

directed at attaining a really effective system of collective security. What is disturbing in the present situation is that the democratic majority and the Communist minority within the United Nations are not even moving together in this same general direction.

In default of any immediate prospect of attaining security on a universal basis the members of the United Nations which are most interested in collective security and have most to gain from it have sought within the framework of the Organization to provide means for their mutual defence. The most important example of this development was the signature of the North Atlantic Treaty in the spring of 1949. In the proceedings of the United Nations during that year, the delegations from Communist-controlled states added the fact that the North Atlantic Treaty had been signed to the many other accusations which they levelled against the nations of the free world. They declared that the Treaty ran counter to the United Nations Charter. The states which had signed the Treaty found little difficulty in demonstrating that the agreement amongst them was fully consistent with the Charter. In the political charge directed at its signatories, the Communist states ignored their own responsibility for the circumstances in which the governments which signed the Treaty were driven to enter into this defensive engagement. The references to the Treaty in the United Nations had the effect of confirming the majority of members in their belief that the Treaty increased the prospects of security and prosperity in an important area of the world. The effort, resulting in failure which it is hoped will be temporary, to attain a universal system of security could not be held to preclude a more limited attempt to defend peace and encourage political and economic stability by the governments signatories to the North Atlantic Treaty.

In his opening statement at the Fourth Session of the General Assembly of the United Nations, the Secretary of State for External Affairs said that it was necessary to make a careful reappraisal of the policies, activities and procedures of the United Nations, and in doing so to ask the question what in existing circumstances it was reasonable to expect the United Nations to accomplish. "So far as the Canadian Government is concerned," he said, "we have tried to make practicability the touchstone of our attitude towards the United Nations".

The record of the activities of the United Nations and the specialized agencies during the year 1949 which appears in this report has been prepared on the basis of this standard of judgment. In regard to the major objective of the United Nations, the prevention of war and the removal of its causes through universal collective action, it is often a record of disappointment and frustration. In other respects, however, within the more limited field of operation open to the United Nations and the specialized agencies, means have been adjusted to circumstances with creditable flexibility for so complicated a structure, and the amount that has been accomplished has been surprisingly large and varied. Moreover, whatever the record of accomplishment, the events of the first four years in the life of the United Nations have confirmed the principles upon which the Organization is based. The Canadian Government will not readily abandon the hope that these principles may be applied upon a universal basis. Meanwhile, Canadian delegations to the United Nations and the specialized agencies will continue to make the fullest contribution within their power to the effective working of these organizations in the present difficult circumstances.