

as a negotiating forum and as an instrument for resolving the world's problems is wasting away. Public confidence in the organization is being weakened and public support is being undermined.

We can and should act to arrest this process by identifying priorities and dealing with them in an effective and businesslike way. We must also find the new techniques needed to deal with the problem of the unwieldy size of UN committees and boards, particularly those responsible for UN action programs in the all important field of development. Some of these boards are almost as large as the UN itself was not so many years ago, and have proved ill-suited to fulfill the purposes for which they were created. I urge these measures because I believe they are essential to the future progress of the organization. At the same time, we should acknowledge that such remedial action can only deal with the symptoms rather than the disease itself. Member nations, locked in outdated conceptions of sovereignty and national interest, find debate to be a convenient substitute for action. So long as this attitude persists, the UN cannot hope to fulfill the aspirations of its founders.

#### CONFRONTATION VERSUS NEGOTIATION

*Second:* Even with the benefit of nearly a quarter-century of experience, we don't seem to have learned the lesson that confrontation between nations is no substitute for negotiation. During the past few years, there has been mounting evidence that the great powers have recognized the sterility of cold war policies, but we have yet to see this realization translated into effective action. There is also the practice, which has become so common that it is taken for granted, of forcing the Assembly to vote on resolutions that attempt to translate moral judgments into calls for action for which the organization manifestly has not the capacity, or, in some cases, the legal authority to carry out. Resolutions of this kind only hurt the cause they purport to serve.

#### NEED FOR BUDGET CONSOLIDATION

*Third:* The programs and activities carried out by the UN family of organizations have multiplied during the last ten years. During that period, the total of the assessed budgets has more than doubled, and if the present growth-rate were to continue, would reach half a billion dollars by 1974. The absence of effective control of budget expansion has meant that priorities have become blurred. Programs have been carried on long after they have ceased to be relevant to needs. Persons with inadequate qualifications or capacities have been recruited and kept on rather than weeded out, and as a result the quality of the work of the organization has deteriorated. The cure for this illness is a period of consolidation of existing activities before striking out in too many new directions. Action of this kind will enable us to take best advantage of the useful advice that will be forthcoming in the report of the enlarged committee on

program and co-ordination and in Sir Robert Jackson's study on the capacity of UN Agencies to administer development assistance programs.

I feel that I must express in the strongest terms my conviction that continued failure to deal effectively with these institutional problems has already begun to erode the foundations of the UN as a cathedral of hope for the aspirations of mankind. Powerful and wealthy nations may be able to contemplate this process with only a modicum of concern. For most member nations represented here, however, such a prospect is intolerable....

#### THE PARAMOUNT CHALLENGE

To keep the peace, this is the primary purpose of the UN. The supreme challenge is to find something better than the balance of mutual fear and deterrence on which the present uneasy structure of global security rests. The new weapons now in the final stages of development in the U.S.S.R. and U.S.A. give a new urgency to this task. Unless the world seizes this moment to stop the upward spiral in arms-race technology, we run a very real risk of a breakdown in the equilibrium of deterrence that now provides what security we have. I should like to say here, that Canada regards the strategic-arms limitations talks that the U.S.S.R. and the U.S.A. have agreed to hold as the most significant development in recent years. We urge both parties to begin at once. If the talks are entered upon in good faith, with goodwill and without delay, they could prove to be a turning-point in world history.

At the last session of the UN General Assembly, Canada joined most members of the UN in welcoming the achievement of a treaty on the non-proliferation of nuclear weapons. We were the first nation with nuclear capacity to ratify this treaty. What the treaty contains is important enough, but its promises are at least equally significant. None of the provisions of the Non-Proliferation Treaty is more vital than Article VI, in which all parties to the Treaty - and this applies particularly to the nuclear powers - agree "to pursue negotiations in good faith on effective measures relating to cessation of the nuclear-arms race at an early date and to nuclear disarmament".

Should we be discouraged by the slow rate of progress or by the fact that, although some 90 countries signed the Non-Proliferation Treaty, only 17 have deposited the necessary instruments of ratification? I think not. One cannot afford to be discouraged when the survival of mankind itself is at stake. We look forward to this Treaty coming into force this year, and we urge its early ratification by all governments that have not yet done so.

One of the most encouraging events in the field of arms control in recent days has been the coming into force of the treaty creating the Latin American Nuclear-Free Zone, and Canada wishes to express its congratulations to the Latin American countries responsible for this very positive step.