



THE CANADIAN CONTRIBUTION TO UNITED NATIONS PEACEKEEPING



United Nations Association in Canada
Association canadienne pour les Nations Unies



THE CANADIAN CONTRIBUTION TO UNITED NATIONS PEACEKEEPING

FOREWORD

The original version of this booklet was published in 1992. It became a popular educational tool for all those who participated in or who wrote about Canada's peacekeeping missions. A second edition was released in 2000. Both the scope and the number of Peace Missions have changed significantly over the past few decades. The United Nations Association in Canada is pleased to revise and update the original text, confident that the story of peacekeeping is still a source of pride for all Canadians.

Kathryn White, Executive Director,
United Nations Association in Canada



UN PEACEKEEPING: MORE THAN 50 YEARS OF CANADIAN PARTICIPATION

The year 2006 marked the 50th anniversary of the Suez Crisis and the world's first designated UN peacekeeping mission. The peacekeeping mission represented a significant innovation within the United Nations. It also marked the beginning of the new period in which peacekeeping would become a formal mechanism of conflict resolution. Since that time, over 120,000 Canadians have served in more than 50 operations from Congo to Cyprus to Cambodia and, more recently, East Timor, Haiti, and Sudan.

In October 1956, the UN was faced with a major crisis threatening the stability of the Middle East. A few months earlier, the United States, followed by the United Kingdom, decided to withdraw financial aid for the Aswan Dam project on the Nile River. Subsequent to this decision, Egypt retaliated by nationalizing the Suez Canal and stated that all revenues from the Canal would be used to finance the project. The French and British reacted strongly, condemning the actions. Israel, for its part, was denouncing Egypt's growing incursions into Israel from Gaza.

On October 29th, Israeli forces attacked and occupied the Sinai and Gaza Strip. British and French troops landed in the Suez Canal Zone a few days later, prompting the UN to call an emergency session to discuss the state of affairs. While the Security Council discussed the situation, no consensus on collective action could be reached due to the vetoes of France and the United Kingdom. The matter was thus referred to the General Assembly under the "Uniting for Peace" resolution, calling for a ceasefire and the withdrawal of all foreign forces from occupied territories. The Assembly also

called for the establishment of the first United Nations Emergency Force (UNEF I), on the premise that the mission's mandate be deemed neutral with respect to any political objectives other than international peace and security. The mandate of UNEF I was to "secure and supervise the cessation of hostilities," as well as the withdrawal of the French, British, and Israeli armed forces from Egypt. By late December, French and British forces had completely retired from the Suez Canal Zone, and by early March 1957, all Israeli forces were gone. Once the withdrawal was complete, UNEF I served as a buffer between Egypt and Israel and supervised the ceasefire.

THE FIRST MISSION

UNEF I is referred to as the first official peacekeeping force because it is the first mission "to use military personnel to create a buffer zone between belligerents and to supervise the withdrawal of forces." While the UN had deployed several observer missions prior to 1956, their functions were limited to observing and monitoring ceasefires after an agreement had been concluded. These missions include the United Nations Truce Supervision Organization (UNTSO), formed in 1948 to supervise the truce in Palestine in the aftermath of the Arab-Israeli war, and the United Nations Military Observer Group in India and Pakistan (UNMOGIP), established in 1949 to supervise the ceasefires between India and Pakistan.

PEACEKEEPING: A CANADIAN INITIATIVE

It was Canada's then Minister of External Affairs (now Foreign Affairs), Lester B. Pearson, who suggested the actual notion of the UN-led "peacekeeping" force to the special emergency session of the General Assembly on November 2nd, 1956. In his speech to the Assembly, Pearson argued that current proposals did not go far enough to deal with tensions within the Suez. Instead, Pearson believed that what was needed was "a truly international peace and police force...large enough to keep these borders at peace while a

political settlement is being worked out.” This peacekeeping force would be deployed to facilitate settlements in order to bring about international peace and security. Moreover, a byproduct of this UN intervention would be to allow for the peaceful withdrawal of the British, French and Israeli troops.

Pearson’s suggestion culminated in the unprecedented formation of the first official armed UN peacekeeping mission with, as its first commanding officer, the Canadian General E.L.M. “Tommy” Burns. The sensitive and critical timing of Pearson’s proposal was key in the approval of the force and gained him the well deserved recognition of being the ‘grandfather of peacekeeping.’

Pearson was awarded the 1957 Nobel Peace Prize for his innovative thinking and long-term commitment to peace. He went on to be Canada’s 14th Prime Minister. Since 1948 over 750,000 military, police and civilian personnel from some 110 countries have served in these operations; more than 2,298 of them have lost their lives. In 1988, the United Nations peacekeeping forces were the recipient of the Nobel Peace Prize.



WHAT IS PEACEKEEPING?

While it was not envisioned in the UN Charter, peacekeeping has become an integral and high profile component of UN operations. The United Nations defines peacekeeping as “the deployment of international military and civilian personnel to a conflict area with the consent of the parties to the conflict in order to: stop or contain hostilities or supervise the carrying out of a peace agreement.” While this definition serves as a useful reference point, no single definition of peacekeeping exists. Peacekeeping continues to evolve as new conflicts arise and demands to resolve them are increasingly placed on the UN.

EVOLVING ROLE OF UN PEACEKEEPERS

While peacekeeping was initially developed to deal with conflicts between two countries, today conflicts are a complex mix: their roots may be essentially internal, but they are complicated by cross-border involvement, either by states or by economic interests and other non-state actors (such as guerilla or rebel groups). As a result, the structure of peacekeeping missions has also changed.

Operations can take many forms, and are constantly evolving in the light of changing circumstances. Operations may include military and police personnel, together with civilian staff, and may involve military observer missions, peacekeeping forces or a combination of both. Among the tasks discharged by peacekeeping operations over the years are: maintenance of ceasefires and separation of forces; preventive deployment; protection of humanitarian operations; and implementation of a comprehensive peace settlement. Increasingly, UN peacekeeping operations are multidimensional, including military, civilian police, political, civil affairs, rule of law, judiciary, and elections monitoring, human rights, humanitarian, reconstruction, public information and gender affairs. Some of



these UN operations do not have a military component but carry out their mandates alongside a non-UN regional or multinational peacekeeping force.

The roles for peacekeepers are not set in stone, and can change depending on the situation. Future conflicts are likely to continue to present complex challenges to the international community. An effective response will require courageous and imaginative use of the tools for peace. There is no “one-size-fits-all” model.

THE UN—AN IMPROBABLE SUCCESS STORY

Despite the many challenges facing peacekeeping, Andrew Mack’s 2005 *Human Security Report*, an independent study funded by five governments and published by the Oxford University Press, draws on a wide range of little-publicized scholarly research and reveals that after five decades of increase, the number of armed conflicts started to fall worldwide in the early 1990s. By 2003, there were 40 percent fewer conflicts than in 1992. The deadliest conflicts—those with 1,000 or more battle deaths—fell by 80 percent. Cases of mass slaughter of civilians also dropped by 80 percent, while core human rights abuses declined in five out of six regions of the developing world since the mid-1990s.

The evidence that the UN has made a difference is compelling. A recent major study by the RAND Corporation found that UN peace-building operations had a two-thirds success rate. They were also surprisingly cost-effective. In fact, the annual cost of all 17 peace operations the UN runs around the world is less than 1 percent of what the world’s governments spend on defense each year—and less than the United States spends in Iraq in a single month.

FROM PEACEKEEPING TO PEACEBUILDING

Lessons learned in the five decades of experience have demonstrated that peacekeeping forces alone are often not sufficient to help countries make the transition from war to lasting peace. It is estimated that about half of the countries emerging from war return to war within five years. Peacekeeping missions are confronted by key challenges, including the lack of international attention to post-conflict environments and the withdrawal of international support once a peacekeeping mission is completed.

In response to these concerns, an intergovernmental Peacebuilding Commission, as well as a Peacebuilding Fund and Peacebuilding Support Office, were established in 2006 by the UN to better anticipate and respond to the challenges of peacebuilding. A Canadian, Carolyn McAskie, was named the Assistant Secretary-General in the Peacebuilding Support Office. The Peacebuilding Commission will help to fill the void between war and peace by creating institutional and systematic links between peacekeeping operations and post-conflict peacebuilding efforts.

An important stakeholder to emerge from peacekeeping and peacebuilding has been local civil society. Local NGOs contribute enormously to the rebuilding process, and their long-term commitments help ensure that peace efforts are self-sustaining. Civil society can also hold governments accountable for their actions by working with the local population and by fostering discussions.

GENDER AND UN PEACEKEEPING

The understanding of the gender dimension of conflict is essential if peacekeeping and peacebuilding are to succeed in the long-term. Established research has found that unless peacekeeping includes a clear gender component, it will be unsustainable. Men, women, boys, and girls experience conflict differently and, as a result, they have distinct needs in the post-conflict phase. Contrary to common belief, women are both victims of, and participants in armed conflict. Increasingly, gender considerations are recognized as a vital component of plans and programmes to avoid, mitigate and resolve conflict situations, and to build sustainable peace. Gender perspectives must be integrated in all aspects of UN peace operations to ensure that interventions are relevant to all stakeholders involved, responsive to their needs, and effective in its promotion of equality.

Research shows that female peacekeepers can play a key role in improving access and support for local women; facilitating communication with victims of sexual and gender-based violence; and can help to reduce conflict and confrontation. Yet, in 2006, women constituted approximately 1 percent of military personnel and 4 percent of police personnel in UN peacekeeping missions. Women also account for 30 percent of the international civilian staff and 28 percent of the nationally recruited civilian staff.

In 2000, the UN Security Council adopted resolution 1325 on “women, peace and security,” to address the impact of war on women and to underline the importance of their participation in all facets of UN peace operations. The resolution also recognized the contribution of local women to decision-making in conflict

prevention and their proactive role in building local capacity as part of peacekeeping and peacebuilding efforts. While women are clearly under-represented at all levels of UN peace support operations, participation is slowly increasing as a result of the implementation of resolution 1325.



CANADA AND PEACEKEEPING

O f all the myths that make up Canadians' sense of who we are as a nation, perhaps one of the most pervasive is that Canada is a peacekeeping country. Yet, this is an exaggeration, and the current commitment shows a sharp decline in Canadian participation in UN peacekeeping. Peacekeeping has been shown to be a proud Canadian tradition but its current contribution is meager. Much to the surprise of most Canadians, as of March 2007, Canada ranked 59th out of 114 countries in terms of military and police contributions to UN operations. While a growing number of states are recognizing what Canada has long acknowledged, that peacekeeping is beneficial to the international community, Canada's financial contribution to the UN peacekeeping budget is minimal. Canada contributed 3 percent of the 2006 assessed contributions to UN Peacekeeping Budget of about \$4.75 billion.

Canada has an exemplary record in UN peacekeeping, yet the extent of its contribution, both in terms of peacekeeping personnel and percentage of cost of peacekeeping missions, are on a clear decline. As an increasing number of states are becoming more involved in UN peacekeeping, and as the cost of peacekeeping is increasing, Canada is contributing less. The extent to which Canada's future commitment to UN Peacekeeping will be sustained or increased remains to be seen.

CANADIAN CIVILIAN CONTRIBUTION TO UN PEACEKEEPING

While the Canadian Forces have played a leading role in international peacekeeping, many Canadian civilians make significant contributions. Politicians and diplomats, for example, have been active in negotiating peace in a number of countries. Members of

the Royal Canadian Mounted Police and other Canadian police forces have performed policing functions in countries including the former Yugoslavia and Haiti, helping to improve the stability in those countries. Canadian police have also provided training for police forces, encouraging respect for human rights in the administration of justice and closer ties between the officers and the community. Other Canadian civilians have played an important role in extending democracy around the world by preparing and monitoring elections in countries such as Namibia and Timor-Leste.

CANADA'S PARTICIPATION IN NON-UN MULTILATERAL PEACE OPERATIONS

Canadian troops participate in both UN and non-UN peacekeeping missions. For example, Canada takes part in the Multinational Force and Observers (MFO), an independent (non-UN) peacekeeping mission operating mainly in the Sinai Peninsula. In addition, Canadian Forces personnel are serving in Afghanistan under the International Security Assistance Force (ISAF) mission led by the North Atlantic Treaty Organization (NATO). While this mission is authorized by the UN Security Council, its mandate and leadership is assumed by NATO. Consequently, the mission is not considered a UN peacekeeping mission. Working alongside the NATO mission is a United Nations political mission, the United Nations Assistance Mission in Afghanistan (UNAMA). UNAMA has been working in Afghanistan since 2002 with the goal of supporting the rebuilding and national reconciliation process. The presence of both missions demonstrates the benefits of cooperation between various organizations, as the NATO mission, in helping to maintain security, also fosters a more stable environment in which UNAMA and other UN agencies can function.

A VIEW TO THE FUTURE

Peacekeeping has evolved into something very different from Pearson’s original and unequivocal concept of a standing international UN “force”. As yet, no standing force has ever been mounted. Each peacekeeping mission has been cobbled together from multinational forces and designed to specifically deal with problems as they have occurred, on an individual basis. UN peacekeeping, described by former Secretary General Kofi Annan is “the only fire brigade in the world that has to acquire a fire engine after the fire has started.” Furthermore, peacekeeping has been progressively involving people drawn from occupations outside traditional military forces.

The international community has drawn lessons from the past operations and is working to strengthen the United Nations peacekeeping capacity in a number of areas. A blueprint for reform was provided by the Secretary-General’s Panel on Peace Operations, chaired by Ambassador Lakhdar Brahimi, which issued its report in 2000.

Some of the challenges that are being tackled by the Security Council and other bodies include:

- enhancing preparedness;
- speeding up deployment;
- strengthening the deterrent capacities of peacekeepers; and
- ensuring full political and financial support by Member States.

Canada has a strong peacekeeping tradition, with the image of ourselves as “peacekeepers” a part of the national mythology. As a result, it is important for Canadians to recognize and understand the role of UN peacekeeping and of peacekeepers in pursuing peace and security. At the same time, it is important that we understand

the evolving role of peacekeepers and the growing challenges that peacekeepers face when deployed to a specific mission.

Over the years, Canada has sent over 120,000 troops as part of UN peacekeeping missions. However, Canada's role in UN peacekeeping has not been without sacrifice. Canada has the 2nd highest peacekeeping fatality with 114 fatalities. It is not only important to remember and honour those who have served and have lost their lives in the cause of peace, but all who have contributed, and continue to contribute, to making this world a more peaceful place.





CANADIAN PARTICIPATION IN UN PEACEKEEPING FORCES AND OBSERVER MISSIONS

AFRICA

ONUC	1960–1964, UN Mission in Congo
UNTAG	1989–1990, UN Transition Assistance Group
UNAVEM II	1991–1995, UN Angola Verification Mission II
MINURSO	1991–present, UN Mission for the Referendum in Western Sahara
ONUMOZ	1992–1994, UN Operation in Mozambique
UNOSOM I, II	1992–1995, UN Operation in Somalia
UNOMUR	1993–1994, UN Observer Mission Uganda-Rwanda
UNAMIR	1993–1996, UN Assistance Mission for Rwanda
MINURCA	1998–2000, UN Mission in the Central African Republic
UNAMSIL	1999–2005, UN Mission in Sierra Leone
MONUC	1999–present, UN Organization Mission in the Democratic Republic of the Congo
UNMEE	2000–present, UN Mission in Ethiopia and Eritrea
UNMIL	2003–present, UN Mission in Liberia
UNOCI	2004–present, UN Operation in Côte d’Ivoire
UNMIS	2005–present, UN Mission in Sudan

AMERICAS

DOMREP	1965–1966 Mission of the Special Representative of the Secretary-General in the Dominican Republic
ONUCA	1989–1992, UN Observer Group in Central America
ONUSAL	1991–1995, UN Observer Mission in El Salvador
UNMIH	1993–1996, UN Mission in Haiti
UNSMIH	1996–1997, UN Support Mission in Haiti
MINUGUA	1997, UN Verification Mission in Guatemala
UNTMIH	1997, UN Transition Mission in Haiti
MIPONUH	1997–2000, UN Civilian Police Mission in Haiti
MINUSTAH	2004–present, UN Stabilization Mission in Haiti

ASIA

UNMOGIP	1949, UN Military Observer Group in India and Pakistan
UNSK	1950–1954, UN Service in Korea
UNSF	1962–1963, UN Security Force in West New Guinea
UNIPOM	1965–1966, UN India-Pakistan Observation Mission
UNGOMAP	1988–1990, UN Good Offices Mission in Afghanistan and Pakistan
UNAMIC	1991–1992, UN Advance Mission in Cambodia
UNTAC	1992–1993, UN Transitional Authority in Cambodia
UNAMET	1999, UN Mission in East Timor
UNMIT	2006–present, UN Integrated Mission in Timor-Leste

EUROPE

- UNPROFOR 1992–1995, UN Protection Force in the Former Yugoslavia
- UNMIBH 1995, UN Mission in Bosnia and Herzegovina
- UNCRO 1995–1996, UN Confidence Restoration Operation in Croatia
- UNPREDE 1995–1999, UN Preventive Deployment Force in the Former Yugoslavia
- UNTAES 1996–1998, UN Transitional Administration for Eastern Slovenia, Baranja, and Western Sirmium

MIDDLE EAST

- UNOGIL 1958, UN Observer Group in Lebanon
- UNEF I 1956–1967, First UN Emergency Force Sinai Peninsula
- UNYOM 1963–1964, UN Yemen Observation Mission
- UNEF II 1973–1979, Second UN Emergency Force Sinai Peninsula
- UNIFIL 1978, UN Interim Force in Lebanon
- UNIIMOG 1988–1991, UN Iran/Iraq Military Observer Group
- UNAMI 2003–present, UN Assistance Mission for Iraq

UNA-Canada acknowledges that there are other peacekeeping operations that are not under the auspices of the UN. Only the peacekeeping operations falling directly under UN authority and in which Canada participated have been included in this booklet.

CANADIAN TROOP, POLICE AND MILITARY OBSERVER PARTICIPATION IN UN PEACEKEEPING MISSIONS (MARCH 2007)

http://www.forces.gc.ca/site/Operations/current_ops_map_e.asp

MINUSTAH	2004 United Nations Stabilization Mission in Haiti
MONUC	1999 UN Organization Mission in the Democratic Republic of the Congo
UNAMI	2003 United Nations Assistance Mission for Iraq
UNDOF	1974 UN Disengagement Observer Force - Golan Heights
UNFICYP	1964 UN Peacekeeping Forces in Cyprus
UNMIS	2005 UN Mission in Sudan
UNMIT	2006 UN Integrated Mission in Timor-Leste
UNOCI	2004 UN Operation in Côte d'Ivoire
UNTSO	1948 UN Truce Supervision Organization - Jerusalem

USEFUL PEACEKEEPING WEBSITES

UNA-Canada Peacekeeping Website

<http://www.unac.org/peacekeeping>

Canadian International Development Agency

<http://www.acdi-cida.gc.ca>

Veterans Affairs Canada

<http://www.vac-acc.gc.ca>

Government of Canada Website on Canada and Peace Operations

<http://www.dfait-maeci.gc.ca/peacekeeping/menu-en.asp>

Department of National Defence Operations Page

http://www.forces.gc.ca/site/Operations/current_ops_e.asp

The Royal Canadian Mounted Police International Peacekeeping

http://www.rcmp-grc.gc.ca/peacekeeping/index_e.htm

Canadian Association of Veterans in United Nations Peacekeeping

<http://www.cavunp.org>

Pearson Peacekeeping Centre

<http://www.peaceoperations.org/>

UN Department of Peacekeeping Operations

<http://www.un.org/Depts/dpko/dpko/index.asp>



ACKNOWLEDGEMENTS

UNA-Canada would like to thank Veterans Affairs Canada and the Canadian International Development Agency for their support in making this booklet possible. Other supporters of the 50th Anniversary of UN Peacekeeping project include the Department of Foreign Affairs and International Trade Canada, Department of National Defence Security and Defence Forum, and the Royal Canadian Mounted Police.

This publication has been produced by the United Nations Association in Canada (UNA-Canada). The 3rd edition of this publication was written and produced by Emily Schroeder and Kristine St-Pierre, based on work by Gregory Little and Keith Moss (2nd edition) and Geneviève Talbot and Pieter van der Meer (1st edition). UNA-Canada thanks them all.

UNA-Canada is a national charitable organization that recently celebrated its landmark 60th anniversary. As a ‘think and do’ organization, UNA-Canada supports a network of 17 volunteer branches and contacts with a National office in Ottawa and a Western professional office in Vancouver. Our mandate is to engage Canadians in the work of the UN and the critical global issues which affect us all, through innovative projects, policy research, and on-going communications with Canadians.

UNA-Canada’s 50th Anniversary of UN Peacekeeping project marked 2006 as the 50th anniversary of the world’s first designated UN peacekeeping mission, and 2007 as the 50th Anniversary of the award of the Nobel Peace Prize to the Canadian initiator, Lester B. Pearson. Activities of this multi-dimensional project include the development of public education resources, events commemorating Canadian peacekeepers, internship opportuni-

ties for youth, a nation-wide video competition for high school students, policy research on peacekeeping, and 10 public dialogues spanning the country to address cutting-edge issues of peacekeeping and peacebuilding.

Most importantly, UNA-Canada acknowledges and is grateful to the many courageous Canadian soldiers, police and civilians who are risking their lives to lend their support to enhancing or ensuring democratic freedoms and basic human rights around the world.

If you would like more information about peacekeepers, the UN, or UNA-Canada, or you would like to become a member of UNA-Canada, please contact us at:

United Nations Association in Canada

300 – 309 Cooper St.

Ottawa, ON K2P 0G5

Tel: 613-232-5751

Email: info@unac.org

Website: www.unac.org

CETTE PUBLICATION EST AUSSI DISPONIBLE EN FRANÇAIS





United Nations Association in Canada
Association canadienne pour les Nations Unies