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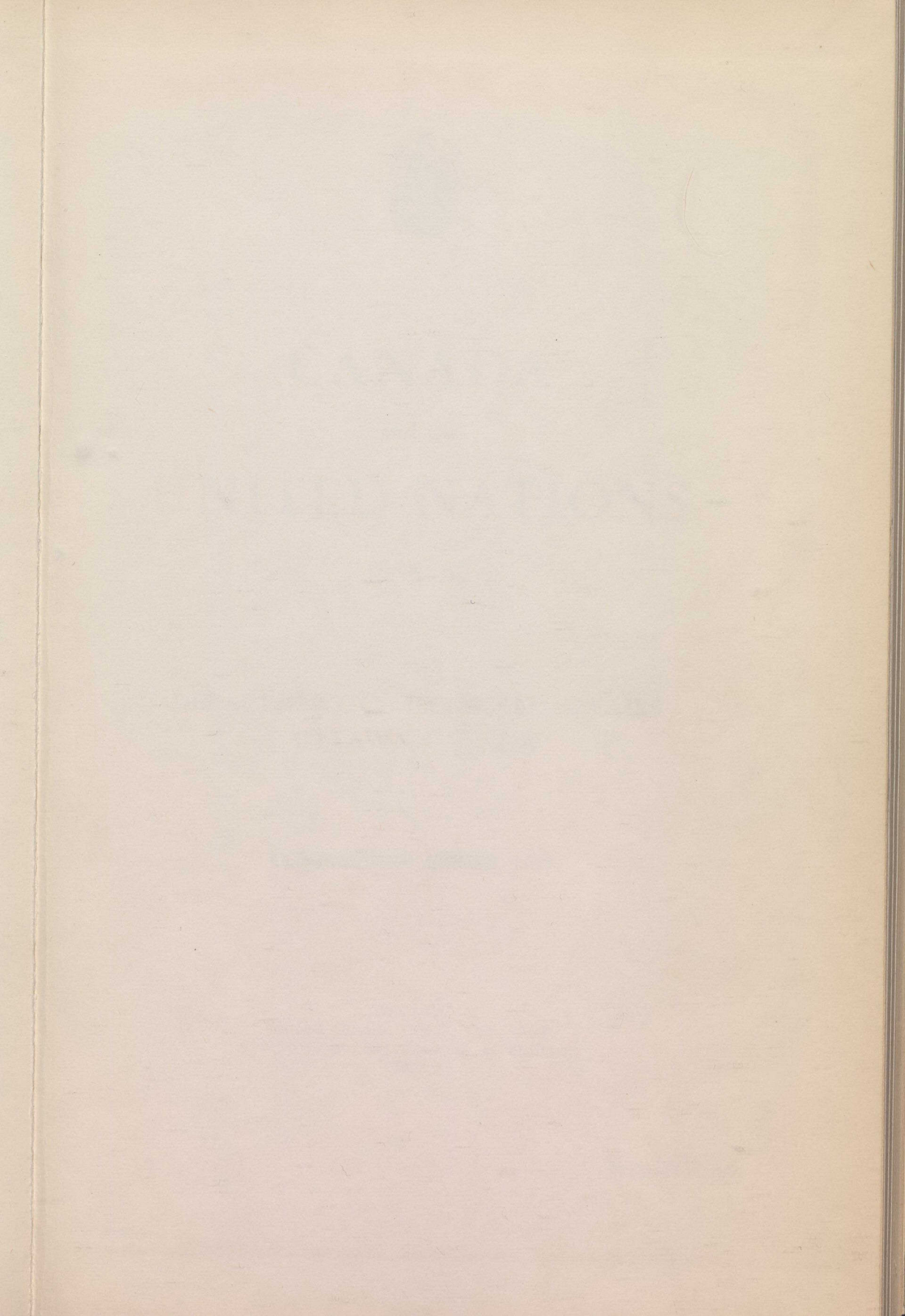
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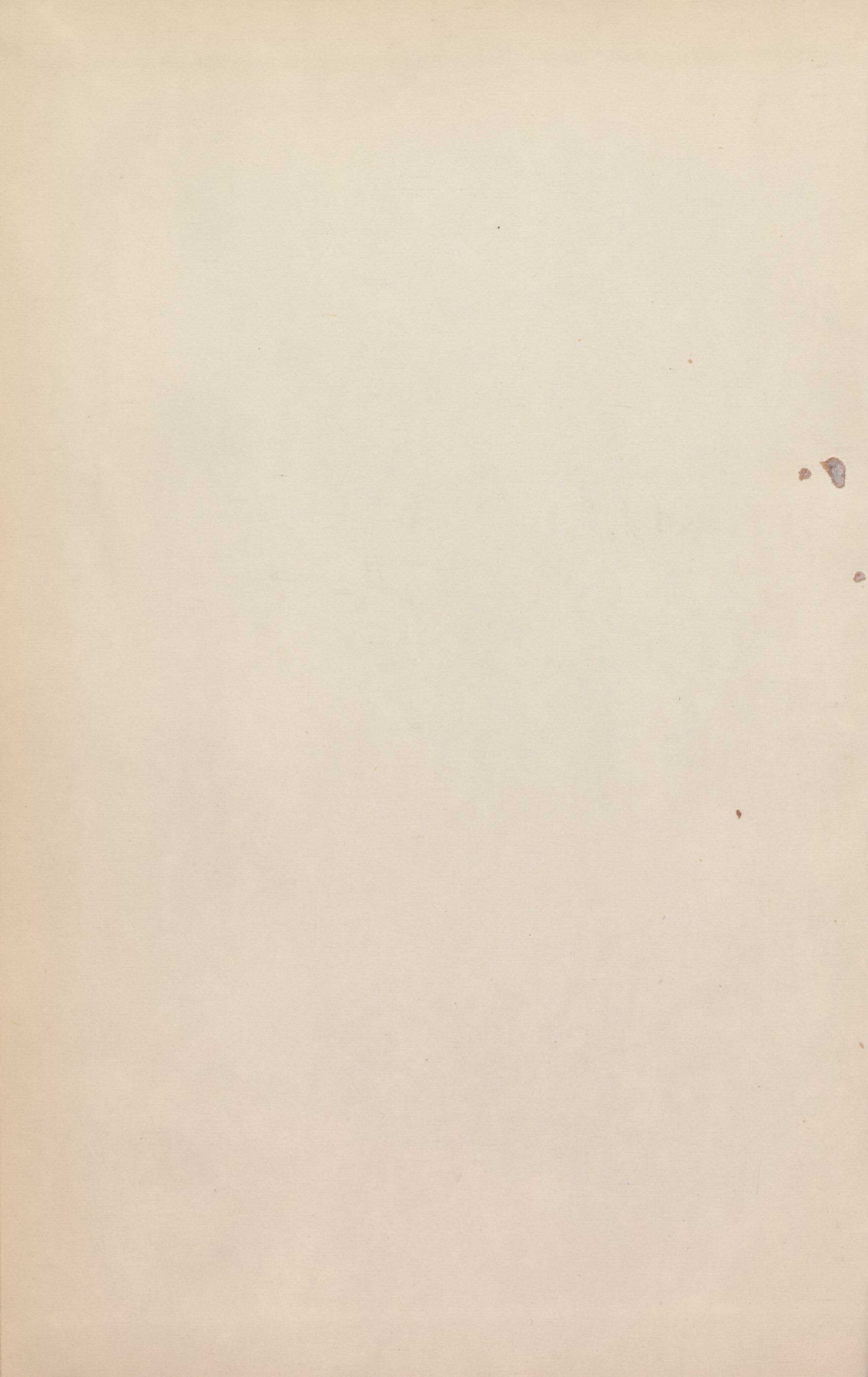
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CANADA
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UNITED NATIONS
1956-57

DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA, CANADA

CONFERENCE SERIES 1957

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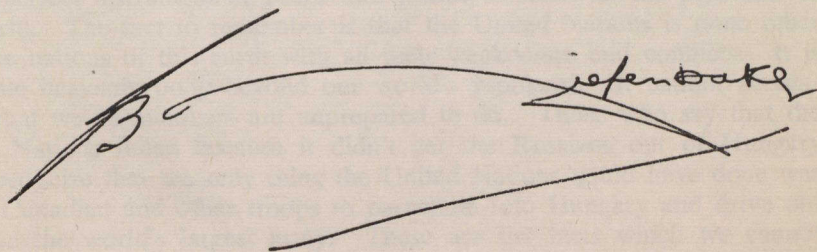
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NOTE

This volume, the latest in the annual series of *Canada and the United Nations*, covers a period from the beginning of 1956 up to March 1957. It is an account of the work of the United Nations and of Canadian policy under the previous government. The volume was prepared and sent to press in May 1957, before the change of government. It has seemed to me appropriate that this record, which is of interest to many persons in Canada and abroad, should be published in the usual way, although by the time the volume was ready for distribution a new government had taken over and this volume therefore may reflect some interpretations which are not necessarily shared by the present government.

I am anxious that this record should be available to Canadians because my Government believes firmly in the importance which Canada must attach to the United Nations. Whatever difference there may be on the decisions that have been taken during the period under review in the United Nations, there can be no difference on the fundamental importance of supporting and strengthening the United Nations as the basic institution of international collaboration. The United Nations has performed an important function in recent crises. If it has done less than we had hoped, this is not an argument for abandoning the United Nations but strong reason for seeking in association with other members ways and means of making the United Nations more effective in its role of helping to keep the peace.

A large, stylized handwritten signature in black ink, appearing to read 'Lester B. Pearson', is written across the page. The signature is composed of several sweeping, connected strokes.

Secretary of State for External Affairs

Ottawa, July 1957.

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[Handwritten signature]

Secretary of State for External Affairs

March 1937

FOREWORD

During the period covered by this report the United Nations passed through a period in which it was perhaps more severely tested than at any time since its creation. Opinions differ strongly as to how the United Nations stood that test, and it is not surprising that many people in Canada and elsewhere are troubled and uncertain. Many people sincerely believe that in the past year the United Nations showed grave weaknesses, that it was incapable of effective action in Hungary, and that its decisions in Egypt were ill-advised and unjust. Therefore, they argue, we should either abandon the United Nations altogether or cease to take it seriously in the pursuit of our national policies.

For my part, I do not believe that these tragic conclusions are justified. I do believe that there is much in the work of the United Nations which is unsatisfactory, but I believe also that now is the time for us to give earnest and fearless consideration to the ways in which the organization can be strengthened so that it can cope with unhealthy trends. I am not dismayed by all the controversy over the role of the United Nations because I hope that out of this controversy may come some answers to the questions we must ask ourselves.

Much of the critical comment on the role of the United Nations which we hear today is perhaps based on erroneous conceptions of what the organization is or purports to be. And I am thinking both of those who believe the United Nations has fallen into the hands of a lot of wild men who use it simply to abuse civilized people, and of those who think that it is a perfect instrument of peace and justice to settle all the problems of the world. The fact to remember is that the United Nations is none other than the nations of this earth with all their weaknesses and conflicts. It is not some heavenly body beyond our world's problems. It cannot accomplish what we its members are unprepared to do. Those who say that the United Nations failed because it didn't get the Russians out of Hungary must recognize that the only thing the United Nations could have done was to ask Canadian and other troops to parachute into Hungary and drive out by force the world's largest army. These are the facts which we cannot conceal beneath fine phrases about collective security. The United Nations is merely a reflection of the world as it exists. We cannot expect it to dissolve the Red Army or halt the transformation of empires with a resolution.

I think there may be less pessimism about the United Nations as an institution among Canadians than in other quarters because, although we have always looked upon it as an essential framework for international collaboration, we have taken the view from the beginning that in the present state of the world there is a limit to what we should expect of it. Whatever our aspirations for the future, we have thought it a mistake to conceive of the United Nations as anything in the nature of a world government which

could enforce world law with a kind of world police. The Canadian view is that the United Nations is an agency for reconciliation and negotiation, a forum where opponents can maintain contact and eventually reach compromises and solutions. It is not a substitute for diplomacy; it is a place where one can conduct diplomacy more effectively. And it has had a good deal of success in hammering out truces and rough settlements whether in Indonesia or in the Middle East. It is clear, of course, that few of these settlements are perfectly satisfactory or equitable; but what the United Nations did was to make it possible for the parties, with the assistance of mediators or commissioners and all the devices at its disposal, to get together and arrange to stop fighting. Then the long slow process of finding a permanent settlement could get under way with United Nations assistance. This would not seem very much in a perfect world; but in a highly imperfect world it may have prevented two or three nuclear wars, and this is not a bad record.

The United Nations, in Canada's view, is no more a perfect institution than is any other constitutional body in this imperfect world. It is, nevertheless, one which we could not get along without even if we wanted to. We doubt very much if it is possible, as some people profess to believe, to settle world problems "outside the United Nations", because there really isn't anywhere outside the United Nations. We may deplore at times the balance of power in the United Nations Assembly, but it does reflect in a rough way the world as it exists, and it is never very wise to be unrealistic. It is true that the system of voting in the General Assembly, by which the tiniest country has the same vote as that of the largest power, looks foolish; but it should not be assumed that the power of each country in the Assembly is exactly the same as the power of every other country. The General Assembly cannot force any member to do anything—it can only persuade; and the power of persuasion of the larger members is inevitably greater than that of the smaller. This fact is taken into consideration by all members when actions are contemplated. It is much easier to prove theoretically that the United Nations General Assembly has the power to be irresponsible and mischievous, than it is to prove from the record that it has in fact been so.

It cannot be denied that the United Nations passes some foolish and unwise resolutions, but it should be judged, like any other constitutional body, not by the sound and fury of its speeches but by the actions it takes. My view is that the best way to see that it acts wisely is neither to avoid the United Nations nor to leave matters passively to the decisions of an automatic majority, but rather to conduct an active policy within its framework. The policy of leaving things to the United Nations is as dangerous as the policy of deploring and ignoring the United Nations. The United Nations is not merely a Gallup poll or a voting-machine; it is a place where countries which are prepared to work vigorously, to cultivate good relations with other members, and to accept responsibilities, can achieve results. It is a place, furthermore, where countries of the size and population of ours can best work for peace, because our influence is not judged strictly in accordance with our population.

LIST OF ABBREVIATIONS

ACC	—	Administrative Committee on Co-ordination
CCIF	—	International Telephone Consultative Committee
CCIR	—	International Radio Consultative Committee
CCIT	—	International Telegraph Consultative Committee
CCITT	—	International Telegraph and Telephone Consultative Committee
ECAC	—	European Civil Aviation Conference
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
ETAP	—	Expanded Programme for Technical Assistance
FAO	—	Food and Agriculture Organization
GATT	—	General Agreement on Tariffs and Trade
IBRD	—	International Bank for Reconstruction and Development
ICA	—	International Co-operative Administration
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
ITO	—	International Trade Organization
ITU	—	International Telecommunications Union
OEEC	—	Organization for European Economic Co-operation
OTC	—	Organization for Trade Co-operation
ROK	—	Republic of Korea
SUNFED	—	Special United Nations Fund for Economic Development
UNCIP	—	United Nations Commission for India and Pakistan
UNCURK	—	United Nations Commission for the Unification and Rehabilitation of Korea
UNEF	—	United Nations Emergency Force
UNESCO	—	United Nations Educational, Scientific and Cultural Organization
UNHCR	—	United Nations High Commissioner for Refugees
UNICEF	—	United Nations Children's Fund
UNKRA	—	United Nations Korean Reconstruction Agency
UNREF	—	United Nations Refugee Fund
UNRRA	—	United Nations Relief and Rehabilitation Administration
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
UNTAC	—	United Nations Technical Assistance Committee
UNTSO	—	United Nations Truce Supervision Organization
UPU	—	Universal Postal Union
WHO	—	World Health Organization
WMO	—	World Meteorological Organization

This is, then, a time for faith in the United Nations and also a time for constructive criticism. This attitude need cause no dilemma if we can see the problem steadily and see it whole.

One thing we must do is to make sure that our criticism reaches the right target and that we do not denounce the United Nations as an institution for the sins of some of its members. It was not the United Nations General Assembly which displayed a double standard of morality in its attitude to the crises in Hungary and Egypt. The Assembly was no less forthright in its insistence that the Russians should withdraw from Hungary than it was in requesting the withdrawal of forces from Egypt. It was the Soviet Union, in its cynical disregard for the principles of the Charter as upheld by the Assembly, which was guilty of a double standard. Unless we understand these aspects of the problem clearly, we are apt to tear down this great international organization instead of building it up. We should apply the lessons we have learned in order to guide the United Nations to better practices and greater influence.

We must not close our eyes either to the signs of hope and encouragement which are every bit as evident as the causes for alarm. Whatever our failure to cope within the United Nations with some difficult problems, we did find methods of co-operating in the Middle East which have already reduced the dangers of conflict, and which can, with determination and goodwill, help us in the slow and difficult path to peaceful settlement. The problems of the Middle East are the complex product of centuries. Because they cannot be solved by the United Nations in a day we ought not to drift into the illusion that other and swifter arbitrations would prove more satisfactory. However bitter the passions which were roused over the crisis in the Middle East, countries with very different points of view are working together to find solutions. We have in the United Nations Emergency Force an instrument which cannot by itself solve the problems of that area, but it can be a most useful agency in the procedure of settlement. UNEF represents a considerable advance over previous United Nations bodies created to buttress the peace. It is my hope that from this experience will grow the nucleus of a permanent United Nations force, a force which would be not an international army and not an international police force, but an international agency ready and able to move swiftly into areas of crisis to help keep the peace and assist in the process of conciliation and settlement. It is in this manner, by using its great moral force in ways which are practicable in a world still divided and suspicious, that the United Nations can move from strength to greater strength.

L B Pearson

Secretary of State for External Affairs.

EDITORIAL NOTE

The present volume is the tenth in the *Canada and the United Nations* series; it deals with events in the 14-month period from the beginning of 1956 to March 8, 1957. During this period, the General Assembly held its first emergency special session (November 1-10, 1956), its second emergency special session (November 4-10, 1956); and its eleventh regular session (November 12, 1956-March 8, 1957 when it adjourned); and the Economic and Social Council held its twenty-first session (April 17-May 4, 1956), its twenty-second session (July 9-August 9, 1956) and its resumed twenty-second session (December 17-21, 1956).

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 VIII. 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 eight 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 relationships with each other.

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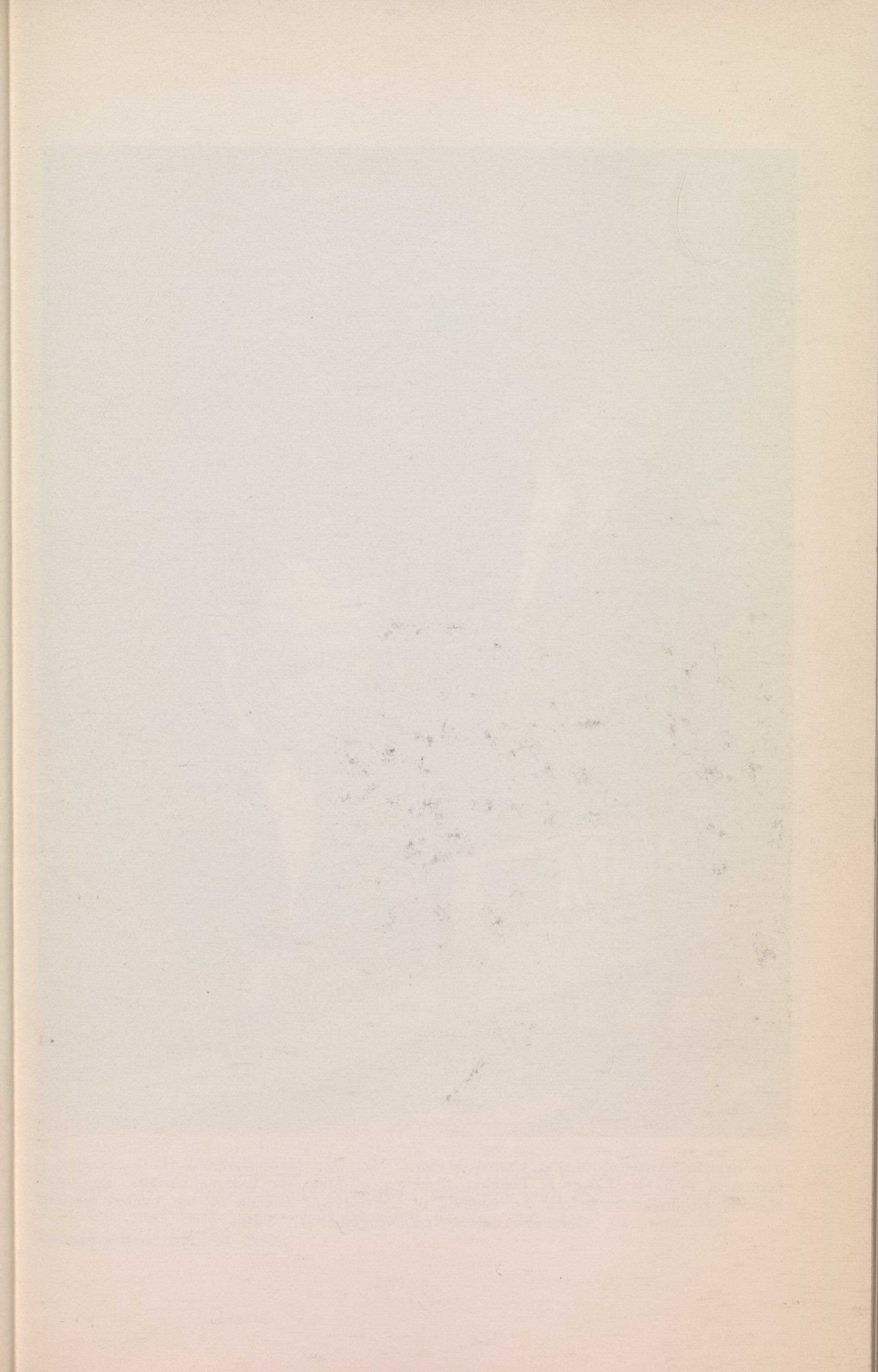
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The Secretary-General of the United Nations, Mr. Dag Hammarskjöld (left), reading a document with Mr. Lester B. Pearson, Secretary of State for External Affairs, at United Nations Headquarters before the opening of the eleventh session of the United Nations General Assembly on November 12, 1956.

United Nations

I

GENERAL SURVEY

The eleventh regular session of the General Assembly, which immediately followed the first and second emergency special sessions of the Assembly, adjourned temporarily on March 8. These sessions, covering a four-month period, were the longest and perhaps the most difficult which the United Nations has experienced. The eleventh regular session authorized its President, Prince Wan Waithayakon of Thailand, to reconvene the session should it become necessary to consider again the two unfinished items on its agenda—the situation in the Middle East and the question of Hungary.

For the Canadian Delegation it was a memorable session, with grounds for satisfaction as well as grounds for apprehension. The most interesting new feature was the presence of 81 members instead of 60 at the tenth session in 1955. The number of members was expanded during the session, and Canada was happy to welcome to the Assembly five more states—Ghana, Japan, Morocco, Sudan and Tunisia. Most of these new members as well as the 16 added in December 1955 made valuable contributions to the United Nations and justified the faith the Canadian Delegation had shown by sponsoring increased membership on the principle that the United Nations can serve our purposes better when it is more truly representative of the whole world as it exists. Nevertheless, there are some practical disadvantages to be faced in swelling numbers. The need for restraint on interventions, and a wider sense of responsibility for reaching practical conclusions in the least possible time, have become more than ever evident. It was inevitable that in the greater confusion of more voices the trend towards the formation of groupings on a regional or a political basis became more pronounced. It is a trend which could paralyze the Assembly if it led to the creation of rigid blocs, but it may also, as it did at the eleventh Assembly, help to produce more orderly and concise debate and more temperate resolutions.

The Canadian Delegation found itself deeply engaged in many of the most crucial issues at the Assembly. The obligation to assist in finding a solution for the Middle Eastern crisis of November 1956 was particularly painful as well as onerous, since Canada's closest allies were deeply divided over the issues. The fact that the Great Powers themselves were involved in one way or another in the major issues at the Assembly forced increasing responsibility upon the lesser powers, particularly those whose freedom for negotiation was not too greatly limited by association with blocs. The Canadian Delegation was, therefore, inevitably involved in the efforts to find reasonable answers to many problems whether these were close to, or remote from, direct Canadian interests. The Delegation worked in association with other Commonwealth countries, frequently with the Scandinavian countries, and with Japan and Norway in the important proposal for registration of nuclear tests.

The outstanding issues of the eleventh session were, of course, the Middle East and Hungary. The outbreak of fighting in the Middle East late in October confronted the United Nations with its most serious crisis since the Korean war. Combined with the violence and suffering in Hungary, the armed action in Egypt produced a degree of tension which, for a time, seemed in danger of developing into a larger conflict. In the months before the fighting began, the Security Council had been trying with no appreciable success to check a steady deterioration in conditions along the demarcation lines between Israel and its Arab neighbours. These efforts were made all the more difficult after the Suez Canal question became acute. The interaction of the Palestine and the canal issues was detrimental to both, and this became all too apparent once the armed intervention had begun. The complexity of these matters, together with the emotional response they evoked both in Europe and Asia, added greatly to the problems which the Security Council and the General Assembly had to handle.

The immediate task was to stop the fighting and then to secure the cease-fire and withdrawal. The action taken by the Assembly, and particularly the establishment of the United Nations Emergency Force, served these purposes well, although there were contributing developments outside the United Nations. This dual approach was developed in the first emergency special session and was intended to ensure that after the cease-fire and withdrawal there would be no return to the unhappy conditions which led to the explosion of October. While it may be said that this process of improvement has been started, it would be a grave mistake to assume that the relative quiet of the present can be maintained for long without some additional action by the United Nations to resolve the fundamental sources of conflict in the area. In all probability the pragmatic approach, which the large majority of members endorsed at the eleventh session, should be continued, but not without a serious effort to deal with issues of principle. Although the note of urgency which called forth prompt action last autumn may be subdued at the twelfth session, it will be no less important then for the Assembly to deal with the Palestine problems vigorously and with realism.

The very important disarmament discussions have gone on almost continuously in the United Nations since the organization was founded. Judging by the record of the past it might be concluded that disarmament negotiations between rival world powers such as the United States and the Soviet Union are inherently futile and might as well be abandoned. This view springs in part from a misunderstanding of the essential nature of current disarmament proposals. No government seriously proposes that major powers should dispense completely with armaments and armed forces and thus leave themselves at the mercy of any power which secretly violates the agreement. What is proposed is some carefully balanced and adequately inspected reduction of forces and armaments. No major power can be expected to take disarmament action which would seriously reduce its strength relative to other major powers. But balanced and safeguarded measures of limited disarmament would do something to reduce the burden of armaments and would contribute substantially to reducing world tension and improving the international outlook. The necessary co-operation between great powers in carrying out such a programme could itself bring

benefits in the way of increased mutual understanding and reduced suspicions. The destructive power of modern weapons is so great that the world's most urgent concern must be to prevent a war in which such weapons would be used. It is not possible to banish them from the face of the earth; there is no effective means of controlling any such sweeping abolition; but a limited disarmament agreement could at least stop the further build-up of stocks of these weapons, and could be a major element in the continued efforts to reach international settlements, particularly among the major powers, and reduce as much as humanly possible the danger of war. For this reason it is essential to pursue disarmament negotiations however disappointing the results may seem. There is at the present time some reason to believe that the major powers recognize more clearly than before the vital importance of carrying on their disarmament negotiations and are approaching these negotiations in a more serious and realistic spirit than they have done in the past.

While the world's attention was focussed on these political and security questions at the eleventh session, the quiet and constructive economic and social work of the United Nations was continuing apace. This work has already proved its worth in raising living standards in large areas of the world, thereby ameliorating conditions which give rise to international distrust and dissension. The technical assistance programmes are now soundly based, and in the Expanded Programme of Technical Assistance as well as in the regular programme (and the Specialized Agencies participate in both the regular and the expanded programmes) notable progress is being made in providing for the services of experienced advisers and for the training of personnel from the less developed areas of the world. However, the problem of how to provide more capital assistance for the less technically developed countries has not yet been solved, but the search for suitable arrangements to meet this need still goes on. A Canadian initiative at the eleventh session may be of some significance in the search for practical solutions for this need. The Canadian proposal was that of using United Nations facilities to collect and collate information on all types of international assistance, whether arranged bilaterally or multilaterally. In the social field, the problem of refugees, the health and care of children, the Draft Covenants on Human Rights, international narcotics control, and the efforts to improve the status of women, were questions which were discussed and acted upon with some advantage. In the view of Canadian delegations to the meetings of the Economic and Social Council, the Specialized Agencies, particularly WHO and FAO, and the Council itself have already left their mark on the history of our time in endeavouring to raise standards of health and agriculture. With very little publicity their work of conquering the timeless enemies of all peoples—illness, illiteracy, malnutrition and hunger—steadily goes on. In this most valuable work of the United Nations the communist states have never given much assistance.

Concerning the legal work of the United Nations, the International Law Commission submitted the culmination of several years of study when it presented to the General Assembly its final report on the law of the sea. This document is an important contribution to the codification and development of international law and, perhaps more important still, it can provide at least a basis upon which to build some universally accepted rules of law

in a field of international relations where in recent years unilateral action by states and ensuing international disputation has become all too frequent. Following up this final report by the International Law Commission, the General Assembly decided to convoke in the spring of 1958 an international conference to examine the law of the sea in its legal, technical, biological, economic and political aspects.

The great interest in the problems of dependent peoples was again in evidence during the discussions of the eleventh session. Many members of the United Nations, particularly those which have themselves achieved independence in recent years, continued to support the cause of all territories seeking independence. But there were indications at the eleventh session of a desire by most members of the international organization to be more realistic and constructive: on the one hand there was a greater disposition on the part of the administering countries to discuss in the United Nations the problems of the territories for which they are responsible; on the other hand there seemed to be recognition by the countries which are opposed to colonialism in any form, that strongly condemnatory speeches and resolutions may not be the best way of helping the dependent peoples themselves. However it cannot be claimed that there was a meeting of minds at the eleventh session on many issues concerned with dependent territories. But there was more candour and less rancour than in the past, and some compromise resolutions acceptable to both sides were adopted giving the General Assembly's blessing to negotiations between the dominant powers and their respective dependent peoples, with a view to achieving, by peaceful means, just solutions to the many difficulties in front of them.

In retrospect, the fourteenth-month period January 1, 1956 to March 8, 1957 was of compelling interest to Canada. It encompassed some gains for the cause of peace and security, and some reverses. A modified cold war still goes on. But, just as in 1955 there was no tranquillity, so in 1956 there was no abiding calm; in fact, it was a year which came perilously close to the Third World War which is the nightmare of all peoples.

II POLITICAL AND SECURITY

Disarmament

On December 16, 1955 the General Assembly passed a resolution urging the powers principally involved to continue their efforts towards reaching agreement. In accordance with the suggestions contained in that resolution the Disarmament Commission met on January 23, 1956, and agreed to reconvene its sub-committee (Canada, the United States, the United Kingdom, France and the U.S.S.R.). The period from then to the adjournment of the eleventh session of the United Nations General Assembly on March 8, 1957 was not one in which major concrete steps towards disarmament were achieved. Nevertheless, some progress was made towards narrowing the gap between the positions of the Western powers and the Soviet Union.

At the opening meeting of the sub-committee in London on March 19, 1956 the United Kingdom and France presented a "synthesis plan" for the reduction of armaments which would be developed in three stages. The plan was essentially similar to the previous joint initiatives of the United Kingdom and France concerning the outline of a comprehensive programme of disarmament and took into account recent Soviet proposals and statements of position. At the second meeting, the United States submitted two working papers. The first suggested that the five members of the sub-committee should agree to carry out an exchange of technical missions with a view to developing the means for control and inspection. The second proposed the setting up of limited and designated areas in the United States and Soviet Union, in which inspection and control tests might be carried out. On March 27, the Soviet Union tabled a new set of proposals under the general title of "Agreement on the Reduction of Conventional Armaments and Armed Forces". The main proposal envisaged the reduction of armed forces and conventional armaments in two stages to be completed in two years after an initial freeze of armament and manpower levels. At the end of the second stage the force levels for the United States, the Soviet Union and China would be 1,500,000 and for France and the United Kingdom 650,000. A second proposal, described as "separable" from the foregoing, suggested the creation of a limited zone of inspection in Europe including the territory of both parts of Germany and of adjacent states. A further "separable" proposal called for the immediate prohibition of nuclear tests, such steps as might be necessary to ensure that no atomic weapons be included in the armaments of troops in German territory, and the reduction of military budgets of states by 15 per cent over the previous year. After considering these and other proposals and working papers the sub-committee adjourned its session on May 4. It had not by this time reached any substantive conclusions, and its report merely transmitted to the Disarmament

Commission the texts of the documents which had been tabled during the session. At its last two meetings on May 3 and 4, the Western delegations tabled additional papers including a Declaration of Principles by the four Western members.

In early June, Marshal Bulganin, the Soviet Premier, sent personal messages concerning disarmament to Prime Minister St. Laurent and to the heads of the Governments of the United Kingdom, the United States, France, the Federal Republic of Germany, Italy, and Turkey. His message to Prime Minister St. Laurent spoke of the urgent need for a solution to problems of disarmament and called attention to the Soviet Government's intention to reduce their forces by 1,200,000 men, with a corresponding reduction of armaments and military expenditures. In his reply Mr. St. Laurent said that Canadian satisfaction over the announced Soviet reductions was tempered by the reflection that they would have been more timely ten years earlier and that they would leave the Soviet Union stronger in Europe than the Western powers. If reductions were to contribute to international confidence, the letter went on, they would have to be part of an agreement providing machinery to assure all signatories that the reductions were in fact carried out and providing also for an adequate system for warning of preparations for surprise attack. After observing that any comprehensive disarmament programme would be contingent on the solution of urgent political questions, Mr. St. Laurent promised continuing efforts for agreement, and observed that if the Soviet Government had a corresponding willingness to co-operate, significant and gratifying results could be attained.

On July 3, the Disarmament Commission of the United Nations was again convened to consider the third report of its sub-committee. Mr. Nutting of the United Kingdom introduced in the name of Canada, France, the United Kingdom and the United States, a joint draft resolution reaffirming the principles of the above-mentioned declaration of May 4. In summary, the six principles set forth required that the disarmament programme should proceed by stages; that it should begin with significant reductions in armed forces, armaments and military expenditures under effective international control; that it should provide for a strong control organization; that it should include preliminary demonstrations of inspection methods on a small scale; and that provision should be made for its suspension should a major state fail to carry out its obligations or in the event that a threat to peace under chapter VII of the United Nations Charter should develop. A draft resolution introduced by Mr. Gromyko, the Representative of the Soviet Union, noted with satisfaction "the substantial relaxation of international tension" which had taken place recently, and declared that a further undertaking by all states to renounce war and repudiate nuclear weapons would go even further towards strengthening the confidence of nations in one another. It also called upon all members of the United Nations to declare that they assumed a solemn obligation to refrain from the use of such weapons. The debate continued on July 5 with the Canadian statement by the Honourable Paul Martin who stressed the fundamental agreement among the Western powers, called upon the sub-committee to concentrate its immediate efforts on a limited or first-stage plan, and expressed the hope that the changes for the better which had taken place since the twentieth Congress of the

Communist Party of the Soviet Union would affect not only the internal policy of the Soviet Union. The business of the session was completed on July 16 with the adoption of a procedural resolution which requested the sub-committee to consider all proposals which had been submitted to the Commission.

Shortly after the opening of the eleventh session of the General Assembly, the Soviet Union published, on November 17, proposals calling for: (1) a reduction within two years of the armed forces in the Soviet Union, the United States and China to between 1,000,000 and 1,500,000 men, those of France and the United Kingdom to 650,000—as a first step, ceilings for these groups would be set at 2,500,000 and 750,000 respectively, with a corresponding reduction of armaments; (2) a complete prohibition and elimination of nuclear weapons within the same period, to begin with the abolition of nuclear test explosions; (3) a reduction by one-third during 1957 of the forces of the great powers stationed in Germany; (4) a considerable reduction of the forces of the great powers stationed in Europe in the NATO and Warsaw Pact countries; (5) the liquidation of foreign military bases within two years; (6) a corresponding reduction of military expenditures; and (7) the establishment of strict international control over the above obligations. In addition to repeating its proposal for a system of ground control posts to guard against surprise attack, the Soviet Union expressed its readiness to consider the question of employing aerial photography within the area in Europe in which the principal armed forces of the NATO and Warsaw Treaty countries are stationed, to a depth of 800 kilometres east and west of the demarcation line.

The Western powers deplored the aggressive context in which the Soviet proposals had been presented, and the fact that proposals for disarmament on the part of the Soviet Union had come at a time when that country was employing brutal armed force in Hungary. However, they recognized that at least in as far as the principle of aerial inspection had been accepted, the Soviet Union had moved closer to the Western position on the nature of the control which would be necessary for effective disarmament.

It was, then, with a new set of Soviet proposals before them, as well as those previously put forward during 1956 by the Soviet Union and the Western powers, that the First (Political and Security) Committee of the United Nations General Assembly met on January 14, 1957 to consider questions of disarmament. The debate was on the whole free from acrimony, and saw a large measure of the delegates' interest centred upon the Soviet proposals of November 17, and on a new United States plan which their Representative indicated would be submitted to the next session of the sub-committee.

The six points emphasized in the United States proposals were to the following effect: (1) after an agreed date all future production of fissionable material should be used or stockpiled for non-weapons purposes under international supervision; (2) when effective control of future production of fissionable materials exists, nuclear test explosions should be limited and eventually eliminated—meanwhile, a system of advance registration and limited international observation of tests might be adopted; (3) conventional armed forces should be reduced progressively and under inspection, in the

first stage to 2,500,000 for the United States and the Soviet Union, and 750,000 for France and the United Kingdom; (4) the testing of objects such as intercontinental missiles and artificial satellites should be under international supervision, in order to ensure that future developments in outer space are devoted only to peaceful purposes; (5) a system including aerial reconnaissance and ground control posts should be progressively installed, in order to provide against surprise attack; and (6) an international agency for the regulation of armaments should be installed concurrently with the beginning of the programme.

In addition to stressing his Government's proposals of November 17, the Soviet Representative introduced three draft resolutions calling, respectively, for the immediate cessation of nuclear tests, a special session of the General Assembly to consider disarmament, and an enlargement of the Disarmament Commission to include India, Poland, Egypt, and a Latin American country as well as an enlargement of the sub-committee to include India and Poland.

Speaking in the General Assembly debate on December 5, the Vice-Chairman of the Canadian Delegation, Mr. Roch Pinard, had already outlined Canada's position with regard to nuclear tests. He stated that while the Canadian Government considered that it was neither realistic, in view of defensive requirements in a troubled world, nor necessary, on the basis of present scientific evidence, to demand an immediate cessation of nuclear tests, yet it was to be hoped that the nuclear powers would be able as a first step to agree as a "self-denying ordinance" to set up some annual or other periodic limitation on the volume of radiation to be generated by nuclear tests, and to set up a system for registering such tests with the United Nations. Such preliminary measures, he said, might be examined and reviewed from time to time in the light of the data collected by the United Nations Scientific Committee on the Effects of Atomic Radiation and in due course they might be supplanted by a disarmament agreement which would deal more definitively with the whole problem of nuclear weapons.

In accordance with this policy of seeking limited and realistic objectives in the sphere of disarmament, the Canadian Delegation co-sponsored with Japan and Norway a draft resolution requesting that the sub-committee give particular and urgent attention to the question of establishing as a preliminary step a system for the registration of nuclear test explosions with the United Nations. It further requested that the United Nations Scientific Committee on the Effects of Atomic Radiation should co-operate with the states concerned in the operation of such a system, with a view to keeping the total actual and expected radiation in the world under constant observation.

Substantial support for the Canadian-Japanese-Norwegian draft resolution was expressed, but at the conclusion of the discussion, by agreement among their sponsors, other draft resolutions were not pressed, and a purely procedural resolution which had been evolved in private discussions was adopted unanimously. That resolution, which was sponsored by the five members of the sub-committee and by seven other countries—Australia, Brazil, El Salvador, India, Japan, Norway and Yugoslavia—requested that the Disarmament Commission reconvene its sub-committee at an early date,

that the sub-committee consider the various proposals which had been submitted to it as well as the various views which had been expressed during the debate, and that it submit a progress report by August 1, 1957.

Korea

In the interval between the tenth and eleventh sessions of the General Assembly, a proposal was put forward in April 1956 by the Government of the People's Republic of China in Peking that a new political conference be held to discuss the withdrawal of foreign forces from, and the peaceful reunification of, Korea. The 16 powers¹ concerned on the United Nations Command side decided not to accept the Chinese proposal in the absence of any change in the communist attitude which might suggest that the proposed meeting would be successful. About the same time, on the initiative of the United Nations Command, the Neutral Nations Supervisory Commission's inspection teams ceased to function outside the demilitarized zone which divides North from South Korea.

At the eleventh session of the General Assembly, two resolutions were introduced. The first, in connection with the report of the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK), dealt with the problem of reunifying the divided nation. The second resolution concerned the report of the Government of India on the former prisoners of war who did not elect for repatriation; it was sponsored by Ecuador, El Salvador and Venezuela, and expressed gratitude to the Governments of India, Argentina and Brazil "for their valuable co-operation in the settlement of the problem of ex-prisoners of the Korean War". It was adopted by the General Assembly in plenary session by a vote of 60 in favour, 0 against, with 10 abstentions (Soviet bloc and India). The main debate was confined to the first resolution. After noting the report of UNCURK, recalling the resolutions of the eighth² and ninth³ sessions on the Korean question, and noting that the 1952 Armistice Agreement remained in effect, it reaffirmed that United Nations objectives were to bring about the establishment of a unified, independent and democratic Korea under a representative form of government and the full restoration of international peace and security in the area; urged that continuing efforts be made to achieve these objectives in accordance with the principles enunciated at the Geneva Conference of 1954, and reaffirmed by the General Assembly at its eighth and ninth sessions; called upon UNCURK to continue its work in this direction, and upon all states and authorities to facilitate this work; and finally requested the Secretary-General to place the Korean item on the provisional agenda of the twelfth session. A representative of the Republic of Korea (South Korea) was invited to participate without voting privileges in the discussion of the main resolution by the First (Political and Security) Committee; this invitation to the Republic of Korea was agreed to by a vote of 51 in favour (including Canada), 10 against, with 12 absentions.

¹The 16 powers are:—Australia, Belgium, Canada, Colombia, Ethiopia, France, Greece, Luxembourg, Netherlands, New Zealand, Philippines, Thailand, Turkey, Union of South Africa, the United Kingdom, the United States.

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

³See *Canada and the United Nations 1954-55*, pp. 11-14.

The Canadian Representative, after expressing regret that the prospect of a free and united Korea was not much closer than when the subject was last discussed, called for an attitude which would be practical and flexible, and an approach which, while not deviating from certain principles fundamental to unification, would not allow unreasonable stubbornness to stand in the way of negotiations leading to a settlement. Rather than being imposed, the settlement must be negotiated and even if the process of achieving it in this manner is prolonged and often frustrating, it is the most honourable work of the United Nations. Although sceptical of the good faith of the North Koreans, he nevertheless expressed the conviction that all those in Korea who must be a party to a political settlement should participate in the negotiation of it. The resolution seemed consistent with these principles and did not preclude negotiations for a settlement which should satisfy the legitimate demands of all concerned. The resolution was adopted by the General Assembly on January 11, 1957 by a vote of 57 in favour (including Canada), 8 against, with 9 abstentions.

Algeria

Algeria first appeared squarely in the United Nations spotlight at the tenth session of the General Assembly in 1955¹. On that occasion 14 Asian and African nations sought to have the question of Algeria inscribed on the agenda of the General Assembly on the grounds that the continuance of the nationalist revolt was creating a threat to the peace in the Mediterranean area. Inscription was bitterly opposed by the French Delegation on the grounds that Algeria was an integral part of metropolitan France. When the Assembly decided by a majority of only one vote (Canada voted with France in the minority) to inscribe the item, the French Delegation withdrew from the Assembly declaring that France would consider as null and void any recommendations made by the Assembly on this issue. There followed a period of intense effort to find a formula which would effect the return of the French Delegation to the Assembly and also offer some satisfaction to the nations which had proposed the inscription of the item. In the end an Indian resolution was adopted to the effect that the General Assembly decided not to consider further the Algerian item and was therefore no longer seized of it on the agenda of the tenth session.

In January 1956 a general election in France led to the formation of a government pledged *inter alia* to an active policy of seeking the end of bloodshed in Algeria and the creation of a permanent political and administrative structure for the area. French policy announced then and maintained with little modification to the present, was as follows: as a first step there should be an unconditional cease-fire; this would be followed by free elections; negotiations could then take place between the elected representatives of the Algerian people and the French Government regarding the new regime. The arrangements that eventually would apply in Algeria could not, of course, be anticipated, but the French Government made it clear that it would propose a greater measure of local autonomy, while insisting on "equality of rights" of all inhabitants and "indissoluble ties" with France.

¹See *Canada and the United Nations, 1954-55*, pp. 17-20.

In March 1956, Morocco and Tunisia achieved complete political independence of France. This encouraged the Algerian nationalists to stiffen their own demands. No progress was made in finding a solution for the Algerian problem, and France was obliged to increase substantially the numbers and strength of its forces in Algeria. Rebel attacks and acts of terrorism continued during the summer and early autumn and the cost and extent of French military action in Algeria mounted.

In October 1956, there occurred three important events in the Algerian struggle. On October 1, 15 Arab and Asian states requested that the General Assembly of the United Nations include the Algerian question in the agenda of the eleventh session. Some time later French naval forces intercepted a ship (the *Athos*) carrying arms from Egypt to the Algerian rebels. This foreign assistance was brought to the attention of the Security Council which, however, took no immediate action on the complaint. Then, on October 21, to the indignation of the Moroccan and Tunisian Governments, the French military authorities contrived to have an aircraft, flying from Rabat to Tunis and carrying five leaders of the Algerian rebellion, land at Algiers where the nationalist leaders were arrested.

In New York, the French Delegation continued to maintain that the United Nations was not competent to consider the Algerian question, but, on this occasion did not oppose the inscription of the item on the agenda of the eleventh session. It was their aim, they said, to explain to members the situation in Algeria, its background, the problems, and the solution France proposed for those problems. They were not prepared to enter into a debate on the question and indeed, having explained their own policy for dealing with this domestic problem, considered that the whole matter should be dropped from the agenda.

Consideration of the Algerian item commenced in the First (Political and Security) Committee of the General Assembly on February 4. M. Pineau, Foreign Minister of France, gave a long and lucid exposition of the French point of view. He traced the history of Algeria under French rule and dealt in detail with the efforts made by the French Government to improve conditions in Algeria and to achieve an equitable political solution which would take account of the rights of all racial groups in the country as well as the legitimate interests of France. He explained French proposals for the future organization of Algeria and spoke of the benefits that could attend the emergence of a "Eurafrican" whole. "Europe in its entirety, bringing to Africa its capital and its techniques, should enable the immense African continent to become an essential factor in world politics" M. Pineau said.

Principal spokesman for the Algerian nationalists' point of view in the debate which ensued was M. Zeinmedine, the Representative of Syria, who delivered a speech almost as long as that of M. Pineau. From his account of the history of the area to his interpretation of French plans for the future of Algeria, M. Zeinmedine's statement represented a view in almost every aspect diametrically opposed to that presented by M. Pineau.

From this and subsequent statements by various delegations, it became apparent—if it had not been from the start—that no majority could be found for a resolution that would either condemn France or applaud France for her Algerian policies. The Canadian view was that the Algerian conflict

was essentially a matter of French domestic concern. It was permissible to discuss the question in the United Nations with France's consent, but this did not imply that the United Nations was competent to judge the actions of the member principally concerned.

The statement of the Canadian Delegation in the First Committee was delivered by the Honourable Roch Pinard, Secretary of State, on February 8. He stated that Canada still doubted the wisdom of discussing a problem which under the Charter fell so clearly within the jurisdiction of a member state. He expressed pleasure that the French Delegation had accepted the opinion of the majority and had agreed to present its views on the problem. It was the opinion of the Canadian Delegation that the French Government was aware of the need to relate its policies to the necessities of a changing world and that it had set upon a course which could result in a state of affairs that should satisfy the legitimate aspirations of the two main elements of the Algerian population. Canada had succeeded in working out a harmonious political and social entity in a society composed of peoples of differing cultural, linguistic and religious backgrounds, but it had not done so over night. Mr. Pinard referred to the immense progress made by France in the last year in granting independence to Tunisia and Morocco and greater local control to the population of Togoland and colonies in other parts of Africa. He expressed the belief that these accomplishments were proof of French good faith and suggested that the Committee should leave the question of Algeria's future to be worked out by France with the elected representatives of the area.

After rejecting by narrow margins two resolutions which referred to the right of self-determination and by implication invoked the support of the United Nations for its application in Algeria, the First Committee reached agreement on a resolution which expressed the hope that a solution would be found in conformity with the principles of the United Nations Charter. This consensus was passed to the General Assembly which on February 15 unanimously adopted a resolution expressing the hope that "in a spirit of co-operation, a peaceful, democratic and just solution will be found, through appropriate means, in conformity with the principles of the Charter of the United Nations".

Cyprus

The question of the future of Cyprus has been raised at the last three sessions of the General Assembly.

Since 1878 the island has been administered by the United Kingdom. It was formally annexed in 1914 and its status was confirmed in 1923 by the Treaty of Lausanne to which the United Kingdom, Greece and Turkey are parties. The Cyprus population, numbering half a million, is four-fifths Greek and one-fifth Turkish in origin. Among the Greek Cypriots there has been agitation in favour of union with Greece (Enosis) since the 1930's. During the post-war period the supporters of Enosis repeatedly rejected as unsatisfactory United Kingdom proposals for a new constitution providing for a large measure of self-government. In 1954 the EOKA (National Organization of Cypriot Fighters) turned to violence as a means of enforcing its demands and the United Kingdom authorities took stern counter-measures.

At the ninth session of the General Assembly in 1954 a Greek item concerning self-determination for Cyprus was inscribed on the agenda over the opposition of the United Kingdom, Canada, and most of the other Commonwealth and NATO countries. On the grounds that a United Nations debate on the Cyprus issue would do more harm than good and because the wording of the agenda item implied intervention in a matter of domestic jurisdiction, contrary to Article 2(7) of the Charter, the Canadian Delegation supported a resolution subsequently adopted by the Assembly deferring consideration of the Cyprus issue¹.

At the tenth session of the Assembly in 1955, the Greeks attempted to have a similar item inscribed on the agenda but it was rejected by a close vote of 28 (including Canada) to 22.

In the autumn of 1955 the Foreign Ministers of the United Kingdom, Greece and Turkey conferred in London on new constitutional proposals for Cyprus. Subsequent discussions between the United Kingdom authorities and Archbishop Makarios, the Ethnarch of Cyprus, broke down. In March 1956 the Archbishop was exiled to the Seychelles for complicity in terrorist activities.

When the eleventh session of the General Assembly was convened in November 1956, the Greek Delegation again sought United Nations approval for self-determination for Cyprus. The United Kingdom Delegation this time did not oppose inscription of the item but instead entered a complaint that terrorism in Cyprus was being supported from Greece.

In December, before the Cyprus item was considered by the United Nations, Lord Radcliffe's proposals for substantial self-government, protection of minority rights, and maintenance of the United Kingdom's strategic interests in Cyprus were presented to the House of Commons in London. The Radcliffe constitution was accepted as a basis of negotiation by the Turkish Government but was summarily rejected by the Greeks. It was therefore against a background of international stalemate and continued violence in Cyprus that the Cyprus question came up for debate in the First (Political and Security) Committee of the General Assembly on February 18, 1957.

Three resolutions were tabled—one by the United Kingdom calling on the Government of Greece "to take effective measures to prevent support or encouragement from Greece for terrorism in Cyprus"; one by the Greek Delegation expressing the wish that "the people of Cyprus be given the opportunity to determine their own future by the application of their right to self-determination"; and a second Greek resolution which would have established a United Nations fact-finding committee of seven members to investigate the complaint of the United Kingdom Government.

The debate began with three strongly worded statements by the Representatives of Greece, the United Kingdom and Turkey. Speaking for the Greek Delegation, Foreign Minister Averoff held the United Kingdom Government responsible for failing to respect the United Nations Charter in the case of Cyprus. He denied that the Greek Government was abetting terrorism or seeking to claim Cyprus but he supported "liberation from

¹See *Canada and the United Nations 1954-55*, pp. 20-21.

the colonial yoke". Commander Noble of the United Kingdom Delegation regretted the quarrel between Greece and the United Kingdom and the weakening of free world defences in South Eastern Europe which he attributed to the Greek pursuit of Enosis. The United Kingdom spokesman charged that terrorism in Cyprus had been officially encouraged by Athens Radio and that arms and money had also been provided to EOKA from Greek sources. He pointed to the constitutional proposals of Lord Radcliffe as evidence that the United Kingdom had continued to work towards self-government in Cyprus. Mr. Sarper of the Turkish Delegation stated that the inscription of the Cyprus item on the agenda in no way implied the competence of the United Nations to intervene in Cyprus. He accused Greece of annexationist ambition, condemned terrorism, and called for a renewal of negotiations among the parties directly concerned.

The Canadian Delegation intervened briefly at an early stage of the debate, pointing out that the problem of Cyprus was a complex issue involving three friends and allies, and questioning the wisdom of venturing facile solutions, even if the Committee had the competence. The Delegation suggested that both the Greek Government and the Cypriots themselves might give more serious study to the Radcliffe proposals and reminded the Committee of the commendable record of the United Kingdom in fostering the development of self-government in the Commonwealth. The Canadian Delegation considered that continuance of the near state of civil war in Cyprus, or its encouragement from abroad, would only be to the detriment of the people of Cyprus, would lead to further deterioration in Greek-Turkish-United Kingdom relations, and add to unsettled conditions in the Middle East. The Delegation doubted that a solution to the Cyprus problem would be advanced by charges and counter-charges in the United Nations when the question should be settled amicably by the powers concerned.

The Australian, New Zealand, French and Norwegian Delegations were among those supporting the United Kingdom position and Representatives of Afghanistan, Romania, Syria and Yugoslavia favoured self-determination for the people of Cyprus; but most delegations seemed to share the opinions expressed by the Representatives of Ceylon, Iran, Iraq, Pakistan and the United States, who hoped for a moderate outcome to the debate leading to a resumption of negotiations among the principals.

On February 22 the Indian Delegation introduced a compromise resolution that proved to be generally acceptable. The text expressed the Assembly's desire that "a peaceful, democratic and just solution" should be found in accord with the Charter of the United Nations, and concluded with the hope that negotiations would be "resumed and continued to that end". The question of which parties were to negotiate was left vague, and interpretations differed.

The compromise resolution was adopted in the First Committee by a majority of 76-0, Afghanistan and Panama abstaining. The United Kingdom and Greek Delegations agreed not to press their resolutions to a vote and the Panamanian Delegation withdrew another draft resolution which had been advanced as a possible compromise. The Cyprus resolution, as recommended by the First Committee, was then accepted by the General

Assembly by a vote of 55-0, with 1 abstention. In the Canadian view, this resolution which received Canada's support, left the way open for further negotiations and for quiet diplomacy.

West New Guinea

During the negotiations which preceded the transfer of sovereignty over the former Netherlands Indies to Indonesia, the two parties could not agree on the future status of West New Guinea. As a result, Article 2 of the Charter of Transfer of Sovereignty (Round-Table Agreements) 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 thus envisaged continued intermittently for more than the specified year but were eventually broken off without agreement. The Government of Indonesia then requested that the question of West New Guinea be placed on the agenda of the ninth session of the General Assembly.

At the ninth session¹, a resolution calling on the two parties to 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 failed to receive the necessary two-thirds majority. When the item came before the tenth session, Representatives of Indonesia and the Netherlands announced that their Governments had agreed to hold discussions on a number of outstanding issues. The Assembly then adopted a mild resolution expressing the hope that the negotiations would be fruitful.

The West New Guinea item, proposed by 16 African and Asian members, was included on the agenda of the eleventh session after a vote in which the Canadian Representative abstained because, while the right of the 16 to bring the matter before the Assembly was recognized, there seemed no likelihood that the Assembly would be able to further a solution, especially in the atmosphere created by abrogation of the Round-Table Agreements and the continued imprisonment and trial of Netherlands nationals by Indonesia. Statements by both Indonesian and Netherlands Representatives in the debate in the First (Political and Security) Committee were firm but moderate in tone. A resolution tabled during the debate by 16 members, noting that negotiations between the parties had so far not resolved the issue and requesting the President of the Assembly to appoint a good offices commission of three members with a view to assisting in negotiations and reporting at the twelfth session of the Assembly, was adopted by the First Committee with a simple majority. This resolution however failed to obtain a two-thirds majority in plenary session.

The Canadian Delegation took the position that it would assist in reaching a fair judgment on the dispute if the International Court of Justice were requested to give an advisory opinion on the legal points involved. In the absence of such an opinion the Canadian Delegation was not convinced

¹See *Canada and the United Nations 1954-55*, pp. 21-22.

of the arguments in favour of a change in the status of West New Guinea; also there did not seem to be any clear evidence of a desire by the inhabitants of West New Guinea to join Indonesia. In the Canadian view, the Netherlands Government should therefore continue to administer this territory with the purpose, which it had constantly avowed, of educating and assisting the inhabitants to the point where they could govern themselves and choose their own destiny. If, when that day came, the people of West New Guinea chose to affiliate themselves with Indonesia, the situation would be quite different. They might, on the other hand, prefer to remain a separate state or to join with the peoples, more closely related to them, in other parts of the island which they shared. But these were questions which the people of West New Guinea should decide for themselves when the time was ripe, not questions which should be decided for them by the General Assembly of the United Nations.

Kashmir

The Kashmir dispute was brought before the Security Council this year for the first time since 1951. Despite the work of the United Nations Commission for India and Pakistan (UNCIP), and the efforts of various mediators from 1948 to 1953, India and Pakistan have not been able to reach agreement on the disposition of the state of Jammu and Kashmir in the years since a cease-fire was established between their forces by the United Nations in 1948.

On January 2, 1957 Pakistan submitted a letter¹ to the Security Council requesting early consideration of the Kashmir dispute. This letter referred to Dr. F. P. Graham's report of March 27, 1953 (Dr. Graham was the United Nations Representative appointed in 1951 to replace Sir Owen Dixon as mediator in the dispute), and to the UNCIP resolutions of August 13, 1948 and January 5, 1949 which called for: (a) a cease-fire; (b) the demilitarization of the state; (c) an impartial plebiscite conducted under the auspices of the United Nations. The document noted that India had refused "on one pretext or another" to honour the commitments it had accepted under the two UNCIP resolutions. Also mentioned in the document was Pakistan's concern about the constitution adopted by the so-called Constituent Assembly at Srinagar on October 29, 1956 which declared Kashmir "an integral part of the Indian Union" and which, according to Pakistan, contravened the Security Council resolution of March 30, 1951. (The relevant part of this resolution affirms: "that the convening of a Constituent Assembly recommended by the General Council of the all-Jammu and Kashmir Conference, and that any action that the Assembly might attempt to take to determine the future shape and affiliation of the entire state or any part thereof, would not constitute a disposition of the state in accordance with the above principle"—the principle is that referring to a plebiscite). The letter from the Government of Pakistan concluded by asking the Security Council to take "firm and timely action" and by calling for the implementation of the UNCIP resolutions².

On January 16 the Foreign Minister of Pakistan presented the case for Pakistan before the Security Council. He urged that Kashmir be

¹Document S/3767.

²See *Canada and the United Nations 1949*, p. 67.

demilitarized, that internal security be entrusted to a United Nations force "which should be introduced into the area at once", prior to the holding of a plebiscite. On January 23 and 24 the Representative of India put forward the Indian side of the case arguing that the only question the Security Council had to consider was the original complaint against Pakistani aggression brought by India to the Council on January 1, 1948, and that India was under no commitment to allow a plebiscite in Kashmir. The United States, the United Kingdom, Australia and Colombia then put forward a resolution reminding the two disputants of the UNCIP resolutions which called for a free and impartial plebiscite conducted under the auspices of the United Nations. The resolution, which also re-affirmed the Security Council resolution of March 30, 1951, was carried on January 24 with 10 votes in favour, 0 against, with 1 abstention (U.S.S.R.). Then on Republic Day, January 26, 1957, India accepted formal accession of Kashmir into the Indian Union.

On February 14, the United States, the United Kingdom, Cuba and Australia presented a new joint draft resolution to the Security Council. This resolution¹ noted that demilitarization prior to the holding of a plebiscite had not been achieved and noted further that the Pakistan proposal for the use of a temporary United Nations force to achieve demilitarization would deserve consideration; the operative portion of this resolution requested Mr. Gunnar Jarring of Sweden, President of the Security Council, "to examine with the Governments of India and Pakistan, proposals, which in his opinion, are likely to contribute to the achievement of demilitarization, or to the establishment of other conditions for progress toward the settlement of the dispute, having regard to the previous resolutions of the Security Council and of the UNCIP and bearing in mind the statements of the representatives of the Governments of India and Pakistan and the proposal for the use of a temporary United Nations force". The resolution authorized Mr. Jarring to visit the sub-continent for this purpose, requested him to report back to the Security Council as soon as possible, but not later than April 15, 1957, and concluded by inviting the Governments of India and Pakistan to co-operate with Mr. Jarring in the performance of these functions. On February 20 this resolution was vetoed in the Security Council by the Soviet Union. Sweden abstained and the other nine members of the Council voted in favour of it.

Immediately after this vote, a new draft resolution was put before the Security Council by the United States, the United Kingdom and Australia. This resolution recalled the previous resolutions of the Security Council and UNCIP, but excluded the remainder of the preamble in which reference was made to the use of a temporary United Nations force. Except for this deletion, the operative portion of the new resolution remained the same. This new draft resolution was adopted by the Security Council on February 21 by 10 votes in favour, 0 against, with 1 abstention (U.S.S.R.).

Middle East Crisis

In 1956 the Security Council had to deal with a series of increasingly grave crises in Israel's relations with three of its four Arab neighbours. When the year opened it had before it a Syrian shooting incident on Lake

¹Document S/3787.

Tiberias to which Israel had replied with a large-scale military raid against Syrian positions. On January 19 the Security Council adopted unanimously a resolution condemning Israel for what it described as a flagrant violation of the Security Council's standing cease-fire resolution of July 15, 1948, the armistice agreement, and Israel's obligations under the Charter. The Security Council expressed "grave concern" at Israel's failure to comply with its obligations and warned that if it did not do so in the future the Security Council would have to consider what further measures under the Charter were required to maintain or restore peace.

In the same month the Secretary-General visited the Middle East briefly to study means whereby the effectiveness of United Nations truce supervision machinery might be increased. There was general uneasiness in the area. In March the United States asked the Security Council to consider the status of compliance with its own recent resolution on Arab-Israeli relations and with the armistice agreements generally. It cited a build-up of armed forces on both sides of the demarcation lines and developments "which might endanger international peace and security". (It will be recalled that Egypt was receiving substantial arms shipments from Czechoslovakia and that Jordan at the beginning of March had dismissed the British Commander-in-Chief of its army). On April 4 the Security Council, agreeing that the situation was serious, asked the Secretary-General to arrange with the parties measures which would reduce existing tensions, such as withdrawal of forces from the armistice demarcation lines, restoration of full freedom of movement for truce observers and other local measures to prevent incidents.

On April 5 Gaza was shelled. Hostilities were halted by action of the United Nations Truce Supervision Organization (UNTSO), but reprisals by Egyptian-trained fedayeen against Israel continued for a period of some weeks. Meanwhile the Secretary-General in a series of negotiations obtained from all parties unconditional assurances that they would henceforth observe the cease-fire provisions of the armistice agreements, with a reservation only for immediate self-defence. He also discussed practical measures to reduce tension on the armistice demarcation lines. On June 4 the Security Council noted that full compliance with its own past resolutions and with the arrangements suggested by the Secretary-General had not yet been obtained. It called upon the parties to co-operate with the Secretary-General and the Chief of Staff of UNTSO to carry out their practical proposals and to comply fully with the armistice agreements. The Secretary-General was asked to continue his good office and visited the area again during the summer.

In September and October there was a sharp increase in violence on the frontier between Jordan and Israel, with heavy military reprisals against Jordan for incidents in which Jordan was held responsible for the loss of Israeli lives. Jordan, fearing that Israel was preparing for an all-out attack, invited financial assistance and arms from Egypt, Syria and Saudi Arabia and military assistance from Iraq and the United Kingdom. In mid-October Jordan appealed to the Security Council, and on October 24 entered into a mutual defence pact with Egypt and Syria. This tripartite agreement, as the Prime Minister of Israel was to explain on April 2, 1957, precipitated the attack launched by Israel against Egypt on October 29 which was designed (a) to break Egypt's military strength before it was further

increased, (b) to secure free passage for Israel's shipping in the Suez Canal and the Straits of Tiran, and (c) to prevent incursions into Israel from the Gaza strip. Mr. Ben Gurion rejected a proposal that Jordan should be the object of the attack because this would have involved Israel in a conflict with Jordan's ally the United Kingdom. The Security Council debate on Jordan's appeal had not been completed when the invasion of Egypt began.

For three months Egypt had been heavily engaged in discussions, partly within and partly outside the United Nations, relating to the Suez Canal. By a Presidential decree, issued one week after Anglo-American offers of financial assistance for the Aswan Dam project had been withdrawn, the Egyptian Government declared on July 26 that the Universal Maritime Canal Company was nationalized. The Governments of France, the United Kingdom and the United States held urgent consultations, and on August 2 announced the convening of an international conference "to establish operating arrangements under an international system designed to assure the continuity of the operation of the Canal as guaranteed by the Convention of 1888, consistently with legitimate Egyptian interests". Twenty-two states were represented at the conference which met in London on August 16. One week later, eighteen of these user governments agreed on a set of proposals for the future operation of the Canal which were conveyed to President Nasser but were not accepted as a basis for negotiation with the users.

On September 12 it was announced that the United Kingdom, France and the United States had agreed on the establishment of an International Users Association (subsequently named the Suez Canal Users' Association) to safeguard the rights of the users of the Canal. Representatives of the eighteen powers met in London from September 19-21 and drew up a declaration establishing this Association.

The Security Council convened on September 26 to consider the Canal question on the strength of items submitted for inscription by the United Kingdom and France on the one hand, and by Egypt on the other. Following public sessions, closed sessions, and private direct talks among the Foreign Ministers of France, the United Kingdom and Egypt and the Secretary-General, there emerged a resolution adopted unanimously by the Council on October 13

"that any settlement of the Suez question should meet the following requirements:

(1) there should be free and open transit through the Canal without discrimination, overt or covert—this covers both political and technical aspects;

(2) the sovereignty of Egypt should be respected;

(3) the operation of the Canal should be insulated from the politics of any country;

(4) the manner of fixing tolls and charges should be decided by agreement between Egypt and the users;

(5) a fair proportion of the dues should be allotted to development;

(6) in case of disputes, unresolved affairs between the Suez Canal Company and the Egyptian Government should be settled by arbitration with suitable terms of reference and suitable provisions for the payment of sums found to be due."

It was intended that direct talks among the parties should be resumed later under the aegis of the Secretary-General, with a view to reaching agreement on implementation of these requirements.

The Security Council then turned its attention to Israel's relations with Jordan and Egypt as reported above. When Israel launched its attack against Egypt on October 29 the United States asked the Security Council to consider "steps for the immediate cessation of the military action of Israel in Egypt". On October 30, shortly before the Council met, the Governments of France and the United Kingdom delivered to the diplomatic representatives of Egypt and Israel written communications in which Egypt and Israel were requested to stop all warlike actions forthwith and to withdraw their forces ten miles east and west of the Suez Canal. In addition, Egypt was asked "in order to guarantee freedom of transit through the Canal by the ships of all nations, and in order to separate the belligerents, to accept the temporary occupation by Anglo-French forces of key positions at Port Said, Ismailia and Suez". Failing agreement within twelve hours to agree with these requests, Anglo-French force would intervene.

At the Security Council meeting the United States Representative introduced a draft resolution which called on Israel to withdraw its armed forces behind the armistice demarcation line and upon all members "to refrain from the use of force or the threat of force in the area in any manner inconsistent with the purposes of the United Nations, to assist the United Nations in ensuring the integrity of the Armistice Agreements, and to refrain from giving assistance to Israel until it had complied with the resolution". France and the United Kingdom opposed the draft resolution, which was rejected along with attempts by the Soviet Union and Yugoslavia to secure alternative resolutions.

On October 31 the Yugoslav Representative proposed that an emergency special session of the General Assembly be called, since lack of unanimity among the Council's permanent members prevented that body from acting. The proposal carried with the support of seven members and there was thus invoked for the first time the General Assembly's 1950 "Uniting for Peace" resolution.

By the time the General Assembly met late in the afternoon on November 1 Israel had accepted the Anglo-French proposals of October 30 on condition that Egypt also agreed, but Egypt had rejected Anglo-French intervention. Consequently United Kingdom and French aircraft began to bomb airfields and other military targets in Egypt.

The United States introduced a draft resolution which contained the following operative paragraph:

"The General Assembly . . .

1. Urges as a matter of priority that all parties now involved in hostilities in the area agree to an immediate cease-fire and as part thereof halt the movement of military forces and arms into the area;



Major-General E. L. M. Burns (right), Commander of the United Nations Emergency Force, shaking hands with a Yugoslav officer upon arriving at the El Ballah camp for an inspection.

United Nations

2. Urges the parties to the Armistice Agreements to withdraw all forces behind the Armistice lines, to desist from raids across the Armistice lines into neighbouring territory, and to observe scrupulously the provisions of the Armistice Agreements;

3. Recommends that all members refrain from introducing military goods in the area of hostilities and in general refrain from any acts which would delay or prevent the implementation of this resolution;

4. Urges that upon the cease-fire being effective steps be taken to re-open the Suez Canal and restore secure freedom of navigation;

5. Requests the Secretary-General to observe and promptly report on the compliance with this resolution, to the Security Council and the General Assembly, for such further action as they may deem appropriate in accordance with the Charter;

6. Decides to remain in emergency session pending compliance with this resolution."

This was adopted by a vote of 64 in favour, 5 opposed (Australia, France, Israel, New Zealand, United Kingdom), with 6 abstentions (Belgium, Canada, Laos, Netherlands, Portugal, South Africa). Despite the provisions for a cease-fire and withdrawal, which admittedly were of first importance and urgency, Canada abstained because the resolution did not provide for any steps to be taken by the United Nations for making progress toward a peace settlement or for any improvement in the situation which had preceded the outbreak of fighting. One Canadian suggestion was that the Secretary-General should be authorized "to begin to make arrangements with member governments for a United Nations force large enough to keep these borders at peace while a political settlement was being worked out".

The United States Representative then invited the Representative of Canada to "formulate and introduce as part of these proceedings" a concrete proposal concerning an international force. From the Canadian point of view this was essential to the effort to secure a cease-fire and withdrawal. A majority of the Assembly seemed to accept that the two measures were interdependent. This was certainly the view of the powers involved in the hostilities. The Canadian resolution asking the Secretary-General to submit a plan for the establishment of an international force was adopted on November 4 by a vote of 57 in favour, 0 against, with 19 abstentions. Subsequent resolutions, adopted on November 5 and 7 provided for the creation of a United Nations Command and the organization of the United Nations Emergency Force (UNEF). Egypt formally accepted the November 5 resolution establishing the Command, and thereby agreed in principle to the presence of the UNEF on Egyptian territory. Concurrently, the Assembly adopted new resolutions concerning cease-fire and withdrawal. The cease-fire became effective on November 7 and by November 8 withdrawal had been accepted in principle by the three governments concerned, but its implementation was related by all three to the presence and functioning in Egypt of UNEF.

In his second report on the plans for UNEF, the Secretary-General analyzed questions relating to the size, organization and functions of UNEF. He also suggested that the finances, composition and function of the force

should be given further study by a seven-member advisory committee established by the Assembly to deal with all questions relating to the operation of the force. Canada was a member of this advisory committee.

The clearance of the Suez Canal, made necessary by the sinking of ships and the destruction of bridges during the hostilities, was another urgent problem which the United Nations had to consider. While the Secretary-General was in Cairo from November 9-15 to discuss arrangements for the arrival in Egypt of UNEF, the Egyptian Government asked for United Nations assistance in clearing the Canal. This and the related Middle Eastern problems were discussed by the Assembly in a resumed debate on November 23-24. At that time the Assembly considered three further reports from the Secretary-General concerning the organization and functioning of UNEF and the clearance of the Canal, and discussed the withdrawal of all foreign forces from Egyptian territory. Two resolutions were adopted by the Assembly on November 24. The first, reiterating the request for withdrawal, was passed by a vote of 63 in favour, 5 against, with 10 abstentions (including Canada). The second, approving the Secretary-General's report on basic points for the presence and functioning of UNEF in Egypt and on arrangements for clearing the Suez Canal was then adopted by 65 votes in favour, 0 against, with 9 abstentions. Canada supported this second resolution. On February 1 the House of Commons voted to provide a loan of \$1 million for the interim financing of clearance operations. A short time earlier, in accordance with the authority given by Parliament on November 29, 1956, Canada had contributed \$315,000¹ to the United Nations as Canada's share of defraying expenses in connection with the operations of UNEF.

Twenty-five member states offered to contribute to UNEF. When the eleventh session adjourned on March 8, offers of contingents had been accepted from ten countries: Brazil, Canada, Colombia, Denmark, Finland, India, Indonesia, Norway, Sweden and Yugoslavia, making the total strength of UNEF about 6,000. The contributions of countries other than Canada were made up almost entirely of infantry units. The Canadian contingent, in response to requests which originated with the Commander, consisted of armoured reconnaissance, signals, transport and infantry workshop units, together with a base unit including engineers, medical, dental, ordnance, legal and clerical personnel. The total number of Canadian Army personnel serving with the Force was about 1,000. In addition, the Canadian Government provided a composite air squadron which included aircraft for communication and observation and for air transport. With this unit included, about 250 RCAF personnel were integrated in the Force.

The withdrawal of United Kingdom and French forces from Egypt was completed by December 22. Although certain elements of Israel's armed forces had withdrawn behind the armistice demarcation line, others remained. Pressure in the Assembly for complete withdrawal was intensified. This found expression in a new resolution on withdrawal which was adopted by the General Assembly after a resumed debate on January 19. A number of speakers, including the Canadian Representative, referred to the relationship between withdrawal and the steps which should be taken immediately

¹This amount is 3.15 per cent (which is Canada's scale of assessment for membership in the United Nations) of the \$10 million requested of all its members by the United Nations.

thereafter to ensure that the situation in the area should not revert to the dangerous state which existed before October 29, 1956. These views were reflected to some extent in a report which the Secretary-General released on January 24, in which he referred in particular to the situations in the Gaza strip and along the west coast of the Gulf of Aqaba, where Israeli forces still remained.

During the next two weeks, delegations consulted behind the scenes about methods to ensure Israel's withdrawal and the implementation of the arrangements which were discussed in the Secretary-General's report. The Canadian Delegation favoured a single resolution to facilitate both purposes. What emerged, however, were two related resolutions which were adopted by the Assembly on February 2. The first of these passed by a vote of 74 in favour, 2 opposed, with 2 abstentions, called upon Israel to complete its withdrawal without further delay. The second resolution, which 56 members supported while 22 abstained, recognized that Israel's withdrawal must be followed by action to assure progress toward peaceful conditions. It called upon Egypt and Israel scrupulously to observe the Armistice Agreement. It considered that observance made necessary the placing of UNEF "on" the demarcation line and the implementation of "other measures" as proposed in the Secretary-General's report "with a view to assist in achieving situations conducive to the maintenance of peaceful conditions in the area". Canada supported both these resolutions, despite its reservations about the ambiguous language of the second.

To the extent that these two resolutions did not immediately result in the withdrawal of Israel, Canadian misgivings proved well founded. The pressure for more drastic action by the Assembly was intensified. The Secretary-General's efforts to negotiate the withdrawal of Israel made little progress. Israel insisted that it must have assurances about freedom of navigation in the Straits of Tiran and the Gulf of Aqaba and about the role of the United Nations in the Gaza strip, where it wanted adequate control of would-be infiltration. Concurrently with these discussions at the United Nations consultations took place in Washington between representatives of Israel and the United States. These bilateral discussions continued throughout February and ultimately led to an announcement in the Assembly on March 1 of Israel's decision to withdraw and an enumeration of the assumptions on which this would be done.

Meanwhile the Assembly debate resumed on February 22. A draft resolution recommending sanctions against Israel was introduced on behalf of certain Asian and African states but was not put to a vote. The Secretary-General made a statement about "special and helpful arrangements" which might be made with Egypt for the United Nations to assist in the administration of the Gaza strip. This statement had an important bearing not only on the current debate in the Assembly but on Israel's eventual decision to withdraw. During the debate on February 26 the Canadian Representative gave a detailed explanation of the programme which might be implemented immediately after withdrawal; this was an attempt to define more precisely the objectives which some delegations insisted were implicit in the second resolution of February 2 but about which others had offered conflicting interpretations. The Canadian view was that if the United Nations, and particularly UNEF, were to have additional responsibilities in the affected

areas, there should be some precision in the directives given by the Assembly to the United Nations agencies concerned. However, these ideas were not formalized in a Canadian draft resolution, although the possibility of doing so had been considered. The need for a resolution diminished somewhat after Israel announced its decision to withdraw.

On March 8 the Secretary-General reported to the General Assembly Israel's full compliance with the first resolution of February 2. He also stated that the completion of withdrawal put into full effect the operative paragraphs of the second resolution of the same date. Accordingly, technical arrangements had been made for the entry of UNEF into the Gaza strip during the night of March 6 and for a similar take-over of the Sharm al-Shaikh area on March 8. The General Assembly then adjourned its eleventh session temporarily, but made provision for reconvening, if necessary, to discuss either the Middle East question or the Hungarian question.

Race Conflict in South Africa

The question of race conflict in South Africa was first placed on the agenda of the General Assembly at its 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 freedom which are enshrined in the Charter of the United Nations". The South African Government replied that the United Nations was precluded from intervening in the domestic affairs of any state by Article 2(7) of the Charter. Nevertheless in 1952 the Assembly established a three-member Commission on the Racial Situation in South Africa, but South Africa considered this action to be unconstitutional and refused either to recognize or co-operate with the Commission. In 1953 and again in 1954 the General Assembly renewed the mandate of the Commission even though South Africa would have nothing to do with it. At the General Assembly's tenth session 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. In spite of this development, the matter was discussed by the *Ad Hoc* Political Committee and a resolution was passed¹. Thereupon the South African Representative said that his country had decided to "recall the South African Delegation and also the Permanent Representative to the United Nations from the present session".

At the eleventh session of the General Assembly, India, Indonesia and Pakistan requested that the item be inscribed on the agenda and the General Committee considered the problem of inscription on November 14, 1956. The South African Representative stated his Government's objections on the usual grounds of infringement of domestic jurisdiction; nevertheless the Committee decided unanimously to recommend the inclusion of the item on the eleventh session's agenda. When the item was taken up in plenary session, Mr. Louw, the South African Minister of External Affairs, made

¹See *Canada and the United Nations 1954-55*, pp. 26-27.

a lengthy statement arguing against the item being put on the agenda. However, the item was inscribed on the agenda after a vote of 61 in favour (including Canada), 8 against, with 7 abstentions. The South African Minister of External Affairs then announced on November 24 that South Africa would maintain only token representation at the United Nations.

The question of race conflict in South Africa was considered at six meetings of the Special Political Committee, and the South African Representative attended none of these meetings. The Special Political Committee adopted a resolution by a vote of 56 in favour, 5 against, with 10 abstentions (including Canada) which invited "the Government of the Union of South Africa to co-operate in a constructive approach to this question more particularly by its presence in the United Nations"; and requested "the Secretary-General, as appropriate, to communicate with the Government of the Union of South Africa to carry forward the purposes of this resolution". When the question came before the General Assembly in plenary session on January 30, the resolution was adopted by a vote of 56 in favour, 5 against, with 12 abstentions (including Canada).

During the discussion on this agenda item, the principal concern of the Canadian Delegation was that an attempt to re-establish the Commission on the Racial Situation in South Africa might result in South Africa completely severing its relations with the United Nations. On January 16 the Canadian Representative explained that since consideration of this problem year after year brought no progress towards a solution, the Canadian Delegation became more of the opinion that this kind of intervention by the United Nations in matters of domestic concern of a member country not only had serious constitutional implications for the United Nations but had little practical value. The Canadian Representative suggested that an organization of sovereign states which did not respect the sovereignty of a member state would make little impression upon a government which chose to attend to its own affairs without heed to the advice of other governments. He emphasized, however, that Canadians have grave doubts about policies of racial discrimination based on notions of the superiority of one racial group in a multi-racial society.

Treatment of Indians in South Africa

The General Assembly has considered this question at ten of its sessions. The seventh session in 1952 set up a Good Offices Commission¹ (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

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

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.

No progress was made during 1956 in bringing about negotiations between the parties to the dispute. When the General Committee of the United Nations on November 14, 1956 considered whether the item should be inscribed on the agenda of the eleventh session, the Representative of South Africa made a statement in which he reiterated that this question was within the jurisdiction of his Government. Nevertheless, the General Committee recommended the inclusion of the item on the eleventh session's agenda; this recommendation was then considered in plenary session. Thereupon Mr. Louw, the South African Minister for External Affairs, made a lengthy statement of protest against the inscription of the two items—Race Conflict in South Africa¹ and the Treatment of Indians in South Africa. He announced that this would be the last occasion on which his Government would state its objections to the inscription of these two items and concluded by suggesting to the Assembly "in great earnestness . . . that the patience of a loyal member of the United Nations should not be overtaxed". The inclusion in the agenda of this item was approved by the General Assembly by a vote of 63 in favour (including Canada), 2 against, with 13 absentions. On November 27, Mr. Louw announced that his Government had decided that "until such time as the United Nations shows that it is prepared to act in accordance with the spirit of the San Francisco Conference of 1945, and to conform to the principles laid down by the founders of the organization in Article 2, paragraph 7 of the Charter, the Union of South Africa, while as yet continuing to be a member of the U.N. will in future maintain only a token or nominal representation both at the meetings of the Assembly, and at the headquarters of the Organization".

The item was considered at three meetings of the Special Political Committee where the debate, which was on the whole moderate in tone, recognized that the General Assembly's efforts had "remained without effect". A resolution was adopted by a vote of 49 in favour, 0 against, with 11 abstentions (including Canada) urging India, Pakistan and South Africa "to enter into negotiations to facilitate a settlement of the problem", and appealing particularly to South Africa to co-operate. The parties to the dispute were invited to report, jointly or separately, to the General Assembly. When this matter came before the General Assembly as a whole on January 29, the Special Political Committee's resolution² was adopted by a vote of 42 in favour, 0 against, with 12 abstentions (including Canada).

While Canada has always supported the inscription of this item on the agenda, Canada has not voted for most of the resolutions adopted by the General Assembly on this question because of doubts whether the United Nations may properly intervene in the issue and whether the measures taken serve any useful purpose.

¹See above, p. 24.

²General Assembly resolution 1015 (XI) of January 30, 1957.

Admission of New Members

The eleventh session of the General Assembly saw the admission of five new member states: Japan, Morocco, Sudan and Tunisia were admitted by unanimous votes in the opening days of the session; and Ghana, after achieving independence on March 6, 1957, became the 81st member of the United Nations on March 8, 1957. Canada voted for all five states and co-sponsored, with seven other members of the Commonwealth, the resolution by which Ghana was admitted to membership.

When the eleventh session convened, applications for membership to the United Nations were outstanding from five other countries—the Republic of Korea (South Korea), the Democratic Peoples Republic of Korea (North Korea), the Republic of Vietnam (South Vietnam), the Democratic Republic of Vietnam (North Vietnam) and the Mongolian Peoples Republic. At the tenth session of the General Assembly, it had been decided not to take any action on behalf of applications of divided states, and the application of Mongolia had been vetoed by China in the Security Council.

At the eleventh session of the General Assembly, the question of the admission of new members was referred to the Special Political Committee, where the United States together with 12 co-sponsors put forward two draft resolutions reaffirming the General Assembly's determination that South Korea and South Vietnam were fully qualified for membership, and requesting the Security Council to reconsider their applications in the light of the Assembly's determination.

The Soviet Representative, in a counter move, introduced a draft resolution which "in view of the general opinion that the composition of the United Nations should be as universal as possible" proposed the reconsideration of the applications of North and South Korea and North and South Vietnam, and recommended the "simultaneous admission" of all these states to membership in the United Nations. No formal move was made to reopen the question of Mongolia's application for membership.

Canada has consistently supported South Korea as the only legally constituted government in Korea and, therefore, supported its admission to membership in the United Nations. The position with regard to South Vietnam was, however, somewhat different. In the Special Political Committee, the Representative of Canada, referring to the membership of the International Supervisory Commission on which Canada serves together with India and Poland, expressed the view of Canada that "no good purpose would be served by our taking positions here which might reflect in any way on our impartiality", and noted Canada's intention to abstain in the vote on Vietnam. The Canadian Representative went on to say: "It has been suggested that those of us who promoted the admission of so many new members last year have committed ourselves to a doctrine of universality and that this doctrine means that every applicant should be admitted. I can assure you that Canada has never accepted such an argument. We have argued for making the United Nations as universal as possible and representative of many points of view and forms of government, whether we like those forms of government or not. To suggest, however, that we should admit every authority which asks to come in, without assuring ourselves that

this authority has some substantial basis for legitimate existence is to carry things much too far. I doubt very much if any member of the United Nations could face with equanimity the consequences of such a policy—or lack of policy”.

When the 13-power resolutions came to the vote, the resolution on behalf of the admission of South Korea was adopted by the Special Political Committee by a roll call vote of 45 in favour (including Canada), 8 against, with 22 abstentions, and that on behalf of the admission of South Vietnam by a roll call vote of 44 in favour, 8 against, with 23 abstentions (including Canada). A separate vote was taken on the words “Democratic Peoples Republic of Korea” in the Soviet resolution, which were rejected by a vote of 38 against (including Canada), 13 in favour, with 18 abstentions. The resolution thus amended was rejected by 35 votes against, 1 in favour, with 35 abstentions (including Canada).

The Special Political Committee’s recommendations that the Assembly request the Security Council to reconsider the applications of South Korea and South Vietnam were approved by the General Assembly in plenary session, but no action had been taken by the Security Council when the Assembly adjourned on March 8, 1957.

Chinese Representation

The issue of Chinese representation has been raised in every session of the General Assembly since 1950 when a resolution sponsored by India called for the seating of communist Chinese representatives, rather than Nationalist Chinese representatives. This 1950 resolution was defeated, having gained support of only 16 members of the United Nations. At subsequent sessions, the problem has been dealt with on the basis of a procedural motion designed to postpone consideration for a fixed period of time. The votes at these sessions for the procedural motion were as follows:

<i>Session</i>	<i>For</i>	<i>Against</i>	<i>Abstained</i>
Sixth (1951)	37	11	4
Seventh (1952)	42	7	11
Eighth (1953)	44	10	2
Ninth (1954)	43	11	6
Tenth (1955)	42	12	6

Since the intervention of communist Chinese troops in Korea late in 1950, Canada has supported procedural motions of postponement.

At the eleventh session, the Indian Delegation proposed an additional item for inclusion in the agenda, to give substantive consideration to the question of Chinese representation. As this proposal was being debated in the General Committee of the Assembly, the Soviet Delegation did not raise the question at the first plenary meeting of the Assembly in accordance with its custom at previous sessions. The General Committee, on the motion of the United States Delegation, recommended to the Assembly that the item proposed by India be not included in the agenda and that the Assembly not consider a change in Chinese representation at its eleventh session. The General Committee’s recommendation was adopted on

November 16, 1956, by a vote of 47 in favour (including Canada), 24 against, with 8 abstentions. The 24 opposing the motion were: Burma, Byelorussian S.S.R., Czechoslovakia, Denmark, India, Norway, Poland, Sudan, Sweden, Ukrainian S.S.R., U.S.S.R., and Yugoslavia, which had opposed similar resolutions previously; and Afghanistan, Egypt, Indonesia, Syria and Yemen, which had abstained at the tenth session; and Albania, Bulgaria, Ceylon, Finland, Hungary, Nepal and Romania from among the new members admitted at the tenth session. The eight countries abstaining were: Israel and Saudi Arabia, which had abstained at the tenth session; and Cambodia, Jordan, Laos, Libya, Portugal and Tunisia from among the new members admitted at the tenth session.

For the first time, the procedural motion designed to postpone consideration, for a fixed period of time, of the issue of Chinese representation was adopted by a simple majority instead of the two-thirds majority required to carry a substantive resolution.

Hungary

On October 28, five days after the Hungarian uprising began, the Security Council debated a protest against Soviet armed intervention in Hungary filed by the United States, the United Kingdom and France, and supported by several other Western countries, including Canada. No further formal action was taken until November 3 when the Security Council was again convened, following appeals from the Nagy Government in Budapest, to consider a Western resolution condemning Soviet military interference in the internal affairs of Hungary. The resolution was vetoed by the Soviet Union.

The question of Hungary was immediately referred to the second emergency special session of the General Assembly which considered on November 4 a United States resolution calling on the Soviet Union to desist from armed attack on the people of Hungary and to withdraw its forces without delay. The resolution also requested the Secretary-General to investigate and report to the Assembly on the situation caused by foreign intervention in Hungary and to assess the need for medical and relief supplies. The Governments of Hungary and the U.S.S.R. were called on to permit United Nations observers to enter Hungary. The resolution asked all members of the United Nations, as well as humanitarian organizations, to provide emergency relief to the Hungarian people.

In a statement supporting the resolution, Mr. Pearson, as Chairman of the Canadian Delegation, described the armed intervention in Hungary as "one of the greatest and grimmest betrayals in history". He contrasted the Soviet action, in contravention of the principles and ideals of the United Nations, with the decision of the United Kingdom and France to hand over their police role in Egypt to a United Nations force, and he appealed for the admission of United Nations observers into Hungary and for freedom for the Hungarian people to choose their own form of government.

The United States resolution was adopted by a majority of 50 in favour (including Canada), 8 against (the Soviet bloc, except Hungary, whose Representative was absent), with 15 abstentions. At this stage many of

the Asian and Arab countries abstained, but as more information became available some of the Asian nations such as Indonesia, India and Ceylon took a firm stand against Soviet intervention in Hungary.

The second emergency special session was again seized of the Hungarian situation on November 8 when the United States Representative reported that the Soviet Union had blocked attempts by the International Committee of the Red Cross (ICRC) to send relief supplies to Hungary. The following day the General Assembly adopted a resolution submitted by Cuba, Ireland, Italy, Pakistan and Peru once more calling on the Soviet Union to withdraw its forces from Hungary, declaring in favour of free elections in Hungary under United Nations auspices, and reaffirming the Assembly's request to the Secretary-General to investigate the situation and report to the General Assembly. The vote was 48 in favour, 11 against (the Soviet bloc, India and Yugoslavia), with 16 abstentions (again mainly Arab and Asian Delegations). A second resolution, proposed by the United States, called on the Soviet Union and the Hungarian authorities not to interfere in the receipt and distribution of food and medical supplies to the people of Hungary and requested member countries to offer assistance to Hungarian refugees. The United States resolution carried by a vote of 53 in favour, 9 against (Soviet bloc), with 13 abstentions.

The Canadian Delegation's statement in support of the resolution requesting assistance for Hungarian refugees mentioned the Canadian Government's decision to contribute \$100,000 to the United Nations High Commissioner for Refugees (UNHCR) and \$100,000 to the Canadian Red Cross for Hungarian relief, and noted that priority was to be given to applications from Hungarian refugees who wished to come to Canada. Canada's contribution to Hungarian relief was subsequently increased to \$1 million—of this amount the UNHCR received \$650,000, of which \$250,000 was ear-marked for the assistance of the Austrian Government in its programme for Hungarian refugees, and the donation to the Canadian Red Cross for its Hungarian programme was raised to the final total of \$350,000. Canada also offered to take substantial numbers of Hungarian refugees from Austria and other European countries of refuge, and provided free transportation and services for the refugees. As of March 8, 1957, 15,308 Hungarian refugees had been admitted to Canada¹ and many thousand additional applications were being processed.²

Also on November 9 the General Assembly adopted by a vote of 67-0 with only the Soviet bloc countries abstaining a resolution proposed by Austria, urgently requesting member countries to provide humanitarian assistance to Hungary; and on November 10 the second emergency special session of the General Assembly voted to place the Hungarian question on the provisional agenda for its eleventh regular session as a matter of priority.

In pursuance of the Assembly's resolutions, the Secretary-General appointed an *ad hoc* United Nations group consisting of Judge Oscar Gundersen of Norway, Mr. Arthur Lall of India and Mr. Alberto Lleras of Colombia to investigate and report on the situation in Hungary. But although the Hungarian authorities agreed to accept medical and relief

¹By May 27, 1957 28,239 Hungarian refugees had arrived in Canada.

²See "Aid for Refugees" below, p. 62.

supplies, they persistently refused to admit United Nations observers despite repeated appeals from the Secretary-General. A proposed visit by Mr. Hammarskjöld to Budapest was also turned down by the Kadar Government. The Soviet Union claimed the extension of facilities to United Nations observers was a matter solely within the competence of the Hungarian Government and continued to ignore the Assembly's call for withdrawal of Soviet forces.

In mid-November, as a result of reports that Hungarians were being deported to the U.S.S.R., the Hungarian question was again raised in the Assembly. The Cuban Delegation introduced a resolution referring to the reports of deportations, recalling the convention on genocide, and urging compliance with the resolutions on Hungary adopted by the second emergency special session. India subsequently introduced a somewhat milder resolution, co-sponsored by Ceylon and Indonesia, which referred to the conflicting reports of deportations and called on Hungary to admit United Nations observers. The three sponsoring Delegations spoke strongly in favour of the resolution's adoption and Hungarian and Soviet Delegations promptly protested about United Nations interference in the domestic affairs of Hungary.

In a statement to the Assembly on November 19, Mr. Pearson, as Chairman of the Canadian Delegation, termed Russian denials of the deportations as "hollow and false"; he laid full responsibility on the Soviet Union for frustrating an impartial investigation, and hoped they would bring to an end "the martyrdom of a brave people".

The Cuban resolution, slightly revised, was adopted by the Assembly on November 21 by a vote of 55 in favour, 10 against (Soviet bloc and Yugoslavia), with 14 abstentions. Similarly the joint resolution submitted by Ceylon, India and Indonesia was adopted by a majority of 57 in favour, 8 against (Soviet bloc except Poland), with 14 abstentions. Canada voted for both the Cuban and the joint India-Ceylon-Indonesian resolutions. It was observed that the Soviet bloc was isolated and split in its opposition to these resolutions on the Hungarian crisis and it became split once more in the voting on a United States resolution appealing for contributions from member countries to assist the United Nations High Commissioner for Refugees in a co-ordinated programme for Hungarian escapees. The resolution was carried by a majority of 69 (including Canada), 2 against (Hungary and Romania), with 8 abstentions (Albania, Bulgaria, Byelorussia, Czechoslovakia, Poland, Sudan, Ukraine, and U.S.S.R.).

On November 30 the Secretary-General reported to the Assembly that all his efforts to persuade the Hungarian Government to admit United Nations observers had been to no avail. Thirteen member countries thereupon co-sponsored a resolution noting the failure of the U.S.S.R. and Hungary to comply with the mandates of the Assembly and recommending that the Secretary-General immediately dispatch his observers to the borders of Hungary. The Hungarian Government then declared it was willing to have the Secretary-General visit Budapest "at a later date appropriate for both parties" but promptly rejected as unsuitable the dates December 16-18, suggested by Mr. Hammarskjöld. On December 4, the resolution sponsored by 13 Western countries was pressed to a vote and carried by a majority of

54 (including Canada), 10 against (Soviet bloc and Yugoslavia), with 14 abstentions (Afghanistan, Burma, Ceylon, Egypt, Finland, India, Indonesia, Jordan, Morocco, Saudi Arabia, Sudan, Syria, Tunisia, Yemen).

The continuing obstructive attitude of the Soviet and Hungarian Governments led to the introduction on December 10 of a further resolution on Hungary which gained the sponsorship of 20 member nations. After three days of debate the resolution, with an Austrian amendment, was adopted by a vote of 55 in favour (including Canada), 8 against (Soviet bloc except Hungary, whose Representative had withdrawn as a gesture of protest), with 13 abstentions (the Arab states, Cambodia, India, Indonesia, Yugoslavia and Finland). In its final form the resolution recommended that the Secretary-General "take any initiative he deems helpful in relation to the Hungarian problem in conformity with the principles of the Charter and the resolutions of the General Assembly". An Indian resolution suggesting that the Secretary-General pursue his inquiries in Moscow was therefore withdrawn.

During the first week of January 1957, Mr. Phillipe de Seynes, United Nations Under-Secretary, was permitted to visit Hungary with a group of three agricultural and economic experts to inquire into relief needs and economic conditions. His subsequent report pointing up the need for extensive economic aid to Hungary with particular emphasis on the need for coal, wheat and seed-grains, has evoked only a limited response from members of the United Nations.

On January 5 the Secretary-General reported to the General Assembly that because of the lack of co-operation of the countries directly concerned, he intended to discontinue the functions of the *ad hoc* United Nations group appointed to investigate the Hungarian situation. Mr. Hammarskjöld suggested that, in the circumstances, the Assembly might wish to set up an *ad hoc* investigating special committee to "serve as an organ of the General Assembly for continued observation of events in relation to Hungary". A resolution to establish such a committee was co-sponsored by 24 countries, including Canada, and was adopted on January 10 by a vote of 59 in favour, 8 against, with 10 abstentions. The Canadian Delegation's supporting statement pointed out that there should be "no abating of the concern of the United Nations about the situation created by the brutal and bloody intervention of Soviet armed force in the internal affairs of a small neighbour".

The Special Committee on the Question of Hungary which was set up under the authority of the resolution of January 10, was composed of representatives of Australia, Ceylon, Denmark, Tunisia, and Uruguay. At the United Nations and in Europe they examined evidence submitted by member states and testimony from Hungarian refugees, including Anna Kethly, (a Minister in the short-lived Hungarian Government of Imre Nagy), and General Bela Kivaly (Commander-in-Chief of the Hungarian National Guard). The Committee's final report on the Hungarian situation is to be submitted to the United Nations before its next session.

Because of the refusal of the Kadar Government to carry out the decisions of the Assembly, there had been a move by some delegations, led by Cuba, to expel the Hungarian Representative from the General Assembly of the United Nations. Before this initiative had mustered adequate support, the problem was temporarily resolved by the voluntary withdrawal

of the Hungarian Representative from the debates on Hungary in protest over United Nations "interference" in the internal affairs of his country. However, the issue arose again in the Credentials Committee when the United States Representative questioned the validity of the Hungarian Delegation's credentials. After some debate the Credentials Committee submitted its report which left in doubt the authenticity of the Hungarian Delegation's accreditation. On February 21 the Assembly accepted the Credential Committee's report by a vote of 60 in favour, 0 against, with 1 abstention (Chile).

On March 8 the General Assembly voted to adjourn its eleventh session temporarily and to reconvene again as necessary to consider either the Middle East question or the situation in Hungary.

Soviet Complaint of U.S.A. Subversion in Communist States

Perhaps in an attempt to offset the effect of the Hungarian debates in the General Assembly, the Soviet Union introduced a draft resolution in December 1956 condemning the United States for its subversive activity and its intervention in the domestic affairs of Albania, Bulgaria, Czechoslovakia, Hungary, Poland and the U.S.S.R., and calling upon the United States to cease these activities. This was substantially the same charge that the U.S.S.R. had levelled against the United States in the United Nations during the Korean War.

During the last week of February, the item came before the Special Political Committee, which voted against the draft resolution after a short two-day discussion. The Canadian Representative expressed the view that the Soviet allegations could not be taken seriously by the Committee. It was hypocritical of the U.S.S.R. to make such charges while itself carrying on subversive activities in many countries, including Canada, and after its own brutal intervention in Hungary. It was difficult to have confidence in the intentions of a country which so distorted the truth, and it was not in the Soviet Union's own interest to introduce diversionary manoeuvres, such as this item before the Committee. When the U.S.S.R.'s resolution was voted on, it was defeated by a vote of 8 in favour, 53 against (including Canada), with 11 abstentions and 6 absentees. The Soviet Representative made no attempt to re-introduce the resolution in the plenary session of the General Assembly.

Draft Convention on a System of Consultation

In a letter of October 9, 1956 to the Secretary-General of the United Nations, the Government of Argentina suggested that a convention be drawn up concerning a system of consultation to be used when a situation arose which was likely to endanger international peace or security. In the opinion of the Argentine Government, there was need for an international instrument under which states might initiate consultations on a world-wide basis and which would empower them, if events so required, to meet together to discuss them. The draft convention proposed by Argentina was considered by the Special Political Committee during the eleventh session. The Canadian Delegation participated in drawing up a resolution which provided for the proposal to be examined when a Charter review conference

is held. The resolution which was adopted by a vote of 58 in favour (including Canada), 8 against, with 4 abstentions, also recommended that member states transmit their views on the proposal to the Secretary-General prior to the convening of the Charter review conference.

The Problem of Prisoners of War

In a progress report submitted to the Secretary-General on January 15, 1957, the *Ad Hoc* Commission on Prisoners of War briefly described the developments which have taken place in the repatriation of prisoners of war since the publication of its last report in November 1955¹. This *Ad Hoc* Commission, set up by the General Assembly in December 1950, is composed of three qualified and impartial persons appointed by the Secretary-General and its duty is to determine whether there are reasonable grounds for believing that all prisoners captured during the Second World War had been returned or otherwise accounted for². Its members are Mr. J. G. Guerrero of El Salvador who is a judge of the International Court of Justice, Countess Bernadotte of Sweden and Mr. Aung Khine, a judge of the High Court of Burma.

According to the *Ad Hoc* Commission's report dated January 15, 1957 a substantial number of prisoners and some civilians had been returned from the Soviet Union, from some countries of Eastern Europe and from China since the previous report was issued in November 1955.

Concerning the persons released from the Soviet Union, the *Ad Hoc* Commission reported that more than 9,000 German prisoners and 1,664 civilians had been repatriated from the Soviet Union to Germany following the establishment of diplomatic relations between the two countries in December 1955. However, German records still listed the names of 93,388 prisoners of war and 15,798 civilian prisoners of whom nothing was known beyond the fact that they were in the Soviet Union at one time or another.

The Commission also reported that 1,087 German prisoners had returned from Czechoslovakia, 261 from Poland, 15 from Romania and 32 from Hungary. However, the Government of the Federal Republic of Germany reported that 315 German prisoners were still in custody in Czechoslovakia and that nothing had been heard of the fate of 2,985 German nationals who were known to have been in Czechoslovakia. The German Government also stated that 867 German prisoners were still detained in Poland and that they had no information regarding the fate of 11,059 others captured in Polish territory. In addition, there was good reason to believe that 102 German prisoners were sent from the Soviet Union to Poland, 101 were reported to have been sent to Romania, and 85 to Hungary.

Turning next to the fate of prisoners in the Far East, the Commission's report noted that the Soviet Union and Japan had at last issued a joint declaration bringing to an end the formal state of war between them, and this joint declaration stated that the Soviet Union would release all Japanese citizens who were unable to return to Japan at the end of the war in 1945. However, from August 30, 1955 to December 23, 1956 only

¹See *Canada and the United Nations 1954-55*, pp. 33-34.

²See *Canada and the United Nations 1950*, pp. 39-41.

1,372 Japanese nationals were repatriated to Japan. Concerning Japanese prisoners in China, the *Ad Hoc* Commission recorded that 1,017 Japanese prisoners were returned to their country in 1956, while 44 others were reported to be held in custody on the Chinese mainland. With regard to civilian repatriation, the Commission's report stated that 565 Japanese civilians had been repatriated from China to Japan; however, according to statements from Tokyo, 35,565 Japanese nationals were still detained in China. The Commission also noted that after negotiations between the Red Cross Societies of Japan and North Korea, 36 Japanese nationals detained in North Korea were able to return to their country.

III

ECONOMIC AND SOCIAL

Survey of the Economic and Social Council

The Economic and Social Council, one of the principal organs of the United Nations, consists of 18 members of the United Nations, elected by the General Assembly to serve for staggered terms of three years; one-third of the seats on the Council are filled by elections each year. Canada, one of the original members of the Council, served on it from 1946-48 and again from 1950-52. After a three-year absence, Canada was again elected to ECOSOC membership commencing on January 1, 1956. In 1956, Canadian Delegations attended the twenty-first session of the Council in New York in April, the twenty-second session in Geneva in July, and a short resumed twenty-second session in New York in December held to dispose of business arising out of decisions taken by the General Assembly which had to be dealt with by the end of the year.

The Economic and Social Council is responsible, under the Charter of the United Nations, and under the authority of the General Assembly for promoting higher standards of living, full employment, and conditions of economic and social progress and development. It makes or initiates studies and reports with respect to international economic, social, cultural, educational, health, and related matters and makes recommendations regarding them to the General Assembly, to the members of the United Nations, and to the Specialized Agencies concerned. It is responsible for promoting universal respect for, and observance of, human rights and fundamental freedoms, for preparing draft conventions for submission to the General Assembly and for calling international conferences on matters falling within its competence. It also concerns itself with the co-ordination of the activities of the Specialized Agencies, from which it receives regular reports.

In carrying out its responsibilities, the Economic and Social Council has the assistance of a variety of subsidiary organs, including its eight functional commissions, three regional economic commissions, standing committees such as the Technical Assistance Committee and the Committee on Non-Governmental Organizations, special bodies such as the United Nations Children's Fund, the Office of the High Commissioner for Refugees, the Permanent Central Opium Board and the Drug Supervisory Body, and the Technical Assistance Board. In addition, the Council and its subsidiary organs establish *ad hoc* committees as required from time to time for specific purposes.

Many of the subjects examined by the Council are later discussed in the General Assembly at its regular session in the autumn. Recommendations from the Council dealing with economic subjects are considered by the Second (Economic and Financial) Committee of the Assembly; those which cover social, humanitarian and cultural subjects are considered by the Third (Social, Humanitarian and Cultural) Committee; and the financial aspects of ECOSOC recommendations are reviewed by the Fifth (Administrative and Budgetary) Committee.

Canada is a member of all the Specialized Agencies; during the period under review it served on the governing bodies of some of them; and was represented on four of the functional commissions of ECOSOC¹. It also participated in the work of a number of other subsidiary bodies reporting to the Council, including UNICEF and the Technical Assistance Committee.

Although most of the current United Nations programmes in the economic and social fields have been in operation for a number of years, fresh subjects are continually being introduced, new programmes constantly evolved, and established programmes subjected to examination and adaptation to meet changing circumstances. During 1956, for example, ECOSOC held an initial discussion of new sources of energy; a United Nations programme of studies on industrialization was discussed and put into effect; certain aspects of the United Nations technical assistance programmes were studied and some changes were made in the operation of those programmes; problems of co-ordination between the programmes of the United Nations and the Specialized Agencies were reviewed; an analysis and assessment of the programmes of concerted practical action in the social field was instituted; a new programme of advisory services in the field of human rights was begun; a programme of periodic reporting from governments on developments and progress achieved in the field of human rights was undertaken as well as a new series of studies of specific rights or groups of rights. Other subjects considered ranged from calendar reform to infringements of trade union rights. Among the economic matters dealt with, proposals to establish a Special United Nations Fund for Economic Development (SUNFED), and discussions concerning international commodity problems, attracted widespread interest and were the subject of vigorous but inconclusive debate.

The following sections in this Chapter describe in some detail the more important topics in the economic and social fields which were discussed by the Council, by the functional commissions and by the General Assembly during the year.

Functional Commissions of the Economic and Social Council

Introduction

There are eight functional commissions of ECOSOC: Transport and Communications, Population, Social, Statistical, Status of Women, Human Rights, Narcotic Drugs and International Commodity Trade Commissions. Of these eight, Canada was a member of four² during the period under review: Population (until December 31, 1960); Statistical (until December 31, 1959); Narcotic Drugs (indefinite term); and International Commodity Trade (until December 31, 1959). Canada was represented at meetings of the commissions of which it is a member, but the Social, and Transport and Communications Commissions did not meet during the period covered by this publication. Four³ of the ECOSOC functional commissions meet every second year, and membership on these commissions entails serving

¹See "Functional Commissions of ECOSOC" below, p. 37.

²On May 3, 1957 Canada was elected for a three-year term on the Status of Women Commission.

³Population, Social, Statistical, and Transport and Communications Commissions.

for a period of four years. The remaining functional commissions have a three-year term although the Narcotic Drugs Commission provides for 10 of its 15 members to serve for an indefinite period and Canada has been appointed as one of the countries serving for this indefinite term¹.

Transport and Communications Commission

The Transport and Communications Commission meets every second year; it held its eighth session at the United Nations Headquarters in New York from January 7-18, 1957. At this session it reviewed progress made in the general field of transport and communications, with special reference to the unification of maritime tonnage measurement, the 1949 Convention on Road Traffic, the Customs Convention on the Temporary Importation of Private Road Vehicles, the Convention concerning Customs Facilities for Touring (and the additional protocol thereto), the adoption of minimum uniform regulations for the licensing of motor vehicle drivers, international travel questions, passport and frontier formalities, and the transport of dangerous goods.

The main recommendations adopted by the Commission at its eighth session dealt with the establishment of two committees of experts: the first to study and report on the differences between the main rules governing maritime tonnage measurement at present in force and their apparent shortcomings; and the second committee of experts to revise the list of dangerous goods, allotting to each substance a number for ready identification and studying the problem of packing and related matters with the assistance of a consultant to make a comparative study of the present system of packing regulations. The Commission requested ECOSOC to invite eligible governments which have not already ratified the 1949 Road Traffic Convention and the Customs Conventions, to do so at an early date. Other Committee recommendations dealt with the international recognition of valid domestic driving permits and with the development of tourism by assisting international travel, particularly by easing passport and frontier formalities.

The Commission also reviewed a number of other questions such as a uniform system of road signs and signals, the pollution of sea water by oil, the Convention on the Inter-governmental Maritime Consultative Organization (IMCO), transport statistics, and discrimination in transport insurance. However, no formal recommendations were made on these subjects.

Although Canada has never served on the Transport and Communications Commission, the fact that Canada has ratified the following international instruments which concern transport and communications matters is indicative of Canada's interest in the Committee's work: the Convention for the Prevention of the Pollution of the Sea by Oil, the Convention on the Inter-governmental Maritime Consultative Organization (a few ratifications are still required to bring the latter organization into being)², the Customs Convention on the Temporary Importation of Private Road Vehicles, and the Convention Concerning Customs Facilities for Touring.

¹An indefinite term on this Commission is allotted to states which are important drug producing or drug manufacturing countries, or countries in which illicit traffic in narcotic drugs constitutes a serious problem.

²See below p. 74.

Population Commission

The Population Commission held its ninth session in New York from February 25 to March 8, 1957; it did not meet during 1956.

The Commission, in pursuing its general aim of promoting economic and social development, is particularly concerned with the size, structure and changes of populations, the interplay of demographic, economic and social factors, and population policies, and it advises ECOSOC on these matters. At its ninth session it discussed *inter alia* a number of population studies, including one in the state of Mysore, India, which had been carried out over a period of years; the creation of training and research centres in Santiago de Chile and Bombay; the seminars which were held in Rio de Janeiro and in Bandung; and the 1960 world population census programme.

Canada has been an active participant in the work of the Population Commission since it was set up by ECOSOC in 1947. Mr. J. T. Marshall, the Assistant Dominion Statistician, was elected Chairman of the Commission at its eighth session in March 1955 and re-elected to that post at the ninth session. One of Canada's special contributions has been in the technical field of preparation of standards for the population censuses to be taken about 1960 as part of the proposed world population census programme.

Statistical Commission

The Statistical Commission held its ninth session in New York from April 16 to May 2, 1956, and gave attention to more advanced statistical problems such as the acceleration of integrated statistical development. The Commission discussed the statistical problems connected with distribution (wholesale and retail trade and services), industrial census, wholesale prices, price and quantity indexes, population census, public finance, vital statistics, as well as standards and levels of living.

The major task of the Statistical Commission during the next few years will be the undertaking of a World Population Census about 1960, a matter in which the Population Commission is also actively interested. The dimensions of this project may be gauged from the fact that during the decade 1945-1954 more than 150 countries or areas, with an aggregate population in excess of 2,000 million, were enumerated.

Except for an interval in 1950, Canada has been represented on the Commission since its establishment in 1946, and was re-elected in 1955 for a further four-year term.

Social Commission

Although the Social Commission did not meet during the period under review, both the Economic and Social Council and the General Assembly discussed during the year several aspects of the programme of work of the Commission. A significant part of that programme was given detailed consideration by ECOSOC at its twenty-second session held in July 1956 when it discussed an item entitled "Programme of concerted practical action in the social field of the United Nations and the Specialized Agencies". Earlier, the Council had adopted, at its twentieth session in 1955, in connec-

tion with its consideration of a report on the World Social Situation and an International Survey of Programmes of Social Development, a resolution requesting the Secretary-General to issue a further report on the World Social Situation for consideration by the Social Commission at its eleventh session and by ECOSOC at its twenty-fourth session. In addition, the Secretary-General was asked to prepare for ECOSOC a report on the extent to which the priorities and programmes set forth in a resolution¹ of the Council had been taken into account and implemented by the United Nations and the Specialized Agencies.

It was the last-mentioned report which formed the basis for the discussion at the twenty-second session of ECOSOC in July 1956. The general conclusion reached by the Secretary-General was that the United Nations and the Specialized Agencies had, with some qualifications, developed their social programmes since 1953 along the lines recommended by the Council. Following the discussion of the Secretary-General's report, ECOSOC adopted a resolution stressing the need for intensified and concerted international efforts to strengthen social programmes and the need for giving attention to the social aspects of economic development. By that resolution the Council, *inter alia*, decided to consider at its twenty-fourth session the question of the improvement of information on social conditions and requested the Secretary-General to make recommendations for concerted international action on a long-range basis for the promotion of community development.

When the social sections of the report of the Economic and Social Council were considered in the Third (Social, Humanitarian and Cultural) Committee of the General Assembly at its eleventh session, the Under-Secretary for Economic and Social Affairs drew attention to the Council's request to the Secretary-General to prepare recommendations in connection with the promotion of community development and suggested that an exchange of views in the Third Committee would be helpful, both to member states and to the Secretariat, to supplement its knowledge of the experiments that had been tried in different countries. A useful discussion followed, in which many delegations, notably from Asian countries, outlined the kinds of programmes of community development with which they had been experimenting and made suggestions which they thought might merit international consideration. The discussions resulted in a resolution which requested the Secretary-General to take into account the views expressed by representatives in the Third Committee, and to stress certain aspects of a long-range programme for the promotion of community development which merited special consideration. The resolution, in the form in which it was originally presented, would have requested ECOSOC to place particular stress on certain aspects of the programme. The Canadian Delegation considered that it would be inappropriate for the General Assembly to set out in detail the specific elements which ECOSOC should stress, particularly since the Secretary-General's report and recommendations were not available. If the General Assembly wished to make recommendations, it would be preferable, in the Canadian view, to direct them to the Secretary-General so that he could take them into account when preparing his recommendations to the Council. Accordingly the Canadian Delegation submitted an amend-

¹See *Canada and the United Nations 1953-54*, p. 54.

ment which had the effect of directing the recommendations to the Secretary-General rather than to ECOSOC. The amendment was accepted by the sponsors and the amended resolution was adopted unanimously.

The related subjects of the programme of concerted practical action in the social field, the review of the world social situation, and the long-range programme for the promotion of community development will be considered in detail at the twenty-fourth session of the Economic and Social Council in 1957.

Commission on the Status of Women

The Commission on the Status of Women, whose function is to prepare recommendations and reports for the Economic and Social Council on women's rights in the political, economic, social, civil and educational spheres, held its tenth session in Geneva from March 12-29, 1956. The main matters discussed were: political rights of women, access of women to education, equal pay for equal work, economic opportunities for women, nationality of married women, status of women in private law, technical assistance programmes in relation to the status of women, and participation of women in the work of the United Nations and the Specialized Agencies.

Several resolutions were adopted at the March 1956 meeting of the Commission looking towards the investigation and removal of discrimination against women particularly in educational and economic spheres. The Secretary-General was requested to prepare a report on the practices of polygamy, child marriage and bride-price, and the right of a mother to exercise parental authority and to have custody and guardianship of the children during marriage and after its dissolution. The Commission also recommended that thought be given to the possibility of holding regional seminars to assist women who have recently acquired political rights or do not yet fully exercise them, in order to develop their understanding of civic responsibilities and increase their participation in the public life of their countries. In conformity with this recommendation, the United Nations Secretary-General has suggested that a seminar on the political rights of women be held in Bangkok in August 1957 for women from Asian countries.

Canada has recently submitted its candidature for membership of the Commission on the Status of Women in anticipation of the elections which will be held for ECOSOC functional commissions in April-May 1957¹. On January 29, 1957 Canada acceded to the United Nations Convention on the Political Rights of Women which provides that women shall be entitled to vote and be eligible for election and be entitled to hold public office on equal terms with men. The Commission on the Status of Women held its eleventh session in New York from March 18 to April 5, 1957.

Human Rights Commission

The Commission on Human Rights, on which Canada is not represented, held its twelfth session at United Nations Headquarters in New York in March 1956, and passed a number of resolutions which were forwarded to ECOSOC for consideration. The questions giving rise to these resolutions were grouped together under one item on the agenda of the Commission

¹On May 3, 1957 Canada was elected for a three-year term on the Status of Women Commission.

entitled "Development of the work of the United Nations for wider observance of, and respect for, human rights and fundamental freedoms throughout the world". The first question was concerned with the possibility of establishing a system of periodic reporting on human rights. The Commission recommended to the Council the adoption of a resolution by which member states of the United Nations and of the Specialized Agencies would be requested to transmit annually to the Secretary-General a report describing developments and progress achieved in the field of human rights, including the rights enumerated in the Universal Declaration of Human Rights and including the right of peoples to self-determination. The second question was concerned with a programme of studies of specific rights or groups of rights, and the material for these studies was to be drawn from the following sources: governments, the Secretary-General, Specialized Agencies, non-governmental organizations in consultative relationship with ECOSOC, and from writings of recognized scholars and scientists. States were to be asked, in transmitting their annual reports to deal in particular with the specific right or group of rights currently selected for special study.

When these two resolutions by the Human Rights Commission were considered at the twenty-second session of ECOSOC, many delegations expressed the view that to institute a programme of annual reporting would impose too great a burden on the governments supplying the information, on the United Nations Secretariat, and on the Human Rights Commission which would have to process and study them. On the initiative of the Canadian Delegation, the resolution was amended to provide for the submission of reports every three years, instead of annually. It was understood that the first report would cover the years 1954, 1955 and 1956. The resolution invited states to include in their reports a separate section dealing with the right or group of rights chosen for special study. A second resolution approved, as the first subject for special study, the right of everyone to be free from arbitrary arrest, detention and exile.

Another resolution adopted by the Human Rights Commission, and unanimously endorsed by ECOSOC, dealt with plans for the 1958 celebration of the tenth anniversary of the Universal Declaration of Human Rights. The Commission had decided to appoint a committee to prepare, in consultation with the Secretary-General, the Specialized Agencies, and non-governmental organizations, plans for the widest possible celebration of the anniversary. The Committee's recommendations are to be considered by the Human Rights Commission at its thirteenth session in 1957.

Another matter discussed at some length by the Commission was the programme of advisory services in the field of human rights¹ which had been authorized by a resolution adopted by the General Assembly at its tenth session.

During its twelfth session in March 1956, the Commission held a closed meeting to receive a confidential list of communications as well as observations from governments containing summaries of over 3,000 communications received during the year. About two-thirds of these communications were about political persecution; the remainder were concerned with discrimination and minorities, self-determination, cruel and unusual punishment, fair

¹See below pp. 70-71.

trial, freedom of religion, freedom of movement, family rights, and trade union rights. Some of the communications were about problems of arbitrary arrest, detention, asylum, civil liberties in general terms, educational rights, forced labour, genocide, slavery and the right of property. The question of how to handle such communication was raised, and a suggestion was made that an item be put on the agenda of the next session of the Commission to study the problem of procedures. However, this proposal was defeated by a vote of 4 in favour, 2 against, with 11 abstentions.

The Commission also considered the report of the eighth session of its sub-commission studying the prevention of discrimination and protection of minorities. The terms of office of 11 members of this sub-commission were extended to December 31, 1957, and Mr. Vieno Voitto Saario of Finland was elected to fill the vacancy created by the retirement from the sub-commission of its chairman, Mr. Max Sorensen of Denmark. The Commission also adopted a resolution dealing with the possibility of convening another conference of non-governmental organizations interested in the eradication of prejudice and discrimination. The sub-commission itself had decided to give priority at its ninth session to the subject of discrimination in the field of employment and occupation; it will also present its report on discrimination in education to the Commission at the latter's thirteenth session. Other studies with which the sub-commission is occupied deal with discrimination in the matter of religious rights and practices, and also discrimination in the matter of political rights.

Commission on Narcotic Drugs

The eleventh session (April-May 1956) of the Commission on Narcotic Drugs was held in Geneva following the transfer of the Division of Narcotic Drugs to the European Office of the United Nations. The session was preceded by a meeting of an *ad hoc* committee on illicit traffic, and Canada is a member of this committee as well as of the Commission. The *ad hoc* committee made a thorough review of the illicit traffic, and found that its trends and volume continue to give reason for grave concern.

The main task before the Commission remains the drafting of a proposed Single Convention which will unify the nine existing multilateral treaties concerning narcotic drugs. The Commission found it difficult to make any substantial progress in its reading of the second draft and, after considering articles referring to amendments and reservations as well as proposals concerning statistics to be furnished on the production of opium, poppy straw, coca leaf and cannabis, it proposed further study of the problem at the next session and requested further comments from the interested governments.

The Commission and ECOSOC considered in detail the whole question of technical assistance in the field of narcotics control and decided that assistance should be made available to governments requesting it. Canada has offered to train scientists in the techniques of determining the origin of opium by physical and chemical means in the laboratories of the Food and Drug Administration¹, where Canadian scientists are carrying out extensive

¹See *External Affairs*, Monthly Bulletin of the Department of External Affairs, November 1955, pp. 289-293.

research in co-operation with the responsible United Nations authorities. Canada has already successfully trained a scientist from Singapore and is in a position to welcome further candidates.

The Commission heard with appreciation that Iran, one of the major producers of opium, had passed a law totally banning opium production in its territories and had promulgated legislation for the treatment and cure of the more than one million addicts among the Iranian population. The Representative of Iran appealed for international assistance to enable his Government to carry out this reform successfully. The Commission recommended to ECOSOC, which concurred, that technical assistance be provided for Iran. The United Nations Technical Assistance Board has since allotted \$86,500 to carry out a joint United Nations-FAO-WHO project in Iran; this will include *inter alia* the provision of fellowships to enable Iranians to use the Canadian laboratory facilities mentioned above.

The question of Afghanistan's recognition as a state authorized to produce opium for export was again considered. Under the 1953 United Nations Opium Protocol, seven countries, not including Afghanistan, are so authorized. The Commission decided to request the Secretary-General to place Afghanistan on the list of countries to be included in the Draft Single Convention as those authorized to produce opium for export. ECOSOC, however, decided unanimously to refer the matter back to the Commission for further consideration. The question was raised again at the Third (Social, Humanitarian and Cultural) Committee of the General Assembly where many delegations expressed sympathy with Afghanistan's claim. From the Canadian point of view, the Commission on Narcotic Drugs is the appropriate body to weigh the merits of the Afghanistan claim, and Canada is reluctant, after the major effort made to control and limit the production of opium, to see these controls weakened in any way.

The Commission considered the problems arising from the rapidly increasing use of synthetic drugs and again urged that appropriate controls be placed on all new drugs liable to give rise to drug addiction. Canadian narcotic legislation already provides for such controls, and it is not believed that synthetic narcotics are more liable to engender addiction than natural narcotics. Indeed, only a very minor proportion of addicts in Canada are addicted to synthetic narcotics. Attention was also drawn to the danger inherent in the abuse of amphetamines.

In an effort to further the international programme on opium research, the Commission decided to convene a meeting of experts to advise the Secretary-General on a future programme for the co-operating scientists and the United Nations laboratory now functioning in Geneva. It also considered establishing a United Nations Narcotics Bureau in the Middle East, but deferred any decision until its twelfth session.

The Commission decided to discontinue the publication of an annual summary of laws and regulations, but to publish occasional studies on individual aspects of narcotics legislation. In discussing documentation, special tribute was paid by the Commission to the quality of Canadian articles appearing in the Narcotics Bulletin.

Commission on International Commodity Trade

The Economic and Social Council established the Commission on International Commodity Trade in 1954, and assigned to it the task of examining "measures designed to avoid excessive fluctuations in the prices of and the volume of trade in primary commodities, including measures aiming at the maintenance of a just and equitable relationship between the prices of primary commodities and the prices of manufactured goods in international trade and to make recommendations". The Commission is composed of 18 members, elected by ECOSOC. Its membership consists largely of countries with special interest in the production of and trade in primary products, such as Argentina, Australia, Brazil, Egypt, Indonesia and India, as well as more industrialized countries such as France and Belgium. Canada has been a member since the establishment of the Commission and was re-elected at the twenty-second session of ECOSOC.

Canada was represented at the third meeting of the Commission in New York in May 1956, and at the fourth meeting held at Geneva from November 28-December 7, 1956. During these meetings, a number of commodity problems were brought to the attention of the Commission by member countries. The Commission proceeded with its examination of fluctuations in prices of, and in the volume of trade in, fats and oils and non-ferrous metals—these two groups of commodities having been selected at an earlier session for special attention.

At the twenty-second session of ECOSOC there was considerable discussion of the relationship of the Commission to other United Nations bodies with interests and responsibilities in commodity problems, particularly the FAO Committee on Commodity Problems and the Interim Co-ordinating Committee for International Commodity Arrangements. The Council adopted a resolution providing for the continuation of the Commission but requested the Commission, together with the other organizations mentioned above to submit views on any defects in the existing organizational and procedural arrangements relating to United Nations activities in the field of commodity problems.

Special United Nations Fund for Economic Development

(SUNFED)

There are a number of United Nations programmes and organizations with resources to assist the economic development of under-developed countries. The Expanded Programme of Technical Assistance¹ finances the training in more advanced countries of students and fellows from under-developed countries. Its budget, which is provided by voluntary contributions from countries which are members of the United Nations, has been between \$25 million and \$30 million in recent years. The International Bank for Reconstruction and Development as of January 31, 1956 had made loans totalling about \$2,500 million to forty-one countries, an increasing proportion of which has been to under-developed countries. The newly

¹See "Technical Assistance" below, pp. 60-62.

established International Finance Corporation¹ will assist the international flow of private capital to finance private enterprises in under-developed countries.

Apart from the assistance to under-developed countries by United Nations technical assistance programmes and United Nations lending institutions, very large amounts of capital and technical aid are being provided to less developed countries through bilateral programmes such as the United States economic aid programme operated by the International Co-operation Administration (ICA), and Canada's programme of economic assistance to South and South East Asia within the Colombo Plan.

Over the past few years there has been a good deal of study and discussion of proposals for establishing a United Nations capital aid fund to distribute assistance for the economic development of under-developed countries. Discussion has been mainly in terms of the establishment of the proposed Special United Nations Fund for Economic Development (SUNFED) which was subject to a detailed study by a committee of nine experts appointed in 1952, and by another group of experts, headed by Mr. Scheyven of Belgium appointed in 1954. The less economically developed countries have strongly favoured the establishment of SUNFED, and many of the economically developed countries have accepted it in principle. The United States, United Kingdom and certain other developed countries, however, have expressed opposition to the establishment of SUNFED in debates on the subject in the General Assembly and ECOSOC.

Canadian views on the subject of SUNFED were described in a reply to a questionnaire which was circulated to member countries in response to a resolution at the tenth session of the General Assembly. The Canadian reply, which was sent to the Secretary-General in May 1956 (and tabled in Parliament in January 1957) stated the general Canadian position in the following terms:

"The Canadian Government has in the past supported a special fund in principle but has opposed its immediate establishment. The Canadian Government's final decision regarding a fund of the type now under consideration would depend in large measure on whether it was satisfied that the organizational and administrative arrangements were such as to lead to efficient operation and that the fund would command sufficient support to enable it to operate effectively."

SUNFED was again discussed at the twenty-first and twenty-second sessions of ECOSOC and at the eleventh session of the General Assembly. In addition, an *ad hoc* committee (on which Canada is represented) met in May 1956 and prepared an interim report summarizing and analyzing replies of governments to the Secretary-General's questionnaire. (This *ad hoc* committee met again in March 1957 to prepare a final report.) It may be questioned, however, whether all this activity brought SUNFED very much closer to being established.

At the eleventh session of the General Assembly much of the discussion was concerned with whether or not steps should be taken to draw up draft statutes for SUNFED. In view of the evident lack of interest in the SUNFED proposals on the part of a number of governments, notably the

¹See "International Finance Corporation" below, p. 93.

United States, and the non-committal attitude of many other governments, it was recognized that efforts to draft statutes for SUNFED would be premature. After considerable discussion, the Assembly agreed to ask the *ad hoc* committee to prepare for the twenty-fourth session of ECOSOC its final report on replies of governments to the questionnaire (although a number of countries, including the United States, still had not replied) and to append to its final report any related suggestions for the provision of assistance to under-developed countries which governments might put forward. The *ad hoc* committee was also requested to prepare a supplementary report, based on replies of governments to the questionnaire and on United Nations discussions (a) setting forth "the different forms of legal framework" on which the proposed SUNFED might be established and statutes drafted and (b) indicating the types of projects which might be financed by the proposed SUNFED.

In the various discussions of the SUNFED proposals during the year—in the *ad hoc* committee, in ECOSOC, and the General Assembly—Canadian Representatives took a sympathetic but somewhat reserved attitude. On the one hand, Canadian Delegations sought to reaffirm Canadian support for and understanding of efforts by under-developed countries to raise their living standards and strengthen their economies; on the other hand, it seemed clear that the concept of an internationally controlled capital aid fund had not been accepted in principle by many countries which would be expected to be the main contributors, and that for the present, capital assistance to less developed countries would for the most part continue to be through bilateral programmes or groupings of bilateral programmes such as the Colombo Plan.

Exchange of Information About Economic Assistance Programmes

In speaking to the Canadian Red Cross Society in Toronto on March 12, 1956 the Secretary of State for External Affairs referred in the following terms to the United Nations role in the field of capital assistance:

"It is also very important, I think, that the United Nations should be brought more closely into the international economic assistance picture, as has recently been suggested by the U.N. Secretary-General and others. This will be the best way of establishing the *bona fides* of those who wish to participate in this work.

I do not mean by this that all mutual assistance programmes should be administered by the United Nations. True, the present U.N. programmes are being effectively handled, without political or strategic considerations getting in the way, and they deserve more support than they are receiving. There are, however, things like the Colombo Plan, operated outside of, but within the spirit of the United Nations, which should be continued as they are.

What I would like to see is an agreement between all nations contributing to any form of international assistance that they would submit all their plans and policies in this field to the United Nations,

where they could be examined, made public, and co-ordinated; where any suspicion that they were being used for political purposes could be challenged, and exposed as true or false.

This procedure would have the advantages of letting the world know what was being done, and by whom. It would separate the propaganda chaff from the wheat. It would also expose the motives of any nation which refused to co-operate with the United Nations in this way."

In the Canadian reply to the Secretary-General's questionnaire on SUNFED, it was suggested that the proposed SUNFED might "facilitate the co-ordination of aid programmes by collecting and disseminating information, in particular by publishing annual reports on the aid supplied by each of its members—whether that aid is supplied bilaterally through some other international organization or through the special fund".

At the twenty-second session of ECOSOC the Canadian Delegation had an opportunity of discussing with other delegations the idea of having the United Nations collect and publish information about all types of international economic assistance. During the eleventh session of the General Assembly Canada and Norway introduced a resolution to this effect which gained a wide measure of support. The resolution which was finally adopted by the Assembly, with the support of all countries except the Soviet bloc, requested ECOSOC to consider the question of the "collection of information concerning international economic assistance for the less developed countries on the basis of such information as the Secretary-General may provide".

International Trade and International Commodity Problems

Under the aegis of ECOSOC, multilateral negotiations for the establishment of an International Trade Organization (ITO)¹ were begun in 1946, including negotiations for a charter (the Havana Charter) containing general principles regarding economic and trade policy. The ITO has not, however, come into existence. A General Agreement on Tariffs and Trade (GATT) was negotiated in 1947 outside the framework of the United Nations, and has become the most important international instrument for trade co-operation. In 1954, the Contracting Parties to GATT drew up an agreement for the establishment of a permanent organization—the Organization for Trade Co-operation (OTC)—for the administration of GATT. The agreement on the OTC is awaiting approval by governments.

A good deal of attention has been given in a number of United Nations organizations to the special problems of primary commodities. These problems are of particular interest to under-developed countries whose economies are dependent on the export of primary products which are subject to sudden and substantial price fluctuations. Special study is given to commodity problems in the United Nations Commission on International Commodity Trade² the FAO Committee on Commodity Problems³, and the Interim Co-ordinating Committee for International Commodity Arrange-

¹See Chapter IV "Specialized Agencies" below, p. 74.

²See above, p. 45.

³See "Food and Agriculture Organization" below, pp. 80-82.

ments¹. In addition, the General Assembly and also ECOSOC give considerable attention to these problems of international trade and primary commodities. As a major producing and trading country, Canada takes an active interest in these activities and during 1956 Canadian Delegations participated in the discussions of these subjects at the eleventh session of the General Assembly and the twenty-second session of ECOSOC. Canada is a member of the Commission on International Commodity Trade and of the FAO Committee on Commodity Problems and sent representatives to their 1956 meetings.

In the discussion of international commodity problems at the twenty-second session of ECOSOC, the Canadian Delegation joined with other countries in recognizing the serious difficulties which violent fluctuations of commodity prices posed for under-developed primary producing countries. The Delegation spoke in favour of a commodity-by-commodity approach to these difficulties, with consideration being given to the conclusion of further international commodity agreements in cases where the main producers and consumers were willing to participate and accept the necessary responsibilities. It was pointed out that Canada participated in agreements relating to international trade in wheat, sugar and tin and was willing to join in discussions for agreements on other commodities.

There was considerable discussion at the ECOSOC meeting, and again at the eleventh session of the General Assembly, of United Nations machinery for trade co-operation. However, the twenty-second session of ECOSOC rejected a U.S.S.R. proposal aimed at setting up a new international trade organization, but it adopted a resolution inviting member countries to submit to the Secretary-General their comments on the present international machinery for trade co-operation, and requested the Secretary-General to analyze the replies and table a report for study at the twenty-fourth ECOSOC session. Another resolution was adopted recommending that governments take into account the effects of their trade and production policies on other economies, and recognize especially the importance of their trade and production policies for under-developed countries. It was also decided at the twenty-second session that the Commission on International Commodity Trade and the Interim Co-ordinating Committee for International Commodity Arrangements should continue to perform their present functions, and that these bodies, together with the FAO Committee on Commodity Problems, should submit to the Secretary-General their views on the present organizational and procedural arrangements governing their activities.

At the eleventh session of the General Assembly there was a further study and discussion of international machinery for trade co-operation. The U.S.S.R. again submitted its suggestion for the creation of a new international trade organization within the United Nations, this time including it in a proposal to convene a world economic conference in 1957. The Canadian Delegation joined with others in opposing this proposal, pointing to the accomplishments of existing international machinery, to the fact that this machinery had shown itself capable of being adapted to meet new situations, and to the fact that the establishment of new machinery is not always the

¹A Committee of four members established to organize international conferences and study groups, and to co-ordinate United Nations activities in the field of commodity problems.

answer to difficult problems. The Delegation expressed the view that a world economic conference would serve no useful purpose, and might conflict with work being carried out in the United Nations and elsewhere. The Assembly rejected the U.S.S.R. proposal and approved by a large majority a resolution recognizing the need for further efforts to remove obstacles to trade and promote its expansion on a multilateral basis; and recognizing that the existing international bodies and agreements provided "a framework for the effective consideration of trade problems, payments arrangements and related economic problems". The resolution urged governments to continue to work through international organizations; "to reduce or remove restriction and/or discrimination with regard to trade and payments as soon as their balance of payments and reserve positions permit"; to conduct their trade policies with due regard to their possible harmful effect on other countries; and to "follow internal economic, monetary and fiscal policies which promote high levels of production, employment and investment". The resolution¹ outlined above which was approved on February 20, 1957 by a vote of 55 in favour (including Canada), 7 against, with 4 abstentions, also urged member countries to approve the agreement establishing the Organization for Trade Co-operation.

World Food Reserve: National Food Reserves

The ninth session of the General Assembly in December 1954, following a proposal advanced by Costa Rica, adopted a resolution inviting the Food and Agriculture Organization "to prepare a factual and comprehensive report on what has been done and what is being done in connection with the establishment of a World Food Reserve". The resolution indicated four main objectives for national and international action: increasing food production and consumption and avoiding chronic malnutrition; relieving famine and other emergencies; counteracting excessive price fluctuations; and promoting the rational disposal of intermittent agricultural surpluses. In response to this General Assembly resolution, FAO submitted a study to ECOSOC's twenty-second session entitled "Functions of a World Food Reserve—Scope and Limitations". The study contained an appraisal of the manner in which a World Food Reserve might meet the objectives referred to in the General Assembly resolution, but pointed to some contradictions involved in attempting to meet all these objectives by a single mechanism, for example, it would be difficult to consider a World Food Reserve as a means of preventing famine and at the same time acting as a reserve to prevent excessive price fluctuations. The study pointed out that economic development was the only permanent solution to recurring famine and chronic malnutrition.

When this subject was debated at ECOSOC's twenty-second session, the Canadian Representative agreed that balanced economic development was the only enduring solution to famine and chronic malnutrition in under-developed areas. He referred to the record of international assistance to relieve famine in recent years and to the conclusions of a group of experts which reported to the FAO in 1953 that neither physical world food shortages nor geographic location constituted a major obstacle to the relief of

¹General Assembly resolution 1027 (XI).

famine. The problem of counteracting excessive price fluctuations could best be met, the Canadian Representative stated, by co-operation between producing and consuming countries in making appropriate arrangements on a commodity-by-commodity basis.

The resolution adopted by the twenty-second session of ECOSOC agreed generally with the conclusions of the FAO study, and asked the Secretary-General, in consultation with such other organizations and individuals as he saw fit, to report on "the possibility of further national and international action . . . including the feasibility of using food reserves for meeting unforeseeable food shortages . . .".

The matter was again looked into by the General Assembly's eleventh session, and the United States Representative introduced a resolution suggesting the use of surplus agricultural commodities for building up national food reserves. This resolution generated considerable debate and apprehensions were voiced about the possible effect of the large-scale use of surpluses on normal production and trade. The resolution finally adopted requested the Secretary-General to explore the subject in consultation with FAO (which was already studying ways of using surplus food products, with safeguards to normal production and trade, to build up national food reserves). The resolution invited importing and exporting countries to continue to consult about using surpluses to build up national reserves "with due regard for the FAO principles of surplus disposal, particularly the need to avoid harmful interference with normal patterns of production and international trade . . .".

Industrialization of Under-Developed Countries

In a variety of United Nations meetings, many member countries have for several years been urging action through the United Nations to facilitate and speed industrialization in under-developed areas. Many under-developed countries consider that industrialization is an essential element in raising living standards and maintaining economic stability; their dependence on the production and export of a limited number of agricultural products and basic raw materials, which are often subject to severe price fluctuations on world markets, results in economic and political instability. Industrialization would diversify their economies, lessen their dependence on manufactured imports, and create job opportunities for under-employed rural population.

In response to a resolution of the Economic and Social Council the Secretary-General in early 1955 produced a report "Processes and Problems of Industrialization in Under-Developed Countries" and somewhat later a further report "A Programme of Work on Industrialization and Productivity". These reports were the basis of a discussion of industrialization at the twenty-first session of ECOSOC (April 1956) when a United Nations programme in the field of industrialization was approved, and of a further discussion at the twenty-second session of ECOSOC (July-August 1956) which approved a specific list of studies and projects for immediate attention. There was a debate at both of these ECOSOC sessions about possible additional United Nations machinery in the field of industrialization. A further general discussion of the United Nations programme in the field of industrialization took place at the eleventh session of the General Assembly, where the question of United Nations machinery was again raised. The General

Assembly asked the Secretary-General to report to the twenty-fifth session of ECOSOC "on such possible forms of organizational and administrative machinery as may be necessary".

Canadian delegations at ECOSOC meetings and at the General Assembly have expressed sympathy with the desire of less developed countries to introduce and develop industries on a sound basis, and have supported the establishment of a United Nations programme of work in this field. It is the Canadian view, at the same time, that the subject of industrialization is large and complex. Care should be taken, when planning a programme of work, to define the area of United Nations interest and to ensure that United Nations studies and projects will be of practical value to under-developed countries in working out and putting into effect sound programmes of economic development. It is also important that the United Nations should not duplicate facilities made available by other international organizations, particularly the International Bank. The view has also been expressed by Canadian delegations that existing United Nations machinery can, with minor modifications, be adapted to meet the requirements of a useful programme of reasonable proportions.

At the end of the period under review a number of United Nations projects in the field of industrialization had been started: one is a general survey of the problem of capital intensity in industry in under-developed countries; another is concerned with the relationship of community development and co-operatives in the industrialization process; a third involves a number of case studies on environmental planning. The publication of a periodic bulletin on industrialization and productivity is also planned by the United Nations.

International Tax Problems

The ninth session of the General Assembly requested¹ the Secretary-General to continue his studies of the taxation of private international investment by capital-exporting and capital-importing countries, and to submit his studies to the Economic and Social Council. This resolution also requested ECOSOC to consider the reports of the Secretary-General and transmit the results of its deliberations to the General Assembly.

ECOSOC therefore had before it at its twenty-second session a memorandum prepared by the Secretary-General entitled "International Tax Problems—Taxation in Capital-Exporting and Capital-Importing Countries of Foreign Private Investment". This document reviewed historically the treatment of the subject in the Fiscal Commission² and in ECOSOC, and factually presented the main issues referring extensively to tax practices of various capital-exporting and capital-importing countries, including Canada.

Canada both imports and exports capital, but on balance is a capital-importing country. In the Fiscal Commission, Canadian representatives consistently joined with representatives of the major capital-exporting countries in opposing proposals advanced by a number of capital-importing countries for giving capital-importing countries the sole right of taxing

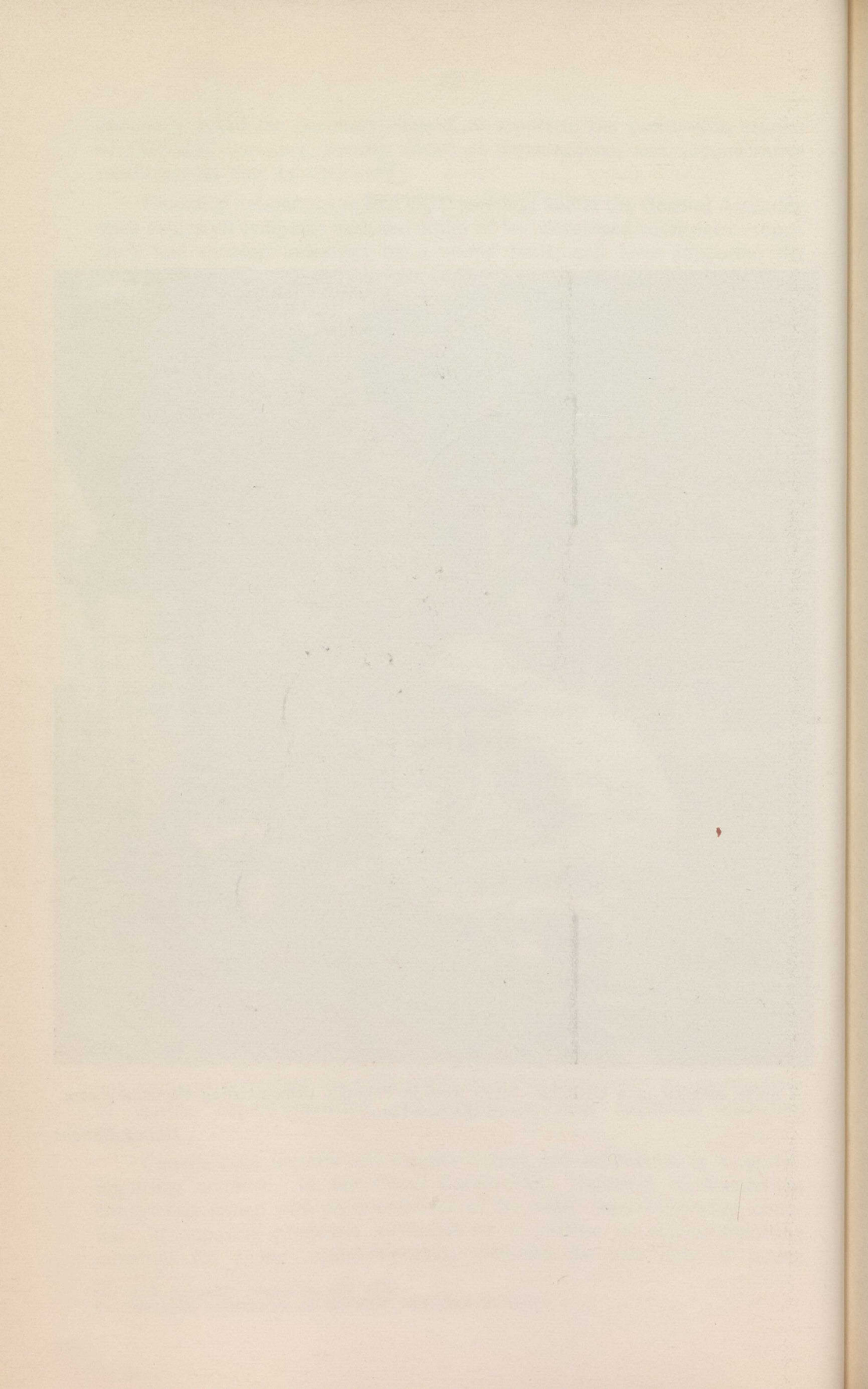
¹General Assembly resolution 825 (IX).

²A functional commission of ECOSOC abolished in 1954.



A nurse, member of a UNICEF - WHO team in Pakistan, demonstrating elementary care of the new-born.

United Nations



private investment capital from abroad. In fact, however, the major capital-exporting countries have greatly reduced their tax claims on income derived from foreign investments, thus *de facto* going a long way toward meeting the wishes of capital-importing countries. Canadian tax legislation is as liberal in this regard as the legislation of any other developed countries.

During the discussion of international tax problems at the twenty-second session of ECOSOC, the Canadian Representative made the following statement: "While believing that the main responsibility for attracting private foreign investment must inevitably rest with the less developed countries themselves, the Canadian Government also recognizes that the more economically advanced countries should facilitate the flow of private capital to these areas. One of the things that the more advanced countries can do is to make sure that their tax structures do not impede investment abroad. This, I believe, is true of our Canadian tax laws relating both to individuals and corporations. Further, we have concluded reciprocal tax conventions with other governments for avoidance of multiple taxation. We believe that a wider application of double taxation agreements between capital-exporting and capital-importing countries would remove some of the existing deterrents to foreign investment. We are willing to conclude agreements of this type with other governments where they can be adapted to meet the particular problems of the countries concerned."

Both ECOSOC and the eleventh session of the General Assembly approved resolutions asking the Secretary-General to continue his studies of the taxation of private investment by capital-exporting and capital-importing countries, and to submit them to ECOSOC for its consideration.

Peaceful Uses of Atomic Energy

Following the resolution unanimously approved by the General Assembly on December 4, 1954, expressing the hope that the International Atomic Energy Agency would be established without delay, a draft statute for the Agency was circulated in August 1955 by the United States on behalf of eight sponsoring governments (Australia, Belgium, Canada, France, Portugal, South Africa, the United Kingdom and the United States). At the tenth session of the General Assembly, on December 3, 1955, a resolution was adopted noting with satisfaction the progress being made 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 twelve governments concerned held a "Working Level Meeting" in Washington in the spring of 1956 to prepare a draft statute, based on the original draft of August 1955, and taking account of comments on that draft submitted by a number of governments and also of views expressed during the debate at the tenth session of the General Assembly. During these meetings a number of differences of view emerged, but by patient negotiation and a willingness on the part of all to accept reasonable compromises the meetings reached unanimous agreement on the text of a draft to be submitted to a general conference of prospective member states. This draft provided that all states which were members of the United Nations or of any of the Specialized Agencies might join the Agency as initial

members, and that other states might become members with the approval of the Agency's General Conference upon the recommendation of the Board of Governors. In structure the Agency would have a General Conference of all members, meeting annually, and a Board of Governors to manage the affairs of the Agency on a continuous basis. The work of the Agency would be carried out by an international staff under a Director-General appointed by and responsible to the Board of Governors. Appropriate provision was made for the division of responsibilities as between the General Conference, the Board of Governors, and the Director-General.

The United States, on behalf of the twelve powers which had participated in the working level meeting, invited all prospective members (a total of 87 governments) to be represented at a conference opening at United Nations Headquarters in New York on September 20, 1956, to review and approve the draft statute. This Conference on the Statute of the International Atomic Energy Agency was attended by representatives of 82 governments, and unanimously elected as its President Mr. Muniz of Brazil, as its Vice-President Mr. Winkler of Czechoslovakia, and as its Secretary the Secretary-General of the United Nations. Some differences of approach emerged, particularly on the relative powers of the Board of Governors and the General Conference, and on the question of safeguards to prevent diversion to any military purpose of assistance provided by the Agency, but these were resolved without impairment of the principles embodied in the draft statute through negotiations in which Canada played an active part. The Conference concluded its work on October 26, 1956, with the signature by representatives of 70 governments (including Canada) of the Statute which had been unanimously approved three days earlier. The text of the Statute conforms closely in its essential features with the draft prepared by the working level meeting, but incorporates a number of improvements agreed upon in the course of discussion. The Conference recommended that the Agency should select Vienna as the site of its headquarters.

Signature of the Statute brought into existence a Preparatory Commission to make arrangements for the first General Conference of the Agency and to prepare recommendations on the Agency's initial programme, budget, establishment and staff regulations. The Preparatory Commission is also charged with designating governments to fill certain specified seats on the first Board of Governors in accordance with the provisions of the Statute, whereby some members of the Board are to be designated by the outgoing Board, others to be elected by the General Conference. While the Preparatory Commission is carrying out its tasks, signatory governments are proceeding with ratification of the Statute. The latter will come into force, and designations for the first Board of Governors and the holding of the first General Conference will become possible, when instruments of ratification have been deposited by 18 signatory states provided at least three of these are from among Canada, France, the U.S.S.R., the United Kingdom and the United States. August 19, 1957 has been selected by the Preparatory Commission as a tentative target date for the opening at Vienna of the first General Conference.

In all of these developments Canada has played an active part. It has been a co-sponsor of each of the General Assembly resolutions concerned, a member of the original eight-power group which prepared the first draft

of the statute and a member of the twelve-power group which prepared the later draft submitted to the Conference. It is a member of the Preparatory Commission and one of the group of five advanced atomic powers whose ratifications are of special effect in bringing the Statute into force, and is expected to be one of the five countries to be specially designated for membership of the Board of Governors by virtue of their pre-eminent position in atomic matters. These various developments reflect general recognition of Canada's advanced atomic energy programme and of Canada's position as a major producer of uranium¹.

The General Assembly at its eleventh session decided that there should be held in 1958 under United Nations auspices a second international conference on the peaceful uses of atomic energy, to pursue and expand the valuable work achieved by the successful conference held in Geneva in 1955. Plans and preparations for this second conference are being worked out by the Secretary-General's Advisory Committee on Atomic Energy, on which Canada is represented.

Apart from these developments arising from President Eisenhower's "Atoms for Peace" proposal to the General Assembly on December 8, 1953, several of the Specialized Agencies are planning or have undertaken programmes involving atomic energy matters in one way or another. These are normal elements in the activities of these Agencies, and the appearance in this connection of atomic energy considerations is a reflection of the fact that atomic energy is now coming to be a factor in many branches of scientific, economic and social affairs. It is to be expected that the International Atomic Energy Agency when it is established will have primary responsibility for international activities in the field of peaceful application of atomic energy; it will also serve as a focus and co-ordinating centre, for the aspects relating to atomic energy, of the activities in their own areas of responsibility of the various Specialized Agencies.

Regional Economic Commissions

There are three regional economic commissions which report to the Economic and Social Council: the Economic Commission for Europe (ECE) with headquarters in Geneva; the Economic Commission for Latin America (ECLA) with headquarters in Santiago, Chile; and the Economic Commission for Asia and the Far East (ECAFE), whose headquarters are in Bangkok, Thailand. Meetings of these regional commissions and their subsidiary bodies provide countries of the areas and other interested countries with opportunities to foster trade among themselves, discuss common economic problems, and co-operate in measures for furthering the economy of the regions. The secretariats of the regional economic commissions, which form an integral part of the United Nations Secretariat, publish annual economic surveys, and collect and publish numerous statistical bulletins and economic studies related to the regions. No economic commissions have

¹The Canadian Government in March 1957 introduced in Parliament a resolution expressing approval of the Statute of the Agency. Passage of this resolution by the House of Commons on April 12, following earlier approval in the Senate, cleared the way for subsequent ratification of the Statute by the Government.

been established for the region of North America or for Africa. Canada is not a member of any of the three regional economic commissions, but participates in many of their meetings in a consultative capacity.

The membership of the Economic Commission for Europe consists of 28 European countries (counting the U.S.S.R., Ukraine and Byelorussia as a single member), Turkey and the United States. Although the countries of Western Europe have depended largely on the Organization for European Economic Co-operation (OEEC) as an instrument for economic co-operation, the ECE has been of some significance in stimulating trade and other forms of economic co-operation between Eastern and Western European countries. Meetings of the numerous committees of ECE (on coal, timber, inland transport, and so on) provide opportunities for discussions of particular subjects of concern, and the annual sessions of the Commission deal with more general aspects of economic co-operation. The eleventh annual session of ECE was held in Geneva in April 1956, and Canada was represented in a consultative capacity. The secretariat of ECE is headed by Mr. Gunnar Myrdal of Sweden¹.

The Economic Commission for Latin America has 24 members including 20 Latin-American countries, the United States, France, the United Kingdom and the Netherlands. It held its sixth session in September 1956 at Bogota, Colombia, to which Spain, Italy, Czechoslovakia, Poland and Sweden sent observers. During the session it was decided to establish a trade committee composed of member countries for the purpose of intensifying inter-American trade and assisting trade negotiations. The first meeting of the trade committee was held in Santiago, Chile, in November 1956. Canada was not represented at the sixth session of ECLA but a Canadian observer attended the meeting of the trade committee in Santiago. The executive secretary of ECLA is Mr. Raul Prebisch of Argentina.

The Economic Commission for Asia and the Far East has 23 members, including a number of countries outside the area, and three associate members (dependent territories of the United Kingdom). The former executive secretary, Dr. Lokonathan of India, was succeeded during 1956 by Mr. C. V. Narasimhan, also of India. The twelfth session of ECAFE was held in Bangalore, India, in February 1956. A Canadian representative attended this meeting in a consultative capacity, and Canada was also represented at a session of the ECAFE sub-committee on trade which met in Tokyo from October 29 - November 9, 1956.

Extra-Budgetary Programmes

Introduction

The United Nations and its Specialized Agencies have undertaken for many years special programmes of assistance to overcome certain acute problems and serious deficiencies which exist in various areas. Since money for these special programmes is not available through the regular United Nations budget or through the regular budgets of the Specialized Agencies, it has to be raised as "extra-budgetary funds" from voluntary contributions

¹Mr. Myrdal announced his resignation in April 1957, and Mr. Sakari Severi Tuomioja, of Finland, has been named his successor.

made by member states. At the present time the United Nations is sponsoring five special programmes: (1) Aid for Korea (UNKRA); it is expected that this programme will be wound up by 1958; (2) Assistance to Palestine Arab Refugees (UNRWA); (3) Aid for Children (UNICEF); (4) Expanded Technical Assistance Programme (ETAP); this is supplementary to the regular programme of technical assistance which is carried on and paid for out of the annual budgets of the Specialized Agencies; (5) Aid for Refugees (UNREF).

A short account of these five special programmes for which the United Nations solicits voluntary contributions from member states is given in the immediately following sections¹.

Aid for Korea

The United Nations Korean Reconstruction Agency (UNKRA) was established by the General Assembly in 1950² with a view to helping the Korean people to repair the damages of war in their country, but the prolongation of hostilities prevented the implementation of its main programme until the latter part of 1952. Since that time UNKRA has carried out, on the basis of three annual plans initiated between 1952 and 1955, a series of successful projects dealing mainly with the rehabilitation of textile and paper industries, the development of coal mines, housing, irrigation, fisheries, and educational facilities, 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 programme of the Korean and United States Governments under the Economic Co-ordinator of the United Nations Command.

In his sixth annual report submitted to the eleventh session of the General Assembly, the Agent-General of UNKRA, Lieutenant-General John B. Coulter, was pleased to report that very substantial advances had been made in the previous year, and, indeed, that "operations had reached a peak stage from which they will continue without abatement until the Agency's programmes have been achieved". The majority of UNKRA projects will have been completed by the end of 1957 and, though a part of the programme must necessarily continue somewhat longer, the Agent-General has prepared plans for winding up the Agency in 1958.

In surveying the progress which had been made to date a number of delegations commended the Agent-General for the achievements of the Agency during the past year; appreciation was also expressed for the valuable and continuing assistance given to UNKRA by the United Nations Specialized Agencies, and by voluntary non-governmental organizations.

Throughout the development of the Agency's programme, Canada has been a major contributor to it, having paid \$500,000 more than its original pledge of \$7,250,000. The other main contributors have been the United States (\$92,902,615), the United Kingdom (\$26,840,002), and Australia (\$3,616,446). The United States, United Kingdom and Australian Governments have made total pledges of \$162,500,000, \$28,000,000 and

¹For further details see article entitled "Canada's Contributions to United Nations", in *External Affairs*, the monthly bulletin of the Department of External Affairs, January 1957, pp. 31-34. See also "Extra-Budgetary Funds" below, p. 109.

²General Assembly resolution 410(V) of December 1, 1950.

\$4,001,726 respectively, but at the time their pledges were made those governments stipulated that their payment in full was dependent upon certain matching contributions being received from other governments. As of the publication of the sixth report of the Agent-General, the total payments received from 40 contributing governments amounted to just over \$140 million. In addition to its donations to the long-range programme Canada contributed 2,500 tons of salted cod valued at \$750,000 to the United Nations Emergency Relief Programme which attempted to meet the needs of the Korean people immediately after the outbreak of hostilities. A number of Canadian voluntary agencies have also contributed to this programme for emergency relief.

The Canadian representative is the Chairman of the UNKRA Advisory Committee the membership of which includes India, the United Kingdom, the United States and Uruguay. The work of this Agency is under the scrutiny of the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK) and the Economic and Social Council as well as of the General Assembly.

Assistance to Palestine Arab Refugees

In his report to the eleventh session of the General Assembly, Mr. Henri R. Labouisse, Director of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA), stated that, as of June 30, 1956, some 922,000 refugees, left homeless as a result of the 1948 hostilities in Palestine, were still registered with the Agency. The Director reported that in the period 1955-56, progress in the Agency's long-term task of assisting the refugees to become self-supporting had been slow and fragmentary, while the Agency's immediate task of providing temporary care for the refugees had been carried out as well as local conditions and available funds had permitted. So long as nothing was done to help requite the longing of the refugees to return to their homeland, either by giving them the choice between repatriation and compensation as provided for by the General Assembly in 1948¹, or through some other solution acceptable to Israel and the Arab governments, the long term task assigned to the Agency would prove unrealizable. The Director reported that regardless of future developments and changes in the political situation, it was apparent that for several years to come there would be a need for relief in some form in some of the areas where the Agency was now operating, though the present mandate of the Agency extended only until 1960. In describing the immediate problems of the Agency the Director stated that to the extent that the Assembly wished the Agency to carry on its relief and rehabilitation programme it was of the utmost importance that necessary measures be taken by the Assembly to ensure that adequate funds be made available to the Agency, and also that the Governments of the host countries give their full support and co-operation to the Agency.

On February 28, by a vote of 68 in favour, 0 against, with 1 abstention, the Assembly directed UNRWA to continue its programmes for the relief and rehabilitation of the Palestine refugees. Noting with concern that the contributions were not yet sufficient, the Assembly urged all governments to contribute or increase their contributions to the extent necessary to carry

¹Paragraph 11 of General Assembly resolution 194(III) of December 11, 1948.

these programmes through to fulfilment. The Assembly also requested the host governments to co-operate fully with the Agency and with its personnel and to extend to it every appropriate assistance in carrying out its functions.

Canada has been an annual contributor to the UNRWA budget; the total of its contributions amounts to over \$4½ million. At the eleventh session of the General Assembly, the Canadian Representative announced an additional Canadian contribution, subject to parliamentary approval, of \$750,000.00 for the Agency's 18-month fiscal period July 1, 1956 to December 31, 1957. The Canadian Representative appealed to the Arab states and Israel to seek at least a partial solution of the refugee problem. In regard to the Agency's immediate tasks, the Canadian Representative saw no reason why the essentially humanitarian work of the Agency should not have the support of all members of the United Nations and urged the host governments to extend to the Agency the co-operation essential to the effective execution of its humanitarian task.

Aid for Children

The United Nations Children's Fund (UNICEF) was first established by the General Assembly in 1946 to assist, following the termination of UNRRA activities, in providing emergency aid for the children of war-devastated countries, principally in Europe. With the lessening of immediate postwar needs, the Fund, in 1950, was authorized for a three-year period to undertake long-range welfare projects for needy children in under-developed countries throughout the world. The programme aroused such interest and support that in 1953 the General Assembly voted unanimously to make UNICEF a continuing part of the United Nations work. Since that time both the activities of the Fund and the number of governments supporting it have shown a continued and gratifying expansion. The number of contributing governments has risen from 35 in 1951, to 53 in 1953, and 81 in 1956. As of October 1956 UNICEF programmes were being carried out in 98 countries or territories as against 48 in 1952. In 1956 there were 283 UNICEF-aided projects, a large proportion of which were concerned with the eradication of malaria, the control of yaws and tuberculosis, and similar basic health programmes.

The Fund is entirely dependent on voluntary contributions from government and private sources. During 1956, governments provided almost 90 per cent of UNICEF's revenue, with the United States Government contributing the most (\$9.7 million). Income from all sources amounted to \$19,818,835 as compared with \$17,515,000 in 1955. Canada has been a consistent supporter of the Fund, and its 1956 contribution of \$650,000 was exceeded only by those of France and the United States. The total amount given to UNICEF by the Canadian Government will have reached \$10,675,000 by the end of 1957; this sum includes \$650,000 pledged, subject to Parliamentary approval, for 1957. In addition there have been private contributions resulting from organized campaigns in Canada which have totalled about \$1,500,000. A recent development in Canada is the assistance being given by Canadian children in their "Shell Out for UNICEF" collections at Hallowe'en, which last year amounted to about \$42,000.

At its eleventh session the General Assembly adopted a resolution authorizing a new system for the election of members to the UNICEF Executive Board. Previously 18 countries had held seats on the 26-member Board by virtue of their membership in the Social Commission of ECOSOC, but as of January 1, 1957 all members are to be directly elected from the members of the United Nations or the Specialized Agencies. Until 1961, because of adjustments necessitated by the change in the method of election, some differences will exist in the length of time during which various seats on the Executive Board will be held, but beginning with that year all members will be directly elected for a period of three years. Canada has been a member of the Board since UNICEF was established in 1946, and at present holds a seat until the end of 1958.

There are a number of Canadians on the international staff of UNICEF; among those holding senior positions are Mrs. Adelaide Sinclair who has recently been appointed to the position of Deputy Director, Mr. Edward Bridgewater who has for some years been in charge of all procurement for the Fund, and Mr. Stewart Sutton who is responsible for UNICEF's activities in the Eastern Mediterranean area.

Technical Assistance

The technical assistance programmes of the United Nations and Specialized Agencies form a complex of activities designed to meet one of the most important needs of less developed countries i.e., the need to acquire practical knowledge of mechanical skills and advanced technology. There are two sides to technical assistance as the term is used: one is the provision of training in more advanced countries for students and fellows from less developed countries; the other involves sending experts and advisers from more advanced to less developed countries. Affecting as it does so many institutions and individuals both in advanced and under-developed countries, possibly no other United Nations programme is more widely known and supported. Canada's interest in United Nations technical assistance programmes has been demonstrated not only by relatively high financial contributions but also by the number of experts and training places made available.

The United Nations and most of the Specialized Agencies carry on "regular" technical assistance programmes under their own budgets; in addition the United Nations and Specialized Agencies receive a share of funds contributed voluntarily by member countries to the Expanded Programme for Technical Assistance. The total budget of the Expanded Programme has in recent years been between \$25 million and \$30 million annually.

The co-ordination of the technical assistance programmes of the United Nations and Specialized Agencies poses rather difficult problems. The Technical Assistance Board (TAB), consisting of the heads of the Specialized Agencies and the Secretary-General of the United Nations each year prepares a total programme covering the proposed activities of all the organizations concerned during the next year. The TAB programme is considered and approved by the Technical Assistance Committee, which

consists of the 18 countries represented on ECOSOC¹. The TAC also considers and makes recommendations concerning policy matter.

The programmes of the United Nations and Specialized Agencies are evolved on the basis of requests by countries for technical assistance, within target figures set by the TAB. To assist in the preparation of the "country programmes", the TAB and many of the Specialized Agencies have representatives located in a number of member countries.

For the 1956 technical assistance programme a total of 71 countries pledged approximately \$28 million to the Expanded Programme of Technical Assistance. Canada's contribution was \$1,800,000 which was an increase of \$300,000 over 1955. Subject to parliamentary appropriations, Canada will contribute to the 1957 programme a sum of \$2 million, and an undertaking has been given that Canada will provide at least a similar order of support for the 1958 and 1959 programmes. The total pledges of assistance for the 1957 programme amount to about \$30 million, including over \$14 million from the United States and a pledge of the equivalent of \$1 million from the U.S.S.R.

During the year there was considerable discussion of a report issued by the TAB entitled "The Forward Look", which summarized the programme, appraised current problems and arrived at conclusions regarding the future of the programme. Certain of the conclusions of the report would involve changes in present methods of operation; others would require an expansion of funds available for United Nations technical assistance programmes. It was suggested, for example, that the status and role of the TAB country representatives required a clearer definition; another conclusion was that there should be more generous provision of equipment and supplies to supplement assistance in the form of expert advice; a further conclusion was that increased funds would be required to meet an increasing number of requests for assistance, and target figures of \$50 million and \$100 million were mentioned. In discussions of "The Forward Look" in the Technical Assistance Committee², the Canadian Delegation welcomed the report as a valuable contribution to a better understanding and the more efficient operation of technical assistance programmes, but the members of the TAC generally avoided commitments regarding the financial conclusions of the report.

Considerable interest has also been expressed in proposals for establishing an international civil service, consisting of experts employed by the United Nations on long term or permanent contracts, and specially trained for service in under-developed areas. Mr. L. B. Pearson put this idea forward in a speech to the Canadian Red Cross Society in Toronto in March 1956, and the United Nations Secretary-General in an address to the International Law Association in Montreal later developed the idea in more concrete terms. These proposals obviously call for most serious consideration since they are aimed at overcoming a number of present difficulties such as those experienced in recruiting highly specialized experts for short-term assignments, giving continuity to programmes, and obtaining the full

¹At the eleventh session of the General Assembly Canada co-sponsored a resolution, which was adopted, to increase the membership of the TAC from 18 to 24.

²The TAC met in Geneva during July and August 1956, at the same time as the twenty-second session of ECOSOC.

benefits of accumulated experience in technical assistance work. At the same time, member countries will doubtless wish to consider the implications of the integration of international experts into national administrations.

As of December 31, 1956 over 80 Canadian experts were employed on technical assistance assignments abroad by the United Nations and its Specialized Agencies and nine trainees were studying in Canada under United Nations fellowships and scholarships. Under Colombo Plan arrangements 42 Canadian experts were on technical assistance assignments abroad and 190 trainees were studying in Canada.

Aid for Refugees

A refugee is defined by the United Nations as a person who has left the country of his normal residence because of fear of persecution, and since the end of the Second World War the number of such refugees in Europe has been reduced by emigration, re-establishment, or voluntary repatriation from a total of 2.2 million persons to about one million persons who look to the United Nations High Commissioner for Refugees for legal protection. Of these one million persons, approximately 250,000 are in need of some material assistance. Most of these 250,000 refugees are in Austria, Germany, Greece and Italy and some 70,000 of them including sick, aged or physically handicapped persons, are still living in refugee camps. In addition, it is thought there are about 14,000 refugees of European origin in China.

Immediately after the Second World War the task of helping refugees was given to a United Nations Specialized Agency, the International Refugee Organization (IRO)¹. When the problem became more manageable in size and the great post-war urgency was past, the United Nations High Commissioner for Refugees (UNHCR)² took over in 1951 IRO's task of assisting refugees and providing legal protection for them. The High Commissioner 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.

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 comprehensive four-year (1955-58) programme to promote permanent solutions for the problem; the four-year programme would, of course, continue to provide emergency aid in destitute and problem cases. The General Assembly commended this programme, authorized the High Commissioner, then Dr. J. G. van Heuven Goedhart, to undertake it, and approved the establishment of a special United Nations Refugee Fund (UNREF). All governments were asked to support this Fund. It was estimated that the four-year programme would cost about \$16 million and the Negotiating Committee for Extra-Budgetary Funds was asked to solicit \$4.2 million for 1955 and \$4.4 million for 1956 from governments for UNREF. More than three-quarters of UNREF was to be used to

¹See *Canada and the United Nations 1948*, pp. 134-136, and also *Canada and the United Nations 1951-52*, pp. 106-108.

²The UNHCR is not responsible for the nearly one million Arab refugees left homeless as a result of the 1948 hostilities in Palestine. These Arab refugees are the concern of the United Nations Relief and Works Agency for Palestine Refugees (UNWRA). See above pp. 58-59.

finance projects leading to the rehabilitation and integration of refugees in their present countries of residence, while about one-quarter of UNREF was to provide emergency aid.

At the twenty-second session of ECOSOC held in the summer of 1956, the Acting High Commissioner for Refugees (the High Commissioner, Dr. J. G. van Heuven Goedhart had died suddenly on July 8) drew attention to the fact that for 1955 and 1956, the first two years of the four-year programme, there would be a deficit in government contributions to UNREF of about \$3.2 million. Instead of receiving \$8.6 million (\$4.2 million for 1955 and \$4.4 million for 1956) the Fund would have received only approximately \$5.4 million. The Acting High Commissioner stressed the serious financial difficulties which the four-year programme faced, and reported to ECOSOC that failure to obtain funds for the four-year programme would damage and greatly weaken the plans for permanent solutions worked out by the late Dr. van Heuven Goedhart. However, on the credit side it was reported that during 1955 a non-governmental group in the Netherlands, the Netherlands Committee for Aid to Refugees had given slightly more than \$1 million to UNREF, and this contribution from a private organization had made it possible for the High Commissioner to implement about 70 per cent of UNREF's programme for 1955.

The annual report of the High Commissioner for Refugees came before the Third (Social, Humanitarian and Cultural) Committee of the General Assembly on November 23, 1956. At that time, the debate on the work of the Office of the High Commissioner was overshadowed by the new situation created by the great influx of Hungarian refugees into Austria which was taking place at the time of the debate. The Vice-Chairman of the Canadian Delegation, Mr. Pinard, speaking in the discussion on November 27, said it was essential that the new and grave problem of Hungarian refugees should not divert all attention from the work which remained to be done in finding permanent solutions to the refugee problems which were a legacy of the Second World War. Mr. Pinard commended the Austrian Government and people for the manner in which they were responding to the sudden demands put upon them, and referred to the efforts of the various voluntary agencies which were involved in the work on behalf of the new Hungarian refugees. He informed the Third Committee that the Government of Canada would contribute \$1 million for the relief of Hungarian refugees¹. He also stated that the Canadian Department of Citizenship and Immigration was arranging to charter aeroplanes to bring Hungarian refugees to Canada and that Canada would do all it could by relaxing normal immigration formalities to bring into the country all those Hungarian refugees who wished to settle in Canada². The Canadian Representative concluded with an appeal to the members of the Committee not to forget "the other refugees who still find themselves in camps and who are still seeking a more permanent abode".

The Third Committee spent the week of November 23-30 discussing the question of refugees. During the debate the Representative of Czechoslovakia submitted a draft resolution³ which stressed the solution of voluntary repatriation as the answer to the problem of refugees; this resolution

¹See "Hungary" above, pp. 29-33.

²According to figures released on May 27, 1957, 28,239 Hungarian refugees had by that date arrived in Canada.

³Document A/C. 3/L. 508.

was defeated by a vote of 10 in favour, 43 against (including Canada), with 15 abstentions. The Third Committee then considered and adopted a resolution¹, approved in plenary by a vote of 66 in favour (including Canada), 0 against, with 12 abstentions (Soviet bloc, Syria, Saudi Arabia, Afghanistan and Yemen), which *inter alia* commended the Office of the High Commissioner for Refugees for its work in endeavouring to provide permanent solution for the long-standing refugee problems as well as for its efforts in handling the emergency situation created by the new refugees from Hungary; expressed its gratefulness to the Austrian Government for receiving and assisting all the refugees who had entered its territory; stated its grave concern at the deficit in government contributions to UNREF; and urged all states to make contributions to the Fund so that the 1955-58 programme could be fully implemented. Before the vote on this resolution was taken, the Canadian spokesman, Miss K. E. Bowlby, made a statement on November 29 in which she pointed out that the recent surge of Hungarian refugees into Austria had unfortunately tended to obscure the problems of the refugees of much longer standing; she suggested that the frustrations of these refugees could not but have been increased by their temporary relegation to a secondary position as a result of the new influx; and she urged all members of the United Nations not to forget the problems of the long-standing refugees. The Canadian spokesman then announced that the Canadian Government was increasing its contribution to the four-year UNREF programme from \$125,000 in 1956 to \$200,000 in 1957².

The eleventh session of the General Assembly also passed a resolution expressing gratitude for the devoted and untiring work of the late High Commissioner, Dr. van Heuven Goedhart, and authorized the erection of a suitable memorial. On December 10 the General Assembly elected Mr. Auguste R. Lindt, of Switzerland, to succeed Dr. Goedhart as United Nations High Commissioner for Refugees. The new High Commissioner visited Ottawa on January 3-4 for a discussion of refugee problems with the Secretary of State for External Affairs, Mr. Pearson, and members of the Departments of Citizenship and Immigration and of External Affairs.

The UNREF Executive Committee which advises the High Commissioner regarding the work of UNREF held its fourth session in Geneva from January 29 to February 4, 1957. This Committee, made up of representatives of 20 countries³, unanimously expressed the desire that Canada be added to its membership. The Permanent Representative of Canada to the European Office of the United Nations, who attended the fourth session of the Executive Committee as an observer, said that Canada would be happy to accept membership and, if elected, would do its best to participate constructively in the work of the Committee.

The fourth session of the UNREF Executive Committee decided on a revised budget target for 1957. To the original target of \$4.4 million for

¹General Assembly resolution 1039A(XI) of January 23, 1957.

²This 1957 contribution is subject to the appropriations of Parliament. See "Extra-Budgetary Funds" below p. 109.

³Australia, Austria, Belgium, Brazil, Colombia, Denmark, France, Federal Republic of Germany, Greece, Holy See, Iran, Israel, Italy, Netherlands, Norway, Switzerland, Turkey, United Kingdom, United States and Venezuela. On April 24, the twenty-third session of ECOSOC, after being informed by the High Commissioner, Mr. Lindt, that it was the unanimous wish of the UNREF Executive Committee that Canada be added to its membership, voted to increase its size from 20 to 21 members, and voted that Canada should be the additional country on this Committee.

governmental contributions will be added the deficit for the two previous years which now amounts to \$2.696 million, making the total required for 1957, if the third year of UNREF's regular programme is to be carried out, \$7.096 million. This regular programme excludes any expenditures arising from the Hungarian refugee problem.

The Representative of Austria at the Executive Committee's fourth session stressed the need of his country¹ for continuing assistance in coping with the influx of Hungarian refugees into Austria. The Executive Committee recommended to governments that they accept refugees from Yugoslavia² as well as Austria since Hungarians were streaming into that country in ever-increasing numbers, and further recommended that no distinction be made by governments between Hungarian refugees whether in Austria or Yugoslavia. When the League of Red Cross Societies informed the UNREF Executive Committee that, in view of its other worldwide commitments, it would have to discontinue its operations in Austria on June 30, 1957, there was immediately a strong plea from the Executive Committee that the League's decision be reconsidered³.

Another matter raised during the fourth session of the Executive Committee was the problem of Chinese refugees in Hong Kong, and the General Assembly at its twelfth session in the autumn of 1957 will have to decide whether or not these persons come under the mandate of the United Nations High Commissioner for Refugees.

Slavery

The International Slavery Convention of 1926, which was ratified by 46 countries including Canada⁴, had as its basic purpose the abolition of slavery, but made no detailed provisions for the suppression of the slave trade, nor of institutions similar to slavery, such as debt bondage, serfdom, forced marriage and the exploitation of adopted children.

By a resolution of April 30, 1956⁵, the Economic and Social Council invited a Conference of Plenipotentiaries to convene at Geneva in August-September 1956, in order to prepare for a Convention supplementary to that of 1926 and dealing with these practices analogous to slavery. To this Conference 51 countries sent delegates bearing full powers to participate and 8 countries were represented by observers.

Considerable debate took place at the Conference on two matters: (a) a clause permitting the right of search of vessels suspected of carrying slaves in the waters around the Arabian peninsula; and (b) the application of the terms of the Convention to dependent territories. A compromise was reached by which the right of search was dropped, and provision was made

¹Of the \$1 million which the Canadian Government contributed for the relief of Hungarian refugees, \$350,000 was granted to the Canadian Red Cross. The remainder, \$650,000, was given to the High Commissioner for Refugees, and he was requested to allot \$250,000 of it to the Austrian Government.

²The High Commissioner has recently been informed that Canada will take 1,000 Hungarian refugees from Yugoslavia in addition to those being taken from Austria.

³The decision was reconsidered at the League of Red Cross Executive Committee meeting in April 1957, and as a result the League will continue its work in Austria until the end of 1957.

⁴Canada also ratified the Protocol of 1953 which transferred to the United Nations the functions exercised by the League of Nations under the 1926 Convention.

⁵See *Canada and the United Nations 1954-55*, p. 47 for an account of earlier developments on this matter in ECOSOC.

for the *ipso facto* adherence to the Convention of all non-metropolitan territories for which the signatory had responsibility in international relations, but, with respect to non-metropolitan areas whose previous consent is required by the constitutional laws of the signatory or of the non-metropolitan state, it was agreed that the signing country concerned should endeavour to secure the needed consent within twelve months from the date of signature.

The Supplementary Convention finally adopted by the Conference contained the following substantive provisions:

- (1) States Parties to the Convention shall take all "practicable and necessary legislative and other measures to bring about progressively and as soon as possible" an end to such practices as debt bondage, serfdom, forced marriage, and the exploitation of adopted or quasi-adopted children;
- (2) Ratifying countries shall prescribe, where appropriate, minimum ages for marriage;
- (3) Conveying or attempting to convey slaves from one country to another shall be made a criminal offence;
- (4) Any slave taking refuge on board any vessel of a State Party to the Convention shall *ipso facto* be set free;
- (5) Branding, mutilation, and the act of enslaving another person, or of inducing another person to give himself or a person dependent upon him into slavery, shall be made criminal offences;
- (6) Disputes relating to the interpretation or application of the Convention, not settled by negotiation, shall be referred to the International Court of Justice at the request of any one of the parties to the dispute.

On September 7, 1956 the Supplementary Convention was signed by plenipotentiaries representing 30 countries, including Canada. Mr. R. H. Jay, of the Canadian Permanent Mission to the European Office of the United Nations, who was Canadian Representative at the Conference, signed for Canada.

Draft Covenants on Human Rights

Following the adoption by the General Assembly in 1948 of the Universal Declaration of Human Rights¹ the Commission on Human Rights, acting on the instructions of the Economic and Social Council, commenced work on an international Covenant on Human Rights. Subsequently the General Assembly, at its sixth session in 1951, decided that the proposed instrument should take the form of two international covenants, one dealing with civil and political rights, the other with economic, social and cultural rights. On completion of this work in 1954 the Human Rights Commission presented drafts of the two covenants to ECOSOC which transmitted them to the General Assembly without taking any decision concerning their substance.

At its ninth session in 1954 the General Assembly undertook a first reading of the two draft covenants, consisting of a general discussion followed by the presentation of new proposals and amendments, none of which was voted on. In 1955, at its tenth session, the General Assembly began a

¹See *Canada and the United Nations 1948*, pp. 90-91.

detailed examination of the draft covenants¹. The Third (Social, Humanitarian and Cultural) Committee approved the preamble and, against the opposing votes of 12 countries, including Canada, approved a first article dealing with self-determination. The Canadian view was that the concept of self-determination was not defined sufficiently clearly for inclusion in a legally binding international instrument and that, insofar as it could be considered a right, it was a collective, rather than an individual, right, and therefore had no place in an instrument dealing with individual rights. The Third Committee then proceeded with a discussion of a second article, dealing with the steps which states would agree to take in order to achieve the realization of the rights enumerated in the draft covenants, but agreed to postpone a final decision on the second article until all the substantive articles contained in Part III of the drafts of each covenant had been approved.

At the eleventh session the Third Committee started a detailed examination of the substantive articles of the Draft Covenant on Economic, Social and Cultural Rights, having agreed to defer consideration of the remaining articles in Part II until the substantive articles had been approved. It soon became apparent that many of the drafts of the substantive articles for the Covenant on Economic, Social and Cultural Rights which the Commission had prepared did not meet with the complete approval of the majority of the members of the United Nations, and that the process of redrafting in the Third Committee was going to be difficult and very time-consuming. Almost forty meetings were devoted to this task during the period from December 11, 1956 to January 31, 1957. During this time the committee succeeded in reaching majority agreement on texts for only seven articles (Articles 6 to 12 inclusive).

In general, the Canadian Delegation took the view, which, although shared by many other delegations, was nevertheless a minority one, that it was unwise to attempt to spell out in detail the steps which should be taken by states to implement the rights enumerated in the Covenant on Economic, Social and Cultural rights. By their nature they were not rights which could be guaranteed unequivocally by legislation and might more appropriately be considered as objectives to which governments and peoples should strive, by legislative or other means, as appropriate to the conditions and systems of individual countries. Many of the articles as finally drafted contained provisions which implied for their implementation a degree of interference by states which was incompatible with the concept of the role of government in society which underlies the governmental system of a parliamentary democracy such as Canada.

The Canadian Delegation was faced with another difficulty in its consideration of the draft articles discussed. Most of the articles in the Covenant on Economic, Social and Cultural Rights deal with matters which are within the legislative jurisdiction of the Canadian provinces; for this reason it would be impossible for the Government of Canada to undertake obligations in those fields, unless the constitutional position were safeguarded by a provision designed to take into account the constitutional difficulties of federal states such as Canada. The present drafts of the covenants contain no such provision, and the Canadian Delegation made it clear that

¹See *Canada and the United Nations 1954-55*, p. 51.

its attitude to the articles and its support for any parts thereof were predicated on the assumption that this omission would be made good before the covenants were opened for signature.

The articles adopted by the Third Committee at the eleventh session dealt with the right to work, the right to the enjoyment of just and favourable conditions of work, the right to form and join trade unions, the right to social security, the protection which should be accorded to the family, to mothers and to children, the right of everyone to an adequate standard of living, including adequate food, clothing and housing and, finally, the right of everyone to the enjoyment of the highest attainable standard of physical and mental health.

The Canadian Delegation, in spite of the constitutional difficulties which the articles posed, and in spite of the divergent political philosophies which found expression in the various amendments to the articles which were adopted, was able to play an active role in the discussions, and assisted in securing the adoption of amendments which removed some of the objectionable features of the articles. Nevertheless, although the Canadian Delegation had no difficulty in subscribing to the objectives expressed in the articles, the exact form and wording were such that the Delegation was forced to abstain on all of the articles adopted except the one dealing with health. In that article the steps to be taken by states to achieve the realization of the right, were enumerated in such a way that, having reserved its position in respect of the eventual inclusion of a provision to take into account the legislative jurisdiction of the provincial governments in Canada, the Delegation was able to cast an affirmative vote.

Time did not permit the completion of the consideration of all of the substantive articles of the Draft Covenant on Economic, Social and Cultural Rights at the eleventh session. The Third Committee recommended, and the General Assembly agreed, that it should continue its consideration of the draft covenants at the twelfth session. The Third Committee subsequently made a further recommendation concerning the timetable to be followed in the consideration of the draft covenants. The Greek Delegation had succeeded in having inscribed on the agenda of the eleventh session an item called "Interim measures, pending entry into force of the Covenants on Human Rights, to be taken with respect to violations of the human rights set forth in the Charter of the United Nations and the United Nations Universal Declaration of Human Rights". That item was discussed by the Third Committee, where the Greek Delegation introduced a draft resolution which would have asked the Human Rights Commission to consider the possibility of instructing a sub-committee to undertake an objective examination of any complaints made by one member state against another member state concerning violations of human rights. That proposal received no support in the Third Committee, and no recommendation was made concerning interim measures; it was decided instead that the records of the discussion of the Greek proposal should be transmitted to the Human Rights Commission and that the Third Committee should devote enough time to its discussion of the draft International Covenants on Human Rights to be able to complete its consideration of the draft covenants, if possible, by the end of the thirteenth session in 1958, for adoption by the General Assembly at that session. The resolution containing this decision was adopted by a vote of

47 in favour, 0 against, with 15 abstentions (including Canada). The Canadian Delegation was unable to support the resolution because it considered it inappropriate for the General Assembly at one session to attempt to bind future sessions of the General Assembly to a particular timetable, when it was impossible to know in advance what priority might have to be given to other business on the agenda of the Committee. Furthermore, the proposed timetable did not appear realistic, in the light of the slow rate of progress already achieved by the General Assembly in its consideration of the draft covenants.

Convention on the Nationality of Married Women

At its ninth session in 1949, ECOSOC decided¹ that an International Convention on the Nationality of Married Women should be prepared as soon as possible. Following this decision the Commission on the Status of Women considered the matter and requested ECOSOC to take appropriate measures to ensure the drafting of a Convention which would embody the following principles: (1) "that there shall be no distinction based on sex as regards nationality, in legislation or in practice; and (2) that neither marriage nor its dissolution shall affect the nationality of either spouse. Nothing in such a Convention shall preclude the Party to it from making provisions for the voluntary naturalization of aliens married to their nationals".

After further consideration of the question by ECOSOC, the International Law Commission and the Commission on the Status of Women, the latter Commission prepared a draft Convention which reflected the observations of the governments of several states whose nationality laws contained no discrimination against women but nonetheless made distinctions based on sex by extending certain privileges to alien wives of nationals.

The text of the draft Convention was again considered by the Commission on the Status of Women at its ninth session in 1955 and, in the same year, by ECOSOC at its twentieth session. The latter decided to submit to the General Assembly for consideration the preamble and the substantive articles of the draft Convention prepared by the Commission on the Status of Women, together with the final articles of the Convention contained in a draft resolution submitted by Cuba, as well as amendments submitted by members of the Commission. After further discussion at the tenth and eleventh sessions of the General Assembly, the Convention was adopted on January 29, 1957 by a vote of 47 in favour (including Canada), 2 against, with 24 abstentions. The Convention was opened for signature at the United Nations Headquarters in New York on February 20, 1957 and on the same day the Canadian Representative on the Third Committee, Mrs. M. A. Shipley, M.P., signed the instrument on behalf of Canada.

Self-Determination of Peoples and Nations

Self-determination of peoples and nations continued to be one of the most urgent and controversial issues raised in the United Nations; it coloured the debates on nearly every subject before the First (Political and

¹ECOSOC resolution 242C (IX). See also *Canada and the United Nations 1953-54*, p. 62.

Security) and Special Political Committees as well as the problems before the Fourth Committee which is the one responsible for questions relating to trust and dependent territories.

The Third (Social, Humanitarian and Cultural) Committee which, at the tenth session of the General Assembly, had been unable to consider the agenda item on self-determination, once again found itself without sufficient time to enter into a substantive discussion. It therefore adopted a procedural resolution proposed by Afghanistan, on which Canada abstained, recommending that the item be deferred until the twelfth session of the General Assembly. In plenary session, the General Assembly agreed to this recommendation without further discussion or vote.

Advisory Services in the Field of Human Rights

At its twentieth session the Economic and Social Council considered several matters arising out of a resolution passed by the tenth session of the General Assembly in 1955 which dealt with advisory services in the field of human rights. That resolution had originated earlier in the Human Rights Commission on the initiative of the United States Delegation. Under it the Secretary-General was authorized to provide advisory services, including the services of experts, fellowships and scholarships, and seminars, which were to be consolidated with technical assistance programmes in related fields already approved by the General Assembly.

Meanwhile, the Commission on the Status of Women had adopted a resolution endorsing the use of seminars to assist women who had recently acquired political rights or did not yet fully exercise them, and the sub-commission dealing with the prevention of discrimination and protection of minorities had adopted a resolution emphasizing the desirability of holding seminars on the prevention of discrimination and protection of minorities. The Human Rights Commission itself, noting the General Assembly resolution providing for advisory services in the field of human rights and considering the recommendations of the two other bodies mentioned above, passed a resolution at its twelfth session in March 1956 requesting the Secretary-General to explore the desirability of holding seminars in the field of human rights, especially with regard to the prevention of discrimination and protection of minorities.

The Secretary-General informed ECOSOC at its twenty-first session of the preliminary steps which had been taken to implement the General Assembly resolution, and suggested, in connection with the part of the programme which concerned the promotion of freedom of information, that during 1956 the main emphasis should be on fellowships and seminars for news personnel. Specifically the Secretary-General proposed (a) a two-week seminar at Geneva and (b) the awarding of fellowships to professional newsmen for a period of from four to six months at United Nations Headquarters and at the headquarters and offices of the Specialized Agencies. ECOSOC approved a resolution giving effect to this suggestion and requested the Secretary-General to continue to develop all aspects of the programme as well as to undertake a seminar during 1956 along the lines suggested in the resolutions of the Commission on Human Rights and the Commission on the Status of Women.

Approval of the seminar for news personnel was given on the understanding that due emphasis would be given to the promotion of freedom of information. While most members of ECOSOC supported the general aims of the proposal, there were many, including the Canadian Delegation, who thought that the seminar was more a matter of public information than of freedom of information. The news personnel seminar was subsequently held in Geneva during the twenty-second session of ECOSOC in July-August 1956, and the view was expressed there that the seminar had in fact taken a direction which was outside the scope of human rights, and that in future such a project should not be carried out under the programme of advisory services in the field of human rights.

It was generally recognized that the programme of advisory services would necessarily be undertaken on a modest scale in the beginning, but that it could nevertheless make an important contribution to the promotion of human rights. The United Nations Secretary-General, after consultation with the Specialized Agencies concerned, was to determine during 1956 the areas or types of activities in the field of human rights in which assistance might be requested. Therefore as a result of these preliminary investigations and consultations, it is expected that the programme will be given more concrete expression during 1957. Several governments have expressed interest in acting as host for regional seminars under the programme, and plans have already been made for a seminar for Asian women, to be held in Bangkok in 1957¹.

World Calendar Reform

At its tenth session, pursuant to an initiative of the Delegation of India, the Economic and Social Council empowered the Secretary-General to solicit the views of governments, both members and non-members of the United Nations, on the general question of the desirability of calendar reform.

At its twenty-first session, ECOSOC re-examined the question in the light of these replies to the Secretary-General's questionnaire. Three governments were in favour of calendar reform more or less along the lines proposed by the World Calendar Association; twenty-one governments were opposed to calendar reform; and fifteen governments adopted a middle course—that there were arguments both for and against calendar reform and that even though there appeared to be little world sentiment in favour of such reform at this time the question might possibly be studied further, taking into account the opinions of the highest religious authorities.

Since it appeared from the debate in ECOSOC that the time was not ripe for calendar reform, the Council decided to adjourn discussion of the matter *sine die*. The Canadian Delegation abstained from voting on the resolution on the grounds that Canada was unwilling to vote in favour of an indefinite postponement since the continued study under United Nations auspices might be worth while, taking into account religious, commercial, scientific and technical interests; at the same time, Canada was unwilling to oppose the Council's resolution because it was recognized that there was

¹See "Commission on the Status of Women" above, p. 41.

relatively little interest internationally in this question. The Council's decision to adjourn discussion *sine die* of world calendar reform caused no debate at the eleventh session of the General Assembly.

Road Traffic Convention

The Road Traffic Convention was adopted in 1949 by a Conference on Road and Motor Transport which had been convened by the United Nations Secretary-General in accordance with ECOSOC resolution 147B (VII). Canada was represented at the 1949 Conference by an observer. The object of the Conference was to conclude a new world-wide convention to replace the two 1926 conventions, namely: the International Convention relating to Road Traffic, and the International Convention relating to Motor Traffic; and the subsequent Convention of 1931 on the Unification of Road Signals. A new convention emerged from the discussions, together with a separate Protocol on Road Signs and Signals.

The 1949 Road Traffic Convention, the basic object of which is to establish the main standards for development and safety of international road transport capable of world-wide application, deals with such matters as the rules of the road, road signs and signals, distinguishing signs for vehicles, driving permits, cycles, and so on. At present 25 states are parties to the Convention and a number of governments are taking steps toward ratification of the Convention.

At its twenty-first session held from April 17 to May 4, 1956, ECOSOC recommended prompt ratification of the Convention by all eligible governments which had not already done so. A similar recommendation was submitted to ECOSOC by the Transport and Communications Commission which met in New York from January 6-17, 1957. Canada is not a party to the convention. However, it has officially registered with the Secretary-General the letters CDN to be used as a distinguishing sign for Canadian vehicles abroad, should Canada accede in the future to the 1949 Road Traffic Convention.

Non-Governmental Organizations¹

During the past year, seven non-governmental organizations having category A consultative status with ECOSOC made statements on sessional agenda items, eight organizations in category B consultative status and one organization on the Register of the Secretary-General were heard by ECOSOC's Committee on Non-Governmental Organizations. During the period, 58 written statements were submitted to the Council or its commissions by 31 individual non-governmental organizations, and two statements were submitted by two groups of non-governmental organizations.

On the recommendation of its Committee on Non-Governmental Organizations, the Council decided to place three international organizations and one national organization on the Register of the Secretary-General. Those organizations were: the International Council of Social Democratic

¹See Appendix III for a list of these organizations and an explanation of the categories of status; see also *Canada and the United Nations 1951-52*, p. 79.

Women, the International Permanent Bureau of Motor Manufacturers, the World Federation of the Deaf, and the American Jewish Joint Distribution Committee, Inc. (U.S.A.). The Council also decided to defer, until 1957, consideration of an application from the World Jewish Migration Council for category B consultative status. It also decided not to grant category B consultative status to the Federal Union of European Nationalities and Regions or to the Women's International Democratic Federation. It further decided not to grant requests for reclassification, from the Register to category B, of the International Union of Aviation Insurers or of the International Federation of Free Journalists of Central and Eastern Europe and Baltic and Balkan countries.

The discussions in ECOSOC on the report of the Committee on Non-Governmental Organizations centred principally on an unsuccessful effort by the Soviet Union to have the Council reverse the recommendation of the Committee not to grant category B consultative status to the Women's International Democratic Federation. The Delegations of the United Kingdom and the United States recalled that the consultative status of that organization had been withdrawn by the Council in 1954 for failure to live up to its undertaking to further this cause of the United Nations. It had exploited women for ulterior political purposes and had used its facilities to spread propaganda harmful to the United Nations forces during the action in Korea. The letter of re-application from the organization gave no indication that it recognized that it had erred in the past or that its basic attitude had changed.

Another matter which gave rise to some discussion was a complaint by the World Federation of Trade Unions that the United States Government had denied a visa to their representative, thus preventing him from attending the twenty-first session of the Economic and Social Council. The United States Representative subsequently announced that the United States Government had decided to grant the visa previously withheld.

IV SPECIALIZED AGENCIES

Introduction

In 1945 when the Charter of the United Nations was signed, one of the commitments which the signing nations assumed 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"¹. In the eleven years since the United Nations was established, the Specialized Agencies have been the chief instruments through which member states have pooled their efforts and resources in seeking to attain these aims.

Ten Specialized Agencies are now in existence, and some details of their work are given later in this chapter. But 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 Inter-governmental Maritime Consultative Organization (IMCO), and the International Trade Organization (ITO). The former (IMCO)², was 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. 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)³. 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. The Contracting Parties, in 1954, negotiated an agreement for a new Organization for Trade Co-operation (OTC)⁴ to administer GATT, but this agreement has not yet been ratified by governments.

Canada is a member of all the Specialized Agencies and has tried to encourage and develop their programmes. The Canadian Government has consistently taken the position that the Specialized Agencies should plan their work so as to achieve maximum effectiveness within a system of priorities; that they should not allow their activities to grow beyond the extent of available resources; that they should co-ordinate their programmes

¹Article 55 of the Charter of the United Nations.

²See *Canada and the United Nations 1948*, pp. 124-5 and also "Transport and Communications Commission" above, p. 38.

³See "International Trade and International Commodity Problems" above, pp. 48-50.

⁴*Ibid.*

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.

The responsibilities which the Specialized Agencies have assumed are so vast, and the opportunities for useful work so numerous, that great difficulty has been 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 a growing resistance on the part of some members to yearly increases in the budgets of the Specialized Agencies. Many countries, including Canada, have urged the Specialized Agencies to concentrate on those undertakings which will have the most significant and far-reaching results.

Effective co-ordination of the programmes of the Specialized Agencies to ensure that the greatest possible benefit will be derived from the work of the United Nations family of organizations is a question which has been given a great deal of study by ECOSOC and particularly by the Committee on Co-ordination. The chairman of this Committee at its 1956 session was Dr. G. Davidson, Deputy Minister of Welfare in the Canadian Department of National Health and Welfare. This Co-ordination Committee, to which ECOSOC has given the task of working out arrangements for inter-agency co-ordination of programmes, the application of priorities, and joint planning so as to avoid duplication of effort, has a most complicated and difficult duty. The Committee follows a procedure of holding many meetings with representatives of the Specialized Agencies, and at these meetings the representatives from the Agencies undergo a questioning session, with the Committee endeavouring to uncover any instances of duplication, or wasted effort, or examples of redundant programming. At the twenty-second session of ECOSOC the Canadian Delegation expressed the view that great strides had been made in co-ordinating the activities of United Nations organizations, but it was imperative that governments exercise care and restraint in pressing the secretariats of the Specialized Agencies to undertake new tasks, and also that the secretariats themselves should be imbued with determination to look beyond the development of procedures for co-ordination to the achievement of effective co-ordination in matters of substance. It was recognized that there was need for more effective co-ordination of governmental policies by member states if uncontrolled expansion of international programmes were to be held in check. The Secretary-General recalled that his organization, on its own initiative, had effected a 15 per cent reduction within two years in the strength of its Secretariat and had made proposals for reducing work programmes. The Secretary-General also drew special attention to the desirability of building up an adequate administration in less developed countries. Canada endorsed the view of the Secretary-General that the constructive programmes of the United Nations family of organizations, and particularly the work of the Specialized Agencies, have already left their mark on the history of our time.

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 period under review.

International Labour Organization

The International Labour Organization (ILO) was established in 1919 as part of the peace settlement following the first World War. Originally associated with the League of Nations, in 1946 it became a Specialized Agency of the United Nations. The main purpose of the ILO is to contribute to the establishment of lasting peace through promoting social justice. Among its specific objectives are the establishment of fair wage practices; the regulations of hours and conditions of work; the recognition of the right of collective bargaining and the principle of freedom of association; the extension of workmen's compensation, sickness and unemployment insurance, weekly rest and holidays with pay; and protection against accidents and occupational diseases.

The tripartite structure of the ILO is unique among the Specialized Agencies of the United Nations. Representatives of governments, employers and workers from 77 member states participate in determining ILO activities and policies. Under the constitution, there are three main organs: the annual International Labour Conference, which is the policy making body to which each member nation may send 4 delegates (1 worker, 1 employer, 2 government) plus technical advisers; the Governing Body, which is the executive council, composed of 40 members (10 worker, 10 employer, 20 government, half of the government seats being reserved, on a non-elective basis, for the ten "members of chief industrial importance", including Canada); and the International Labour Office, in Geneva, which is the permanent secretariat of the ILO, under a Director-General elected by the Governing Body. The Office has branches in Ottawa and various other parts of the world, and field offices for operational activities.

The ILO's principal method of achieving its objectives is by the adoption of conventions and recommendations by the International Labour Conference. Members ratifying an ILO Convention are obliged to bring their labour standards into harmony with the provisions of the convention and to report annually on its implementation. Recommendations are not subject to ratification, but set forth general principles to guide governments in drafting regulations in various labour fields. In the last 38 years the ILO has adopted 104 conventions and 102 recommendations forming a broadly systematic international labour code. Canada has ratified a total of 18 conventions dealing with hours of work and weekly rest in industry, conditions of employment of seafarers and dock workers, minimum wage fixing machinery, and other subjects. As Canada is a federal country with most labour matters wholly or partly under the jurisdiction of the provinces, there are obstacles in the way of the federal government ratifying many of the ILO Conventions.

The 39th Annual ILO Conference was held in Geneva in June 1956, and was attended by 800 delegates, advisers and observers from 82 countries. The admission of 7 new members in 1956 (Jordan, Morocco, Spain, Sudan, Tunisia, Romania and Paraguay) brought membership in the ILO to 77 states.

One of the most important items before the Conference was the McNair Report on Freedom of Employers' and Workers' Organizations (issued in March 1956). Since 1954, when the U.S.S.R. returned to the ILO after being expelled in 1939, controversy has been increasing about the right of

communist countries to have tripartite representation at the Conferences. It was asserted by some speakers that worker and employer delegates from communist countries were in fact subservient to their governments. Challenges to the Romanian employer and worker delegates, however, were voted down by the Conference (as also was a challenge to the Spanish worker delegate). The McNair Report was before the Conference for an exchange of views only, as it was to be further considered at the November session of the ILO Governing Body. Thirty-nine speakers were heard on the subject, expressing a wide variety of views. Mr. Brown, the Deputy Minister of Labour and Head of the Canadian Delegation, speaking in his capacity as Chairman of the Governing Body, described the ILO as in the dilemma of wishing both to support the principle of universality of membership and also to maintain effectively its tripartite system of representation.

The Conference decided to accept the credentials of the Chinese Nationalist Delegation and to grant it voting rights for another year, notwithstanding the fact that the arrears of its Government exceeded \$1 million. The vote was 138 for, 63 against, with 24 abstentions, the affirmative votes being only four more than the minimum required to secure the required two-thirds majority; the Canadian employer and worker delegates voted to grant voting rights to China; the two Canadian Government delegates abstained.

The Conference reached agreement on two new international labour instruments—a recommendation to promote vocational training in agriculture and a recommendation on welfare facilities for workers. Preliminary action was also taken on five other instruments—a Convention on Forced Labour, a Convention and Recommendation on Weekly Rest in Commerce and Offices, and a Convention and Recommendation on the Protection of Indigenous Peoples in Independent Countries. These will be considered again at the 1957 Conference. Also adopted by the Conference were resolutions on automation, reduction of hours of work, abolition of wage discrimination based on sex, and on disarmament. The first three resolutions were designed to pave the way for more formal activity by the ILO on these subjects.

A budget of slightly more than \$7.5 million was approved for 1957, to which Canada's net contribution will be \$256,357.

At the 133rd session of the Governing Body held in Geneva in November 1956, the McNair Report was again debated. The employers group introduced a proposal to amend the ILO constitution in order to ensure that worker and employer representatives could "only be appointed after nomination by organizations of workers and employers which are free and independent of their governments". The employers' proposal was defeated by a vote of 11 votes for and 29 against (including Canada). The Canadian Delegation, while recognizing that the subservience of worker and employer delegates from communist countries to their own governments constitutes a threat to the tripartite structure of the ILO, was of the opinion that it was important, both in the interests of the organization and of the world situation generally, to preserve the principle of universality of

membership¹. Shortly afterwards, the United States worker delegate introduced another proposal calling for the Director-General to submit to the next session of the Governing Body a report on the desirability of setting up ILO machinery to establish the facts relating to freedom of association in member states of the ILO and report to the Governing Body and to the International Labour Conference. This proposal was adopted by 39 in favour (including Canada), 0 against, with 1 abstention.

The Committee on Freedom of Association discussed numerous cases of interference with freedom of association which had been submitted to the ILO, of which the most critical was the case against the Government of Hungary. The Committee recommended that the Governing Body adopt its report calling for the establishment of complete freedom of association in Hungary. The recommendation was adopted by a vote of 26 in favour (including Canada), 2 against (Soviet Union and Egypt), with 2 abstentions (India, Burma). By a vote of 36 in favour, (including Canada), 1 against (Soviet Union), with 3 abstentions, the Governing Body also decided the ILO would co-operate with the United Nations General Assembly in any action concerning the question of freedom of association in Hungary.

Other ILO conferences during the period under review included the Sixth Regional Conference of American States Members of the ILO, which was held in Havana, Cuba, in September 1956, and the Preparatory Technical Maritime Conference convened in London in September 1956; tripartite Canadian Delegations were sent to both of these conferences. Canada was also represented by government, employer and worker delegates at sessions of the Petroleum Industrial Committee, the Coal Mines Industrial Committee, and the Building, Civil Engineering and Public Works Industrial Committee, which studied current world problems in those industries. In addition, meetings of ILO expert committees considered such subjects as industrial and human relations, classification and labelling of dangerous substances, labour and social security statistics, women's employment, and performers' rights.

In recent years, the ILO has played an increasingly important role in advising under-developed countries in such matters as social security, industrial relations and vocational training. During 1956 it spent over \$3 million on various kinds of technical assistance, and awarded about 150 fellowships and study grants. By the end of 1956, the ILO had nearly 200 experts engaged on 37 technical projects in the less developed areas of the world. Canada has participated in this programme both in providing the ILO with experts to train selected people in the under-developed countries, and in receiving ILO trainees from those countries for on-the-job instruction in Canada.

World Health Organization

The World Health Organization was established as a permanent body in 1948 and is now one of the largest of the Specialized Agencies of the United Nations. The Organization, which inherited the functions of all former international health bodies, adopted as its objective "the attainment by all peoples of the highest possible level of health".

¹Article 3(5) of the ILO constitution states that non-government delegates should be chosen "in agreement with the industrial organizations, if such organizations exist, which are most representative of employers or workpeople, as the case may be, in their respective countries".

The main organs of WHO are: the annual World Health Assembly, which is the Organization's legislative body; the Executive Board, meeting semi-annually, and composed of 18 persons designated by elected member states for their competence in the field of health; and the Secretariat, headed by a Director-General, which implements the Assembly's decisions. As WHO has adopted a policy of decentralization, there are now six regional committees, each concentrating on the health problems in its own geographical area.

WHO's functions fall into two main categories—advisory services and general international health services. Advisory services are provided to help countries strengthen their own health facilities. Experts are trained, knowledge disseminated and demonstration teams are provided, to help governments deal with such health problems as nutrition, sanitation, maternal and child care, tuberculosis and malaria. WHO's general international health services cover a wide range of activities including special international research projects on a number of parasitic and virus diseases, standardization of pharmaceutical drugs and the publication of a large variety of scientific works.

In an attempt to achieve world-wide eradication of malaria the Organization has, in recent years, intensified its campaign against the disease and now assists malaria eradication programmes in more than 20 countries. WHO and the United Nations Children's Fund are united in a campaign against yaws and related diseases and since 1948, when the project began, more than 16 million people have been treated. The Organization is providing the technical direction for vaccination against tuberculosis in many countries and is helping with cholera control and with problems of environmental sanitation.

In recent years, the resources of WHO have been utilized not so much towards the temporary alleviation of health problems as towards the strengthening of the permanent foundation of national health administrations. Thus education and training of health workers is one of its major concerns and a large percentage of the Organization's projects are related to the training of a public health staff.

The Ninth World Health Assembly met in Geneva in May 1956, with representatives from 70 states attending. Dr. G. D. W. Cameron, Deputy Minister of National Health was head of the Canadian Delegation. This Assembly was a notable one. It agreed to grant full membership to the newly independent states of Morocco, Sudan and Tunisia; in addition Ghana, Nigeria, and Sierra Leone were admitted as associate members. There are now 88 states which are full members of WHO and eight which are associate members. The Assembly approved terms under which nine communist countries which had become inactive or had given notice of withdrawal would be able to resume active membership in the Organization once again. The Assembly adopted a formula covering their arrears and contributions, and since the 1956 Assembly, Albania, Bulgaria and Poland have agreed to return on the basis of the formula.

The Assembly noted with concern that rheumatic, hyper-sensitive and coronary groups of heart diseases were an important and continually increasing cause of death, especially in the highly industrialized areas of the world,

and it was therefore determined that the Organization's panels and expert committees should devote increasing attention to these and other related diseases. Also approved by the Ninth Assembly was a programme in the field of atomic energy which would provide training for public health personnel and comprehensive analysis of health risks arising out of radiation.

The Ninth Assembly approved a budget for 1957 of about \$11 million of which Canada's share will be \$382,940.

Canada has in the past played an important role in WHO and continues to do so today. Dr. Brock Chisholm, former Deputy Minister of Health, was prominent in the establishment of WHO and became its first Director-General, a post which he held until 1953. From 1952-55, and again from 1956-9, Canada was elected by the Assembly to designate a member to the Executive Board of 18 members. The Canadian member is Dr. P. E. Moore of the Department of National Health and Welfare. There are now 51 Canadians on WHO's full-time staff, and 41 Canadians in part-time service as members of 23 expert advisory panels.

Canada's membership in WHO does not mean that Canada gives much and gains nothing in return. There are serious health problems in Canada, such as accident prevention, rehabilitation of the physically disabled, prevention of mental illness, cancer and heart diseases. Canadian health planners and administrators derive great benefit from many of WHO's projects in the field of international health, from its technical bulletins and expert reports, its statistical analyses of disease trends, and its many other activities.

Food and Agriculture Organization

The Food and Agriculture Organization (FAO) is one of the largest of the United Nations Specialized Agencies, and now has a membership of 74 countries. The objectives of the organization are to raise levels of nutrition and living standards, stimulate efficiency and improvements in the production and distribution of food and agricultural products, and better rural conditions. Its headquarters are in Rome and its present Director-General is Mr. B. R. Sen of India. Conferences of FAO member countries are normally held every second year and the ninth session of the Conference will take place in Rome in the autumn of 1957. Canada has been a member of FAO since its beginning in 1945.

To carry out its purposes, FAO collects, analyzes and distributes statistics relating to food and agriculture, and publishes studies and reports. Meetings of the Conference and other FAO bodies provide a forum for international discussion of food and agricultural problems. The FAO Committee on Commodity Problems, for example, meets twice a year to discuss problems relating to the production and trade of food and agricultural commodities. A sub-committee studying surplus disposal problems meets regularly in Washington.

FAO directs and administers a technical assistance programme using funds from its own regular budget and also using additional funds contributed voluntarily by countries to the United Nations Expanded Programme for Technical Assistance (ETAP)¹. In 1957 FAO will receive about \$84

¹See above "Technical Assistance", pp. 60-62; see also *External Affairs*, Monthly Bulletin of the Department of External Affairs, January 1957, pp. 33-34.

million from ETAP to help it carry out its agricultural technical assistance programme. Under this programme, FAO arranges for the sending of experts to under-developed areas of the world who advise governments on their agricultural policies and introduce advanced techniques; FAO also arranges for students and fellows from under-developed regions to obtain training in more advanced countries.

FAO has reported that world production of food and agricultural products increased in 1955-56 at the rate of three per cent. During the past five years the increase has been about two and one-half per cent annually compared with an annual increase in the world's population of about one and one-half per cent. According to FAO reports the greater part of this increase in food production has taken place in North America and Oceania. In many of the under-developed areas of the world, food production has not passed pre-war levels although it is considerably higher than in the years immediately following the Second World War. According to FAO, the main world commodity problem remains that of surpluses. Two major aspects of this problem can be distinguished: (1) the uneven distribution of world production in relation to effective demand, resulting in burdensome surpluses in some countries coinciding with low consumption of food and clothing in others; and (2) the continuing threat to the stability of world markets inherent in the presence of excessive stocks in certain areas.

A special session of the FAO Conference was convened in September 1956 at FAO headquarters in Rome as a result of the resignation, because of ill health, of the Director-General, Dr. P. V. Cardon, and the decision of the FAO Council that a Conference should be held to elect a new Director-General. The special Conference was held in conjunction with the twenty-fifth session of the FAO Council. The agenda of the special session consisted of three items: applications for membership in the organization; consideration of reports of the Council on the current world food and agricultural situation and on certain organizational matters; and appointment of a new Director-General.

The Canadian Delegation to the special session of the Conference was led by Dr. J. F. Booth of the Department of Agriculture, and included representatives from the Departments of Agriculture, Fisheries, Trade and Commerce and External Affairs. A Canadian was elected third vice-chairman of the Conference and as such served as a member of the Conference's General Committee.

The special session admitted Morocco and Sudan to membership in the FAO and then proceeded to elect Mr. B. R. Sen, of India, as the new Director-General. At the invitation of the Rt. Hon. J. G. Gardiner, Minister of Agriculture, the new Director-General paid an official visit to Ottawa from January 24-29, 1957 and while in Ottawa Mr. Sen called on the Prime Minister as well as the Ministers of Agriculture, Fisheries, National Health and Welfare, Northern Affairs and National Resources, and Trade and Commerce. Mr. Sen also attended meetings of the Interdepartmental FAO Committee and the Interdepartmental Group on Technical Assistance; in addition he addressed a public meeting and held press, radio and television

interviews. When in Ottawa Mr. Sen indicated that the main purpose of his visit was to meet Ministers and officials concerned with FAO affairs, and to discuss certain aspects of FAO's 1958 and 1959 budgets.

The Interdepartmental FAO Committee, which is composed of representatives of the Departments of Agriculture, Fisheries, Northern Affairs and National Resources, National Health and Welfare, Finance, External Affairs, and Trade and Commerce continued to act in an advisory capacity on FAO matters and to provide liaison with the organization on non-policy matters.

Canada's financial contributions to FAO for the years 1956 and 1957 represent 4.6 per cent of the FAO budget. Canada's 1956 contribution amounted to \$297,806 and was the fifth largest contribution after that of the United States, the United Kingdom, France and Germany¹. In addition, Canada helped finance the FAO's technical assistance work through the Canadian contribution to the United Nations Expanded Programme for Technical Assistance.

Canada is a member of the FAO Council, the Committee on Commodity Problems and the Washington sub-committee on Surplus Disposal. A Canadian, Dr. W. C. Hopper, was appointed chairman of the latter body for the calendar year 1957. Another Canadian is a member of the Co-ordinating Committee which meets annually in Rome to advise the Director-General on the FAO programme of work. During the period under review, Canada was also represented at FAO meetings which considered fish handling and processing, index numbers of agricultural production, the regional agricultural and food problems of Asia and the Far East (this meeting was held in Bandung, Indonesia), dairy products, systems of price support, and insulation board, hardboard and particle board.

United Nations Educational, Scientific and Cultural Organization

The ninth session of the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) took place in New Delhi, India from November 5 to December 5, 1956, and this was the first major conference of a United Nations organization to be held in Asia. It was attended by representatives of 70 of UNESCO's 77 member states and by four associate members. During the session, Morocco, Sudan and Tunisia were admitted to membership by acclamation; at the end of 1956, the Union of South Africa withdrew from the organization, and the member states now total 79.

The General Conference is the policy-making body of UNESCO and meets every second year to plan the programme and budget for the ensuing two-year period. In accordance with the recommendations of the 1954 General Conference for concentration on a limited number of projects of major importance², the Director-General presented a programme which proposed three major projects. These were: (a) expansion of primary education in Latin America; (b) scientific research on arid lands; (c)

¹See Appendices IV and VI.

²See *Canada and the United Nations 1954-55*, pp. 70-71.

development of mutual appreciation of cultural values of the Occident and the Orient. While these three projects were actively supported by all states present, the third evoked particular enthusiasm.

The trend towards concentration of programme activities on a limited number of major or priority projects, a trend which Canada has consistently supported, was in some measure offset by a resolution sponsored jointly by Brazil, France, Italy and Spain, to increase the spending level proposed by the Director-General by \$1,000,000 to bring it to a total of more than \$22,000,000. As a result of the adoption of this amendment to the budget resolution, the Programme Commission was faced with the introduction of a vast number of draft resolutions for a variety of additional projects. In spite of morning, afternoon and evening sessions, the Commission could not fully examine and debate all the proposals put before it. Notwithstanding this inadequate review, most of the resolutions were adopted and there was, therefore, not as great a degree of programme concentration as many members would have wished.

Conference decisions on administrative matters included the following: a proposal was adopted to engage an outside group of experts to review the administrative management of the organization. Approval was given to setting up in the Secretariat, a Bureau of Relations with Member States which would combine the functions of the former Division of Relations with Member States with those of the Technical Assistance Department, thus placing the responsibilities of these two former Divisions in one administrative unit. In connection with the new permanent Headquarters for UNESCO now under construction in Paris, the conference approved additional expenditure of nearly \$1,000,000 on the Secretariat building and the conference hall, and authorized the Director-General to spend up to an additional \$500,000 on these two buildings to meet unforeseen items. It also authorized the construction of a third building to provide accommodation for permanent representatives of member states, non-governmental organizations and future expansion of the Secretariat.

In recognition of UNESCO's larger membership which has brought with it wider geographical participation, the ninth session approved an amendment to the constitution to increase the size of the Executive Board from 22 to 24 members. The Board, which meets between sessions of the General Conference, has a large measure of responsibility for the execution of the programme. Although the members of the Board represent their respective governments, they exercise the powers delegated to them by the General Conference on behalf of the Conference as a whole.

The Canadian Delegation which consisted of thirteen members under the leadership of Mr. Leonard W. Brockington, Q.C., C.M.G., played an active and effective part in the deliberations of the Conference. The Chairman's speech in the general debate in the early days of the session attempted to temper the heated discussions which had developed as a result of the crises in Hungary and the Middle East. When it was decided that the closing speeches of the Conference should be limited to one in each of the four working languages, Mr. Brockington was asked to make the address on behalf of the English-speaking members. The Canadian Delegation

provided the rapporteur for the Programme Commission and participated in several conference working parties. Canada was re-elected to the Headquarters Committee.

In October 1956, the Director-General of UNESCO, Dr. Luther Evans, paid an official visit to Canada. He was accompanied by Mr. René Maheu, Assistant Director-General and Permanent Representative of UNESCO to the United Nations. Mr. Maheu had visited Canada on three earlier occasions during the year.

The Director of the Citizenship Branch of the Department of Citizenship and Immigration represented Canada in April 1956 at the Conference in Havana on the Cultural Integration of Immigrants sponsored by UNESCO; observers were also present from the Community Programmes Branch of the Ontario Department of Education and from the New Canadian Services Association. At the invitation of UNESCO, a Canadian was nominated to attend an international expert meeting on professional training for journalism held in Paris in April 1956 and was elected chairman of the conference. The Canadian Education Association and L'Association Canadienne des Educateurs de Langue Francaise were represented at the International Conference on Public Education which is held each year in Geneva under the auspices of UNESCO and the International Bureau of Education.

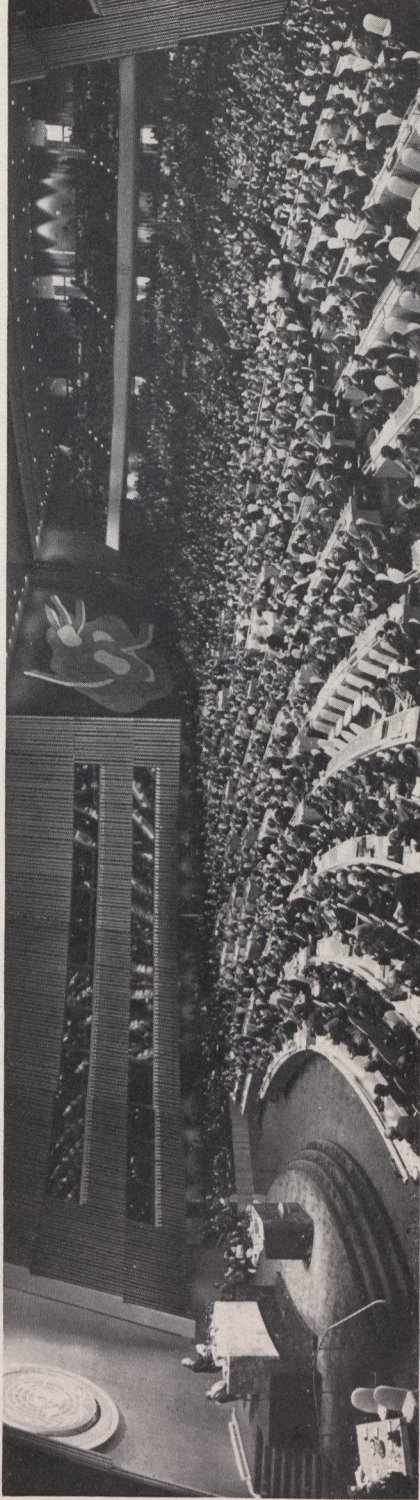
Two UNESCO travelling exhibitions, one containing reproductions depicting "Two Thousand Years of Chinese Art", and the other a collection of Japanese woodcuts, made tours of Canada with large attendance reported from most centres where they were on display. Many museums and galleries participated in International Museums Week which was organized by UNESCO for the purpose of emphasizing the importance of the museum's role in the life of the national community and in promoting international understanding.

Canadian contributions were made to a variety of UNESCO publications or studies and two issues of the UNESCO Publications Committee (Canada) Review brought to the attention of Canadian readers many of the publications issued by the organization.

As in previous years, the services of Canadian experts were made available for a number of UNESCO technical assistance missions, and training programmes were arranged in this country for UNESCO trainees from under-developed areas.

Canadian voluntary groups continued to raise funds for gift coupon projects and a UNESCO Projects Advisory Committee was organized under the auspices of the United Nations Association and with the co-operation of UNESCO's Public Liaison Division.

In February 1957, parliamentary approval was given to a bill establishing a Canada Council for the encouragement of the arts, humanities and social sciences; since the Act contains a section providing for the assignment to the Canada Council of such functions in relation to UNESCO as the Governor-in-Council considers desirable, it can be expected that the Canada Council will set up machinery which will in the future provide greater co-ordination for Canadian participation in UNESCO programme activities than has been possible in the past. Effective participation by any member



Panoramic view of the opening meeting of the eleventh session of the United Nations General Assembly.

United Nations

state in the programme of UNESCO depends not only on the activity of the national government but also in large measure on the interest and good will of many other agencies. Canadian participation has been marked by free and unfailing co-operation on the part of interested individuals and of the various regional, provincial and national agencies concerned with UNESCO matters.

International Civil Aviation Organization

The International Civil Aviation Organization (ICAO) was established as a permanent body in April 1947¹ and it is the only Specialized Agency with its headquarters in Canada. With the accession to the convention by Cambodia, the Federal Republic of Germany, Sudan and Morocco, membership of ICAO has now reached 70. ICAO's main objectives are the development of principles and techniques of international air navigation and the encouragement of planning and development of international air transport so as to promote safety, efficiency, economy and orderly growth of air services. These activities require constant consultation and co-operation with governments and commercial airlines on general policy questions and on economic and technical matters.

ICAO is governed by an Assembly composed of all member states which meets at least once every third year, and by a 21-member Council (elected by the Assembly for a 3-year term) which holds frequent sessions at the headquarters in Montreal. Canada has been a member of the Council since the establishment of ICAO.

The major event of 1956 was the tenth session of the Assembly which met in Caracas from June 19 to July 16. The Assembly elected a new Council (on which Japan and Sweden replaced Norway and the Philippines) and then dealt with a number of important questions. The most significant item on its agenda was the review of air navigation facilities and services made necessary by the forthcoming introduction of long-range jet aircraft. The Assembly recognized that the very magnitude of this problem called for new approaches, and approved the setting up of a special panel or "task force" of experts to study its many aspects and make recommendations thereon to the ICAO Council. The Assembly also reviewed the relationship between ICAO and the European Civil Aviation Conference (ECAC) and accepted the proposal of the Council that the latter organization, even though independent, might make use of the ICAO Secretariat on a cost reimbursement basis. The Assembly reached agreement on the settlement of arrears in dues owed by Bolivia, Czechoslovakia and Peru, and the voting rights of these three states were thereupon restored to them.

The tenth session of the Assembly accepted the ICAO Council's report on privileges and immunities granted by Canada as the host country of ICAO and adopted unanimously a resolution expressing appreciation to the Canadian Government and the Province of Quebec for the arrangements which had been made for the establishment of ICAO's headquarters in Montreal. A number of organizational questions which had been under consideration for some years were also dealt with including the sequence of the sessions of the Council and its committees; a report of the Council

¹See *Canada and the United Nations 1954-55*, pp. 72-74.

on the organization and working methods of the Secretariat was accepted. After some discussion the proposal of the United Kingdom¹ for combining the posts of President of Council and Secretary-General was withdrawn.

There was a lengthy debate on ICAO's role in the United Nations Expanded Programme of Technical Assistance (ETAP), and during this debate it was proposed that ICAO's technical assistance activity be increased through the establishment of a separate ICAO Technical Assistance Fund. However there was considerable opposition to this proposal from other ICAO members and it was not finally accepted by the Assembly.

In the period under review, a great many conferences and meetings were held under ICAO auspices, of which only the more important can be mentioned here. A Joint Financing Conference², in which Canada participated, met in Geneva from September 6-24 with the major objective of bringing up to date the existing joint support arrangements with Denmark and Iceland under which air navigation services in Greenland, Iceland and the Faroe Islands are financed in common; new agreements were signed which were accepted by Canada on January 18, 1957. On October 15 the Council approved the membership of the Special Implementation Panel which had been agreed upon at the Caracas Assembly and specified its terms of reference; the Panel, comprising six persons, is under the chairmanship of Dr. Edward Warner, the Council President, and it began its task of reviewing regional plans in consultation with contracting states with a view to securing maximum implementation of Article 28 of the Convention. The problem of increasing air traffic density, which will be accentuated by the forthcoming introduction of fast turbo-jet airliners, was considered during the year by a Panel on Vertical Separation established by the Air Navigation Commission and by a Special North Atlantic Regional Air Navigation Meeting in Paris in February. The Air Navigation Commission also set up a Panel on Jet Operations Requirements charged with prediction of the operational requirements for ground services and aids to air navigation which may be required by 1961. The Third Caribbean Regional Air Navigation Meeting took place in April 1956 at Ciudad Trujillo, Dominican Republic, and was attended by 15 of the 16 contracting states of the region. Another important meeting held during the year, was ICAO's Third Air Navigation Conference which took place in Montreal in September 1956.

Following the conference at The Hague in September 1955³ considerable attention was paid to legal questions: a sub-committee on the Charter Hire and Interchange of Aircraft met on several occasions, while the sub-committee on the Legal Status of the Aircraft met in September 1956. An important meeting on airport charges also took place at the Montreal headquarters in November. Considerable interest was aroused by the introduction on March 1, 1956 of a new international aviation spelling alphabet.

ICAO continued during 1956 to be an active participant in the Expanded Programme of Technical Assistance (ETAP) through the provision of ground training facilities and instructors and the placing of advanced students in

¹See *Canada and the United Nations 1954-55*, pp. 72-74.

²*Ibid.*

³The conference at The Hague prepared 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.

other member countries. All earlier activities were continued, and for the first time experts were sent to the Dominican Republic, Greece, Saudi Arabia and Venezuela. This heightened activity was made possible by the allocation of \$1,205,050 by the Technical Assistance Board, an increase of more than \$157,000 over the figure for 1955. By December 31, 1956 nine ICAO fellows had received training in Canada and eleven Canadian aviation experts had served abroad under ICAO auspices.

Universal Postal Union

The Universal Postal Union, one of the oldest and largest international organizations, was founded in 1874 in Berne, Switzerland, and with the admission of Nepal and Sudan in 1956, now has 96 members. The principal aim of the UPU is to secure, through international collaboration, the organization and improvement of postal services throughout the world. During the years of its operation, members of the Union have arranged many international agreements which have increased the efficiency and speed of postal communications and helped to promote uniformity in services and in rates.

The supreme authority of the UPU is the Universal Postal Congress, meeting every five years, which reviews the Universal Postal Convention and its many subsidiary instruments. An Executive and Liaison Committee, consisting of 20 members elected by the Congress on a geographical basis, meets annually, and ensures continuity of the Union's work between Congresses. The International Bureau, which is the permanent secretariat of the Union, circulates information among members, conducts inquiries in technical matters, arbitrates disputes between members and acts as a clearing house for accounts of member nations relating to the international exchange of postal services.

Preparations are now being made for the fourteenth Universal Postal Congress which will be held in Ottawa in August 1957. This will be the first UPU Congress to take place in North America since 1897, when the Congress met in Washington. Over 300 delegates from 96 countries are expected to attend.

International Telecommunication Union

The International Telecommunication Union (ITU), with headquarters in Geneva, was originally established as the Telegraph Union with the signing on May 17, 1865 in Paris of the first International Telegraph Convention. The first International Radio-Telegraph Convention was signed at Berlin on November 3, 1906, and it designated the International Bureau of the Telegraph Union as its administrative organ. The members of these two bodies met simultaneously at Madrid in 1932 and concluded a single International Telecommunication Convention regulating telegraph, telephone, and radio services. Article I of the Convention established the International Telecommunication Union which now has 95 countries as members. The 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 these services throughout the world. Canada was a party to the 1906 Convention signed at Berlin, and since then has been associated with the international bodies operating in this field.

The purpose of the ITU is to maintain and extend international co-operation for the improvement and rational use of telecommunication of all kinds, and to promote the development and efficient operation of technical facilities with a view to improving telecommunication services.

The supreme authority for the ITU is the Plenipotentiary Conference which normally meets once every five years. The last Conference took place at Buenos Aires in 1952. The previous Conference (Atlantic City, 1947) entered into an agreement with the United Nations recognizing ITU as the United Nations Specialized Agency in the field of telecommunications, and providing for co-operation between the United Nations and ITU; the Atlantic City Conference also established an Administrative Council composed of 18 elected member countries, and since its beginning in 1947 Canada has been a member of ITU's Administrative Council. The Council normally meets annually and is responsible for the implementation of the provisions of the Convention, including annexed telegraph, telephone and radio regulations; the decisions of ITU conferences and meetings; the efficient co-ordination of the work of the ITU; and co-ordination with the United Nations.

The structure of the ITU includes four technical permanent organs—the International Frequency Registration Board (IFRB) which deals with the international registration of radio frequencies, and three consultative committees—Telegraph (CCIT), Telephone (CCIF), and Radio (CCIR)—which conduct studies of technical and operational problems on a world-wide basis. The Plenipotentiary Conference of 1952 made provision for the possible amalgamation of the first two committees (Telegraph and Telephone) which was accomplished in December 1956, with the establishment of the International Telegraph and Telephone Consultative Committee (CCITT). The VIIIth Plenary Assembly of the CCIR, in which Canada participated, took place in Warsaw in August and September 1956. These consultative committees make a valuable contribution to telecommunication services throughout the world by recommending technical standards and their uniform application.

During 1956 excellent progress was made in carrying out the ITU programme for the implementation of international radio frequency allocation plans, through the co-operation of member countries and the IFRB. This programme is based on the new table of frequency allocations adopted by the Atlantic City Conference which recognized that major changes were necessary to meet the essential requirements of aeronautical and maritime safety services. The implementation of this long-term project, which involves thousands of changes in the use of radio frequencies, is already reflected in the improvement in international and national radiocommunications, especially those necessary to safety services. No improvement, however, has yet been effected in high frequency (shortwave) broadcasting.

The ITU continued to take an active though small part in the Expanded Programme of Technical Assistance (ETAP) in co-operation with the

United Nations Technical Assistance Board. During 1956 provision was made for 20 countries to receive assistance either through the providing of experts for them, or by the awarding of scholarships and fellowships to their telecommunications students. By the end of 1956 a total of six students had received telecommunications training in Canada.

World Meteorological Organization

The World Meteorological Organization (WMO)¹ developed from the International Meteorological Organization, a voluntary association of national weather services, and came into existence as a Specialized Agency of the United Nations on December 20, 1951². The purposes of WMO are: to help bring about, by international co-operation, the establishment of weather stations and the improvement of weather observations; to promote the establishment and maintenance of telecommunication 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 research in meteorology and assist in the training of meteorological personnel.

The activities of the WMO are carried on by seven technical commissions covering the main fields of modern meteorology and six regional associations. Mr. Andrew Thomson, Director of the Canadian Meteorological Service, is President of Regional Association IV (North and Central America). The supreme body of WMO is the Congress in which each member is represented by the Director of its Meteorological Service. Congress meets at intervals not exceeding four years, and between its sessions guidance is given by the Executive Committee (consisting of 15 Directors of Weather Services) assisted by WMO's Secretariat in Geneva which now totals about 60 persons.

During 1956, one of the most important projects of the WMO was the preparation of the meteorological programme for the International Geophysical Year. Although the greatest effort will be expended in the Antarctic, the Canadian Meteorological Service has the responsibility for maintaining 100 surface weather stations, 4 ozone stations and 35 stations for measuring temperature and humidity at high levels in the atmosphere. The WMO Secretariat is establishing a Meteorological Data Center to receive and distribute reports and observations on a world-wide basis.

The Technical Commission on Maritime Meteorology, which holds quadrennial sessions, had its second session at Hamburg in October 1956. An international vocabulary for describing sea ice was adopted as was a standard terminology for recording waves observed at sea. Plans were laid for securing aerological observations from freighters and passenger ships to supplement the official weather ship programme. Other WMO technical commissions also carried on active programmes during 1956. Probably the most important single step was the decision to change the time of upper air

¹WMO's membership now totals 94 and is made up of 72 states and 22 non-sovereign territories which maintain their own weather services.

²See *Canada and the United Nations 1954-55*, pp. 75-76.

observations by radiosonde to coincide with the surface observations. Investigations were also undertaken on methods of locating thunderstorms and, in collaboration with UNESCO, on conditions for human life in the humid tropics and in arid zones.

Although WMO has no funds of its own for technical assistance, it provides aid to less developed countries through the United Nations Expanded Programme of Technical Assistance (ETAP). In 1955 WMO spent \$242,137 on technical assistance in 23 countries, providing 22 experts and making available study facilities in 36 meteorological offices. In 1956 technical assistance was allocated to 21 countries and included the awarding of 16 new fellowships and providing 17 experts. In addition, in Region IV in which Canada is located, a grant of \$15,000 was given to assist an important International Seminar on Tropical Hurricanes held in February 1956 at Ciudad Trujillo, Dominican Republic, when 56 meteorologists from 18 different countries attended the session. Experts were provided to assist the Dominican Republic and Nicaragua in organizing their national weather services. In other parts of the world meteorological experts were provided for specialized purposes such as locust control, flood forecasting, instrument design, and agricultural meteorology.

International Bank for Reconstruction and Development

International Monetary Fund

and

International Finance Corporation

Introduction

The principal function of the International Bank is to assist in the economic development of its member countries, through the extension of loans for development 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, 1956, 60 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 Afghanistan, Argentina, Korea and Vietnam.

With the admission of the four new members and increases in the capital subscriptions of Brazil, Dominican Republic, Ecuador and Nicaragua, the subscribed capital of the International Bank totalled, on December 31, 1956, \$9,265.4 million. At the same date the aggregate of quotas in the Fund was \$8,928.5 million.

Canadian Representation in the Bank and Fund

The Honourable Walter E. Harris, Minister of Finance, is Canadian Governor of the Bank and Fund; Mr. A. F. W. Plumptre, Assistant Deputy Minister, Department of Finance, is the Canadian Alternate Governor of the Bank; Mr. J. E. Coyne, Governor of the Bank of Canada, is the Canadian Alternate Governor of the Fund. At the sixth regular election of Executive Directors, held during the annual meeting of the Boards of Governors in 1956, Mr. Louis Rasminsky was re-elected Executive Director for Canada of the Bank and of the Fund. Mr. J. H. Warren was reappointed as his alternative in both institutions.

Financial Activities and Resources of the Bank

In the 18-month period ending December 31, 1956, 39 loans were made in 25 countries and territories, totalling the equivalent of \$653.7 million. Of these loans eight were made in countries and territories in which the Bank had not previously lent. From its inception to December 31, 1956, the Bank had made 162 loans in 44 countries in the aggregate of \$2,922.1 million (after deducting cancellations and refunding), of which \$2,107.9 million had been disbursed. A notable feature of the Bank's lending operations in the period under review was the increased activity of the Bank in Asia, where lending totalled \$186.5 million.

Although there was a decrease in total from the previous 18-month period, private investors continued to acquire significant portions of the Bank's loans. Banks and other investors in the United States (10), Europe (4) and Canada (1) participated in two-thirds of the Bank's loans at the time they were made, and in all cases without the Bank's guarantee. Purchasers of parts of previous loans included private banks, investment houses, an airline, a private foundation and a corporation pension fund. Private investors showed further interest in joint operations with the Bank, whereby the Bank lends to one of its borrowers in conjunction with financing from the New York capital market. These developments as well as the Bank's own borrowings in various financial markets represent substantial success in the Bank's efforts to stimulate private international investment.

Funds available for lending by the Bank have been increased by the capital subscriptions of new members, increased capital subscriptions of old members, releases of 18 per cent local currency capital subscriptions of a number of countries, sales of parts of Bank's loans, repayment of outstand-

ing loans, proceeds of new bond issues, and net income. In the period the largest addition to lendable funds came from member countries' releases of the portions of their capital subscriptions payable in their own currencies. The Bank was able to allocate to loans \$185.5 million of such releases.

As of December 31, 1956, Canada and the United States remained the only two member countries which had made the whole of their 18 per cent subscriptions freely available for lending and relending.

During the period July 1, 1955-December 31, 1956, bond issues of the Bank totalling the equivalent of \$22 million were sold in the Netherlands and Switzerland and an issue of 3½ per cent two-year bonds of 1956, due 1958, in the amount of \$75 million was placed privately with purchasers outside the United States. In August 1955, the Bank redeemed before maturity the remaining \$13.6 million (Can.) of its 4 per cent ten-year Canadian dollar bonds of 1952. During the 18 months ending December 31, 1956, there was a net decrease of \$4.0 million in the Bank's funded debt. As of December 31, 1956, Bank bonds outstanding totalled the equivalent of \$847.6 million.

At the end of 1956 total net earnings of the Bank amounted to \$168.6 million and total reserves rose to \$253.7 million. Because of the general rise in money rates in the world's major capital markets, the Bank's lending rates were increased in the middle of 1956 and at the end of the year it was decided that a further increase should be made to bring the rate to 5½ per cent including the Bank's 1 per cent commission.

Technical Assistance Activities of the Bank

During the 18 months, work proceeded on the reports of Bank missions which visited Syria, Malaya, Jordan, Somaliland and Panama for the purpose of preparing recommendations for programmes of economic development and four of these reports were despatched to the governments concerned. Also, two Bank missions drew up recommendations on particular aspects of development in Colombia.

Some of the results of the work of Bank missions are apparent in the highway programmes in Colombia and Honduras, newly-undertaken railway rehabilitation in Jamaica, income tax legislation in Nicaragua, changes in the education programme in Malaya, adoption of federal and regional development programmes and reorganization of development institutions in Nigeria, the preparation of a five-year investment programme in Guatemala, and the reorganization of public debt administration in Syria. Apart from general survey missions and related activities, the Bank continued during the period to provide assistance to a number of countries on specific problems. The Bank collaborated in an analysis of Mexico's future power needs and of ways in which the necessary development could be financed. A mission visited Pakistan to discuss a proposal to establish a privately-owned industrial credit and investment company, and Ceylon received assistance in respect of its Development Finance Corporation. Staff members advised Uruguay on the possibilities of strengthening the capital market as a source of funds for productive investment. Bank consultants

gave advice in Japan on land reclamation. 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 in the period under review.

The Bank continued its policy of posting resident representatives in member countries to assist in dealing with development problems, and sent such experts to Colombia, Ecuador, Guatemala, Honduras, Nicaragua and Panama. In the 18-month period, the Bank, as in the past, provided opportunities for trainees from member countries to come to the Bank to become familiar with its operation. The Economic Development Institute, set up with the objective of contributing to an improvement in the quality of economic management in government and helping officials from less developed countries to equip themselves for dealing with the practical problems of development, concluded its first six-month course in June 1956. The first course was attended by 14 officials; the second course, which began in October 1956, by 22; a third course is scheduled to begin in October 1957.

International Finance Corporation

In July 1956 the International Finance Corporation (IFC) came into being as an affiliate of the Bank. The purpose of the Corporation is to promote the growth of productive private enterprise, particularly in the less developed countries. It will seek to do so by investing its own funds in association with private capital where this is not available in sufficient quantity and on reasonable terms; by acting as a clearing house in bringing together investment opportunities and private capital, whether foreign or domestic; and by helping to enlist managerial skill and experience where these are not already available for a project.

As of December 31, 1956, the IFC had 47 member countries, and its subscribed capital amounted to \$90,396,000. Although no project had by that time advanced to the stage of active negotiations, and no investments had been made, numerous investment proposals were being received, mainly from Latin America, Asia and the Middle East, in the fields of industry and mining.

Exchange Transactions of the International Monetary Fund

Since the inception of its operations on March 1, 1947 until December 31, 1956, the Fund had effected transactions equivalent to \$1,908,996,029.67 (U.S.) on behalf of 30 members. Repurchases and other operations having the same effect on members' balances had amounted to \$1,018,945,732.75 (U.S.) including \$299,437,596.60 in the period under review. Most of these transactions were in United States dollars but the Fund also sold Belgian francs, Canadian dollars, deutch marks and sterling to its members. Canada has made no currency purchases from the Fund. Egypt purchased \$14,646,090 (Can.) from the Fund on September 26, 1956. The total of drawings in the Fund in 1956, \$692.6 million, including \$561.5 million sold to the United Kingdom, was greatly in excess of that of any previous year.

Since the initiation in June 1952 of stand-by arrangements for the purchase of currencies up to a stated amount and for a stated period without further examination of the member's economic position, through

December 31, 1956, stand-by credits had been arranged with 11 members in amounts totalling \$1,194,780,000. This amount had been reduced during the period by drawings and terminations in amounts totalling \$77,377,648.76, leaving outstanding credits still available of \$1,117,402,351.24.

During the period covered by this report, stand-by arrangements with Belgium and Peru continued in effect. The stand-by arrangement with Mexico expired on October 15, 1955 and no extension was requested. New stand-by arrangements were agreed with Bolivia, Chile, Cuba, France, Iran, Nicaragua and the United Kingdom. Nearly all of the transactions and stand-by arrangements during the last 18 months were in amounts exceeding 25 per cent of the members' quotas and, therefore, required the use of the waiver provision under Article V, Section 4, of the Fund Agreement.

On December 31, 1956, the Fund's holdings of member currencies (including non-negotiable, non-interest-bearing notes) totalled \$6,085,969,606.32, of which \$1,142,387,946.45 were in United States dollars. The Fund's total holdings of gold and convertible currencies amounted to \$3,375.3 million (U.S.), of which \$1,891,648,587.59 (U.S.) were in gold. The largest holding of convertible currencies other than United States dollars was in Canadian dollars equivalent to \$210 (U.S.) million.

The Fund's schedule of charges was reviewed at the end of 1956 and was extended without change until December 31, 1957.

Investment of Fund Assets

The Executive Board, observing that the Fund had had and might continue to have an excess of expenditure over income and that the greater part of the Fund's administrative expenses had been in United States dollars, decided in January 1956 that an amount of the Fund's gold sufficient to realize approximately but not more than \$200 (U.S.) million should be sold to the United States and the proceeds invested and reinvested in short-term United States Treasury bills to provide additional income to the Fund.

Article XIV Consultations

Since 1952, the Fund has consulted annually with members continuing to maintain restrictions under the postwar transitional arrangements provided for in Article XIV of the Agreement. These consultations are held primarily to ascertain whether the balance of payments position and prospects of these countries is such as to justify the continued maintenance of exchange restrictions. The consultations also provide opportunities for discussion of the economic and financial problems which have given rise to restrictive and discriminatory practices (including bilateral arrangements), and of the possibilities for the elimination or reduction of these practices. Of the 60 members of the Fund, 49 have an obligation to consult under Article XIV. The Fund is continuing its endeavors to help in the elimination of restrictions, and much of its effort has been spent on advice and assistance to members who are trying to advance toward the re-establishment of a multilateral system of payments.

Other Developments

The quinquennial review of quotas required by the Fund's Articles of Agreement was completed on January 19, 1956. It was decided not to propose a general increase of quotas. In the 18 months ending December 31, 1956, the quotas of three members were increased. Ecuador's quota was increased from \$5 (U.S.) million to \$10 (U.S.) million on August 8, 1956; Nicaragua's quota from \$2 (U.S.) million to \$7.5 (U.S.) million on October 17, 1956; and the quota of the Dominican Republic from \$5 (U.S.) million to \$10 (U.S.) million on September 25, 1956. During the period under review, Nicaragua, Pakistan and Paraguay made changes in their par values with the concurrence of the Fund.

In addition to changes effected during Article XIV consultations, the Fund was consulted about modifications in the exchange systems of Belgium-Luxembourg, Bolivia, Brazil, Chile, China (Taiwan), Colombia, Iceland, Indonesia, Iran, Israel, Netherlands, Nicaragua, Paraguay, Thailand, Turkey, Uruguay and Yugoslavia. The Fund was also consulted about changes or extension of the production subsidies which the Governments of Australia, Canada and the Philippine Republic pay to their gold producers.

Technical Assistance Activities of the Fund

The Fund staff paid visits to 50 member countries for the purpose of consultation under Article XIV of the Fund Agreement and to provide technical assistance at the request of members in relation to problems which fall within the Fund's sphere of competence or to exchange views and information. A number of comprehensive reports were prepared on particular aspects of the economies of certain member countries.

In addition, the Fund's training program is intended to provide nationals of member countries with technical training related to activities with which the Fund is concerned. In the programme which started in September 1955, there were 17 participants from 17 member countries. The most recent training programme, begun in September 1956, has 20 participants from the following countries: Afghanistan, Austria, Chile, Dominican Republic, Egypt, El Salvador, Ethiopia, France, Honduras, India, Indonesia, Jordan, Korea, Netherlands, Norway, Panama, Peru, Philippines, Singapore and Thailand.

V

DEPENDENT TERRITORIES

Introduction

Dependent territories are of two types: non-self-governing territories, and trust territories. Chapter XI (Article 73) of the Charter relates to the former kind of territory and contains a declaration that member states administering these territories "recognize the principle that the interests of the inhabitants of these territories are paramount and accept as a sacred trust the obligation to promote to the utmost . . . the well being of the inhabitants of these territories". The states administering these non-self-governing territories are required to ensure the political, economic, social and educational advancement of the inhabitants and guarantee their just treatment and protection against abuse; they also pledge to develop self-government and assist the people of the non-self-governing territories in the progressive development of their free political institutions; and they agree to transmit regularly to the Secretary-General for information purposes, information of a technical nature relating to economic, social, and educational conditions in the territories for which they are responsible. Chapter XI of the Charter did not set up a special committee to deal with this incoming information, but the General Assembly appointed a Committee on Information from Non-Self-Governing Territories which analyzes the information submitted by administering states and makes suggestions for improvements. Article 73 (e) of the Charter's Chapter XI which defines the obligation to submit this information to the Secretary-General, does not mention any requirement to submit information on "political conditions" in these territories.

Eleven 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 the exercise of its authority under the Charter, established the Fourth (Trusteeship) Committee to consider questions relating to both types of dependent territories; this Committee deals with the report of the Trusteeship Council and other items relating to trust territories, and also 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, several of which were formerly 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.

The Canadian position has been that the General 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 has been that it should not be regarded as having the same functions as the Trusteeship Council since a clear distinction is made in Chapters XI and XII of the Charter between the two types of dependent territories.

Non-Self-Governing Territories

Report of the Committee on Information

The Committee on Information from Non-self-governing Territories was set up in 1949 as a subsidiary body of the General Assembly. It was re-established in 1952 and again in 1955 for a further period of three years. Its membership¹ is composed of an equal number of representatives of administering states and non-administering states. In accordance with the practice initiated in 1950 of concentrating each year on one of the three fields of study with which it concerns itself, namely the economic, social and educational, the Committee at the eleventh session presented a report on educational conditions in the non-self-governing territories. This marked the beginning of the third cycle in the presentation of the Committee's specialized reports to the General Assembly, each field of study having received the attention of the Committee twice in the previous six years. The 1956 report was adopted unanimously by the Assembly under cover of a resolution which recommended *inter alia* that the report be studied in conjunction with the educational reports submitted by the Committee in 1950 and 1953. The resolution invited the Secretary-General to communicate the report to members of the United Nations responsible for the administration of non-self-governing territories and to the interested organs and

¹The Committee is composed of seven permanent members representing the states responsible for the administration of non-self-governing territories; and seven non-administering members elected for a term of three years.

Specialized Agencies of the United Nations. It also requested the administering states to bring the report to the attention of persons responsible for education in the territories.

Since the three-year term of two (Burma and Guatemala) of the elective members of the Committee on Information expired at the end of 1956, it was necessary to have elections to decide on replacements for them. Guatemala decided to stand for re-election; Ceylon and the Philippines also entered their candidatures. Following a vote by secret ballot, Guatemala and Ceylon were declared elected for the 1957-59 period. The composition of the Committee is now as follows: Australia, Belgium, France, Netherlands, New Zealand, the United Kingdom and the United States (all administering states); Ceylon, China, Guatemala, India, Iraq, Peru and Venezuela (all non-administering states).

Educational Development and Advancement

The General Assembly heard the annual progress report of the Secretary-General on offers of study and training facilities at all levels of education from countries which are members of the United Nations to students from non-self-governing territories. This information is submitted regularly each year by the Secretary-General and describes the offers made and the extent to which they have been accepted. The Secretary-General reported that he had received notifications from 14 countries offering a total of 189 scholarships. Some of these offers apply to trust territories as well as to non-self-governing territories.

Resolutions urging the adoption of educational development plans and the promotion of educational advancement in the territories were discussed and approved by the Assembly. One of these recommended that the administering powers consider, in co-operation with UNESCO, the formulation of plans with targets and dates for various aspects of educational development including the establishment or extension of "universal, free and compulsory primary education". The other called upon the administering states to create or develop, as the case may be, local bodies for the promotion of educational progress in the territories; it also urged members of the United Nations to facilitate the granting and use of scholarships and other educational benefits offered by member states; and suggested that experts from countries situated in the same region as non-self-governing territories, might participate in the meetings of inter-governmental agencies concerned with such territories.

While theoretically the objectives sought under both resolutions may have appeared commendable, the Canadian Delegation held strong reservations about some of the terms and the possible effect of the resolutions inasmuch as their adoption seemed to convey the idea that the past record of administering states in the field of education had been unsatisfactory. Furthermore, some of the specific goals set out in the resolutions seemed to call for the undertaking of unrealistic commitments by administering states. The Canadian Delegation considered that the recommendations on the same topics already contained in the report of the Committee on Information from Non-self-governing Territories and approved unanimously by the General Assembly constituted sufficient guidance for the administering

states if guidance was needed. The Canadian Delegation therefore opposed the first resolution¹ which was passed by a vote of 55 in favour, 5 against (including Canada), with 9 abstentions, and abstained on the second resolution² which was passed by a vote of 56 in favour, 0 against, with 18 abstentions (including Canada).

Transmission of Information

In 1946 the General Assembly listed 74 non-self-governing territories, and the states administering them declared their intent to transmit to the United Nations the information required under Chapter XI (Article 73(e)) of the Charter. Since 1946, a number of these territories have attained either independence or full self-government so that the transmission of information under Article 73(e) has ceased in their case.

With respect to the 16 members admitted to the United Nations in 1955, the Secretary-General, by letter dated February 24, 1956, requested that they indicate whether they had under their administration any territories which fell within the scope of Chapter XI of the Charter. The Secretary-General informed the Assembly that 14 of the 16 new members of the United Nations had answered his letter, all of them negatively. The Secretary-General had received no replies from Jordan and Spain. The General Assembly considered a draft resolution to set up an *ad hoc* committee "to study the application of the provisions of Chapter XI of the Charter in the case of members newly admitted to the United Nations" and to report on "explanations that may be given by the new member states as to the status of territories under their administration". This draft resolution gave rise to a lengthy debate which centered chiefly on Portugal's negative reply to the Secretary-General's letter of February 24, 1956. The recommendation was eventually defeated after the Assembly had decided that in view of the importance of the matter the rule requiring a two-thirds majority vote should apply in the case of this draft resolution. The draft resolution was rejected on February 20, 1957, since it failed to obtain a two-thirds majority; the vote was 35 in favour, 35 against (including Canada), with 5 abstentions. The Canadian Delegation opposed the resolution because the establishment of the proposed *ad hoc* committee might open the way for investigation of the constitutional framework of the new member states of the United Nations, and such a departure from the procedure which had been followed with respect to other member states of the United Nations would create an undesirable precedent. In the opinion of the Canadian Delegation an investigation by the General Assembly of the replies provided by the new member states might be regarded as constituting a reflection upon the sovereignty and integrity of their governments. Consistently in the past Canada has taken the position that each member state of the United Nations has competence in the matter of the interpretation and the application of its own constitution. The proposed resolution seemed to harbour a threat against one of the foundations of the Charter, that of the constitutional sovereignty of member states.

¹General Assembly resolution 1049(XI) of February 20, 1957.

²General Assembly resolution 1050(XI) of February 20, 1957.

Progress Achieved by Non-self-governing Territories

At its tenth session in 1955 the General Assembly expressed the opinion that an examination of the progress achieved in the non-self-governing territories since the establishment of the United Nations would be highly desirable and should make it possible to learn the extent to which the peoples of those territories were advancing towards the goals set out in Chapter XI of the Charter. Following the submission of a work plan by the Secretary-General at the eleventh session concerning the scope and method of preparation of the proposed review, the General Assembly agreed that the Secretary-General should prepare, in collaboration with United Nations Specialized Agencies, an appropriate report on the progress achieved in the territories. The survey will be based on information of a technical nature received from the administering states under Chapter XI (Article 73(e) of the Charter) and will be limited to those fields (that is, economic, social and educational) on which information has been transmitted in the past. The review will cover the years 1946-1956 and is to be submitted to the General Assembly at the fourteenth session in 1959. The proposal was adopted by 65 votes in favour (including Canada), 3 against, with 3 abstentions.

Cessation of Transmission of Information

On some occasions in the past when a non-self-governing territory has attained independence or full self-government, the state which formerly administered the territory has notified the Assembly of the territory's new status, submitting the information to the Committee on Information from Non-self-governing Territories which in turn has referred it to the General Assembly. However, the administering states have always maintained that such information, which they assert is of a political character, is supplied on a voluntary basis and that they are under no obligation to provide it under Chapter XI of the Charter. A resolution was put forward proposing that future communications relating to the cessation of the transmission of information on non-self-governing territories be submitted direct to the General Assembly rather than first being sent to the Committee on Information as has been the past practice in accordance with a resolution of the General Assembly passed at the fifth session in 1948. The Canadian Delegation abstained when this resolution was voted on since it appeared to be chiefly a procedural one. The administering states, which were the ones most immediately concerned with the resolution, took differing positions although they were unanimous in affirming that as a matter of principle the General Assembly had no competence under the Charter to request notification of the cessation of the transmission of information concerning a territory. The resolution was adopted by 48 votes in favour, 15 against, with 7 abstentions (including Canada).

Trust Territories

Sessions of the Trusteeship Council

In the period under review, the Trusteeship Council held two sessions, its seventeenth from February 7 to April 6, and its eighteenth from June 7 to August 14. The Council consists¹ of the member states which administer

¹See Appendix I.

trust territories and an equal number of non-administering states. Discussions at the seventeenth session centred upon political conditions in the African territories, especially those in the two territories of Togoland (one under French and the other under British administration), Tanganyika, Ruanda-Urandi and the two territories of the Cameroons (one under British and the other under French administration). Another question taken up was that of the nuclear tests being carried on by the United States in its Pacific territories. The United States Representative informed the Council that such tests would continue but that adequate measures would be taken to assure the safety of the inhabitants of neighbouring regions. During this same session, the Trusteeship Council examined nearly 36,000 petitions from African territories; of this number, more than 35,000 communications came from petitioners living in the Cameroons under French administration.

At its eighteenth session the Council noted with satisfaction the good progress achieved in certain territories, including Togoland under British administration, Somaliland under Italian administration and Western Samoa under New Zealand administration.

Trust Territories of Togoland

The future of British-administered Togoland was the subject of detailed study in the Fourth Committee which lasted for three weeks, since the tenth session of the General Assembly in 1955 had decided that a plebiscite would be held there. This plebiscite took place on May 9, 1956 under the supervision of a United Nations mission and the inhabitants of Togoland decided by a vote of 93,095 to 67,492 to enter into a union with the Gold Coast which became the independent State of Ghana on March 6, 1957. The voting on this plebiscite, followed by the independence of Ghana, brought to an end the trusteeship of British-administered Togoland. When the question of terminating the trusteeship agreement for Togoland under British administration was put to the General Assembly, it was approved by a vote of 63 in favour (including Canada), 0 against, with 9 abstentions.

Concerning Togoland under French administration (Eastern Togoland), the Trusteeship Council at its eighteenth session examined a memorandum from the French Government which noted the French law of June 23, 1956 with regard to French overseas territories and asked the Council to send a United Nations mission to supervise the holding of a plebiscite on October 28, 1956 in Togoland under French administration. Some members of the Trusteeship Council felt that the terms of the proposed plebiscite did not satisfy the requirements of Article 76 of the Charter regarding the "progressive development" of the territory "towards self-government or independence", and the Trusteeship Council, by a vote of 7 in favour and 7 against rejected the French request for a United Nations supervisory mission to go to Togoland to observe the holding of the plebiscite. The Council merely drew the attention of the General Assembly to the French memorandum. The Fourth Committee of the General Assembly spent fifteen meetings studying and discussing the problem of Togoland under French administration. It was evident from the beginning that France's request for the termination of the trusteeship agreement would not be supported by the Fourth Committee. After long and laborious deliberations, a resolution was passed by the Fourth Committee and later by the General

Assembly in plenary session by a vote of 53 in favour (including Canada), 16 against, with 7 abstentions; this resolution noted the favourable vote of the Togolese people in the plebiscite of October 28, 1956, and invited a commission made up of six United Nations members to make an on-the-spot study of Togoland's status and submit its findings to the twelfth session of the General Assembly in 1958. Canada agreed to provide a member of this six-member United Nations commission which will examine the practical operation of the Statute of Togoland and of the institutions established thereunder, and report to the Trusteeship Council. The latter will then report to the General Assembly on these matters at its twelfth session in the autumn of 1957.

The Fourth Committee, when considering the future of the two trust territories of Togoland, made a searching examination of British and French policies in both of these lands. Eight African petitioners from British and French Togoland were heard by the Committee; these hearings served a useful purpose since the petitioners presented and defended their points of view ably and effectively. The administering authority received the commendation of most speakers in the Fourth Committee's debate for the development which had taken place in British Togoland. It was noted that this was the first case in history of the accession of a United Nations trust territory to maturity and independence. By an interesting coincidence this development had happened precisely ten years after the United Kingdom had signed the Trusteeship Agreement with the United Nations concerning British Togoland. The efforts of the French Government to promote political progress in French Togoland were also considered with satisfaction by a majority of the Fourth Committee. The local population of that territory was congratulated on its significant advances in various fields; congratulations and best wishes were also extended to the future state of Ghana.

Trust Territory of Somaliland

The Representative of Italy made a statement to the eighteenth session of the Trusteeship Council concerning the political, economic and social conditions in Italian Somaliland. The discussion, in which Somali delegates took part, dealt with the economic difficulties which Somaliland will face when it becomes independent in 1960, and with the question of the frontier between Somaliland and Ethiopia. The Council congratulated Italy on having set up a legislative assembly in Somaliland almost four years before the Somali people were to become entirely responsible for the administration of their country. A resolution¹ inviting Italy and Ethiopia to continue their negotiations in regard to the demarcation of the frontier between Ethiopia and Somaliland under Italian administration was adopted by the Fourth Committee and later by the Assembly in plenary session by a vote of 71 in favour, 0 against, with 3 abstentions. In approving this resolution the General Assembly placed on record its opinion that if present negotiations yielded no results before the twelfth session of the Assembly met in 1957, the Italian and Ethiopian Governments should accept the procedure² recommended by the General Assembly in 1950 which called for mediation under the auspices of the United Nations.

¹General Assembly resolution 1068(XI) of February 26, 1957.

²General Assembly resolution 391(V) of December 15, 1950.

Trust Territories of the Pacific

At its eighteenth session the Council examined the reports of the United Nations mission which visited the trust territories in the Pacific, the observations made by Australia concerning the mission's report on Nauru, and also examined the observations submitted by the United States, Australia and New Zealand on the mission's reports concerning the trust territory of the Pacific Islands (Marianas, Marshalls, and Carolinas, which are under United States administration), East New Guinea (under Australian administration), and Western Samoa (under New Zealand administration).

Report of the Trusteeship Council

The Trusteeship Council's tenth annual report to the General Assembly covered all the work it had done at its seventeenth and eighteenth sessions; this report was considered by the Fourth (Trusteeship) Committee of the General Assembly. The report was the subject of a moderate debate, followed by the adoption of a resolution noting the document submitted by the Council and recommending that the latter, at its nineteenth session, should take into account the comments and suggestions made at the eleventh session of the General Assembly. During the debate on this resolution, some delegations pointed out that little political progress was apparent in the trust territories as a whole and the Soviet bloc introduced a resolution urging that all trust territories be granted their independence or self government at dates fixed in advance. This resolution¹ was passed by the Fourth Committee and later by the General Assembly in plenary session by a vote of 45 in favour, 14 against (including Canada), with 16 abstentions. Canada voted against this resolution in accordance with its practice of opposing resolutions which seemed likely to prove impractical to apply or raise false hopes among the indigenous populations of the trust territories.

In addition to considering the Trusteeship Council's annual report, the Fourth Committee also heard requests from petitioners from Togoland, Tanganyika and the Cameroons. Canada opposed the hearing by the Fourth Committee of certain petitioners from French-administered Cameroons who belonged to organizations which France had declared subversive. However, the Fourth Committee voted in favour of hearing these petitioners, some of whom presented their grievances in very forceful terms. Several of the would-be petitioners were refused travel documents by the French administration of the Cameroons. Among the other matters dealt with by the Fourth Committee was the fact that no applications were made for most of the educational scholarships offered to students in the trust territories; in view of the great need of these territories for trained civil service personnel, a resolution was adopted recommending that the administering states take steps to see that these scholarships are made known, applied for, and awarded.

South West Africa

The United Nations has attempted unsuccessfully for many years to persuade the Union of South Africa to accept a trusteeship agreement for South West Africa. In 1950 the International Court of Justice gave the

¹General Assembly resolution 1064(XI) of February 26, 1957.

opinion 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. Because of this opinion of the Court, the United Nations has attempted since 1950 to treat South West Africa as a mandated territory, and an *Ad Hoc* Committee on South West Africa was set up by a General Assembly resolution of December 13, 1950 (1) to find ways and means of implementing the Court's opinion and (2) 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 since South Africa refused to accept the ruling of the International Court of Justice and 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 Fourth (Trusteeship) Committee of the eleventh session of the General Assembly, when considering the problem of South West Africa, was faced with a letter dated November 30, 1956 from the Permanent Representative of the Union of South Africa, indicating that for reasons relating to matters other than South West Africa, the South African Delegation would not be present at further meetings of the Committee. The Committee also had before it requests for hearings concerning South West Africa. The Committee granted these requests by 47 votes to 3 with 13 abstentions (including Canada). The report of the Committee on South West Africa required close examination by the Fourth Committee, because of the Union's continued refusal to accept United Nations supervision over its administration of the territory and because of the steps taken by the South African Government toward the integration of the territory within the Union.

Altogether nine resolutions on this question were considered and eventually adopted by the Fourth Committee. Some of them were of a relatively minor nature; the Canadian Delegation abstained on these because it believed that the Committee could not, in the face of South African hostility, accomplish its avowed purpose, and that the constant reiteration of previous Assembly resolutions tends to weaken the prestige of the United Nations. In deference to the June 1, 1956 opinion of the International Court of Justice, the Canadian Delegation withdrew its opposition to the admissibility of oral petitions. The Delegation, however, continued to abstain on the resolutions resulting from these petitions. These abstentions were based on a variety of considerations including Canada's misgivings as to the oft-repeated request by the Ukuyanyama Tribal Congress that the administration of South West Africa be transferred to Canada under United Nations Trusteeship.

Of the remaining resolutions on South West Africa before the Fourth Committee, two called upon the Secretary-General of the United Nations to explore ways of finding a satisfactory solution and enter into negotiations with the Union of South Africa. Canada voted against the proposal to have

the Secretary-General investigate the problem (the resolution was adopted by a vote of 24 in favour, 10 against (including Canada) because of the Secretary-General's clear opposition to taking over this task. Previously the Canadian Delegation had supported an amendment to this resolution which would have merely drawn the attention of the Secretary-General to the problem and suggested that he offer his comments and advice to the General Assembly when he deemed it appropriate to do so. However, this amendment was rejected by a two-vote majority. Another proposal of substance before the Fourth Committee sought an opinion from the Sixth (Legal) Committee as to "what legal remedies are open . . . to ensure that the Union of South Africa fulfils the obligations assumed by it under the Mandate, pending the placing of South West Africa under the International Trusteeship System". This resolution underwent a major alteration in the Fourth Committee with the adoption of an amendment entrusting the task of finding "legal remedies" to the Committee on South West Africa rather than the Sixth (Legal) Committee. Canada abstained on this amended resolution mainly because the Secretary-General had already been requested to investigate the situation, and also because the question asked of the Committee on South West Africa was a leading one which prejudged the issue. The ninth resolution called for an increase from seven to nine members in the composition of the Committee on South West Africa. The proposed increase in membership was thought to be advisable by many members of the Fourth Committee because of the increased membership of the United Nations since 1955. It was the opinion of the Canadian Delegation that the Committee on South West Africa had about exhausted its usefulness in view of the persistent refusal of the Government of South Africa to co-operate with it, and there seemed to be no point in increasing its membership at this time. However, although the Canadian Delegation had voted in favour of the establishment of the Committee¹ and also for the Committee's reconstitution² (although the Canadian Delegate questioned in 1953 the notion of permanency implied in the 1953 resolution³ reconstituting the Committee), the Delegation could find no justification for the expansion of its membership from seven to nine and therefore abstained on the resolution⁴ which was adopted by a vote of 46-0 with 10 abstentions (including Canada).

¹See *Canada and the United Nations 1950*, p. 130.

²See *Canada and the United Nations 1953-54*, pp. 91-92.

³See General Assembly resolution 749 A (VIII).

⁴General Assembly resolution 494 (XI). The nine members of the Committee on South West Africa are: Brazil, Ethiopia, Finland, Mexico, Pakistan, Syria, Thailand, the United States and Uruguay.

VI FINANCIAL AND ADMINISTRATIVE

Introduction

An item of major importance affecting the financing and administration of the United Nations and its ten Specialized Agencies is that of administrative and budgetary co-ordination between them.

Under their agreements with the United Nations, all of the Specialized Agencies, with the exception of the International Bank and the International Monetary Fund, are required to submit their budgets for examination by the United Nations. The Advisory Committee on Administrative and Budgetary Questions first examines these budgets and then presents a report on them to each session of the General Assembly. This Committee has repeatedly suggested that a comprehensive financial appraisal be made of the activities of the United Nations and of the eight Specialized Agencies¹ through inter-governmental discussions. It has also suggested that governments of member states should work for an increasing degree of co-ordination at the national level and should strive to follow similar policies in the various agencies of which they are members.

At the General Assembly's tenth session in 1955 the Canadian Delegation proposed that the Advisory Committee on Administrative and Budgetary Questions make its services available to the Specialized Agencies; the latter accepted the proposal and the Advisory Committee has already done some useful work of co-ordination with them. Following up this good beginning, the Fifth (Administrative and Budgetary) Committee, on February 27, 1957, adopted a resolution inviting the attention of the Specialized Agencies to the recommendations contained in the report of the Advisory Committee and requesting ECOSOC to study certain points raised in that report.

Administrative and budgetary co-ordination between the various United Nations bodies is a subject of continuing importance, and with the normal expansion of United Nations duties and services it will take on even greater significance; the Canadian Delegation will endorse and promote this principle on every appropriate occasion.

Examination of the Budgets

United Nations budget appropriations for 1956 were \$48.56 million, and for 1957 were \$50.81 million including supplementary estimates of \$2.01 million. Canada's assessment amounted to \$1.6 million for 1956 and \$1.21 million for 1957.

¹FAO, ICAO, ILO, ITU, UNESCO, UPU, WHO, WMO.

The 1956 gross budget of \$48.56 million which had been approved on December 16, 1955 at the tenth session of the General Assembly was increased to \$50.68 million by supplementary items amounting to \$2.12 million. These supplementary items included the following:

Commitments relating to the maintenance of peace and security	\$ 555,000
Costs relating to the emergency sessions of the General Assembly held in November 1956 and meetings of the Security Council	400,000
Other miscellaneous unforeseen requirements	1,162,000
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Total of supplementaries approved by the General Assembly on December 7, 1956.....	\$ 2,117,000
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It was estimated that the United Nations casual revenue of 1956 would amount to \$3.05 million.

The Secretary-General suggested in June 1956 that the total gross budget for 1957 would amount to \$48.25 million. Between that date and December 21, 1956, additional requirements totalling \$556,950 had arisen, and on the latter date the General Assembly approved a budget of \$48.81 million. Before the close of the eleventh session still further additions became necessary, and on February 27, 1957 the General Assembly approved a new gross figure of \$50.81 million. The major item in the increases was \$1.75 million to provide an additional amount for salaries, allowances and benefits for staff. Estimated casual revenue for 1957 is \$2.15 million. During the eleventh session considerable attention was given to improving the form of the budget with a view to some simplification in its preparation and some advantages in its administration.

Throughout the eleventh session Canada took the position that the 1957 budget should be set at a figure which would allow the most effective programme at the lowest possible cost. The high level of \$50.81 million was reached, not for want of careful scrutiny on the part of the delegations, but because of higher costs for both goods and services and of new developments requiring additional expenditure. The United Kingdom Delegation introduced a resolution, which was later withdrawn, seeking to impose a ceiling on the United Nations annual budget. It is envisaged that the question of establishing priorities for United Nations undertakings and services will be given special attention at the twelfth session in the autumn of 1957.

When reviewing the many activities of the United Nations in relation to their cost, special care is given so that as large a proportion of its resources as possible can be devoted to substantive work, and all other activities are restricted to the greatest extent possible without impairing the usefulness and efficiency of the organization as a whole. One activity which always receives special scrutiny at the time of each budget review is the work of the United Nations Department of Public Information.

In 1955 a Special Interne Programme was begun on an experimental basis and carried on through 1956. The purpose of the programme is twofold: (1) to enable a selected group of about 20 young people from

different countries to acquire a thorough and comprehensive knowledge of the United Nations; and (2) to have this group participate in the United Nations guided tours unit. In the 1955-56 programme the internes, each from a different member country, received lectures on the constitutional and functional aspects of United Nations work, prepared essays and working papers, attended seminars, were assigned departmental duties and spent part of their time as guides. This programme worked out very successfully and is to be continued during 1957.

A project of little financial importance but of considerable human interest is the United Nations International School, developed to afford educational facilities for the children of United Nations staff at Headquarters in New York. It was organized in 1949 as an extension of the international nursery school founded in 1947 at Lake Success by members of the Secretariat. The governing body, the Board of Trustees, is elected by the Association for the United Nations International School, and is representative of the many different cultural groups in the United Nations. This International School has been incorporated by the Board of Regents of the University of the State of New York, and has obtained from it a permanent charter for both primary and secondary education. The International School's objectives are: (1) to ensure the harmonious development of the child in relation to his age and environment, to his national cultural characteristics, as well as to the wider community of the world; (2) to provide instruction of such a kind that the child may, with a minimum of difficulty and loss of time, transfer to a school in his own or in another country; (3) to establish a programme in keeping with the spirit of the United Nations—that is, one making no distinction as to race, sex, language, or religion, and one laying the foundations of a truly international education, combining the best from the different school systems of the world; (4) to contribute to the intelligent and comprehensive adjustment of the child to American life in which he will take part for a number of years. Children of 34 nationalities and speaking 19 languages, attend the school which has a staff of six nationalities speaking ten different languages.

The need for modernizing the Palais des Nations building (the former Headquarters of the League of Nations) in Geneva had been recognized for some time. During the eleventh session, the Swiss Federal Council offered to lend to the United Nations, free of interest, the major portion (i.e., \$900,000 of a total of \$1.21 million) of the estimated amount needed to finance the modernizing programme. The General Assembly accepted this offer and will include in the budget estimates for the years 1957-1966 a sum of \$121,000 to finance the modernizing programme and to repay the loan from the Swiss Federal Council. The work as planned includes improvements to several conference rooms, the installation of simultaneous translation equipment, the modernization of elevators and improvement of the restaurant and assembly hall.

The Working Capital Fund of the United Nations was increased from \$20 million to \$22 million for 1957. This Fund is assessed against members to provide the Secretariat with the necessary cash to meet regular expenditures during the early months of each year pending receipt of the annual budgetary assessments from the members. Because many contributing states

are confronted with difficulties of a constitutional or administrative nature, it is not possible for them to meet their assessments until midway or later in the fiscal year of the United Nations.

United Nations budgets, despite all efforts to prevent it, have shown a gradual increase over the years; yet a more marked increase appears in the budgets of most of the Specialized Agencies. These amounted to a total of approximately \$38 million in 1955, of \$41 million in 1956, and of \$45 million in 1957¹.

Scale of Assessments

On December 14, 1955 16 new members were admitted to the United Nations, increasing the total membership from 60 to 76 countries. Since the scale of assessments for 1956 had by then been drawn up on the basis of 60 members, the Committee on Contributions was instructed to revise the scale making it retroactive to 1956, and to report on its proposals to the eleventh session. The new scale, adopted by the General Assembly on December 21, 1956, reduced Canada's contribution rate to the United Nations budget from 3.63 per cent to 3.15 per cent. Between November 12, 1956 and March 8, 1957 five more new members were admitted to United Nations membership and these additional members will require another adjustment in the scale of assessments, but this adjustment is unlikely to affect Canada's present rate of assessment which is 3.15 per cent of the United Nations budget.

In the early years of the United Nations the General Assembly recognized in principle 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". The assessment of the United States was eventually reduced to 33½ per cent to conform to the first principle referred to above, which left Canada and two other member countries paying at a higher per capita rate than the United States. The scale adopted on December 21, 1956, which set the rate for Canada at 3.15 per cent gave full effect, for the first time, to the per capita principle as far as Canada is concerned. It is for this reason that the expected adjustments in the scale of assessments because of the admission of five more members during the eleventh session, will not further reduce Canada's rate.

Extra-Budgetary Funds

A Negotiating Committee for Extra-Budgetary Funds has been re-established each year since 1951 by resolution of the General Assembly. The membership of this Committee, as appointed near the close of the tenth session to serve until the close of the eleventh session, consisted of representatives from the following nine countries: Argentina, Australia, Canada, Chile, France, Lebanon, Pakistan, the United Kingdom and the United States.

¹See Appendix IV.

The Negotiating Committee consults with member and non-member states of the United Nations to ascertain what amounts they will contribute on a voluntary basis to each of the "operational" or special United Nations programmes which are approved by the General Assembly. Funds are not available from the United Nations regular budget for these special operational programmes (the regular budget covers only administrative costs), and so the Negotiating Committee is specifically requested by the Assembly to obtain pledges of voluntary contributions from governments for the five¹ special operational programmes which are currently being undertaken. The Negotiating Committee sent letters to delegations for the information of their governments outlining the financial requirements of the special programmes, held a number of general meetings for the announcement of pledges of contributions, and members of the Negotiating Committee personally approached representatives of governments with a view to stimulating interest in, and support for, the different programmes.

The following list shows Canada's contributions to these special programmes for 1955, 1956 and 1957:

	1955 \$	1956 \$	1957 ² \$
U.N. Children's Fund	500,000	650,000	650,000
U.N. Expanded Programme of Technical Assistance	1,500,000	1,800,000	2,000,000
U.N. Relief and Works Agency for Palestine Refugees in the Near East	500,000	500,000	750,000 ³
U.N. Korean Reconstruc- tion Agency	500,000	—	—
U.N. Refugee Fund	125,000	125,000	200,000
	<hr/>	<hr/>	<hr/>
	\$3,125,000	\$3,075,000	\$3,600,000

For a number of years the efforts of the Negotiating Committee have been unsuccessful in meeting the financial targets set for some of these funds by the General Assembly, especially the targets set for the two special programmes concerned with refugee work. The Committee drew attention to this, and to the unfavourable effect this shortfall in funds might have on United Nations prestige; the Negotiating Committee then suggested a new procedure for raising the necessary funds. This new procedure would start with the twelfth session in 1957, and under it the General Assembly would set up each year an *ad hoc* committee of the whole; when this *ad hoc* committee of the whole met, pledges of contributions for all of the special programmes for the following year would be announced. (In past years

¹See above "Aid for Korea", pp. 57-58; "Assistance to Palestine Arab Refugees" pp. 58-59; "Aid for Children", pp. 59-60; "Technical Assistance", pp. 60-62; and "Aid for Refugees", pp. 62-65.

²These 1957 contributions are subject to the appropriation of the funds by Parliament.

³UNRWA has recently changed its fiscal year to a calendar fiscal year and this contribution therefore covers an 18-month period.

there has been a separate pledging conference for each special programme.) States which are not members of the United Nations or one of the Specialized Agencies would be invited to attend this pledging meeting.

When this matter came before the Fifth (Administrative and Budgetary) Committee, considerable opposition to the idea of a joint pledging meeting became evident, particularly in relation to the Children's Fund and the Expanded Programme of Technical Assistance. Because of this, the resolution adopted by the General Assembly on February 27, 1957 was a modified version of the original recommendations of the Negotiating Committee. The final resolution recognized the need to change the existing procedure for obtaining voluntary contributions for the two programmes (UNRWA and UNREF) which are consistently under-subscribed, but decided to retain the present fund raising system in the cases of the Children's Fund (UNICEF) and the Expanded Programme for Technical Assistance (ETAP). During the twelfth session of the General Assembly, an *ad hoc* committee of the whole Assembly will be convened, under the chairmanship of the President of the session, to which states which are not members of the United Nations but are members of one or more of the Specialized Agencies would be invited, for the purpose of announcing their pledges to the two refugee programmes. Agreement was also reached on February 27 on the composition of a new Negotiating Committee for Extra-Budgetary Funds which will serve from the adjournment of the eleventh session to the close of the twelfth session, and consist of representatives from the following nine countries: Argentina, Brazil, Canada, France, Lebanon, New Zealand, Pakistan, United Kingdom and United States.

System of Travel and Subsistence Allowances

Over a period of years the system of travel and subsistence allowances to members of United Nations organs and subsidiary organs had been covered by a series of resolutions. It therefore seemed desirable to have a new resolution which would consolidate the existing rules and apply uniform rates to all bodies under similar circumstances. The Secretary-General had been asked to study the question and submit a report on it; his report was carefully reviewed by the Advisory Committee on Administrative and Budgetary Questions and later referred to the Fifth Committee. The General Assembly then adopted a resolution on December 7, 1956, giving effect to the recommendations of the Fifth Committee. This resolution, with effect from January 1, 1957, authorized the payment, out of United Nations funds, of travel and subsistence expenses of members of organs or subsidiary organs who serve in their individual personal capacity, and of a member of a board, commission or committee, and of a person who serves as rapporteur, chairman or an expert, regardless of whether the person serves in his individual personal capacity or as a representative of a government. It also authorized the payment of travel, but not subsistence, expenses of not more than five representatives or alternate representatives from any one member state to regular sessions of the General Assembly, and one from each member state to a special session of the General Assembly. The resolution authorized similar payments for one representative from each member state who was attending a meeting of the functional or regional

commissions of ECOSOC. Authority was given to the Secretary-General to establish such administrative rules and procedures as might be necessary for the implementation of the provisions of the resolution. The adoption of this resolution tidied up one more administrative item which has quite important financial implications.

Joint Staff Pension Fund

At the eleventh session, the Joint Staff Pension Board presented its report on the operation of the Fund for the year ending September 30, 1955. The following seven organizations are members of the Fund: the United Nations, ILO, FAO, UNESCO, WHO, ICAO and WMO.

During the fiscal year reported on, the principal of the Fund increased from \$43.45 million to \$51.74 million; investment income amounted to \$1.47 million; and total of all income (including contributions), exceeded expenditures (including benefits paid) by \$8.29 million.

The Secretary-General made a report on the Fund and recommended a plan under which pension fund capital could be invested in loans to the participating organizations, which, in turn, would undertake to make loans to individual staff members for the purchase of housing. In this report the Secretary-General pointed out that one very real difficulty confronting many members of the United Nations Secretariat in New York and other permanent duty stations, arose from their inability to accumulate sufficient capital in the necessary currency to make down payments for the purchase of permanent housing. The Joint Staff Pension Board approved the Secretary-General's plan in principle, but the Advisory Committee on Administrative and Budgetary Questions, while admitting several arguments in favour of it, decided that the weight of arguments against it was greater. The Advisory Committee therefore would not recommend its adoption. When this question came before the General Assembly a resolution was adopted on December 7, 1956, noting the report of the Joint Staff Pension Board and agreeing to some minor changes in the Regulations of the Fund, but the resolution made no reference to the Secretary-General's proposal for housing loans. In the discussions on this plan there had been marked divergence of views and the Representative of Canada submitted a resolution asking the Secretary-General to review his proposed scheme and submit further proposals to the twelfth session of the General Assembly. This resolution was passed by a vote of 50-0, with 2 abstentions.

Salary, Allowance and Benefits System

On December 13, 1955, the General Assembly established a Salary Review Committee after considering a report of the Secretary-General relating to salary differentials, cost of living adjustments and dependency allowances, and the recommendations on that report by the Advisory Committee on Administrative and Budgetary Questions. Since the United

Nations salary, allowance and benefits system was based on a survey conducted in 1949, the General Assembly decided that this system should be reviewed to determine the adjustments which should be made in it as a result of experience since the system became effective in 1951.

The Salary Review Committee consisted of experts from the following eleven countries: Argentina, Denmark, Egypt, France, India, Japan, New Zealand, Switzerland, the United Kingdom, U.S.S.R. and the United States. (It is to be noted that at the time of naming this Committee neither Japan nor Switzerland was a member of the United Nations; Japan has since become a member). The resolution establishing this Committee invited the co-operation of the Specialized Agencies in the review to be undertaken and instructed that they be supplied with copies of the Committee's report. The United Nations, WHO, ILO, UNESCO, FAO, ICAO and WMO had, with some variations, a "common system" of salaries and allowances, and New York was the base location for the common system scales which were introduced in 1951.

Those organizations which use the "common system", group their staffs in three broad categories: (1) officers of high rank, for whom no common pay scales have been set; (2) those in the professional category and in the director group, for whom common base pay scales exist irrespective of the office in which they work; and (3) those in clerical, secretarial, custodial and similar posts who are mainly recruited locally and whose pay scales are based on the best prevailing rates for comparable jobs in outside employment in their locality. The Salary Review Committee made an exhaustive study of the many complex problems involved and made a comprehensive report. The report included such matters as the background of the present systems, the concepts of an international civil service and a common system, general principles affecting the recruitment and retention of staff, the organization and the classification of staff, base pay scales, future adjustments of salaries, dependency allowances, other benefits, the reconciliation of conditions of service under different programmes, and the machinery for dealing with various pay and personnel problems.

The Salary Review Committee then recommended that the base for the common system should be Geneva rather than New York, and that the scale of salaries being recommended be regarded as those appropriate for staff at Geneva on January 1, 1956. One reason for recommending the shift of the base to Geneva was because the cost of living there is lower than in New York; and having the latter city as a base meant (since it is in a relatively high cost-of-living area) that the adjusting of salary scales from the New York base to meet the lower costs in other areas would require minus adjustments. It therefore seemed better to select a low-cost area for base rates and then adjust to higher cost areas by "plus" adjustments, than to have a high-cost area for base rates and then be obliged to make "minus" adjustments for other places. With Geneva as the base area, the resulting changes in recommended basic pay rates for Geneva varied from nil in the lower categories to a maximum increase of only \$700 per annum in the highest common base scale rates; for New York, recommended increases varied from \$80 to \$1,400 in the highest category using the basic scale. The report of the Salary Review Committee was studied by the

Secretary-General and by the Advisory Committee on Administrative and Budgetary Questions. The result of all these studies was passed to the Fifth (Administrative and Budgetary) Committee for review and for the preparation of a recommendation which would be considered by the General Assembly.

On February 27, 1957, the General Assembly adopted a resolution instructing the Secretary-General to apply the agreed base pay provisions, post adjustments and dependency allowances to staff serving at Headquarters and the European office of the United Nations, with effect from January 1, 1957, and to apply them as soon as practicable to other organs of United Nations effective on dates to be established by him. The resolution also authorized a review of pension remuneration for future consideration and action by the General Assembly. It agreed to amendments in the Staff Assessment Plan and to a broadening of the existing medical and hospital schemes. The resolution provided also for payment, as a transitional measure, of allowances to present staff where adjustments to the new scale would otherwise result in reductions. These allowances would eventually be eliminated according to a prescribed procedure. Salary scales were adopted in groups ranging through 7 classes, with class 1 applying to Geneva and class 5 to New York. The resolution recommended that the Specialized Agencies accept the class 1 scale for Geneva, class 2 for Rome, and class 4 for Paris and Montreal. During the discussions on this matter in the Fifth Committee, the Canadian Delegation intervened on several occasions, sometimes in disagreement with the majority on certain individual points. In particular, the Delegation opposed the decision of the Fifth Committee to put New York in class 5 rather than class 4 as recommended by the Salary Review Committee. Canada shared the misgivings of many members that this decision would seriously undermine progress towards the establishment of a uniform and equitable system applicable to as many United Nations organizations as possible. However, the resolution as adopted by the Assembly on February 27 was considered as a whole to be reasonably good; the vote on this resolution¹ was 66 in favour (including Canada), 9 against, with 2 abstentions.

¹General Assembly resolution 1095B (XI).

VII

LEGAL

International Court of Justice¹

Five states—Tunisia, Morocco, Sudan, Japan and Ghana—were admitted to the United Nations between the end of the tenth session on December 20, 1955 and the adjournment of the eleventh session of the General Assembly on March 8, 1957. Four of them became *ipso facto* parties to the Statute of the International Court of Justice (Japan was already a party to the Statute) bringing the total parties to the Statute to 85.

Elections

During the eleventh session of the General Assembly a by-election took place to fill the vacancy on the Court caused by the death in June 1956 of Judge Hsu Mo of China. On January 11, 1957, Mr. Wellington Koo of China was elected over eight other candidates, his closest contender being Mr. Shigeru Kuriyama of Japan.

Cases²

During the period under review the Court rendered two advisory opinions and dealt with six cases.

On June 1, 1956, the International Court of Justice gave an advisory opinion on the admissibility of hearings of petitioners by the Committee on South West Africa³. The Court was of the opinion that the admissibility of hearings was consistent with its advisory opinion of July 11, 1950⁴.

On October 23, 1956 the Court gave an advisory opinion on the validity of certain judgments of the Administrative Tribunal of the International Labour Organization (ILO). These judgments followed complaints made against the United Nations Educational, Scientific and Cultural Organization (UNESCO) by former employees whose contract of employment had not been renewed because of their refusal to appear before the International Employees Loyalty Board (a United States body). The Administrative Tribunal of the ILO ordered that the contracts of employment be renewed or damages paid. The Executive Board of UNESCO decided to challenge the competence of the ILO Administrative Tribunal before the International Court of Justice. On October 23, 1956 the Court gave its advisory opinion that the ILO Administrative Tribunal was competent to hear these complaints and that its ensuing judgments were no longer open for challenge.

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

²For greater detail see *International Court of Justice Year Book 1955-1956*, pp. 73 ff.

³See "South West Africa" above, pp. 103-105. See also *I.C.J. Year Book 1955-1956*, p. 79.

⁴See *I.C.J. Year Book 1949-1950*, p. 81. See also *Canada and the United Nations 1950*, pp. 128-131.

The following six contentious cases were before the Court:

(1) Portugal v India

On December 22, 1955, Portugal instituted proceedings against India in the matter of a right of passage claimed by Portugal over Indian territory between the Portuguese territory of Damao and the Portuguese enclaved territories of Drada and Nagar-Aveli and between each of the two last mentioned territories. Two decisions on points of procedure were issued by the Court on March 13 and November 27, 1956, but no ruling on the substantive issue has yet been given.

(2) France v Norway (Norwegian Loans Case)

This case was commenced on July 6, 1955 when France instituted proceedings before the Court against Norway in the matter of the payment of certain Norwegian loans. Three orders on points of procedure were issued by the Court on April 24, May 29, and September 28, 1956¹, but a ruling on the substantive issue has not yet been handed down.

(3) United States v Czechoslovakia

By an order of March 14, 1956 the Court decided that this case be removed from its list of cases because of the Czechoslovakian Government's non-acceptance of the jurisdiction of the Court. The proceedings had been instituted by the United States in respect of acts alleged to have been committed by Czech aircraft over the United States zone in Germany.

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

For reasons similar to those mentioned in the immediately preceding case, the Court issued an order on March 14, 1956 removing the case from its list. The case related to an aerial incident off Hokkaido, Japan involving U.S.S.R. and United States aircraft.

(5) and (6) United Kingdom v Argentina, and United Kingdom v Chile

On May 4, 1955 proceedings were instituted against Argentina and Chile by the United Kingdom concerning the dispute over the sovereignty over certain territories in Antarctica. By its orders of March 16, 1956 the Court removed the two cases from the list because neither Argentina nor Chile was prepared to accept the Court's jurisdiction.

International Law Commission²

Organization of the Commission

Article 2(1) of the Statute of the International Law Commission³ was amended at the eleventh session of the General Assembly to provide for an increase in the membership of the Commission from fifteen to twenty-one. This was thought necessary because of the admission of so many new members to the United Nations—sixteen countries having been admitted at the tenth session and five more during the eleventh session.

¹See *Canada and the United Nations 1954-1955*, p. 101.

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

³Document A/CN4/4 of February 2, 1949.

The Canadian view was that expansion of the Commission was not absolutely essential to ensure the representation on the Commission of the main forms of civilization and the principal legal systems of the world as provided by Article VIII of the Commission Statute, but the Canadian Delegation supported the expansion on the grounds that a larger Commission membership would enable it to accelerate its work.

At the conclusion of the discussions in the Sixth (Legal) Committee, the Chairman stated that there was a "gentleman's agreement"¹ that the six additional seats on the Commission should be allocated as follows: three to nationals from African and Asian members; one to a national from Western Europe; one to a national from Eastern Europe; and one, in alternation, to a national from Latin America and a national from those Commonwealth countries not otherwise included in any recognized grouping (i.e. Canada, Australia, New Zealand and South Africa). It was also understood that in respect of the existing fifteen seats the distribution as between the different forms of civilization and legal systems would be maintained: one seat to each of the five permanent members of the Security Council (China, France, the United Kingdom, the United States and U.S.S.R.); four to Latin America; three to Western Europe; one to Eastern Europe; and two to Africa and Asia.

Elections to the Commission

The term of office of existing members of the Commission was to terminate at the end of 1956. The election to fill these vacancies and those resulting from expansion of the Commission was held at the eleventh session of the General Assembly. The newly elected twenty-one members will serve for a period of five years with effect from January 1, 1957, and the following were elected:

Mr. Jean Spiropoulos (<i>Greece</i>)	Mr. Faris Bey El-Khoury (<i>Syria</i>)
Mr. Radhabinod Pal (<i>India</i>)	Mr. Armed Matine Daftary (<i>Iran</i>)
Mr. Luis Padilla Nervo (<i>Mexico</i>)	Mr. Milan Bartos (<i>Yugoslavia</i>)
Mr. Georges Scelle (<i>France</i>)	Dr. Abdullah El Erian (<i>Egypt</i>)
Mr. Gilberto Amado (<i>Brazil</i>)	Mr. A. E. F. Sandstrom (<i>Sweden</i>)
Mr. Douglas Lyman Edmonds (<i>United States</i>)	Dr. Kisaburo Yokota (<i>Japan</i>)
Mr. Francisco V. Garcia Amador (<i>Cuba</i>)	Mr. Roberto Ago (<i>Italy</i>)
Mr. Jaroslav Zourek (<i>Czechoslovakia</i>)	Mr. Thanat Khoman (<i>Thailand</i>)
Sir Gerald Gray Fitzmaurice (<i>United Kingdom</i>)	Mr. Shusi Hsu (<i>China</i>)
Mr. Grigory Q. Tunkin (<i>U.S.S.R.</i>)	Mr. J. P. A. Francois (<i>Netherlands</i>)
	Mr. Alfred von Verdross (<i>Austria</i>)

Professor Roberto Ago of Italy, who was elected to the Commission had been nominated by Canada among others; Canada also nominated U. Myint Thein of Burma but he was not elected.

¹Report of the Rapporteur. Document A/3427.

Codification Projects—The Law of the Sea

At its ninth session the General Assembly had requested the International Law Commission to complete its study of the high seas, territorial sea and related subjects in time for its report to be considered at the eleventh session of the General Assembly¹. In the report of its eighth session², the International Law Commission set out its final report on the law of the sea. The report consists of seventy-three draft articles adopted by the Commission, together with a commentary on each article. The articles are arranged as follows:

Part I: Territorial Sea (Articles 1-25)

Section I General Regime (Articles 1-2)

Section II Limits of territorial sea (Articles 3-14)

Section III Right of innocent passage (Articles 15-25)

Part II: High Seas (Articles 26-73)

Section I General Regime (Including Navigation, Fishing and Submarine cables, etc.) (Articles 26-65)

Section II Contiguous Zone (Article 66)

Section III Continental Shelf (Articles 67-73)

The Commission recommended that "the General Assembly should summon an international conference of plenipotentiaries to examine the law of the sea, taking account not only of the legal but also of the technical, biological, economic and political aspects of the problem, and to embody the results of its work in one or more international conventions or such other instruments as it may deem appropriate".

In the discussion of the Commission's report, delegations restricted themselves for the most part to expressing their views on the proposal to call an international conference and to a general statement of position on matters dealt with by the Commission's report. These general statements gave prominence to the question of the breadth of the territorial sea and the related question of the jurisdiction over off-shore fisheries.

The Canadian position on the breadth of the territorial sea was stated by the Canadian Representative in the Sixth (Legal) Committee as follows:

"Canada, like many other maritime states, has for many years adhered to the three-mile limit for the territorial sea . . . The Canadian Delegation believes that the three-mile limit is not adequate for all purposes. In particular it is not adequate for the enforcement of customs, fiscal and sanitary regulations. It is also not adequate for the protection and control of fisheries. The Commission has already recommended a contiguous zone of not more than twelve miles from the baseline from which the territorial sea is measured for the purpose of exercising the necessary control in the enforcement of customs, fiscal or sanitary regulations. For Canada it is of fully as great importance that the

¹See *Canada and the United Nations 1954-55*, p. 103.

²Document A/3159.

rules of international law should provide adequately for the regulation and control of fisheries off the coasts of any state. One way of providing this would be by accepting, for general application, the twelve-mile breadth for territorial waters. That would allow complete fishery, customs, fiscal and sanitary control and regulation within that limit. It would exclude the fishermen of other countries from the twelve-mile coastal area. My Government recognizes, however, that a general extension of the breadth of the territorial sea to twelve miles could have consequences of importance with regard to the freedom of sea and air navigation. Freedom of the seas is of common benefit and clearly the principle must be given due consideration in dealing with the problem. Instead of having a general adoption of the twelve-mile breadth for the territorial sea an alternative approach which would not affect the rights of navigation either by sea or by air would be to agree on a contiguous zone of twelve miles as recommended by the International Law Commission, but with the modification that it should cover fisheries as well. To be acceptable to Canada, the rights over fisheries accorded by such a zone would have to be as complete as those that would be afforded to the coastal state if territorial waters were extended to twelve miles. Recognition of a zone of this kind and on this basis would solve in part conservation problems by placing within the control of coastal states areas containing fishery resources on which local populations are dependent. It would help greatly in the solution of administrative problems connected with fisheries by allowing the coastal state to regulate the fishing activities of its nationals without the complications resulting from an international fishery. It would, moreover provide for the problems of customs, fiscal and sanitary regulations which are of great importance now and which will undoubtedly take on added importance in future years."

The position of other states regarding the breadth of the territorial sea ranged from that of such states as the United Kingdom and the United States which favour the three-mile rule, to that of the U.S.S.R. and some Latin American states such as Chile and Ecuador which contend that a state should have the right to determine within reasonable limits the breadth of its own territorial sea.

There was virtual unanimity in the view that the coastal state has a special interest in the living resources of the sea in areas contiguous to its shores. However there was no general agreement on the extent of a coastal state's rights to exploit the living resources of the sea in areas contiguous to its shores. The Commission, according to its rapporteur, Professor J. P. A. François of the Netherlands, has become convinced that the claims to far-reaching extensions of the territorial sea were inspired less by the desire of coastal states to increase the area within which their nationals enjoyed exclusive fishing rights than by their anxiety to prevent over-fishing in the seas off their coasts. The Commission had sought to meet this problem by proposing that the coastal state be enabled to take the measures necessary for the conservation of fisheries in these waters subject to recourse to a fully satisfactory arbitral procedure in the event of disputes with other interested states. Some states such as the United Kingdom and the United States argued that the recommendations of the International Law Commis-

sion on fishing gave adequate recognition to the interests of a coastal state in conserving off-shore fisheries. Other states, particularly some of the Latin American states such as Chile, Peru and Ecuador, argued that the interests of the coastal state in the living resources of the sea contiguous to its coasts required that the coastal state have the right to apply to foreign nationals as well as its own nationals, regulations designed to safeguard fisheries in those areas.

The Canadian proposal assumes there might be more likelihood of agreement on the question of the breadth of the territorial sea if this could be separated from the problem of the regime for the exploitation of the resources of the sea and if some general agreement were worked out on this latter question. Under the Canadian proposal the coastal state would have exclusive control over fisheries, including the right to exclude foreign nationals from the fisheries, within the twelve-mile limit. Beyond the twelve-mile limit a regime along the general lines proposed by the Commission would be desirable. It is the Canadian view as communicated to the Secretary-General¹ that this general regime for fishing which would apply outside the twelve-mile limit should be subject to the so-called "abstention principle". This principle recognizes that a special case exists where countries through research, regulation of their own fishermen and other activities have restored or developed or maintained a particular fishery, and that additional states which have not heretofore participated in the fishery should abstain from entering the fishery so long as it is fully utilized and conservation measures based on scientific research are continued.

At the conclusion of its discussions the General Assembly decided, in accordance with the recommendation of the Commission, to convoke an international conference early in March 1958 to examine the law of the sea. This proposal was adopted by a vote of 67 in favour (including Canada), 1 against, with 3 abstentions. The conference will meet in either Rome or Geneva as the Secretary-General may decide.

To advise the Secretary-General on the preparations for the conference, a committee of ten experts has been established. These experts are nationals of the following member states: Australia, Chile, Cuba, Czechoslovakia, Egypt, India, Mexico, Netherlands, the United Kingdom and the United States. They met in February 1957 and will meet again in the autumn.

Definition of Aggression

The special committee² studying this question and attempting to draft a definition of aggression met at United Nations Headquarters in New York from October 8 to November 9, 1956. The special committee had been requested to submit a detailed report on the matter. The report of the committee³ outlines the history of the question of defining aggression, surveys the discussion in the Sixth (Legal) Committee at the ninth session of the General Assembly, and sets out the discussion in the special com-

¹Document A/CN4/99/Add. 7.

²See *Canada and the United Nations 1954-55*, p. 105.

³The special committee's preliminary report is set out in Document A/AC 77/L13 of January 18, 1957.

mittee and the draft definitions submitted to it. The committee decided not to put the draft definitions to a vote but to transmit them with its report to the General Assembly. Consideration of the committee's report at the eleventh session of the General Assembly was postponed since the committee had only just reported and there had been insufficient time for governments to consider the report. It is anticipated that the special committee's report will be considered at the twelfth session of the General Assembly.

Two related questions—the drafting of an international criminal code of offences against the peace and security of mankind, and the drafting of a convention on international criminal jurisdiction, which had been placed on the provisional agenda of the eleventh session, were also postponed¹. At the ninth session of the General Assembly in 1954 it had been decided to postpone consideration of the draft code until the special committee studying the definition of aggression had submitted its report. This was done because the draft code raises problems closely related to that of the definition of aggression. For similar reasons the question of international criminal jurisdiction had been postponed until the General Assembly had taken up the report of the special committee and the draft code of offences against the peace and security of mankind.

Statelessness

At its sixth session in 1954 the International Law Commission adopted a draft Convention on the Reduction of Future Statelessness and also a draft Convention on the Elimination of Future Statelessness². The General Assembly in 1954 considered these draft conventions³ and invited governments to give early consideration to the merits of having a multilateral convention on the elimination or reduction of future statelessness, and expressed its desire that an international conference be convened to conclude such a convention as soon as at least twenty states had signified their willingness to attend. Up to October 1956 eighteen states⁴ had so signified.

The Canadian position is that, should a conference be convened, Canada would be represented and would be prepared to sign a multilateral Convention on the Reduction of Future Statelessness in the terms of the draft convention with some modifications. Since Canada believes that there are certain circumstances under which there is justification for retaining the right of deprivation of citizenship, Canada would not be prepared to become a party to a multilateral Convention on the Elimination of Future Statelessness so long as the convention contained provisions which would prohibit the deprivation of citizenship where statelessness would result.

¹See *Canada and the United Nations 1954-55*, pp. 106-108.

²For the texts of these two draft Conventions see General Assembly document A/2693.

³See *Canada and the United Nations, 1953-54*, p. 53; see also Report of the Secretary-General document A/3189.

⁴These states were: Belgium, Denmark, El Salvador, France, Federal Republic of Germany, India, Israel, Lebanon, Monaco, Netherlands, Norway, Spain, Sweden, Switzerland, Turkey, United Kingdom, Yugoslavia and Luxembourg.

Appendix I

Membership of the United Nations and Important United Nations Bodies at March 8, 1957

United Nations

Afghanistan
Albania
Argentina
Australia
Austria
Belgium
Bolivia
Brazil
Bulgaria
Burma
Byelorussian S.S.R.
Cambodia
Canada
Ceylon
Chile
China
Colombia
Costa Rica
Cuba
Czechoslovakia
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
Ghana
Greece
Guatemala
Haiti
Honduras
Hungary
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Laos
Lebanon
Liberia
Libya
Luxembourg
Mexico
Morocco
Nepal
Netherlands
New Zealand

Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Poland
Portugal
Romania
Saudi Arabia
Spain
Sudan
Sweden
Syria
Thailand
Tunisia
Turkey
Ukrainian S.S.R.
Union of South Africa
U.S.S.R.
United Kingdom
United States
Uruguay
Venezuela
Yemen
Yugoslavia

Security Council

Permanent

Members

China
France
Union of Soviet Socialist Republics
United Kingdom
United States

Non-Permanent

Members (2-year term)

Serving until December 31, 1956:

Belgium

Iran

Peru

Serving until December 31, 1957:

Australia

Cuba

Yugoslavia (served during 1956 only)

Philippines (serving during 1957 only)

Serving until December 31, 1958:

Colombia

Iraq

Sweden

Economic and Social Council (3-year term)

Serving until December 31, 1956:

Czechoslovakia

Ecuador

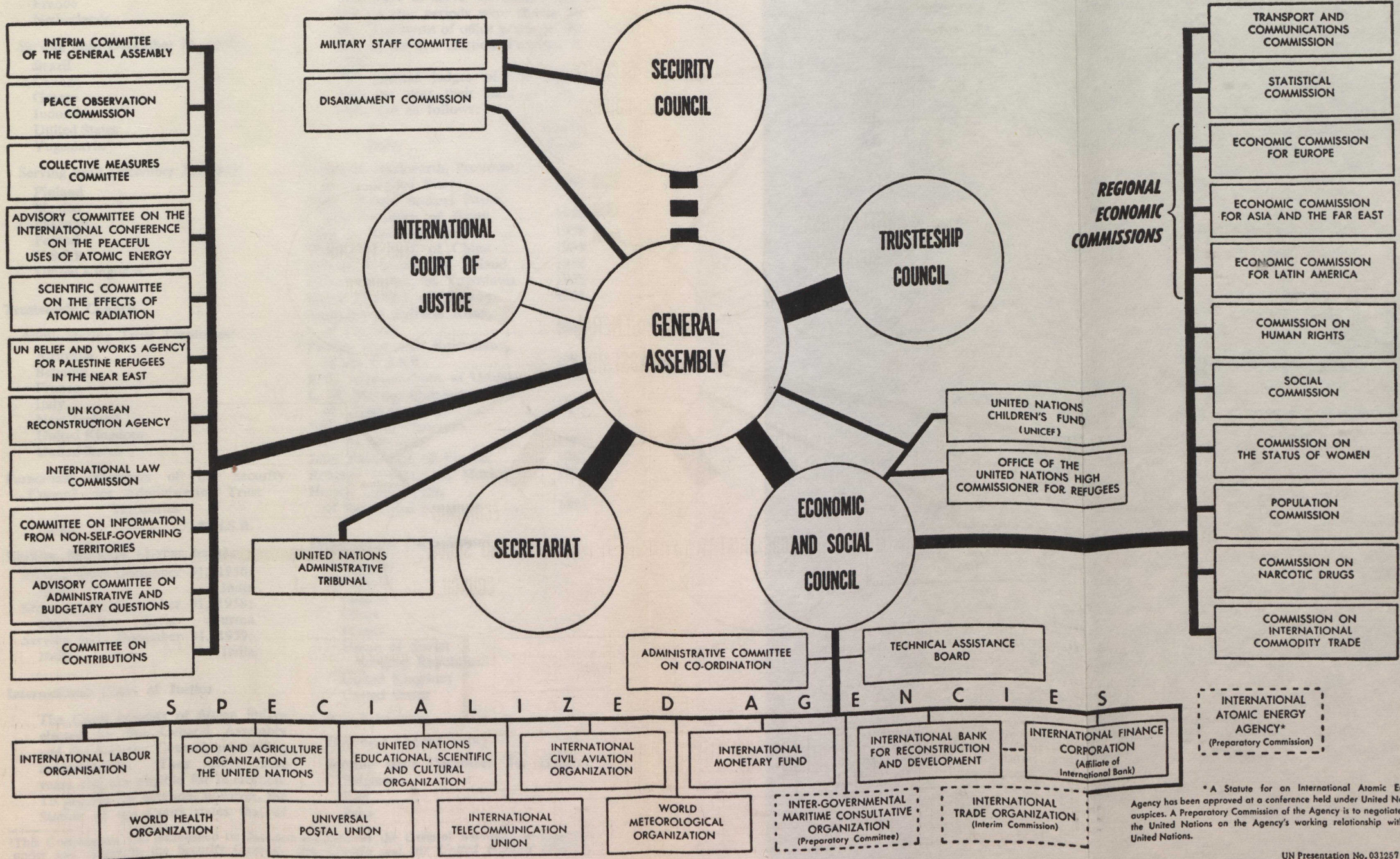
Norway

Pakistan

U.S.S.R.

United Kingdom

ORGANS OF THE UNITED NATIONS



* A Statute for an International Atomic Energy Agency has been approved at a conference held under United Nations auspices. A Preparatory Commission of the Agency is to negotiate with the United Nations on the Agency's working relationship with the United Nations.

Serving until December 31, 1957:

Argentina
China
Dominican Republic
Egypt
France
Netherlands

Serving until December 31, 1958:

Brazil
Canada
Greece
Indonesia
United States
Yugoslavia

Serving until December 31, 1959:

Finland
Mexico
Pakistan
Poland
U.S.S.R.
United Kingdom

Trusteeship Council

Administering Trust Territories:

Australia
Belgium
France
Italy
New Zealand
United Kingdom
United States

Permanent Members of the Security Council not Administering Trust Territories

China U.S.S.R.

Elective Members (3-year term):

Serving until December 31, 1956:
Haiti India
Serving until December 31, 1958:
Guatemala Syria Burma
Serving until December 31, 1959:
Haiti India

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
Wellington Koo, 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 Commission¹

Permanent Members²
Canada
China
France
Union of Soviet Socialist Republics
United Kingdom
United States

Non-Permanent

Members (2-year term)

Serving until December 31, 1956:
Belgium
Iran
Peru

¹This 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 1951-52*, Appendix 5, pp. 157-158.

²The sub-committee of the Disarmament Commission is composed of representatives of five countries: Canada, France, U.S.S.R., U.K. and U.S.A.

Serving until December 31, 1957:

Australia
Cuba
Yugoslavia (served during 1956 only)
Philippines (serving during 1957 only)

Serving until December 31, 1958:

Colombia
Iraq
Sweden

Appendix II

Principal Meetings of the United Nations and Specialized Agencies, January 1, 1956 to March 8, 1957 and Canadian representation at the eleventh session and emergency sessions of the General Assembly

General Assembly

First emergency special session, New York

November 1-10, 1956. Representatives: —Hon. L. B. Pearson, Secretary of State for External Affairs; Dr. R. A. MacKay, Permanent Representative of Canada to the United Nations. Alternate Representative: Mr. J. W. Holmes. *Second emergency special session*, New York

November 4-10, 1956. Representatives: Hon. L. B. Pearson, Secretary of State for External Affairs; Dr. R. A. MacKay, Permanent Representative of Canada to the United Nations. Alternate Representative: Mr. J. W. Holmes. *Eleventh regular session*, New York

November 12, 1956-March 8, 1957 (adjourned). Representatives: Chairman of the Delegation: Hon. L. B. Pearson, Secretary of State for External Affairs; Vice-Chairman: Hon. R. Pinard, Secretary of State; Mr. L. Cardin, M.P. Parliamentary Assistant to the Secretary of State for External Affairs; Senator D. A. Croll; Dr. R. A. MacKay, Permanent Representative of Canada to the United Nations. Alternate Representatives: Mrs. M. A. Shipley, M.P.; Mr. G. Legaré, M.P.; Mr. J. W. Holmes; Mr. F. H. Soward; Mr. S. D. Pollock; Special Adviser: Miss K. E. Bowlby.

Economic and Social Council

Twenty-first session, New York, April 17-May 4, 1956.

Twenty-second session, Geneva, July 9-August 9, 1956.

Resumed *Twenty-second session*, New York, December 17-21, 1956.

Trusteeship Council

Seventeenth session, New York, February 7-April 6, 1956.

Eighteenth session, New York, June 7-August 14, 1956.

Sixth special session, New York, December 10-18, 1956.

Food and Agriculture Organization

The *Conference* meets every second year and will meet in 1957.

Third special session of the Conference, Rome, September 10-21, 1956.

International Civil Aviation Organization

Tenth session of the Assembly, Caracas, June 19-July 16, 1956.

International Labour Organization

Thirty-ninth session of the General Conference, Geneva, June 6-28, 1956.

International Telecommunications Union

The *Plenipotentiary Conference* is held every fifth year and will meet in 1957.

United Nations Educational, Scientific and Cultural Organization

Ninth session of the General Conference, New Delhi, November 5-December 5, 1956.

Universal Postal Union

The *Universal Postal Congress* is held every fifth year and will meet in 1957 in Ottawa.

World Health Association

Ninth World Health Assembly, Geneva, May 8-25, 1956.

World Meteorological Organization

The *Congress* is held every fourth year and will meet again in 1959.

Appendix III

Non-Governmental Organizations in Consultative Status with the Economic and Social Council (ECOSOC)

Category A¹

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 B²

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.
 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.

¹Organizations 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.

²Organizations 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.

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—
 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, 171 other organizations are now on the Register¹ for *ad hoc* consultations.

Appendix IV

Regular Administrative Budgets of the United Nations and Specialized Agencies² and Canadian Assessments

	Administrative Budgets			Canadian Assessments		
	1955	1956	1957	1955	1956	1957
	(Appropriations) (Gross)			(Gross)		
(In Thousands of United States Dollars) ³						
United Nations....	46,964 ⁴	48,566 ⁴	48,808 ⁴	1,439	1,596	1,159
FAO.....	6,000	6,600	6,800	335	298	306
ICAO.....	3,223	3,313	3,568	126	128	130
ILO.....	7,083	7,488	7,618	278	268	275
ITU.....	1,448	1,698	1,607 ⁵	41	58	43 ⁵
UNESCO.....	9,819	10,786	11,651	263	291	342
UPU.....	484	499	661 ⁵	13	17	23 ⁵
WHO.....	9,500	10,203	10,345	300	327	383
WMO.....	420	399	425	8	10	10
Totals.....	84,941	89,552	91,483	2,803	2,993	2,671

¹See *Report of the ECOSOC*, Supplement No. 3 (A/3154) 1956, pp. 78-9, for a list of non-governmental organizations on the Register of the Secretary-General.

²Exclusive of the International Bank for Reconstruction and Development and the International Monetary Fund, whose operations are financially self-sustaining.

³Because 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.

⁴After the approval of the 1957 amount, provision was made for a supplementary appropriation of \$2.01 million. Such supplementary estimates amounted to \$3.3 million for 1955 and \$2.12 million for 1956.

⁵These are estimated figures only.

Appendix V

Budget Appropriations of the United Nations for the financial years 1956 and 1957

Section	Dollars (U.S.)	
	1956 ¹	1957 ²
1. The General Assembly, commissions and committees	457,500	556,850
2. The Economic and Social Council, commissions and committees	107,500	144,600
(a) Permanent Central Opium Board and the Drug Supervisory Body	29,400	29,400
(b) Regional economic commissions	37,000	77,500
3. The Trusteeship Council, commissions and committees	50,000	50,000
4. Special missions and related activities	1,991,450	1,785,000
(a) United Nations Field Service	584,600	768,700
5. Offices of the Secretary-General	2,037,100	2,127,400
(a) Office of Under-Secretaries without Department	137,900	214,400
6. Department of Political and Security Council Affairs	555,200	577,000
(a) Secretariat of the Military Staff Committee	107,500	112,000
7. Department of Economic and Social Affairs	3,265,900	3,455,000
8. Department of Trusteeship and Information from Non-Self-Governing Territories	735,000	796,000
9. Department of Public Information	2,488,600	2,323,400
(a) Visitors' Service	400,000	— ³
10. Department of Conference Services	6,241,400	6,543,000
(a) Library	483,500	514,400
11. Office of General Services	3,000,000	2,945,000
12. Temporary assistance and consultants	493,000	527,500
13. Travel of staff	1,170,000	1,070,500
14. Common staff costs	3,273,600	3,354,300
15. Common services	3,645,700	3,819,800
16. Permanent equipment	165,000	250,000
17. European Office of the United Nations (excluding direct costs, Joint Secretariat of the Permanent Central Opium Board and the Drug Supervisory Body)	4,932,730	4,986,600
Joint Secretariat of the Permanent Central Opium Board and the Drug Supervisory Body	65,970	68,700
18. Office of the United Nations High Commissioner for Refugees	685,000	766,500
19. Information Centres (other than the information services, European Office of the United Nations)	940,000	1,203,500
20. Secretariat of the Economic Commission for Asia and the Far East	1,198,200	1,524,300
21. Secretariat of the Economic Commission for Latin America	1,015,100	1,206,200
22. Special payments under the Staff Regulations	50,000	50,000
23. Hospitality	20,000	20,000
24. Contractual printing (excluding Permanent Central Opium Board and the Drug Supervisory Body)	1,382,460	1,383,925
Permanent Central Opium Board and the Drug Supervisory Body	9,440	9,975
25. Technical Assistance Administration	386,700	386,700
26. Economic Development	479,400	479,400

¹The 1956 total shown below was increased by a supplementary estimate amounting to \$2,117,000 making the final figure for the 1956 budget \$50,683,350.

²After the approval of the 1957 amount shown below provision was made for a supplementary appropriation of \$2,008,050 making the revised budget appropriations for 1957 the figure of \$50,815,700.

³It has been decided by the General Assembly that the costs of the Visitors' Service are to be charged directly to the revenue from this activity.

Section	Dollars (U.S.)	
	1956 ¹	1957 ²
27. Social activities	1,000,000	925,000
(a) Human Rights activities	50,000	55,000
28. Public Administration	145,000	300,000
29. Transfer of the assets of the League of Nations to the United Nations	649,500	649,500
30. Amortization of the Headquarters construction loan	2,000,000	2,000,000
31. Joint Staff Pension Board and United Nations Pension Committee	106,000	133,600
32. The International Court of Justice	620,000	617,000
33. International Conference on the Peaceful Uses of Atomic Energy	961,000	—
34. Increased cost-of-living adjustments at Headquarters	413,000	—
Grand Totals	48,566,350	48,807,650

Appendix VI

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

Fiscal Year 1956

	United Nations	FAO	ICAO ¹	ILO	UNESCO	WHO ¹	WMO ¹
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	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 ²	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	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	1.18
Belgium.....	1.38	1.75	1.73	1.43	1.25	1.25	1.54

Fiscal Year 1957

United States of America.....	33.33	31.50	33.33	25.00	31.30	29.96	15.35
U.S.S.R.....	13.96	—	—	10.00	13.11	9.86	6.10
United Kingdom.....	7.81	10.87	9.67	10.44	7.33	9.34	5.75
France.....	5.70	7.91	7.40	6.18	5.35	5.59	4.13
China.....	5.14	—	.67	3.04	4.83	5.37 ²	2.87
German Federal Republic.....	—	5.85	4.53	4.35	3.94	3.57	4.31
Canada.....	3.15	4.61	4.20	3.60	2.93	3.71	2.42
India.....	2.97	4.13	2.87	3.38	2.79	3.01	2.87
Italy.....	2.08	2.88	2.53	2.48	1.95	2.01	2.51
Japan.....	— ³	2.75	2.33	2.00	1.84	1.80	2.60
Ukrainian S.S.R.....	1.85	—	—	1.00	1.74	1.30	1.53
Australia.....	1.65	2.29	2.40	1.92	1.55	1.69	2.06
Poland.....	1.56	—	1.67	1.24	1.46	1.23	1.16
Belgium.....	1.27	1.75	1.53	1.42	1.19	1.25	1.52

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

²China no longer considers itself a member of WHO but is still regarded as a member of the Organization.

³A decision as to the percentage assessments on this member state has been deferred.

Appendix VII

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 Étudiants de l'Université de Montréal, Montréal; University of Manitoba Bookstore, Winnipeg; 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 Alberta (English printed documents).

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; also English and French mimeographed documents).

McGill University (English printed documents).

Laval University (French printed documents).

Dalhousie University (English printed documents).

University of Montreal (French printed and mimeographed documents).

University of New Brunswick (English printed documents).

Canadian Institute of International Affairs, Toronto (English printed and mimeographed documents).

The United Nations Association in Canada, 237 Queen 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 VIII

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 1956 and for the portion of 1957 reviewed by this work of reference:

1. *Canada and the United Nations 1954-55*, 118 pp.: printed, Queen's Printer, Ottawa, Canada; 50 cents (French edition out of print; English edition still available). Editions for the years 1946, 1947, 1948, 1949, 1950, 1951-52, 1952-53 and 1953-54 are still available from the Queen's Printer at 50 cents each although the English edition for 1946 is out of print.
2. *Statements and Speeches*
(Obtainable from the Information Division,
Department of External Affairs, Ottawa)
 - 56/1 *The Middle East*. Statement by Mr. L. B. Pearson in the House of Commons on January 24, 1956.
 - 56/2 *Foreign Policy Statement* by Mr. L. B. Pearson in the House of Commons on January 31, 1956.
 - 56/7 *Speech* by Mr. Paul Martin at Quebec on March 19, 1956 on Canada's Role in the United Nations.
 - 56/17 *Recent Developments in Disarmament*. Address by Mr. Paul Martin at Windsor on Windsor on June 18, 1956.

- 56/18 Some Aspects of Canadian Foreign Policy. Statement by Mr. L. B. Pearson in the House of Commons on August 1, 1956.
- 56/22 Middle East. Statement by Mr. L. B. Pearson at the United Nations on November 2, 1956.
- 56/23 Middle East. Statement by Mr. L. B. Pearson at the United Nations on November 3, 1956.
- 56/24 The International Situation. Address by the Rt. Hon. L. S. St. Laurent on November 4, 1956.
- 56/25 The Situation in Hungary. Statement by Mr. L. B. Pearson at the United Nations on November 4, 1956.
- 56/26 Recent Developments in International Affairs. Address by the Rt. Hon. L. S. St. Laurent on November 15, 1956.
- 56/27 Hungarian Situation. Statement at the United Nations on November 9, 1956.
- 56/28 Far Eastern Policies. Speech by Mr. L. B. Pearson in Harriman, New York on November 15, 1956.
- 56/30 The Situation in Hungary. Statement by Mr. L. B. Pearson at the United Nations on November 19, 1956.
- 56/31 The Role of UNESCO. Statement at the UNESCO General Conference, New Delhi on November 10, 1956.
- 56/32 The Middle East. Statement by L. B. Pearson at the United Nations on November 7, 1956.
- 56/33 The Middle East. Statement by Mr. L. B. Pearson at the United Nations on November 23, 1956.
- 56/34 The Middle East. Address by Mr. L. B. Pearson on November 25, 1956.
- 56/37 Hungarian Refugees. Statement by Mr. J. W. Pickersgill in the House of Commons on November 28, 1956.
- 56/38 Review of International Affairs. Statement at the United Nations on December 5, 1956.
- 56/41 U.S.S.R. and Hungary. Statement at the United Nations on December 10, 1956.
- 57/1 India and the UNESCO Conference. Address in New Delhi on December 5, 1956.
- 57/2 Canadian Foreign Policy. Statement by Mr. L. B. Pearson in the House of Commons on January 14, 1957.
- 57/4 Reunification of Korea. Statement in the United Nations on January 4, 1957.
- 57/5 Economic Development of Under-developed countries. Statement at the United Nations on January 8, 1957.
- 57/6 Question of Race Conflict in South Africa. Statement at the United Nations on January 16, 1957.
- 57/7 Middle East. Statement by Mr. L. B. Pearson at the United Nations on January 18, 1957.
- 57/8 Disarmament. Statement by Mr. L. B. Pearson at the United Nations on January 21, 1957.
- 57/9 Problems in the Middle East. Statement by Mr. L. B. Pearson at the United Nations on January 29, 1957.
- 57/11 Requirements for Middle East Settlement. Statement by Mr. L. B. Pearson at the United Nations on February 2, 1957.
- 57/13 Algeria. Statement at the United Nations on February 8, 1957.
- 57/14 Cyprus. Statement at the United Nations on February 19, 1957.
- 57/15 Palestine Refugees. Statement at the United Nations on February 20, 1957.
- 57/17 Middle East. Statement by Mr. L. B. Pearson at the United Nations on February 26, 1957.
- 57/18 West New Guinea. Statement at the United Nations on February 27, 1957.
- 57/19 Soviet Complaint of United States Interference in Eastern Europe. Statement at the United Nations on February 27, 1957.
- 57/20 Israeli Intention to Withdraw. Statement by Mr. L. B. Pearson at the United Nations on March 4, 1957.
- 57/21 United Nations Day. An address by Mr. L. B. Pearson in Ottawa on February 19, 1957.

- 57/22 Canada's Position in the Middle East. Statement by Mr. L. B. Pearson in the House of Commons on March 15, 1957.
- 57/23 The Functions of UNEF. Statement by Mr. L. B. Pearson in the House of Commons on March 22, 1957.

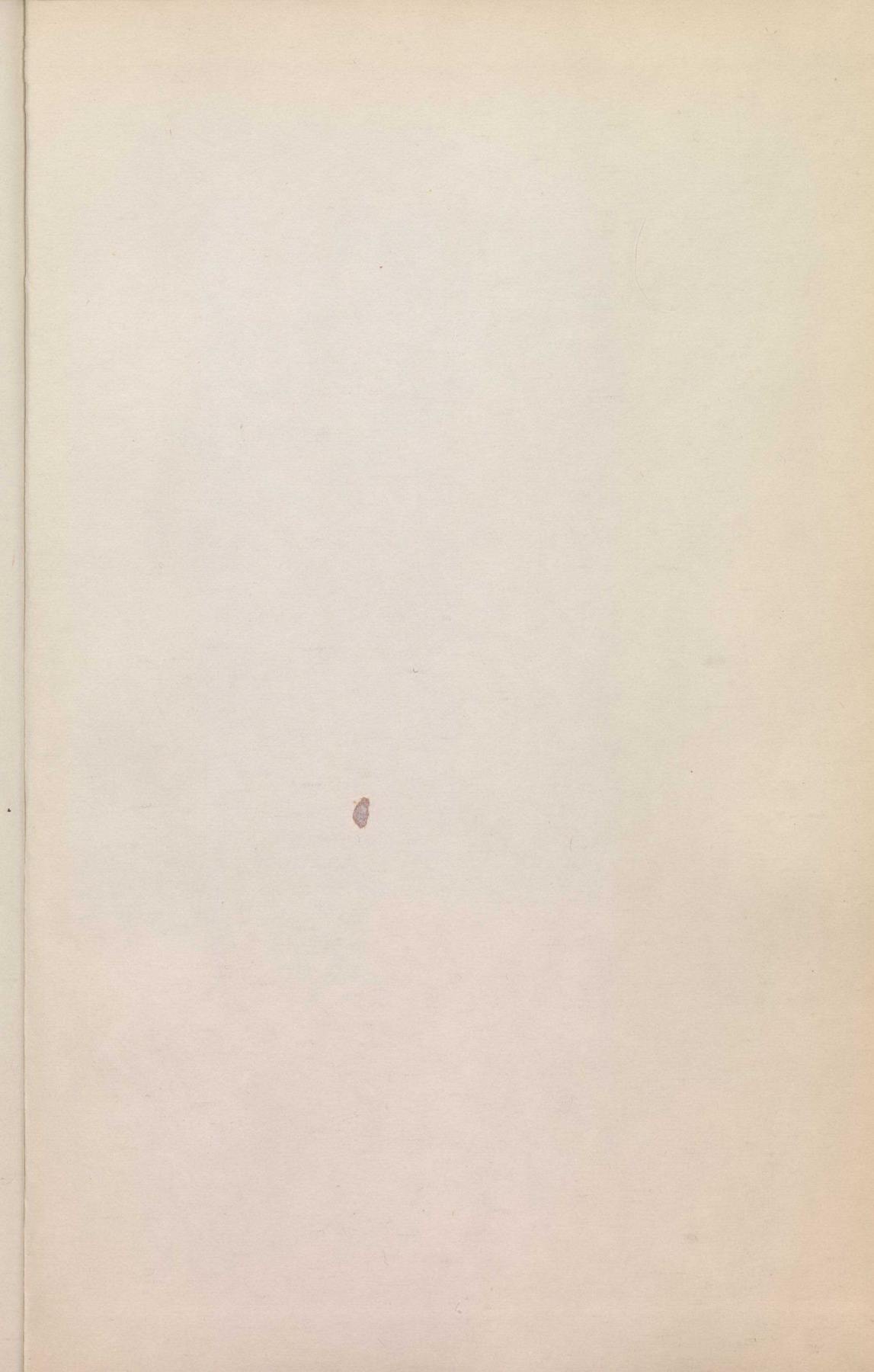
3. Supplementary Papers

(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 *Statement 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.



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