

which, to all intents and purposes, is free to interpret its Charter obligations as it sees fit. I would suggest that a more appropriate metaphor is that of Professor Innes Claud. He has described the U.N. as a tool, - an instrument. Its members, - the hands which control this instrument, have purposes which they would like to have it serve, and the political process within the Organization is, in essence a continuing struggle between the advocates of conflicting purposes, - a struggle to determine whose purposes will be served by the United Nations. Thus, the Charter has not changed but the political context within which the United Nations exists and functions has changed, and this makes all the difference between the United Nations of 1945 and that of today.

7. During the first ten years of the United Nations' existence the hands which guided the instrument were in all important respects Western. Since then there has been a gradual