was host to the Western Hemisphere meeting of the ILO in 1966.

## BLACKFLY RESEARCH

Construction of the Gardiner Dam across the South Saskatchewan River appears to be paying an unexpected bonus - the population of livestock-killing blackflies dropped sharply in the area below the dam last year. F.J.H. Fredeen, a river and biting-fly expert at the Canada Department of Agriculture's Research Station in Saskatoon, Saskatchewan, surveyed the river above and below the dam during the year. His preliminary counts showed that the total blackfly number remained about the same but the population-balance of species shifted dramatically. There were more of the striped blackflies and fewer of the arctic blackflies than can kill livestock.

There are about 45 species of blackfly common on the Prairies, and Mr. Fredeen's work includes all of them, and the study of effective control measures against those that are pests of man or livestock.

The arctic blackfly, which attacks livestock, breeds mainly in the large rivers flowing from the Rockies, can cause sterility and death and, in some cases, has wiped out large numbers of animals. Imported herdsires are hardest hit, possibly because they carry little or no immunity to the blackfly toxin.

"If changes in the river climate - such as might be caused by a dam - are going to alter the blackfly population, we want to know how and why," Mr. Fredeen says.

## CONFERENCE ON AGRICULTURE

Agriculture Minister H.A. Olson announced recently that the Government would hold a Canadian agricultural congress in Ottawa in March 1969. Provincial ministers of agriculture have been consulted and have offered their full-co-operation.

"The congress will provide all groups in agriculture an opportunity to discuss the work of the Task Force on Agriculture, and to give their views on the problems facing the agricultural industry and on the development of national goals and long-range programmes and policies to deal with these problems," the Minister said.

Representatives from farm organizations, provincial departments of agriculture, food-processors, consumer groups, marketing agencies, farm-supply organizations, professional groups, federal departments and agencies, and from other groups connected with the agricultural industry, will be invited to attend the meeting.

The preliminary report of the Task Force on Agriculture will be sent to all those planning to take part in the conference several weeks in advance so that their briefs and opinions can be circulated. About half the time of the congress will be devoted to plenary meetings and the other half to workshops.

"This Canadian agricultural congress, where all segments of the agricultural industry will meet as a group to discuss long-term solutions to basic agricultural problems, will be the first of its kind in Canadian history," Mr. Olson said. "It is my belief that this congress, together with the final report of the Task Force, will contribute materially to the establishment of agricultural policies which, in the years ahead, will make agriculture an equal partner with other important sectors of the Canadian economy."

## CANADIAN REVIEW OF UN PEACE-KEEPING

(Continued from P. 2)

major powers represented in this organization, will at last be bridged so that future peace-keeping can be carried out on a generally acceptable basis. I must say also that our hopes for the future will be greatly enhanced if the long-standing deficit in the United Nations budget, as a result of past disagreements over the financing of peacekeeping operations, is once and for all eliminated. We regret very much the continued existence of this problem, which undermines confidence in our organization and has a depressing effect on all those who have done their best to support the United Nations financially and in every other way. I would therefore appeal to those member states, which have not yet done so, to consider what contribution they can make, and soon, in response to the consensus reached on September 1, 1965 - a consensus which has been endorsed by Resolutions 2053 (A)XX, 2249 (X-V) and 2308 (XXII). As we approach the twenty-fifth anniversary of the United Nations the appropriateness of magnanimous gestures to this organization can only increase. I should like to express the wish therefore that, before the twenty-fifth anniversary is reached, those additional necessary voluntary contributions will have been made so that the existing deficit will be eliminated; and so that the future may be faced, as the Secretary-General has frequently urged, with renewed hope and confidence.