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COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS
IN ALL THEIR ASPECTS

FINANCING OF THE UNITED NATIONS PEACE-KEEPING FORCES
IN THE MIDDLE EAST

Note verbale dated 20 September 1983 from the Permanent Representative
of Canada to the United Nations addressed to the Secretary-General

The Permanent Representative of Canada to the United Nations presents his compliments to the Secretary-General of the United Nations and has the honour to refer to General Assembly resolution 36/37 in which the Assembly, inter alia, repeated its invitation to Member States to report and to provide information or experience gained in peace-keeping operations. The resolution also requested the Secretary-General to prepare a further compilation of the replies received from Member States.

The Permanent Representative wishes to submit the attached paper entitled "Canadian Position on Selected Questions Related to the Practical Implementation of Peace-keeping Operations". He would be grateful if the Secretary-General would arrange for it to be circulated as a document of the General Assembly under agenda items 71 and 119.

ANNEX

Canadian Position on Selected Questions Related to the Practical
Implementation of Peace-keeping Operations

Introduction

1. Peace-keeping operations continue to be a visible means by which the United Nations carries out its responsibility, under the Charter, of maintaining international peace and security. United Nations peace-keeping operations or missions continue in the Middle East, in Cyprus and in India/Pakistan, while another operation has been proposed to assist with the transitional arrangements for the transfer of authority in Namibia. Whereas the United Nations Interim Force in Lebanon (UNIFIL) was patently incapable of maintaining the fragile peace in Lebanon, its inability to do so cannot be ascribed to any shortcoming in the Force's composition or to its management. Rather, the disputants' apparent lack of willingness to allow the Force to function as the United Nations had intended it should, and the failure to agree on an effective mandate combined to produce the present unhappy situation. It is our intention, and the experiences of the United Nations Peace-keeping Force in Cyprus (UNFICYP) and the United Nations Disengagement Observer Force (UNDOF) so demonstrate, that United Nations peace-keeping operations maintain the peace - when the disputants allow them to do so. Even more importantly, their very presence contributes to a climate wherein the disputants may be encouraged to seek a peaceful settlement. Indeed, it may be said that the United Nations peace-keeping efforts represent one of the most practically effective mechanisms for conflict resolution since the end of the Second World War.

2. Canada appreciates that many United Nations missions have, of necessity, been implemented on short notice and an ad hoc approach has had to prevail. Notwithstanding this experience, Canada continues to believe that there remain certain areas, re-identified in this submission, where uniform planning and implementation action can be taken long before the event by troop-contributors and by the United Nations alike. The suggestions contained herein flow from a review of selected practical questions concerning the preparation and implementation of peace-keeping operations and are specifically formulated in such a way as to be immediately relevant. They need not await agreement by the Special Committee on Peace-keeping Operations on guidelines for peace-keeping missions.

Role of the Security Council and of the Secretary-General

3. Canada believes that the Security Council should have authority over the establishment, direction and control of peace-keeping operations, including their method of financing, subject to the General Assembly's responsibilities under Article 17 of the Charter. We also hold that the establishment of a peace-keeping operation must be linked to an agreement for a political settlement, or at the very least, a strong prospect of a negotiated settlement. Provision for a means to achieve the political settlement should be included in the Security Council resolution which approves the operation. Such means could be mediation, "good offices" or direct negotiations between the parties concerned.

4. The Secretary-General must have clear authority to direct the day-to-day operations of any peace-keeping force so that the Organization can respond adequately to the urgent and unforeseen problems that inevitably occur during the course of a mission.

5. The appointment of a Force Commander at the beginning of any peace-keeping mission is an urgent necessity. The Secretary-General is in the best position to select a qualified Force Commander acceptable to the parties concerned and to the Security Council. The Force Commander should report to the Secretary-General or through him to any subsidiary body of the Council.

6. We are satisfied that the guidelines established at the outset of the creation of the United Nations Emergency Force (UNEF II) in 1973 and contained in document S/11052/Rev.1 of 27 October 1973 are generally sufficient to provide the framework and control governing the overall operations of a United Nations peace-keeping force. It is recognized that some variation on these guidelines might be required at the time a United Nations Force is set up to take account of the special circumstances facing the Force.

Financing

7. The cost of peace-keeping operations should be borne by Members in accordance with Article 17, paragraph 2, of the Charter. A special scale of assessment may be desirably, taking into account the responsibilities of the permanent members of the Security Council for the maintenance of international peace and security as well as the differing capacity of groups of countries to pay the costs of peace-keeping operations. The special scales applied to UNEF II, UNDOF and UNIFIL appear to be broadly acceptable to the membership of the Organization.

Preparation by troop-contributors

8. Canada believes encouragement should be given to wider participation in peace-keeping operations. Member States might designate standby elements for United Nations service and then advise the United Nations of those types of units, personnel, equipment or services that would be most readily available for peace-keeping service. Of particular value would be information pertaining to support units (communications, transport, logistics and the like) that might be available.

9. Member States considering participation in peace-keeping operations as a troop-contributor should seek to obtain as much information as possible on the requirements and peculiarities of peace-keeping missions. The Military Liaison Office should be encouraged to arrange briefing sessions for potential contributors.

10. Ideally, national peace-keeping contingents should have an administrative support element to make them self-sufficient for at least 60 days when a peace-keeping operation is fielded and its support system is in the process of being established. In any event, nations must make provision for the resupply and maintenance of items unique to their contingents. Provision should also be made for the establishment of a national communications link and command structure which complements that of the peace-keeping operation.

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11. Those nations which are not capable of fielding complete and administratively self-sufficient peace-keeping contingents must be permitted the opportunity to contribute. One method is to use the "building block" principle. That is to say, a nation will indicate to the Secretary-General exactly what troops, administrative or support services it can provide. The United Nations would then build a peace-keeping force using the blocks provided. In this manner, Members with limited resources can participate fully to the limit of their ability.

12. It may be that if certain services cannot be provided from military sources, the Secretary-General should be able to arrange civilian contracts to ensure that the Force is able to operate effectively.

13. For its part, Canada continues to maintain a designated United Nations Standby Force, currently an augmented airborne battalion group. The advance party of the Standby Force is capable of moving overseas 72 hours after receipt of a warning order. Canada also continues to maintain an international standby list of approximately 100 personnel of all ranks and trades for possible new peace-keeping and other international commitments that may arise. In addition, and as in the case of Namibia, Canada has investigated how it could react to a formal United Nations request for participation in a new peace-keeping operation. In instances such as this, much preparatory work can be done, particularly by national military staffs, which will aid the Secretary-General and ultimately will shorten the response time if and when the operation comes to fruition.

Standardization of United Nations practice

14. The United Nations can do much to prepare potential troop-contributors by a greater standardization of what has already been learned in various operations.

15. The development and publication of a general system of Standard Operating Procedures (SOPs) for use within a Force based on a review of experience gleaned from previous operations is recommended, with due attention to the logistics support function and the interaction between civilian and military procedures in the Force organization. Such a system would have sufficient flexibility so as to be adaptable to the particular circumstances of an individual operation or mission. None the less, such a system would be of great value as a "check list", especially to those troop-contributors without previous United Nations peace-keeping experience. The United Nations might also consider the production of a manual of standard staff duties for United Nations field operations for use by national contingents, Force Headquarters and the United Nations Secretariat.

16. The Secretary-General should issue periodic letters of guidance to those Members that indicate they would be interested, detailing United Nations standards for types and sizes of units, and especially for their equipment levels. These requirements might be usefully broken down according to the type, size and complexity of the various operations envisaged. Similarly, a letter of guidance should be issued detailing United Nations standard administrative instructions and financial procedures for troop-contributors. Where time and resources permit, these general documents could be complemented with aide-memoires unique to the

pending operation, as exemplified by those prepared for UNIFIL and the United Nations Transition Assistance Group (UNTAG). The production and publication of United Nations approved Standard Operating Procedures, manuals of staff duties and letters of guidance are considered prerequisites if national authorities are to include effective peace-keeping elements in their staff-training programmes.

17. A greater integration of civilian and military staffs in the field (especially in the logistic staff organization of a Force Headquarters) and greater authority - especially financial authority - for Force Headquarters is recommended.

Training aspects

18. One area where the peculiar intricacies of multinational peace-keeping require particular attention is the development of skills required to fill key staff appointments at United Nations Headquarters Command and National Defence Headquarters positions dealing with peace-keeping operations. Canada believes that staff training would be useful for all troop-contributors and, for its part, has placed emphasis on this aspect in the training syllabus of the Canadian Forces Command Staff College in Toronto, Ontario. In this respect, the work of the International Peace Academy, which actively promotes the discussion of military peace-keeping practices through the medium of seminars such as those conducted annually in Vienna and Toronto, is commended.

19. Additional training in United Nations procedures and practice should also be instituted on a regular basis under United Nations auspices for civilian and military officers designated to senior command and/or staff positions in United Nations Forces and for observers in United Nations observer missions. The United Nations Institute for Training and Research might be asked to assist in this process. Such a system of training should facilitate co-operation between the United Nations and Member States in the field of peace-keeping and would help reduce the problems which normally arise during the establishment and early days of a peace-keeping operation.
