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CANADA  
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UNITED NATIONS

1954-55

DEPARTMENT OF EXTERNAL AFFAIRS  
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## FOREWORD

On October 24, 1955 was celebrated the tenth anniversary of the ratification of the United Nations Charter, and appropriate ceremonies were held both at the United Nations Headquarters in New York and in many centres throughout the world. It seems to me appropriate, in the foreword to this volume dealing with the ninth and tenth sessions of the General Assembly, to say a few words about the first decade of the United Nations, and something further concerning the problems which confront us for the years to come.

No one, I think, would now maintain that the United Nations has been able to achieve all that was hoped for it at the time of its creation in 1945. In fact, a rather dismaying number of the problems considered at the first session of the General Assembly are still unresolved. Some of them, such as disarmament or human rights, have acquired over the years a greater difficulty and a greater urgency than ever. There have been disappointments, setbacks and delays. Although at the 1955 General Assembly we and the other 59 members of the United Nations were happy to welcome 16 new members, two great countries, Japan and Germany, are still not represented. To this degree the United Nations is still not yet a universal body, and is consequently handicapped in its activities.

The effectiveness and the unity of the United Nations has on occasion been seriously tried. There has also been undoubtedly some short-circuiting of the world organization through the establishment of *ad hoc* councils to deal with certain immediate problems for which it was considered that the procedures of the United Nations were too deliberate or its authority too weak. There has, of course, been no lessening of the vast sums spent on defence preparations, and recent sessions of the Assembly have been held in the shadow of grim and fearful weapons unknown in 1945. The problems and the duties facing the United Nations in maintaining peace and, for that matter, in preserving the very existence of the civilized world, remain complex and difficult. These difficulties and the dangers inherent in them we now recognize pretty fully. We are now aware also that there are no easy ways to resolve the problems which confront us.

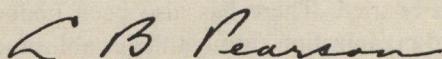
We should not forget however, that the United Nations has to its credit some very considerable achievements which should reassure us. First of all, throughout these turbulent ten years, many of the urgent economic and political problems of the world have been discussed fully and publicly and often constructively. Even in those problems for which adequate solutions have not yet been found, the earnest debates in the Assembly have undoubtedly clarified the principal issues, and the areas of disagreement have been narrowed. There has also been a vast increase in the scope of United Nations responsibilities. The Specialized Agencies and the many United Nations bodies for financial and technical assistance have continued and developed their unspectacular work, and have made important contributions to the well-being of citizens



everywhere,—in their health, their food, their education and indeed in most aspects of their lives. There is now, it seems to me, a much greater comprehension of how closely the nations of the world are bound together, and the more fortunate peoples of the earth have assumed increasing responsibility for the progress of less technically advanced countries. All this, and much more, constitutes a considerable body of achievement. If we have the wisdom and the courage to avoid the ultimate catastrophe of war, the United Nations can grow and develop as an effective and well-equipped organization for man's progress toward an incomparably better life.

The United Nations is now at the beginning of a new decade; one that is certain to bring new problems and perhaps great changes in our world. We enter this new period with no illusions that our tasks will be light or easy, but we can take confidence from what already has been accomplished and from what we now know can be accomplished by nations working peacefully together for their common welfare. Man has created a great instrument for his political and economic well-being, and it now remains for him to use it with all the wisdom and with all the sense of responsibility he can command.

My detailed comments on the events of the 18-month period are found in the General Survey of *Canada and the United Nations 1954-55*.

A handwritten signature in cursive script, reading "L B Pearson". The signature is written in dark ink and is centered on the page.

*Secretary of State for External Affairs*

Ottawa, March 1956.



## LIST OF ABBREVIATIONS

ACC	— Administrative Committee on Co-ordination
CCP	— Committee on Commodity Problems
ECAFE	— Economic Commission for Asia and the Far East
ECE	— Economic Commission for Europe
ECLA	— Economic Commission for Latin America
ECOSOC	— Economic and Social Council
FAO	— Food and Agriculture Organization
GATT	— General Agreement on Tariffs and Trade
GOC	— Good Offices Commission
IADL	— International Association of Democratic Lawyers
IBRD	— International Bank for Reconstruction and Development
ICAO	— International Civil Aviation Organization
IFC	— International Finance Corporation
IFRB	— International Frequency Registration Board
ILO	— International Labour Organization
IMCO	— Inter-Governmental Maritime Consultative Organization
IMF	— International Monetary Fund
IOJ	— International Organization of Journalists
ITO	— International Trade Organization
ITU	— International Telecommunications Union
NNRC	— Neutral Nations Repatriation Commission
OTC	— Organization for Trade Co-operation
SUNFED	— Special United Nations Fund for Economic Development
TAA	— Technical Assistance Administration
UNCIP	— United Nations Commission for India and Pakistan
UNCURK	— United Nations Commission for the Unification and Rehabilitation of Korea
UNESCO	— United Nations Educational, Scientific and Cultural Organization
UNICEF	— United Nations Children's Fund
UNKRA	— United Nations Korean Reconstruction Agency
UNMOG	— United Nations Military Observer Group
UNREF	— United Nations Refugee Fund
UNRWA	— United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNTAA	— United Nations Technical Assistance Administration
UNTAB	— United Nations Technical Assistance Board
UNTSO	— United Nations Truce Supervision Organization
UPU	— Universal Postal Union
WFDY	— World Federation of Democratic Youth
WHO	— World Health Organization
WMO	— World Meteorological Organization

## EDITORIAL NOTE

*Canada and the United Nations* is intended to be a current work of reference, useful, it is hoped, to students of public affairs in Canada and abroad who may not have access to the primary sources themselves. Special attention is given to Canadian policy as it was stated at the United Nations. Limitations of space prevent the reprinting of the full texts of the more important Canadian speeches explaining policy, but many of these texts are available in the two documentary series put out by the Department of External Affairs and listed in Appendix IX. Readers who are not familiar with the structure and functions of the United Nations, its subsidiary bodies and its Specialized Agencies, may find it helpful to refer to the material in the nine Appendices at the end of this volume. A chart, reprinted by courtesy of the Department of Public Information of the United Nations, shows the principal United Nations bodies and their relationship with each other.

The present volume is the ninth in the *Canada and the United Nations* series; it deals with events of the 18-month period July 1, 1954 to December 31, 1955. During this period, the General Assembly held its ninth session (September 21 - December 17, 1954), and its tenth session (September 20 - December 20, 1955), and the Economic and Social Council its eighteenth, nineteenth and twentieth sessions.







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Portraits of the Presidents of the ten sessions held by the United Nations General Assembly since January 1946. From left to right are:

*Top row*—Paul-Henri Spaak (Belgium), 1st session; Oswaldo Aranha (Brazil), 2nd session; Herbert V. Evatt (Australia), 3rd session; Carlos P. Romulo (Philippines), 4th session and Nasrallah Entezam (Iran), 5th session.  
*Bottom row*—Luis Padilla Nervo (Mexico), 6th session; Lester B. Pearson (Canada), 7th session; Mme Vijaya Lakshmi Pandit (India), 8th session; Eelco N. van Kleffens (Netherlands), 9th session; and José Maza (Chile), 10th session.



# I

## GENERAL SURVEY

Members of the United Nations have opportunities in their day-to-day activities to relate their policies to the principles of the Charter and to co-operate in carrying out programmes sponsored by the United Nations. The sessions of the General Assembly readily provide indications of their general approach as well as of the measure and quality of their desire to implement the code of conduct which they agreed to at San Francisco in 1945. From the Canadian point of view, the last two sessions of the General Assembly provided some encouraging support for the hope that the United Nations is a living, not moribund, organization; that constructive solutions to the problems which threaten international peace and security can be resolved within the United Nations given time and patience; and that in the grim realities of our time the United Nations can devise ways and means of limited, international co-operation.

For the Canadian Delegation, the ninth session of the General Assembly was more hopeful than others of recent years. After the rather stultifying eighth session, it had seemed as if nothing of importance could be negotiated in the United Nations, at least not until the problem of Chinese representation had been solved and the United Nations had become much more nearly universal in membership. In 1954, at Berlin and Geneva, the United Nations had been by-passed; public opinion in some countries was becoming increasingly critical of it. Then, between June and September 1954, a break in these ominous clouds occurred: the fighting in Indochina was stopped: for the first time, a session of the General Assembly met in a world at peace—or at least in a world where there was no war.

Unknown to each other, both sides in the cold war were preparing peaceful initiatives for the ninth session of the Assembly. President Eisenhower was determined to press ahead in carrying his "Atoms for Peace" plan a step further towards the establishment of an International Atomic Energy Agency under the aegis of the United Nations. At the same time the Union of Soviet Socialist Republics was preparing a new disarmament proposal to present to the Assembly. From these two initiatives of the Great Powers the Assembly drew hope—hope that was later consolidated by the not inconsiderable achievement of unanimous resolutions on both these subjects, disarmament and "atoms for peace". Though much of the rest of the ninth session was routine, and there were times when it seemed to be back at "cold-war-as-usual", these two items gave the United Nations a stimulus that it badly needed. No doubt these two unanimous resolutions may have encouraged certain wishful hopes of an approaching golden age of co-existence; nevertheless, even the most conservative assessments conceded that there were sufficient grounds to go on trying to secure Soviet co-operation in a United Nations atomic energy agency, in disarmament, and in other efforts to lessen international tension.

Taken as a whole then, the ninth session seemed to reflect an encouraging slackening of tension and a real desire on both sides to proceed step by step towards mutual accommodation so that the nations of the world might gradually move to surer ground instead, as Sir Winston Churchill put it, of "roaming and peering around the brim of hell".



At the opening of the tenth session of the General Assembly two extraneous factors helped to shape the attitudes of the majority of delegations. One was the heralded "spirit of Geneva" proceeding from the meeting of Heads of Government in July 1955; the other was the impending meeting of the Foreign Ministers, who were to meet about half-way through the timetable of the tenth session. The first factor stimulated a strong hope that the tenth session would be a true turning-point in the struggle to achieve the aims and purposes of the United Nations Charter; the second provoked a tendency to hold in suspense the Assembly's discussion of the controversial subjects on its agenda. The desire of delegations seemed to be to keep alive the "Geneva spirit" as long as they could, and, in order to do this, delegations were prepared to postpone potentially acrimonious debates until after the Foreign Ministers had had a chance to discuss in detail the directives issued in July by the Heads of Government. Therefore, statements in the opening general debate were embroidered with references to the improved international situation. These speeches were, on the whole, conciliatory in tone and in many cases overly optimistic. An appeal was made to all spokesmen to moderate the advocacy of their causes, and except for some strident notes towards the end of the session, the avoidance of extreme propaganda by spokesmen for the two main camps was noticeable—a significant and welcome change from previous sessions.

Of course this trend was more evident before, rather than after, the Foreign Ministers' meeting in November 1955 at which no agreement was reached by them on the two most important subjects on the agenda of the tenth session—disarmament and the admission of new members. Nevertheless, even after the November meeting, the Assembly did not revert entirely to the old habits of the cold war.

There were grounds for satisfaction among delegations at the end of the tenth session that the General Assembly had been able to produce results of considerable importance on some matters which greatly strengthened the United Nations. In particular, the tenth session had achieved the admission of 16 new members. After a deadlock of nearly ten years, broken only occasionally by the admission of a very few mutually acceptable candidates, the United Nations finally enlarged its membership from 60 to 76 nations, and became, as it was originally intended to be, very largely representative of the entire world. The Canadian Delegation, under the leadership of the Hon. Paul Martin, contributed substantially to this result.

Another significant contribution of the tenth session was the unanimous approval of the resolutions on peaceful uses of atomic energy and on the effects of atomic radiation. The debate on disarmament, however, was disappointingly inconclusive after the hopes raised at the ninth session. After the failure of the Conference of Foreign Ministers in November, the General Assembly passed a resolution on disarmament by a large majority, but there was no great enthusiasm and little sense of achievement or satisfaction since the short-lived unanimity of the ninth session had evaporated and could not be recaptured.

It would be ostrich-like to ignore important points of dissension at the ninth and tenth sessions of the General Assembly. They still exist, even though they may be expressed in slightly muted tones. Differences of opinion on the so-called "colonial problems" facing the United Nations are acute, and controversy on this subject was at times bitter. The honest desire of many nations which have emerged from dependent status to accelerate the process of self-government was as usual exploited by member states which have in their own policies shown little or no respect for the rights of subject peoples. Although



in many quarters there was a commendable effort in the end to compromise, the causes of controversy were not removed and are likely to plague future sessions.

On another issue there was no compromise. It had been supposed that the item on the political complexities of the Palestine question would not be touched upon. These illusions were shattered shortly before the tenth session began because of the renewal border violence along the Gaza strip and by the announcement that Czechoslovakia under U.S.S.R. direction had negotiated with Egypt for the supply of arms. These developments provoked sharp reactions in the Middle East and elsewhere, and by the time the Palestine refugee question came up for discussion in the *Ad Hoc* Political Committee, Arab-Israeli tension was as grave as at any time since 1948. And so this debate was a prolonged and bitter exchange of invective and accusation encompassing every aspect of the Palestine impasse.

A further source of misunderstanding was the deadlock in the election of the third non-permanent member to the Security Council. Differences of view on this issue still existed at the end of the session and it became necessary to decide by lottery the stalemate between the Yugoslav and Philippine candidates.

The question of seating in the United Nations a representative of the Government of the People's Republic of China, rather than a representative of the Nationalist Government of China, is still unresolved. While there was majority support for the contention that no change in that representation should take place during 1955, the problem may again be present, in an even more acute form, at the eleventh session in 1956.

The questions discussed above, mainly political and security ones, occupied much of the time and energy of the 1954 and 1955 Assemblies. These were the questions too which were publicized in newspapers, magazines, over the radio and on television. Meanwhile, the quiet, valuable and constructive work of the Economic and Social Council, the Specialized Agencies, and their affiliated organs and subsidiary bodies was continued. The Regular as well as the Expanded Programmes of Technical Assistance have developed in scope and efficiency and are two of the most successful efforts by the United Nations to achieve world-wide reduction of hunger, malnutrition, illiteracy and illness. The World Health Organization and the Food and Agriculture Organization, to mention only two of the ten Specialized Agencies, are working steadily, also with little fanfare and few headlines, to conquer the timeless enemies of mankind. In this aspect of United Nations work it is regrettable that there has never been much assistance or co-operation from the communist countries.

How then should the period July 1, 1954 - December 31, 1955 at the United Nations be assessed? On the whole, there was some willingness to seek compromise, to abandon the more disruptive cold war tactics, and to reach agreement on limited, practical proposals for co-operation. True, there was no tranquillity; but there was no war. It may be that this will be the *leit-motif* for many years to come and that competitive co-existence, even at the United Nations, will be a long, hard road to travel.



## II POLITICAL AND SECURITY

### Disarmament

When the General Assembly reconvened for its ninth session in the autumn of 1954, it had before it a report of the Disarmament Commission which simply transmitted without comment the record of the first round of discussion of its sub-committee which had taken place in London from May 13 to June 22, 1954. Canada is a member of the sub-committee together with France, the United Kingdom, the United States and the U.S.S.R. Although little, if any, progress had been achieved by the sub-committee, the Western Powers considered that the London talks had not resulted in a final breakdown in disarmament negotiations and that the resumption of the sub-committee's work provided the most appropriate means in the circumstances for the continuation of these negotiations. A Canadian resolution along these lines, introduced at the ninth session, was readily approved by the other Western members of the sub-committee and a revised version of the resolution which did not involve any change of substance was ultimately sponsored by all members of the sub-committee, including the Soviet Union. This was the first time since 1946 that the Soviet Union joined the Western Powers in sponsoring a disarmament resolution. In the end, the five-power resolution was adopted unanimously by the General Assembly on November 4. The Canadian Delegation played an active role in the delicate negotiations which led to this satisfactory result. In addition to recommending that the sub-committee be reconvened, the Assembly resolution provided for the reference to the Disarmament Commission of suggestions put forward at the ninth session by Australia, India and the Philippines.

During the Assembly debate, the Soviet Representative, the late Mr. Vyshinsky, submitted proposals which undoubtedly represented an advance towards the Western position. The immediate unconditional banning of the use of nuclear weapons was no longer maintained as a pre-condition for successful negotiations. The arbitrary proposal of a one-third reduction of armed forces which was clearly unacceptable to the Western powers, and which had become a traditional feature of the Soviet disarmament programme, was also abandoned. Mr. Vyshinsky's plan, moreover, implied tacit acceptance of two phases for the execution of the Soviet programme, thus pointing to the end of the fruitless debate on "stages". The Soviet Government at the same time declared its readiness to accept "as a basis" for further discussions the Anglo-French proposals of June 11, 1954, which it had summarily rejected at the time of their presentation in the sub-committee. There remained, however, wide gaps between the positions of both sides, particularly on the question of adequate inspection and control without which no disarmament programme could be effective.

When the second round of substantive discussions by the sub-committee began in London on February 25, 1955, the Soviet Government tabled proposals which represented a complete reversal of the position which it had taken at the ninth session. These proposals ignored the Anglo-French plan accepted earlier by Mr. Vyshinsky as a basis of negotiations, and revived old propaganda positions such as the immediate destruction of all stocks of nuclear



weapons. Subsequently, however, the Soviet Delegation reverted, for all practical purposes, to the Vyshinsky proposals submitted at the ninth session. In the meantime, the Western position had been re-affirmed by the re-introduction on March 8 of the Anglo-French proposals in the form of a draft resolution sponsored by the four Western members of the sub-committee, including Canada. The Western programme called for the preliminary acceptance by all states of the prohibition of the use of nuclear weapons *except in defence against aggression*. It also provided for major reductions in armed forces and conventional armaments accompanied by specific measures of nuclear disarmament leading to the total prohibition of weapons of mass destruction. This programme would be carried out in three stages and would be supervised by a control organ with powers adequate to guarantee its effective observance at each stage.

The reversion to a more co-operative attitude by the Soviet Delegation led the Western powers to supplement their basic proposals by tabling a number of additions, the most significant of which related to the levels of armed forces and the principles of international control. France and the United Kingdom submitted a memorandum proposing that the armed forces levels for China, the United States and the U.S.S.R. should be fixed at 1 to 1.5 million men each, while France and the United Kingdom would each have 750,000 men. On the question of control, the four Western members suggested a number of principles which they thought should govern the functions, powers and rights of the international control organ. Finally, in order to answer the main Soviet criticism that the Western plan provided for the total prohibition of nuclear weapons only when all reductions in armaments and armed forces had been completed, the United Kingdom and France tabled compromise proposals under which the prohibition of the use of nuclear weapons would become effective after 75 per cent of the reductions in armed forces and conventional armaments had taken place. The elimination of stockpiles of nuclear weapons, and the last quarter of agreed reductions, would begin simultaneously, both processes to be completed within the time limit prescribed. France and the United Kingdom made it clear however, that their compromise suggestion was conditional on agreement being reached on substantial reductions in the armed forces and conventional armaments of the great powers and on the establishment of effective international control.

The Canadian Delegation indicated that the Canadian authorities looked at the Anglo-French suggestions concerning the levels of armed forces for the major powers as reasonable within the framework of a general disarmament convention. While agreeing that the levels of armed forces for other states, including Canada, should be considerably lower than the levels fixed for the major powers, the Canadian Government considered that exact figures in this respect should be worked out at the disarmament conference. Canada's final commitment on the question of levels could only be given in the context of a comprehensive programme in which smaller powers would participate. The Canadian Delegation reiterated its support for the basic aim underlying the Anglo-French timetable concerning the prohibition of nuclear weapons, but pointed out that there could be no question of agreeing to the prohibition of these weapons unless adequate inspection were both scientifically and technically feasible and accepted by all parties to a general disarmament convention.

After having reacted negatively to the Western proposals and compromise suggestions, the Soviet Union tabled on May 10, 1955, elaborate proposals which dealt not only with disarmament but also with a number of political issues outstanding between the East and the West, e.g. the German problem. On disarmament proper, the May 10 paper appeared at first to



represent substantial concessions to the West. It embodied the Anglo-French proposals on the levels of the armed forces of the major powers; it also included the Anglo-French compromise on phasing; even on the question of control, the new proposals represented some advance on the previous Soviet position. On this vital issue, however, the Soviet paper remained vague and ambiguous. Moreover, the Delegation of the U.S.S.R. made it clear that Soviet concessions on disarmament were linked with the settlement of the political issues raised in their paper, which were not regarded by Western delegations as coming within the terms of reference of the sub-committee. In view of this, and bearing in mind the fact that some of these political issues would presumably be discussed during the four-power Conference which was to take place in Geneva, the sub-committee agreed on May 18 to adjourn further substantive discussions, and ultimately decided on June 1 to recess for an indefinite period.

During the Conference of the four powers (France, the United Kingdom, the United States and the U.S.S.R.) held in Geneva from July 18 to 23, the heads of these governments discussed not only outstanding political issues but also disarmament. On July 21, President Eisenhower put forward his proposal for the early warning system against surprise attack by means of aerial photography and the exchange of military blueprints between the United States and the Soviet Union. For his part, the Prime Minister of France, M. Edgar Faure, tabled a disarmament programme based on the international control of military budgets and the transfer of savings resulting from disarmament to economic development. The Prime Minister of the United Kingdom, Sir Anthony Eden, suggested the establishment of a joint inspection system over limited, agreed areas. This "pilot scheme" would constitute a practical experiment, which, if successful, might be gradually extended to larger areas. The Soviet Prime Minister, Marshall Bulganin, repeated essentially the Soviet proposals of May 10. There was hardly any time for the four heads of governments to consider the various proposals in detail, and they agreed to instruct their representatives in the disarmament sub-committee to take account of the views and proposals advanced during the Conference. They also suggested that the sub-committee resume its work in New York on August 29.

In accordance with this suggestion, the sub-committee reconvened on that date at the United Nations headquarters, and held 18 meetings before it concluded its sessions on October 7, 1955. These meetings were devoted in the first place to an elaboration of the proposals presented in Geneva by the four heads of governments. The United States Delegation thus tabled an outline of President Eisenhower's plan for aerial surveys and exchange of military information, together with a memorandum concerning its implementation. The Delegations of the United Kingdom and France also explained in more detail what was involved in the plans which the heads of their governments had submitted during the Geneva discussions. In addition, the French Delegation tabled three papers on various aspects of international control, while the United Kingdom submitted a memorandum on the same subject. One of the main objects of the Western powers during the New York talks was to obtain an elucidation of the Soviet position on the question of control, which is universally recognized as the crux of the disarmament problem. As on so many occasions during nine years of disarmament negotiations, the Soviet Representative failed to clarify the position of his Government on this issue in spite of repeated questioning by Western representatives. Nor did he commit himself with regard to any of the Western proposals including the Eisenhower plan for aerial inspection. The Soviet position on this plan was explained by Mr. Bulganin in a personal letter to President Eisenhower and later by the



Soviet Foreign Minister, Mr. V. Molotov, during the Big Four Foreign Ministers' Conference in Geneva (October 27 - November 16). The Soviet Union refused to recognize the merits of the Eisenhower suggestions for the establishment of a warning system pending agreement on a general disarmament programme. Its representatives argued that the President's plan did not provide for the reduction of armaments nor did it diminish the danger of atomic war, and that consequently, the plan was unacceptable. Mr. Molotov let it be known, however, that his Government would be prepared to regard favourably the proposal for aerial photography as one of the forms of control "at the final stage of putting into effect measures for the reduction of armaments and the prohibition of atomic weapons". This statement was welcomed by the United States Secretary of State, Mr. J. F. Dulles, who at the same time drew attention to the fact that the Eisenhower programme should be regarded as a prelude to general disarmament and did not, of course, exclude such a programme, but might, on the contrary, facilitate a meeting of minds on the disarmament problem as a whole. For these reasons, the Eisenhower plan has been welcomed by the Western members of the sub-committee. For its part, the Canadian Delegation attached great importance to the consideration that Soviet acceptance of the Eisenhower proposals would undoubtedly contribute to a lessening of international tension and increase confidence, thus making further progress easier in the field of disarmament. By the same token, agreement on the Eisenhower plan would create a more favourable atmosphere for the settlement of political issues on which some headway has to be made if disarmament negotiations are to progress. The Canadian Delegation also welcomed the Eden proposal for a pilot scheme on inspection and the French plan for the control of military budgets, although the Canadian Delegate expressed some reservations about the possibility of a disarmament scheme which relied solely on budgetary controls.

While the sub-committee discussions in New York permitted a useful exchange of views on the proposals put forward in Geneva, its members found themselves unable to reach any conclusions because of the non-committal attitude of the U.S.S.R. on these proposals and also because of the U.S.S.R.'s negative approach to the question of control. Accordingly, the sub-committee's report on its work in 1955 did not contain any recommendations. On November 25, the Disarmament Commission (consisting of the members of the Security Council and Canada) took note of the report and decided, in view of the late hour, merely to forward it to the General Assembly for consideration at its tenth session which was then in progress.

In the course of the disarmament discussions in 1955, it was recognized by all that one of the dangers of which nations had been warned earlier, had materialized, i.e. that adequate scientific control for ensuring the elimination of accumulated stockpiles of nuclear weapons was not at present technically possible. Apart therefore from the establishment of a warning system as a gateway to general disarmament along the lines suggested by President Eisenhower, the only practicable course pending a scientific "break-through" which would once again permit effective and full international control was early agreement on a partial disarmament programme comprising all such measures as were susceptible to effective control. A draft resolution suggesting, among other things, this twofold programme was put forward by Canada and the other Western members of the sub-committee at the tenth session of the General Assembly and ultimately approved by a vote of 56 in favour, 7 against (Soviet bloc), with 0 abstentions. The resolution urged the states concerned, and particularly the members of the sub-committee (1) to continue their efforts towards reaching agreement on a comprehensive disarmament programme and



(2) to give priority to early agreement on, and implementation of, (a) such confidence-building measures as President Eisenhower's plan for exchanging military blueprints and mutual aerial inspection, and Marshall Bulganin's plan for establishing control posts at strategic centres<sup>1</sup>; and (b) all such measures of adequately safeguarded disarmament as are now feasible. The resolution at the same time suggested that account be taken of the French proposals for the exchange of information on military budgets and the allocation of savings resulting from disarmament for economic development, of the Eden proposal for a "pilot scheme" on inspection and control and also of Indian proposals regarding the suspension of nuclear tests and an "armaments truce". The Assembly recommended further that "scientific search should be continued by each state, with appropriate consultation between governments, for methods that would make possible thoroughly effective inspection and control of nuclear weapons material".

The purport of the General Assembly resolution coincided with the Canadian Government's disarmament policy in the light of recent developments. It was unrealistic to ask governments to agree to a complete but unverified prohibition of nuclear weapons since this would represent a gamble with national security. It would serve little purpose for any power to attempt to exploit for propaganda purposes the refusal of any country to take this gamble. On the other hand, as the Canadian Delegate put it "this does not mean that we should fold our arms and do nothing . . . let us proceed with as large and significant a measure of disarmament as is now possible". The setting up of an alarm system along the lines suggested by President Eisenhower and Marshal Bulganin might be the first step. In the meantime, the prohibition of nuclear arms subject to effective control should remain the basic aim, and research towards this goal should be diligently continued.

### Peaceful Uses of Atomic Energy

In December 1953, in a speech to the United Nations General Assembly, President Eisenhower proposed "that the governments principally involved, to the extent permitted by elementary prudence, should begin now and continue to make joint contributions from their stockpiles of normal uranium and fissionable materials" to an international atomic energy agency in order to further the development of atomic energy for peaceful purposes throughout the world.

This proposal was the subject of a protracted debate at the ninth session of the United Nations General Assembly. In the end, on December 4, 1954, the Assembly approved unanimously a resolution expressing the hope that the international atomic energy agency would be established without delay, and suggesting that once the agency was established it should negotiate some form of agreement with the United Nations. The resolution also provided for an international scientific conference to take place in 1955.

The International Conference on the Peaceful Uses of Atomic Energy was held from August 8-20, 1955 in Geneva, and was attended by representatives of all governments which are members of the United Nations or the Specialized Agencies. The Specialized Agencies themselves were also represented. The Conference was concerned primarily with the development of atomic power and with the study of atomic energy in the fields of biology, medicine, radiation protection and fundamental science. It was an extremely successful Conference and was acclaimed throughout the world since it pro-

<sup>1</sup>This plan originally put forward in the Soviet proposal of May 10 was reiterated in Marshall Bulganin's letter to President Eisenhower. In his reply the President indicated his acceptance of this plan.



vided the first opportunity for scientists to discuss problems connected with atomic energy. Discussions were confined to purely scientific and technical fields and avoided divisive, political issues. One of the main benefits of the Conference was that it helped to make people aware, perhaps for the first time, of the complex problems which must be solved before atomic energy can be economically exploited.

Canada took an active part in the Conference and also in the preparations for it. The delegation which attended the Conference included economists and scientists from Atomic Energy of Canada Limited, several universities, the Government service, and representatives from several Canadian firms interested in the industrial applications of nuclear energy. Dr. W. B. Lewis, Vice-President of Atomic Energy of Canada Limited, was a member of the Secretary-General's advisory committee, which laid the plans for the Conference, and was also one of the vice-presidents of the Conference itself. Besides the delegation, Canada sent a scientific exhibit to the Conference which included models of both NRX and NRU reactors and theratron beam therapy units used for the treatment of cancer.

Subsequent to the debate and resolution at the ninth session of the General Assembly, Australia, Belgium, Canada, France, Portugal, South Africa, the United Kingdom, and the United States prepared a draft statute for the proposed International Agency which was circulated in August 1955 by the United States, on behalf of all the above-mentioned sponsoring governments, to other countries. The functions of the proposed Agency, as provided in the draft statute, would be to encourage and assist research and development of the peaceful uses of atomic energy, and to make provision for nuclear materials and the exchange of scientific information to accomplish this purpose. Any nation which is a member of the United Nations or any of the Specialized Agencies and is prepared to subscribe to the purposes of the Agency would be eligible for membership. The Agency would consist of a General Conference of Members, a Board of Governors, and a staff. The draft statute describes in detail how scientific information is to be exchanged, how members are to contribute nuclear materials, how projects involving provision of technical assistance and nuclear materials are to be approved, and how the Agency is to be financed.

The matter was subsequently considered at the tenth session of the General Assembly, which on December 3, 1955 adopted a resolution, again sponsored by Canada, noting with satisfaction the progress being made toward the establishment of the Agency and welcoming the "extension of invitations to the governments of Brazil, Czechoslovakia, India, and the U.S.S.R. to participate as governments concerned with the present sponsoring governments" in further negotiations.

The next step will be for the negotiating group of nations to reach agreement on the draft statute, following which it will be considered by a conference with representation from all prospective member nations.

### **Effects of Atomic Radiation**

During 1954 and 1955, as a result of repeated nuclear tests made by the major powers, there was increasing interest and apprehension throughout the world about the effects of atomic radiation on all forms of life including the health of succeeding generations of human beings. Assurances were given by the United States Government that the amount of additional exposure to radiation resulting from all nuclear tests during the last decade had not had serious effects on human health. Irrespective of any military use of atomic



energy, the prospect of its widespread use for peaceful purposes underlined the need for a systematic and thorough survey of the radiation problem. The essential requirement of international co-operation was recognized by the United States Government in the summer of 1955 when its Delegation to the San Francisco Conference commemorating the tenth anniversary of the United Nations suggested that the United Nations was the organization ideally suited to inquire into this problem of atomic radiation.

At the tenth session of the General Assembly, the United States Government proposed that there should be established an international committee of scientists which should study the question and report to the United Nations not later than July 1, 1958. Canada, the United Kingdom, Australia and the Scandinavian countries gave their immediate support to this proposal by co-sponsoring the United States resolution which was unanimously approved by the Assembly on December 3, 1955. By this resolution a Scientific Committee was established; it consists of scientists representing the Governments of Argentina, Australia, Belgium, Brazil, Canada, Czechoslovakia, Egypt, France, India, Japan, Mexico, Sweden, the United Kingdom, the United States and the U.S.S.R. The Committee will receive and assemble information furnished by members of the United Nations, its Specialized Agencies, and national scientific organizations, on levels of radiation and on scientific observations and experiments concerning the effects of ionizing radiation upon man and his environment. This information will be reviewed and evaluated by the Committee which has been requested to make yearly progress reports and to develop a summary of the information to be received. From time to time, the Committee will transmit, as it thinks appropriate, documents on and evaluations of information received by the Secretary-General for publication. The Assembly asked the Committee to recommend uniform standards for sample collection and radiation counting procedures; and to furnish indications of research projects which might require further study. Two Specialized Agencies, WHO and ILO, which are concerned with the problem of atomic radiation, have been requested by the Assembly to maintain close liaison with the Scientific Committee on any matter coming within the Committee's terms of reference.

### Collective Measures

The Collective Measures Committee was established by the "Uniting for Peace" resolution adopted by the Assembly on November 3, 1950. While re-affirming the primary responsibility of the Security Council for the maintenance of peace, this resolution of November 3, 1950 reiterated the Assembly's responsibilities; it decided also that if there were a breach of the peace and the Security Council failed to act because of the application of the veto by one of its permanent members, the Assembly should immediately consider the situation and recommend appropriate collective measures, including the use of armed force if necessary.

In its first two reports<sup>1</sup>, the Committee had recommended to the General Assembly a number of collective measures of a political, economic and military nature which might be taken in case of emergency and had suggested various procedures and courses of action which might then be followed. The third report<sup>2</sup> of the Collective Measures Committee was considered by the ninth session of the General Assembly in 1954. It consisted mainly of a statement of principles summarizing the recommendations of the two earlier reports; it suggested also that the Assembly should re-affirm these principles which might be summarized as follows: (a) the greatest possible number of states should

<sup>1</sup>Documents A/1891 (VI), A/2215 (VII).

<sup>2</sup>Document A/2713 (IX).



make effective and prompt contributions to the collective effort; (b) in the event that the collective use of force against aggression is decided upon or recommended, a primary objective should be to secure the maximum contribution of effective military forces; (c) collective self-defence and regional arrangements or agencies constitute an important part of collective security, and states should seek to obtain all possible support in and through these bodies and arrangements for collective measures undertaken by the United Nations; and (d) collective economic and financial measures against aggression should include, where appropriate, all practicable assistance to the victim of such aggression and to the co-operating states.

On November 4, 1954, the Assembly adopted a resolution sponsored by 12 of the 14 members<sup>1</sup> of the Committee, which noted with approval the third report of the Committee. The Assembly also directed the Committee "to remain in a position to pursue such further studies as it may deem desirable" and to report to the Security Council and the General Assembly as appropriate. The vote on this resolution was 48 in favour (including Canada), 5 against (Soviet bloc), with 2 abstentions (India and Indonesia).

### Korea

It is customary for the General Assembly to consider the problem of Korea each year<sup>2</sup> under an agenda item entitled "The Korean Question: Report of the United Nations Commission for the Unification and Rehabilitation of Korea" (UNCURK). In fact, however, the Assembly's debates usually have little connection with the report of the Commission itself. These debates traditionally range over the broad political issues involved in the unification of Korea, a field in which UNCURK is unable to function effectively.

In the interval between the eighth and ninth sessions of the General Assembly, the Korean Political Conference mentioned in paragraph 60 of the Korean Armistice Agreement was held in Geneva from April 26 to June 15, 1954<sup>3</sup>. Fifteen member states which had contributed forces to the United Nations military action took part in this Geneva Conference on behalf of the United Nations, and subsequently submitted a report to the ninth session. This report stated that the 15 delegations had failed in their attempt at Geneva to achieve agreement on the peaceful unification of Korea on the basis of the following two fundamental principles: (1) The United Nations, under its Charter, is fully and rightly empowered to take collective action to repel aggression, to restore peace and security, and to extend its good offices to seeking a peaceful settlement in Korea; and (2) in order to establish a unified, independent and democratic Korea, genuinely free elections should be held under United Nations supervision for representatives in a National Assembly, in which representation shall be in direct proportion to the indigenous population in all parts of Korea.

The report of the Fifteen went on to relate how the three communist delegations (North Korea, People's Republic of China and the Soviet Union) had rejected these principles. With regard to the first principle, they had argued that the United Nations, through the collective action taken in Korea, had lost its moral and legal authority to deal with the Korean problem. With regard to the second, the communist delegations had made unacceptable proposals for the conduct of elections by an "all Korean Commission" on which North and South Korea would have equal representation and which would

<sup>1</sup>The 14 members of the Committee are: Australia, Belgium, Brazil, Burma, Canada, Egypt, France, Mexico, the Philippines, Turkey, the United Kingdom, the United States, Venezuela and Yugoslavia. The U.S.S.R. was omitted from membership at its own request.

<sup>2</sup>See *Canada and the United Nations 1953-54*, pp. 7-9.

<sup>3</sup>*Ibid.*, pp. 10-12.



have functioned only by agreement between the two Koreas. They had also proposed that international supervision of the elections would be limited to a "Neutral Nations Supervisory Commission" composed of an equal number of non-communist and communist nations, and operating only by unanimous agreement. The Geneva Conference in April-June 1954 came to an end with the two sides disagreeing both on the principle of United Nations authority and on the practical measures which were necessary to ensure free elections.

In the First (Political and Security) Committee at the ninth session, two draft resolutions were submitted. One of these, submitted by the Fifteen, asked the Assembly to approve their report on the Korean Political Conference; reaffirmed United Nations objectives in Korea; expressed the hope that it would soon prove possible to make progress toward these objectives; and requested the Secretary-General to place the item on the agenda of the tenth session. The other draft resolution, submitted by India, was similar except that instead of specifically approving the report of the Fifteen it noted merely that it had been received. The debate in the First Committee began with a long and heated discussion about the question of Korean and Communist Chinese representation. The Representative of Thailand had submitted a draft resolution providing that a representative of the Republic of Korea should be invited to participate in the debate without the right to vote. The Soviet Representative asked similar privileges for the People's Republic of China and North Korea, and the Indian and Syrian Representative proposed that both North and South Korean representatives should be invited. The outcome was that the resolution sponsored by Thailand was adopted by a substantial majority of 43 in favour, 5 against (Soviet bloc) with 10 abstentions. The Canadian Delegation supported the Thai resolution and opposed the others.

Two points of view regarding the prospects for future negotiations on the Korean question were expressed during the debate. The prospects for further progress on the unification question were so obviously inauspicious, so soon after the failure of the Geneva Conference, that the non-communist delegations were prepared to leave the matter in abeyance. The United States Representative said that his Government would not be prepared to undertake new negotiations as long as the communists continued to reject the "two fundamental principles which we consider indispensable", since a new failure would be damaging to United Nations prestige and Korean morale. On the other hand, the Soviet Representative said that he thought the Geneva Conference had done useful "spade work" and submitted a resolution, which he later withdrew, asking the Assembly to "convene a Conference of interested states at an early date".

During the debate, the Canadian Representative reaffirmed the position which Canada, as one of the Fifteen, had taken at the Geneva Conference in April-June 1954. He indicated however that Canada was not irrevocably wedded to the idea that the agency to supervise Korean elections had to be a United Nations agency in the strict sense. It was necessary only that it be genuinely neutral and *acceptable* to the United Nations. He further suggested that "this agency might consist of nations which did not belong to the communist bloc and which did not participate in military operations in Korea". Concerning further negotiations on the Geneva pattern, he said that Canada shared the prevailing doubts about the feasibility of another conference in the immediate future, but did not consider that the door to further negotiations had been closed. He said "... my Delegation does not consider that every effort to achieve peaceful reunification has been exhausted. We ourselves are quite prepared to try again ... If there had been any indication from the communist side that their position had altered sufficiently to make a real nego-



tion possible, we should be only too happy to support immediate resumption of negotiations. At the present time, however, there is no indication of any change whatsoever in the positions established last June in Geneva. We earnestly hope that the opportunity may come soon."

When a vote was taken in the First Committee on the resolution co-sponsored by the Fifteen, it was adopted by 50 in favour (including Canada), 5 against (Soviet bloc), with 4 abstentions (Burma, India, Saudi Arabia and Syria). Subsequently the Indian draft resolution was withdrawn and a Soviet resolution calling for the dissolution of UNCURK was voted down. On December 11, 1954 in plenary session, the Assembly confirmed the 15-power resolution by the same vote as it had received in the First Committee.

Nothing occurred between the ninth and tenth sessions of the General Assembly to encourage the hope that early agreement on the unification question would prove possible. The debate at the tenth session in 1955 therefore reflected the inclination of the majority to accept the fact that Korea remained divided, and that it would still be fruitless to attempt to carry on negotiations from where the Geneva Conference had left off. The starting point of the debate was a draft resolution submitted by the United States which did not greatly differ in effect or intent from the 15-power resolution adopted a year earlier. In the preamble it noted the report of UNCURK; recalled that the resolution adopted at the ninth session, when approving the report of the Fifteen, had expressed the hope that it would soon prove possible to make progress toward a unified Korea; and noted that paragraph 62 of the Korean Armistice Agreement had stipulated that the Agreement would remain in effect until expressly superseded either by mutually acceptable amendments or a political agreement. The operative part of the resolution reaffirmed the Assembly's intention to continue to seek an early solution of the Korean question in accordance with United Nations objectives; urged that continuing efforts be made to achieve these objectives; and requested the Secretary-General to place the Korean item on the provisional agenda of the eleventh session in 1956.

The Canadian Representative outlined Canada's views to the First Committee on November 14, 1955. He said that it was an over-simplification to attribute the lack of progress toward unification purely to the attitude of the North Korean authorities; the basic difficulty lay in their system of government. He pointed out that "The basic fact which we must look squarely in the face is that so long as totalitarian communist principles obtain in undiluted form, it is extremely difficult to arrange free elections as the essential act in the formation of a truly representative government". Canada would hesitate to say that it was impossible to unify by free elections countries in which one part was under communist domination, but the obvious fact that it was difficult to do so was relevant to the Korean question as well as to other divided countries. He went on to recall that the Canadian Delegation to the Geneva Conference had adopted a flexible attitude on the exact nature of the provisions for supervision of elections in Korea; it was still Canada's attitude that these provisions had to be "acceptable to the United Nations". Without repudiating the position which Canada took at the Geneva Conference and without suggesting any doubt as to which side had been responsible for the Korean war, he thought, however, that it was possible to agree with certain other speakers in the debate who had suggested that there might well be a distinction between the attitude which the United Nations had rightly adopted during the conflict and the attitude which it should adopt in its role of peacemaker. The unification of Korea could be achieved only by negotiations among those who were in a position to bring it about; a too rigid conception of the



role of the United Nations ought, therefore, to be avoided, and if any of those concerned wished to explore other proposals for unification which would be acceptable to all the parties, then Canada believed that these should be considered with an open mind. The debate as a whole in the tenth session followed familiar lines, with most of the speakers restating positions which their governments had taken at the ninth session. In the voting, the United States draft resolution was adopted by 45 in favour (including Canada), 0 against, with 11 abstentions (Soviet bloc, India, Indonesia, Chile, Bolivia, Burma and Syria).

### **Prisoners of the Korean War**

The ninth and tenth sessions of the General Assembly dealt with two other Korean items not directly related to the unification question. These were the detention and imprisonment by the People's Republic of China of United Nations military personnel in violation of the Korean Armistice Agreement; and the question of the disposition of certain ex-prisoners of the Korean war who had been taken temporarily to India when the Neutral Nations Repatriation Commission completed its duties in February 1954.

#### **Detention and Imprisonment of United Nations Military Personnel**

On November 23, 1954, Peking radio announced that a military tribunal of the Chinese Communist Government had tried and sentenced 11 United States airmen to long prison terms on charges of espionage for which, the Chinese said, there was substantial documentary evidence and sworn confessions. The airmen were the crew members of an aircraft shot down over North Korea on January 12, 1953 while on a mission for the United Nations Command. The reaction of United States public opinion to the announcement from Peking was immediate and intense, and the United States Representative to the ninth session quickly moved to have the question inscribed on the agenda of the General Assembly. In this he was supported by the 15 other member states who had contributed forces to the United Nations Command in Korea. A draft resolution co-sponsored by these 16 states condemning the Chinese action as contrary to the Korean Armistice Agreement and requesting the Secretary-General to seek the release of the prisoners was therefore submitted to the General Assembly on December 7, 1954.

The debate on this resolution left no doubt that the majority of the General Assembly considered the Government of the People's Republic of China to be culpable on both legal and humanitarian grounds. As nearly every speaker pointed out, it was obvious that there had been a violation of the Korean Armistice Agreement, inasmuch as that Agreement required both sides to return all prisoners who desired repatriation. From the humanitarian point of view, the Peking Government could not be excused for having failed for 18 months to inform either the International Red Cross or the United States Government that the prisoners were alive. Against these views the communist delegates argued that China's right to sentence the prisoners on espionage charges was a matter of domestic jurisdiction, and that in any event these prisoners were outside the terms of the Korean Armistice Agreement because they had been captured on Chinese territory. Moreover, they said, China had not been a belligerent in the Korean war. The Canadian Representative in his statement remarked that this claim of non-belligerency was difficult to understand in view of the responsibility for the so-called "Chinese People's Volunteers" which Mr. Chou En-lai had assumed at the Geneva Conference.



The 16-power resolution was adopted by 47 in favour, 5 against (the Soviet bloc), with 7 abstentions (Afghanistan, Burma, India, Indonesia, Syria, Yemen, and Yugoslavia) in the vote taken on December 10, 1954. The Secretary-General, Mr. Hammarskjöld, then assured the Assembly that he would do everything in his power to obtain the release of the prisoners. Shortly afterwards he went to Peking and there had a series of talks with Mr. Chou En-lai, Foreign Minister of the People's Republic of China, which encouraged him to hope that a solution could be found to this difficult problem. Other member states, notably India, also approached the Peking authorities. Eventually the 11 fliers were released by the Chinese Communist Government and arrived in Hong Kong on August 4, 1955.

### **Ex-Prisoners of the Korean War Remaining in India**

The Neutral Nations Repatriation Commission<sup>1</sup> established under the Korean Armistice Agreement to take custody of prisoners of war who had refused repatriation to their homelands was dissolved on February 21, 1954. At the time its affairs were wound up, 82 prisoners in its custody elected to settle in a neutral country and were taken temporarily to India. By a resolution adopted at the seventh session of the General Assembly, the United Nations assumed responsibility for the care, maintenance and subsequent disposition of these prisoners, who in effect became wards of the United Nations. The resettlement of these prisoners in a neutral country had not been achieved by the time the tenth session convened in 1955. However, the Governments of Argentina and Brazil had offered to resettle a number of them, Brazil's offer covering as many of the prisoners as wished to go to that country. Since some of the prisoners did not wish to go to either Argentina or Brazil, the Representative of India introduced a resolution at the tenth session which noted with appreciation the Brazilian and Argentine offers; requested member governments, who were able to do so, to accept for resettlement those prisoners not covered by these offers; and asked the Government of India to report on the problem to the eleventh session of the General Assembly in 1956. The debate on this item was non-controversial and the resolution was adopted by a vote of 50 in favour, 0 against, with 6 abstentions (Soviet bloc and Bolivia). It is thought that during 1956 all but a very few of these ex-prisoners will go to either Brazil or Argentina.

### **United Nations Cemetery in Korea**

In a cemetery at Tanggok in the Republic of Korea, are the bodies of nearly 2,000 men, including 375 Canadians, who fought under the United Nations Command during the 1950-53 Korean conflict. The number of graves was originally much larger, but several participating countries, including the United States, have repatriated their dead. The Canadian Government has followed a Commonwealth tradition of non-repatriation of bodies. The Tanggok cemetery was established by the United Nations Command and has been cared for on its behalf by the United States Army Graves Registration Agency. As this arrangement was a temporary one, Canada and other states wished to provide for the future permanent maintenance of the memorial cemetery under United Nations auspices. Canada thought that administrative responsibility for this cemetery should rest with the Secretary-General, who would be advised by a committee composed of representatives from countries which continued to have graves in Tanggok. A resolution proposing this was passed

<sup>1</sup>See *Canada and the United Nations 1953-54*, pp. 9-10.



by the Fifth (Administrative and Budgetary) Committee at the tenth session by a vote of 39 in favour (including Canada) 0 against, with 3 abstentions; a similar majority supported this resolution when it was considered in plenary session.

### Hostilities in the Area of Formosa

Sporadic hostilities between Chinese Communist and Chinese Nationalist forces in the area of the Formosa Straits were renewed in the last few months of 1954. Accordingly, on January 28, 1955, the Representative of New Zealand took the initiative in asking the Security Council to consider these armed hostilities as a potential threat to the maintenance of international peace and security. On January 30 the Representative of the Soviet Union addressed a similar request to the Council, transmitting a draft resolution which referred to "the question of the acts of aggression by the United States of America against the People's Republic of China in the area of the islands of Taiwan, the Pescadores and other islands off the coast of China which it has seized . . ." and asked the Security Council to condemn these "acts of aggression". The following day the Soviet Representative introduced another draft resolution asking that a representative of the Chinese Communist Government be invited to attend the meetings of the Security Council and participate in the discussion of the Soviet substantive resolution.

The Soviet intervention introduced confusion into what had been a clear-cut initiative taken by New Zealand, and lengthy procedural debates followed. In the event, the Security Council decided not to invite a Communist Chinese representative on the basis of the resolution proposed by the Soviet Union, but to consider both the New Zealand and Soviet substantive items in that order.

When the Council had adopted its agenda, the Representative of New Zealand proposed that a Chinese Communist representative be invited to participate in the discussion of the item submitted by his Government and that the Secretary-General be asked to convey the invitation to Peking. This proposal was adopted by 9 votes to 1 (China), with 1 abstention (U.S.S.R.), and telegrams were then exchanged between the Secretary-General and the Minister for Foreign Affairs of the People's Republic of China. The Foreign Minister's reply was to the effect that while his Government could agree to send a representative to discuss the matter on the basis of the resolution submitted by the U.S.S.R., it could not agree to discuss the New Zealand item. Subsequently, at a meeting on February 14, 1955, several representatives expressed their disappointment at the response of the Peking Government, which had led them to the conclusion that the Council should not try to push matters forward immediately but should adjourn its discussion for the time being. With the consent of all members of the Council except the Soviet Union, the matter was left on that basis.

While the Security Council devoted three meetings to this question, it achieved very little more than the adoption of its agenda. Nevertheless, opportunities were taken by the representatives on the Council to place their views on the record during the procedural debates. The majority obviously considered that the New Zealand initiative had originally been a useful one, and that the important thing was for the Council to bring about a cease-fire, thereby eliminating the immediate threat to international peace and security. To this end they were willing, indeed considered it essential, that a representative of the Government of the People's Republic of China participate in the discussion. Unfortunately, the will of the majority was effectively frustrated



by that Government's refusal to participate except on the basis of the highly unreal and provocative resolution submitted by the Soviet Union.

The Security Council is still seized of this question but has not discussed it since February 14, 1955.

### **Tunisia, French Morocco and Algeria**

Although previous sessions of the General Assembly had adopted resolutions urging France to enter into negotiations with representatives of Tunisia and Morocco to bring about self-government in the two territories, the eighth session of the General Assembly in 1953 had been unable to agree on the texts of the resolutions and none was adopted<sup>1</sup>.

Neither the French residents nor the Tunisian nationalists were satisfied with the new Tunisian Government which had been established in March 1954, and terrorist activities brought about the downfall of this Government on June 16, 1954. In July, the Prime Minister of France, M. Mendes-France, announced that his Government was prepared to transfer to Tunisia complete internal sovereignty, reserving only the control of defence and foreign affairs. A new Tunisian Government was formed, and negotiations with France commenced on September 11, 1954. Although the Asian-African states had again requested a discussion of the Tunisian question at the ninth session of the General Assembly in 1954, it soon became apparent that nothing very useful could be accomplished by debate in New York. A moderate resolution was presented to the General Assembly by the Asian and African delegations, and amendments approved during the debate produced an even more innocuous text. The final wording of the resolution expressed confidence that the Franco-Tunisian negotiations would bring about a satisfactory solution, and postponed further consideration of the item. It was adopted on the last day of the session in 1954 by a vote of 54 in favour (including Canada), 0 against, with 3 abstentions (Australia, South Africa and the United Kingdom). The abstaining delegations maintained that the General Assembly was not competent to consider the Tunisian question because of Article 2 (7) of the Charter which deals with domestic jurisdiction.

In Morocco, 1954 was a year of increasing violence. On August 10, 1954, the French Government declared that democratic institutions would be developed with the eventual aim of internal sovereignty in Morocco but that public order must be restored before the implementation of political, economic and social reforms. The Asian-African nations considered these policies inadequate and requested the inscription of the Moroccan question on the agenda of the ninth session of the General Assembly. However, they found it difficult to press the issue because of the goodwill created by Prime Minister Mendes-France who visited the United Nations on November 22, 1954, and because of the general satisfaction with the progress of the Franco-Tunisian negotiations. Only a few delegations spoke in the debate on Morocco and the Asian-African group withdrew their original resolution in favour of the one which expressed confidence that a satisfactory solution of the Moroccan problem would be achieved. The resolution also postponed further consideration of the item; it was adopted by a vote of 55 in favour (including Canada), 0 against, with 4 abstentions (Australia, Belgium, South Africa and the United Kingdom).

Substantial progress had been made in the negotiations between France and Tunisia when the Government of M. Mendes-France was defeated in

<sup>1</sup>See *Canada and the United Nations 1953-54*, pp. 20-23.



February 1955. When Prime Minister Edgar Faure took office the negotiations were resumed and a *protocole d'accord* was signed on April 22, 1955. The *protocole* was subsequently expanded into a series of Conventions which were signed on June 3 and ratified by the French Assembly on July 9 by a vote of 540 to 43. The Franco-Tunisian Conventions transferred to Tunisia a large measure of local autonomy; provided for the transfer of authority, by stages, in matters of justice and internal security; reserved to France full control of foreign affairs and national defence; and envisaged a close and continuing association of the two countries. A provisional Government was formed on September 18, 1955, with M. Tahar ben Ammar as Prime Minister, and the Bey of Tunis continuing as head of state. There was no request for a discussion of the Tunisian question at the tenth session of the General Assembly in 1955.

While the French Government was preoccupied with the Tunisian negotiations the situation in Morocco deteriorated seriously. Grave disorders erupted on July 14, 1955 at Casablanca and in other urban centres. It became apparent that the dynastic dispute between the supporters of the reigning Sultan, Sidi Mohammed ben Moulay Arafa, and the followers of Sidi Mohammed ben Youssef, the former Sultan who had been deposed in 1953, was a primary source of the dissension in Morocco. The nationalist uprising in which hundreds of French and Moroccans were killed on August 20 revealed the strength of the former Sultan's support and inspired renewed efforts to resolve the Moroccan crisis. Eventually, the reigning Sultan was persuaded to step down, and on November 5 Sidi Mohammed ben Youssef was officially recognized by the French Government as the Sultan of Morocco.

The Asian-African nations had already requested on July 26 that the tenth session of the General Assembly "again consider the 'question of Morocco' with a view to recommending to the French Government that the necessary steps be taken to remedy the situation and to bring peace to that part of the world". The Moroccan item was inscribed on the agenda without opposition, but in the light of the rapidly changing situation and the positive French efforts to find a solution to the Moroccan problem, the Asian-African group did not press for an immediate discussion. On November 28 debate opened in the First (Political and Security) Committee of the Assembly on a resolution introduced by 16 Asian-African and 15 Latin American states. The resolution noted that negotiations between France and Morocco would be initiated, expressed confidence that a satisfactory solution would be achieved and postponed further consideration of the item. After a relatively mild and very brief debate the resolution was adopted by a vote of 49 in favour (including Canada), 0 against, with 5 abstentions (the United Kingdom, Australia, Belgium, the Netherlands and Luxembourg). The United Kingdom and Australian Representatives explained their votes by saying that although they were of the opinion that this item should not have been considered by the United Nations, they were satisfied with the outcome of the debate. The Canadian Delegation and many others were in favour of keeping discussion to a minimum in order not to aggravate in any way the delicate situation in Morocco. The resolution was adopted in plenary session on December 3 by a vote of 51 in favour (including Canada), 0 against, with 5 abstentions.

Algeria, which is constitutionally part of metropolitan France, had not been discussed at previous sessions of the General Assembly, but in January 1955 when it had become obvious that the Algerian nationalist revolt (which had commenced on November 1, 1954) was much more than a local disturbance, Saudi Arabia brought the situation in Algeria to the attention of the President of the Security Council, reserving the right to request that it be



included in the Council's agenda. The nationalist rebellion gained momentum, and on April 2, 1955 the French Assembly approved a state of emergency in Algeria and the despatch of substantial military reinforcements to the territory. On June 5 the Arab League called the Algerian situation to the attention of the Secretary-General of the United Nations, asking that steps be taken to put an end to a situation which was endangering international peace. On August 20 the Algerian rebels attacked more than 20 towns, killing hundreds of Europeans and Algerians.

The 14 Asian-African nations requested a discussion of the Algerian question at the tenth session of the General Assembly on the grounds that "the continuance of this situation is creating a serious threat to peace in the Mediterranean area" and "there is an imperative need for negotiations between the Government of France and the true representatives of the Algerian people". France opposed the inscription of the Algerian item on the General Assembly's agenda, and when the General Committee of the Assembly met to consider the Asian-African request, the French Representative declared that the matter fell exclusively within the competence of France; that Article 2 (7) of the Charter was applicable; and that the United Nations "should not lend such interference a support which would be unjust and fatal". The Asian and African delegations contested the application of Article 2 (7) to this case, and insisted that the Algerian situation created a serious threat to peace. The vote in the General Committee on whether the Algerian question should or should not be inscribed on the agenda was 5 in favour (Egypt, Mexico, Poland, Thailand, U.S.S.R.), 8 against (France, Haiti, Luxembourg, New Zealand, Norway, U.K., U.S., Chile), with 2 abstentions (China and Ethiopia). The General Committee therefore recommended against the Algerian item being put on the Assembly's agenda.

When this question of inscription was raised in the Assembly on September 27, an acrimonious debate commenced. France's Algerian policies and practices were severely criticized by some Asian and African delegations, while others insisted on the competence of the Assembly to discuss the question. The United Kingdom, the United States, the Belgian and other delegations declared that Article 2 (7) of the Charter was clearly applicable and warned the Assembly of the danger of the United Nations inquiring into the constitutional arrangements of member states or into the problems which members might have with minority groups within their territories. By a vote of 27 in favour (including Canada), 28 against, with 5 abstentions, the General Assembly decided against the General Committee's recommendation to exclude the item from the Assembly's agenda. After this vote the head of the French Delegation (Foreign Minister Antoine Pinay) said that the United Nations and not France would have to face the consequences of this clear violation of Article 2 (7); he also stated that France would refuse to accept the decision of the majority and that it would consider any recommendation made by the Assembly as null and void. The French Delegation then withdrew from the General Assembly. The French Government announced that France would not return unless the Assembly struck the Algerian item from its agenda. During the next two months efforts were made to find a formula which would make it possible for the French Delegation to resume participation in the General Assembly and which would also satisfy the Asian-African group. To this end, on November 25 the Assembly unanimously approved an Indian resolution stating that "the General Assembly decides not to consider further the item entitled 'The question of Algeria' and is, therefore, no longer seized of this item on the agenda of the tenth session". The French Delegation resumed participation in the Assembly and the Canadian Delegation issued a statement in which it



welcomed the Assembly's decision and observed that "The wise counsel, which the distinguished representatives of France can voice in the Assembly, has been lacking in the debates during the past two months . . . The Assembly's decision today reflects great credit on its members as a group. The United Nations has undoubtedly been strengthened as a result of today's proceedings".

### **Continuation of the United Nations Tribunal in Libya**

The United Nations tribunal in Libya was established by a General Assembly resolution of December 15, 1950, to facilitate the transfer to the Libyan Government of certain Italian state property. During the summer of 1953, both Italy and Libya informed the Secretary-General that they wished the life of the United Nations tribunal to be extended beyond the eighth session of the General Assembly. As a result, a joint resolution<sup>1</sup> sponsored by Argentina and Egypt was adopted by the General Assembly on October 23, 1953. It provided that the life of the tribunal be extended for a two-year period, and at the end of that time the Secretary-General was to report again on the question.

In his report to the tenth session of the Assembly in 1955, the Secretary-General appended letters received from the Italian and Libyan Governments concerning the continuation of the tribunal. From these letters it was apparent that differences existed between the two countries: Italy contended that the tribunal should remain in existence at least until the end of 1956 and also suggested that the seat of the tribunal be removed from Tripoli; Libya argued that the tribunal should not be continued. The United Kingdom and the United States Representatives then introduced a joint resolution in the General Assembly providing for the termination of the Libyan tribunal and its replacement by an Italo-Libyan mixed arbitration commission with functions, powers and jurisdiction identical to those of the United Nations tribunal<sup>2</sup>. The expenses of the commission are to be met jointly by the two Governments and no termination date was placed upon the activities of the commission. This joint resolution was adopted unanimously.

### **Cyprus**

On September 24, 1954, shortly after the opening of the ninth session, the General Assembly had to decide whether an item on Cyprus, proposed by the Government of Greece, should be inscribed on its agenda. The item was entitled "Application, under the auspices of the United Nations, of the principle of equal rights and self-determination of peoples in the case of the population of the island of Cyprus". At earlier sessions of the Assembly, unofficial delegations from Cyprus had attempted to gain a hearing of their case for the union of Cyprus with Greece. At the eighth session in 1953, the Greek Representative had declared that if bilateral negotiations proved of no avail, the Greek Government might be obliged to raise the question at the next session. Therefore the action taken by the Greek Government in September 1954 was not entirely unexpected.

In the debate on the inscription issue, those in favour of inscription argued that the General Assembly was competent to discuss any matter of broad international concern; those opposed to inscription put forward legal arguments, based on Article 2 (7) of the Charter (concerning domestic juris-

<sup>1</sup>See *Canada and the United Nations 1953-54*, p. 23.

<sup>2</sup>See *Canada and the United Nations 1950*, p. 26.



diction of states), and political arguments concerning the harm likely to be done by a debate on Cyprus. The General Assembly decided, by a vote of 30 in favour, 19 against (including Canada), with 11 abstentions, that the item should be inscribed. With the exception of Iceland which voted for inscription and the United States which abstained, all Greece's NATO partners voted against inscription. The Canadian Delegation opposed inscription on the ground that inclusion of the item was likely to do more harm than good in Cyprus, in the region of Cyprus, and in the United Nations. This view was sustained by the wording of the item which implied that the General Assembly should not limit itself to discussing the question of Cyprus but that it should also consider action of a particular kind (for example, a United Nations-sponsored plebiscite for Cyprus as requested by the Greek Government). The Canadian Delegation considered it undesirable to place on the agenda an item which, by its very wording, prejudged the issue and presupposed intervention contrary to the Charter.

When the Cyprus item came up for debate in the General Assembly on December 15, 1954, New Zealand introduced a resolution "not to consider further" this contentious issue which had already produced undesirable consequences for relations between Greece and the United Kingdom and between Turkey and Greece. This resolution was amended by Colombia and El Salvador; these two states proposed a preambular paragraph that "for the time being" it did not appear appropriate to adopt a resolution on the question of Cyprus. The New Zealand resolution, as amended, was approved by the General Assembly on the last day of the session by a vote of 50 in favour (including Canada), 0 against, with 8 abstentions (Australia, Chile, South Africa and the Soviet bloc). In explanatory statements on December 17, both the United Kingdom and Greek delegates expressed satisfaction over the outcome of the Assembly proceedings. The former, which had strongly opposed inscription, greeted the vote on the New Zealand proposal as a victory for common sense, supporting the United Kingdom view that a debate on the issue could achieve no useful purpose and would serve to damage the solidarity of the free world. The Greek Representative, on the other hand, interpreted the vote on the procedural resolution as evidence that the United Nations recognized the Cyprus issue as an international problem; if the Cypriots' right to self-determination was not implemented, the question would be reintroduced in the United Nations.

As the tenth session of the Assembly in 1955, the Greek Government again made application for the inscription on the agenda of an item on Cyprus, worded in precisely the same terms as the agenda item for the ninth session. On September 23, 1955, the General Assembly excluded this item from the agenda by a vote of 28 in favour (including Canada), 22 against, with 10 abstentions. Canada opposed inscription of the item on the same grounds as at the ninth session.

### West New Guinea

During the negotiations which preceded the transfer of sovereignty over the former Netherlands Indies from the Netherlands to Indonesia, the two parties found it impossible to agree on the future status of West New Guinea. Accordingly Article 2 of the Charter of Transfer of Sovereignty signed in 1949 stated: "The *status quo* of the residency of New Guinea shall be maintained with the stipulation that within a year from the date of transfer of sovereignty to the Republic of the United States of Indonesia the question of the political



status of New Guinea be determined through negotiations between the Republic of the United States of Indonesia and the Kingdom of the Netherlands." The negotiations envisaged in this Charter extended well beyond the specified one year period, and were eventually broken off without agreement. Subsequently the Indonesian Government requested that the question of West New Guinea be placed on the provisional agenda of the ninth session of the General Assembly.

The basic positions of the two Governments were fully explained in the debate in the First (Political and Security) Committee. The Indonesian Government contended that West New Guinea was an integral part of the former Netherlands Indies, over which complete and unconditional sovereignty had been transferred to Indonesia; in over 100 years of rule the Dutch had not advanced the educational standards or the political development of the inhabitants of West New Guinea, who were sociologically closer to the Indonesians than the Dutch; the tension which existed between the two parties to the dispute constituted a latent threat to the peace and security of the area.

The Netherlands case included the point that New Guinea was a backward area and that the interests of the native population demanded the continuation of Dutch control. In any event, the Netherlands Government considered itself bound by Article 73 of the Charter to protect the right of self-determination of the native population. The words "*status quo*" in Article 2 of the Charter of the Transfer of Sovereignty were to be interpreted as meaning "continuing under the Government of the Netherlands", and the bilateral negotiations under this Article had failed because Indonesia had insisted that sovereignty over West New Guinea had already been transferred by Article 1. The natives of West New Guinea were culturally and racially distinct from the Indonesians.

On the last day of the very sharp debate in the First Committee, by which time it appeared that a draft resolution submitted by Indonesia would fail to obtain a two-thirds majority, India and seven other countries co-sponsored a resolution expressing the hope that the Governments of Indonesia and the Netherlands would continue their efforts to find a solution to the dispute in accordance with the principles of the United Nations Charter, and requesting them to report progress to the tenth session. This resolution obtained the required two-thirds majority in the voting in the First Committee, but failed to do so in plenary session. Canada did not take part in the debate in the Committee and was forced to abstain in the voting because of lack of time to study the eight-power resolution. In plenary session Canada voted against the resolution because it seemed to call for negotiations between the Netherlands and Indonesia about the sovereignty over West New Guinea before the fundamental legal questions had been resolved and without reference to the wishes of the inhabitants.

This question was again inscribed on the agenda of the tenth session of the General Assembly in 1955. During the session, however, representatives of Indonesia and the Netherlands conferred informally, and on December 7 they announced that their Governments had agreed to hold discussions on a number of outstanding issues between them. In the improved atmosphere which was created by this announcement, a mild resolution expressing the hope that the proposed negotiations would be fruitful was adopted without discussion or vote in both the First Committee and in plenary session.





—United Nations  
Mr. Paul Martin (left), Minister of National Health and Welfare, and Chairman of the Canadian Delegation to the tenth session and Mr. V. V. Kuznetsov, First Deputy Minister for Foreign Affairs of the Soviet Union and head of the U.S.S.R. Delegation having an informal discussion in a lounge at United Nations Headquarters.







## **Kashmir**

The Kashmir dispute first came before the United Nations on December 30, 1947 when India complained to the Security Council that the State of Jammu and Kashmir, which had shortly before acceded to India, had been invaded by Muslim tribesmen. Pakistan laid a counter-charge that the Hindu ruler of the State had acceded to India contrary to the wishes of the predominantly Muslim population.

The United Nations Commission for India and Pakistan (UNCIP) was established in 1948. Both parties were asked to submit to it their plans for the withdrawal of their armed forces from Kashmir prior to the holding of a plebiscite. The Commission made some progress, and established a cease-fire line to be supervised by the United Nations Military Observer Group (UNMOG) to which Canada contributed a nine-man team. However, neither side withdrew its troops.

From 1948 to 1953, various United Nations mediators made sustained but unavailing attempts to settle the issue. Late in 1953, the Prime Minister of India, Mr. Nehru, agreed through direct negotiations, to appoint a plebiscite administrator and to set up a joint committee which would study the problems involved. The plebiscite administrator has not yet been appointed.

Following an announcement early in 1954 that the United States would give military aid to Pakistan, India voiced the opinion that United States military personnel on UNMOG in Kashmir could no longer be considered neutral. Further talks were suspended and UNCIP has not met since that time.

The Kashmir dispute was not raised at either the ninth or tenth sessions of the General Assembly.

## **Burmese Complaint Against Chinese Troops**

In accordance with resolutions adopted at the seventh and eight sessions of the General Assembly, the evacuation of 6,470 Chinese Nationalist troops from Burma to Formosa was effected between November 7, 1953 and May 9, 1954 under the supervision of a Joint Military Commission composed of Nationalist China, Thailand and the United States. This disposed of all the troops who were willing to be evacuated. The Commission remained in Bangkok until September 1, 1954, when it was dissolved.

The Burmese Government submitted a report to the Secretary-General on September 27, 1954 in which it gave an account of the evacuation, thanked Thailand and the United States for their good offices and drew attention to the fact that there were still approximately 5,000 foreign troops in Burmese territory. The Burmese Government hoped to receive the moral support of the United Nations in its attempts to secure the removal of these troops. Subsequently, a resolution co-sponsored by Canada was adopted by the General Assembly on October 29, 1954, commending Thailand and the United States for their efforts and noting the continued presence of a large number of foreign troops in Burma. The resolution urged these troops either to leave Burmese territory or to submit themselves to disarmament and internment and called on all member states to prevent any assistance being given to them.

Burma has now apparently decided that the foreign troops remaining within its territory are not receiving assistance from Chinese Nationalist or other sources and is therefore willing to treat the problem as an internal matter. This subject was not discussed at the tenth session of the General Assembly in 1955.



## The Palestine Question

### Palestine Conciliation Commission<sup>1</sup>

The Conciliation Commission for Palestine continued to hold itself available, under the terms of General Assembly Resolution 512 (VI) of January 26, 1952, to assist the governments concerned to reach an agreement in the Arab-Israeli dispute. Although it did not receive any specific request for action from these governments, the Commission continued to meet in New York to try to make some headway in the plans for compensating Arab refugees for property they had abandoned in Israel, and for releasing Arab refugee bank accounts which were blocked in Israel. The Commission was able to report gratifying progress on the release of the blocked accounts.

### Appointment of Major General Burns

On August 3, 1954 the Secretary-General of the United Nations announced the appointment of a Canadian, Major General E. L. M. Burns, DSO, OBE, MC, to succeed Major General Vagn Bennike of Denmark as Chief of Staff of the United Nations Truce Supervision Organization. In this capacity Major General Burns reports to the Security Council on observation of the armistice. He and his international staff have worked assiduously to help in the maintenance of the armistice agreements.

The Palestine question was not discussed by the General Assembly during the period under review. However, it was a topic which at various times came before the Security Council because of incidents and armed clashes which occurred along the borders of Israel and the neighbouring Arab states. In a series of meetings between October 1954 and January 1955, the Security Council discussed the question of the detention at the Suez Canal by Egyptian authorities of the "Bat Galim", a vessel flying the Israeli flag bound for Haifa. The Government of Israel protested against the seizure of the vessel, its crew and cargo. The Egyptian Government accused the "Bat Galim" of having opened fire with small arms on Egyptian fishing boats within Egyptian territorial waters. Subsequently the Egyptian Representative informed the Security Council that Egyptian judicial authorities had set aside criminal charges against the vessel's crew and that the Egyptian Government was prepared to release the seized cargo. During the discussions, the majority of the members of the Security Council reiterated their support of the principles in the Council's resolution of September 1, 1951, which called upon Egypt to "terminate the restrictions on the passage of international commercial shipping through the Suez Canal wherever bound and to cease interference with such shipping". The President of the Security Council observed that it was evident that most representatives regarded the resolution of September 1, 1951<sup>2</sup> as having continued validity and that they had considered the "Bat Galim" case within the context of this resolution and of the Constantinople Convention of 1888 respecting the free navigation of the Suez Maritime Canal.

In letters dated March 1 and March 2, 1955, the Representative of Egypt complained that Israeli armed forces had engaged in operations across the armistice demarcation line east of Gaza, causing a considerable number of casualties. On March 3 the Representative of Israel submitted a complaint on behalf of his Government against Egypt, alleging continuous violations by Egypt of the General Armistice Agreement by various hostile acts, including attacks of regular and irregular armed force. In a report delivered orally before

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 31-34.

<sup>2</sup>See *Canada and the United Nations 1951-52*, p. 35.



the Council on March 17, the Chief of Staff of the United Nations Truce Supervision Organization stated that the Egypt-Israeli mixed Armistice Commission had on March 6 found Israel responsible for the attack at Gaza. Reviewing the situation, the Chief of Staff observed that repeated minor incidents had helped to create a state of tension, one of the main causes of which had been infiltration into Israel from Egyptian-controlled territory. He recommended that certain measures should be taken to decrease tension along the demarcation line. On March 28 France, the United Kingdom and the United States submitted a joint draft resolution providing that the Security Council should condemn the attack by Israeli forces at the Gaza strip on February 28; call upon Israel to take all necessary measures to prevent such actions; and urge both sides to comply with the Armistice Agreement. With reference to conditions along the armistice demarcation line between Egypt and Israel, another joint draft resolution was submitted by France, the United Kingdom and the United States which requested the Chief of Staff to continue his consultations with the Governments of Egypt and Israel, with a view to the introduction of practical measures to preserve security in the area; and called upon the Governments of Egypt and Israel to co-operate with the Chief of Staff in the specific proposals he had made to this end. Both resolutions were adopted unanimously at meetings held on March 29-30.

On April 4, 1955 the Representative of Israel complained against Egyptian attacks, particularly the armed clashes at Pattish and Nahal Oz, and mining and gun-fire along the Gaza strip. In a report dated April 14, the Chief of Staff of the United Nations Truce Supervision Organization stated that the most important factor contributing to the increased tension had been the mining of tracks used by Israeli army vehicles, which might well be retaliatory action by certain elements following the Gaza incident. It was pointed out during the Security Council discussion of these incidents that there was an almost complete discrepancy of opinion as to the responsibility for them. On April 19 the President of the Security Council stated that there seemed to be no need for any new action by the Council, since the situation had been fully covered in the resolutions adopted on March 29 and 30. He appealed to both sides to give full effect to these resolutions, which were aimed at averting frontier incidents.

General Burns' efforts to work out with Israel and Egypt specific arrangements for preserving security in the Gaza area were interrupted by a series of further violent incidents in that region, which occurred on both sides of the demarcation line between August 22 and September 4. After considering these events, the Security Council adopted a resolution on September 8, which noted with grave concern the interruption of the talks which had been initiated by the Chief of Staff on March 30. The new resolution called upon both parties to appoint representatives to meet with the Chief of Staff and to desist from acts of violence, and it endorsed the view of the Chief of Staff that the armed forces of both parties should be clearly and effectively separated by measures such as he had proposed. Nevertheless, a series of clashes between Israeli and Egyptian forces subsequently took place in the El Auja demilitarized zone.

On December 16, 1955, the Security Council took under consideration a Syrian complaint against an Israeli military operation carried out on the night of December 11-12, 1955 on the east shore of Lake Tiberias, within Syrian territory, which resulted in casualties being suffered. The Representative of Israel countered with charges of Syrian aggressions and, in particular, accused the Syrians of firing on Israeli fishing boats and their police escorts on Lake Tiberias (which is on the Israeli side of the armistice demarcation line).



The year ended before completion of the Security Council's hearings, but the speeches of delegates expressed censure of the Israeli action. Reports of the Chief of Staff of the Truce Supervision Organization noted that apparent Syrian orders to fire at Israeli military boats approaching closer than 250 metres from the shore were in violation of the General Armistice Agreements but stated that the scale of the Israeli retaliation was out of proportion to the provocation cited.

### **Jordan Water Resources**

The United Nations, through the Relief and Works Agency<sup>1</sup>, continues to maintain close interest in the plan for the regional development of water resources of the Jordan Valley, which President Eisenhower's personal representative, Mr. Eric Johnston, has put before the governments of Israel and the Arab countries. Mr. Johnston again visited the Middle East during 1955. The plan seems well advanced in technical consultation but it has not yet gained the necessary political acceptance.

### **Race Conflict in South Africa**

The question of race conflict in South Africa was placed on the agenda of the General Assembly at the seventh session in 1952 by India on the grounds that the racial policies of the South African Government were creating "a dangerous and explosive situation which constituted both a threat to international peace and a flagrant violation of the basic principles of human rights and fundamental freedoms which are enshrined in the Charter of the United Nations". The South African Government replied that the United Nations was precluded from intervening by Article 2 (7) of the Charter which stated "Nothing contained in the present Charter shall authorize the United Nations to intervene in matters which are essentially within the domestic jurisdiction of any state or shall require the Members to submit such matters to settlement under the present Charter; but this principle shall not prejudice the application of enforcement measures under Chapter VII". Nevertheless, the Assembly established a three-member Commission on The Racial Situation in South Africa. The South African Government deemed this to be an unconstitutional action and therefore refused to recognize the Commission.

The Canadian view has been that the General Assembly has a right to discuss the question and Canada has therefore supported inscription of the item on the agenda. Canada is not convinced, however, that the United Nations is competent to intervene, and has argued that the International Court of Justice should be asked for an advisory opinion on the question of jurisdiction. However, a majority of the members of the United Nations has not favoured this course of action.

The eighth and ninth sessions of the Assembly renewed the mandate of the Commission. At both sessions, the South African Delegation reiterated that the Commission was unconstitutional and said that the Commission's reports contained factual and interpretative errors. The African and Asian nations, supported by several Latin American countries, commended the Commission for its work and criticized South Africa for its unco-operative attitude. Canada opposed continuation of the Commission at both sessions since we believe that, without the co-operation of the South African Government it could do nothing useful.

<sup>1</sup>See *Canada and the United Nations 1953-54*, p. 17.



When the *Ad Hoc* Political Committee again studied the problem at the tenth session of the General Assembly in 1955, the South African Delegation announced that it would not participate in the debate nor be present when the item was being discussed, although it reserved the right to vote on any proposal which might be made. Nevertheless, India pressed ahead with a draft resolution which requested the Commission "to continue to keep under review the racial situation in South Africa . . . and to report to the General Assembly at its eleventh session". The *Ad Hoc* Political Committee approved this resolution by a vote of 37 in favour to 7 against (including Canada), with 13 abstentions. The Chairman of the South African Delegation then announced that his Government could no longer tolerate United Nations enquiry into the legislation of his country and had decided "to recall the South African Delegation, and also the Permanent Representative to the United Nations, from the present session".

The Canadian position was explained in the *Ad Hoc* Political Committee. The Canadian Representative said that Canada was willing to support "practical efforts designed to win universal respect for human rights without distinction as to race, sex, language or religion", but that Canada did not think that renewing the mandate of the Commission would be a practical step in trying to clear up the dispute. The Canadian Representative also stated that Canada was "not at all sure whether the discussion of this subject, session after session at the General Assembly, has advanced or retarded the cause of the inhabitants of South Africa, whose interests should be our only concern in raising the issue". The Canadian Delegation therefore opposed the resolution.

The South African walk-out influenced several delegations to take another look at their policies, and in plenary session the operative paragraph of the resolution which called for a renewal of the mandate of the Commission failed to receive the necessary two-thirds vote. With this paragraph removed the revised resolution was adopted by 41 votes in favour, 6 against, with 8 abstentions (including Canada).

### Treatment of Indians in South Africa

The General Assembly has considered this question at all its regular sessions except the fourth one in 1949. The seventh session in 1952 set up a Good Offices Commission<sup>1</sup> (GOC), consisting of Cuba, Syria and Czechoslovakia to arrange and assist in negotiations between the Government of the Union of South Africa and those of India and Pakistan. The General Assembly also called on the South African Government to suspend implementation of the Group Areas Act restricting various racial groups to specific areas of residence and economic activity until negotiations were concluded. Canada, although wholeheartedly supporting the principles expressed in the Universal Declaration of Human Rights and in the Charter, abstained in the vote on the resolution setting up the GOC because, in the absence of an advisory opinion from the International Court of Justice, there is a legitimate doubt whether the United Nations may properly intervene in the issue. South Africa has refused to recognize the GOC, maintaining that its establishment was an unconstitutional act since Article 2 (7) of the Charter forbids intervention in the domestic policies of any state belonging to the United Nations; the Commission has consequently been unable to carry out its task of assisting in negotiations.

<sup>1</sup>See *Canada and the United Nations 1952-53*, pp. 12-13.



The eighth session of the General Assembly extended the life of the GOC but the Commission could make no progress because the Union of South Africa continued to insist that it had no jurisdiction over the Union's domestic policies.

Again in 1954 the GOC reported to the General Assembly that no advance towards a settlement had been made; after a rather perfunctory debate the Assembly adopted, on November 4, 1954 a milder resolution<sup>1</sup> than had been the case in previous years. This resolution expressed appreciation for the efforts of the GOC; suggested that the Governments of India, Pakistan and South Africa initiate direct negotiations; and asked them to designate some government, person or agency to facilitate contacts between them. If the terms of the resolution were not fulfilled within six months, the Secretary-General was given the authority to designate a person to try to bring the disputants together and assist them in their negotiations; this person was to report to the 1955 session of the General Assembly.

Because of the milder tone of this resolution and the belief that direct negotiations between the Governments presented the best hope for a solution, the Canadian Delegation voted in favour of the part of the resolution which suggested this course of action. A number of years ago South Africa had expressed willingness to participate in a round-table conference on the question with India and Pakistan; India had been unwilling to do so until the Group Areas Act of 1950 had first been suspended. As in previous years, Canada abstained on the remainder of the resolution passed on November 4, 1954.

The parties to the dispute failed to nominate a mediator, and the mediator appointed by the Secretary-General, Sr. Luis de Faro of Brazil, found that he was unable to make any progress toward bringing the disputants into direct negotiation. In his letter of explanation dated September 15, 1955<sup>2</sup>, Sr. de Faro told the Secretary-General that the South African Government had "declined any co-operation with me as an Agent of the United Nations, since it feared that it otherwise would prejudice its juridical position".

During the tenth session of the General Assembly in 1955, it became apparent that any resolution which would have the effect of inscribing the item on the agenda for the following session would in all likelihood cause the South African Government to withdraw from the General Assembly. The tenth session adopted by a vote of 46 in favour, 0 against, with 8 abstentions, a resolution<sup>3</sup> which merely noted that the negotiations envisaged in the November 1954 resolution had not been pursued; urged the parties again to take part in negotiations; and requested them to report, jointly or separately, to the 1956 session of the General Assembly. During the debate on this resolution the Indian and Pakistani Delegations stated that if direct negotiations could be pursued, it was probable that the item might not be included in the agenda of subsequent United Nations sessions. Since Canada had in past years favoured the initiation of direct negotiations by the parties to the dispute, the Canadian Delegation voted in favour of the resolution.

### Trieste

Although no solution to the Trieste problem had been found, the Security Council decided on December 14, 1953 to postpone discussion of this question<sup>4</sup>, because the United Kingdom and the United States were endeavouring

<sup>1</sup>General Assembly resolution 816 (IX).

<sup>2</sup>General Assembly document A/3001.

<sup>3</sup>General Assembly resolution 919 (X).

<sup>4</sup>See *Canada and the United Nations 1953-54*, p. 27.



to find a formula which would be acceptable to both Italy and Yugoslavia. After months of negotiations, agreement was reached and on October 5, 1954, representatives of Italy, Yugoslavia, the United Kingdom and the United States initialled a Memorandum of Understanding, which provided for: division of the Free Territory of Trieste approximately in accordance with the military occupation zones that had been delineated in the Italian Peace Treaty; termination of military government in the two zones of the Territory; the withdrawal of United Kingdom and United States occupation troops from Zone A; and administration of Zone A by Italy. The Security Council was notified of the agreement and on October 13, 1954, the Soviet Union informed the President of the Council that it had taken cognizance of the agreement. Subsequently, both the Italian and Yugoslav Parliaments approved this settlement of the Trieste question.

In accordance with the Memorandum of Understanding on Trieste and with certain provisions of the Italian Peace Treaty, the Italian Government convened a consultative conference on November 14, 1955 to examine the legislation adopted by Italy for the maintenance of the free port of Trieste and to study particular questions relating to the use of the free port in the interests of international trade. The Governments of Italy, Yugoslavia, Austria, Hungary, Switzerland and Czechoslovakia accepted invitations to the conference and the Federal Republic of Germany sent an observer. The final document of this conference stated that "during the consultations, which were characterized by a spirit of sincere co-operation and inspired by the most complete loyalty and frankness, a thorough and very wide survey was conducted on all the problems . . ."

### Admission of New Members

At the tenth session of the General Assembly Canada took the initiative in obtaining support for a resolution devised to assist in resolving the long impasse over the admission of new members to the United Nations. In the past, the 14 applicants favoured by the non-communist members (Austria, Ceylon, Finland, Ireland, Italy, Japan, Jordan, Libya, Nepal, Portugal, Cambodia, Laos, Republic of Korea (South Korea) and Republic of Vietnam (South Vietnam) had all been vetoed by the Soviet Union. The 7 sponsored by the U.S.S.R. (Albania, Outer Mongolia, Hungary, Romania, Bulgaria, People's Republic of Korea (North Korea) and Democratic Republic of Vietnam (North Vietnam) had not been able to obtain the necessary affirmative votes of 7 members of the Security Council. A twenty-second candidate, Spain, presented its application after the opening of the tenth session.

Taking the view that this deadlock had derogated from the prestige and authority of the United Nations and had excluded many friendly states eminently qualified for membership, the Secretary of State for External Affairs stated to the External Affairs Committee of the House of Commons on May 25, 1955: "My own view is that the time has come when we should accept all these applications for members which are now before the United Nations. Some of them may not subscribe to our ideas of what constitutes a peace-loving state, but I think it would be a good thing on the whole if they were all in, even Outer Mongolia".

During the course of the year it became apparent that there was growing support for the concept of universality. The Asian-African Conference, held at Bandung from April 18 to 24, 1955, specifically recommended the admission to the United Nations of 8 of the Conference members and expressed the



belief "that for effective co-operation for world peace, membership in the United Nations should be universal". Later, the 17 United Nations members which were represented at Bandung received support for their advocacy of "universality" from the remarks of the Scandinavian and Yugoslavian Representatives at the United Nations Commemorative Meetings at San Francisco in June 1955.

In view of the Canadian position, and because of the several indications that conditions might be favourable for making progress in this field, Canada informally sought and received widespread support in the General Assembly for a plan to admit simultaneously all outstanding applicants other than the divided states of Korea and Vietnam. However, Canada was reluctant to take a formal initiative in the General Assembly because, according to the Charter, action on the admission of new members must commence in the Security Council and because, in any event, no plan could succeed without the concurrence of all five Permanent Members of the Council (who hold a veto power). Thus, no resolution was introduced until after the Big Four Foreign Ministers' Conference at Geneva had terminated in mid-November without reaching agreement on this question.

Finally, in an effort to marshal world opinion and to exhort the Security Council to take constructive action, Canada, together with 27 co-sponsors, introduced a draft resolution which stated: "The General Assembly . . . believing that a broader representation in the membership of the United Nations will enable the organization to play a more effective role in the current international situation . . . Requests the Security Council to consider in the light of the general opinion in favour of the widest possible membership of the United Nations, the pending applications of all those 18 countries about which no problem of unification arises; Requests further that the Security Council make its report on these applications to the General Assembly during the present session".

In introducing the resolution, the Chairman of the Canadian Delegation, Mr. Paul Martin, observed that the record of the United Nations in dealing with this matter had been one of failure and had reflected on the prestige of the organization. The Canadian Delegation now believed that the deadlock could be broken; the problem was not strictly legal, constitutional or procedural but was rather political and it could only be solved by compromise. Some applicants were controlled by régimes or followed policies which Canada did not like, but the edge was "more likely to be taken off intolerance and misapprehension within the United Nations than in barren isolation". The Canadian Delegation had not always favoured this course but was now convinced that the present resolution was a workable solution; furthermore, it did not contravene the Charter which was "a document which has to be interpreted with understanding and with moderation". The United Nations could have been formed with a membership "exclusive to those who see alike on most things", but Canada had never had any doubt as to the infinitely greater value of an organization embodying all the major traditions and contemporary philosophies of government. The statement ended with an appeal to the Security Council to bear in mind the widespread desire to see the United Nations develop into the representative organization which its founders envisaged.

The General Assembly approved the 28-power resolution on December 8 by a vote of 52 in favour, 2 against, with 5 abstentions. China and Cuba voted against the resolution stating that they considered its "package deal" form to be in contravention of the relevant Charter requirements and that they opposed the admission of the five communist candidates; the Chinese



Representative voiced particular doubts about the qualifications of Outer Mongolia.

On December 13 the Security Council met to consider this resolution. After the U.S.S.R. had first vetoed a Chinese amendment calling for the addition of the Republic of Korea (South Korea) and the Republic of Vietnam (South Vietnam) to the list of those recommended for admission, the Council proceeded to consider the original resolution. China then vetoed the application of Outer Mongolia, whereupon the U.S.S.R. retaliated by vetoing all 13 non-communist candidates and, as a result, the resolution as a whole was defeated.

The following day, the Security Council re-assembled to consider a Soviet draft resolution recommending the admission of all the applicants on the previous list except Japan and Outer Mongolia. The United States Delegation proposed an amendment adding Japan but this was vetoed by the U.S.S.R. The U.S.S.R. resolution was then voted on and, after each of the 16 applicants had been approved individually, the resolution as a whole was adopted by a vote of 8 in favour, 0 against, with 3 abstentions (Belgium, China and the United States).

At an emergency plenary session on the evening the same day, the Assembly approved by large majorities the recommendations of the Security Council and, as a result, the following states became members of the United Nations: Albania, Jordan, Ireland, Portugal, Hungary, Italy, Austria, Romania, Bulgaria, Finland, Ceylon, Nepal, Libya, Cambodia, Laos and Spain.

### **Chinese Representation**

The issue of Chinese representation has been raised repeatedly at the commencement of meetings of the United Nations and its subsidiary bodies. The substantive question has however never been settled and the incumbent Nationalist Chinese representatives continue to hold their seats. At the ninth and tenth sessions of the General Assembly the issue was raised by the Soviet Representative but on both occasions after a procedural debate, the Assembly followed the same course as at earlier sessions and adopted a United States motion "not to consider during the current year any proposals to exclude representatives of the Republic of China or to seat representatives of the Central People's Government".

At the ninth session the vote on the procedural move for postponement of consideration was 43 in favour (including Canada), 11 against (Burma, Byelorussia, Czechoslovakia, Denmark, India, Norway, Poland, Sweden, Ukraine, U.S.S.R. and Yugoslavia), with 6 abstentions (Afghanistan, Egypt, Indonesia, Saudi Arabia, Syria and Yemen). At the tenth session the vote remained the same except that Indonesia changed its vote from abstention to opposition and Israel abstained instead of supporting the resolution. As on previous occasions, in supporting the motion for postponement Canada took cognizance of the fact that a specific time limit had been set which would allow further consideration to be given to the matter later if a change in circumstances warranted it. The substantive question has not arisen in the main United Nations organs and, when it has been raised in subsidiary bodies and the Specialized Agencies, Canadian Delegations have either supported motions of non-competence or opposed motions designed to alter the existing representation of China.



Although Canada has supported postponement of the Chinese representation question at each session of the General Assembly to date, the Secretary of State for External Affairs said in an address in Vancouver on August 25, 1955: "... It is becoming clearer that if the United Nations is to play the part that it should in the solution of certain Far Eastern problems, the *de facto* government of China has to be present in its discussion of these problems. If it is not, then the political conferences and negotiations concerning them will often have to be held outside the United Nations—which is unfortunate".

### Charter Review

Article 109 of the Charter of the United Nations provides for the holding of a general conference of members of the United Nations to review the Charter, upon specific conditions. Paragraph three of that Article (which was originally sponsored by Canada in 1945) provides that if such a conference has not been held before the tenth annual session of the General Assembly, the proposal to call such a conference shall be placed on the agenda of that session. A conference shall be held if so decided by a majority vote of the members of the General Assembly and by a vote of any seven members of the Security Council. Under ordinary circumstances the calling of a Review Conference requires a two-third majority of the Assembly and the vote of any seven members of the Security Council. The conference itself is not subject to veto but any Charter revisions which it recommended would be.

Recognizing the need for extensive preparation if a conference was to be held, the General Assembly, at its eighth session adopted a resolution (co-sponsored by Canada) instructing the Secretary-General to compile and index certain documents of the San Francisco Conference and prepare an appropriately indexed repertory of the practice of the United Nations organs. The Soviet bloc speakers strongly opposed the resolution and pictured everything concerned with Charter revision as part of a scheme to undermine the veto.

In Canada, various private groups and the Standing Committee on External Affairs of the House of Commons expressed interest in the subject of Charter Review and the Department of External Affairs set up a working group to examine each article of the Charter and to formulate tentative proposals for revising some of them. Views have also been exchanged with some friendly governments on these questions.

The United States and most Latin American states publicly advocated the holding of a conference. On the other hand the United Kingdom, Australia, New Zealand and several Western European states expressed serious doubts about the wisdom of holding a conference in the near future. As a compromise the Secretary-General suggested, in his preface to the *Repertory of Practices of the United Nations Organs*, the possibility that the General Assembly at its tenth session might approve in principle the holding of a Charter Review Conference without setting any date for one at that time.

Canadian views on this subject have been based on two premises: (1) Failure to arrange a conference (which under proper circumstances could make useful studies and recommendations) might cause widespread disappointment but, on the other hand, an acrimonious and unproductive conference could have even more serious consequences; (2) A conference would not be likely to achieve success until international tensions are relaxed. Therefore, while not opposed to holding a Review Conference, Canada preferred to see it postponed to a sufficiently distant date to permit adequate preparations for it and a substantial easing of East-West differences.



Accordingly, Canada agreed to co-sponsor a seven-power draft resolution along these lines which had been worked out mainly by the United States and United Kingdom. This resolution provided for a decision in principle, by the General Assembly, that a Charter Review Conference "shall be held" but it also provided for the appointment of a committee to consider, in consultation with the Secretary-General, the question of fixing a time and place for the conference and its organization and procedures. By giving the committee two years to study the question before reporting to the twelfth session, the resolution provided for a lapse of time during which Canada and others hope there will develop an atmosphere more congenial to the holding of a successful conference.

The original proposal called for the establishment of an 18-member committee to study the question but, after some discussion, it was decided that a committee consisting of all members of the United Nations would best meet the situation and the resolution was amended accordingly. In this form, the resolution was approved by a large majority even though the Soviet Union and other communist members opposed it and announced that their delegations could not take part in the work of the committee or in any action aimed at revising the Charter.

### The Problem of Prisoners of War

The United Nations *Ad Hoc* Commission on Prisoners of War has continued its quiet and useful role of co-ordination and documentation. It was established in 1950 by the General Assembly to determine whether there was reasonable ground for believing that prisoners captured during the Second World War had not been returned or otherwise accounted for, and it was renewed in 1953 by the ninth session of the General Assembly, which appealed to all governments and authorities for their co-operation<sup>1</sup>.

The Commission held its fifth and sixth sessions in 1954, and on September 30, 1954 published a report on progress in repatriation and accounting for prisoners of war. Information received since its previous report showed that the majority of the detaining powers had in the meantime released and repatriated the prisoners of war in their custody, while others had released a large number of civilian and military prisoners; and that the various Red Cross organizations and societies through their continued co-operation with one another, with the governments concerned, or with the Commission, had met with considerable success in improving the lot of prisoners of war and in clarifying the fate of thousands of missing prisoners. Between May 1950, when the Soviet news agencies announced that the repatriation of German prisoners of war had been completed, and September 1953, 1,496 German nationals were reported to have been repatriated to their homes from the U.S.S.R.; and between September 1953 and June 1954, an additional 10,794, of whom 9,029 were prisoners of war and 1,765 civilian prisoners. Some 1,500 German nationals had also been repatriated from Hungary, Poland, France, Denmark, Norway, the United Kingdom and Yugoslavia. Through the co-operation of the Chinese and Japanese Red Cross Societies, 26,544 persons (including 95 non-Japanese nationals) were released by the Chinese Government between March 1953 and August 1954 and, as a result of negotiations between the Japanese Red Cross Society and the Alliance of Red Cross and Red Crescent Societies of the Soviet Union, some 1,230 Japanese nationals (civilians and military) were repatriated from the U.S.S.R. No progress was made in the repatriation of Japanese from North Korea and Outer Mongolia.

<sup>1</sup>See *Canada and the United Nations 1953-54*, pp. 34-35.



Negotiations between the Italian Embassy in Moscow and the Soviet Government resulted in the release and repatriation to Italy of 36 Italians (including 6 civilians); 2 Luxembourg prisoners of war, 44 Netherlands nationals and, through the intermediary of the French Red Cross Society, 286 Spanish nationals were released.

The Commission did not hold a session in 1955 but noted further progress in its report of November 2, 1955. The total number of Japanese nationals repatriated from China since March 1953 rose to 29,061 and an additional 88 were returned from the U.S.S.R. Negotiations between the Austrian and Soviet Union Governments led to the return of 620 Austrian nationals from the U.S.S.R. in 1955. Between September 1954 and August 1955, 1,162 German nationals were repatriated from the U.S.S.R., 199 from Poland and, between March and August 1955, 1,069 from Czechoslovakia. The Commission was informed by the Government of the Federal Republic of Germany that there were at least 8,477 German prisoners of war still living and detained in the U.S.S.R. In addition, there were reported to be some 89,752 German prisoners of war who were known to be in Soviet captivity but whose present whereabouts could not be determined. The Government of the Federal Republic also reported that it had established the names of 64,438 civilians who had been deported to the Soviet Union by the Soviet authorities.

In September 1955 Chancellor Adenauer reached an oral agreement with Premier Bulganin concerning 9,626 German prisoners of war held in the U.S.S.R. By January 16, 1956 9,382 of these prisoners had been repatriated.

The repatriation of persons detained has directly contributed to knowledge of the fate of large numbers of missing persons through the interrogation of repatriates by the competent agencies of the interested governments and by the systematic classification of the information obtained.

The Commission concluded its report with an appeal to all governments and all agencies to extend their full co-operation towards the repatriation of every prisoner of war who, according to the accepted principles of international conduct, is entitled to repatriation, and the accounting—by name, whereabouts, and condition—of every prisoner of war who is still detained.

### **Safety of Commercial Aircraft Flying Near or Crossing International Frontiers**

On July 27, 1955 an Israeli commercial aircraft was shot down by Bulgarian anti-aircraft guns. At the request of the Israeli Government, the question of the safety of commercial aircraft flying near or crossing international frontiers was inscribed on the agenda of the tenth session. In a supporting memorandum the Israeli Government suggested that the Secretary-General, in consultation with the Specialized Agency concerned, undertake a study of the matter and report to the eleventh session any recommendations that he might wish to make for the prevention of further incidents and to provide for the greater safety of air passengers. When the question was considered by the General Assembly, however, the Israeli delegate proposed a resolution which merely asked states to take necessary measures to avoid similar occurrences in the future and invited the attention of the appropriate international organizations to the matter. The resolution, which Canada supported, was adopted by a large majority.



### III

## ECONOMIC AND SOCIAL

### Survey of the Economic and Social Council

The Economic and Social Council held three regular sessions during the period under review—the eighteenth session in Geneva from June 29 - August 6, and from November 5 - December 16, 1954; the nineteenth session in New York from March 29 - April 7 and from May 16-27, 1955; and the twentieth session in Geneva from July 5 - August 5, and in New York from December 5-15, 1955. At the eighteenth session, Mr. Juan I. Cooke of Argentina continued to serve as President of the Council, since his election at the previous session had been for the calendar year 1954; at the nineteenth session, Sir Douglas Copland, the High Commissioner for Australia in Ottawa, was elected President, and served in that office for the two sessions held in 1955. At the twentieth session, Canada, which had not been a member of ECOSOC since 1952 but had been represented at its meetings by observers only, was again elected for a third three-year term, and will serve as a member from 1956-1958.

The valuable and undramatic work of ECOSOC's subordinate and affiliated bodies is referred to in greater detail later in this section. Its eight functional commissions and three regional economic commissions, as well as the ten Specialized Agencies which report to it annually on their year's programmes, are the bodies which do much of the useful, often technical, hard work of improving understanding and facilitating efforts to raise standards of living in the world. Their work seldom makes the headlines, but it contributes steadily to widening the area of international co-operation. Examples of such effort, which is described in greater detail in the following section, are the surveys made of the world's pulp and paper resources and prospects, and the serious study given to the maintenance of full employment and to economic objectives and forecasts of member countries for succeeding years.

Until about 1953, the countries in the Soviet bloc took little part in the practical, co-operative work of ECOSOC's affiliated bodies. Of late, however, they have become rather more active and have opened or renewed relations with many of the Specialized Agencies. This change in attitude is consonant with the present communist emphasis on peaceful co-existence and international co-operation. It is to be hoped that this change truly means the abandonment of former practices and the full acceptance of duties and obligations in this area of constructive international service.

In economic matters, perhaps three developments might be mentioned as of major significance during the period under review. The Regular Programme and the Expanded Programme of Technical Assistance which help the economically less well developed countries have received broad public support throughout the world. Canada has confidence in and has actively supported both the Regular and the Expanded Programmes, and has announced that, subject to Parliamentary approval, its contribution to the latter will be increased in 1956. The International Finance Corporation will begin operating as soon as 30 countries subscribe the necessary funds; Canada became a member of this Corporation in October 1955 and purchased shares to the value of \$3.6 million. The IFC will encourage productive private enterprises in its member countries, particularly in those which are less well developed. The



third development in the economic field is the consideration which is being given to the possibility of establishing a Special United Nations Fund for Economic Development (SUNFED).

In the social field, there was progress in the co-ordination of the social projects of the Council with those of the Specialized Agencies. The treatment of social problem had been brought into a better balance with the treatment of economic problems; increasing attention had been given to the inter-dependence of economic and social progress. These developments were assessed in an "International Survey of Programmes of Social Development" prepared at the request of ECOSOC by the Secretary-General, in co-operation with the ILO, FAO, UNESCO and WHO, as a supplement to the "Preliminary Report on the World Social Situation". It demonstrated the value of establishing programmes on a firm basis in the community with the direct participation of the people themselves. Concerning one of the most practical and successful undertakings of the United Nations which was initiated by ECOSOC, the United Nations Children's Fund (UNICEF), the Canadian Delegation expressed its gratification at the tenth session over the number of projects which were becoming an integral part of the programmes of the governments of the recipient countries and, when announcing Canada's increased contribution to UNICEF, noted as an encouraging development the increase both in the number of contributing countries and in the size of their contributions.

Other social and humanitarian activities in which progress was especially noticeable were in the fields of advisory social welfare services; training of welfare personnel; financing of housing and community improvement programmes; and international definition of standards and levels of living. The importance of the work of the Population Commission, of which Canada is a member, was reflected by the World Population Conference held in Rome in 1954, and of the work of the United Nations in the penal and penitentiary field by the United Nations World Congress on Prevention of Crime and Treatment of Offenders, held in 1955. The General Assembly began at its tenth session its examination of the draft Convention on the Nationality of Married Women and on the two controversial draft Covenants on Human Rights, to which reference is made later in this section.

## **Economic Questions**

### **Economic Development of Under-developed Countries**

Over the last 18 months the United Nations has continued to sponsor programmes to assist the economic development of the less developed countries of the world; and it has also given thought and serious study to proposals for expanding this assistance. While Canadian interest in and contributions toward the economic development of the less developed countries has not been limited to United Nations programmes, Canada gave substantial assistance to the United Nations programmes and took part in discussions of the new plans which are under study. Over the past several years there has been discussion<sup>1</sup> about the possible establishment of an international finance corporation, and this proposal has now been adopted with the drafting of the Charter of the Corporation and the opening up of that document for signature and acceptance.

### **Special United Nations Fund for Economic Development**

The proposal to assist further the economic development of the under-developed countries by establishing a Special United Nations Fund for Econ-

<sup>1</sup>See *Canada and the United Nations 1953-54*, pp. 39-40.



omic Development (SUNFED) which would provide grants and long-term low interest loans was first considered at the sixth session of the General Assembly in 1951-52<sup>1</sup>. ECOSOC, which was asked to consider this question, recommended that a committee of nine experts be appointed to study the proposal. The eighth session of the General Assembly, after considering this expert committee's report, passed a resolution, which Canada supported, declaring that governments stood ready when sufficient progress had been made in internationally supervised world-wide disarmament to ask their peoples to devote a proportion of the savings to an international economic development fund within the framework of the United Nations<sup>2</sup>. A second resolution invited comments from member governments on the report of the nine experts, and appointed the former president of ECOSOC, Mr. Raymond Scheyven of Belgium, to collate these comments and report to ECOSOC and the General Assembly.

The Canadian reply to this United Nations resolution inviting comments from member countries, reiterated the Government's desire to support measures for helping the under-developed countries to strengthen their economies, questioned whether some of the proposals put forward were likely to be as effective as bilateral arrangements, and concluded by saying that it would be practical and worth while for a fund to be set up only when the countries mainly concerned were prepared to make resources available additional to those already being channelled to the under-developed countries.

During the discussion of Mr. Scheyven's report at the ninth session of the General Assembly in 1954, the Canadian Representative said that in the view of the Canadian Government existing conditions did not make an international fund practicable at that time. The ninth session, however, adopted a resolution supported by Canada which expressed the hope that a Special United Nations Fund for Economic Development could be established as soon as possible. This resolution also requested Mr. Scheyven to prepare a further report on the proposed fund and on its relationship with other regional economic commissions and existing programmes for economic development.

The tenth session of the General Assembly had before it a resolution recommending that the comments of member nations be requested on Mr. Scheyven's latest report, and that an *ad hoc* committee be established to consider such comments. The Canadian Delegation in voting on this resolution in the Economic and Financial Committee recorded its understanding that this *ad hoc* committee would prepare a report containing a summary and analysis of the views expressed by governments and such conclusions as clearly emerged from this analysis. In a statement on November 10, the Canadian Representative emphasized the need to accelerate the economic development of under-developed countries and referred to the contribution Canada had already made in this field. The Canadian Representative also said "We very much hope that present trends will lead to a situation in which we can with confidence reduce substantially our expenditure on armaments, but it would be unwise in the extreme to do so as yet".

The tenth session of the General Assembly in plenary session approved on December 9, with Canadian support, the resolution which requested the Secretary-General to invite the members of the United Nations to transmit to him not later than March 31, 1956, their views on the establishment of a Special United Nations Fund for Economic Development, and established a 16-member *ad hoc* committee, including Canada, to analyse these views and report to ECOSOC and the General Assembly.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 50-51.

<sup>2</sup>See *Canada and the United Nations 1953-54*, pp. 40-41.



## International Finance Corporation

Membership in the International Finance Corporation (IFC) is open to all members of the International Bank for Reconstruction and Development which has drafted the Articles of Agreement of the IFC. The Charter of the Corporation requires a minimum membership of 30 countries together subscribing at least \$75 million before the Corporation can begin operations.

In October 1955, Canada became a member of the Corporation by signing the Articles of Agreement and by depositing an Instrument of Acceptance. As its contribution, Canada will purchase 3600 shares in the Corporation at a value of \$1,000 (U.S.) per share, or a total of approximately \$3.6 million.

The United States and the United Kingdom, both of whom have signed the Articles of Agreement, are the two largest percentage shareholders. The United States subscription amounts to approximately \$35 million and the United Kingdom's to \$14 million.

The role of the International Finance Corporation may be summarized briefly as follows: its basic objective will be to encourage the growth of productive private enterprises in its member countries, particularly in the less developed areas of the world. In order to attain its basic objective, the Corporation will do three things: (1) It will invest in productive undertakings, in association with private investors and without government guarantee, in cases where sufficient private capital is not available on reasonable terms; (2) It will seek, as suitable opportunities for productive investment come to its attention, to recruit capital from private sources and, if necessary, will try to find experienced management; and (3) It will endeavour, in general, to stimulate, and to help create conditions which will stimulate, the flow of both domestic and international private investment into productive enterprises in International Finance Corporation's member countries.

## Technical Assistance

The multilateral technical assistance programme is an important part of the activities of the United Nations and enjoys broad public support throughout the world. It is one of the most effective means of assisting the economically less well developed countries and, in this respect, complements Canadian participation in the Colombo Plan. Canada has actively supported these endeavours which provide a continuing expression of international co-operation to raise the standards of living and improve economic conditions in the less developed areas of the world.

The Regular Programme of Technical Assistance is financed out of the ordinary budgets of the United Nations and the Specialized Agencies and is more directly under the responsibility of the General Assembly than the Expanded Programme of Technical Assistance which is supervised mainly by the Economic and Social Council (ECOSOC) and its Technical Assistance Committee, and over which the General Assembly exercises only a broad control. The Expanded Programme of Technical Assistance depends upon voluntary contributions from interested governments. Its activities are carried out through the United Nations Technical Assistance Administration and the various Specialized Agencies. Since its inception in 1950 the Expanded Programme has received increasing support from members and non-members of the United Nations<sup>1</sup>.

The Canadian Representative at the Sixth Technical Assistance Conference in November 1955 expressed confidence in the programme, and an-

<sup>1</sup>See *Canada and the United Nations 1953-54*, pp. 37-39.



nounced that Canada was prepared, subject to Parliamentary appropriation, to contribute \$1,800,000 to the Expanded Programme in 1956. This represents an increase of \$300,000 over the 1955 contribution and brings the total Canadian contribution since 1950 to \$7,200,000. As of September 30, 1955 contributions had reached a total of \$113,216,600. At this November 1955 Conference 61 countries announced pledges totalling \$28,031,536. These pledges represent an increase over those of earlier years. In 1954, 72 countries pledged \$25.3 million, and in 1955 (as of September 30) 70 countries had contributed a total of \$27.9 million. Those participating in the 1955 Conference included three countries pledging for the first time, and 26 countries increased their pledges over the amounts for previous years. Twelve countries which had participated in the past were unable to announce at the Conference the amount of their pledges for 1956 because of administrative or legislative delays.

At the twentieth session of ECOSOC there was an awareness not only of the need for substantial funds in this field but also of the need to know in advance what money would be available for some period ahead. Uncertainty about the amounts of money likely to be available in the future and delays in the payment of some current contributions had been among the factors responsible for a slight reduction in the assistance provided in 1954 despite an increase in the level of contributions; at the November Conference several members announced that their governments were undertaking commitments for future years. As an expression of Canada's continuing support and in an endeavour to have projects planned on a long-term basis, the Canadian Representative said that, subject to annual Parliamentary appropriations, support of the same general order of magnitude as at present could be expected from Canada in 1957 and 1958.

The Secretary-General submitted a report on the questions raised by the Advisory Committee on Administrative and Budgetary Questions. Satisfaction was expressed by the Canadian Representative at the advance made in reducing administrative costs. The hope expressed by the Chairman of the Technical Assistance Board that the goal recommended by the Advisory Committee concerning indirect and administrative costs would be achieved was also noted at the November Conference since it was recognized that any reduction in these costs would make more funds available for direct assistance. Stress was laid on the need for long-term planning and efficient use of funds, but it was agreed that on the whole progress was being made.

Canada's financial contribution is reinforced by the provision of training facilities in Canada for United Nations fellows and by sending abroad Canadian experts. From 1950 to December 31, 1955 Canada provided training for 294 United Nations trainees, while at least 72 Canadians served overseas as United Nations experts. During 1955 alone, 38 trainees were studying in Canada and 32 Canadian experts were working abroad for periods varying from a few days to a year or more. In addition to these United Nations fellows and experts, training was also provided for 383 students under the Colombo Plan from 1950 to December 31, 1955. During the same period 61 Canadian Colombo Plan experts served abroad.

### **Land Reform**

At its fifth session in 1950, the Assembly expressed the opinion that agrarian conditions in many of the under-developed countries and territories hindered economic development because they are a major cause of low agricultural productivity and of low standards of living. The Assembly requested



the Secretary-General to prepare an analysis of these unsatisfactory agrarian conditions and called on the Economic and Social Council (ECOSOC) to submit recommendations for improving the situation. A report by ECOSOC was studied by the ninth session of the General Assembly in 1954 which recommended, among other things, that member states should, wherever appropriate, institute land reform measures to encourage ownership of land by the largest practicable number of the rural population. The 1954 Assembly also endorsed an ECOSOC resolution that the International Bank for Reconstruction and Development give sympathetic consideration to loan applications from under-developed countries for development projects connected with land reform. The Assembly also expressed the hope that high priority would be given to all requests for United Nations technical assistance in order to carry out land reform programmes.

### **Full Employment**

Following the adoption of a resolution by the General Assembly at its sixth session, the Secretary-General of the United Nations transmits to governments an annual questionnaire on balances of international payments and economic trends, objectives and policies, with particular reference to the employment outlook for the subsequent year. The Economic and Social Council (ECOSOC) at its regular session examines the replies of governments.

At its regular session in 1955 ECOSOC considered the analysis by the Secretariat of the replies which had been received on full employment and the balance of payments. The replies of governments on economic objectives and forecasts for 1955 indicated a general expectation that the national product among the developed, private-enterprise economies would increase significantly in that period. The United States had forecast a reversal of the economic downswing of 1953-54 and Canada had forecast a moderate expansion in national output resulting from a recovery of agricultural production and continuing improvement in the industrial sector. In both countries employment was expected to increase. The Western European countries from which replies were received, as well as Japan, anticipated a similar rise in output in 1955 accompanied by inflationary pressure. In four under-developed countries (Burma, Ceylon, India and Iraq) the rate of investment was expected to rise in 1955.

Information supplied by governments relating to balance of payments suggested that prospects were favourable in 1955 for maintaining or increasing the high level of trade reached in 1954.

### **International Commodity Trade**

International commodity consultations over the past 18 months have been characterized by some important decisions and plans in regard to inter-governmental machinery. In January 1955 the Commission on International Commodity Trade, established by the Economic and Social Council, began its work. Canada is a member of this body and has also participated in the meetings of a working party on commodity problems which was established by the Contracting Parties to the General Agreement on Tariffs and Trade (GATT) to consider specific proposals for principles and objectives to govern international action with respect to problems arising in the field of international trade in primary commodities. In this period decisions were postponed regarding the status and future work of the Interim Co-ordinating Committee



for International Commodity Arrangements which had been established in 1947 by the Economic and Social Council to facilitate inter-governmental consultation or action in this field.

During 1955 the Commission on International Commodity Trade held its first session in New York and its second session in Geneva. At its first session the Commission was concerned principally with its own rules of procedure and terms of reference. At its second session the Commission's main task was to organize its programme of work. The agenda for this session included: (1) arrangements for studies of fluctuations in commodity prices and trade; (2) consideration of statistical information necessary for the work of the Commission; (3) arrangements for studies of the operation of organized commodity markets; (4) consideration of proposals by governments regarding commodity problems; and (5) development of a programme for the consideration of proposals for international action. However, the absence of governmental agreement with respect to many of the basic issues before the Commission prevented it from making much progress on the first four of these items while consideration of the last was postponed until the next session. The Commission's discussions were affected also by the fact that no decision had been reached by the Contracting Parties to the GATT on a draft agreement on commodity arrangements.

A draft agreement on commodity arrangements prepared by a GATT working party was considered by the Contracting Parties at their ninth session held in the fall of 1954. The working party met again in September 1955 and submitted a final report to the Contracting Parties together with a revised draft agreement. The Contracting Parties at their tenth session agreed that the amended draft represented substantial progress towards an acceptable agreement and formed a reasonable basis for further consideration by governments and by the Contracting Parties at their eleventh session in 1956.

### **International Machinery for Trade Co-operation**

A Charter for an International Trade Organization (ITO) was drawn up at Havana in 1948, with the intention that it should become a Specialized Agency of the United Nations. The ITO Charter contained a set of rules and principles to govern international trade between member countries. As it did not receive the necessary ratifications it has not come into force and a somewhat less comprehensive set of rules for international trade has been applied since 1947 on a provisional basis by the Contracting Parties to the General Agreement on Tariffs and Trade (GATT).

A review of the GATT was undertaken during the winter of 1954-55 and an Agreement to establish an Organization for Trade Co-operation (OTC) was drawn up. This Agreement is now awaiting ratification by the Contracting Parties. When it comes into force it will provide a permanent organization to administer the GATT on a definitive basis. Provision is made in this Agreement for the OTC, with the approval of the OTC Assembly, to be brought into relationship with the United Nations as a Specialized Agency.

At the twentieth session of the Economic and Social Council a number of delegations referred to the proposed OTC and the view was expressed that any inter-governmental organization dealing with international trade should operate within the framework of the United Nations. Several delegations proposed that governments be urged to accept the Havana Charter for an ITO, but many others pointed out that conditions had changed substantially since the Havana Charter had been prepared and that the proposed Organization for Trade Co-operation had been designed in the light of experience since 1947.



## Regional Economic Commissions

There are three Regional Economic Commissions: the Economic Commission for Europe (ECE), the Economic Commission for Latin America (ECLA), and the Economic Commission for Asia and the Far East (ECAFE)<sup>1</sup>.

In December 1955, nine European countries were added to the membership of the ECE to bring the total number of members to 27; Albania, Austria, Bulgaria, Finland, Hungary, Ireland, Portugal, Romania and Spain joined the Commission immediately after their admission to the United Nations. Italy, which was admitted to the United Nations at the same time, had already become a member of the ECE about a year before. These countries had previously been associated with the work of the Commission, but through accession to United Nations membership acquired full voting rights.

Canada, while not a member of the ECE, has continued throughout the period under review to be represented from time to time by an observer at meetings of some of the committees and to follow with interest the various activities of the ECE including the tenth annual session of the Commission held in March 1955. Considerable progress has been achieved in various studies and projects directed toward economic co-operation among the European countries. Commercial activity increased, and useful discussions designed to lead to an enlargement of trade among countries in all parts of Europe took place under the aegis of the ECE.

The work of ECLA is being increasingly co-ordinated with that of other international bodies in the region. This co-operation has taken the form of consultations, the exchange of material, the loan of specialists for specific joint projects and the establishment of joint working parties. The resources of the Commission have been directed to the most immediate problems of the region, including economic development and programming, the training of economists, studies of industries, energy, economic integration, and international trade among the Latin American countries.

The ECAFE has now been in operation for over eight years. Though it is primarily concerned with economic problems, it also deals to some extent with social questions. The Permanent Secretariat of this Regional Economic Commission has its headquarters in Bangkok and undertakes to gather and distribute statistical and factual data related to the economic development of the area. The ECAFE's annual meetings provide an opportunity for member countries to exchange views on mutual problems and the Secretariat prepares a comprehensive economic survey of Asia and the Far East following each annual meeting. The eleventh session of the Commission was held in Tokyo from March 28 to April 7, 1955. While Canada is not a member of ECAFE, Canadian observers have attended most of the annual sessions, including the one which met in Tokyo in 1955, as well as a number of special technical meetings.

## World Pulp and Paper Resources and Prospects

In 1954 the Food and Agriculture Organization (FAO), in collaboration with the United Nations Economic and Social Council (ECOSOC), Economic Commission for Latin America (ECLA) and Economic Commission for Europe (ECE), published a comprehensive report under the title *World Pulp and Paper Resources and Prospects*. The report reviewed past trends in paper consumption and probable future requirements in each region and examined the extent to which expansion currently under way or contemplated might

<sup>1</sup>See *Canada and the United Nations 1953-54*, pp. 64-65.



satisfy future needs. This document and the report of a Latin American meeting of experts in the pulp and paper industry were transmitted by the Economic and Social Council to states members of the United Nations, with the recommendation that sympathetic consideration be given to requests from interested governments for technical assistance in connection with programmes for the development of pulp and paper resources under the Expanded Programme of Technical Assistance. FAO was asked to continue its efforts to promote an orderly long-term development of pulp and paper production throughout the world, acting in close collaboration with other Specialized Agencies and organs of the United Nations. FAO was also asked to continue to provide member states on request with advice and assistance, not only within the scope of the Expanded Programme of Technical Assistance, but also as part of its regular programme.

### Enforcement of International Arbitral Awards

At its seventeenth session in 1954, the Economic and Social Council had before it a draft Convention on the Enforcement of International Arbitral Awards. The draft had been prepared by the International Chamber of Commerce (a non-governmental organization having consultative status with ECOSOC)<sup>1</sup> to replace a similar Convention signed in Geneva in 1927<sup>2</sup>. The purpose of the 1927 Convention and also the new draft one is to promote the enforcement of arbitral awards relating to private international commercial disputes. The 1927 Convention provided for enforcement of an award where it conformed to the will of the parties and the law of the country in which it was to be enforced. The new draft, because of difficulties arising out of the provision that the award must conform to the law of the country in which it was to be enforced, would provide for the automatic enforcement of awards based only on the will of the parties.

The Economic and Social Council set up an *ad hoc* committee to study the question and report its proposals, including, if it saw fit, a draft Convention. This *ad hoc* committee submitted a draft Convention to ECOSOC recommending that the text be presented to governments for their consideration along with the question of the desirability of calling a conference<sup>3</sup> to give the matter further study. A conference has not yet been convened but if one is held, it is unlikely that Canada will be represented. Canada was not a party to the 1927 Convention, and consultation with representative organizations of Canadian commercial interests which might be concerned with the enforcement of arbitral awards concerning private international contracts has not shown that a Canadian interest would be served by adherence to a Convention of this sort.

### Programmes of Assistance

#### Aid for Korea<sup>4</sup>

The report of the United Nations Korean Reconstruction Agency (UNKRA) to the ninth session of the General Assembly indicated that excellent progress had been made in implementing the various projects undertaken since the Agency had begun large scale operations in the autumn of 1952<sup>5</sup>.

<sup>1</sup>See Appendix III for a list of the non-governmental organizations which have consultative status.

<sup>2</sup>The 1927 Convention and the draft proposed by the I.C.C. are set out in Economic and Social Council document E/C.2/373.

<sup>3</sup>Economic and Social Council document E/AC42/4.

<sup>4</sup>See *Canada and the United Nations 1953-54*, pp. 56-58.

<sup>5</sup>UNKRA was established by General Assembly resolution 410 (V) of December 1, 1950; the prolongation of hostilities prevented the implementation of its main programme until the latter part of 1952. Canada is a member of UNKRA's Advisory Committee; India, the United Kingdom, the United States and Uruguay are the other members.



These projects dealt mainly with the rehabilitation of textile and paper industries, the development of coal mines, housing, irrigation, fisheries and education, and the reconstruction of medical institutions. They were carried out in close consultation with the Government of the Republic of Korea, and were co-ordinated with the assistance programmes of the Korean and United States Governments under the Economic Co-ordinator of the United Nations Command. The Agency's report to the tenth session of the General Assembly showed that further progress had been made with the projects. At both the 1954 and 1955 sessions, a number of delegations, including that of Canada, praised the Agent-General<sup>1</sup> of UNKRA, Lieutenant-General J. B. Coulter, for his work, and two resolutions were approved by substantial majorities commending him for the manner in which he had carried out his task.

While UNKRA's programme has proved successful, there is every indication that the scope of its work will be limited because of the diminishing financial support it is receiving from governments. In spite of repeated appeals for contributions by the General Assembly and the Negotiating Committee for Extra Budgetary Funds<sup>2</sup>, UNKRA had received, up to the end of December 1955, only \$139,835,101 from 36 governments out of total pledges amounting to \$212,247,990. In answer to the Assembly's urgent appeal at the ninth session, Canada contributed in March 1955 an extra \$500,000 over and above its pledge of \$7,250,000 which had been paid in full. The other major contributors to UNKRA are the United States (\$92,902,615), the United Kingdom (\$26,840,002) and Australia (\$3,616,446). The United States Government has pledged \$162,500,000 to UNKRA on the understanding that the United States contribution should not exceed 65 per cent of the total; therefore the United States will not make further payments until more pledges are implemented or additional contributions received.

In addition to its contributions to the long-range rehabilitation programme of UNKRA, Canada has contributed 2,500 tons of salted cod valued at \$750,000 to the Emergency Relief Programme which continues to supply immediate needs in the form of food, clothing, medicine and other necessities. A number of Canadian voluntary agencies also contribute to this Emergency Relief Programme.

### **Assistance to Palestine Arab Refugees**

When the General Assembly authorized the United Nations Relief and Works Agency for Palestine Refugees (UNWRA) to undertake a three-year programme beginning in 1952<sup>3</sup>, it was hoped that most, if not all, of the 950,000 Arab refugees left homeless as a result of the 1948 hostilities in Palestine would be resettled by June 30, 1955. As it became clear that this expectation would not be realized, the Assembly in 1953 extended the mandate of the Agency for another year on the understanding that the refugee problem would be re-examined at the ninth session of the General Assembly in 1954.

The discussions in 1954 revealed that very little progress had been made in the resettlement of Arab refugees from Palestine, who still numbered 887,000, although allowance had to be made for an annual natural increase

<sup>1</sup>In the autumn of 1954, Mr. George S. Hall, a Canadian citizen, replaced the late Mr. John E. Goodison, also of Canada, as Assistant Agent-General of UNKRA.

<sup>2</sup>See "Negotiating Committee for Extra Budgetary Funds", below, pp. 94-95.

<sup>3</sup>General Assembly resolution 513 (VI) of January 25, 1952.



of about 25,000. After a thorough reconsideration of the question by UNWRA assisted by its Advisory Commission<sup>1</sup>, the General Assembly concurred in their joint recommendation that the Agency be continued until June 30, 1960. The Assembly at the same time decided to maintain the rehabilitation programme of \$200 million approved in 1952. In addition, UNWRA was authorized to carry out its annual relief programme of approximately \$25 million in the form of food, shelter and health care.

The report which the Director of UNWRA, Mr. Henry R. Labouisse, submitted to the tenth session indicated that, as of June 30, 1955, some 905,000 refugees were still registered with the Agency. By a vote of 38 in favour (including Canada), 0 against, and 17 abstentions (Soviet and Arab-Asian countries), the Assembly directed UNWRA to pursue its programmes of relief and rehabilitation for the refugees and appealed again to all governments to make contributions so that the Agency's programmes could be implemented.

Canada is one of the major contributors to UNWRA; the total of its contributions amount to more than \$4 million. During the debate at the tenth session, the Canadian Representative announced an additional Canadian contribution, subject to Parliamentary approval, of \$500,000 for the Agency's financial year 1955-56; of this sum, \$300,000 would be contributed in the form of wheat. The Canadian Delegation urged the Arab states and Israel to co-operate in trying to bring about some solution of the refugee problem and especially to assist the rehabilitation projects as the principal way of ensuring the resettlement of the refugees.

### Aid for Children

During 1954 and 1955, the welfare programmes of the United Nations Children's Fund<sup>2</sup> (UNICEF) for needy children in under-developed countries have continued to expand. Last year the Fund assisted children and mothers in 92 countries and territories as against 48 in 1952 and 69 countries in 1954. The number of countries and territories assisted since the Fund began in 1946 now totals 108. By June 30, 1955, 135 million children had been examined during the Fund's campaigns against tuberculosis and 51.8 million had been vaccinated. During the same period, 43.8 million persons of all ages (and 21.9 million of them were children and mothers), were examined under the Fund's programme for yaws control and 8.3 million were treated. In addition, 1.4 million children were given preventive treatment for trachoma. It was expected that the total number of persons to be protected against malaria would reach 17.4 million by the end of 1955. More than two million children and mothers were receiving daily food rations under long-range feeding programmes.

At its ninth session the General Assembly commended UNICEF for its work and invited all members of the United Nations and non-members as well to continue their efforts to expand the Fund. This expression of appreciation for the work of the Fund was contained in a resolution sponsored by 13 countries including Canada; it was approved unanimously.

The expansion of the Fund's activities is due to the ever-increasing support it has received from governments since 1946. In 1955, 58 governments contributed about \$15 million to UNICEF; this compares with 35 governments contributing \$9.8 million in 1951. Canada is one of the major

<sup>1</sup>The countries having membership on the Commission are: Belgium, Egypt, France, Jordan, Lebanon, Syria, Turkey, the United Kingdom, the United States. The Commission's headquarters, and also UNWRA's headquarters, are in Beirut.

<sup>2</sup>Canada has been a member of the 26-nation Executive Board of UNICEF since 1946.



contributors to UNICEF; the total of Canada's past contributions amounts to \$9,375,000. Because of the substantial increase in the number and amount of contributions in recent years, and bearing in mind the effectiveness of UNICEF programmes, the Canadian Government announced at the tenth session of the Assembly that it intended to increase, subject to Parliamentary approval, Canada's 1956 contribution from \$500,000 which was the amount given during each of the last five years, to \$650,000. Voluntary contributions to UNICEF from private sources in Canada amount to well over \$1.5 million since the inception of the Fund in 1946.

### **Assistance to Libya**

At the eighth session of the General Assembly in December 1953 a resolution<sup>1</sup> was adopted requesting the Secretary-General to submit a report in 1955 on the question of assistance to Libya which became an independent state on December 24, 1951. This report was considered by the Second (Economic and Financial) Committee which heard also a statement by the Representative of the United Kingdom of Libya. The report described the technical assistance which had been provided by the United Nations and Specialized Agencies. Help had also been received directly from Egypt, France, Italy, Turkey, the United Kingdom and the United States. Twenty-nine other governments indicated that, while sympathetic to the needs of Libya, they were not in a position to offer special assistance beyond the multilateral United Nations programmes.

A resolution jointly sponsored by Egypt, Lebanon, Pakistan, Saudi Arabia, Syria and Yemen was unanimously adopted at the tenth session in 1955. It invited governments willing and able to do so to provide financial assistance to Libya through the appropriate channels of the United Nations in order to assist that country in its fundamental and urgent programmes of reconstruction and economic and social development. It also recommended that if and when further means became available for assisting the development of under-developed areas, consideration be given to the specific needs of Libya. The Secretary-General is to make a special report to the thirteenth session of the General Assembly in 1958 and bring this resolution again to the attention of members.

### **Establishment of a World Food Reserve**

An item relating to the possible establishment of a world food reserve was placed on the agenda for the ninth session of the General Assembly at the request of the Government of Costa Rica. The explanatory memorandum<sup>2</sup> which accompanied the request touched briefly upon past consideration of the problems relating to world food supplies and suggested that the establishment of a "world food reserve" would, among other things, prevent any diminution of production, stimulate increased consumption, establish international food-stuff prices, promote exchanges of surpluses and meet emergency famine conditions. Following the discussion of the Costa Rican proposal the Assembly, with the support of the Canadian Delegation, passed a resolution expressing appreciation of the valuable work being done in related fields by the Food and Agriculture Organization (FAO) and requesting the Secretary-General to invite the FAO to prepare a factual and comprehensive report on this proposal for the information of the Economic and Social Council. It was recognized

<sup>1</sup>See *Canada and the United Nations 1953-54*, p. 59.

<sup>2</sup>The full text of the memorandum will be found in U.N. document A/2710, August 23, 1954.



that FAO had much experience in the subject and has had to deal with a number of proposals having the same general intent as those put forward by the Government of Costa Rica. FAO is now preparing the report which will be submitted to the Secretary-General in time for consideration by the Council at either its twenty-first or twenty-second session.

## Social Questions

### Slavery

Under the International Slavery Convention of 1926, which was ratified by Canada on August 6, 1928, the signatories undertook to suppress the slave trade and completely abolish slavery in all its forms. Slavery still continues however, and in October 1953 the General Assembly approved a Protocol transferring to the United Nations the functions exercised by the League of Nations under the 1926 Convention. Canada signed this Protocol on December 17, 1953.

A draft Supplementary Convention, based on the recommendations of the Secretary-General and those of an *Ad Hoc* Committee on Slavery established by the Economic and Social Council in 1949, which would extend the provisions of the 1926 Convention to include institutions and practices analogous to slavery, was circulated to governments for their comments in 1953. In January 1954, the Canadian Government replied that although it saw benefit in the proposal for a Supplementary Convention, it considered that effective action by the governments concerned was essential to eradicate such practices, and that requiring countries like Canada where slavery does not exist to implement the provisions of the proposed Supplementary Convention would serve no useful purpose. Moreover, in Canada, it would create constitutional difficulties arising out of the distribution of legislative power. It was suggested, therefore, that an article or clause should be included to ensure that the provisions concerning the enactment of legislation and the filing of annual returns should not be binding on countries in which slavery does not exist or, alternatively, that such countries should be permitted to make a reservation concerning these provisions. Failing either of these alternatives the Canadian Government would find it difficult to participate in a Supplementary Convention along the lines proposed.

At the seventeenth session of ECOSOC in April 1954, governments and the International Labour Organization were asked to comment on another Supplementary Convention prepared by the United Kingdom. As this proposed Convention is similar to that of the *Ad Hoc* Committee on Slavery, the observations on it by the Canadian Government recapitulated the views expressed previously. At its nineteenth session in April 1955, ECOSOC appointed a committee of ten members to prepare a draft Supplementary Convention for submission to the twenty-first session of ECOSOC in April 1956, and transmitted the United Kingdom's draft Convention to this Committee together with the comments received from governments and from the International Labour Organization.

### Forced Labour

In 1951 an *Ad Hoc* Committee on Forced Labour was set up under the joint auspices of the United Nations and the International Labour Organization. According to the Committee's report released in June 1953 there are two



principal systems of forced labour existing in the world today; one as punishment for holding certain political views and the other for important economic purposes. The Soviet Union and its satellites were found by the Committee to be the chief offenders. The issue was discussed at the eighth session of the General Assembly in 1953 where a warm exchange took place principally between the Soviet Union and the United States on the existence of forced labour in the Soviet bloc countries. The matter was also considered by ECOSOC in April 1954 and a resolution was passed which condemned systems of forced labour, appealed to all governments to examine their views and practices in this field and asked the ILO to continue its efforts to seek the abolition of forced labour.

In the debate during the General Assembly's session in 1954 the Soviet Representative avoided the issue by describing the general progress made by the Soviet Union since 1917. In reply the United States Representative pointed to the forced labour situation in Communist China, Albania and in the Soviet Union. The Canadian Representative expressed the concern of the Canadian Government regarding the existence of forced labour and emphasized the fact that the evidence contained in the *Ad Hoc* Committee's report had not been refuted. A resolution was passed, which Canada co-sponsored, similar to that adopted by ECOSOC in April 1954. The matter was also mentioned briefly at the tenth session. In November 1954 the Governing Body of the ILO placed this question on the agenda of the thirty-ninth International Labour Conference to be held in 1956 and drew up a list of points for submission to member governments of the ILO which would form the basis for a proposed new instrument on forced labour. It was pointed out that this would not prejudice the possibility of revising at some future date the Forced Labour Convention of 1930. In June 1955, the Governing Body established an independent *ad hoc* committee which will submit its conclusions to the Director-General for transmission to the Governing Body and for inclusion in his reports to the 1956 and 1957 sessions of the International Labour Conference.

## Refugees

The United Nations defines refugees as those persons who have left the country of their normal residence because of fear of persecution. With the termination of the activities of the International Refugee Organization in 1952, the Office of the United Nations High Commissioner for Refugees, created in 1950, became the principal United Nations body concerned with the refugee problem. The High Commissioner, Dr. G. J. van Heuven Goedhart, has under his mandate a total of 2,200,000 persons<sup>1</sup>; of these, however, 1,200,000 have been resettled in other countries while another 750,000 are more or less established in the countries of their first asylum. He is therefore primarily concerned with the remaining 250,000 in Europe and the Middle East, and 70,000 of these refugees are still living in camps. In addition, 14,000 refugees of European origin in China also come under his mandate.

The High Commissioner for Refugees is responsible for providing legal and political protection for refugees and for promoting permanent solutions to their problems. He does not engage directly in operational activities but aids refugees by providing voluntary agencies and governments with advice and funds to assist in carrying out such projects as housing, hospitalization and vocational training for refugees.

<sup>1</sup>He is not responsible for the Palestine Arab refugees whose welfare is the concern of the United Nations Relief and Works Agency for Palestine Refugees.



In his work the High Commissioner co-operates closely with the Intergovernmental Committee on European Migration (ICEM). This organization, of which Canada is a member, makes arrangements for the transportation of European migrants, some of whom are refugees, who could not otherwise be moved. In China, the High Commissioner and ICEM carry on a joint operation on behalf of those European refugees with whom contact can be established; the former is responsible for providing maintenance and emergency aid while the latter arranges, wherever possible, for their movement from China. In 1954 Canada contributed \$50,000 each to ICEM and to the High Commissioner for Refugees for their work in China, and again in 1955 gave a further \$50,000 for ICEM's work in China. The International Labour Organization, UNESCO, and the World Health Organization have also interested themselves in the welfare of refugees as have the Council of Europe and the Organization for European Economic Co-operation. The High Commissioner maintains close liaison with these bodies.

At the ninth session of the General Assembly in 1954, the High Commissioner for Refugees stressed the continuing seriousness of the refugee problem and proposed a four-year (1955-58) programme designed to achieve permanent solutions to the problems of refugees. The General Assembly authorized him to undertake this programme, the cost of which was provisionally estimated at \$16 million, and established a new United Nations Refugee Fund (UNREF) for the purpose. The Negotiating Committee for Extra-Budgetary Funds was asked to solicit \$4,200,000 from governments for the first year of the programme towards which the Canadian Government contributed \$125,000. Approximately three-quarters of the funds are to be used to finance projects leading to the integration of refugees in their present countries of residence, while about one-quarter of the funds will provide emergency aid for refugees. The first priority under the programme is to reduce the number of refugees living in camps in the Middle East.

At the tenth session of the General Assembly the High Commissioner drew attention to the fact that only about 50 per cent of the target amount of \$4,200,000 for 1955 had been received. The receipts were augmented however by \$1,000,000 in private contributions from the Netherlands which made possible the implementation of about 75 per cent of the projects approved for the first year of the programme. Many delegations, including that of Canada, expressed their disappointment at the lack of response from governments generally to the appeal for contributions. The General Assembly passed a resolution, which Canada supported, requesting the High Commissioner for Refugees to continue his work and urging governments to provide him with adequate financial support. A target figure of \$4,400,000 in contributions has been set for 1956 and the Canadian Government announced in November 1955 that, subject to Parliamentary approval, it will contribute a further \$125,000.

During the discussion of the High Commissioner's report the Soviet bloc reiterated their view, expressed at previous sessions, that the High Commissioner had failed in his duty to promote the repatriation of refugees to their countries of origin. In reply, the High Commissioner pointed out that his Office had always allowed the refugees to choose freely between repatriation, resettlement in another country, and integration in the country of asylum. He stated that in recent years only a very limited number of refugees had chosen repatriation.

Through the efforts of the High Commissioner, acting in co-operation with governments and voluntary agencies, projects were approved during 1955 which will assist approximately 6,000 refugees. Under the emergency aid



programme about 3,000 refugees are currently receiving medical care, supplementary feeding and other material help; in the sphere of permanent solutions 321 "difficult cases" have been or will shortly be settled in institutions and 583 families will be moving into new housing units very soon.

### Statelessness

At its sixth session in 1954, the International Law Commission took up again<sup>1</sup> the question of statelessness and reconsidered two alternate draft Conventions, one on the elimination of future statelessness, and the other on the reduction of future statelessness. Some articles of the Conventions were revised on the basis of comments received from governments<sup>2</sup>. From the comments received it appeared that some governments preferred the Convention on the reduction of future statelessness, but as others expressed no preference, the International Law Commission decided to submit both draft Conventions to the General Assembly.

Discussion of these drafts in the Legal Committee centred on the preliminary question of what procedure the General Assembly should adopt in dealing with them. There was a debate on the general principles underlying the Conventions, but little on the substance of the Conventions. The majority of states appeared to favour, in principle, the draft Convention on the reduction of statelessness. There was, however, no great enthusiasm for either draft, presumably because the provisions of both Conventions were at variance with the existing legislation of member states.

In 1954 the General Assembly adopted a resolution, by a vote of 36 in favour (including Canada), 7 against, with 11 abstentions, which requested the Secretary-General to convene a conference to conclude a convention for the reduction or elimination of future statelessness as soon as at least 20 states indicate their willingness to participate. By the end of 1955, only 13 states (Belgium, Denmark, El Salvador, France, Federal Republic of Germany, Israel, Lebanon, Monaco, Netherlands, Spain, Sweden, Switzerland, and Yugoslavia) had signified a willingness to attend a conference.

Meanwhile, in accordance with a recommendation made by the Economic and Social Council<sup>3</sup>, a conference was held in September 1954, to draft a Convention on the Status of Stateless Persons. At the tenth session of the General Assembly in 1955, a number of delegations commended the work of the United Nations Conference on the Status of Stateless Persons and asked that the General Assembly take note of the work of the Conference and of the adoption and opening for signature of this Convention on September 28, 1954. A draft resolution was submitted jointly by Costa Rica, Denmark, El Salvador, the Netherlands and Norway in which the Secretary-General was requested "to invite any non-member of the United Nations which had not been invited to attend the Conference on the Status of Stateless Persons but which is, or hereafter becomes, a member of any Specialized Agency or is, or hereafter becomes, a party to the Statute of the International Court of Justice, to accede to the Convention". The draft resolution also expressed the hope that governments would "take prompt action for the early ratification of, or accession to, the Convention". The Third Committee adopted this draft resolution by 22 in favour, 0 against, with 19 abstentions (including Canada). The resolution was subsequently adopted in plenary without discussion by 33 in favour, 0 against, with 23 abstentions (including Canada). The possibility of Canadian accession is at present under study.

<sup>1</sup>See *Canada and the United Nations 1953-54*, p. 53.

<sup>2</sup>General Assembly document A/2456, pp. 27-29.

<sup>3</sup>See *Canada and the United Nations 1953-54*, p. 53.



## Draft Covenants on Human Rights

The Commission on Human Rights, one of the functional commissions of the Economic and Social Council, decided at its second session in December 1947 that the task of drawing up an International Bill of Human Rights should be carried out in three stages: a "Declaration", a "Covenant", and "Measures of Implementation". On December 10, 1948, the General Assembly completed the first stage<sup>1</sup> when it adopted by a vote of 48 in favour, 0 against, with 8 abstentions (Byelorussian S.S.R., Czechoslovakia, Poland, Saudi Arabia, Ukrainian S.S.R., Union of South Africa, U.S.S.R., Yugoslavia), a Universal Declaration of Human Rights; December 10 is now known throughout the world as Human Rights Day.

The General Assembly then requested ECOSOC and the Commission on Human Rights to start on the second stage and prepare a draft covenant. The Commission devoted six sessions, from 1949 to 1954, to the preparation of the covenant; the work on the covenant has been divided into two parts—a draft covenant on civil and political rights, and a draft covenant on economic, social and cultural rights. All members of the United Nations were invited to submit their comments on these two draft covenants<sup>2</sup> which in 1954 were sent by ECOSOC to the General Assembly.

The General Assembly decided there should be a first reading of the two draft covenants at its ninth session in 1954. The first reading was to start with a general debate and be followed by detailed consideration of the articles of the covenants. Because of the length of the general debate, the remaining meetings of the Third (Social, Humanitarian and Cultural) Committee were limited to the submission of amendments. A detailed examination of the articles of the two covenants was begun at the tenth session of the General Assembly in 1955. The Third Committee approved the preamble, subject to final review, and postponed a final decision on Article 2 until all of Part III of each covenant has been considered. The Third Committee approved, over the objections and the negative votes of 12 countries (including Canada), a section on self-determination which is to become Article 1 of both covenants. The vote on this self-determination section included 13 abstentions as well as 12 negative votes. The Canadian view was that self-determination is a collective, rather than an individual, right, and therefore has no place in an international instrument dealing with individual rights<sup>3</sup>. While the examination of the draft covenants is to be resumed at the eleventh session of the General Assembly, it will probably not be completed for some years to come.

## Draft Convention on the Nationality of Married Women

The idea of a draft convention on the nationality of married women was first proposed in a resolution of ECOSOC in 1949<sup>4</sup>. The purpose of the Convention is to eliminate conflicts in law arising out of provisions regarding the loss or acquisition of nationality by women as a result of marriage, the dissolution of marriage, or the change of nationality by the husband during marriage. The Commission on the Status of Women was largely responsible for preparing the draft Convention, after the International Law Commission had notified ECOSOC in 1953 that it could not consider the nationality of married women separately from the general problem of nationality and state-

<sup>1</sup>See *Canada and the United Nations 1948*, pp. 90-91.

<sup>2</sup>See *Canada and the United Nations 1953-54*, pp. 46-48, 49-50.

<sup>3</sup>For further details concerning the Canadian view on self-determination, see "Self-Determination of Peoples and Nations" below, pp. 55-57.

<sup>4</sup>ECOSOC resolution 242C (IX). See also *Canada and the United Nations 1953-54*, p. 62.



lessness, and that it could not confine itself to drafting the text of a convention embodying principles which it had not itself studied and approved.

At its ninth session in March 1955, the Commission on the Status of Women decided to recommend the adoption of a preamble and three substantive articles which took into account the comments of those member states under whose laws no alien has an absolute right to acquire their nationality. This text, together with eight procedural articles (i.e. final clauses) and proposed amendments thereto, were considered by ECOSOC at its twentieth session. The Council subsequently recommended<sup>1</sup> to the General Assembly that an international Convention on the Nationality of Married Women be adopted, and submitted for the Assembly's consideration the preamble and substantive articles proposed by the Commission on the Status of Women, and also the draft procedural articles proposed by the Cuban Delegation.

The debate at the tenth session of the General Assembly was for the most part concerned with the scope and substance of the preamble and the substantive Articles 1, 2 and 3 of the draft Convention. A majority of the Third (Social, Humanitarian and Cultural) Committee was satisfied with the text proposed by the Commission on the Status of Women, but some delegations which supported the underlying principle of the Convention had reservations concerning the proposed texts. The only basic opposition to the draft Convention came from the United States, Turkey and Afghanistan. The United States' view was that the nationality of married women should not be singled out from the general context of national laws but should be referred to the International Law Commission for study in connection with the problem of nationality and statelessness as a whole. United States criticism of the draft Convention itself was that it did not provide for the full equality of rights proclaimed in the Universal Declaration of Human Rights and the United Nations Charter. In rebuttal of the United States arguments, many delegations pointed out that the International Law Commission had decided that it could not comply immediately with ECOSOC's request to draft a Convention on this subject and that in view of its heavy agenda the Commission was unlikely to deal in the near future with the general subject of nationality. These delegations contended that the problem of the nationality of married women was sufficiently urgent to justify making it the subject of a special convention without further delay. The simplicity of the text of the draft Convention, its basis in Article 15 of the Universal Declaration of Human Rights, and the long and thorough study given to it by the Commission on the Status of Women, were cited in its favour. It was also pointed out that ECOSOC had circulated two successive texts to governments for comments and that these comments had been carefully considered by the Commission on the Status of Women before recommending the present text for adoption.

While some delegations regretted the limited scope of the convention, which passes over problems arising from mixed marriages (e.g. nationality of children, conflicts of law on divorce and inheritance), other delegations expressed the view that the draft Convention would not prejudice the solution of these related problems by the International Law Commission or other United Nations bodies. The United Kingdom Delegation claimed that the Convention would serve two useful purposes: it would afford married women the right expressed in Article 15 of the Universal Declaration of Human Rights by providing that the wife's nationality should not be conditional on that of her husband; and it would remove some of the difficulties experienced by a woman married to a national of another country by ensuring more consistency in nationality laws.

<sup>1</sup>ECOSOC resolution 587 E (XX).



An oral, procedural proposal by the United Kingdom Delegation to refer the eight procedural articles to the Sixth (Legal) Committee for consideration at the current session was adopted by 32 in favour (including Canada), 3 against, with 9 abstentions. In the Third Committee, Canada voted for the preamble and the three Articles individually and for the resolution as a whole. The final vote was 35 in favour, 3 against (Afghanistan, Turkey, United States), with 13 abstentions. No vote was taken on the procedural Articles 4-11 pending an examination of them by the Sixth Committee. The General Assembly, in plenary session, adopted without discussion a proposal that it "take note of the preamble and the first three Articles of the draft Convention and decide to place this item on the provisional agenda of the eleventh session".

Before casting Canada's vote in favour of the three articles and preamble, the Canadian Representative, Mrs. J. Houck, stated that the Canadian position was one of general approval of the text of the draft Convention as submitted by ECOSOC. While the Canadian Government had initially believed that this was a matter which could more appropriately be considered by the International Law Commission in the context of its broader study, it had come to the conclusion that the nationality of married women could be dealt with separately from the general question of nationality.

### **Advisory Services in the Field of Human Rights**

At its twentieth session the Economic and Social Council approved a resolution, proposed by the United States Delegation in the Human Rights Commission, authorizing the Secretary-General to provide advisory services with respect to any subject in the field of human rights, including the rights enumerated in the Universal Declaration on Human Rights and in the draft International Covenants on Human Rights. These advisory services, which would include the services of experts, fellowships, scholarships and seminars, would be consolidated with the Technical Assistance Programmes already approved by the General Assembly "relating to the promotion and safeguarding of the rights of women, the eradication of discrimination and the protection of minorities, as well as to the promotion of freedom of information".

In the Third (Social, Humanitarian and Cultural) Committee during the 1955 General Assembly, the United States Delegation spoke at length in support of the resolution. They considered that the United Nations should be ready to provide advisory services to governments that wished to have them, since the promotion of human rights was one of the main purposes of the organization. They emphasized that the draft resolution was a rational consolidation of a number of existing resolutions authorizing assistance in various aspects of human rights and would, furthermore, fill some gaps. As to the value of assistance in human rights they argued that, among other things, the proposed programme would provide opportunities for exchanging information and experience concerning the solution of a variety of problems in this field. They also pointed out that the advisory services to be established would constitute a self-contained programme and would not have any detrimental effect on existing technical assistance programmes.

A number of delegations, including Australia, Canada, Sweden and the United Kingdom, expressed doubts concerning the value of the proposed programme, pointing out that few governments had taken advantage of advisory services already available under the various resolutions which the ECOSOC draft resolution attempted to consolidate. These delegations also doubted whether in fact the programme would further the cause of human rights



since in their view what was needed was not mere technical knowledge but a willingness on the part of governments to take action to promote and safeguard human rights. It was moreover the Canadian view that the adoption of the resolution might lead to duplication of effort in the field of technical assistance at a time when consideration was already being given to the amalgamation of the United Nations Technical Assistance Administration activities for economic development, social welfare and public administration. However, on hearing the more detailed exposition of the purposes of the programme by the United States Delegate and having obtained the acceptance of a Canadian amendment, the Canadian Delegation voted for the resolution. The amendment, which was approved by a vote of 50 in favour, 0 against, with 3 abstentions, ensures a review of the usefulness of the programme after a three-year trial period through the submission by ECOSOC to the 1958 General Assembly of a report containing an evaluation of the projects carried out and recommendations concerning the future of the programme. In the meantime, at its twenty-first session, ECOSOC will consider the detailed proposals of the Secretary-General for the implementation of the programme. The Committee adopted the resolution, as amended, by a vote of 50 in favour, 0 against, with 4 abstentions; and the General Assembly in plenary approved it by 51 in favour, 0 against, with 5 abstentions (Australia, France, New Zealand, Sweden and the United Kingdom).

### Freedom of Information

The Economic and Social Council and the General Assembly continued in 1955 the examination of this question which has been discussed by various organs of the United Nations almost continuously since 1946<sup>1</sup>.

At its session in April 1955, ECOSOC had before it a number of freedom of information reports and studies prepared by the Secretary-General in consultation with some of the Specialized Agencies, professional associations and information enterprises, and with the assistance of governments of member states. The most important of these reports and studies dealt with the promotion among news personnel of a wider knowledge of the United Nations and of international affairs; the principles and practices involving censorship of news despatches; the legal aspects of the rights and responsibilities of information media; the problem of protecting sources of information of news personnel; and the public and private information monopolies.

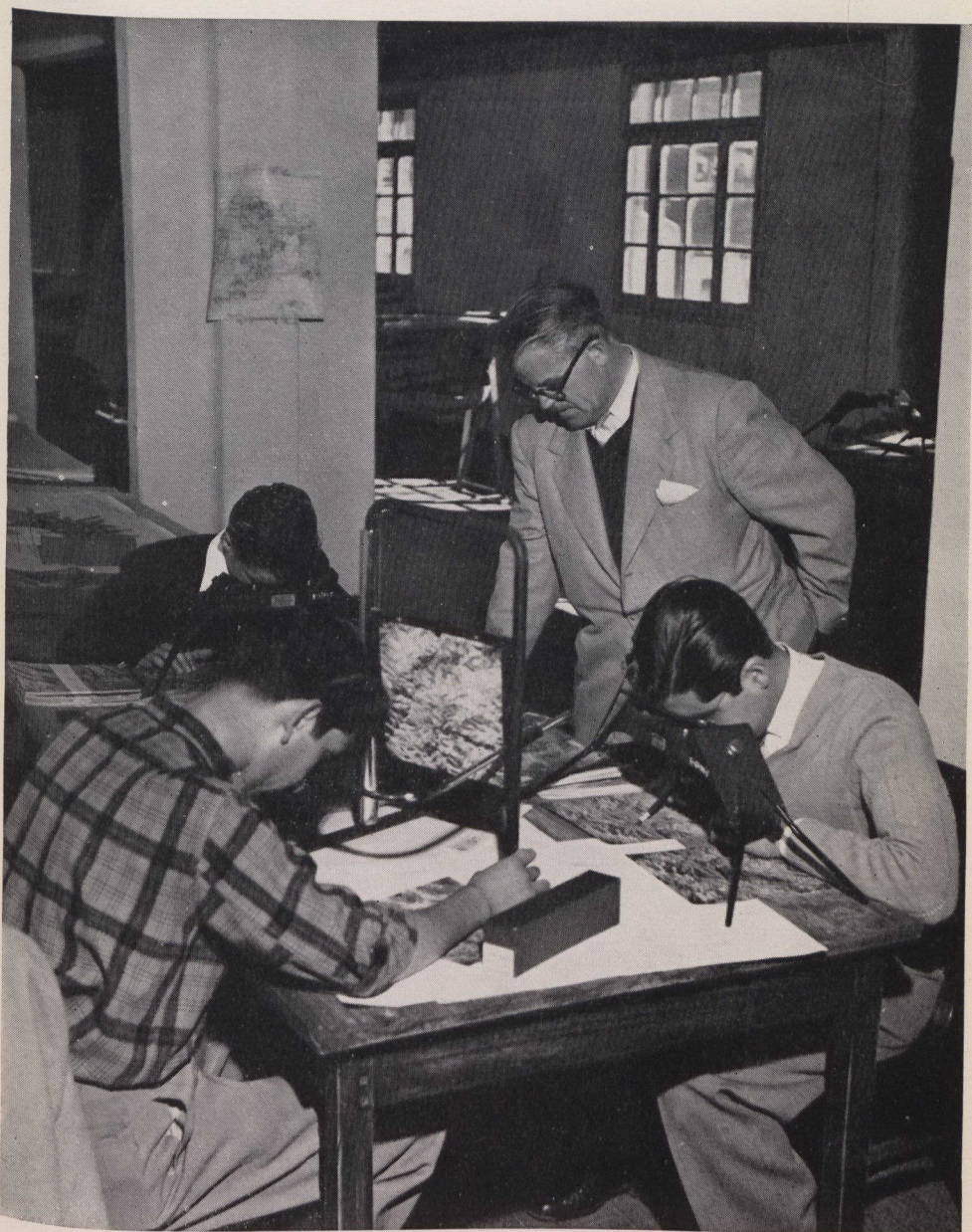
A resolution<sup>2</sup> adopted by ECOSOC at its nineteenth session in 1955, requested the Secretary-General to prepare the way for a programme to promote freedom of information by providing services such as experts, fellowships and seminars, and to include in his budget estimates for 1956 an analysis of the estimated costs of such a programme; the Council urged the General Assembly to include in its regular 1956 budget sufficient money to provide for the implementation of the programme, and invited the Secretary-General to report to the Council at its twenty-first session in April 1956.

In another resolution adopted during its nineteenth session, ECOSOC urged all states to cease the practice of censoring outgoing news despatches during peacetime, and to assist the unrestricted transmission of news by telecommunication services, as requested at the Buenos Aires Plenipotentiary Telecommunication Conference; ECOSOC also requested the Secretary-General to transmit the study on the legal aspects of the rights and responsibilities of information media to appropriate information enterprises and

<sup>1</sup>See *Canada and the United Nations 1953-54*, pp. 45-46.

<sup>2</sup>ECOSOC resolution 574 A (XIX).





—United Nations

Checking aerial photographs and transferring details to maps, this team of Mexican experts explores the forest wealth of its own country. Standing in the background is George H. Bernier, of Canada, who acts as technical adviser. Mr. Bernier was sent to assist Mexico by the Food and Agriculture Organization of the United Nations.







professional associations for their information; and ECOSOC discussed again the draft Convention on Freedom of Information which has been studied in the Council and the General Assembly since 1948. While some members of the Council thought that a positive recommendation for future action on the draft Convention should be made by the Council, the majority concluded that further action just now would be unprofitable; therefore ECOSOC finally recommended that the General Assembly consider the draft Convention at its twelfth session in 1957 in the hope that conditions would be more favourable then. ECOSOC asked the governments of member states and of non-member states which belong to the Specialized Agencies to inform the Secretary-General of information media in their territories, of existing measures and plans for the development of these media, and of any difficulties which they encountered in implementing such plans. The Council then asked the Secretary-General to make an analysis of the information and recommendations received from governments, since this would help the Council to draw up a programme of action for the development of information enterprises of under-developed countries. The Council studied the need for more information about the work of the United Nations and its Specialized Agencies and expressed the belief that a further development of United Nations Information Centres could contribute to the enlightenment of public opinion in all countries. The Council requested the Secretary-General to examine this problem and to present a report with his recommendations to the Council's session in April 1956.

The General Assembly in 1955 did not discuss in detail any of the specific proposals made by the Economic and Social Council on this subject of freedom of information, though the Assembly did give support to the Council's recommendations for a programme of technical assistance in the field of freedom of information by adopting a resolution calling for a programme of "Advisory Services in the Field of Human Rights". The resolution approving this programme included a proviso suggested by the Canadian Delegation, that ECOSOC should submit to the General Assembly at its 1958 session an evaluation of the projects carried out under this programme of advisory services, together with recommendations concerning the future of the programme.

The question of freedom of information will again be examined at the twenty-first session of ECOSOC in April 1956, when the Council will continue its study of all aspects of this complex problem, and will consider a report by the Secretary-General on developments under Council resolution 574A<sup>1</sup>.

### **Self-Determination of Peoples and Nations**

In 1954, at its eighteenth session, the Economic and Social Council examined two draft resolutions on "self-determination" submitted to it by the Commission on Human Rights<sup>2</sup>, and decided to return them to the Commission for reconsideration in the light of the Council's discussions. The first resolution recommended the establishment of a special commission "to conduct a survey of the status of the permanent sovereignty of peoples and nations over their natural wealth and resources", describing it as a "basic constituent of the right of self-determination"; the other resolution recommended the establishment of a second commission which would "examine any situation resulting from alleged denial or inadequate realization of the right of self-determination" and would also "provide its good offices for the peaceful rectification of any situation it is required to examine".

<sup>1</sup>See above, p. 54.

<sup>2</sup>See *Canada and the United Nations 1953-54*, pp. 49-50.



At the ninth session of the General Assembly in 1954, ECOSOC's decision was criticized by a number of delegations since they believed the resolutions should have been transmitted to the Assembly. As a result, a resolution was approved by 41 votes in favour, 11 against (Western European and Commonwealth countries), with 3 abstentions (Canada, Chile and Mexico), requesting the Commission on Human Rights to "complete its recommendations", and also requesting that the Council transmit them to the tenth session of the General Assembly. While making clear Canada's adherence to the concept of self-determination, the Canadian Representative expressed strong doubts as to the propriety of the General Assembly addressing itself directly to a Commission which reports to the Economic and Social Council, a procedure which could be held to affect the Council's position and status.

The Human Rights Commission, at its eleventh session in 1954, voted again, with only minor changes, in favour of the two draft resolutions proposing the establishment of the commissions mentioned above, and the two resolutions were submitted by ECOSOC to the tenth session of the General Assembly, together with a third draft resolution originated by the Council itself. This alternative resolution, proposed by the United States, reflected the view of a majority of the governments represented on the Council that the concept of self-determination should be more fully studied before any decision was taken to set up new machinery to speed the realization of "the right of self-determination" proclaimed by the Soviet bloc and Arab, Asian and Latin American countries in the United Nations. The alternative resolution provided for the establishment of an *ad hoc* commission of five persons to be appointed by the Secretary-General "to conduct a thorough study of the concept of self-determination".

These recommendations of ECOSOC and of its Commission on Human Rights are closely related to Article 1 of the Draft International Covenants on Human Rights, which attempts, in accordance with the wishes of a majority of the member governments, to formulate the concept of self-determination as a collective right of "peoples" and "nations".

As a result of a prolonged debate on the question of self-determination in the context of Article 1 of the Draft Covenants, the Third (Social, Humanitarian and Cultural) Committee had no time left during the 1955 session of the General Assembly for a thorough discussion of the related item entitled "Recommendations concerning International Respect for the Right of Peoples and Nations to Self-determination". A proposal by the delegate of Afghanistan that consideration of the item be postponed to the eleventh session of the General Assembly was accordingly adopted without opposition.

The Canadian view is that unqualified acceptance of self-determination as a "right" would lead to serious difficulties in the absence of any generally agreed criteria for applying the principle (which in itself is open to varying interpretations). Speaking in the Third Committee, the Canadian Representative summed up the position as follows: "It seems to us that the very notion of who is entitled to self-determination and what it means—or when and how it should be asserted—is still too loose, too vague, to be defined with the desirable accuracy. In these circumstances, we find it impossible to declare our unreserved acceptance of self-determination, either as a right or as a principle". He went on to say: "While we believe that the United Nations can and should help to solve this problem, we do not delude ourselves that our organization will have the final word. We do not forget that the organization is based on the principle of 'the sovereign equality of all its members' and that in matters of such fundamental importance as 'the principle of equal rights and self-determination of peoples and nation' there can be no really effective action



without the consent of all the parties concerned. We do not look upon 'self-determination' as a new idea because, as we see it, many countries, including our own, owe their existence to the practical application over a period of time of this very idea. That is why we can have no objection to its application in the future—under generally approved safeguards."

## Functional Commissions of the Economic and Social Council

At the end of December 1955 there were eight functional commissions of ECOSOC; these were the Transport and Communications, Statistical, Population, Social, Status of Women, Human Rights, Narcotic Drugs, and International Commodity Trade<sup>1</sup> Commissions. ECOSOC, at its eighteenth session in 1954, decided to discontinue the Fiscal Commission, and the new International Commodity Trade Commission began its work in January 1955. Of the eight functional commissions, Canada was a member of the following four: Statistical (until December 31, 1959); Population (until December 31, 1956); Narcotic Drugs (indefinite term); and International Commodity Trade (until December 31, 1956). Canada was represented at meetings of the commissions of which it is a member, but the Statistical Commission held no sessions during the period under review (its sessions are held in the spring of even-numbered years<sup>2</sup>).

### Transport and Communications Commission

The Transport and Communications Commission held its seventh session from February 7-15, 1955 and reviewed a number of questions of importance. It received the report of the Committee of Experts on the Transport of Dangerous Goods which included detailed recommendations about the classification, listing and labelling of dangerous goods, the shipping documents for these goods, and procedures to be followed in working out uniform regulations concerning their packing. The report was then referred to the Economic and Social Council and circulated to member states by the Secretary-General of the United Nations with a request for comments; when a sufficient number of replies have been received the Committee of Experts will be reconvened and asked to make final recommendations for the eighth session of the Commission which will meet early in 1957.

The Commission was informed by the Secretariat of developments since its sixth session on subjects which it had previously considered including regional improvement of inland transport, the unification of maritime tonnage measurement, co-ordination of the activities of the Specialized Agencies in the field of transport and communications and the collection of transport statistics. It went on to deal with two matters pertaining to road transport,—the draft Protocol on a Uniform System of Road Signs and Signals, and the report of a Committee of Experts on the establishment of minimum uniform regulations for the licensing of motor vehicle drivers. ECOSOC was asked to recommend to governments that they consider the provisions of the draft Protocol as recommended practices when revising their systems of road signs and signals while the recommendations on licensing of drivers were referred to member governments for comment. There was also discussion of the question of passports and frontier formalities and of discrimination in transport insurance.

<sup>1</sup>See "International Commodity Trade" above, p. 40.

<sup>2</sup>For the pattern of meetings of these functional commissions which was adopted experimentally by ECOSOC, see *Canada and the United Nations 1953-54*, pp. 61-62.



Following the recommendation of ECOSOC<sup>1</sup>, a renewed effort was made to secure the 21 ratifications needed to bring into force the Convention on the Intergovernmental Maritime Consultative Organization, signed on March 6, 1948. At the end of 1955, however, three ratifications were still required before the first assembly of this Organization could be convoked and a Secretary-General elected. The Danish, Norwegian and Swedish Governments proposed to the seventh session of the Transport and Communications Commission a number of amendments to the IMCO Convention limiting the scope of the Organization to safety and technical nautical questions; the Commission rejected these proposals by a vote of 6 to 1. In its report to ECOSOC, the Commission drew attention to the continuing desirability of early ratification of the Convention. The seventeenth session of ECOSOC approved a resolution inviting the Secretary-General to pursue his consultations with the governments of those eligible states which have not so far ratified the Convention with a view to hastening its coming into force.

### **Population Commission**

Canada has been closely connected with the work of the Population Commission since it was set up in 1947 by the Economic and Social Council. At its eighth session, which was held in New York in March of 1955, a Canadian was elected Chairman of the Commission.

The work of the Commission occupies an important place in the activities of the United Nations looking towards economic and social development. The Commission has pointed out that "the resolution of the problems confronting countries in their endeavour to raise levels of living depends upon the prior provision of adequate population information, without which sound economic and social policies cannot be formulated and without which technical and financial assistance cannot be efficiently utilized". It accordingly arranged priorities for future activities with increasing emphasis on projects relevant to development.

Canada has been able to make a special contribution in the technical field of preparation of standards for the population censuses to be taken around 1960. Other future work for the Commission on projects already initiated include population estimates and forecasts, evaluation of national population statistics, the study of inter-relationship of demographic, economic and social factors in Mysore State (in which pioneer survey methods are being applied in co-operation with the Government of India), a study of the size and composition of the labour force in its relation to population trends and some projects in immigration and emigration.

### **Social Commission**

At its tenth annual session, held in New York in May 1955, the Social Commission approved for submission to the Economic and Social Council a resolution on the Report on International Definition and Measurement of Standards and Levels of Living, which it had examined in conjunction with the recommendations of the Statistical Commission. It submitted resolutions on the principles of community development; on the training of welfare personnel; on the financing of housing and community improvement programmes; and on an international survey of programmes of social development. It also adopted a programme of work covering its project for the years 1955, 1956 and 1957. In conformity with resolution 566 (XIX) of the Economic and

<sup>1</sup>See *Canada and the United Nations 1953-54*, p. 60.



Social Council, originating in the Commission on the Status of Women, it invited a representative of the latter Commission to participate without vote in its deliberations when questions of direct concern to the Commission on the Status of Women were on the agenda.

### **Commission on the Status of Women**

During its ninth annual session held in New York in March 1955, the Commission on the Status of Women made financial provision for sending representatives to sessions of the Commission on Human Rights and the Social Commission. Its meetings were devoted mainly to the examination of resolutions for submission to the Economic and Social Council concerning the political rights of women, equal pay for equal work, the status of women in private law, the Draft Convention on the Nationality of Married Women<sup>1</sup>, and economic and educational opportunities for women.

### **Commission on Human Rights**

The Commission on Human Rights held its eleventh annual session in Geneva in April 1955. With its report to the Economic and Social Council it submitted draft resolutions on a number of subjects, including "Human Rights Technical Assistance"<sup>2</sup>; self-determination<sup>3</sup>; discrimination in immigration, emigration and travel; the *Year Book on Human Rights*; and the work of the sub-commission on Prevention of Discrimination and Protection of Minorities. The Commission on Human Rights transmitted to the sub-commission the final act of the Conference of Non-governmental Organizations Interested in the Eradication of Prejudice and Discrimination, which was held in April 1955. Meetings of the Commission were attended by representatives of some of the Specialized Agencies, the Office of the High Commissioner for Refugees, the Council of Europe, a number of Non-Governmental Organizations and the Commission on the Status of Women.

At its seventh session in January 1955 in New York, the sub-commission on Prevention of Discrimination and Protection of Minorities examined 63 confidential communications alleging discrimination on the grounds of religion, race, language and other ethnical grounds, sex, and political grounds. It examined the progress of its studies on educational discrimination and discrimination in the field of employment and occupation.

### **Commission on Narcotic Drugs**

The United Nations Commission on Narcotic Drugs at its tenth session in April and May of 1955, held a general review of the course of the illicit traffic in narcotics with respect both to individual drugs and the situation in a number of particular countries. The Commission devoted special attention to the question of the origin of narcotic drugs seized in illicit traffic, agreed to the establishment of a United Nations Laboratory at Geneva and invited governments to carry out their own examination of samples seized in the illicit traffic in conjunction with the Laboratory. The Secretary-General was authorized to arrange for the examination of opium samples and to report the findings to the government submitting the sample and to the government of the country of origin as indicated by the test. The Commission commended the work of the Canadian Food and Drug Directorate in establishing that the

<sup>1</sup>See "Draft Convention on the Nationality of Married Women" above, pp. 51-53.

<sup>2</sup>See "Advisory Services in the Field of Human Rights" above, pp. 53-54.

<sup>3</sup>See "Self-Determination of Peoples and Nations", above, pp. 55-57.



geographical origin of seized samples of opium can be determined by scientific methods<sup>1</sup>.

Consideration was given to means for the more effective control of the illicit traffic in cannabis, heroin and coca leaf. The Commission also favoured the prohibition of the production and use of such synthetic narcotics as were not indispensable to public health; however, the Economic and Social Council later decided to take no action on this proposal pending further study of the question. The Commission gave priority to the continuing task of drafting a single convention providing for the international control of narcotic drugs.

### **World Calendar Reform**

In 1954, at its eighteenth session, the Economic and Social Council discussed a communication from the Delegation of India advocating consideration of a plan for the reform of the Gregorian Calendar. Under this plan, proposed by the World Calendar Association, the whole world would adopt on January 1, 1956 a new, fixed, uniform and invariable calendar according to which days and dates always agree from year to year, holidays are permanently fixed and all statistics compiled on the basis of a month or a quarter are numerically comparable with one another.

After considering the matter, the Council requested the Secretary-General to invite the governments of members and non-members of the United Nations to furnish their views on calendar reform early in 1955 so that the matter could be considered again by the Council at its resumed nineteenth session. Before answering the Secretary-General's enquiry, the Canadian Government considered the representations made to it by a number of private groups within the country: some of these urged adoption of calendar reform; most of the others expressed opposition on religious grounds to any plan which annually breaks the continuity of the week and makes the Sabbath a movable day. Having taken into account both of these points of view the Canadian Government informed the Secretary-General that it had come to the conclusion that a study, under the auspices of the Economic and Social Council, of the possibilities of calendar reform might prove useful but did not wish at this time to support or commit itself to any specific reform.

Having received only 30 replies (most of them unfavourable to calendar reform) by the time of its nineteenth session, the Economic and Social Council decided to postpone consideration of the question until its twenty-first session.

### **Non-Governmental Organizations**

During the past 18 months, the Economic and Social Council regularly reviewed its consultative relations with non-governmental organizations<sup>2</sup> which furnish expert information to the Council within their fields of competence.

The Committee on Non-Governmental Organizations met during the sessions of the Council to consider applications for consultative status, or applications for a revision of the type of status, and to hold hearings. Many organizations submitted written statements to the Council or its commissions, and some made statements before the Council on sessional agenda items. The Council granted consultative status in category B to the International Bar Association; the International Commission on Irrigation and Drainage; the International Council for Building Research, Studies and Documentation; the

<sup>1</sup>See *External Affairs*, Monthly Bulletin of the Department of External Affairs, November 1955, pp. 289-293.  
<sup>2</sup>See Appendix III for a list of these organizations and an explanation of the categories of status.



International Federation of Women Lawyers; the Junior Chamber International; the League of Red Cross Societies; the International Statistical Institute; the International Union of Public Transport; and the Société belge d'études et d'expansion (Belgium).

The World Veterans Federation was granted consultative status in category A. This was the first time a non-governmental organization in category B had been raised to category A status. To mark the occasion the Council asked the former President of France, M. Vincent Auriol, who is the honorary President of the World Veterans Federation, to make a short address.

There was less acrimonious debate in the Committee on Non-Governmental Organizations than in earlier years. The Representatives of the U.S.S.R. and Czechoslovakia made statements concerning the International Organization of Journalists, the International Association of Democratic Lawyers, the World Federation of Democratic Youth and the Fédération Internationale des Résistants, all communist-dominated groups whose applications for consultative status, or a change in status, together with the applications of a number of other organizations were rejected. The W.F.D.Y. had had category B status until 1950, when it was demoted and transferred to the Register. The I.A.D.L. and I.O.J. also had category B status withdrawn in 1950. All three bodies had subsequently applied more than once for reinstatement but the applications had been refused. Only the Chinese Representative replied to the Soviet criticism; other representatives preferring to express their decision simply in the vote, since the question had been discussed at great length on previous occasions.

### **Question of Co-ordination and Relations with the Specialized Agencies**

The Economic and Social Council in 1955 departed from its previous practice of considering under separate items the reports of the Specialized Agencies, the Administrative Committee on Co-ordination, and other aspects of co-ordination, and instead made a general review of co-ordination relating to the economic, social and human rights programmes and activities as a whole. The Secretary-General noted changes in emphasis in the activities of the United Nations family as a whole, and illustrated the development of co-ordination under the auspices of the Administrative Committee on Co-ordination (ACC). Progress had been made in planning co-ordination as well as in the execution of plans. The machinery for consultation and co-operation was under constant scrutiny and the Secretary-General said that there seemed little need for further formulation of principles but greater need for the fullest application of the principles already established.

ECOSOC studied ACC's seventeenth and eighteenth reports which dealt with the Expanded Programme of Technical Assistance and with programme co-ordination in the social field. In the ECOSOC discussion it was suggested that studies might be undertaken by ACC on any subject where a clearer picture was needed or on which work could only be effective if carried out by co-operative action between the United Nations and its Specialized Agencies; publications and studies should be reviewed to find out how useful they were; efforts to curtail low-priority activities should continue; action should be concentrated on major tasks from which the greatest benefit would be obtained from the limited resources available; the economic and social development of under-developed areas should remain one of ECOSOC's main tasks though



the needs of the more advanced countries should not be completely overlooked. It was also noted in the ECOSOC discussion that assistance given through the United Nations to under-developed areas was at times more acceptable than direct bilateral aid from a richer country. Concerning the promotion of world trade and the proposed establishment of an Organization for Trade Co-operation<sup>1</sup>, the Secretary-General felt that it would be premature to discuss the exact form of an international organization most appropriate for dealing with these problems, and it was necessary to recognize what had been built up over the past eight or nine years; that problems of world trade were an integral part of the responsibilities of the United Nations, and that review and co-ordination of work in this field, as in other economic areas, was essential.

During its twentieth session, ECOSOC approved unanimously a resolution sponsored by Argentina, France, the Netherlands, Norway, the United Kingdom and the United States which incorporated the main proposals brought out in the discussion and invited the Secretary-General, the subsidiary bodies of the Council and the Specialized Agencies to bear in mind that certain activities might better be undertaken by such bodies as universities, national, private or public institutions, or non-governmental organizations. The resolution recorded the view that the United Nations and the Specialized Agencies should try to reduce further the number, frequency and length of conferences and meetings. The resolution also drew attention again to an earlier resolution which called upon members "to take measures to ensure on the national level a co-ordinated policy of their delegations to the United Nations and to the different Specialized Agencies in order that full co-operation may be achieved between the organization and the Specialized Agencies". ECOSOC transmitted this resolution, together with the records of its debate, to the Specialized Agencies and drew the terms of the resolution to the attention of all the subsidiary bodies of ECOSOC. It also adopted unanimously a resolution which provided that, beginning with the members elected in 1955, the term of office of the members of the Population Commission, the Statistical Commission, the Social Commission and the Transport and Communications Commission should be four years, instead of three, to ensure that each member would be able to attend two of the biennial sessions of this group of commissions.

<sup>1</sup>See "International Machinery for Trade Co-operation" above, p. 41.



## IV SPECIALIZED AGENCIES

### Introduction

One of the commitments which states assumed when signing the Charter of the United Nations in 1945 was to work for "the conditions of stability and well-being which are necessary for peaceful and friendly relations among nations". Members of the United Nations undertook to promote "higher standards of living, full employment and conditions of economic and social progress and development; solutions of international economic, social, health and related problems; and international cultural and educational co-operation". In the ten years since the United Nations was established, ten Specialized Agencies have been the chief instruments through which member states have pooled their efforts and resources in seeking to attain these aims.

While ten Specialized Agencies are now in existence, and some details of the scope and variety of their work are given later in this section, it was envisaged, when the Charter was signed, that there would be 12 Specialized Agencies. The two which have not come into existence are the Intergovernmental Maritime Consultative Organization (IMCO), and the International Trade Organization (ITO). The former (IMCO)<sup>1</sup>, was designed to promote co-operation among governments in international shipping problems and it has not been established because its Convention has not been ratified by the required 21 nations, of which seven shall each have a total tonnage of not less than one million gross tons; Canada ratified the Convention on October 30, 1948, becoming the first country to do so; since then, 17 other countries have ratified—Argentina, France, Greece, the Netherlands, the United Kingdom, the United States, Australia, Belgium, Burma, Dominican Republic, Egypt, Haiti, Honduras, Ireland, Israel, Mexico and Switzerland—but three more ratifications are still required. The proposed charter of the International Trade Organization (ITO) has also not been ratified by the required number of countries; however, a somewhat less comprehensive set of rules for international trade has been applied since 1947 on a provisional basis by the Contracting Parties to the General Agreement on Tariffs and Trade (GATT)<sup>2</sup>. While the Contracting Parties to GATT do not operate as part of the United Nations, they use the services of the Secretariat of the Interim Commission for the International Trade Organization.

Canada has joined all ten of the Specialized Agencies now in existence and has tried to encourage and develop their programmes. In general, the position of the Canadian Government has been that the Specialized Agencies should plan their work according to priority of urgency and effectiveness; that they should not allow these programmes to grow beyond the extent of available resources; that they should co-ordinate their activities amongst themselves and with the United Nations; and that they should demonstrate techniques, give guidance and generally stimulate national efforts rather than engage themselves in direct operations.

By 1955, the Specialized Agencies had passed through the formative stage and were setting out on long-range programmes, each in its own field

<sup>1</sup>See *Canada and the United Nations 1948*, pp. 124-5, and also "Transport and Communications Commission" above, p. 57.

<sup>2</sup>See "International Machinery for Trade Co-operation" above, p. 41 and also *Canada and the United Nations 1951-52*, p. 108.



of endeavour; however, they have developed co-ordinating machinery as well as a number of co-operative undertakings<sup>1</sup>. The most important co-operative undertaking in which the Agencies take part is the United Nations Expanded Programme of Technical Assistance; in 80 countries and territories, seven of the Specialized Agencies assist the governments of the lands; more than 700 experts sent by the Specialized Agencies were at work in the field, and about 350 persons from under-developed areas were awarded fellowships for advanced training in special skills needed for the economic and social development of their countries.

The most serious problem encountered by many of the Specialized Agencies is that the responsibilities they have assumed are so vast, and the opportunities for useful work so numerous, that great difficulty is experienced in setting limits to and priorities for their programmes. This has had to be done however, since in the past few years there has been an unwillingness on the part of some members of the United Nations to supply yearly increases in the budgets of the Specialized Agencies<sup>2</sup>. Many countries, including Canada, have urged the Specialized Agencies to concentrate on those undertakings which will have the most significant and far-reaching results.

The work of the Specialized Agencies is extensive and complex, and is described in detail in the publications issued by each Agency. The account which follows gives only in summary form a survey of their activities for the 18 months under review.

### **International Labour Organization**

The International Labour Organization was established in 1919, primarily for the purpose of improving living and working conditions. Originally associated with the League of Nations at Geneva, in 1946 it became one of the Specialized Agencies of the United Nations. Among the specific objectives of the ILO are the establishment of fair wage practices; the regulation of hours and conditions of work; the recognition of the right of collective bargaining; the extension of workmen's compensation, sickness insurance, unemployment insurance, weekly rest and holidays with pay; protection against accidents and occupational diseases; equal remuneration for men and women for work of equal value; maternity protection and protection of children and young workers.

The constitution of the ILO contains unique provisions for "tripartite" participation by representatives of governments, employers and employees from its 70 member states. The ILO has three main organs: the Governing Body which is the executive council, consisting of 40 members (20 government, 10 employer and 10 worker members); the annual International Labour Conference or the policy making body and to which each member nation may send four delegates (2 government, 1 employer and 1 worker) plus technical advisers; and the International Labour Office, under a Director-General, with headquarters in Geneva, which is the permanent secretariat of ILO. Canada occupies one of the ten non-elective seats on the Governing Body reserved for the governments of the ten "states of chief industrial importance". Mr. A. H. Brown, Canadian Deputy Minister of Labour, was elected Chairman of the Governing Body for the year 1955-1956. Branch offices represent the ILO in various parts of the world, including a Canadian branch in Ottawa,

<sup>1</sup>See "Questions of Co-ordination and relations with the Specialized Agencies" above, p. 61 and also "Technical Assistance above, pp. 38-39.

<sup>2</sup>See "Cost of the United Nations and the Specialized Agencies" below, pp. 89-90.



and field offices have been set up in a number of under-developed areas to carry out technical assistance projects.

The ILO aims at promoting better standards of living and working conditions through the adoption by the International Labour Conference, after discussion at two consecutive sessions of the Conference, of Conventions and Recommendations. By the end of 1955 there were 104 Conventions and 100 Recommendations forming a broad international labour code gradually built up in 36 years. All Conventions are open to voluntary ratification by member countries, and ratification carries with it the obligation of bringing existing national laws and regulations into line with the specified standards of the Convention. Canada has ratified 18 Conventions, principally those concerning maritime matters but also others dealing with hours of work and weekly rest in industry, minimum wage-fixing machinery, statistics on hours of work, and employment service organization. Since Canada is a federal state and most labour matters are wholly or partly under provincial jurisdiction, there are obstacles in the way of the federal government ratifying many of the ILO Conventions. ILO Recommendations set forth general principles to guide governments in drafting legislation or regulations in particular labour fields.

The 38th session of the International Labour Conference held at Geneva in June 1955 was attended by tripartite delegations and advisers from 65 of the 70 member countries, and by tripartite observer delegations from 7 non-metropolitan territories. At this session<sup>1</sup> one new Convention was adopted, the 104th since the ILO was formed. This latest Convention urges the immediate abolition of penal sanctions for breaches of contract of employment, and the Canadian Government, employer and worker delegates all voted in favour of it. The 38th session also approved two Recommendations: one concerned the protection of migrant workers in under-developed countries and territories; the second Recommendation dealt with the vocational rehabilitation of the disabled.

The discussion in plenary session at the 1955 International Labour Conference centered on labour-management relations. The Honourable Milton Gregg, Minister of Labour for Canada, speaking in the debate said that "We are exploring more and more the factors that make for constructive employer-union relations, partly because we know they contribute to higher productivity, but, more important, because they are a desirable end in themselves. They help provide a more satisfactory industrial environment from the point of view of human aspirations and human needs. Mature industrial relations require a breadth of outlook sufficient to recognize and respect the other person's position, combined with a determination to hold strongly by basic principles. Their essence is a healthy spirit of give and take". In the course of the discussion Mr. David Morse, Director-General of the ILO, observed that within each country a healthy growth of co-operation between labour and management could contribute to strengthening the fabric of society as a whole, since this process was an everyday school of democracy in which men and women participated actively both individually and through their representatives in shaping the conditions of their life and of their work.

The Director-General informed the Conference that he had appointed a committee headed by Sir Arnold McNair, former President of the International Court of Justice, to conduct an enquiry into the extent of freedom of worker and employer organizations from government domination or control in each of the ILO's 70 member countries. The problem of seating worker and employer delegates from communist countries in ILO Conferences and committees had become acute since the re-entry of the U.S.S.R. and the entry of

<sup>1</sup>See *International Labour Review*, vol. LXXII, No. 4, October 1955, pp. 221-240.



Byelorussia and Ukraine into the ILO in 1954<sup>1</sup>. The employer delegates from Western countries objected to the appointment of employer representatives from communist countries to any of the ILO technical committees at the 38th International Labour Conference. However, a compromise solution was accepted by the Conference, over United States employer objection, and employer delegates from these communist countries were seated as deputy members without vote on the technical committees. The Canadian Government delegates voted in favour of this compromise, the Canadian employer delegate voted against, and the Canadian worker delegate abstained.

The 1955 Conference adopted a budget for 1956 totalling \$7,395,729, which represents an increase of \$650,533 over the 1955 budget. For 1955 Canada's net assessment was \$251,588, and for 1956 it will be \$235,021. This reduction in Canada's assessment was the result of the enlarged ILO membership.

The ILO has eight industrial committees which examine the problems of particular industries and Canada is a member of all of these. In the period July 1, 1954 to December 31, 1955, five of these committees met: the Iron and Steel Committee discussed supplementary pension plans and human relations; the Metal Trades Committee studied production and employment and practical methods of labour-management co-operation; the Chemical Industries Committee discussed productivity and problems of safety and hygiene; the Textiles Committee discussed productivity and labour-management relations; the Petroleum Committee met in Caracas, Venezuela, to discuss contract labour and human relations but adjourned in mid-session because of the expulsion from the country by the Venezuelan Government of the worker representative of the Governing Body.

Other ILO meetings during the period under review included a European Regional Conference; meetings of experts on family living studies, on conditions of work in the fishing industry, on the prevention and suppression of dust in mining, tunnelling and quarrying; a panel of the Correspondence Committee on occupational safety and health; an American regional meeting on co-operation; a Conference of Labour Statisticians; the Joint Maritime Commission; and four sessions of the Governing Body. Canadian delegates attended seven of these meetings.

In recent years the ILO has made a significant contribution to raising standards of living in under-developed member countries and increasing regional productivity through its technical assistance programme which has been carried forward in close co-operation with other Specialized Agencies of the United Nations. Canada has assisted in this programme by providing the ILO with experts in vocational training, social security and employment service organization, who have trained people in the under-developed countries. The ILO has also sent trainees from these countries to Canada for on-the-job training.

### World Health Organization

The World Health Organization, one of the largest of the Specialized Agencies of the United Nations, was established as a permanent body in 1948 and the first World Health Assembly met in Geneva in June of that year. The Organization<sup>2</sup> inherited the functions of all former international health organizations and took as its objective "the attainment by all peoples of the highest possible level of health". From 1945, Canada played an important part in

<sup>1</sup>See *Canada and the United Nations 1953-54*, p. 69.

<sup>2</sup>See *Canada and the United Nations 1953-54*, pp. 75-76.



preparatory meetings which planned the work and constitution of the future WHO. There are now 81 member states and 5 associate members in WHO. But membership is not a condition of assistance; WHO is prepared to give help wherever need exists.

For three years, from 1952 to 1955, Canada was entitled to designate a member of the WHO Executive Board composed of 18 persons chosen for their technical competence in the field of health. The Canadian member for this three-year period was Dr. P. E. Moore of the Department of National Health and Welfare, and it was he who led the Canadian Delegation to the eighth World Health Assembly held in Mexico City in May 1955.

During 1954 and 1955 WHO, often in co-operation with other international agencies, intensified its campaign against malaria and is now aiming at world-wide eradication of the disease. In more than 20 countries it is assisting with malaria control. The effects of the joint WHO and United Nations Children's Fund campaign against yaws and related diseases are beginning to be felt in many lands. In the past, millions of people have been crippled or weakened by these diseases which are all susceptible to treatment by penicillin. More than 16 million people have been examined and 5 million have been treated since the campaign against these diseases began in 1948. In this great effort, WHO has provided technical guidance and has set up demonstration and training projects as well as model clinics. In the fight against tuberculosis, WHO experts have provided the technical direction for BCG vaccinations in a number of countries. The Organization is helping with a cholera control project, with problems of environmental sanitation, as well as setting up mother and child health demonstration centres.

In the early days of WHO, many requests were received for supplies and equipment to combat diseases; recently there has been a definite trend away from requests of this kind towards requests for technical advice on all aspects of public health. This is a heartening sign since it shows that the resources of WHO are being utilized not so much for the temporary alleviation of health problems as for the strengthening of the permanent foundations of national health administrations. Another major concern is the education and training of health workers. In 1954 and 1955 about 40 per cent of WHO projects were related to the training of public health staff, including the training of nurses and midwives<sup>1</sup>.

The Canadian assessment for 1955 towards the work of WHO was \$300,280 and for 1956 will be approximately \$27,000 more. The budget for 1956 proposed by the Director-General of WHO is about \$11 million. This budget will not, of course, meet all the health needs of the world or even the most pressing needs of the under-developed areas. The 1956 budget reflects the amounts which member states are able or willing to contribute. As a result there is a continuous pressure on WHO to devise projects and methods which will yield the greatest improvement in health for the largest number of people in return for the least expenditure of funds.

Equally as important as Canada's participation in the yearly World Health Assembly, Canada's three-year term on the Executive Board, and the financial assessment which Canada pays, has been our contribution in terms of technical personnel who work on field projects, on advisory panels and on expert committees of WHO. Some of the WHO expert committees on which Canadians have served are those on nursing, biological standardization, health statistics and insecticides. More than 30 Canadian nurses are now taking part in various field projects in countries of South America, Africa and Asia and

<sup>1</sup>For further details, see the annual reports of the WHO Director-General, *The Work of WHO 1954*, *The Work of WHO 1955* published by WHO.



many more have completed similar assignments and returned to Canada. A number of doctors and other scientific personnel have also worked on WHO field projects.

Canada's membership in WHO does not mean that Canada gives much and gains nothing in return. WHO's programme is built around the principle that no country is without its health problems. While Canada is not faced with the serious health problems common to many of the less well developed areas of the world, problems such as malaria, yaws, tuberculosis, cholera, environmental sanitation and malnutrition, nevertheless there are other important fields where better health can be promoted in Canada. To mention only a few in which Canada has an increasing concern are accident prevention, rehabilitation of the physically disabled, prevention of mental illness, cancer and heart diseases. Canadian health planners and administrators are benefiting from the study of measures adopted by other countries and from WHO expert committee reports, monographs and technical bulletins on these subjects. Along with all countries, Canada benefits from WHO's epidemiological and statistical analysis of disease trends, and from the Organization's international sanitary regulations as well as its standards for biological and pharmaceutical products.

### Food and Agriculture Organization

The Food and Agriculture Organization (FAO) has, since 1945<sup>1</sup>, built up a Secretariat active in technical fields such as agriculture, fisheries, forestry, nutrition and economics. An economic intelligence service is meeting the need for better information on production, consumption, marketing and prices. An intensive effort is being made to try to solve the physical problems of increasing production and consumption. The Organization began in 1945 with 42 members (including Canada), and now has a membership of 72 countries.

Since FAO started administering the agricultural phases of the United Nations Expanded Programme of Technical Assistance in 1951, the Organization has sent experts of 45 nationalities to work on nearly 1,300 assignments in 50 countries. The thousandth expert engaged by FAO left for Iran in mid-September 1955. During 1955 some 500 experts were in the field, many of them undertaking their second and third assignments. Some 50 Canadian experts have been on technical assistance assignments since 1951, and during 1955 about 22 were in the field.

In addition to its regular activities, FAO, and particularly its Committee on Commodity Problems (CCP), has given much attention during the past 18 months to questions of disposal of surplus agricultural products. Consideration has been given to: (1) promotion of suitable methods of disposal on special terms for specified purposes, and particularly in aid of economic development, supplementary welfare distribution schemes, and emergency relief; (2) formulation of principles and guiding lines to be observed in surplus disposal programmes and transactions; and (3) organization of field missions to investigate the absorption possibilities of potential recipient countries.

Principles to be applied to surplus disposal were formulated by the CCP and endorsed by the Council of FAO; in brief, they envisaged: increasing consumption rather than restricting supplies; disposing of excess stock in an orderly manner so as to prevent sharp drops in prices; and avoiding harmful interference to normal patterns of production and trade. These were formally accepted by 37 FAO member nations and no FAO member notified the Organization's Director-General of its dissent or of any reservations. Canada

<sup>1</sup>See *Canada and the United Nations 1953-54*, pp. 72-75.



replied as follows: "The Canadian Government will take into account the general principles recommended by FAO in dealing with the disposal of agricultural surpluses".

The first pilot study on methods of surplus disposal was made by an FAO field mission in Egypt, with that Government's co-operation, in September 1954. This study investigated the problems met in utilizing dairy surpluses for a special nutritional welfare programme. In 1955, with the agreement and co-operation of the Government of India, a pilot study was made there on the possibilities of utilizing surpluses to assist in financing economic development projects, particularly those requiring an extensive use of labour.

The eighth session of the FAO Conference, which was held in Rome in the fall of 1955, reviewed the progress made and the problems which still need to be solved. The Conference recognized that despite the existence of some agricultural surpluses, efforts to increase production must be continued, but increases would have to be selective. The concept "selective expansion of production and consumption", first enunciated by the previous Conference in 1953, simply means that at a time when surpluses have developed in some areas and for some commodities, more account must be taken of what should be produced in larger quantities, and where, than in times of shortages. The eighth session of the Conference stressed the importance of increasing the efficiency of distribution and marketing in order to reduce consumer prices, and of ways to achieve greater flexibility of production so that the crops produced would more clearly correspond to changes in demand.

At the 1955 FAO Conference the seventy-second member, Tunisia, was admitted; a new Chairman of the Council, Mr. S. A. Hasnie of Pakistan, was elected to serve for two years; the constitution was amended, making it possible for non-self-governing territories to be admitted as associate members<sup>1</sup>; the Committee on Commodity Problems was enlarged from 20 to 24 members; and a CCP Consultative Sub-Committee on the Economic Aspects of Rice was set up. The Conference recommended that working parties be organized to review national price support policies and their impact on production, domestic and international trade; to review the extent to which the principles of surplus disposal are observed; and also to study any effects of surplus disposal programmes on special terms on the markets of other member countries.

The Conference also agreed to increase the budget for the regular programme for 1956 and 1957 over that of 1955. Besides approving the continuation and expansion of current programmes, it authorized a number of new activities. These will include, among others, a global survey of renewable agricultural resources in relation to both potential production and the needs of member countries; the compilation and distribution of information on the peaceful uses of atomic energy especially related to agriculture; and increased activity, in conjunction with UNICEF, in providing milk and improving child nutrition.

Canada continues to take an active part in the work of FAO. Canada's suggested contribution to the 1956 and 1957 budgets is 4.61 per cent of a \$6.6 million budget in 1956 and of a \$6.8 million budget in 1957. This is the fifth largest percentage contribution in a membership of 72 nations. Canada is a member of the Council and of the Committee on Commodity Problems. We also participate in the work of the CCP Consultative Sub-Committee on Surplus Disposal and in the work of its two working parties on butter and skim milk powder. A Canadian is a member of the Co-ordinating Committee which acts in an advisory capacity to the Director-General in reviewing

<sup>1</sup>The associate members will take part in the activities of FAO but will not have the right to vote or hold office.



annually the programme of work. Equally important is the work of the Canadian experts now in the field on FAO technical assistance assignments, for they are struggling with the age-old problems of ensuring that the land shall yield her increase.

### **United Nations Educational Scientific and Cultural Organization**

The eighth session of the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) was held in Montevideo, Uruguay, from November 11 to December 10, 1954. This was the first General Conference held since the entry of the U.S.S.R., the Ukraine and Byelorussia to the Organization. The return of Poland, Czechoslovakia and Hungary to active participation in 1954, after withdrawals in 1952 and 1953, brought the total membership to 72 nations.

There were three principal areas of achievement at the Conference. A more realistic attitude on the part of participants, both towards UNESCO, and towards the interests of member governments was apparent as the Organization approached universal membership. There was a spirit of compromise and conciliation which helped to resolve difficulties and produced a measure of general agreement that was remarkable in view of the wide range of UNESCO's programme and the variety of interests of the member states. Approval was given for a substantial increase in the programme of activities and in the budget provided to finance this programme.

Approval for increasing the size of the Executive Board from 20 to 22 members and altering its structure so that members will be responsible to governments, instead of being responsible only to the General Conference, should have the welcome effect of bringing the Organization closer to the governments that contribute to it.

The scope and diversity of UNESCO's programme has been a subject of constant debate since the Organization was founded in 1945. In the early years UNESCO's energies were directed towards post-war rehabilitation, but in 1948 it turned its attention to the task of eradicating ignorance and illiteracy. In 1952, the Director-General, Dr. Jaime Bodet, resigned when his programme and budget recommendations were not accepted. He was succeeded in 1953 by Dr. Luther Evans, one of whose first endeavours was to suggest a change in orientation<sup>1</sup>.

As a result, the 1954 General Conference was called upon to consider the recommendations of the Director-General and the Executive Board for remodelling the programme to provide for greater concentration on major projects, many of which are to be devoted to overcoming educational, scientific and cultural deficiencies in under-developed territories. The recommendations were unanimously approved with minor alterations, and it was agreed that priority should be given to the following programme areas: free and compulsory education at the primary level; fundamental education; racial, social and international tensions; mutual appreciation of eastern and western cultural values; and scientific research for the improvement of living conditions. It was recognized that 1955 and 1956 would be transitional years. No evaluation of the effect of the programme changes can therefore be made at present, at least not until the next session of the General Conference which is to open in New Delhi, India, in November 1956.

<sup>1</sup>See *Canada and the United Nations 1953-54*, pp. 76-77.

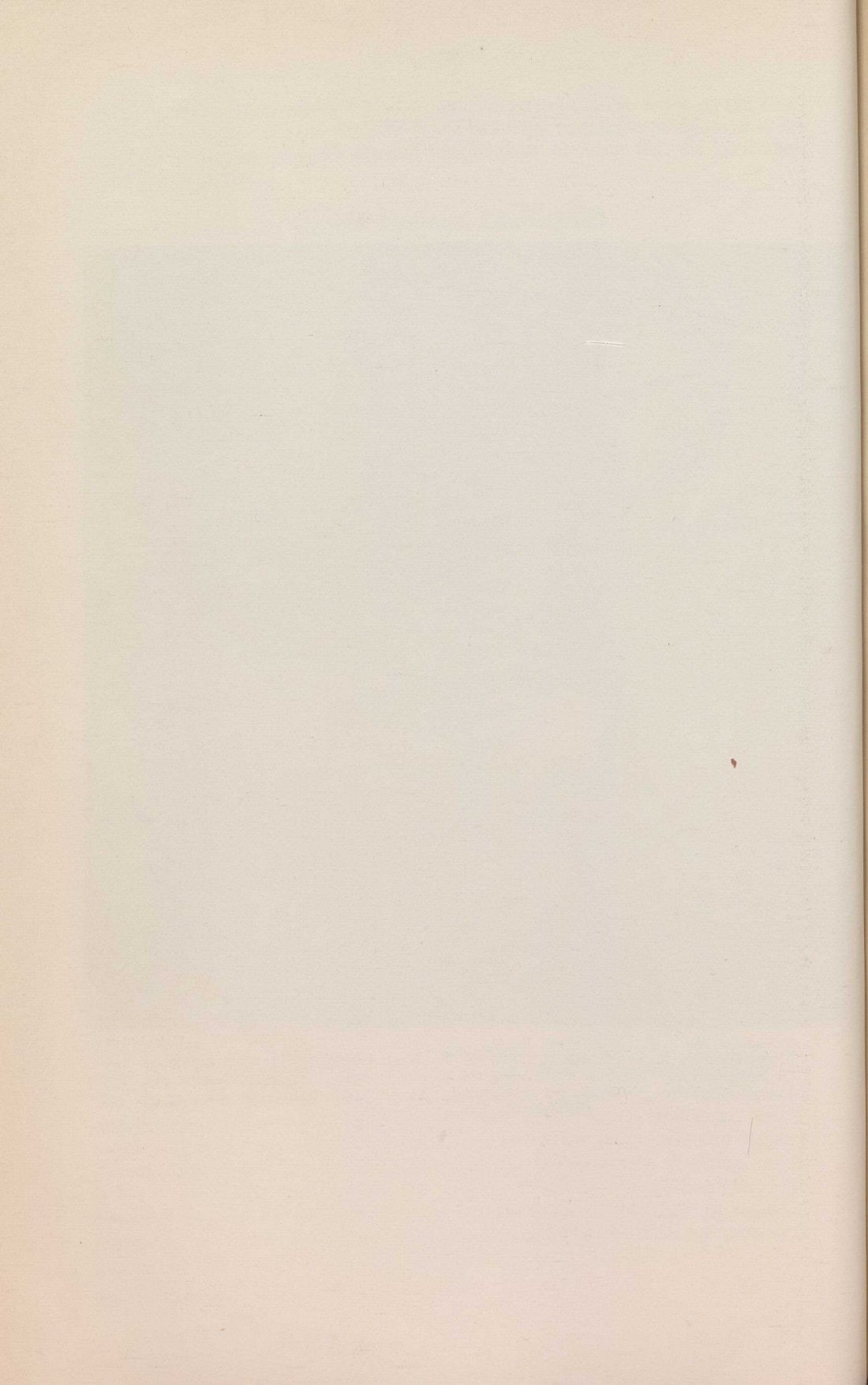




—United Nations

Major-General E. L. M. Burns, Chief of the United Nations Truce Supervision Organization in Palestine exchanges a few words with Mr. Selim Sarper, of Turkey, President of the Security Council for March 1955, before the opening of the Security Council meeting.







During the past 18 months Canada has played a part in a variety of the more important projects related to the UNESCO programme. This participation has been facilitated by the unflinching co-operation of non-governmental organizations and private persons throughout Canada interested in those matters which are the concern of UNESCO. In the field of education, which is a provincial matter, the part played by the Canadian Education Association, representing as it does the ten provincial departments of education, is invaluable. The National Conference of Canadian Universities has contributed helpful advice in matters relating to higher education, while the Canadian Teachers' Federation has rendered important assistance on questions concerning the teaching profession.

In support of the project on education for living in a world community, arrangements were made for Canadian attendance at the Paris meeting of experts on this subject. Subsequently, through the co-operation of the Canadian Education Association and the provincial department of education concerned, a Canadian school agreed to take part in the Scheme of Co-ordinated Experimental Activities in Education for Living in a World Community. The experiment, which will be undertaken in 1956, is for the purpose of testing the extent to which methods designed to promote international understanding among students are, in fact, successful.

The International Conference on Public Education sponsored jointly by UNESCO and the International Bureau of Education was held in Geneva in July 1955, and was attended by representatives of the Canadian Education Association and the Canadian Teachers' Federation. Three Canadians took part in the Meeting of Experts to promote international co-operation between film and television held in Tangier in September 1955.

The Canadian Association for Adult Education, as an international experiment, produced a special issue of its publication *Food for Thought*. In co-operation with UNESCO and with contributors from several countries, the November number was devoted to Education for International Understanding.

Contributions from Canada have been made to a variety of UNESCO publications or studies. The material provided has included a bibliography of education in Canada for *Education Abstracts*; an article for the Education Clearing House on the education of children in scattered and isolated areas; a listing of Canadian agencies for inclusion in the *World Handbook of Professional Organizations in Press, Films, Radio and Television*; a study of the improvement of textbooks and teaching materials as an aid to international understanding. In accordance with the aim to raise the level of science teaching throughout the world, information has been supplied for handbooks on science teaching, and the UNESCO *Science Teaching Newsletter* receives wide circulation in Canada. Material on school broadcasts was again made available to the UNESCO Documentation Centre which issues a semi-annual publication on this subject. Information was supplied on the influence on children of the press, cinema, radio and television for consideration at a meeting of experts to be held in 1956. A Canadian committee has continued to give attention to problems relating to the cultural integration of immigrants. The periodical review of UNESCO publications prepared by the UNESCO Publications Committee (Canada) continues to bring information about UNESCO to the Canadian public.

Exchanges of teachers and experts, and the granting of fellowships continue to be two of UNESCO's most important and valuable activities. Canada has participated in this part of the programme through several channels. Canadian educational and scientific experts have been assigned to UNESCO



missions or have accepted advisory positions in under-developed areas, while UNESCO trainees came to Canada in increased numbers.

At the 1955 conference on cultural relations, the Canadian representative was a member of the working group on Exchange of Persons. With the aid of UNESCO Youth Travel Grants, several Canadians travelled abroad to study or perform, while young people from other countries came to Canada under this scheme. Under a UNESCO plan for exchange of exhibitions, a travelling display of Australian aboriginal culture appeared in several Canadian museums.

Two UNESCO officials visited Canada in the course of 1955. A member of the Education Clearing House paid a brief visit in November and the head of the New York unit of the Division of Voluntary International Assistance met with the Canadian Committee for the UNESCO Gift Coupon Plan. A number of voluntary groups in this country have raised funds under the gift coupon scheme to provide educational supplies for designated projects in under-developed areas.

### **International Civil Aviation Organization**

The International Civil Aviation Organization (ICAO) came into existence as a permanent body in April 1947 when the Convention establishing it had been signed and ratified by 26 states. Its main objectives are the development of the principles and techniques of international air navigation and the encouragement of the planning and development of international air transport in such a way as to promote safety, efficiency, economy and the orderly growth of air services. The work of ICAO requires co-operation and consultation on technical matters and on questions of government policy arising out of the operation of commercial airlines.

The Organization is governed by an Assembly, composed of all members, which has hitherto met once a year to vote on the budget and to determine general policy, and a 21-member Council selected by the Assembly which meets as necessary in Montreal (the headquarters of the Organization) to carry out the directives of the Assembly, administer finances and supervise the work of the Organization. Canada has been represented on the Council since the establishment of the provisional organization in 1945. The Council is assisted by an Air Navigation Commission and four specialized committees. The membership of ICAO has continued to grow and with the admission of Ecuador, Laos and Vietnam has reached the total of 66.

The ninth session of the ICAO Assembly opened in Montreal on May 31, 1955 and lasted for two weeks. Although it was not one of the major sessions, the ninth was attended by representatives of 53 countries. The Chairman of the Canadian Delegation, Brigadier C. S. Booth, was elected President of the Assembly and Chairman of the Executive Committee. A number of important matters were dealt with, including approval of the admission of the Federal Republic of Germany to participation in the Convention on International Civil Aviation. The Assembly discussed ways of reducing the length of sessions of the Council as well as those of the Air Navigation Commission and the Air Transport Committee; it also considered a United Kingdom proposal to combine into one office of Director-General the present positions of President of the Council and Secretary-General, and put the ICAO Council on a non-permanent basis. Because of the importance of this United Kingdom proposal and the short notice prior to its introduction, the matter was referred to the tenth session which is to meet in Caracas on June 19, 1956.



Following the Conference on Co-ordination of Air Transport in Europe, held at Strasbourg in 1954, a further European Civil Aviation Conference met in Strasbourg under ICAO auspices from November 29 to December 16, 1955. The Conference was attended by 19 European countries while another nine countries, including Canada, sent observers. At the 1955 Conference there was discussion of the merits of establishing a regional European Civil Aviation Organization, but owing to divergent views among the principal countries in attendance no final decisions were taken. The Commission on Commercial Rights studied a draft multilateral agreement on non-scheduled services prepared by the ICAO secretariat, and some progress was made toward liberalization in this field; very little was accomplished, however, in the later discussion of scheduled services. The Strasbourg Conference also considered interchange of aircraft and agreed on the desirability of liberalization from a technical point of view, even though it was acknowledged that at present there were difficulties in achieving free interchange on a wide scale.

There have been a number of technical conferences during the period including the Third North Atlantic Regional Air Navigation Meeting in October 1954, and the Second Air Navigation Conference in August 1955, both in Montreal. The Conference requested member states to set up a system of reporting narrowly avoided collisions by aircraft in flight; recommended that the Organization revise its international standards to prohibit night flights in controlled airspace except under air traffic control from the ground; proposed an amendment to the international standards on rules of the air to bring under traffic control a number of flights now being made under visual flight rules; and recommended that visual flight rules be amended to increase minimum visibility requirements. The Second Air Navigation Conference also devised a new system of hand signals for landing guidance to helicopters.

A meeting of Medical Experts on Hearing and Visual Requirements was held in Paris on April 25, 1955. On September 6, 1955 a conference met at the Hague to prepare the Protocol amending the Warsaw Convention of October 12, 1929 for the Unification of Certain Rules Relating to International Carriage by Air. The principal change in this Convention was a doubling of the maximum liability of carriers in cases of injury or death.

On October 10, 1955 the fourth session of the Facilitation Division was opened at Manila followed on October 27 by the First Pacific Regional Air Navigation Meeting. The Facilitation Session reviewed the activities of the Organization and its members in flight facilitation and made a number of recommendations for simplification of flight and travel documents. The Pacific Regional Air Navigation Meeting, the first one encompassing the whole Pacific area, prepared a plan for the development of facilities and services over the next five years, including the provision of short and long distance aids and visual aids, as well as the improvement of airports, runways and landing systems in the light of the projected introduction of jet aircraft. After being considered by the Air Navigation Commission the plan and recommendations of the Pacific Regional Air Navigation Meeting will be referred to the ICAO Council and thence to member states for implementation. This Meeting in Manila was attended by representatives of WMO and ITU as well as private international organizations.

ICAO has continued to be responsible for a substantial contribution under the Expanded Programme of Technical Assistance and, up to the end of 1954, a total of 113 fellowships had been awarded in such fields as communications, airport management, aircraft maintenance, aeronautical meteorology and air traffic services; the year 1955 saw a considerable expansion over the previous year, with provision for over 50 ICAO fellowships. By the end of



1955, seven fellows had studied in Canada and two were still in training, while six Canadian experts were serving abroad.

At the end of 1955 Canada which had already signed the Convention, was ready to ratify the Convention on Damage Caused by Foreign Aircraft to Third Parties on the Surface, which opened for signature in Rome on October 7, 1952. The ratification was actually deposited on January 16, 1956 and Canada became the second signatory to ratify. The Convention will come into force when five signatories deposit their ratifications.

### **Universal Postal Union**

The Universal Postal Union, one of the oldest international organizations, was founded in Berne, Switzerland, in 1874 and with the admission of Monaco in October 1955 now has 95 members. Over the years the members of the UPU have concluded many international agreements and conventions which have increased the rapidity and efficiency of postal communications and provided a degree of uniformity in rates and in service throughout the world.

The Congress of the UPU which meets usually at intervals of five years, is the supreme authority of the Union with power to change the existing conventions and regulations; the Executive and Liaison Committee which is composed of 20 members elected by the Congress meets once a year in order to ensure continuity of the Union's work between Congresses; the International Bureau which is the secretariat of the organization is responsible for liaison, information and consultative work with postal authorities, acts as a clearing house for accounts and also arbitrates disputes between members. The last Congress of the Union was held in Brussels in 1952 and the next will be held in Ottawa in August 1957.

In October 1955, a Canadian Delegation attended the Seventh Congress of the Postal Union of the Americas and Spain held in Bogota, Colombia; this is a regional organization of the UPU composed of the United States, Canada, Spain and the Latin American countries.

### **International Telecommunications Union**

The International Telecommunication Union (ITU), which was organized in its present form by the Atlantic City Convention of October 2, 1947, is the direct successor of the various international bodies which since 1865 have been concerned with the regulation of telegraph, telephone and radio services throughout the world. Its purposes are to expand international co-operation in the improvement and rational use of telecommunications; to promote the development and efficient allocation of technical facilities; to allocate the radio frequency spectrum and register radio frequency assignments with a view to avoiding interference between the radio stations of different countries; to encourage the establishment of low rates for telecommunications service; and to promote the adoption of measures for ensuring the safety of life through the use of such services. Canada was a party to the Berlin Radio-Telegraph Convention of 1906 and has been associated ever since with the international bodies operating in this field.

The supreme organ of ITU is the Plenipotentiary Conference which meets once every five years to study the report of the Administrative Council on the activities of the Union. The Plenipotentiary Conference elects the Council for the next five years, adopts a budget, and considers possible revision of the Convention. The last Conference, at which 90 countries and



territories were represented<sup>1</sup>, was held in Buenos Aires in 1952 and carried out an extensive revision of the Atlantic City Convention. The Buenos Aires Convention came into force on January 1, 1954 for those countries ratifying it. Canada ratified the Convention on June 23, 1954. During the last 18 months a number of other countries have ratified it, but by the end of 1955 only about one-half the participants at the Buenos Aires Plenipotentiary Conference had completed the process of ratification.

Between Conferences the affairs of ITU are supervised by the Administrative Council, meeting annually. Subordinate to the Council are the Secretariat and the International Frequency Registration Board (IFRB), both of which are permanently established at Geneva, and three International Consultative Committees on Telegraph, Telephone and Radio which meet usually every three years.

The last meeting of the Administrative Council took place at Geneva in April 1955, and approved a proposal for amalgamation of the present Telegraph and Telephone Committees into a new International Telegraph and Telephone Consultative Committee (CCIT). The duties of the new Committee will be to study "technical, operating and tariff questions relating to telegraphy, facsimile and telephony and to issue appropriate recommendations on them". The Council received the reports of the various subordinate bodies and approved their budgets for the coming year; it also reviewed the progress of the IFRB in implementing the Atlantic City Table of Frequency Allocations and decided not to set a date for the final phase of this operation. The Council noted that the programme for the Maritime Mobile Service is now in its last phase of implementation, while that for the Aeronautical Mobile Service is well advanced on international air routes and covers about 60 per cent of domestic air routes.

During the period 1954-55 the Union continued to play an active though relatively small part in the Expanded Programme of Technical Assistance. During 1954 the ITU sent 14 experts to seven countries while 12 fellows were received for training in member countries.

### World Meteorological Organization

The International Meteorological Organization was founded in 1878 and, as the World Meteorological Organization (WMO), became the youngest of the Specialized Agencies of the United Nations on December 20, 1951, when an agreement between WMO and the United Nations became effective<sup>2</sup>. WMO now has a membership of 58 states and 24 non-sovereign territories which maintain their own weather services. The Organization's headquarters are at Geneva. Canada was one of the original members, ratifying the convention on July 12, 1950. Dr. Andrew Thompson, C.M.G. of the Canadian Meteorological Service is President of Regional Association IV (North and Central America).

The purposes of WMO are: to facilitate co-operation among various meteorological services; to promote the establishment and maintenance of systems for the rapid exchange of weather information; to promote standardization of meteorological observations and to ensure the uniform publication of observations and statistics; to further the application of meteorology in such fields as aviation, shipping and agriculture; and to encourage and assist in co-ordinating the international aspects of research and training in meteorology.

<sup>1</sup>According to the ITU method of listing, which differs somewhat from that of the United Nations

<sup>2</sup>See *Canada and the United Nations 1953-54*, pp. 71-72.



The Second Congress of WMO met in Geneva from April 14 to May 13, 1955. It reviewed the workings of the Organization from the time of the First Congress in 1951 when the programmes of the various constituent bodies had been initiated. The various technical commissions had each prepared draft regulations in their special fields, and the Congress completed the revision of these drafts into a uniform code of regulations. Arrangements were made to publish a World Climatological Atlas, a World Meteorological Bibliography and a number of guides to practice in fields of meteorology; steps were taken to promote the co-operation of WMO with other organizations in dealing with problems of water resource development and problems of the arid zones and humid tropics. An attempt was made to have the metric system and the centigrade degree adopted as the standard units in meteorology, but when this was found to be unacceptable to many countries, a compromise resolution was adopted favouring the metric system but recognizing that sweeping change was not at present practical. Provision was also made for some expansion of the secretariat in keeping with the increasing volume of work being undertaken by the Organization.

Prior to the opening of the Congress in April 1955, the Executive Committee of WMO held its sixth session. There was discussion of the future development of the secretariat; whether the secretariat should be primarily a technical, administrative body assisting the other constituent bodies of WMO or whether it should take over substantial parts of the work now performed by technical commissions. It was decided not to recommend any substantial change in the allocation of responsibilities at the present time.

Although WMO has no funds of its own for technical assistance, it provides aid to under-developed nations through the United Nations Expanded Programme of Technical Assistance. During 1954, WMO expended a grant of approximately \$97,000; it was estimated that in 1955 \$185,000 would be used. Technical assistance in meteorology is required by a number of countries; some need advice in the initial establishment of a weather service; others require training facilities for experts in special fields connected with aviation or hydrology; yet other under-developed countries wish to receive expert weather advice for local officials who already have the necessary basic training. In 1955, grants totalling \$27,200 were made in the North American region to the Dominican Republic, Haiti and Nicaragua for training personnel who are making a study of the application of wind power and for organizing a meteorological service. During 1955, 16 countries were scheduled to receive assistance. Nineteen meteorological experts were appointed to visit under-developed countries and 18 fellowships were given to citizens of these countries for study abroad. The year 1955 was the first for some time when there were no fellows from under-developed nations receiving meteorological instruction in Canada.

## **The International Bank for Reconstruction and Development and the International Monetary Fund**

### **Introduction**

Following the 1944 Bretton Woods United Nations Monetary and Financial Conference, at which their respective Articles of Agreement were drawn up, the International Bank for Reconstruction and Development and the International Monetary Fund came into being in December 1945. The principal function of the International Bank is to assist in the economic development of its member countries. This it does through the extension of loans for de-



velopment purposes where private capital is not available on reasonable terms, through the stimulation of private international investment and through the provision of technical assistance. The loans of the International Bank are made from its own capital resources and from the proceeds of its borrowings in the financial markets of the world.

The Fund provides machinery for international consultation and collaboration on monetary, payments and exchange problems. Among its purposes are the promotion of exchange stability, the elimination of exchange restrictions, the establishment of a multilateral system of current payments, and the expansion and balanced growth of international trade. Under certain conditions member countries may draw on the resources of the Fund to assist in dealing appropriately with temporary balance of payments difficulties and for other purposes consistent with the Fund's Articles of Agreement, including support for the introduction or maintenance of convertibility.

### **Membership in the Bank and Fund**

As of December 31, 1955, 58 countries were members of the International Bank and International Monetary Fund. During the preceding 18 months, the membership of both institutions was increased by the admission of Israel, Afghanistan and Korea. Czechoslovakia ceased to be a member of both the Bank and Fund on December 31, 1954.

With the admission of Israel, Afghanistan and Korea and the withdrawal of Czechoslovakia, the subscribed capital of the International Bank stood on September 30, 1955, at \$9,050 million and the total quotas of the Fund at \$8,750 million.

### **Canadian Representation in the Bank and Fund**

On July 22, 1954 the Honourable Walter E. Harris, Minister of Finance, became Canadian Governor of both the Bank and the Fund in succession to the Honourable D. C. Abbott. Mr. G. F. Towers continued as Alternate Governor of the Fund until his retirement from the Bank of Canada, when he was replaced as Alternate Governor of the Fund by Mr. J. E. Coyne. Mr. A. F. W. Plumptre continued as the Canadian Alternate Governor of the Bank. Mr. Louis Rasminsky continued to be Executive Director for Canada of the Bank and the Fund, with Mr. J. H. Warren as his Alternate for both institutions.

### **Financial Activities and Resources of the Bank**

In the 12-month period ending June 30, 1955, 20 loans for development purposes were made in 14 countries, totalling the equivalent of \$410 million, as compared with \$324 million equivalent in the previous year. The Bank's lending in the year 1954-55 was greater than in any previous year of its operation. From its inception to mid-1955, the Bank had made loans in the aggregate of \$2,274 million (after deducting cancellations and refunding), of which \$1,680 million had been disbursed.

The desire of private investors to acquire portions of the Bank's loans was an outstanding feature of the year's activities. Increasingly, the Bank has been able to sell the obligations of its borrowers, and without its guarantee. Private banks have to a growing extent been participating in the Bank's loans when they are made. Such participation has taken the form of purchases of early loan maturities. Recently, insurance companies have begun to purchase loan maturities running up to ten years. A new development during the year was



Bank lending to Belgium and Norway in conjunction with borrowing by these countries in the New York capital market. These developments, as well as the Bank's own borrowings in various financial markets, represent a real measure of success in the Bank's efforts to stimulate private international investment.

During the past year, funds available for lending by the Bank have been increased by the capital subscriptions of new members, by further releases of the 18 per cent local currency capital subscriptions of a number of countries, by the repayment of outstanding loans, by the proceeds of new bond issues in various countries, and by income. Since June 30, 1954, Austria, Peru and the United Kingdom have agreed, subject to certain restrictions, to the release for lending purposes of amounts totalling the equivalent of \$10.5 million from their 18 per cent capital subscriptions. Canada and the United States remain the only two member countries which have made the whole of their original 18 per cent subscription freely available for lending and relending.

During the year, bond issues of the Bank were sold in Canada, the United Kingdom, the Netherlands and the United States. The Canadian issue, in April 1955, was in the amount of \$15 million (Canadian). The bonds were for ten years, bearing interest at  $3\frac{1}{4}$  per cent. This was the Bank's third borrowing operation in Canada.

During the year ending June 30, 1955, the Bank redeemed approximately \$13 million of its bonds. The net addition to the Bank's resources as the result of bond issues and redemptions was \$75 million. In addition, the Bank called for payment on August 1, 1955, the \$13.6 million (Canadian) balance outstanding on the 4 per cent, ten-year bonds issued in Canada in 1952.

### **Technical Assistance Activities of the Bank**

Three economic survey missions were organized during the period under review: a general survey mission to Jordan; a mission to recommend a long-range agricultural development programme for Colombia; and a mission to assist the newly organized Autonomous Regional Corporation of the Cauca Valley, Colombia, to formulate a development programme for that region. Reports on the economic development of Nigeria, Syria and Malaya were transmitted to the governments concerned. A Bank mission visited Japan in the summer of 1954 to study the Japanese agricultural programme and to make recommendations for that Government's use in developing future agricultural policy.

The Bank mission reports have been useful to member governments in many ways and in a number of instances have served generally as a framework for the planning of economic development. For example, the Governments of Jamaica, British Guiana and Surinam have adopted development programmes substantially along the lines of the mission reports. The report of the mission to Ceylon resulted in the establishment, with the assistance of the Bank and of the United Nations Technical Assistance Administration, of the Ceylon Institute of Scientific and Industrial Research. A number of specific actions have been undertaken in Nigeria to implement mission recommendations.

The Bank has continued to provide technical assistance to member countries in various ways not directly related to loan applications. Special representatives of the Bank have been stationed in a number of member countries and staff members have undertaken special assignments to advise various governments including, among others, Brazil, British Honduras, Ceylon, Ecuador, Ethiopia, Iran, Israel, Lebanon, Mexico and Nicaragua, on various aspects of economic development. As in the past, the Bank has assisted in finding suitable



candidates for economic, finance and technical posts in a number of member countries.

During the year the Bank continued to provide opportunities for trainees to work in the Bank to become familiar with its operations. In addition, the Bank announced on March 11, 1955, the establishment of an Economic Development Institute which will provide senior government officials with intensive training in the formulation of development policies and the organization and administration of development programmes. The first seminar of the Institute was held in January 1956.

The joint study by the Governments of India and Pakistan and the Bank of the problems of water distribution and supply in the Indus basin continued during the year. In June 1955, an agreement was announced between the two Governments concerning the allocation of available water during the water-short months of 1955. This interim agreement permits co-operative work to go forward on the longer range problems.

### **Technical Assistance Activities of the Fund**

During the 18-month period under review, the Fund has, on request, sent members of its staff to a number of member countries to provide technical assistance in relation to balance of payments and other financial problems. A number of comprehensive reports have been prepared on particular aspects of the economies of certain member countries. The Fund has continued its training programme which is planned to familiarize selected officials of member countries with the working and policies of the Fund. As of June 30, 1955, training was being given to 15 trainees from the following countries: Bolivia, Brazil, Ceylon, Colombia, Federal Republic of Germany, Greece, Haiti, Honduras, Indonesia, Iran, Iraq, Israel, Pakistan, Syria and Thailand.

### **Exchange Transactions of the International Monetary Fund**

During the year ending June 30, 1955, the international payments situation and the payment position of most Fund members was reasonably satisfactory and drawings on the Fund's resources amounted to only \$58.75 million (U.S.) equivalent compared with \$225.79 million (U.S.) equivalent in the previous 12 months.

The year was marked by the repayment in gold or dollars of large amounts of currencies purchased by member countries in earlier years, as well as by repurchases arising from improvement in the members' monetary reserves position, without any previous purchases from the Fund. Total repurchases during the year by 14 members amounted to the equivalent of \$259.14 million (U.S.). Since the Fund's inception, total sales of currencies by the Fund, including deutsche marks, Belgian francs and sterling as well as U.S. dollars, have amounted to the equivalent of \$1,207.70 million (U.S.). Of this amount, \$837.82 million (U.S.) has been repaid to the Fund either through repurchases by members that had drawn upon the Fund, or through drawings by other members of currencies of members that had purchased from the Fund. Canada has made no currency purchases from the Fund, nor has any country purchased any of the Fund's holdings of Canadian dollars.

During the year, no changes were announced in the Fund's policy on the use of its resources. As of June 30, 1955, stand-by arrangements were in effect with Belgium, Mexico and Peru. These are arrangements whereby a member is assured that upon request, and unless it has been declared ineligible, it will be permitted, during a fixed time period, to purchase currencies from



the Fund up to a stated amount, without further examination of its economic position.

In December 1954, the Fund's schedule of charges on purchases of exchange was reviewed and it was decided that the charges should continue without change until the next review.

#### **Article XIV Consultations**

Since 1952, the Fund has consulted annually with members continuing to maintain restrictions under the the postwar transitional arrangements provided for in Article XIV of the Agreement. These consultations are held to ascertain whether the balance of payments position and prospects of these countries is such as to justify the continued maintenance of exchange restrictions. At June 30, 1955, 45 member countries still maintained exchange restrictions under Article XIV. The consultations during the period under review indicated that further progress had been made by many countries in reducing restrictions and discrimination in their payments arrangements. In respect of a number of countries, the Fund, during its consultations, concluded that the position was such that a further relaxation of exchange restrictions would be feasible. In other cases, the Fund urged the reduction of multiple currency practices and discriminatory currency arrangements.

#### **Other Developments**

During the year, changes in par value were made with the agreement of the Fund by Nicaragua and Paraguay. In addition to changes effected during Article XIV consultations, Belgium-Luxembourg, Brazil, Chile, China (Taiwan), Colombia, Greece, Iran, Thailand and Yugoslavia consulted the Fund during the period about various modifications in their exchange systems. The Fund was also consulted about changes in the production subsidies which the Governments of Australia, Canada, and Colombia, pay to their gold producers.

In October 1954, the Fund's Executive Board determined that France, which on January 25, 1948, had been declared ineligible to use the Fund's resources, was again eligible to draw on the Fund.



## V

# DEPENDENT TERRITORIES

## Introduction

Dependent territories are of two types: non self-governing territories, and trust territories. There are more than 60 non-self-governing territories, and they are the subject of a declaration in Chapter XI (Article 73) of the Charter. Under this declaration, the member states administering the non-self-governing territories recognize that the interests of the inhabitants of the territories are paramount and accept "as a sacred trust" the obligation to promote their well-being. The administering states also ensure the economic and political advancement of the inhabitants, and guarantee just treatment and protection against abuses; they pledge to develop self-government and agree to transmit technical information on economic, social and educational conditions in the territories to the Secretary-General, "subject to such limitation as security and constitutional considerations may require". Chapter XI of the Charter did not establish a special body to deal with this incoming information, but the General Assembly has appointed a Committee on Information from Non-self-governing Territories which analyzes the information submitted and makes suggestions for improvements. Article 73 (e) of the Charter's Chapter XI which defines the obligation to transmit this information to the Secretary-General, does not mention any requirement to submit information on "political conditions" in the non-self-governing territories.

The 11 trust territories, some of them former mandated territories under the League of Nations, were placed by individual trusteeship agreements, under the Trusteeship Council which was established under Chapter XII of the Charter. The General Assembly approves the terms of the agreements between the United Nations and the individual administering powers, while the Trusteeship Council supervises the administration of these agreements. The functions of the Trusteeship Council include considering the reports of the administering authorities; examining petitions from the inhabitants of the trust territories; sending periodic visiting missions to the territories; and preparing questionnaires to guide the administering authorities in making their reports.

The General Assembly, in order to exercise its authority under the Charter, established the Fourth (Trusteeship) Committee which considers questions relating to both types of dependent territories: it deals with the report of the Trusteeship Council and other items relating to trust territories, and it also deals with any questions concerning the administration of non-self-governing territories. There is a conflict of views in the Committee on Information from Non-self-governing Territories, in the Trusteeship Council, in the Fourth Committee and in the General Assembly, between the administering states and the non-administering states, many of which have memories of being dependent territories themselves. The administering states believe they are fulfilling their obligations under Chapters XI, XII and XIII of the Charter in the way best suited to present conditions in the dependent territories; the non-administering states are anxious to hasten the achievement of independence of these territories and are critical not only of the rate of advance towards self-government and independence, but also, at times, of the sincerity of the administering powers in working towards those goals. The non-administering states have tended to emphasize the supremacy of the



General Assembly over the Trusteeship Council (in which the administering and the non-administering states have equal representation); they have also endeavoured to have the Committee on Information from Non-self-governing Territories exercise functions equivalent to those of the Trusteeship Council, by seeking to accord to that Committee power to examine and discuss political conditions in the non-self-governing territories.

Canada again took the position at the ninth and tenth sessions of the General Assembly that the Assembly should decide broad policy and leave to the Trusteeship Council a reasonable freedom of action in deciding matters of detail; concerning the Committee on Information from Non-self-governing Territories, Canada's view was that it should not be regarded as having the same functions as the Trusteeship Council since the Charter made a clear distinction between the two types of dependent territories.

## **Non-Self-Governing Territories<sup>1</sup>**

### **Report of the Committee on Information**

The Committee on Information from Non-self-governing Territories was established in 1949 as a subsidiary body of the General Assembly and was re-established in 1952 for a further period of three years. The Committee reported at the ninth session of the Assembly on economic conditions throughout the colonial and dependent territories within its purview, which now exceed 60 in number; at the tenth session the Committee presented another special report on existing social conditions in these dependencies. Both reports were adopted by the Assembly as supplements to the Committee's previous surveys in the same fields undertaken in 1951 and 1952. The first report stressed the need for stimulating the economic progress of the areas in order to raise the standard of living; the second dealt with labour conditions, race relations, and problems of nutrition and public health, to which the attention of the relevant United Nations Agencies was directed. Thus in the sixth year of its establishment, the Committee completed the second cycle of its reports to the General Assembly<sup>2</sup> on educational, economic and social conditions in areas administered by members of the United Nations.

### **Cessation of Transmission of Information**

The ninth session of the Assembly approved the decision by Denmark to cease transmitting information on Greenland which had become, by constitutional process, an integral part of the Danish realm. A proposal by the Netherlands to cease transmitting information on Surinam and the Netherlands Antilles (Curacao, Bonaire and Aruba), which the Netherlands had already put forward at the eighth session, was not endorsed by the Committee on the grounds that it required further information from the administering state. The Assembly approved, by a vote of 40 in favour, 12 against (including Canada), with 3 abstentions, a resolution outlining the necessity for agreed procedures to deal with further requests concerning the cessation of transmitting information to the Committee. Such procedures would include examination of the way in which self-determination was attained, and some evaluation of the opinion of the dependency's population on the proposed alteration in status. Canada voted against this resolution since it seemed a further attempt to equate the provisions of Chapter XI of the Charter with those of Chapter XII which apply to trust territories.

<sup>1</sup>See *Canada and the United Nations 1953-54*, p. 87.

<sup>2</sup>See *United Nations Review*, Vol. 2, No. 7, January 1956, pp. 19-24.



The tenth session of the General Assembly again considered the Netherlands' proposal for Surinam and the Netherlands Antilles; the Netherlands Government had, in the meantime, informed the Committee that the new status of Surinam and the Netherlands Antilles corresponded to the wishes of the population and that the transmission of information on these territories was no longer deemed necessary. After a protracted debate which centred on the competence of the General Assembly to decide when an administering power should cease transmitting information, the Assembly finally approved a composite resolution acknowledging that it was appropriate for the Netherlands to cease transmitting information; but the resolution also affirmed the General Assembly's competence "to decide whether or not a non-self-governing territory has attained the full measure of self-government referred to in Chapter XI of the Charter". Canada voted against the inclusion of this paragraph in the preamble of the resolution, and against reference to it in the operative paragraphs; in plenary session Canada voted for the resolution as a whole, which was adopted by a vote of 21 in favour, 10 against, with 33 abstentions<sup>1</sup>. The Canadian Representative referred with approval to the statement which the Netherlands Government had made in 1951 that both territories were in possession of full self-government so far as their internal affairs were concerned; in the light of that fact, the Canadian Delegation was gratified with the developments which had taken place during the intervening period, which had resulted in Surinam and the Netherlands Antilles emerging, of their own free will, as equal partners with the Netherlands in the Kingdom of the Netherlands. The Canadian view has always been that, since non-self-governing territories will normally advance towards self-government by stages, they will at a given time reach a stage at which the administering powers will no longer exercise effective practical control over the social, economic and educational matters on which information has hitherto been submitted. Therefore the administering powers are within their rights in making the decision themselves as to when they should cease to transmit information about territories under their control.

### **Community Development in Non-self-governing Territories**

A request from the Committee on Information for specific information from the administering states on methods and projects of community development which would contribute to balanced social and economic progress in their dependent territories was generally agreeable to most members of the General Assembly. However, the request provoked a lengthy debate in the Assembly because the Indian proposal incorporating the request implied an obligation on the part of the administering states to submit information to the Committee and could be regarded as holding the administering states accountable to the United Nations for the administration of their territories. A modified version of the Indian draft resolution was passed by the Assembly by a vote of 53 in favour (including Canada), 0 against, with 5 abstentions.

### **Educational Advancement**

The Secretary-General's report to the tenth session on the availability and use made of offers of study and training facilities for all levels of education in the administered areas was unanimously approved by the Assembly. This information had been requested at the previous session and is to be submitted regularly in future.

<sup>1</sup>See *United Nations Review*, Vol. 2, No. 7, January 1956, pp. 25-26.



## **Political Development**

Reasserting its interest in securing voluntary information on the political development of peoples in non-self-governing territories, the Assembly in 1954 noted that some members had not yet transmitted such information. Canada opposed this resolution since it was an extension of the competence of the Assembly beyond the established limits of economic, social and educational matters. A new resolution was introduced at the tenth session calling for the assistance of the Specialized Agencies in preparing a report for 1956 on the main aspects useful to the General Assembly in its proposed examination of the progress achieved by the non-self-governing territories under Chapter XI of the Charter; the vote on this resolution<sup>1</sup> was 45 in favour, 0 against, with 12 abstentions (including Canada).

## **Continuance of the Committee on Information**

The continuance of the Committee on Information from Non-self-governing Territories was the subject of a general debate at the 1955 session of the General Assembly. Some of the non-administering countries thought, as they did in 1952, that the Committee should be made a permanent body. This proposal was opposed by Belgium whose Delegation has not participated in recent sessions of the Committee. The Belgian Representative stated that his country was not ready to furnish the General Assembly with the means of exercising a form of supervision which was not sanctioned by Chapter XI of the Charter. The representative of the United Kingdom, in order to prevent further encroachments on the rights of administering countries by attempts at revising the Committee's terms of reference, agreed to continue to take part in the deliberations of the Committee only if it was re-established for a further three-year term, exactly on the same basis as before. By a vote of 54 in favour (including Canada), 1 against (Belgium), with 2 abstentions (the United Kingdom and South Africa), the Committee was re-established by the Assembly for another three-year period, i.e. until 1958, without any change in its original terms of reference.

## **Election of New Members**

Four non-administering members (India, Iraq, Venezuela, China) were elected to the Committee for a three-year term. These members, together with Burma, Guatemala and Peru will represent the seven non-administering countries on the Committee; the seven administering countries on the Committee are: Australia, Belgium (absent), France, the Netherlands, New Zealand, the United Kingdom, and the United States.

## **Trust Territories**

### **Sessions of the Trusteeship Council**

In the period under review, the Trusteeship Council held four sessions, the thirteenth and fourteenth in 1954, and the fifteenth and sixteenth in 1955, all at the United Nations headquarters in New York. The Council consists<sup>2</sup> of the member states which administer trust territories and of an equal number of non-administering states. Always included in the latter group are the two permanent members of the Security Council, the U.S.S.R. and China, which do not administer trust territories; the remainder are elected by the General

<sup>1</sup>Resolution 932 (X).

<sup>2</sup>See Appendix I.



Assembly. With its admission to the United Nations on December 14, 1955, Italy was automatically given a permanent seat, with voting rights, as the administering authority for the trust territory of Somaliland until the territory achieves independence in 1960. There are thus seven administering powers—Australia, Belgium, France, Italy, New Zealand, the United Kingdom and the United States. The elective non-administering seats are now filled for three-year terms by Haiti and India (until December 31, 1956), Guatemala, Syria and Burma (until December 31, 1958), the latter as a seventh non-administering power to balance Italy.

### Reports of the Trusteeship Council

The Council's eighth annual report to the General Assembly covered the work accomplished during the thirteenth and fourteenth sessions. During this time the Council carried out a study of political, economic, social and educational conditions in all the 11 trust territories, considered more than 425 petitions relating in the main to conditions in the territories in Africa; named a four-member mission, the seventh since the Council came into being in 1947, to visit and report on developments in the three trust territories of East Africa (Tanganyika, Ruanda-Urundi and Somaliland), and dealt with a number of specific questions referred to it by the General Assembly. Three major resolutions emerged from the debate at the ninth session of the General Assembly. The first noted with concern that no progress had been made in negotiations between the Governments of Ethiopia and Italy on the delimitation of the frontier between Somaliland under Italian administration and Ethiopia, and urged the two Governments to achieve a final settlement by direct negotiation. The Canadian Representative voted against a paragraph setting a time-limit to these negotiations, and abstained on the resolution as a whole on the grounds that it would be desirable to give the parties all the latitude possible and that the statements of both the Ethiopian Representative and the Italian observer gave reasons to hope that a solution would soon be reached. A second resolution<sup>1</sup> was designed to have the Council consider the question of the attainment of self-government or independence simultaneously with its regular and detailed appraisal of political, economic, social and educational developments. It reiterated the view of a majority in the Assembly that a time-limit should be set for the attainment of these objectives. Canada voted against this resolution in accordance with its practice of opposing resolutions which seem likely to prove impractical to apply or raise false hopes among the indigenous population. Predetermining a date for a territory's self-government or independence presents serious disadvantages and hazards; if set too early it might disrupt orderly and organic development; if set too late it might cause unnecessary delay. The Canadian Representative voted for a third resolution recommending measures for the financing of plans for economic development of Somaliland under Italian administration.

At its two sessions in 1955, the Council had before it reports for the year ending December 31, 1953 from the administering authorities, namely, from the United Kingdom on Tanganyika, on the Cameroons and on Togoland under British administration; from France on the Cameroons and on Togoland under French administration; from Australia on New Guinea and on Nauru; from the United States on the Pacific Island (Marshall, Caroline, Marianas); from New Zealand on Western Samoa; from Belgium on Ruanda-Urundi; and from Italy on Somaliland. All these reports were incorporated in the Council's report to the tenth session of the General Assembly. The Council dealt with a number of other questions referred to it by the Assembly:

<sup>1</sup>Resolution 858 (IX).



rural economic development of the trust territories; the dissemination of information in trust territories on the United Nations and on the International Trusteeship System; offers by member states of study and training facilities; and the more controversial items of administrative unions, Togoland unification, participation of indigenous inhabitants in the work of the Council, and the attainment by the trust territories of self-government or independence. At the tenth session of the General Assembly, most of the Fourth Committee's time was devoted to two main proposals: one for the establishment of procedures for the acceptance and the examination of petitions; and the other for the establishment of a sub-committee on the attainment by the trust territories of the objective of self-government and independence. The Fourth Committee also had before it numerous requests from petitioners concerning Somaliland under Italian administration and the Cameroons under French administration. A Canadian statement in the Fourth Committee outlined Canada's misgivings about the practice among petitioners of by-passing the Standing Committee appointed by the Trusteeship Council to deal with petitions, in favour of presenting their requests direct to the Assembly with its wider membership. Canada's votes on the hearing of petitions by the Fourth Committee were guided by the following general considerations: whether the matter was urgent, whether it had not already been studied by the Trusteeship Council or its Standing Committee on petitions, and whether it was not to be examined by one of the visiting missions and subsequently to be reported to the Council for consideration and action. Judged by these criteria, few of the petitions would have warranted a hearing by the Fourth Committee.

Of the numerous resolutions submitted in the course of the general debate on the Council's annual report, the General Assembly approved one which took note of the report, and drew the Council's attention to the comments and suggestions made in the Assembly's debate; a second resolution which requested the Governments of Ethiopia and Italy to expedite their negotiations on the Somaliland frontier and to make a progress report to the Assembly's eleventh session, and a third resolution which requested the Council to include in its succeeding reports a section on the attainment of self-government or independence and reiterated the importance attached to this question by the Assembly. The latter resolution was approved by a vote of 43 in favour, 11 against (including Canada), with 9 abstentions. Canada's vote took into consideration not only that the resolution was based on Resolution 858 (IX)<sup>1</sup> and other earlier resolutions which Canada had opposed<sup>2</sup>, but also that the proposal was impractical, in that there were grounds for believing that it would lead to setting up additional and unnecessary machinery in the trusteeship field<sup>3</sup>.

### South West Africa

The United Nations has attempted unsuccessfully to persuade the Union of South Africa to accept a trusteeship agreement for South West Africa. The Union Government has maintained that its international obligations towards the territory ceased with the demise of the League of Nations. The General Assembly asked the International Court of Justice if this argument was valid. In 1950 the Court replied that the Union was under no obligation to accept a trusteeship agreement but that South West Africa was still an international territory and that its status could not be altered without the consent of the United Nations. Furthermore, the supervisory functions formerly exercised by the League of Nations should now be exercised by the United Nations.

<sup>1</sup>See above, p. 85.

<sup>2</sup>See *Canada and the United Nations 1951-52*, p. 121.

<sup>3</sup>See *Canada and the United Nations 1953-54*, p. 90.



The United Nations has attempted since 1950 to treat South West Africa as a mandated territory. An *Ad Hoc* Committee on South West Africa was set up by a General Assembly resolution on December 13, 1950 to find ways and means of implementing the Court's opinion. The Committee was also authorized to examine reports on the administration of the territory as well as petitions and other matters relating to the territory. Succeeding *Ad Hoc* Committees on South West Africa have made little progress and they have been unable to examine reports on the administration of South West Africa since none has been submitted by the South African Government. The eighth session of the General Assembly established a Committee on South West Africa and instructed it (1) to exercise supervisory functions over South West Africa to the extent formerly exercised by the Permanent Mandates Commission of the League of Nations, (2) to prepare "for the consideration of the General Assembly a procedure for the examination of reports and petitions which should conform as far as possible to the procedure followed in this respect by the . . . League of Nations" and (3) to continue negotiations with South Africa on the question of the status of South West Africa. South Africa refused to accept the ruling of the International Court and therefore maintains that the Committee on South West Africa is unconstitutional.

Without the co-operation of the South African Government, the Committee on South West Africa has found it impossible either to exercise supervisory functions over the territory or to negotiate with South Africa on the status of the territory. The ninth and tenth sessions of the General Assembly were, as a result, largely concerned with the procedure recommended by the Committee for the examination of reports and petitions by the General Assembly. To conform as far as possible to the procedure followed by the League of Nations, where the principle of unanimity prevailed, the Committee recommended that decisions of the General Assembly on matters relating to South West Africa should be decided by a two-thirds majority. Several delegations immediately argued that this meant increasing the degree of supervision contemplated by the International Court. Once again the Assembly asked the Court to decide. The Court ruled that the Committee's recommendation was in conformity with the spirit of its 1950 opinion.

Another contentious issue arose in 1955 when the Committee on South West Africa was asked to grant an oral hearing to a South West African student who was studying in the United States. Under the League of Nations, oral hearings before the Permanent Mandates Commission were forbidden. The Committee therefore recommended that the International Court of Justice should be asked to rule on whether or not oral hearings were admissible. The Trusteeship Committee concurred with this recommendation that the International Court should be asked for an opinion on the admissibility of oral hearings before the Committee on South West Africa, and then the Trusteeship Committee itself granted an oral hearing. Since both the Trusteeship Committee and the Committee on South West Africa are committees of the General Assembly, the Canadian Delegation decided that if oral hearings are inadmissible before the Committee on South West Africa they are probably inadmissible before the Fourth Committee. Canada therefore supported the resolution referring the question to the International Court of Justice and opposed the granting of an oral hearing before the Trusteeship Committee.

Throughout the debates on South West Africa, the Canadian Delegation was guided in reaching its decision by the advisory opinions of the International Court. The Court's decisions, even if not legally binding on the parties concerned, are in the Canadian view, authoritative expressions of international law and should be accepted and supported.



Meanwhile, the Prime Minister of the Union of South Africa said that "the view of the Government is that South West Africa is no longer a mandated territory, nor as far as we are concerned will it become one again. The Union and South West Africa have become one, and must be regarded as one nation".

### **Togoland Unification Problem**

Between the two world wars France and the United Kingdom administered Togoland under the mandates system of the League of Nations, with France administering the larger eastern section and the United Kingdom the section next to the Gold Coast. When the United Nations came into existence both mandates were converted into trusteeship agreements.

The United Kingdom has administered its section of Togoland as an integral part of the Gold Coast, an arrangement which will no longer be possible after the Gold Coast becomes independent. The United Kingdom would therefore like to see the British sector of Togoland integrated with the Gold Coast and the trusteeship agreement terminated. However, the Ewe tribe, which inhabits the southern part of Togoland and a contiguous section of the Gold Coast, fears that integration would end its hope of union with its kinsmen in French administered Togoland. It wants the creation of an independent Eweland which would then decide whether to federate with the Gold Coast or choose some other form of political life.

Another complication is the belief held by several members of the United Nations that the people of British administered Togoland and French administered Togoland want to be united. A United Nations mission in 1952 reported that "the unification of the two parts of Togoland is the manifest aspiration of the majority of the two Trust Territories".

At the ninth session the General Assembly decided to send a Visiting Mission to the two trust territories of Togoland to study conditions in the area and to recommend a programme of action to the tenth session. The Mission was made up of representatives of India (chairman), Australia, Syria and the United States.

The Mission recommended that a plebiscite be held as soon as possible in the United Kingdom administered Togoland and that the Togolese in that section should be asked to decide whether they wished integration of their territory with an independent Gold Coast or separation from the Gold Coast and continuance under trusteeship pending the ultimate determination of the political future of their territory. The General Assembly accepted these recommendations by large majorities. The Mission further recommended that a United Nations Plebiscite Commissioner be appointed to supervise the plebiscite and also recommended that the area be divided into four sections with the majority vote in each unit deciding the fate of that unit. The first recommendation was accepted and Eduardo Espinosa Prieto of Mexico was appointed Plebiscite Commissioner. The second recommendation was rejected. The United Kingdom, as the administering authority, fully supported the holding of a plebiscite under United Nations supervision but it opposed the division of the area into four units with each unit deciding its own fate.

The Canadian Delegation at the ninth session supported the despatch of a special mission to the two trust territories and at the tenth session supported the recommendation of the Mission that a United Nations supervised plebiscite be held in the United Kingdom administered Togoland. The Delegation joined the United Kingdom in opposing the division of Togoland into four units for assessing the results of the plebiscite.



## VI FINANCIAL AND ADMINISTRATIVE

### Financial Questions

#### Introduction

The publication date of *Canada and the United Nations* this year permits two financial years to be considered at the same time, since the fiscal year of the United Nations and most of the Specialized Agencies coincides with the calendar year. For convenience, the pertinent details of budget appropriations and scales of contributions for the United Nations and the Specialized Agencies are given in Appendices IV, V, VI and VII. Continued improvement in budgetary and other co-ordination between the United Nations and the Specialized Agencies is apparent, particularly in the development of common services, in the use and development of common premises, and in the scheduling of conferences and meetings<sup>1</sup>.

### Cost of the United Nations and the Specialized Agencies

#### Administrative Costs

Despite continued efforts by Canada and other delegations to limit the growth in administrative expenditures by the United Nations and the Specialized Agencies, total appropriations increased from \$84.26<sup>2</sup> million in 1954 to \$84.94 million in 1955, and to \$89.55 million in 1956. Canada's contribution to these budgets will total about \$2.99 million in 1956, compared to \$2.8 million in 1955 and \$2.76 million in 1954<sup>3</sup>. As indicated in the article on "Examination of the Budgets for 1955 and 1956"<sup>4</sup>, part of this increase in United Nations spending is attributable to the higher cost of the United Nations itself. However, as shown in Appendix IV, the largest portion of the increase is accounted for by the Specialized Agencies. Their total appropriations for 1955 were \$38 million, and for 1956 are nearly \$41 million; in 1954 the expenditures of the Specialized Agencies were \$34.6 million. Many members, including Canada, have continued to urge the Specialized Agencies to concentrate their resources on tasks of the highest priority in an endeavour to come closer to the objective set by the General Assembly on December 1, 1950, which requested them "to intensify their efforts to stabilize their regular budgets by the elimination or deferment of less urgent projects". During the discussions held in the Fifth (Administrative and Budgetary) Committee in 1954 on the question of closer co-ordination between the United Nations and the Specialized Agencies, it was generally recognized that further study of this problem was warranted. The Fifth Committee therefore authorized the Advisory Committee on Administrative and Budgetary Questions to accept invitations from the Specialized Agencies to study the problem of co-ordination at the headquarters of the various Specialized Agencies. During 1956 the Advisory Committee will undertake studies of ILO, UNESCO and WHO. Both the Secretary-General and the Advisory Committee have continued to urge the need for careful examination of the activities of the United Nations and the

<sup>1</sup>See "Question of Co-ordination and Relations with the Specialized Agencies" above, pp. 61-62.

<sup>2</sup>Actual expenditure in 1954 was however \$83.1 million.

<sup>3</sup>See Appendix IV.

<sup>4</sup>See below, pp. 90-91.



Specialized Agencies to ensure that the total amount spent by governments is efficiently and economically used on tasks of the highest priority. Some progress towards closer integration has been achieved but it is believed that there is still room for greater budgetary co-ordination.

### Cost of Operational Programmes

The administrative costs of the United Nations and the Specialized Agencies are assessed against the member states; but other "operational" and special programmes depend on voluntary contributions. During 1954 and 1955, Canada made voluntary contributions totalling \$2,850,000 and \$3,125,000 respectively. These included:

	1954	1955
	\$	\$
U.N. Children's Fund .....	500,000	500,000
U.N. Expanded Programme of Technical Assistance .....	1,500,000	1,500,000
U.N. Relief and Works Agency for Palestine Refugees in the Near East	500,000	500,000
U.N. Emergency Relief Programme in Korea .....	300,000	
U.N. Korean Reconstruction Agency		500,000
U.N. High Commissioner for Refugees for Subsistence relief for refugees of European origin in China .....	50,000	
U.N. Refugee Fund .....		125,000
Total .....	\$2,850,000	\$3,125,000

At the tenth session of the General Assembly, the Canadian Representative announced that the Canadian Government would contribute in 1956, subject to Parliamentary approval, \$1,800,000 to the Expanded Programme of Technical Assistance<sup>1</sup>, \$650,000 to the Children's Fund<sup>2</sup>, \$500,000 for Palestine Arab Refugees in the Near East<sup>3</sup> and \$125,000 to the High Commissioner for Refugees<sup>4</sup>.

### Examination of the Budgets for 1955 and 1956

The 1955 United Nations budget was given a relatively smooth passage by the ninth session in 1954. The estimates of expenditures submitted by the Secretary-General totalled \$46,821,300—some \$1,000,000 below the 1954 figure; this decrease was chiefly due to savings in staff costs as a result of a re-organization of the Secretariat.

The Advisory Committee on Administrative and Budgetary Questions, an expert committee which scrutinizes and reports on the budget prior to the session of the Assembly, recommended reductions in the Secretary-General's estimates totalling \$420,550. Most of these recommendations were acceptable to the Secretary-General. After various adjustments had been made, the final total of appropriations for 1955 was \$46,963,800. Supplementary estimates for 1954 were \$701,870; miscellaneous income was \$6,832,600; and surrendered appropriations were \$1,193,070; therefore the net figure which

<sup>1</sup>See "Technical Assistance" above, pp. 38-39, and "Economic Development of Under-Developed Countries" above, p.36.

<sup>2</sup>See "Aid for Children (UNICEF)" above, pp. 45-46.

<sup>3</sup>See "Assistance to Palestine Arab Refugees (UNRWA)" above, pp. 44-45.

<sup>4</sup>See "Refugees" above, pp. 48-50.



emerged as the amount to be assessed against member states in 1955 was \$39,640,000 (the comparable amount for 1954 was \$41,300,000).

At the beginning of the tenth session, the Secretary-General submitted budget estimates for 1956 totalling \$46,248,000. The Advisory Committee recommended that this amount be reduced to \$46,016,600 and the Secretary-General accepted this figure after he had been assured that he would be permitted to make transfers between sections if necessary. At the same time the Secretary-General announced his intention to make further improvements in the organization of the Secretariat, and to seek adjustments in the United Nations salary and allowance system.

In the debate on the 1956 budget, a number of countries, including Canada, expressed satisfaction with improvements in the organization of the Secretariat which permitted decreases in the budget. They noted however that the size of the final budget would be affected by decisions still to be made on the salary and allowance system, the organization of the Secretariat, and on supplementary estimates to cover such items as the Atomic Energy Conference and tax reimbursement. They hoped that favourable first impressions would not prove illusory. In the Fifth (Administrative and Budgetary) Committee, despite most careful scrutiny of these items, the final total appropriations for 1956 increased to \$48,566,350. After adding \$3,264,200 for supplementary estimates for 1955 and deducting miscellaneous income (\$7,912,700) and other adjustments (\$448,750) the Assembly approved \$43,469,100 as the net amount to be assessed against member states in 1956. In protest against the growth of the budget, the United States and the United Kingdom Delegations while voting in favour of the appropriations, made statements expressing concern about the increase in the net assessment level and criticizing certain decisions contributing to this growth. The Soviet Union also protested against the growth in expenditures and voted against the budget estimates for 1956.

### **Tax Equalization**

The ninth session of the General Assembly was again faced with the "double taxation" problem which stems chiefly from the unwillingness of the United States to exempt its nationals on the staff of the United Nations from income tax, or to make other arrangements for relief from double taxation as other member states have done. Since the United Nations Headquarters is in New York and a large number of employees on the Secretariat are United States nationals, discussion of this problem has been directed primarily toward devising a solution acceptable to both the United Nations and the United States.

At the present time all staff members are "taxed" uniformly by the United Nations itself under a staff assessment plan, but United States nationals are also taxed by their own Government and the state of New York. To maintain equity among the staff, the United Nations has been reimbursing employees for taxes paid to the United States and to New York state. Since the funds required for this reimbursement are provided from the United Nations budget, other member states are therefore paying a share of the taxes levied by the United States on the staff, their payment being in proportion to their contribution to the United Nations budget. This matter has given concern to member states, and in accordance with a directive of the eighth session of the General Assembly, the Secretary-General presented a report on a possible solution to the problem. In this report he outlined a plan for a Tax Equalization Fund in which each member state's share of the income from the staff assessment



plan would be used to offset any taxes which it might levy on its nationals in the Secretariat. The effect of this plan would be that member states, notably the United States, would themselves carry most of the burden of reimbursing their nationals in the Secretariat for national taxes. Although most delegations at the ninth session appeared to be in favour of some such plan, nevertheless they agreed to accede to United States wishes for a one year delay and passed a resolution by a substantial majority postponing consideration of the Secretary-General's plan until the tenth session in 1955. In the Canadian view, the Secretary-General's plan provided a sound basis for dealing with this problem; however Canada voted in favour of the one year delay.

At the tenth session of the Assembly, the Secretary-General's plan for dealing with the problem of "double taxation" was adopted, Canada voting in favour; the main revision in the plan was made in response to a United States request that the charges against credits in the Tax Equalization Fund would exclude charges arising from local and state income tax. While the main problem has been satisfactorily solved, there still remains the problem of income tax levied by local and state governments,—New York state in particular. It was agreed by the Assembly that the Secretary-General should study this remaining aspect of the question and report to the eleventh session in 1956 on ways and means of solving it.

## Apportionment of Expenses 1955 and 1956

### United Nations

In its report to the ninth session of the General Assembly, the Committee on Contributions, a committee of ten members selected on the basis of expert knowledge and broad geographic representation, placed an interpretation on one of the principles established for setting the contributions of member states which was different from that which had been accepted in previous years. This new interpretation resulted in an increase in the Canadian contribution to the United Nations budget from 3.3 to 3.63 per cent, and it was made despite earlier Assembly decisions that there should be no further increase in the percentage assessment of members (like Canada) which paid a higher per capita contribution than the United States.

In its earlier decisions, the Assembly had been guided by the per capita principle which had its origin in a resolution<sup>1</sup> recognizing that "in normal times no member should contribute more than one-third of the ordinary expenses of the United Nations for any one year", and that "in normal times the per capita contribution of any member should not exceed the per capita contribution of the member which bears the highest assessment". In sponsoring the latter proposal, which has become widely known as the "per capita principle", the Canadian Delegation stressed that it would be inequitable for any member state to pay a higher per capita contribution than the United States, the country with the highest per capita income in the world. Succeeding Assemblies established a number of scales of contributions in which the validity of this principle was accepted. As the United States contribution was gradually reduced to 33 $\frac{1}{3}$  per cent, the United States per capita contribution finally reached a point where it was below that of Canada, New Zealand and Sweden. The Contributions Committee at the seventh session therefore recommended that the per capita principle be partially applied, and proposed a token reduction in the assessment of Canada and the other states concerned. When considering these proposals, certain members drew attention to the fact that

<sup>1</sup>Resolution 238 A (III).



the immediate application of the per capita principle would shift part of the financial burden from countries with higher per capita income to those less able to pay. The Canadian Representative therefore gave assurances that the Canadian Government would be satisfied to have the per capita principle applied as improvements occurred in the economic condition of other member states, or when new members were admitted. At the same time, the Canadian Delegation stated it to be their understanding that the Committee on Contributions would freeze the *percentage rates of contributions* of those member states whose per capita contributions were in excess of the per capita contribution of the United States.

The scales of assessment continued to be set on this basis until the ninth session in 1954, when, in submitting the scale for 1955, the Committee on Contributions expressed doubt as to the correct interpretation of the per capita ceiling principle and reinterpreted the decision of the seventh session. The Committee then took the position that "Since the per capita ceiling principle relates to the per capita contribution and not to the rate of assessment, the proper implementation of the directive would be to recommend assessments which would maintain the per capita contribution of members subject to the per capita ceiling principle at approximately the level of 1953 when the directive became effective, provided that their capacity to pay, assessed on the basis of prescribed criteria, would not warrant lower rates of contributions". The Committee also expressed the view that since the rate of assessment of the United States was fixed, its per capita contribution would gradually decline, as its population increased. This would eventually lower the per capita ceiling to a level where the contributions of a number of other countries with high per capita income would also be reduced; and this, in turn, would entail shifting the financial burden to countries with lower per capita income. The Committee therefore asked the General Assembly to reconsider the per capita principle as a criterion for assessment.

In the 1954 debate in the Fifth (Administrative and Budgetary) Committee, Canada took the position that the proposed interpretation of the Contributions Committee was untenable and inconsistent with past directives of the Assembly. Although the time had not yet arrived for full application of the per capita principle, under no circumstances should there be an increase in the percentage contribution of a member already paying a per capita contribution higher than the United States. The Canadian Representative also pointed out that the Committee on Contribution was in error in its view that the long-run application would result in a gradual shift in the incidence of the financial burden of the United Nations to countries with lower per capita income because at the same time as the population of the United States would be increasing, there was equal reason to predict a corresponding ratio of increase in the population of various other countries with high per capita income.

In order to avoid misunderstanding in future years, the Canadian Delegation submitted a resolution re-affirming the decision of the seventh session to defer application of the per capita principle until new members were admitted or substantial improvements in the economic capacity of existing members permitted adjustments to be absorbed in the scale of assessments; the resolution also stated that the correct interpretation of this earlier decision would be that the *percentage rate of contributions* of the members subject to the per capita ceiling principle would be frozen against any increase over the level approved for the 1953 budget until they reached per capita parity with the highest contributor, and that downward adjustments would occur when conditions warranted. The resolution also instructed the Committee on Contributions to apply this interpretation to the 1956 scale of assessments. When



it became apparent that Canada would receive little support for the proposal to retain its assessment at the 1953 rate of 3.3 per cent, it was decided, in order to gain wider support for the *principle* of the criterion of the per capita ceiling, to abandon that attempt, and instead to seek to have assessment frozen at the new proposed 1955 level of 3.63 per cent. Thus, when the United States put forward an amendment to this effect, it was accepted by Canada. The resolution<sup>1</sup> as amended was approved by the Fifth Committee and later by the General Assembly.

In its report to the tenth session on the 1956 scale of assessments, the Contributions Committee recommended small increases in the assessments of 11 members and small decreases in the contributions of 13 members. While the Committee was guided by the resolution of the ninth session freezing the percentage contribution of members at the 1955 level, it considered that these adjustments would eliminate the remaining inequities in assessments and recommended that the scale submitted should be applied for a period of three years. At the same time, the Committee recognized that if world economic conditions were to change substantially, or if new members were admitted before the termination of the three-year period, the Contributions Committee would be reconvened to review the scale and reconsider the per capita ceiling.

While accepting the scale recommended (in which the Canadian percentage remained at 3.63 per cent), the Canadian Representative joined with the Representative of Sweden in noting the observations made by the Chairman of the Contributions Committee concerning further implementation of the per capita ceiling principle. It was their understanding that, if a review of the scale were called for as a result of the admission of new members, the Contributions Committee would be guided by past directives of the General Assembly including those on the per capita ceiling. After this interpretation had been confirmed by the Chairman of the Contributions Committee and endorsed by the Fifth Committee, the Assembly approved a resolution adopting the 1956 scale.

### Specialized Agencies

At meetings of the Specialized Agencies, Canadian Delegations continued to press for an equitable apportionment of expenses. In FAO, ILO, UNESCO and WHO they endeavoured to secure full application of the principles of assessment adopted by the United Nations—i.e., relative national income subject to (a) exemptions for low per capita incomes, (b) 33 $\frac{1}{3}$  per cent ceiling, and (c) the per capita principle. In the technical agencies that yield identifiable, measurable technical benefits to all their members, Canada supported the adoption of scales based on United Nations principles adjusted to reflect special benefits derived by members. The application of these principles, as well as increased membership, resulted in reductions in Canadian assessments to FAO, ILO, ICAO, and UNESCO.

### Negotiating Committee for Extra Budgetary Funds

Since 1951 the General Assembly has appointed at each session a Negotiating Committee for Extra Budgetary Funds which will function throughout the succeeding year. This Committee is responsible for requesting governments to contribute towards certain programmes<sup>2</sup> approved by the General Assembly for which funds are not available through the regular United Nations

<sup>1</sup>Resolution 876 (IX).

<sup>2</sup>For Canada's contribution to these programmes in 1954 and 1955 see "Cost of Operational Programmes" above, p. 90.



budget; these include: the Expanded Programme of Technical Assistance, the United Nations Relief and Works Agency for Palestine Refugees (UNRWA), the United Nations Korean Relief Agency (UNKRA), and the United Nations Children's Fund (UNICEF). At the ninth session in 1954, the Committee was also asked to assume responsibility for soliciting contributions to the United Nations Refugee Fund (UNREF). The Committee's present membership consists of Argentina, Australia, Canada, Chile, France, Lebanon, Pakistan, the United Kingdom and the United States.

At the ninth session the Negotiating Committee drew to the attention of all members of the United Nations that, with the exception of the Expanded Programme of Technical Assistance and the United Nations Children's Fund, contributions to the extra-budgetary funds had fallen considerably short of the target figures. The Committee recommended that there should be a more realistic approach by the General Assembly and other United Nations bodies when considering financial targets. Many delegations, including that of Canada, agreed with the Committee's recommendation and embodied it in a resolution which was adopted by the Assembly.

In November 1954, the Secretary-General, at the request of the Negotiating Committee, convened a conference of government representatives on behalf of the 1955 Expanded Programme of Technical Assistance; at this conference 56 governments announced their pledges. In February 1955, the Negotiating Committee invited government representatives to meet with it to consider the financial requirements of UNKRA. Later in the month a similar meeting was called on behalf of UNRWA and in April one was held for UNREF. The Committee did not hold any meetings on behalf of UNICEF since the Children's Fund relies primarily on its own facilities for obtaining contributions; it only uses the services of the Committee when necessary although a close liaison is maintained between the two bodies.

In its report to the tenth session, the Negotiating Committee pointed to the disparity between the target figures of UNRWA, UNKRA and UNREF and the contributions to them, and reiterated its opinion that targets should be in keeping with probable contributions. Canada and other countries agreed with the Committee's view that the setting of unrealistic targets and failure to reach these high targets would adversely affect the prestige of the United Nations.

In October 1955, a pledging conference was called at the request of the Negotiating Committee for the 1956 Expanded Programme of Technical Assistance; at this pledging conference 61 governments announced their proposed contributions. The Committee also convened meetings in November to discuss the financial requirements of UNRWA and of UNREF.

### **United Nations Board of Auditors**

The United Nations Board of Auditors, established by the General Assembly in December 1946, is composed of the Auditors General of three member states appointed by the General Assembly for a term of three years. They are retired by rotation and may be re-appointed. The Auditors General of Canada, Colombia and Norway constitute the Board at present. The term of Mr. Watson Sellar, Canada's Auditor General, will expire in June 1956, and at the tenth session in 1955 the Netherlands was named to take Canada's place. Having been a member of the Board for the past ten years, Canada did not seek a further term for its Auditor General since it was thought that other countries should be given an opportunity to serve.



During the past three years, considerable thought has been given to revising the audit procedure now in use. Under the existing method, the Board of Auditors supplies its own staff from the three member governments; this staff assists the Board in carrying out the external audit of the United Nations Secretariat. Although this system provides the United Nations with a completely external and independent audit, it places a heavy burden on those governments whose Auditors General are members of the Board, particularly now that the financial activities of the United Nations are increasing. At the seventh session in 1952, a resolution co-sponsored by Canada and Denmark was adopted requesting the Secretary-General to review this audit procedure. However, the eighth and ninth sessions of the United Nations postponed any consideration of the problem pending the completion of the Secretary-General's review of the administrative structure of the Secretariat.

At the tenth session in 1955, the Secretary-General introduced proposals for revising the audit procedure of the United Nations. In these proposals he sought to lighten the burden of the members of the Board by the establishment of an "Office of External Audit" headed by a Chief Auditor who would be wholly independent of the Secretariat which would provide the audit services for the Board of Auditors. The Board would continue to function within its existing terms of reference, but would not be required to carry out the detailed work.

While these proposals were generally acceptable to Canada, other countries wanted more time to consider the question. Canada joined in sponsoring a resolution which was adopted by the General Assembly, requesting the Secretary-General to consult the Board and the Specialized Agencies on the possibility of developing a common system of audit; the Secretary-General was also requested to recommend to the twelfth session of the General Assembly in 1957 a future course of action on this problem.

## **Administrative Questions**

### **Joint Staff Pension Fund**

The report of the Joint Staff Pension Board to the ninth session of the General Assembly contained summaries of decisions at its fourth and fifth sessions and a financial statement for the year 1953. The Board recommended amendments to the administrative rules of the Fund; it also recommended the admission of the interim commission of the International Trade Organization to the Fund. In a separate report, the Secretary-General informed the Assembly that four Specialized Agencies had accepted the jurisdiction of the United Nations Administrative Tribunal for Pension Fund matters. Discussion in the General Assembly was brief and mainly non-contentious. While a few delegations requested postponement of the proposed admission of the ITO interim commission to the Fund, the regulation was adopted by a substantial majority.

At the tenth session of the General Assembly, an actuarial valuation was presented along with the Joint Staff Pension Board report. The actuary reported a continuation and strengthening of the favourable financial position of the Pension Fund and the Board recommended a number of amendments to the regulations including a proposed change in the basis of pensionable remuneration from "the last ten years of service" to "the best five years of service". While the Advisory Committee suggested that longer actuarial experience might be desirable, it concurred in the change provided it was based on the last five years of service rather than the best five years. In the debate, the



Canadian Delegate pointed out that in the event of any substantial increase in salary levels, the change from a ten to a five-year average might lead to demands on the Fund which could not be financed within present rates of contributions. The Assembly decided that pensions are to be based on the last five years of service but rejected a proposal submitted by Canada and the United Kingdom to defer implementation of this decision until after the next actuarial valuation of the Fund. The Assembly approved other amendments to the regulations including one concerning the rights under the pension scheme of a staff member who has been dismissed for misconduct. Resolutions noting the reports of the Pension Board and the Secretary-General were adopted unanimously at both the ninth and tenth sessions of the General Assembly.

### **Re-organization of the Secretariat**

The question of re-organizing the Secretariat has been discussed for five years. At the eighth session in 1953, the General Assembly authorized the Secretary-General to proceed with his general plan for re-organization and requested him to report on the question the next year.

During 1954, the Secretary-General with the assistance of a Survey Group undertook a review of the Headquarters establishment exclusive of that of the Technical Assistance Administration and the United Nations Children's Fund. In his report to the 1954 session, the Secretary-General presented a plan recommending a reduction of 284 positions; the eventual result of this plan would have been a saving of \$2 million. The main structural changes that the Secretary-General proposed were: (a) the division of the Department of Conferences and General Services into a Department of Conference Services and an Office of General Services; (b) the merger into a single department of the former Departments of Economic Affairs and of Social Affairs; (c) the transformation of the Legal Department, the Bureau of Personnel, and the Bureau of Finance into an Office of Legal Affairs, an Office of Personnel, and an Office of Controller, all of which would be under the personal direction of the Secretary-General; and (d) the transfer of the Division of Narcotic Drugs and the Division of Transport and Communications to Geneva. In addition the Secretary-General suggested the creation of a single top supervisory rank at the level of Under-Secretary. This proposal would mean that instead of the existing double tier of eight posts of Assistant Secretary-General and eleven posts of Principal Directors, there would be in the top echelon seven Under-Secretaries, five Heads of Offices and four Deputy Under-Secretaries.

Although most delegations, including that of Canada, supported in general the Secretary-General's desire to re-organize the Secretariat, many members expressed misgivings about the continuation of the large number of posts in the top rank of the Secretariat. As a result, the Secretary-General agreed not only to reduce his request to three Deputy Under-Secretaries, but to accept merely tentative approval for the second Deputy Under-Secretary, and to appoint the third only if necessary. The General Assembly adopted a resolution approving the Secretary-General's recommendations, and asked him to take into consideration the comments of the delegations when executing his plan.

In his report to the 1955 session, the Secretary-General dealt with the Technical Assistance Administration (TAA), the European Office in Geneva, the Regional Economic Commissions and the United Nations Information Centres. Among his recommendations were proposals for a greater degree of decentralization of the work of TAA, and a closer relationship between TAA and the Department of Economic and Social Affairs including its regional commissions. The Secretary-General suggested that certain TAA personnel be sent from Headquarters to the regional commission offices; and



that a number of Headquarters staff in the Bureau of Social Affairs be posted to the regional commissions. Because of the effect that these proposals would have on the work of the United Nations in the economic and social fields, many delegations requested further time to consider them. A motion was therefore adopted, which Canada supported, postponing the question as a whole until the eleventh session, but accepting a Canadian-Chilean proposal authorizing the Secretary-General to put into effect on a limited, experimental basis one of his recommendations for bringing about a closer relationship between TAA and the regional commissions.

### Personnel Policy<sup>1</sup>

At the ninth session, the Secretary-General proposed some relaxation of the regulation prohibiting a member of the Secretariat from accepting honours or awards from sources outside the United Nations. A resolution was adopted permitting acceptance of such awards subject to approval by the Secretary-General.

At the tenth session, resolutions were adopted dealing with education grants, salary scales, cost-of-living and dependency allowances. It was agreed to increase from \$200 to \$400 per child the maximum annual education grant payable to a staff member to assist him in educating his children, and to broaden the terms of entitlement. A committee of representatives from 11 countries was established to review the present salary and allowance system of the United Nations and the Specialized Agencies; the committee will present its recommendations to the eleventh session in 1956. Pending completion of this salary review, the cost-of-living allowance paid to personnel at Headquarters and in Washington, D.C. was increased from 7½ to 10 per cent of gross salary, and the dependency allowance approved at the 1954 session was continued.

### United Nations Administrative Tribunal<sup>2</sup>

In 1952, 11 United States employees of the Secretariat refused under the fifth amendment of the United States constitution to answer questions about alleged communist activity put to them by the United States Senate Sub-committee on Internal Security<sup>2</sup>. Subsequently they were discharged by the Secretary-General. They appealed their case to the United Nations Administrative Tribunal and were awarded \$179,420 in compensation. At the eighth session of the General Assembly in 1953, the United States voiced strong objections to the payment of this amount which it considered excessive and argued that the decisions of the Administrative Tribunal were subject to review by the General Assembly. After a major debate on the issue, a resolution co-sponsored by Canada was adopted asking the International Court of Justice for an advisory opinion on whether or not the General Assembly had the right on any grounds to reject awards of the Tribunal. The Court replied that the Assembly did not possess the right; it also pointed out that in order to have the Tribunal's judgments subjected to review, it would be necessary to have this expressly provided in some instrument such as the Tribunal's statute which the General Assembly had the power to amend.

At the ninth session in 1954, in view of the Court's decision, the United States Delegation acquiesced in the payment of compensation already awarded, and proposed that provision be made for a Board of Judicial Review which could be constituted by the General Assembly to review any decision of the

<sup>1</sup>See "United Nations Administrative Tribunal" below, p. 98, and *Canada and the United Nations 1953-54*, pp.99-103.

<sup>2</sup>See *Canada and the United Nations 1952-53*, pp. 93-97.



Tribunal. Although Canada opposed this particular method of review it was prepared to accept the principle of judicial review. A resolution was drafted which accepted the principle of judicial review but left the details of the procedure to be worked out by a special committee of 18 member states. The United States agreed to drop its proposal and joined Canada and several other states in co-sponsoring this resolution which was adopted by the General Assembly. The special committee<sup>1</sup> met in April 1955 and there was considerable divergence of opinion in the committee on the procedure for review. However a compromise proposal was adopted by a vote of 9 in favour (including Canada), 4 against, with 4 abstentions which provided that if objection were taken to a decision of the Administrative Tribunal on the grounds that it had exceeded its jurisdiction or competence or erred on a question of law relating to the provisions of the Charter or had committed a fundamental error in procedure a member state, the Secretary-General or the employee concerned might request a screening committee, composed of representatives of 15 member states, to obtain an advisory opinion from the International Court of Justice. If the screening committee agreed that there was "substantial basis for the application" it would forward the request for an advisory opinion to the Court. The proposed procedure also provided that the Secretary-General or the applicant might apply to the Tribunal for a revision of a judgment on the basis of the discovery of some fact, decisive in nature, which was unknown to the Tribunal when the judgment was given.

At the tenth session in 1955, the proposals of the special committee were incorporated in a resolution co-sponsored by the United Kingdom, the United States, Canada and five other countries. This resolution also recommended that member states or the Secretary-General should not make oral statements before the International Court. This recommendation, originally proposed by Canada in the special committee, was designed to place the member states and the Secretary-General on an equal footing with a staff member who cannot appear before the Court. Those who objected to the proposed review procedure argued that the provisions allowing a third party, i.e. a member state, to initiate a review was a contradiction of the principle of judicial review; that the composition of the screening committee introduced a political element into the review since its membership was that of the General Committee, a political organ of the General Assembly; and that the International Court of Justice was not an appropriate body for reviewing judgments of the Administrative Tribunal since the contentious jurisdiction of the Court was limited to disputes between states. Those who supported the proposed procedure pointed out that a member state had a legitimate interest in ensuring the proper application of the United Nations Charter and the Staff Regulations; that the duties of the screening committee would be strictly limited to ascertaining whether there was a substantial basis for the application under one of the three grounds for review; and that the use of the Court as a review body would provide an independent, impartial organ of the highest order. It was further pointed out that there was a precedent for the proposed review procedure in the provisions of the statute of the Administrative Tribunal of the International Labour Organization which had already been accepted by member states. The opposing points of view were argued vigorously in the Fifth (Administrative and Budgetary) Committee, and the critics of the review procedure re-opened the question in the plenary session of the General Assembly. However, the resolution containing the special committee's proposal was adopted with minor textual changes by a vote of 33 in favour, 17 against, with 9 abstentions.

<sup>1</sup>The membership of this special committee consists of representatives of Argentina, Australia, Belgium, Brazil, Canada, China, Cuba, El Salvador, France, India, Iraq, Israel, Norway, Pakistan, Syria, U.S.S.R., U.K., U.S.



## VII LEGAL QUESTIONS

### The International Court of Justice<sup>1</sup>

The 16 new member states of the United Nations are *ipso facto* parties to the Statute of the International Court of Justice, bringing the total number of parties to the Statute to 81. Japan, Switzerland, San Marino, Liechtenstein and the Federal Republic of Germany, though not members of the United Nations, are parties to the Statute of the Court.

#### Elections

The Court consists of 15 judges, each elected for a term of nine years<sup>2</sup>. Five judges retire every three years, and elections by secret ballot are held at the regular session of the General Assembly preceding the date on which the terms of office expire. To be elected, a candidate must receive an absolute majority of votes both in the General Assembly and in the Security Council. Members of the Court do not represent the states of which they are citizens; but it is intended that the main forms of civilization and the principal legal systems of the world should be represented on the Court.

Candidates are nominated by National Groups which are panels of lawyers appointed for six years by each state that is a party to the Statute of the Court. The Canadian group comprises: Mr. Justice Ivan C. Rand of the Supreme Court of Canada; Mr. F. Philippe Brais, a Montreal barrister; Dr. C. A. Wright, Dean of the School of Law at the University of Toronto; and Mr. M. H. Wershof, Legal Adviser of the Department of External Affairs. At the 1955 elections, the successful candidates for Court membership were Judge Jules Basdevant (France), and Judge José G. Guerrero (El Salvador), who were re-elected to the Court, and Professor H. Lauterpacht (United Kingdom), Dr. Moreno Quintana (Argentina), and Dr. Roberto Cordova (Mexico) who were elected to the Court for the first time. In an election to fill a vacancy caused by the death of Sir Benegal Rau of India, Sir Zafrulla Khan of Pakistan was elected over Dr. Radhabinhod Pal of India.

#### Cases

During the period under review, the Court gave an advisory opinion to the General Assembly on the voting procedure which should be followed by the Assembly on questions relating to reports and petitions concerning the territory of South West Africa<sup>3</sup>.

The following seven contentious cases were before the Court:

(1) United States v Hungary

This case concerned the treatment in Hungary of United States aircraft and military personnel. By order dated July 12, 1954, the Court indicated that it could take no further action because the Government of Hungary would not accept the jurisdiction of the Court.

(2) United States v U.S.S.R.

<sup>1</sup>For a discussion of the origin, constitution and jurisdiction of the Court, see *Canada and the United Nations 1949*, pp. 191-195.

<sup>2</sup>For the full membership of the Court, see Appendix I.

<sup>3</sup>See "South West Africa" above, pp. 86-88.



In June 1955, the Court received an application by the United States instituting action against the U.S.S.R. in respect of an incident involving aircraft of the U.S.S.R. and of the United States off Hokkaido, Japan.

(3) United States v Czechoslovakia

In March 1955, the Court received an application from the United States instituting action against Czechoslovakia in respect of acts alleged to have been committed by Czech aircraft over the United States zone in Germany.

(4) France v Norway

In July 1955, the Court received an application from France instituting proceedings against Norway. The application states that Norway issued, between 1885 and 1907, on the French market, a certain number of international bonds, made payable in gold or including a gold clause, which were held by French nationals. It further states that the Norwegian Government considers that it is discharging the debt contracted by it by paying Norwegian kroner for the service of the coupons and repayment of the bonds on the basis of the nominal amount in Norwegian kroner; whereas France does not accept this view and considers that, since the bond certificate expressly provides for payment on the basis of the gold value of the amount of the bonds, the principal stipulation of the loans must be respected.

(5) Liechtenstein v Guatemala (Nottebohm Case)

The Court rendered final judgment in this case which involved the question of diplomatic protection. It was alleged by Liechtenstein that Guatemala had illegally confiscated property valued at \$1,500,000 of one Nottebohm, a naturalized citizen of Liechtenstein. Nottebohm, a German by birth, took up permanent residence in Guatemala in 1905 where he remained until 1943. He never became a citizen of Guatemala. In October 1939 when in Liechtenstein he applied for Liechtenstein citizenship and when this was granted he returned to Guatemala with a Liechtenstein passport. Guatemala entered the war against Germany at the end of 1941. In October 1943, Nottebohm was arrested in Guatemala and interned as an enemy alien. In 1944 a series of legal proceedings was commenced against him in Guatemala, accusing him of treasonable conduct and seeking to expropriate all his properties. Ordinarily, a state whose national has suffered a denial of justice at the hands of a foreign state is entitled to espouse his cause. The case turned on whether Guatemala was bound to recognize Liechtenstein's right to espouse Nottebohm's cause. The court ruled that "Guatemala is under no obligation to recognize a nationality granted . . . without regard to the concept of nationality adopted in international relations . . . [and which] was asked for . . . to enable him [Nottebohm] to substitute for his status as a national of a belligerent state that of a national of a neutral state, with the sole aim of thus coming within the protection of Liechtenstein . . ." The Court pointed out, with regard to the question of recognition of Nottebohm's Liechtenstein citizenship, that what was involved was "not recognition for all purposes, but merely for the purposes of the admissibility of the [Liechtenstein] application." The majority opinion of the Court is based on the rule that while it is left to the discretion of the naturalizing state to grant naturalization upon any considerations it sees fit, such naturalization must be recognized by other states only insofar as the law under which the naturalization was granted is consistent with the principles of law generally recognized with regard to nationality.

(6) France v Lebanon (Electricité de Beyrouth Company Case)

This case was instituted by France on August 14, 1953. It concerned certain concessions for the exploitation of public services in Lebanon, granted by the Lebanese Government to the Electricité de Beyrouth Company. On



July 23, 1954, France requested withdrawal of the case since the dispute had been settled out of court.

(7) Italy v France, United Kingdom and the United States

This case involved priority of rights as between Italy and the United Kingdom to certain Albanian monetary gold originally taken by the Germans from Rome in 1943 and subsequently recovered and held in the custody of France, the United Kingdom and the United States. The United Kingdom pointed out that the Court had found in the Corfu Channel case<sup>1</sup> that Albania was under obligation to pay compensation to the United Kingdom for damage caused to United Kingdom vessels by explosions in the Corfu Channel in 1946, and that these damages had never been paid. The Italian case rested upon a claim which it had against Albania arising out of measures of confiscation of Italian property allegedly taken by the Albanian Government in 1945. In view of Albania's non-participation as a party to the dispute before the Court, the Court ruled unanimously that it could not pass judgment on Italy's claim. The Court further ruled that Italy's contention for priority over the United Kingdom could only arise if the confiscation of property question had been decided in favour of Italy.

### The International Law Commission<sup>2</sup>

During its sixth session in 1954, the Commission discussed its draft articles on the régime of the territorial sea and submitted them to governments for comments. On the basis of comments received<sup>3</sup>, it redrafted the articles at its seventh session in 1955<sup>4</sup> and submitted them again to governments for further comments preparatory to the elaboration of a final draft at its ninth session in 1956.

At its sixth session, the Commission also reconsidered the draft Convention on the elimination of future statelessness and the draft Convention on the reduction of future statelessness<sup>5</sup>. It also adopted a draft code of offences against the peace and security of mankind<sup>6</sup>.

At its seventh session in 1955, as a result of the request of the General Assembly, the Commission confined itself largely to discussing its draft articles on the territorial sea, and its draft articles on the régime of the high seas including draft articles relating to the conservation of the living resources of the sea<sup>7</sup>. These draft articles have also been submitted to member states for their comments.

At the request of the Commission, the General Assembly has approved two revisions of the statute of the International Law Commission<sup>8</sup>. From now on the Commission will have its seat in Geneva instead of New York, and the terms of office of members are extended from three to five years. The General Assembly also approved the printing of the Commission's studies, special reports and summary records commencing in 1956, in English, French and

<sup>1</sup>See *Canada and the United Nations 1949*, p. 193.

<sup>2</sup>For a statement of the functions of the Commission, see *Canada and the United Nations 1949*, pp. 196-198.

<sup>3</sup>Annex to Report of the International Law Commission at its sixth session, General Assembly document A/2693.

<sup>4</sup>See Report of the International Law Commission at its seventh session, General Assembly document A/2934.

<sup>5</sup>See "Statelessness" above, p. 50.

<sup>6</sup>See "International Criminal Code" below, pp. 106-107.

<sup>7</sup>See *Canada and the United Nations 1953-54*, p. 93.

<sup>8</sup>See *Canada and the United Nations 1947*, p. 244.



Spanish; in addition, the backlog of the Commission's documentation is to be printed, initially in English.

### **Continental Shelf and Fisheries**

At its eighth session in 1953, the General Assembly had before it the International Law Commission's draft articles on the continental shelf and draft articles on fisheries<sup>1</sup>. It decided not to deal with any aspect of the régime of the high seas or the régime of territorial waters until all related problems had been studied by the International Law Commission and reports on them submitted<sup>2</sup>.

At the ninth session of the General Assembly in 1954, the United States supported by a number of other member states, proposed that the General Assembly should take up the draft articles on the continental shelf at its tenth session. Canada was prepared to support such a proposal. It was argued in support of this proposal that there already exists basic disagreement concerning the continental shelf doctrine, and also that many states are developing their own separate practice regarding it. Other members, in particular Iceland, Ecuador, Peru and Chile, argued that adoption of articles on the continental shelf would prejudice other aspects of the régime of the high seas and the régime of the territorial sea. A compromise resolution was adopted by the General Assembly by a vote of 32 in favour (including Canada), 0 against, with 9 abstentions. This compromise requested the International Law Commission to complete its study of the high seas, territorial waters and related subjects in time for its report to be considered at the eleventh session of the General Assembly in 1956.

The United States also suggested that the question of the regulation of fisheries presents a number of special problems of an economic and technical character which are probably capable of solution only with the assistance of fisheries experts whose views should be secured before the General Assembly discusses the International Law Commission's draft articles on fisheries. The United States proposed therefore that an international technical conference be called to study and make recommendations on the problem of the international conservation and regulation of fisheries. It was the Canadian view that in considering any progressive development of international law relating to high seas fisheries (which is what the Commission is in fact doing in its study of fisheries), no better approach could be found than through the expert knowledge of those closely associated with fisheries. The best way of collating this information was through an international conference. The main argument in the Legal Committee on this proposal concerned the terms of reference of the conference. A number of states were anxious to ensure that the conference restrict itself to technical and scientific questions; they argued that it should not become involved in the question of regulation of high seas fisheries or related questions, since that would prejudice the decisions of the International Law Commission. A resolution was adopted by the General Assembly by a vote of 38 in favour (including Canada), 5 against (the Soviet bloc), with 4 abstentions, which requested the Secretary-General to convene an international technical conference to study the problem of the international conservation of the living resources of the sea. The report of the conference is to be submitted to the International Law Commission which will take it into account when it studies the question of fisheries.

This conference studying conservation of the living resources of the sea was held at the headquarters of FAO in Rome from April 18 to May 10, 1955.

<sup>1</sup>General Assembly document A/2456.

<sup>2</sup>See *Canada and the United Nations 1953-54*, pp. 93-95.



Forty-five states, including Canada, were represented. The conference dealt with the following questions: objectives of fishery conservation; types of scientific information required for a fishery conservation programme; types of conservation measures applicable in a conservation programme; principal specific international fishery conservation problems of the world for the resolution of which international measures and procedures have been instituted; and the applicability of existing types of international conservation measures and procedures to other international fishery conservation problems. The report of the conference<sup>1</sup> was placed before the International Law Commission at its seventh session in 1955.

### Arbitral Procedure

The consideration of a draft Convention on Arbitral Procedure, prepared by the International Law Commission at its fifth session<sup>2</sup>, had been postponed at the eighth session of the General Assembly<sup>3</sup>. The question was taken up by the Legal Committee at the tenth session of the General Assembly.

This draft Convention would oblige states to submit to the procedure outlined in the draft whenever any undertaking to arbitrate a dispute, to which they are a party, might be invoked. It would not oblige them to submit disputes to arbitration. The two main objects of the draft Convention are to codify the basic features of the law of arbitral procedure, and to develop international law by establishing certain procedural safeguards for securing the effectiveness of an undertaking to arbitrate once it has been entered into. Those features of the traditional law of arbitration which have been incorporated in the draft Convention appear to be generally acceptable.

However a significant number of states are opposed, in principle, to those provisions which are intended to secure the effectiveness of an undertaking to arbitrate disputes once entered into. It is argued that the essence of arbitration is the autonomy of the will of the parties; that the International Law Commission has infringed upon this principle by introducing compulsion into arbitral procedure and that, to a large extent, the provisions of the draft Convention replace the will of the parties by decisions taken by the International Court of Justice, or its President, or by the arbitral tribunal. This, it was said, ignored the distinction between arbitral procedure and judicial process, and there was a danger that such exaggerated emphasis on compulsion might make states less inclined to resort to arbitration.

Other states (including Canada), on the other hand, considered that once a state had undertaken to arbitrate, it should not object to being obliged to carry through with the undertaking. But while these states approved the fundamental thesis of the draft Convention, they entertained misgivings concerning other aspects of the draft. It was pointed out that the draft Convention does not make clear what would be its effect on previous undertakings to arbitrate. The Canadian Representative, along with some other representatives, suggested that it is undesirable that the Convention have retroactive effect. If it were to have such an effect, it would mean that the provisions relating to the settling of differences contained in the Boundary Waters Treaty of 1909 between Canada and the United States for instance, could be called into question. The draft also provides that an arbitral award may, in certain circumstances, be revised or annulled. A number of member states, including Canada,

<sup>1</sup>General Assembly document A/Conf. 10/5/Rev.2.

<sup>2</sup>For the text of the draft Convention see General Assembly document A/2456.

<sup>3</sup>See *Canada and the United Nations 1953-54*, p. 95.



were of the opinion that provision should be made whereby parties might have the choice of agreeing in advance that the award be considered final<sup>1</sup>.

The Legal Committee had before it a number of suggestions concerning the disposition which might be made of the draft Convention. One was that the Convention should be re-drafted by the International Law Commission in the light of suggestions and discussion in the Committee. Another was that the General Assembly should take note of the draft Convention and refer it to states as a guide, and a third was that an international conference should be convened with a view to having a convention on arbitral procedure adopted. In the Canadian view, the last of these proposals was preferable. However the majority of members preferred that the draft be returned to the International Law Commission for reconsideration, and that the Commission's report, including the problem of the desirability of convening a conference, be taken up at the twelfth session of the General Assembly in 1957. This proposal was adopted by the General Assembly by a vote of 31 in favour, 8 against, with 16 abstentions (including Canada).

### Definition of Aggression

At its ninth session in 1954, the Legal Committee studied the report of a special committee on the definition of aggression<sup>2</sup>. This special committee was set up by the General Assembly at its seventh session<sup>3</sup> and had been requested to submit a "draft definition of aggression or draft statements on the notion of aggression".

The committee's report pointed up the differing point of view on the diverse types of definitions and the various forms of aggression. It examined two things—the connection between a definition of aggression and the maintenance of international peace and security, and the effect of a definition on the exercise of the jurisdiction of the various United Nations organs. There was general agreement that any definition of aggression which might be adopted by the General Assembly would not be binding on the other organs of the United Nations. There was unanimous agreement that the committee should not vote upon the various definitions submitted to it, but that all of them should be transmitted to the General Assembly.

The Legal Committee at the ninth session debated the issue for four weeks. There was wide support, particularly on the part of the Soviet bloc and most Arab, Asian and Latin American states, for the adoption of a definition. These countries argued that a definition would be helpful in deterring aggression. A number of European members—France, Belgium, the Netherlands, Sweden, Norway and Greece—were prepared to support a satisfactory definition which might find wide acceptance. The United States and some other countries including Brazil and Venezuela were opposed to a definition. Some Commonwealth nations (Australia, India, South Africa) were opposed to a definition, and other Commonwealth countries (Canada, New Zealand, Pakistan, United Kingdom) were dubious that a really satisfactory definition could be evolved. The main arguments against a definition were that it would not contribute to world peace and that a definition might well hinder rather than help the competent organs of the United Nations to restore the peace.

The Canadian Representative reiterated the view expressed at the sixth session in 1952: Canada doubted that a definition was possible; even if it were possible, we had serious misgivings as to whether it would serve a useful

<sup>1</sup>For the comments of the Canadian Government, see General Assembly document A/2899 p. 6.

<sup>2</sup>General Assembly document A/2638.

<sup>3</sup>See *Canada and the United Nations 1951-52*, pp. 132-3, 1952-53, p. 88



purpose in furthering the aims of the Charter; and the organs competent to make a finding of aggression (i.e. the General Assembly and the Security Council) have a wide discretion to decide each case in the light of the facts of each particular case; thus, in the Canadian view, a definition which automatically branded certain acts as aggression would interfere with that discretion and might very well seriously hinder these bodies in restoring the peace.

There was a measure of general agreement that the only concept which should be included in a definition of aggression is "armed force"; there was virtually no support for the idea that a threat to use force should be considered an act of aggression; there was very limited support for the concepts of ideological and economic aggression. A number of definitions were proposed, but all were objected to on one ground or another and none of them attracted sufficient support to be adopted. The Legal Committee eventually recommended that the question of the definition of aggression be referred to a special committee of fifteen<sup>1</sup> which was requested to submit to the eleventh session of the General Assembly in 1956 a detailed report accompanied by a draft definition of aggression. Canada abstained on the vote on this recommendation because the special committee's terms of reference did not empower it to reopen the question of the desirability of a definition of aggression.

### International Criminal Code

In 1946 the General Assembly unanimously approved the principles of international law recognized by the Charter and judgment of the Nuremberg Tribunal. In 1947, the General Assembly directed the International Law Commission to formulate these principles and draft a code of offences against the peace and security of mankind. The formulation of the Nuremberg principles<sup>2</sup> was submitted to the General Assembly in 1950<sup>3</sup>, and a draft code of offences<sup>4</sup> was submitted in 1951<sup>5</sup>. However, consideration of the draft code was postponed by the General Assembly in 1951 and again in 1952, on the understanding that the matter would continue to be studied by the International Law Commission. In 1954, the Commission made some revisions<sup>6</sup> to the text which it had adopted earlier in view of comments which had been received from governments.

The first article in the original text had provided that "Offences against the peace and security of mankind as defined in this code, are crimes under international law, for which the responsible individuals shall be punishable". The word "punishable" was changed to "punished" in order to emphasize the obligation to punish perpetrators of international crimes. The scope of some offences was widened. In addition to the incursion of armed bands, the organization of armed bands and the encouragement of the organization of them were made offences. Inhuman acts such as murder, extermination, enslavement, deportation, or persecutions committed against any civilian population on social, political, racial, religious or cultural grounds, became offences in themselves, whereas previously they had been offences only when committed in execution of or in connection with other offences. An additional offence was included: "The intervention by the authorities of or a state in the internal or external affairs of another state, by means of coercive measures of an economic or political character, in order to force its will and thereby obtain advan-

<sup>1</sup>The committee is comprised of Representatives of China, Czechoslovakia, Dominican Republic, France, Iraq, Israel, Mexico, Netherlands, Norway, Panama, Paraguay, Peru, Philippines, Poland, Syria, U.S.S.R., U.K., U.S., Yugoslavia.

<sup>2</sup>General Assembly document A/1316.

<sup>3</sup>See *Canada and the United Nations 1950*, pp. 139-141.

<sup>4</sup>General Assembly document A/1858.

<sup>5</sup>See *Canada and the United Nations 1951-52*, p. 133.

<sup>6</sup>General Assembly document A/2693.



tages of any kind". In the original text, superior orders did not constitute an excuse for committing one of the acts listed in the code if a "moral choice" was open to the accused; in the latest draft, the expression "moral choice" is avoided, and superior orders do not excuse the crime if it is possible for the accused not to comply with those orders.

At the General Assembly in 1954 there was little disposition among members to comment on the substance of the draft code of international crimes. On the basis of the few statements on general principles, there would appear to be some reluctance to have the scope of the code go far, if at all, beyond the formulation of the Nuremberg principles.

In the code, aggression is to be an offence, but many of the notions suggested for inclusion in the concept of aggression are listed as separate offences. Because of the close relationship between the code and the question of the definition of aggression<sup>1</sup>, a large majority of members agreed that the question ought to be postponed until the special committee which had been set up to draft a definition of aggression had reported to the General Assembly. A resolution to this effect, sponsored by Canada, Brazil, Denmark and India, was adopted by the General Assembly, by a vote of 53 in favour, 0 against, with 3 abstentions.

### **International Criminal Jurisdiction**

In 1952, the Legal Committee of the General Assembly had before it a report of a special committee<sup>2</sup> which had been requested to prepare a draft convention relating to the establishment of an international criminal court<sup>3</sup>. The debate in the Legal Committee was confined for the most part to the general question of whether it was possible and desirable to establish such a court. It was decided to set up a second special committee to explore the implications and consequences of establishing an international criminal court and the various methods by which this might be done; to study the relationship between such a court and the United Nations and its organs; and to re-examine the statute drafted by the first special committee.

The report of the new committee<sup>4</sup> made some revisions to the existing draft statute, but it was unable to recommend whether or not a court should be set up in the immediate future. Indeed, the report states, "There was no evidence that States wished to establish a court, or that, even if it were established, States would be willing to give it the measure of consent and co-operation which was vital to its functioning." It was agreed that the time had come for the General Assembly "to decide what, if any, further steps should be taken toward the establishment of an international criminal court". This was the issue before the Legal Committee of the General Assembly in 1954 and no attempt was made to discuss the draft statute. A few member states were prepared to have an international criminal court set up at once, even though the method of conferring jurisdiction, and a full statement of the law which the court would apply might not be settled for some time to come. The majority of members however were of the view that establishment of an international criminal court during a time of international tension was neither desirable nor practicable. Canada, the United States and the United Kingdom were among the countries holding the latter view. A few members of the Legal Committee, including the Soviet bloc, flatly opposed the setting up of a court on the grounds that this would be inconsistent with the principle of sovereignty of

<sup>1</sup>See "Definition of Aggression" above, pp. 105-106.

<sup>2</sup>General Assembly document A/2136.

<sup>3</sup>See *Canada and the United Nations 1951-52*, p. 135.

<sup>4</sup>General Assembly document A/2645.



states and the principles of the Charter dealing with non-intervention in the domestic affairs of states.

While Canada has expressed agreement in principle to the establishment of an international criminal court, at the General Assembly in 1952 the Canadian Representative stated "The important question . . . is not the theoretical possibility of setting up an international court but whether, as a practical matter, there is reasonable prospect, first, of states signing a Convention to confer jurisdiction upon a court if it is established, and, second, of the court being able to function effectively on the basis of the consent of states to such a Convention." In the light of the general discussion in the Legal Committee and in the special committee, there appears to be little prospect of any such general agreement.

As the Legal Committee was reluctant to make a definite pronouncement on whether or not further steps should be taken to establish an international criminal court, it decided to postpone further consideration of the question until the two related questions,—definition of aggression, and a draft code of offences against the peace and security of mankind—have been taken up.

### Correction of Votes

The rules of procedure of the General Assembly contain no provision concerning the correction of votes. When a question arises, it is left to the discretion of the President of the General Assembly or the chairman of a committee to decide whether a correction is to be allowed.

The desirability of new rules to govern the correction of votes was discussed briefly by the Legal Committee at the ninth session of the General Assembly. A resolution was adopted requesting the Secretary-General to report to the tenth session on the voting procedures in force in other inter-governmental organizations as well as in national parliaments, and the Secretary-General was asked to include in his report provisions designed to prevent and correct any mistakes which might occur during the voting procedure in the General Assembly. The Secretary-General's report<sup>1</sup> showed that the practice in the United Nations was to allow corrections requested before the result was announced, and clerical errors were corrected if discovered. The Secretary-General proposed several minor changes in present procedures "not necessarily as desirable for adoption but as an aid to discussion". It was also suggested that for the purpose of preventing mistakes, the General Assembly might wish to consider the installation of electrical voting equipment.

The majority of members, including Canada, thought that rules were not required for the correction of votes; the practice of the General Assembly and its committees was considered to be satisfactory; an attempt to draft rules might well create more problems than it would solve; and an electrical voting system was considered neither necessary nor desirable. In a nearly unanimous vote (50 to 0 with 1 abstention) the General Assembly took note of the Secretary-General's report, decided to take no further action on the question for the present, but recommended that member states give some study to the question.

<sup>1</sup>General Assembly document A/2977.



## Appendix I

Membership of the United Nations and  
Important United Nations Bodies at  
December 31, 1955.

## United Nations

Afghanistan	Ireland
Albania	Israel
Argentina	Italy
Australia	Jordan
Austria	Laos
Belgium	Lebanon
Bolivia	Liberia
Brazil	Libya
Bulgaria	Luxembourg
Burma	Mexico
Byelorussian S.S.R.	Nepal
Cambodia	Netherlands
Canada	New Zealand
Ceylon	Nicaragua
Chile	Norway
China	Pakistan
Colombia	Panama
Costa Rica	Paraguay
Cuba	Peru
Czechoslovakia	Philippines
Denmark	Poland
Dominican Republic	Portugal
Ecuador	Romania
Egypt	Saudi Arabia
El Salvador	Spain
Ethiopia	Sweden
Finland	Syria
France	Thailand
Greece	Turkey
Guatemala	Ukrainian S.S.R.
Haiti	Union of South Africa
Honduras	U.S.S.R.
Hungary	United Kingdom
Iceland	United States
India	Uruguay
Indonesia	Venezuela
Iran	Yemen
Iraq	Yugoslavia

## Security Council

<i>Permanent Members</i>	<i>Non-Permanent Members (2-year term)</i>
China	Serving until
France	December 31, 1954:
Union of Soviet Socialist Republics	Colombia
United Kingdom	Denmark
United States	Lebanon
	Serving until
	December 31, 1955:
	Brazil
	New Zealand
	Turkey
	Serving until
	December 31, 1956:
	Belgium
	Iran
	Peru

Serving until  
December 31, 1957:  
Australia  
Cuba  
Yugoslavia

## Economic and Social Council (3-year term)

Serving until December 31, 1954:	
Argentina	Cuba
Belgium	Egypt
China	France
Serving until December 31, 1955:	
Australia	United States
India	Venezuela
Turkey	Yugoslavia
Serving until December 31, 1956:	
Czechoslovakia	Pakistan
Ecuador	U.S.S.R.
Norway	United Kingdom
Serving until December 31, 1957:	
Argentina	Egypt
China	France
Dominican Republic	Netherlands
Serving until December 31, 1958:	
Brazil	Indonesia
Canada	United States
Greece	Yugoslavia

## Trusteeship Council

Administering Trust Territories:	
Australia	New Zealand
Belgium	United Kingdom
France	United States
Italy	

Permanent Members of the Security  
Council Not Administering Trust  
Territories:

China U.S.S.R.

## Elective Members (3-year term):

Serving until December 31, 1955:		
El Salvador	Syria	
Serving until December 31, 1956:		
Haiti	India	
Serving until December 31, 1958:		
Guatemala	Syria	Burma

On December 14, 1955, Italy became a member of the United Nations and automatically was given a permanent seat on the Trusteeship Council as the administering authority for the trust territory of Somaliland. Before that date Italy took part, without vote, in the Council's deliberations concerning Somaliland and concerning general questions affecting the operation of the international trusteeship system. In order to restore the balance in the Trusteeship Council between administering and non-administering members, Burma was elected on December 16, 1955 to serve for a three-year term as an elective member of the Council.



## International Court of Justice

The Court consists of fifteen judges elected by the General Assembly and the Security Council, proceeding independently. They serve nine years and are eligible for re-election. To provide for rotation, however, the Statute of the Court states that of the members elected at the first election, the terms of office of five judges should expire at the end of three years, and the terms of five more at the end of six years. The judges who were to serve the initial three and six-year periods were chosen by lot. The terms of office began on the date of the first election, February 6, 1946. The present judges of the Court, with the year their term of office ends, are as follows:

<i>Judge</i>	<i>End of Term</i>
Green H. Hackworth, President, of the United States.....	1961
Abdel Hamid Badawi Pasha, Vice-President, of Egypt.....	1958
John E. Read, of Canada.....	1958
Hsu Mo, of China.....	1958
Bohdan Winiarski, of Poland.....	1958
Milovan Zoricic, of Yugoslavia.....	1958
Helge Klaestad, of Norway.....	1961
Muhammed Zafrulla Khan, of Pakistan.....	1961
Feodor Ivanovich Kojevnikov, of the U.S.S.R.....	1961
E. C. Armand-Ugon, of Uruguay....	1961
L. M. Moreno Quintana, of Argentina.....	1964
José Gustavo Guerrero, of El Salvador.....	1964
Jules Basdevant, of France.....	1964
Roberto Cordova, of Mexico.....	1964
Hersch Lauterpacht, of the United Kingdom.....	1964

## Disarmament Commission<sup>1</sup>

<i>Permanent Members</i>	<i>Non-Permanent Members (2-year term)</i>
Canada	Serving until
China	December 31, 1954:
France	Colombia
Union of Soviet Socialist Republics	Denmark
United Kingdom	Lebanon
United States	Serving until
	December 31, 1955:
	Brazil
	New Zealand
	Turkey
	Serving until
	December 31, 1956:
	Belgium
	Iran
	Peru

<sup>1</sup> This Commission was established on January 11, 1952 by the General Assembly to function under and report to the Security Council. See *Canada and the United Nations 1951-1952*, Appendix 5, pp. 157-158.

Serving until  
December 31, 1957:  
Australia  
Cuba  
Yugoslavia

## Appendix II

### Principal Meetings of the United Nations and Specialized Agencies, July 1954 to December 1955 and Canadian representation at the sessions of the General Assembly.

#### General Assembly

*Ninth regular session*, New York, September 21-December 17, 1954 — Representatives: Chairman: the Hon. L. B. Pearson, Secretary of State for External Affairs; Vice-Chairman, the Hon. Paul Martin, Minister of National Health and Welfare; Senator C. B. Howard; D. M. Johnson, Permanent Representative of Canada to the United Nations; Mr. G. D. Weaver, M.P. Alternate Representatives: Mr. L. Cardin, M.P., Mrs. K. G. Montgomery; Mr. Charles Stein, Under-Secretary of State; Mr. K. P. Kirkwood; Mr. S. D. Hemsley.

*Tenth regular session*, New York, September 20-December 20, 1955 — Representatives: Chairman: the Hon. Paul Martin, Minister of National Health and Welfare; the Hon. J. J. McCann,<sup>1</sup> Minister of National Revenue; Dr. R. A. MacKay, Permanent Representative of Canada to the United Nations; Senator J. G. Turgeon; Mrs. J. Houck. Alternate Representatives: Senator W. M. Wall<sup>2</sup>; Mr. M. Breton, M.P.<sup>3</sup>; Lt.-Col. O. Gilbert; Mr. J. W. Holmes; Mr. P. Conroy.

<sup>1</sup> Upon the departure from the Delegation of the Hon. J. J. McCann, the Hon. Roch Pinard, Secretary of State replaced him.

<sup>2</sup> Upon the departure of Senator W. M. Wall, Mr. W. G. Weir, M.P. acted as Alternate Representative.

<sup>3</sup> Upon the departure of Mr. M. Breton, he was succeeded by Mr. P. Valois, M.P.

#### Economic and Social Council

*Eighteenth session*, Geneva, June 29-August 6, 1954. Resumed *Eighteenth session*, New York, November 5-December 16, 1954.

*Nineteenth session*, New York, March 29-April 7, and May 16-27, 1955.

*Twentieth session*, Geneva, July 5-August 5, 1955. Resumed *Twentieth session*, New York, December 5-15, 1955.

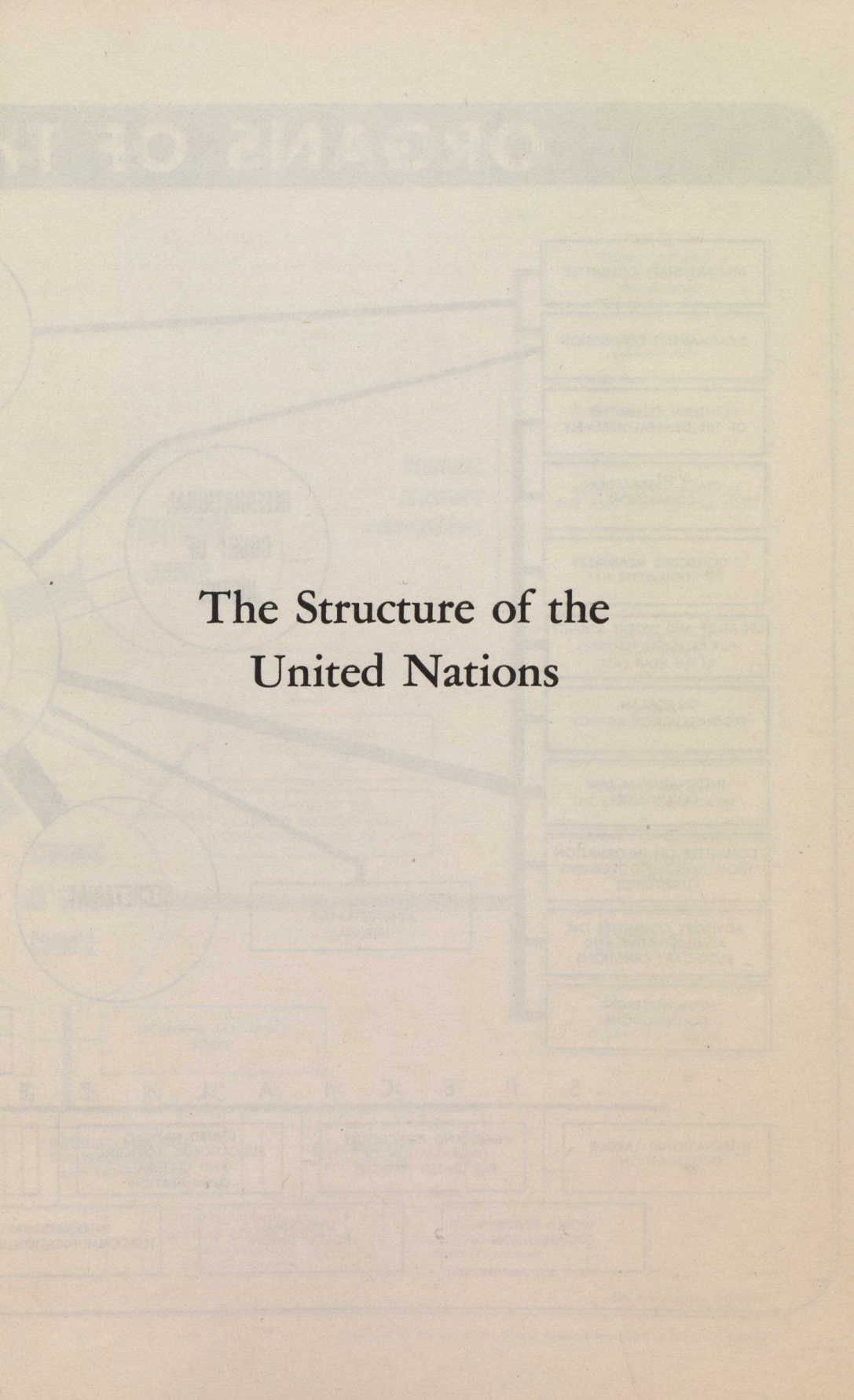
#### Trusteeship Council

*Fifteenth session*, New York, January 25-March 28, 1955.

*Sixteenth session*, New York, June 8-July 22, 1955.

*Fifth Special session*, New York, November 21-December 14, 1955.

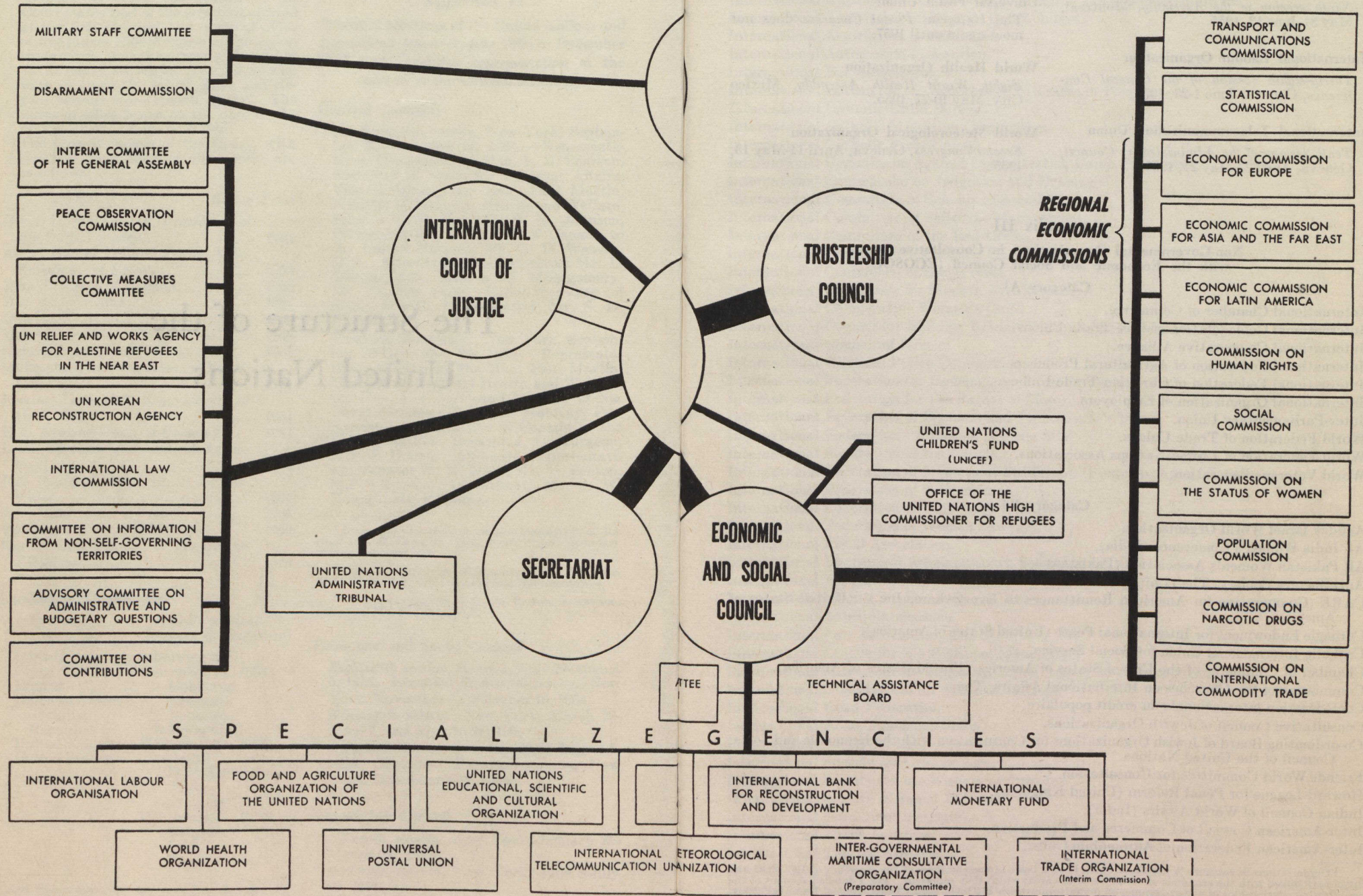




# The Structure of the United Nations



# ORGANS OF UNITED NATIONS





**Food and Agriculture Organization**

*Eighth session of the Conference, Rome, November 4-26, 1955.*

**International Civil Aviation Organization**

*Ninth session of the Assembly, Montreal, May 31-June 13, 1955.*

**International Labour Organization**

*Thirty-eighth session of the General Conference, Geneva, June 1-23, 1955.*

**International Telecommunication Union**

*Tenth session of the Administrative Council, Geneva, April 23-May 21, 1955.*

**United Nations Educational, Scientific and Cultural Organization**

*Eighth session of the General Conference, Montevideo, November 12-December 10, 1954.*

**Universal Postal Union**

*The Universal Postal Congress does not meet again until 1957.*

**World Health Organization**

*Eighth World Health Assembly, Mexico City, May 10-27, 1955.*

**World Meteorological Organization**

*Second Congress, Geneva, April 14-May 13, 1955.*

**Appendix III****Non-Governmental Organizations in Consultative Status with the Economic and Social Council (ECOSOC)****Category A<sup>1</sup>**

International Chamber of Commerce.  
International Confederation of Free Trade Unions.  
International Co-operative Alliance.  
International Federation of Agricultural Producers.  
International Federation of Christian Trade Unions.  
International Organization of Employers.  
Inter-Parliamentary Union.  
World Federation of Trade Unions.  
World Federation of United Nations Associations.  
World Veterans Federation.

**Category B<sup>2</sup>**

Agudas Israel World Organization.  
All India Women's Conference (India).  
All Pakistan Women's Association (Pakistan).  
Anti-Slavery Society, The (United Kingdom).  
CARE (Co-operative for American Remittances to Everywhere, Inc.) (United States of America).  
Carnegie Endowment for International Peace (United States of America).  
Catholic International Union for Social Service.  
Chamber of Commerce of the United States of America (United States of America).  
Commission of the Churches on International Affairs, The  
Confédération internationale du crédit populaire.  
Consultative Council of Jewish Organizations.  
Co-ordinating Board of Jewish Organizations for Consultation with the Economic and Social Council of the United Nations.  
Friends World Committee for Consultation.  
Howard League for Penal Reform (United Kingdom).  
Indian Council of World Affairs (India).  
Inter-American Council of Commerce and Production.  
Inter-American Federation of Automobile Clubs.

<sup>1</sup> Organizations in category A are those which have a basic interest in most of the activities of ECOSOC and are closely linked with the economic or social life of the areas which they represent. For a detailed account of the consultative relationships of non-governmental organizations with ECOSOC see ECOSOC Official Records E/1661, April 19, 1950.

<sup>2</sup> Organizations in category B are those which have a special competence in, and are concerned specifically with, only a few of the fields of activity of ECOSOC.



Inter-American Press Association.  
 Inter-American Statistical Institute.  
 International Abolitionist Federation.  
 International African Institute.  
 International Air Transport Association.  
 International Alliance of Women — Equal Rights, Equal Responsibilities.  
 International Association of Juvenile Court Judges.  
 International Association of Penal Law.  
 International Automobile Federation.  
 International Bar Association.  
 International Bureau for the Suppression of Traffic in Persons.  
 International Catholic Child Bureau.  
 International Catholic Migration Commission.  
 International Catholic Press Union.  
 International Commission Against Concentration Camp Practices.  
 International Commission on Irrigation and Drainage.  
 International Committee of Schools of Social Work.  
 International Committee of Scientific Management.  
 International Committee of the Red Cross.  
 International Conference of Catholic Charities.  
 International Conference of Social Work.  
 International Congresses for Modern Architecture.  
 International Co-operative Women's Guild.  
 International Council for Building Research, Studies and Documentation.  
 International Council of Women.  
 International Criminal Police Commission.  
 International Federation for Housing and Town Planning.  
 International Federation for the Rights of Man.  
 International Federation of Business and Professional Women.  
 International Federation "Amies de la jeune fille".  
 International Federation of Journalists.  
 International Federation of Newspaper Publishers (Proprietors) and Editors.  
 International Federation of Settlements.  
 International Federation of University Women.  
 International Federation of Women Lawyers.  
 International Fiscal Association.  
 International Institute of Administrative Sciences.  
 International Institute of Public Finance.  
 International Islamic Economic Organization.  
 International Labour Assistance.  
 International Law Association, The  
 International League for the Rights of Man, The  
 International Movement for Fraternal Union Among Races and Peoples.  
 International Organization for Standardization.  
 International Road Federation.  
 International Road Transport Union.  
 International Social Service.  
 International Society for Criminology.  
 International Society for the Welfare of Cripples.  
 International Society of Social Defence.  
 International Statistical Institute.  
 International Thrift Institute.  
 International Touring Alliance.  
 International Union for Child Welfare.  
 International Union for Inland Navigation.  
 International Union for the Protection of Nature.  
 International Union for the Scientific Study of Population.



International Union of Architects.  
 International Union of Family Organizations.  
 International Union of Local Authorities.  
 International Union of Marine Insurance.  
 International Union of Official Travel Organizations  
 International Union of Producers and Distributors of Electric Power.  
 International Union of Public Transport.  
 International Union of Railways.  
 International Union of Socialist Youth.  
 Junior Chamber International.  
 League of Red Cross Societies.  
 Liaison Committee of Women's International Organizations.  
 Lions International — The International Association of Lions Clubs.  
 National Associations of Manufacturers (United States of America).  
 Nouvelles équipes internationales — Union des démocrates chrétiens.  
 Pacific South-East Asia Women's Association.  
 Pax Romana — International Catholic Movement for Intellectual and Cultural Affairs.  
 Pax Romana — International Movement of Catholic Students.  
 Rotary International.  
 Salvation Army, The  
 Société belge d'études et d'expansion (Belgium).  
 Society of Comparative Legislation (France).  
 South American Petroleum Institute.  
 Women's International League for Peace and Freedom.  
 World Assembly of Youth.  
 World Confederation of Organizations of the Teaching Profession.  
 World Council for the Welfare of the Blind.  
 World Federation of Catholic Young Women and Girls.  
 World Jewish Congress.  
 World Movement of Mothers.  
 World Power Conference.  
 World's Alliance of Young Men's Christian Associations (World's YMCA).  
 World's Women's Christian Temperance Union.  
 World's Young Women's Christian Association (World's YWCA).  
 World Union for Progressive Judaism.  
 World Union of Catholic Women's Organizations.  
 Young Christian Workers.

The total number of organizations listed above is 120; of these, 10 are in category A and 110 in category B. All these organizations are international, except the 11 which are followed by the name of the state. In addition, 159 other organizations are now on the Register<sup>1</sup> for *ad hoc* consultations.

<sup>1</sup>See *Report of the ECOSOC*, Supplement No. 3 (A/2943) 1955, pp. 101-102, for a list of non-governmental organizations on the Register of the Secretary-General.



## Appendix IV

Regular Administrative Budgets of the United Nations and  
Specialized Agencies<sup>1</sup> and Canadian Assessments

Organization	Administrative Budgets			Canadian Assessments		
	1954	1955	1956	1954	1955	1956
	(Appropriations) <sup>2</sup> (Gross)			(Gross)		
(In Thousands of United States Dollars) <sup>3</sup>						
United Nations....	47,827 <sup>5</sup>	46,964 <sup>5</sup>	48,566	1,363	1,439	1,596 <sup>4</sup>
FAO.....	6,000	6,000	6,600	338	335	298
ICAO.....	3,200	3,223	3,313	137	126	128
ILO.....	6,557	7,083	7,488	261	278	268
ITU.....	1,478	1,448	1,698	41	41	58
UNESCO.....	9,461	9,819	10,786	335	263	291
UPU.....	418	484	499	13 <sup>6</sup>	13	17
WHO.....	8,963	9,500	10,203	268	300	327
WMO.....	360	420	399	7	8	10
TOTALS.....	84,264	84,941	89,552	2,763	2,803	2,993

<sup>1</sup> Exclusive of the International Bank for Reconstruction and Development and the International Monetary Fund, whose operations are financially self-sustaining.

<sup>2</sup> For the method of arriving at the net budget see pp. 90-91.

<sup>3</sup> Because the budgets of most organizations are expressed in United States dollars all the amounts in the table are shown in that currency for purposes of comparison.

<sup>4</sup> This amount does not take into consideration the 16 new members of the U.N. whose membership was approved at the tenth session of the General Assembly.

<sup>5</sup> Supplementary estimates (which become part of the assessment appropriations of the succeeding fiscal year) amounted to \$701,870 for 1954, and \$3,264,200 for 1955.

<sup>6</sup> The figure published in Appendix III of *Canada and the United Nations 1953-54* has been revised to include Canada's assessment to the Postal Union of the Americas and Spain, a regional organization of the UPU.



## Appendix V

Budget Appropriations of the United Nations  
for the Financial Year 1955

<i>Section</i>	<i>Dollars (US)</i>
1. The General Assembly, commissions and committees.....	502,700
2. The Security Council, commissions and committees.....	—
3. The Economic and Social Council, commissions and committees.....	143,100
(a) Permanent Central Opium Board and Drug Supervisory Body.....	27,200
(b) Regional economic commissions.....	101,700
4. The Trusteeship Council, commissions and committees.....	100,000
5. Special missions and related activities.....	1,776,100
(a) United Nations Field Service.....	484,000
6. Offices of the Secretary-General.....	2,117,050
(a) Office of Under-Secretaries without portfolio.....	76,650
7. Department of Political and Security Council Affairs.....	657,300
(a) Secretariat of the Military Staff Committee.....	109,200
8. Department of Economic and Social Affairs.....	3,687,000
9. Department for Trusteeship and Information from Non-Self-Governing Territories.....	859,200
10. Department of Public Information.....	2,534,000
(a) Visitors' Service.....	290,000
11. Department of Conference Services.....	6,236,800
(a) Library.....	489,000
12. Office of General Services.....	2,976,150
13. Temporary assistance and consultants.....	510,000
14. Travel of Staff.....	987,500
15. Common staff costs.....	3,437,400
16. Common services.....	3,625,000
17. Permanent equipment.....	171,600
18. European Office of the United Nations (excluding direct costs, Joint Secretariat of the Permanent Central Opium Board and Drug Supervisory Body).....	4,666,800
Joint Secretariat of the Permanent Central Opium Board and Drug Supervisory Body.....	54,500
19. Office of the United Nations High Commissioner for Refugees.....	685,000
20. Information Centres (other than the information services, European Office of the United Nations).....	905,100
21. Secretariat of the Economic Commission for Asia and the Far East.....	1,152,800
22. Secretariat of the Economic Commission for Latin America.....	970,700
23. Hospitality.....	20,000
(a) Special payments under the Staff Regulations.....	50,000
24. Official Records (excluding Permanent Central Opium Board and Drug Supervisory Body).....	704,910
Permanent Central Opium Board and Drug Supervisory Body.....	11,190
25. Publications.....	700,000
26. Technical Assistance Administration.....	386,700
27. Economic development.....	479,400
28. Social activities.....	768,500
29. Public administration.....	145,000
30. Transfer of the assets of the League of Nations to the United Nations...	649,500
31. Amortization of the Headquarters construction loan.....	2,000,000
32. Joint Staff Pension Board and United Nations Staff Pension Committee	117,600
33. The International Court of Justice.....	600,450
34. Global reductions in respect of upgradings of established posts.....	—3,000
Grand Total.....	46,963,800



## Appendix VII

Percentage Scale of Contributions to the United Nations and Certain  
Specialized Agencies for Fourteen Contributing Countries  
Fiscal Year 1955

	United Nations	FAO	ICAO <sup>1</sup>	ILO	UNESCO	WHO <sup>1</sup>	WMO <sup>1</sup>
United States of America.	33.33	30.00	32.60	25.00	30.00	33.33	10.76
U.S.S.R.....	15.08	—	—	10.00	13.57	5.92 <sup>3</sup>	4.04
United Kingdom.....	8.85	10.49	10.53	12.79	7.96	10.72	5.83
France.....	5.90	7.49	7.00	7.49	5.31	5.60	4.48
China.....	5.62	—	.67	3.04	5.06	5.60 <sup>4</sup>	2.24
German Federal Republic.	—	5.66	—	4.87	3.92	3.01	4.48
Canada.....	3.63	5.69	5.00	3.98	2.77	2.99	2.24
India.....	3.30	4.55	3.33	4.13	2.97	3.03	2.87
Italy.....	—	2.99	2.60	3.01	2.00	1.96	2.69
Japan.....	—	2.79	2.27	2.19	1.80	1.67	2.87
Ukrainian S.S.R.....	2.00	—	—	1.00	1.80	.79 <sup>3</sup>	1.52
Australia.....	1.80	2.06	2.87	2.35	1.44	1.84	2.24
Poland.....	1.73	—	1.93	1.24	1.56	.89 <sup>3</sup>	1.08
Belgium.....	1.38	1.76	1.87	1.72	1.25	1.26	1.79

Fiscal Year 1956<sup>2</sup>

United States of America.	33.33	31.50	33.31	25.00	30.00	31.63	15.48
U.S.S.R.....	15.28	—	—	10.00	13.57	7.82 <sup>3</sup>	6.15
United Kingdom.....	8.55	10.87	10.46	10.60	7.96	10.04	5.79
France.....	6.23	7.91	7.66	6.21	5.31	5.53	4.16
China.....	5.62	—	.67	3.04	5.06	5.46 <sup>4</sup>	2.90
German Federal Republic.	—	5.85	—	4.35	3.92	3.24	4.34
Canada.....	3.63	4.61	4.80	3.63	2.77	3.06	2.44
India.....	3.25	4.13	3.20	3.41	2.97	3.02	2.90
Italy.....	—	2.88	2.60	2.50	2.00	1.97	2.53
Japan.....	—	2.75	2.40	2.00	1.80	1.70	2.62
Ukrainian S.S.R.....	2.02	—	—	1.00	1.80	1.04 <sup>3</sup>	1.54
Australia.....	1.80	2.29	2.66	1.94	1.44	1.78	2.08
Poland.....	1.70	—	1.87	1.24	1.56	1.05 <sup>3</sup>	1.18
Belgium.....	1.38	1.75	1.73	1.43	1.25	1.25	1.54

<sup>1</sup> Assessment rate is based on a unit scale but for comparison purposes these have been worked out to the closest percentage.

<sup>2</sup> The percentages shown for 1956 do not take into consideration the 16 new members of the U.N. whose membership was approved at the tenth session of the General Assembly.

<sup>3</sup> The U.S.S.R., the Ukrainian S.S.R. and Poland have announced their intention to rejoin WHO and their scale of assessment is under consideration.

<sup>4</sup> China no longer considers itself a member of WHO but is still regarded as a member by the Organization.

### Appendix VIII

#### United Nations Documents

Printed documents of the United Nations may be obtained in Canada at the following addresses: Agents: the Ryerson Press, 299 Queen St. W., Toronto; Sub-Agents: Book Room Ltd., Chronicle Building, Halifax; McGill University Bookstore, Montreal; Magasin des Etudiants de l'Université de Montréal, Montréal; University of Toronto Press and Bookstore, Toronto; University

of British Columbia Bookstore, Vancouver. Mimeographed United Nations documents are available to the general public by annual subscription from the United Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

Complete sets of United Nations documents may also be consulted at the following centres in Canada:



University of British Columbia (English printed and mimeographed documents).  
 Provincial Library of Manitoba (English printed and mimeographed documents).  
 University of Toronto (English printed and mimeographed documents).  
 Library of Parliament, Ottawa (English and French printed documents and English mimeographed documents).  
 McGill University (English printed and mimeographed documents).  
 Laval University (French printed documents).  
 Dalhousie University (English printed and mimeographed documents).

University of Montreal (French printed documents).  
 Canadian Institute of International Affairs, Toronto (English printed and mimeographed documents).  
 The United Nations Association in Canada, 340 McLeod Street, Ottawa, operates an unofficial United Nations information service. Introductory material on the United Nations is sent, free of charge, on request; questions about the United Nations are answered; and pamphlets of general interest are sold. Price lists enumerating the publications available can be obtained on request.

## Appendix IX

### Publications of the Department of External Affairs

The following is a list of publications relating to the United Nations and the Specialized Agencies, issued by the Department of External Affairs during 1954 and 1955.

1. *Canada and the United Nations, 1953-1954*, 116 pp.: printed, Queen's Printer, Ottawa, Canada; 50 cents (English edition out of print; French edition still available). (Editions for the years 1946, 1947, 1948, 1949, 1950, 1951-52 and 1952-53 are still available from the Queen's Printer at 50 cents each though the English editions for 1946 and 1947 are out of print).
2. *Statements and Speeches*  
 (Obtainable from the Information Division,  
 Department of External Affairs, Ottawa.)
  - 54/41 Statement by Mr. L. B. Pearson to the ninth session of the General Assembly.
  - 54/42 Canada and the United Nations.
  - 54/43 Disarmament.
  - 54/44 United Nations Day.
  - 54/46 Disarmament.
  - 54/48 United Nations Day.
  - 54/50 Peaceful Uses of Atomic Energy.
  - 54/52 Expanding the United Nations Community.
  - 54/59 Complaint of Detention and Imprisonment of U.N. Military Personnel in Violation of the Korean Agreement.
  - 55/4 Canada's Position on Formosa.
  - 55/18 Address by the Secretary of State for External Affairs to the Conference of United Nations Association at Ottawa, May 1955.
  - 55/22 Tenth Anniversary Meeting of the United Nations.
  - 55/23 The United Nations — Review and Preview.
  - 55/32 Statement made by Mr. Paul Martin to the tenth session of the General Assembly.
  - 55/34 The Peaceful Uses of Atomic Energy.
  - 55/36 Economic and Technical Assistance.
  - 55/38 The Question of Race Conflict in South Africa.
  - 55/39 Self Determination of Peoples.
3. *Supplementary Papers*  
 (Obtainable from the Information Division,  
 Department of External Affairs, Ottawa.)  
 A number of statements made at the General Assembly appear in this series. They deal mostly with specialized subjects, and supplement information found in the *Statements and Speeches* series.
4. *External Affairs*  
 Monthly bulletin of the Department of External Affairs. Obtainable from the Queen's Printer, Ottawa; annual subscription \$1.00 per year, students 50 cents. Most issues contain a section on current developments in the United Nations and the Specialized Agencies. In addition, special articles on subjects relating to the United Nations and Specialized Agencies appear from time to time.



## Appendix VI

Budget Appropriations of the United Nations  
for the Financial Year 1956

<i>Section</i>	<i>Dollars (US)</i>
1. The General Assembly, commissions and committees.....	457,500
2. The Security Council, commissions and committees.....	—
3. The Economic and Social Council, commissions and committees.....	107,500
(a) Permanent Central Opium Board and the Drug Supervisory Body..	29,400
(b) Regional economic commissions.....	37,000
4. The Trusteeship Council, commissions and committees.....	50,000
5. Special missions and related activities.....	1,991,450
(a) United Nations Field Service.....	584,600
6. Offices of the Secretary-General.....	2,037,100
(a) Office of Under-Secretaries without Department.....	137,900
7. Department of Political and Security Council Affairs.....	555,200
(a) Secretariat of the Military Staff Committee.....	107,500
8. Department of Economic and Social Affairs.....	3,265,900
9. Department of Trusteeship and Information from Non-Self-Governing Territories.....	735,000
10. Department of Public Information.....	2,488,600
(a) Visitors' Service.....	400,000
11. Department of Conference Services.....	6,241,400
(a) Library.....	483,500
12. Office of General Services.....	3,000,000
13. Temporary assistance and consultants.....	493,000
14. Travel of staff.....	1,170,000
15. Common staff costs.....	3,273,600
16. Common services.....	3,645,700
17. Permanent equipment.....	165,000
18. European Office of the United Nations (excluding direct costs, Joint Secretariat of the Permanent Central Opium Board and the Drug Super- visory Body.....	4,932,730
Joint Secretariat of the Permanent Central Opium Board and the Drug Supervisory Body.....	65,970
19. Office of the United Nations High Commissioner for Refugees.....	685,000
20. Information Centres (other than the information services, European Office of the United Nations).....	940,000
21. Secretariat of the Economic Commission for Asia and the Far East.....	1,198,200
22. Secretariat of the Economic Commission for Latin America.....	1,015,100
23. Special payments under the Staff Regulations.....	50,000
24. Hospitality.....	20,000
25. Contractual printing (excluding Permanent Central Opium Board and the Drug Supervisory Body).....	1,382,460
Permanent Central Opium Board and the Drug Supervisory Body.....	9,440
26. Technical Assistance Administration.....	386,700
27. Economic Development.....	479,400
28. Social activities.....	1,000,000
(a) Human Rights activities.....	50,000
29. Public Administration.....	145,000
30. Transfer of the assets of the League of Nations to the United Nations...	649,500
31. Amortization of the Headquarters construction loan.....	2,000,000
32. Joint Staff Pension Board and United Nations Pension Committee.....	106,000
33. The International Court of Justice.....	620,000
34. International Conference on the Peaceful Uses of Atomic Energy.....	961,000
35. Increased cost-of-living adjustments at Headquarters.....	413,000
Grand Total.....	<u>48,566,350</u>







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