

Lesson 3

CANADA'S MAIN CONTRIBUTION TO PEACEKEEPING

Overview:

Students will understand Canada's main contributions to UN peacekeeping and how they have changed overtime. They will identify peacekeeping missions in which Canada was particularly involved, as well as Canadians who played an important role in UN peacekeeping.

Objectives/Expectations:

By the end of this lesson, students will:

- Have a general understanding of Canada's contributions to UN peacekeeping
- Understand how Canada's role changed over the last few decades
- Have analyzed a few peacekeeping missions in which Canada was particularly involved
- Be able to identify Canadians who played an important role in UN peacekeeping
- Have analyzed the role of civilians in peacekeeping missions

Duration:

One class period

Materials required:

Photocopies of Students' handout for Activity 4 (if assigned)

Theme cards and a clock for activity 5 (if assigned)

Key Terms (defined within the lesson itself or in the glossary):

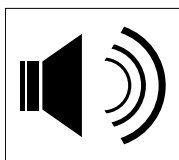
- Troops contribution
- Negotiation
- Rule of law
- Human rights
- Electoral assistance

Content:

Peacekeeping: A Canadian Initiative

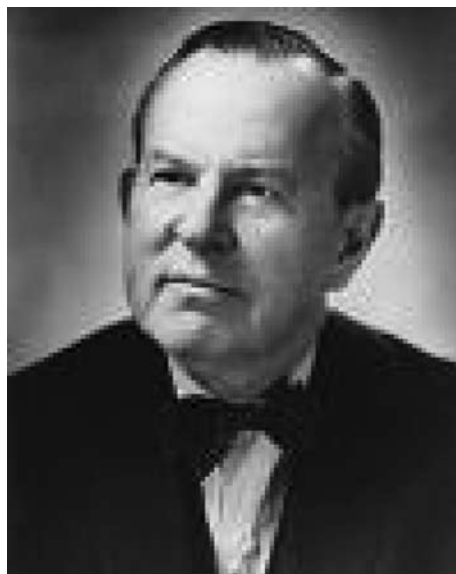
It was Canada's External Affairs Minister, Lester B. Pearson, who suggested the actual notion of a UN-led "peacekeeping" force to the special emergency session of the General Assembly on November 2nd, 1956. In his speech to the Assembly, Pearson argued that current proposals did not go far enough to 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." (BBC News. 2000. "UN Peacekeeping Record." August 23). This peacekeeping force would be deployed to facilitate settlements in order to bring about international peace and security.

Pearson's suggestion culminated in the unprecedented formation of the first official armed UN peacekeeping mission, with the Canadian General E.L.M. Burns as its first commanding officer. The sensitive and critically appropriate timing of Pearson's proposal was a key factor in the approval of the force and gained him the well-deserved recognition of being the 'grandfather of peacekeeping.' As a result of his noble efforts, Mr. Pearson earned the award of the prestigious Noble Peace Prize in 1957.



LISTEN TO PEARSON TALK ABOUT THE CREATION OF UNEF I.

Radio clip available on the CD
attached at the end of the handbook.



Lester B. Pearson

Source: Correctional Services Canada,
www.csc-scc.gc.ca

Canada as a contributing nation

Canada has always been a strong supporter of the United Nations and of peacekeeping, and has participated in almost every mission since its inception. The Canadian Forces are recognized worldwide as being among the finest peacekeepers. However, much to the surprise of most Canadians, as of August 30, 2006, Canada was contributing 126 military observers, UN police, and troops to UN peacekeeping missions. 55 of these were military personnel. This ranks Canada 55th out of 108 troop contributing countries (See Table below).

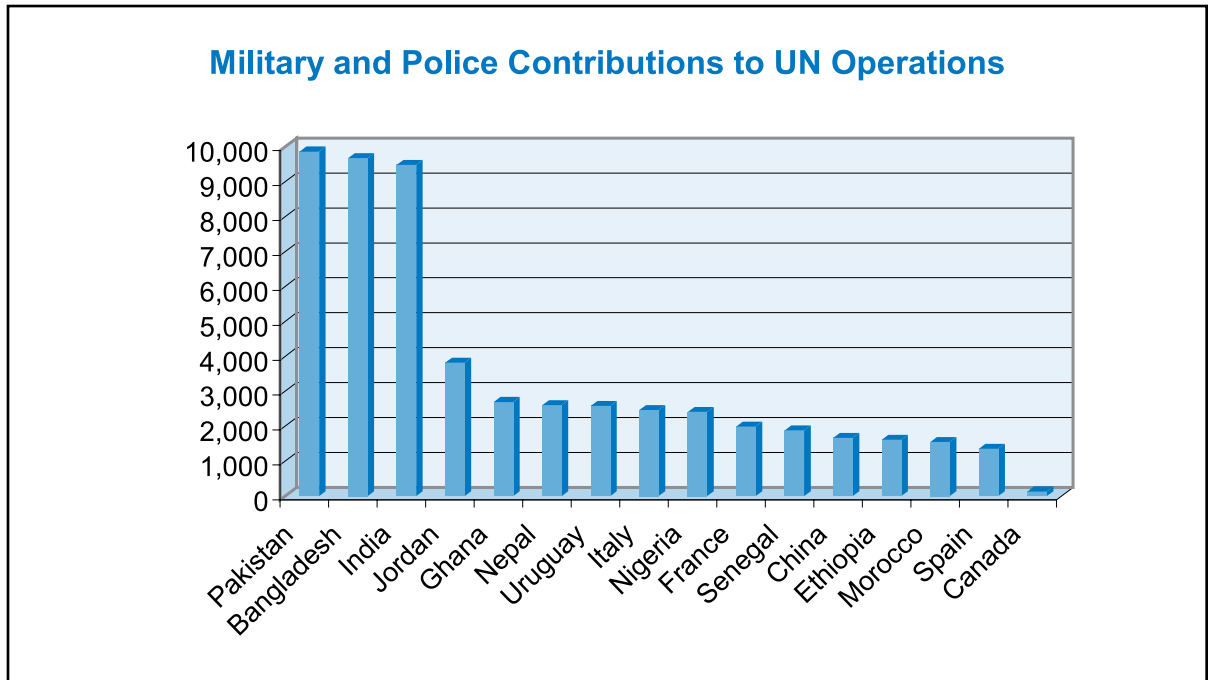


Figure 8: Military and Police Contributions to UN Operations

Source: UN Department of Peacekeeping Operations

http://www.un.org/Depts/dpko/dpko/contributors/2006/dec06_2.pdf

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% of the assessed contributions for 2006 to the UN Peacekeeping Budget of about \$4.75 billion.

Several reasons explain why Canada's contribution to peacekeeping has changed over the years. First, there are many more countries that now have the capacity to contribute to peacekeeping both in terms of troops and money, which reduces the burden across nations. Developing countries are now willing to contribute troops to peacekeeping missions because of the financial compensation they receive for every peacekeeper sent abroad. Because of the lower cost of living in developing countries, they can use this money to support their soldiers as well as to invest in their army and military equipment. Their soldiers also acquire some training while on peacekeeping missions which increases the level of professionalism of the army overall. In summary, developing countries are able to gain financially from the UN compensation that they receive for sending military personnel to peacekeeping missions, while developed countries supplement the UN compensation in order to pay their soldiers the salary they normally earn at home.

Second, as the nature of peacekeeping has changed over the last 50 years, missions have become more dangerous and the risk of incurring casualties has increased. Sending peacekeepers on an observation mission used to involve minimal risk for countries such as Canada. Current missions now have a more complex mandate, and are often deployed when the situation on the ground is not yet stable and peaceful. There is a chance that peacekeepers may come under or be involved in open combat. In addition, the Canadian public also have reservations about situations where Canadian soldiers may be killed.

Finally, the size of our armed forces has decreased in the last decades and consequently a smaller number of peacekeepers can be sent abroad at a given time. Due to military capacity, Canada has tended to contribute a smaller number of higher ranking officials, diplomats, civilian experts, and police officers, who are able to provide training and capacity-building for other countries peacekeepers. Canada also participates in missions that are not directly under the banner of the UN (such as in Afghanistan with NATO).

Contribution of the military

Canada has contributed troops to most UN peacekeeping operations since the creation of UNEF 1, the first UN peacekeeping force. Canadian forces have been involved in conflicts around the world and have accomplished a variety of different tasks, as peacekeeping has evolved over the years. A few missions in which Canada has been particularly involved includes UNEF I and II (Middle East), ONUC (Congo), UNFICYP (Cyprus), UNIIMOG (Iran-Iraq), UNITAF (Somalia), UNMIH and UNSMIH (Haiti) and UNAMIR (Rwanda).

UN Peacekeeping Force in Cyprus UNFICYP

Mandate: Maintain law and order, supervise cease-fire lines, maintain a buffer zone and undertake humanitarian activities.

Date: 1964–Now.

Size of the Mission: 6,410 troops and military support personnel.

Canadian Contribution: 1,126 troops and military support personnel.

United Task Force in Somalia UNTAF

Mandate: Distribute Relief Supply.

Date: 1992–1993.

Size of the Mission: 37,000 troops and military support personnel.

Canadian Contribution: 1,410 troops and military support personnel.

UN Mission in Haiti UNMIH

Mandate: Implement the Governors Island Agreement, assist in modernizing the armed forces of Haiti and establishing a new police force.

Date: 1993–1996.

Size of the Mission: 6,800 troops and military support personnel as well as 900 UN Civilian Police.

Canadian Contribution: 750 troops and military support personnel as well as 100 Civilian Police.

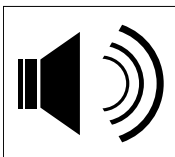
UN Assistance Mission in Rwanda UNAMIR

Mandate: Assist interim government with transition measures leading to elections. Commission of inquiry on arms trafficking.

Date: 1993–1996.

Size of the Mission: 5,900 troops and military support personnel as well as 90 UN Civilian Police.

Canadian Contribution: 430 troops and military support personnel as well as 1 Civilian Police Officer.



LISTEN TO PEARSON TALK ABOUT THE CREATION OF UNEF I.

Radio clip available on the CD attached at the end of the handbook.

Civilian contributions to United Nations peacekeeping forces

While the Canadian Forces have played a leading role in international peacekeeping, many Canadian civilians have also made 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 Cambodia, El Salvador, and Angola. The commitment to peacekeeping has not been without sacrifice. Since peacekeeping first began in 1956, over 2,298 peacekeepers have died, of which 114 were Canadians.

Important Canadians at the UN related to peacekeeping

Some of the Canadians who have distinguished themselves are:



Lester B. Pearson

Won the Nobel Peace Prize for having suggested the creation of the first armed peacekeeping force to resolve the Suez crisis in 1956.



Maj. Gen. (ret'd) Lewis MacKenzie

Acted as the Chief of Staff for the United Nations Protection Force in Yugoslavia (UNPROFOR) in 1992.



General Maurice Baril

Senior military advisor to UN Secretary General Boutros-Boutros Gali and head of the Military Division of the DPKO from 1992 to 1997.



Lt. Gen. Roméo Dallaire

Commander of the UN Observer Mission Uganda-Rwanda (UNOMUR) and the UN Assistance Mission for Rwanda (UNAMIR) between 1993 and 1994.

Sources: Correctional Services Canada, Canadian International Development Agency, National Defence of Canada and Memorial University of Newfoundland.



Justice Louise Arbour
 Chief Prosecutor of War Crimes before the International Criminal Tribunal for the former Yugoslavia and Rwanda from 1996 to 1999, now UN High Commissioner for Human Rights.



Louise Fréchette
 Former Canadian Permanent Representative to the UN, first Deputy Secretary General of the UN from 1997 to 2005.



Carolyn McAskie
 Head of the Peacebuilding Commission since May 2006.



Brig. Gen. (ret'd) Gregory Mitchell
 Former Commander of the multinational Stand-by High-Readiness Brigade (SHIRBRIG) in Sudan and Deputy Force Commander for the United Nations Mission in Sudan (UNMIS) between 2004 and 2006.

Source: United Nations Photo Gallery and UNIFEM Canada

Regional Security Arrangements

It is also important to mention that while UN peacekeeping missions constitute an important conflict management tool employed by the international community to address threats to peace and security, this is not the only tool. Regional organizations such as the North Atlantic Treaty Organization (NATO), the African Union (AU), the Economic Union of West African States (ECOWAS) and the Organization of America States (OAS) also play an important role in conflict management.

Regional Organizations playing a role in conflict management:

- NATO** North Atlantic Treaty Organization
- AU** African Union
- OAS** Organization of America States
- ECOWAS** Economic Union of West African States

In theory, the UN Charter specifies that regional organizations should encourage the development of pacific settlements of local disputes and could be utilized by the Security Council to carry on enforcement actions under its authority (UN Charter: Chapter 8, Article 52 and 53). It is under this principle that operations such as the NATO bombing in Kosovo and the AU Mission in Darfur were undertaken.

In practice, regional organizations take action for a multitude of reasons. The main reason is the incapacity of the UN to respond to some conflicts while respecting the essential characteristics of UN peacekeeping. It can be due to the fact that parties to the conflict refuse to give their consent to an intervention, as is currently the case in Darfur. The reason for action can be that an intervention favouring one side over the other is necessary and impartiality cannot be applied, as was the case in the Balkans. Finally, it can also be because no cease-fire or peace agreement has yet been negotiated, or because offensive actions have to be taken against one party in particular.

It is thus under the banner of NATO, and not directly under a UN mandate, that Canada is currently sending troops to Afghanistan as part of the UN-Sanctioned NATO-led International Stabilization Assistance Force mission (ISAF). More than 2,000 Canadian forces are in Afghanistan today with the mission to prevent Afghanistan from relapsing into a failed state that provides a safe haven for terrorists and terrorist organizations, and to help it become a country that meets the needs of its people and is a fully integrated part of the international community (National Defence and the Canadian Forces).

Questions for discussion:

- How was Canada instrumental in the creation of the first peacekeeping force?
- What is Canada's international reputation as a peacekeeping country?
- Does the current reputation reflect Canada's actual contribution to peacekeeping?
- Why is Canada contributing fewer military troops?
- How else is Canada contributing to UN peacekeeping operations?
- Do you think that the 40 year long mission in Cyprus is an example of success or failure?
- To what extent should Canada participate in non-UN interventions such as the war in Iraq?
- Canada has a commitment to the UN as well as NATO. How do they match or contradict?
- Where are Canada's economic interests and where are we involved politically?
Is there a link?

Suggested Activities:

Web Quest (Page 53)

Class Debate (Page 59)

Guest Speaker (Page 62)

Bibliography

Financing of United Nations Peacekeeping Operations Available at:

<http://www.un.org/Depts/dpko/dpko/contributors/financing.html>

Monthly Summary of Contributors of Military and Civilian Police Personnel Available at:

<http://www.un.org/Depts/dpko/dpko/contributors/financing.html>

RCMP International Peacekeeping Branch Available at:

http://www.rcmp-grc.gc.ca/factsheets/fact_peacekeeping_e.htm

United Peacekeeping Force in Cyprus Available at:

<http://www.un.org/Depts/dpko/missions/unficyp/>

UN Mission in Haiti Available at:

http://www.un.org/Depts/dpko/dpko/co_mission/unmih.htm

UN Assistance Mission in Rwanda Available at:

http://www.un.org/Depts/dpko/dpko/co_mission/unamir.htm

Activity 7:

WEB QUEST – CANADIAN CONTRIBUTIONS TO PEACEKEEPING

Objectives

Students will:

- Learn about the different missions that Canada was involved in
- Familiarize themselves with the UN Department of Peacekeeping Operations

Requirements

A computer with an internet connection (for student use)

Student handout with the questions for this activity

Procedures

1. Give the students the handout with the questions for this activity.
2. Ask them to visit the UN Department of Peacekeeping Operations website and identify the UN mission that meets the following criteria. Each of the answers are missions to which Canada contributed.
3. Mark the assignments in class, asking students the answer to each question.
4. Compare and discuss variation. Choose one or two missions and explain the background, mandate and operation in more detail.

Questions to address

Identify the right mission. Each of the missions benefited from Canadian contributions.

1. UNMOGIP (*United Nations Military Observer Group in India and Pakistan*) was the second mission to be established by the UN. What were the mission's characteristics and what were the tasks performed by Canadian peacekeepers during this deployment?
2. How did Canada contribute to the creation of UNEF (*First United Nations Emergency Force*)?
3. ONUC (*United Nations Operation in the Congo's*) original mandate was to ensure the withdrawal of Belgian forces, to assist the Government in maintaining law and order, and to provide technical assistance. The mandate of ONUC was subsequently modified to include maintaining the territorial integrity and political independence of the country, preventing the occurrence of civil war, and securing the removal of all foreign military, paramilitary and advisory personnel not under the United Nations Command, as well as all mercenaries. What were the consequences of this change of mandate for Canadian peacekeepers?
4. Canada contributed 1,126 armed personnel to UNFICYP (*United Nations Peacekeeping Force in Cyprus*) between 1964 and today. What are the daily tasks performed by Canadian peacekeepers during this mission?
5. Canada contribute 174 officers to ONUCA (*United Nations Observer Group in Central America*) and sent Brigadier-General Lewis MacKenzie (Canada) from December 1990 to May 1991. Was a cease-fire in place when ONUCA was deployed?
6. UNAMIC (*United Nations Advance Mission in Cambodia*) had increased its mandate to include peacebuilding activities. What are examples of these activities?
7. UNDOF was established in 1974 to ensure that Syria and Israel would maintain limited forces and armaments in the area of the Golan Heights. Since its deployment, the mission has suffered 42 casualties and has come under fire on several occasion including during the 2006 Israel-Lebanon conflict. Why has the mission suffered 4 times more **casualties than UNMOGIP** (*United Nations Military Observer Group in India and Pakistan*) even though it has been deployed for half the time?
8. Major-General Roméo A. Dallaire (Canada) and Major-General Guy Tousignant (Canada) served as Force Commanders in UNAMIR (*United Nations Assistance Mission for Rwanda*). Why was UNAMIR not able to prevent the genocide in Rwanda?

Answer key

1. UNMOGIP was an unarmed observation force that included observation, reporting, as well as investigating complaints of cease-fire violations and submitting its findings to each party and to the Secretary-General.
2. It was Canada's External Affairs Minister, Lester B. Pearson, who suggested the actual notion of a 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." As a result of his noble efforts, Mr. Pearson earned the award of the prestigious Noble Peace Prize in 1957.
3. Canadian peacekeepers were allowed to use force, not only in self-defence, but also to protect the mandate of the mission. The consequences included a higher number of combat situations and the risk of an increased number of casualties.
4. Canadian peacekeepers maintain close cooperation and liaison with the Cyprus police and the Turkish Cypriot police on all security matters having intercommunal aspects. Along with the military peacekeepers, they contribute to law and order in the buffer zone and assist in investigations and in the Force's humanitarian activities. They facilitate the resumption of farming in the buffer zone; assist both communities on matters related to the supply of electricity and water across the lines; facilitate normal contacts between Greek and Turkish Cypriots; provide emergency medical services; and deliver mail and Red Cross messages across the lines.
5. The Governments of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua signed the Esquipulas II Agreement. ONUCA's mandate was to do on-site verification of compliance to ensure the cessation of aid to irregular forces and insurrectionist movements, and the non-use of the territory of one State for attacks on other States.
6. UNAMIC was tasked with setting up a major training programme for mine-detection and mine-clearance and the mine-clearing of repatriation routes, reception centres and resettlement areas.
7. UNMOGIP was an unarmed observation mission that was established with the consent of both India and Pakistan. The casualties were the result of accidents, and the mission was never fired upon. UNDOF is made of 1,042 troops, assisted by some 57 military observers. It is located between Israel and Syria and is in the middle of regular exchange of fire. In addition, armed groups that are not under the control of the government have also regularly opened fire on UNDOF.
8. UNAMIR was set up to monitor the Arusha accords. When the genocide began, UNAMIR sought to arrange a cease-fire, without success, and its personnel came increasingly under attack. After some countries unilaterally withdrew their contingents, the Security Council reduced UNAMIR's strength from 2,548 to 270 on 21 April 1994. On 17 May 1994, the UN imposed an arms embargo against Rwanda, called for urgent international action and increased UNAMIR's strength to up to 5,500 troops. But it took nearly six months for Member States to provide the troops. The lack of political will to deploy troops by UN member states is partly responsible for the tragedy.

Variation

Ask the students to create their own internet scavenger hunt for their fellow students.

Ask the students to complete the exercise in teams instead of individually.

Questions – Activity 7

Fill in the correct answers. Each of the missions benefited from Canadian contributions.

The information can be found on the UN Department of Peacekeeping website at:

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

1. UNMOGIP (United Nations Military Observer Group in India and Pakistan) was the second mission to be established by the UN. What were the characteristics of the mission and what were the tasks performed by Canadian peacekeepers during this deployment?

2. How did Canada contribute to create UNEF (First United Nations Emergency Force)?

3. ONUC (United Nations Operation in the Congo's original mandate was to ensure the withdrawal of Belgian forces, to assist the Government in maintaining law and order, and to provide technical assistance. The mandate of ONUC was subsequently modified to include maintaining the territorial integrity and political independence of the country, preventing the occurrence of civil war, and securing the removal of all foreign military, paramilitary and advisory personnel not under the United Nations Command, as well as all mercenaries. What were the consequences of this change of mandate for Canadian peacekeepers?

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5. Canada contributed 174 officers to ONUCA (United Nations Observer Group in Central America) and sent Brigadier-General Lewis MacKenzie (Canada) from December 1990 to May 1991. Was a cease-fire in place when ONUCA deployed? What were ONUCA's responsibilities?

6. UNAMIC (United Nations Advance Mission in Cambodia) has increased its mandate to include peacebuilding activities. What are examples of these activities?

7. UNDOF was established in 1974 to ensure that Syria and Israel would maintain limited forces and armaments in the area of the Golan Heights. Since its deployment, the mission has suffered 42 casualties and has come under fire on several occasions including during the 2006 Israel-Lebanon conflict. Why has the mission suffered 4 times more casualties than UNMOGIP (United Nations Military Observer Group in India and Pakistan) although it has been deployed for half the time?

8. Major-General Roméo A. Dallaire (Canada) and Major-General Guy Tousignant (Canada) served as Force Commanders in UNAMIR (United Nations Assistance Mission for Rwanda). Why was UNAMIR not able to prevent the genocide in Rwanda?

Activity 8:

DEBATE – HOW SHOULD CANADA BE INVOLVED?

Objectives

Students will:

- Research a specific question related to Canadian contributions to peacekeeping
- Formulate arguments supporting a position
- Argue for or against a statement in front of their peers
- Listen to different arguments and determine their value

Requirements

A clock

A sheet of paper to keep tracks of the winners

Procedures

1. Provide the background information about the Canadian contribution to UN peacekeeping to your students.
2. Ask the students to form teams of two people.
3. Give each team a playing card with their theme and their position.
4. Ask them to think about arguments that would give strength to their position.
5. Pair the 2 teams with the same theme and ask them to debate the issue in front of the class during 3 minutes.
6. Ask the other students to listen to the debate and to vote for the most convincing argument at the end.

Themes

Canada should send more peacekeepers on dangerous UN missions.

Canada should contribute more money to peacekeeping.

Canada should only participate in observation missions where chances of suffering casualties are very low.

Canada should be involved in any type of missions (UN or not).

Canada should advocate the use of democracy over the use of armed intervention.

Canada should try to recruit more soldiers in order to be involved in more missions.

Canada should concentrate on its internal problems and have limited involvement in other countries' conflict.

Canada should only take part in development and peacebuilding.

Canada should do what the United States wants us to do.

Canada should send more equipment to peacekeeping missions.

Variation

Ask students to do the exercise individually instead of in teams.

Ask students to write an argumentative essay about one of the themes.

Themes and Positions for Debate

Themes and Positions for Debate – Activity 8

FOR		AGAINST
	Canada should send more peacekeepers to dangerous UN missions.	
	Canada should contribute more money to peacekeeping.	
	Canada should participate only in observation missions where chances of suffering	
	Canada should be involved in any type of mission (UN or not).	
	Canada should advocate the use of democracy over the use of armed intervention.	
	Canada should try to recruit more soldiers in order to be involved in more missions.	
	Canada should concentrate on its internal problems and have limited involvement in other	
	Canada should only take part in development and peacebuilding.	
	Canada should do what the United States wants us to do.	
	Canada should send more materials to peacekeeping missions.	

Activity 9:

GUEST SPEAKER AND QUESTION PERIOD

Objectives

Students will:

- Be exposed to a different perspective on peacekeeping
- Formulate questions in response to the presentation of a peacekeeping veteran
- Engage in a discussion about topics of actuality

Requirements

To book a speaker (generally free of charge), contact:

The Canadian Association of Veterans in UN Peacekeeping
<http://www.cavunp.org/contact.html>

Veteran Affairs Canada at: 1 877 604-8489

A projector if necessary

Procedures

1. Ask a veteran to come and speak about his/her experience in peacekeeping.
2. Ask students to prepare questions.
3. Once the questions have all been asked, ask a few questions of actuality that the class can discuss with the speaker.

Variation

Ask the students if any of their parents or family members work for Foreign Affairs Canada or National Defence. If so, ask this person to come and give an organizational or political perspective of peacekeeping.

Ask an immigrant or refugee from one of the conflicts discussed in class to come to your class and talk about their experience.

CHART COUNTRY MILITARY AND POLICE CONTRIBUTIONS

