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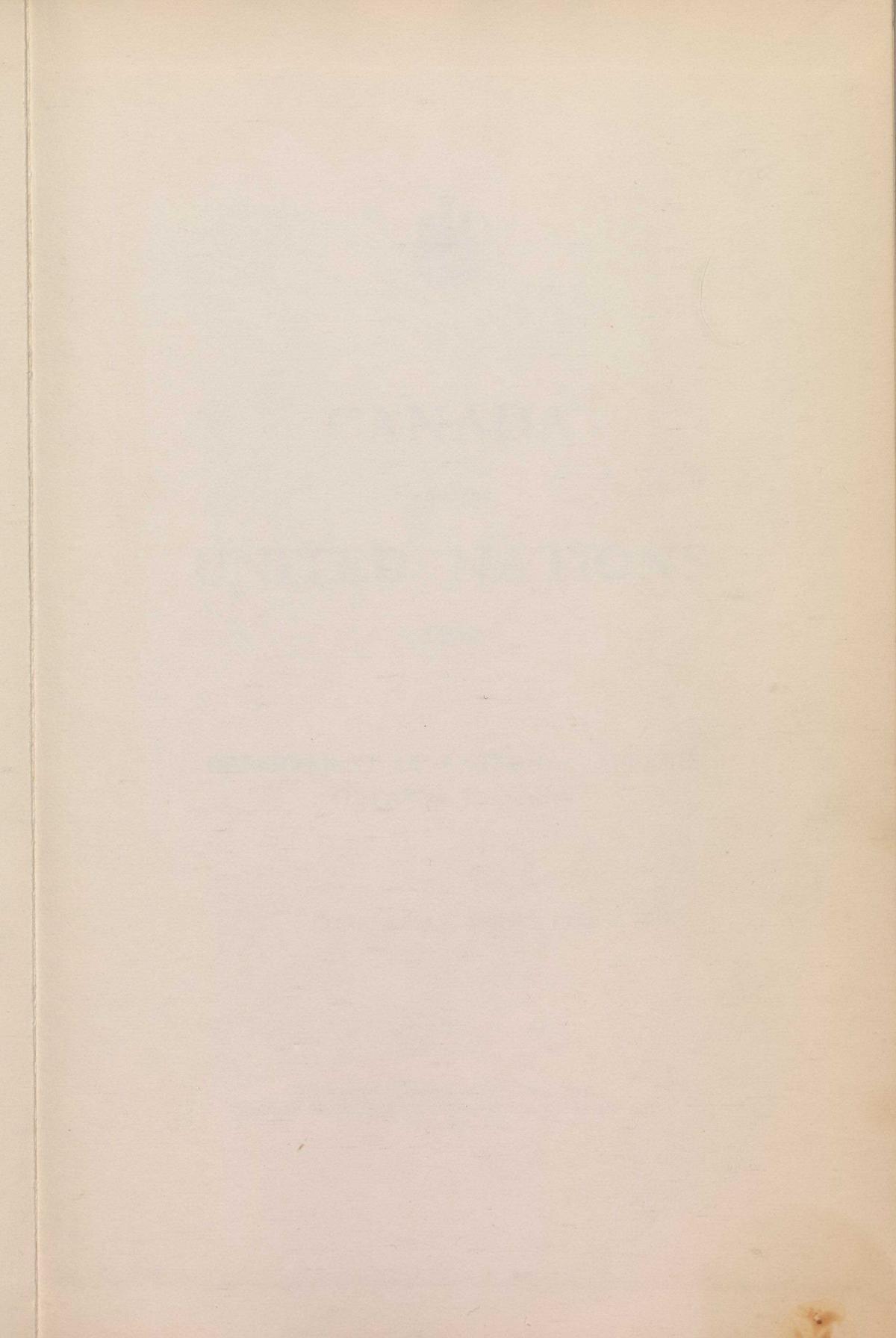
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DEPARTMENT OF EXTERNAL AFFAIRS
OTTAWA, CANADA

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FOREWORD

This volume, the latest of a series, adds one more chapter to the history of the development of the United Nations as seen through Canadian eyes.

The basic aims of Canadian foreign policy, in which I include the prevention of war and safeguarding of our national security, the maintenance of existing friendly ties, the improvement of relations with all countries, and the development of international trade and world prosperity, are all furthered in a special way through Canadian participation in the various activities of the United Nations.

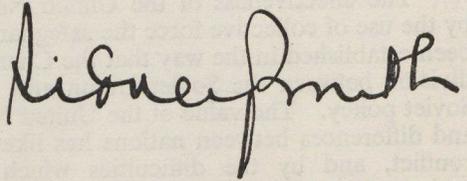
The effectiveness of the United Nations as an instrument for ensuring by the use of collective force the safeguarding of international peace has never been established in the way that the Charter envisaged because of the political division between the Soviet Union and its supporters and the opponents of Soviet policy. The value of the United Nations in the conciliation of disputes and differences between nations has likewise been affected by the East-West conflict, and by the difficulties which present themselves for individual nations when conflicting national interests require in the international interest to be resolved. To admit these limitations is merely to face the facts of international life. The United Nations' record nevertheless includes significant achievements in the cause of peace. The United Nations remains a unique and indispensable instrument of international diplomacy which has achieved important results in all of the various spheres of activity for which it was created.

Canadian participation in the debates in United Nations bodies and in United Nations activities provides an exceptional method of becoming informed in detail of the views of other nations and of the importance which they attach to various aspects of their foreign policies. Canada must take into account the views of other nations as made known in the United Nations and at the same time is enabled to make known its own views on a wide range of international problems and to exert its influence for their acceptance. Diplomatic exchanges between nations in furtherance of the national interest are carried out in many other ways, but these have a special importance in the United Nations because of the very nature of its multilateral discussions and their influence on the formation of governmental policies and upon public opinion throughout the world.

In the record of United Nations activities set out in the following pages we find cause for disappointment in the failure to achieve significant progress in disarmament. Political controversies which have long disturbed international relations continue in an acute form with little apparent progress being made towards their settlement. The United Nations condemnation of the Soviet Union for its repression of the Hungarian people's heroic struggle for liberty has been ineffectual. As the nations of the world have not been able to agree upon a system for the just settlement of all disputes we must await for the solution of many problems a change in the policies of governments. The task of the United Nations to effect such changes and to find a basis for mutual agreement will require long and patient effort.

Great scientific achievements and technological progress have brought to mankind in our age a greater power for destruction than he has ever before

possessed. Scientific discovery has also brought new blessings and opened up tremendous possibilities for further progress in the improvement of standards of living throughout the world. These developments have brought an increasing appreciation of the interdependence of nations in our modern world. We must set this in the balance as against the difficulties which still exist in achieving that international co-operation for which the Charter of the United Nations provides. We cannot expect these difficulties to be quickly resolved but we must face them with courage and with confidence in the ability of man to guide his destiny towards a better world.



*Secretary of State
for External Affairs*

Ottawa, June, 1958.

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
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
IAEA	—	International Atomic Energy Agency
IBRD	—	International Bank for Reconstruction and Development
ICAO	—	International Civil Aviation Organization
IFC	—	International Finance Corporation
ILO	—	International Labour Organization
IMCO	—	Inter-Governmental Maritime Consultative Organization
IMF	—	International Monetary Fund
ITO	—	International Trade Organization
ITU	—	International Telecommunication Union
OEEC	—	Organization for European Economic Co-operation
OTC	—	Organization for Trade Co-operation
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
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

EDITORIAL NOTE

The present volume, the eleventh in the *Canada and the United Nations* series, reports on the twelfth session of the United Nations General Assembly which was held from September 17 to December 14, 1957 and other United Nations activities during the calendar year 1957. The tenth volume of *Canada and the United Nations 1956-57* contains a full account of the eleventh session of the General Assembly, which took

place from November 12, 1956 to March 8, 1957, and the current volume does not describe events at that session.

Canada and the United Nations is intended as a reference work in which special attention is given to Canadian policy in United Nations matters. Limitation of space prevents the reproduction in this volume of the full texts of Canadian statements but Appendix IX lists the texts and documents available upon request to the Department of External Affairs.

For the assistance of readers a chart, published by courtesy of the Department of Public Information of the United Nations, shows the principal United Nations bodies and their relationship with each other. Listed below for reference are the dates during which each of the twelve sessions of the General Assembly met.

- First Session, Part I, London, January 10 to February 14, 1946.
- First Session, Part II, New York, October 23 to December 16, 1946.
- First Special Session (Palestine) New York, April 28 to May 15, 1947.
- Second Session, New York, September 16 to November 29, 1947.
- Second Special Session (Palestine) New York, April 16 to May 14, 1948.
- Third Session, Part I, Paris, September 21 to December 12, 1948.
- Third Session, Part II, New York, April 5 to May 18, 1949.
- Fourth Session, New York, September 20 to December 10, 1949.
- Fifth Session, New York, September 19 to December 15, 1950.
- Sixth Session, Paris, November 6, 1951 to February 5, 1952.
- Seventh Session, New York, October 14, 1952 to April 23, 1953.
- Resumed Seventh Session, New York, August 17 to August 28, 1953.
- Eighth Session, New York, September 15 to December 9, 1953.
- Ninth Session, New York, September 21 to December 17, 1954.
- Tenth Session, New York, September 20 to December 20, 1955.
- First Emergency Special Session (Middle East) New York, November 1 to 10, 1956.
- Second Emergency Special Session (Hungary) New York, November 4 to 10, 1956.
- Eleventh Session, New York, November 12, 1956 to March 8, 1957.
- Resumed Eleventh Session (Hungary) New York, September 10 to 14, 1957.
- Twelfth Session, New York, September 17 to December 14, 1957.

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On October 21, 1957, H.M. Queen Elizabeth II, accompanied by H.R.H. Prince Philip, visited the United Nations. Her Majesty is seen addressing the General Assembly.

I

GENERAL SURVEY

The introduction to this report on the work of the United Nations during the year 1957 can, of necessity, mention only the outstanding issues and activities as indeed this volume must by the very limitation of its size also do. One of the first accomplishments of the twelfth session of the General Assembly was its unanimous decision to implement the recommendation of the Security Council to appoint the Secretary-General, Mr. Hammarskjöld, for a new five-year term of office. The representatives of numerous delegations paid tribute to the Secretary-General who was described by the President of the Assembly as being "surely our supreme international civil servant, dedicated to his task, superbly equipped for it, and self-effacing in its performance".

Only one new member, the Federation of Malaya, was admitted to the United Nations during the twelfth session bringing the total membership to 82. Canada took pleasure in co-sponsoring with other members of the Commonwealth the Assembly resolution endorsing the Security Council's recommendation that Malaya be admitted. The Secretary of State for External Affairs in a statement supporting Malaya's admission said in part: "It is most gratifying to me . . . on this happy occasion, to welcome a new member of the Commonwealth to membership in the United Nations". On October 1 Canada, Japan and Panama were elected by the Assembly on the first ballot to membership on the Security Council for a two-year term commencing January 1, 1958. Canada's participation in United Nations activities has, therefore, been increased by its responsibilities as a member of the Council.

Disarmament has been an objective since the founding of the United Nations and during the period under review intensive negotiations were conducted in London and New York in an endeavour to reach an agreement on this vital question. For months during the spring and summer the Sub-Committee on Disarmament, composed of Canada, France, the United Kingdom, the United States and the Soviet Union, met in London and the debate on disarmament and related items at the twelfth session of the General Assembly was the lengthiest of all items. In August the Soviet Union rejected in the Sub-Committee on Disarmament the Western proposals on disarmament and in December in the General Assembly the Soviet Bloc voted against a 24-power resolution embodying the Western proposals and a resolution enlarging the Disarmament Commission. The Soviet Union in fact stated categorically that it would not participate in the Commission as constituted. Canada was a co-sponsor of the Western proposals and the relevant resolutions but its position has been and continues to be that the disarmament proposals with which Canada is associated are not to be considered the only means by which progress can be made towards disarmament, and the hope is held that the Soviet Union will reconsider its decision not to participate in the Disarmament Commission so that negotiations can be resumed and an agreement reached. Canada has also insisted that there must be, for its security, a measure of inspection that will ensure that undertakings are being carried out. The negotiations and proposals arising from them are discussed in more detail later in this volume.

The problem of Hungary, which together with the crisis in the Middle East had dominated the eleventh session and was considered again at the resumed eleventh session in September, was also discussed at the twelfth session. The session in September 1957 requested the Assembly's president, H.R.H. Prince Wan Waithayakon of Thailand, as its Special Representative on the problem of Hungary, to take such steps as he deemed appropriate to achieve the objectives of the United Nations in accordance with the resolutions of the General Assembly. These resolutions had condemned Soviet actions in Hungary which deprived that country of its liberty and political independence and its people of the exercise of their fundamental human rights and endorsed the findings of the Special Committee established by the eleventh session to investigate conditions in Hungary and to collect evidence.

The Special Committee had reported to the Assembly in June 1957 that, although it had not been able to go to Hungary, it had held hearings of witnesses in New York, Geneva, Vienna, Rome and London. Its conclusions might be summarized as follows: what had taken place in Hungary in October and November 1956 was a spontaneous national uprising led by students, workers, soldiers and intellectuals and had not been fomented by reactionary circles in Hungary nor drawn its strength from Western "imperialists"; what had at first been peaceful demonstrations were transformed into an armed uprising by the action of the AVH (secret police) in opening fire on people who were further united by the appearance of Russian soldiers as enemies in combat; that despite evidence of improvisation in the uprising the Soviet authorities had taken early steps to make armed intervention possible.

At the end of the twelfth session Prince Wan reported that he had been unable to carry out his mission because of the refusal of the Hungarian and Soviet Governments to co-operate in any way but that he would continue his efforts. The United Nations High Commissioner for Refugees could, however, report success in the settlement of the thousands of Hungarians who had fled from their country at the time of their ill-fated uprising. Of the 200,000 Hungarian refugees there remained at the end of 1957 only about 10,000 for whom permanent homes had not been found. Approximately 36,000 came to Canada in the course of the year.

In the Middle East the UNEF has continued its work of maintaining quiet and preventing frontier incidents on the Egyptian-Israeli Armistice Demarcation Line. Mindful of the contribution the Force was making to the maintenance of quiet in the area the twelfth session passed a resolution expressing the Assembly's appreciation to members of the United Nations for the assistance they had given to the Force in troops and other support and facilities, its hope that such assistance would be continued as necessary and deciding that the funds needed to pay the Force's expenses would be borne by members of the United Nations in accordance with the scale of assessments and by such other resources as might become available. Canadian troops serving with UNEF have comprised the largest contingent serving with the Force.

Another outstanding issue at the twelfth session was the Syrian complaint about threats to its security and to international peace. The seriousness of this issue was intensified by the "cold war" implications arising in the debate which was characterized by vigorous attacks by the Soviet Bloc on the West and particularly the United States alleging that the United States was "prodding Turkey to commit aggression against Syria". The Canadian approach to the item, as its Representative stated, was that it should be dealt with

calmly and constructively. Canada therefore deplored utterances in the Assembly and statements elsewhere, which through their very lack of restraint, tended not only to aggravate the debate but the situation in the area. Canada urged acceptance of the offer of mediation by King Saud but said that if, for whatever reason, Syria and Turkey could not agree to avail themselves of this way of settling the dispute, the Assembly should be prepared to consider other means and that the suggestion that the Secretary-General might be of assistance was to be commended. The debate, however, ended with Syrian and Turkish acceptance of a suggestion that the Assembly take no action on this issue.

Other political issues considered at the twelfth session were the questions of Cyprus, Algeria and West New Guinea. The debate on Cyprus showed the complexity of the problem and the diversity of opinions on the manner in which the Assembly could contribute to the achievement of a solution. A resolution submitted by Greece and amended by Canada, Chile, Denmark, Norway and Spain failed to obtain a two-thirds majority of votes in the Assembly, and, in fact, no resolution was adopted on this issue. A resolution on Algeria submitted by fifteen nations, one of which was Canada, was adopted. It expressed concern over the situation in Algeria, took note of the offer of good offices made by the King of Morocco and the President of Tunisia and expressed the wish that in a spirit of effective co-operation *pourparlers* would be entered into and other appropriate means utilized with a view to a solution in conformity with the purposes and principles of the Charter. For the fourth time the dispute over the political status of West New Guinea was brought before the Assembly but a recommendation that Indonesia and the Netherlands, as the two parties directly involved, be asked to pursue their endeavours to find a solution of the dispute in conformity with the principles of the United Nations Charter failed to obtain the necessary two-thirds majority and was not adopted.

The issues which are dealt with in the political committees tend by their critical nature to overshadow the multifarious work of the United Nations and Specialized Agencies in the social, economic, cultural and scientific fields. Yet it is in this work that substantial progress is continuously being made in alleviating man's ills. For some years the regular and Expanded Programmes of Technical Assistance, under which experts have been sent abroad and technicians trained, have aided under-developed countries in increasing their production, making more effective use of their resources, expanding their educational facilities and making progress in medical and other scientific fields. In addition to the benefits that have been derived from these programmes the desirability of a programme of grants to assist capital development has been recognized and discussed and the possibility of establishing a United Nations fund for economic development (SUNFED) has been studied in United Nations forums. It has been generally agreed that such a fund would require annual contributions from governments of the order of \$250 million, but it has been apparent that countries were not prepared to make such sums available at the present time. In the light of these considerations the twelfth session decided that a new "special fund" was to be established which would be directed towards enlarging the scope of the United Nations programme of assistance to include special projects in such basic fields as surveys of water, mineral and power resources and the establishment of various kinds of training institutes, demonstration centres and pilot projects. Such special projects have not been within the purview of United Nations assistance programmes. A preparatory committee, of which Canada has become a member, was set up to study and make recommendations as to the precise scope of the Special Fund's activities and the

organizational and administrative arrangements necessary to establish the Fund.

The United Nations through its functional commissions, the Economic and Social Council and the Assembly continued its deliberations and work on international trade, commodity and economic problems as well as on the Draft Covenants on Human Rights, Freedom of Information and the status of women. During the year the International Atomic Energy Agency was formally established and its relationship with the United Nations agreed upon. The Agency, which is a development arising from President Eisenhower's "Atoms for Peace" proposal in 1953, has primary responsibility and is co-ordinating centre for international activities in the field of the peaceful application of atomic energy.

Some advancement was made in several of the questions concerning trust and non-self-governing territories. A Canadian served on the six-man Special Commission established by the eleventh session to visit the French administered trust territory of Togoland to study the situation resulting from the application of the Statute of Togoland granted by France to the territory. In the light of this Commission's report and the decision of the Trusteeship Council and in order to enable it to reach a decision concerning the termination of the Trusteeship Agreement for Togoland at its thirteenth session, if the Governments of France and Togoland should ask for this, the twelfth session of the Assembly adopted a resolution which requested France to report to the Trusteeship Council on elections and the convening of a new Togolese Legislative Assembly and on any wishes which it might express in this connection. On the invitation of the Togolese Government the Assembly also appointed a United Nations Commissioner to supervise and report to it on the elections. As a result of deliberations at the twelfth session the Assembly adopted resolutions concerning the status of the territory of South West Africa, the obligations of the Union of South Africa towards that territory and establishing a Good Offices Committee to discuss with South Africa the basis for an agreement on the territory's international status. A tribunal of three jurists was set up by the Assembly to determine the frontier between Ethiopia and Italian administered Somaliland, an urgent problem in view of Somaliland's impending emergence as an independent state in 1960. Economic and social problems among dependent peoples were studied and recommendations made for their advancement.

The study and application of international law by United Nations bodies continued. One of the achievements by the International Law Commission's ninth session in 1957 was the drawing up of articles and commentaries on diplomatic privileges and immunities. Eight difficult cases were considered by the International Court of Justice. The question of defining aggression, the draft code of offences against the peace and security of mankind and international criminal jurisdiction were given careful and detailed examination in the Assembly.

It will be seen from this general survey and from the following articles that the United Nations' record of progress in the past year has been uneven. There has been disappointment and cause for grave concern in the failure to break the deadlock in disarmament negotiations; the Assembly's efforts on behalf of the Hungarian people have not been successful; and other important political problems continue to trouble relations between states and remain unsolved. Nevertheless the United Nations' efforts at conciliation have been steadily maintained, have achieved some success in certain fields, and continue to demonstrate the importance of this forum for discussion and resolution of differences. In the social and economic fields there has been steady and important progress.

II POLITICAL AND SECURITY

Disarmament¹

At the conclusion of the debate on disarmament at the eleventh session of the General Assembly, it was agreed among the sponsors of the various substantive draft resolutions (including a proposal sponsored jointly by Canada, Japan and Norway calling for the registration of nuclear weapons tests), that none should be pressed to a vote. In their stead, a purely procedural resolution was adopted on February 14 which, *inter alia*, requested the Disarmament Commission to reconvene its Sub-Committee at an early date, and recommended that the Sub-Committee consider certain proposals which had been put forward at the eleventh session, together with the views which had been expressed during the debate.

Meetings of the Sub-Committee of the Disarmament Commission

The Sub-Committee, which consists of Canada, France, the United Kingdom, the United States and the Soviet Union, reconvened on March 18, and held a total of 71 meetings between that date and its adjournment on September 6. During the session, in addition to proposals and working papers on specific subjects which were tabled jointly or individually by the four Western powers and by the Soviet Union, comprehensive plans for a first stage of disarmament were proposed by each side. Memoranda submitted on invitation by certain states not members of the Sub-Committee (India, Japan, Norway and Yugoslavia) were also discussed. On April 30, the Soviet Representative, Mr. V. Zorin, tabled a plan for partial disarmament, which was based to a large extent on the Soviet proposals of November 17, 1956. Among the measures called for under the Soviet plans were: a two stage reduction of armed forces to 1-1.5 million men for the USSR and the United States, and 650,000 for the United Kingdom and France, without regard to political conditions; reduction of conventional armaments and military budgets by 15 per cent in the first stage; an immediate cessation or suspension of nuclear tests, independently of other measures of disarmament, an unconditional renunciation of the use of nuclear weapons, together with the assumption of an obligation "to make every effort to conclude an agreement" on their complete prohibition, cessation of production, and elimination from national stockpiles; progressive liquidation of military bases in foreign territory; a one-third cut in the forces of the four major powers in Germany, and a considerable reduction of their forces in the NATO and Warsaw Pact countries; a system of international control, including posts in defined areas at ports, railway junctions and highways during the first stage, and at airfields during the second stage in conjunction with measures for the prohibition and elimination of nuclear weapons; and aerial inspection in a zone in central Europe and in an Asian-North American zone comprising approximately equal areas in eastern Siberia and in the United States west of the Mississippi.

During the four months after the presentation of the Soviet proposals, while the comprehensive Western plan was being prepared, the Sub-Committee negotiations consisted mainly of expositions of the principles of the

¹A more detailed analysis of disarmament negotiations during 1957 is to be found in the White Paper on this subject, entitled *Disarmament Negotiations, 1957* (Ottawa, The Queen's Printer, 1958)

Western position, the presentation of proposals on individual questions such as nuclear test explosions and aerial inspection, and discussion of the Soviet proposals.

On August 29 the four Western Delegations, with the concurrence of their NATO allies, tabled an agreed working paper setting forth a plan for a first stage of disarmament. The main proposals were: reductions in armed forces to levels of 2.5 million men for the United States and the USSR and 750,000 men for the United Kingdom and France, to be followed, subject to progress toward political settlements, by further reductions in two stages to levels of 2.1 and 1.7 million, and 700,000 and 650,000 respectively; a reduction in armaments by means of agreed lists of designated armaments which would be deposited in internationally supervised depots in the territories of the states making deposits; an obligation not to use nuclear weapons except in defence against armed attack; cessation of the production of fissionable materials for weapons purposes and a beginning of transfers from weapon stockpiles to peaceful uses, both under effective international control; suspension of nuclear test explosions for a period of one year, and for a further period under certain conditions regarding control, including satisfactory progress on an inspection system to verify the cessation of production for weapons purposes; the study of a system of control and inspection over objects entering outer space; aerial and ground inspection and the exchange of "military blueprints" in specified areas; and an international control organ.

Although he had previously indicated an apparent willingness to consider certain of the Western proposals, the reaction of the Soviet Representative to the four-power plan as a whole was extremely negative. Immediately after it had been tabled he stated that "no real value can be attached to the document from the point of view of actual progress toward disarmament." He refused in subsequent meetings to comment seriously on the Western proposals and merely reiterated previous Soviet demands, while accusing the Western powers of obstructing progress. In view of Mr. Zorin's refusal to consider the Western proposals or to elaborate further the Soviet position, the five powers agreed on September 6 to adjourn *sine die*.

The Twelfth Session of the General Assembly

It became apparent soon after the opening of the General Assembly that the representatives of many member nations considered the question of disarmament to be among the most important issues before the session. In the opening statement in the general debate on behalf of the Canadian Delegation, the Prime Minister emphasized the gravity of the problems facing the Assembly in this area, particularly in view of scientific progress towards newer and more dangerous weapons. Speaking of the four-power proposals of August 29, which he termed "eminently fair and reasonable", he called upon the Soviet Union to give serious consideration to the Western position. His Delegation, he concluded, recognized the extreme urgency of the situation facing mankind, and the Canadian Government would do "anything at all—take any stand whatever, short of its safety and its survival", to bring about some measure of disarmament.

The Disarmament Commission was convened on September 30 to consider the reports of its Sub-Committee. Two meetings were held, during which the representatives of several states commented briefly on the results of the Sub-Committee session, the majority again emphasizing the very great need for agreement on disarmament and calling upon the powers concerned to renew their efforts towards reaching this goal. The Commission then decided, without objection, to take note of the reports of its Sub-Committee

and to transmit them, together with other relevant documents, to the General Assembly and the Security Council.

Consideration of the disarmament item began in the First (Political and Security) Committee on October 10. In addition to the report of the Disarmament Commission, three topics had been scheduled for discussion; the expansion of the membership of the Commission and its Sub-Committee, which had been included at the request of India; a Belgian item calling for "collective action to inform and enlighten the peoples of the world" as to the dangers of the armaments race; and an item proposed by the Soviet Union on the question of discontinuing nuclear weapons tests. The Chairman of the Canadian Delegation, the Secretary of State for External Affairs, emphasized in his statement in the general debate that it was imperative to find some solution to the deadlock in disarmament discussions. In this connection, Canada continued to urge the adoption of the proposals put forward by the West, but did not wish to be inflexible about the Western plan. On the contrary, he continued, ". . . we must remain sensitive to every possibility of improving it". All nations had in common an interest in survival, which could not be protected unless every effort was made to ensure that scientific advances were used "to alleviate and not to increase human misery and destitution". The importance of this goal could not be exaggerated; indeed, he concluded, the stake was "the very survival of the human race".

Following a debate of almost four weeks in the First Committee, during which two of ten draft resolutions were recommended to the General Assembly for passage (of the remainder, four were defeated and four were not pressed to a vote), the question of disarmament was taken up in plenary session, beginning November 14.

The two resolutions which had been recommended by the First Committee were adopted by large majorities: a 24-power resolution based on the Western proposals of August 29 was passed by 56 votes in favour (including Canada) and 9 against (Soviet bloc), with 15 abstentions; and the Belgian proposal calling for a publicity campaign to inform the peoples of the world of the dangers of the armaments race was adopted by a vote of 71 in favour (including Canada) and 9 against (Soviet bloc), with one abstention. In addition, the General Assembly had before it an Indian proposal on the question of nuclear tests, which had been defeated in the First Committee, and which was subsequently rejected in plenary session; a draft resolution sponsored by Canada and Japan, calling for the expansion of the Disarmament Commission by ten members; and a Soviet draft resolution, which had also been defeated in the First Committee, proposing the replacement of the Disarmament Commission and its Sub-Committee by a permanent disarmament commission composed of all members of the United Nations.

During the consideration of the question of expanding the Disarmament Commission, an amendment to the Canadian-Japanese proposal was introduced by India, Sweden and Yugoslavia, which proposed a further addition of four members. The amendment was accepted by Canada and Japan, which were then joined by its three sponsors and Paraguay as co-sponsors of a revised resolution calling for the expansion of the Commission by fourteen members¹. Although it had been hoped that it would be possible to obtain unanimous support for the revised resolution, the Soviet Representative made it clear that his Government would not support it, and would not participate in future in the work of the Commission, if it were expanded as suggested in the six-power resolution. They would, however, be willing to support this

¹The 14 additional members for 1958 would be Argentina, Australia, Belgium, Brazil, Burma, Czechoslovakia, Egypt, India, Italy, Mexico, Norway, Poland, Tunisia, and Yugoslavia.

resolution if an amendment proposed by Albania, which would have added a further seven states to the Commission, was also accepted. The Soviet proposal and the Albanian amendment were both defeated, and the six-power resolution adopted by a vote of 60 in favour (including Canada) and 9 against (Soviet bloc), with 11 abstentions. Debate on the disarmament item was brought to a conclusion on November 19, the Soviet Representative having again made plain his Government's intention not to serve on the Commission in its new composition.

Effects of Atomic Radiation

At the tenth session of the General Assembly in 1955, the question of the co-ordination of information on atomic radiation, on which agenda items had been proposed by India and the United States, was considered in the First (Political and Security) Committee. The introduction of these items was a reflection of the concern of many governments, organizations and individuals over the possible hazards of radiation and especially those resulting from the fall-out from nuclear weapons tests. On December 3, 1955 the General Assembly unanimously adopted resolution 913 (X), establishing the United Nations Scientific Committee on the Effects of Atomic Radiation¹. The Committee was given the task of collecting information concerning the effects of ionizing radiation on man and his environment. It was to submit yearly progress reports and to prepare by July 1, 1958 a summary and evaluation of information received.

The Committee held three sessions during 1956 and 1957 and has arrangements for meeting early in 1958 with a view to preparing the required report. It has undertaken several fact-finding surveys, requesting, for example, all available information on the amount of natural radiation to which man is exposed in various areas, the level of artificial radiation caused by radio-active fall-out and other factors. Although the Committee will not publish its summary report until the middle of 1958, it has already made a number of specific observations designed to guard against known hazards such as those which may result from medical uses of radio-active substances.

On August 26, 1957, the Government of Czechoslovakia, expressing its concurrence with the "imperative and justified demand of the nations" for further United Nations activity, proposed the inclusion in the agenda of the twelfth session of the General Assembly of an item on the "Effects of Atomic Radiation". The explanatory memorandum accompanying the Czechoslovak proposal called upon the United Nations "to take immediate steps capable of preventing any further increase in the levels of radio-active radiation", and suggested that consideration be given "to the possibility of convening a broad scientific Conference on the Effects of Atomic Radiation . . .".

Prior to the debate on this item in the First Committee, a draft resolution setting forth the above points was tabled by the Czechoslovak Delegation. A second draft resolution, tabled by eight co-sponsoring states, referred to the investigations of the Scientific Committee and called upon it to complete its work as soon as possible. It was agreed, however, among the sponsors of the two resolutions that neither would be pressed to a vote, and after further consideration in the First Committee, a compromise resolution co-sponsored by 16 states (including Canada)² was tabled. This resolution was adopted in the First Committee, and later unanimously approved by the General

¹The Committee is composed of Representatives of Argentina, Australia, Belgium, Brazil, Canada, Czechoslovakia, Egypt, France, India, Japan, Mexico, the United Kingdom, the United States and the U.S.S.R.

²Argentina, Australia, Austria, Belgium, Brazil, Canada, Egypt, France, India, Japan, Mexico, Poland, Sweden, the United Kingdom, the United States and Yugoslavia.

Assembly on November 14. In its operative paragraphs it calls upon all concerned to continue to make available relevant information to the Scientific Committee, and requests that the Committee complete its report as soon as possible and make it available to all members of the United Nations and the Specialized Agencies, and to the Second Conference on the Peaceful Uses of Atomic Energy. The resolution also requests the Secretary-General, in consultation with the Committee, to "consider the question of the strengthening and widening of scientific activities in this field", and to report to the General Assembly at its next session. Finally, it recommends the inclusion of the report of the Scientific Committee in the agenda of the thirteenth session of the General Assembly, and transmits to the Scientific Committee a report of the First Committee's discussion of the item at the twelfth session.

Algeria

The troubled situation in Algeria was discussed at the tenth and eleventh sessions of the United Nations General Assembly in 1955 and 1956¹. On July 16, 1957 twenty-two African and Asian states requested that Algeria again be put on the Assembly agenda on the ground that the situation in that territory had deteriorated rather than improved since previous Assembly discussions.

During the first months of 1957, rebel activities in Algeria seemed to continue unabated. Towards the end of the year, however, there were some signs of an improvement in the situation, at least in the more settled areas of the country. While continuing slowly to introduce local reforms in the area, the French Government proceeded, in 1957, with its plans to obtain parliamentary approval of a basic legal framework for Algeria. This basic statute or *loi-cadre*, which was approved in first reading by the French National Assembly on November 29, 1957², provides for the setting up of a single electoral college, the division of Algeria into a number of regions with a larger measure of local autonomy and increased Algerian representation in the French National Assembly. In November the King of Morocco and the Tunisian President, Mr. Bourguiba, issued a joint statement containing an offer of "good offices" to assist in reaching a settlement of the Algerian problem.

Debate on the Algerian item commenced in the First Committee of the General Assembly on November 27 with a statement of the French position by the French Foreign Minister, Mr. Pineau. He did not oppose the debate but reiterated the French view that the Assembly was incompetent to deal with a problem falling entirely within the framework of French sovereignty. Denying that France had ever refused to undertake negotiations with the Algerian rebels, Mr. Pineau said that the three stage offer of a cease-fire, elections (with a single electoral college) and negotiations, which had been made by Mr. Mollet in January 1957 was still valid. It was not possible for the French to accept the offer of "good offices" made by the President of Tunisia and the King of Morocco, since it was evident that the rebels still insisted on a prior recognition of the right to independence. Mr. Pineau referred to the lessening of incidents towards the end of the year in Algeria and outlined the social and political reforms which had taken place there. In his view, the *loi-cadre* for Algeria was proof of the French desire to find a political solution to the problem. Mr. Pineau foresaw that if one turned blindly to the principle of self-determination for guidance the inevitable result

¹See *Canada and the United Nations, 1956-57*, pp. 10-12.

²The *loi-cadre* was given final approval by the French Parliament on January 30, 1958.

would be partition of the country between the European coastal cities on the one hand and the Muslim hinterland on the other.

The Tunisian Representative, Mr. Mongi Slim, stressed his country's desire to work towards the goal of peaceful negotiations. While admitting that France had a legitimate interest in North Africa, he attacked what he termed the "fiction" that Algeria was an integral part of France. He criticized the French insistence on a cease-fire and elections as prerequisites to negotiations and pointed to Indonesia, Morocco and Tunisia where negotiations had preceded a cease-fire. He cited the example of Tunisia and Morocco to disprove the French argument that a recognition of the principle of self-determination for Algeria would lead to anarchy or partition. In closing, Mr. Slim expressed the hope that agreement could be reached on the basis of the offer of "good offices" from the Tunisian and Moroccan Heads of State.

The general debate on the Algerian question was marked by a more moderate tone than had characterized previous United Nations discussions of this subject. The debate seemed to indicate a growing desire on both sides for some kind of negotiated settlement. There continued however to be differences of opinion as to the right formula for bringing about these negotiations. A group of seventeen African and Asian countries introduced a resolution recognizing that the principle of self-determination should be applied in Algeria and calling for negotiations designed to reach a solution in accord with the United Nations Charter. A second resolution sponsored by five Latin American countries, Italy and Spain, expressed the hope that a just solution would be found to the Algerian problem. A number of delegations, including the Canadian, felt that the seventeen-power resolution could, if suitably amended, obtain wide support in the Committee. Ireland, Norway and Canada therefore joined in proposing amendments designed to produce a compromise to which both sides could acquiesce. These amendments provided that the Algerian people should be entitled to work out their future in a democratic way and proposed "effective discussions to resolve the present troubled situation" and to find a solution to the Algerian question.

In accordance with Assembly procedure, the amendments to the seventeen-power resolution were voted on first by the Committee and were adopted by a vote of 37 in favour, 36 against, with 7 abstentions. France did not participate in the vote and South Africa was absent. Those voting against the amendments included the Soviet bloc, and most of the African and Asian countries. When the seventeen-power resolution, as amended, was put to a vote, the Liberian Representative, who had abstained on the amendments, joined those voting against the resolution. The draft resolution was therefore rejected by a tie vote of 37 to 37, with 6 abstentions and the Algerian item was passed to the General Assembly without any Committee recommendation.

In the three days between the final Committee vote and the consideration of this item in the Assembly, a series of consultations resulted in the production of a compromise resolution co-sponsored by a group of Asian, European and Latin American countries and Canada. Once an informal agreement had been reached behind the scenes regarding this compromise proposal, the General Assembly quickly gave it unanimous approval by a vote of 80 in favour, with France not participating in the vote and South Africa absent. The resolution took note of the offer of good offices made by the Moroccan and Tunisian Heads of State and expressed "the wish that in a spirit of effective co-operation, *pourparlers* will be entered into, and other appropriate means utilized, with a view to a solution, in conformity with the purposes and principles of the Charter of the United Nations".

Cyprus

Several significant developments occurred in Cyprus in 1957. Following an exchange of statements between EOKA (National Organization of Cypriot Fighters) and the United Kingdom in March, EOKA suspended its campaign of terrorism and violence and Archbishop Makarios was released by the United Kingdom from exile in the Seychelles Islands. While EOKA insisted that Archbishop Makarios should be allowed to return to Cyprus and that the emergency measures should be abolished, the United Kingdom took the position that the Archbishop should first condemn terrorist methods unequivocally. However from March until just prior to the General Assembly debate in December there was little violence on the island; some of the emergency measures were relaxed and in October the United Kingdom appointed a new Governor, Sir Hugh Foot.

For the previous three years the Cyprus question had been submitted to the General Assembly by Greece in the form of a request for "application under the auspices of the United Nations of the principle of equal rights and self-determination of peoples in the case of the population of the Island of Cyprus". For the twelfth session Greece let it be known that it intended also to submit a sub-item as follows: "violation of human rights and atrocities by the British colonial administration against the Cyprians". The General Committee, however, by a vote of 11 in favour, none against with 4 abstentions accepted a Norwegian proposal that the item be listed on the agenda simply as "The Cyprus Question".

In the debate in the First Committee the Representatives of Greece, Turkey and the United Kingdom made statements of their positions as follows:

- (a) Greece stood for the self-determination of the Cypriot people as a whole and contended that the question was clearly one between the United Kingdom Government and the people of Cyprus. Greece underlined that the United Kingdom and itself were the two principal parties concerned and that Turkey had only secondary interest in the question.
- (b) Turkey emphasized the rights of *all* the peoples of the island, claiming that the recognition of such rights was in accordance with United Nations principles as advocated in Article 73 (b) of the Charter and asserted that Turkey would always be an interested party in the Cyprus problem.
- (c) The United Kingdom declared its willingness to discuss with Greece and Turkey "any solution for the Cyprus question" and stated that its policy had been to promote self-government and to support the principle of self-determination but that this must apply equally to the Greek and Turkish communities and not create greater problems than it solved.

Interspersed in the statements were charges and counter-charges concerning alleged atrocities.

Egypt and Syria both asserted that they had legitimate interests in the Cyprus question on the ground that British occupation of the island was being used to maintain a base which threatened the security of the Arab states, while the Soviet bloc laid emphasis on the role of Cyprus as a NATO base for missiles and atomic weapons. A number of speakers in the debate emphasized the applicability of the principle of self-determination as a basis for the solution of the Cyprus question. Many others, however, while affirming support for this principle as an important principle of the Charter, were conscious of the difficulties which would be created by an appeal to the parties

in terms which placed an emphasis on a solution based on the Greek view of the applicability of this principle without reference to other factors and other principles of the Charter. Malaya and Ceylon compared the problems of Cyprus to those faced by their countries prior to their independence and expressed their faith in the earnestness and desire of the United Kingdom to lead its dependent territories towards independence. They appealed for measures to be taken leading to a solution of the problem. The United States for their part expressed their belief that the best solution could be reached through the use of quiet diplomatic channels by the parties concerned.

Foreign Minister Averoff of Greece stated that at the eleventh session Greece had not pressed for a vote on its resolution because of the compromise resolution which had been presented at that time¹. However, as no results had been forthcoming Greece deemed it necessary to submit for this session a draft resolution, the preamble of which would have the Assembly express its concern that no progress had been made toward a solution in compliance with the February 26 resolution (1013 (XI)) and consider further that the situation was still fraught with danger and that a solution in conformity with the principles of the Charter was required at the earliest possible time to preserve peace and stability in the area. The operative clause of the draft resolution submitted by Greece, which was similar to the draft it had submitted at the previous session, expressed the wish that the people of Cyprus would be given the opportunity to determine their own future by their right to self-determination. Toward the end of the debate, on December 12, amendments were submitted jointly by Canada, Chile, Denmark and Norway to reaffirm the February 26 resolution; to change the wording of the preamble of the Greek draft resolution by expressing the Assembly's concern that "more" progress had not been made toward a solution, rather than that "no" progress had been made; and to delete from the preamble, with reference to a solution, the words, "in conformity with the principles of the Charter." Such a phrase would be included in a revised operative clause.

The four-power amendments, as further amended by Spain, would have deleted the operative clause in the Greek resolution and instead would have called upon the Assembly to express "the wish that further negotiations and discussions between those concerned be promptly undertaken with a view to finding a peaceful, democratic and just solution in conformity with the purposes and principles of the Charter." In his introductory statement, the Canadian Representative pointed out that although the principle of self-determination was among the principles and purposes of the Charter, such a principle must be envisaged in the text of the other rights and principles expounded in the Charter. He added that it was only by seeing all these principles in their organic and interrelated context that a fully equitable, and, in the best sense, democratic solution could be found.

The Greek Representative accepted the four-power amendments to the preamble of the resolution but felt obliged to submit a sub-amendment to the operative paragraph which, he contended, had the effect of cancelling his own resolution. This sub-amendment as introduced by Greece expressed the Assembly's earnest hope: "That further negotiations and discussions will be undertaken in a spirit of co-operation with a view to have the right of self-determination applied in the case of the people of Cyprus."

The only point at issue, therefore, was the operative clause, and in the voting the provision sponsored by Greece in its sub-amendment was adopted by a roll-call vote of 33 to 18, Canada voting against, with 27 abstentions.

¹See *Canada and the United Nations 1956-57*, pp. 12-15.

The Greek draft resolution, as amended, was then adopted as a whole by a roll-call vote of 33 to 20, Canada voting against, with 25 abstentions. The same thirty-three states voted for it as had voted for the operative clause proposed by Greece. Spain, which had voted against the operative clause, abstained in the vote on the draft resolution as a whole, and the Dominican Republic, Nicaragua and Pakistan, which had abstained in the earlier vote, voted against the resolution as a whole.

When the draft resolution thus recommended by the First Committee was voted on by the Assembly itself in plenary on December 14, the vote was 31 in favour, 23 against, (including Canada), with 24 abstentions. The proposal failed to obtain the two-thirds majority required for the adoption of the resolution.

West New Guinea

The future status of West New Guinea, after sovereignty over the Netherlands East Indies was transferred to Indonesia, was not settled in the 1949 Round-Table Agreements. When subsequent negotiations between the two parties concerned failed to produce any agreement, the Indonesian Government requested that an item on West New Guinea be inscribed on the agenda of the ninth session of the General Assembly in 1954.

When the subject was debated at the ninth session a resolution expressing the hope that the parties would continue their efforts to find a solution failed to obtain the necessary two-thirds majority in plenary session. The tenth session passed a resolution expressing the hope that negotiations being concurrently held in Geneva between Indonesia and the Netherlands would be fruitful. However, the Geneva talks failed to produce any agreement on the future status of West New Guinea and, in fact, led to Indonesia's unilateral abrogation of the Round-Table Agreements, which contained the charter of transfer of sovereignty from the Netherlands to Indonesia. At the eleventh session a resolution asking a Good Offices Commission to assist in negotiations between Indonesia and the Netherlands failed, as had the resolution at the ninth session, to obtain a two-thirds majority in plenary.

At the twelfth session, 21 Asian and African nations requested the inscription of the West New Guinea item once again. The vote in plenary session was 49 in favour to 21 against, with 11 abstentions (including Canada). The Canadian Representative abstained because, although the Canadian Government recognized that the General Assembly could discuss the subject, there did not appear to be any likelihood that the Assembly could contribute effectively to a solution. A resolution tabled in the First Committee by 18 Asian and African countries, plus Bolivia, expressed concern over prolongation of "this political dispute" which was likely to "endanger the peaceful development of that area", and suggested that "a peaceful solution" should be obtained "without further delay". It invited "both parties to pursue their endeavours to find a solution of the dispute in conformity with the principles of the United Nations Charter" and requested "The Secretary-General to assist the parties concerned as he deems it appropriate in the implementation of this resolution and submit a report of the progress to the thirteenth session of the General Assembly."

In the debate, the Indonesian Representative warned that in the absence of action by the Assembly Indonesia might resort to other "actions short of war." The Netherlands and Australian Representatives referred to the Netherlands-Australian joint statement of November 6, 1957, which emphasized the "ethnological and geographical affinity" of the New Guinea territories under their administration.

The 19-power resolution was approved in the First Committee on November 26 by a vote of 42 in favour, 28 against (including Canada) and 11 abstentions. On November 29, in plenary session, the vote was 41 in favour, 29 against (including Canada) and 11 abstentions which fell short of the requisite two-thirds majority.

After the vote in plenary, the Indonesian Representative again gave notice that his Government would continue to put other pressure upon the Netherlands. In December, as the Indonesian Representative had warned, various measures were taken against Netherlands citizens in Indonesia.

Kashmir

In January of 1957 Pakistan appealed to the Security Council for further consideration of the Kashmir dispute. On February 21 the Security Council resolved (10 votes in favour, 0 against, and 1 abstention (USSR)) that Mr. Gunnar V. Jarring of Sweden, then its President, should visit India and Pakistan to examine any proposals which might contribute towards settling the dispute. Mr. Jarring was instructed by the Council to have regard to its previous resolutions and those of UNCIP (United Nations Commission for India and Pakistan), and bear in mind the statements of both Governments about Kashmir¹.

Mr. Jarring arrived in Karachi on March 14 and remained in the sub-continent until April 11. While there he held discussions with the Prime Ministers of both countries, with Mr. V. K. Krishna Menon of India, and Mr. Malik Firoz Khan Noon of Pakistan, the Cabinet Ministers responsible for Kashmir, and officials of both Governments.

In his report which he submitted to the Security Council on April 29, Mr. Jarring said that the co-operation of the two governments had been "complete in all respects" and that the conversations "took place in an atmosphere of complete frankness and cordiality". He pointed out that, as spokesmen of both countries had previously stated that they accepted only the resolutions of August 13, 1948 and January 5, 1949 of the United Nations Commission for India and Pakistan as binding on their Governments, his efforts had been directed towards the finding of a solution for the problems that had arisen in connection with those two resolutions. The January 5, 1949 resolution had envisaged the holding of a free and impartial plebiscite but, Mr. Jarring reported, that on exploring this question of a plebiscite he was aware of the grave problems that might arise in connection with and as a result of a plebiscite. He had felt it incumbent upon him to devise ways and means by which the difficulties impeding implementation of the resolutions would be met or substantially mitigated and made a number of suggestions which for different reasons did not prove to be mutually acceptable.

The Government of India, he reported, laid particular emphasis on the fact that, in their view, two factors stood in the way of the implementation of the two UNCIP resolutions. The first of these was that Part I of the resolution of 13 August 1948 had, in their view, not been implemented by the Government of Pakistan and for that reason it was premature to discuss implementation of Part II and III of that resolution or of the resolution of January 5, 1949. India was of the opinion that Pakistan had not refrained from taking measures that might augment its military potential in Kashmir, and had not co-operated in "creating and maintaining an atmosphere favourable to the promotion of further negotiations" (Part I, Sections B and E of UNCIP resolution S/1100). Secondly, India was, according to Mr. Jarring's report, also aggrieved that the Security Council "had so far not expressed

¹See *Canada and the United Nations 1956-57*, p. 16-17.

itself on the question of what in their view was aggression committed by Pakistan on India" and considered that it was incumbent on the Security Council "to express itself on this question" and equally incumbent on Pakistan "to vacate the aggression". It was argued that prior to the fulfilment of these requirements, the commitments of India could not reach the operative stage. Mr. Jarring reported that he had explained to the Government of India that "the Security Council had properly taken cognizance of their original complaint, but that it was not for me to express myself on the question . . . I pointed out that regardless of the merits of the present position taken by their Government, it could not be overlooked that they had accepted the two UNCIP resolutions".

The Government of Pakistan, on the other hand, "maintained that Part I of the first resolution had been implemented in good faith and in full by them, and that the time had come to proceed to the implementation of Part II".

In an attempt to break the deadlock, Mr. Jarring reported that he had asked the two Governments whether they would submit to arbitration the question of the implementation of Part I and had suggested that the arbitrator should be empowered, in case he found that implementation had been incomplete, to indicate the measures that should be taken within a time limit to arrive at full implementation. Pakistan had, Mr. Jarring said, agreed in principle to the plan but it was not acceptable to India. Indian spokesmen had declared that, while they were not against the principle of arbitration, they felt that the issues in dispute were not suitable for arbitration, "because such procedure would be inconsistent with the sovereignty of Jammu and Kashmir and the rights and obligations of the Union of India in respect of this territory" and they were "apprehensive that arbitration even on an isolated part of the resolution might be interpreted as indicating that Pakistan had a *locus standi* in the question".

Mr. Jarring observed that he "could not fail to take note of the concern expressed in connection with the changing political, economic and strategic factors surrounding the whole of the Kashmir question, together with the changing pattern of power relations in West and South Asia" and he warned that "the implementation of international agreements of an *ad hoc* character . . . may become progressively more difficult because the situation with which they were to cope has tended to change". He concluded his report by saying that while he felt unable to advance any concrete proposals likely to contribute to a settlement, his examination of the situation indicated that both parties were "still desirous of finding a solution to the problem".

At September, October and November meetings of the Security Council Pakistan and India presented their views on the question and on December 2 the Security Council adopted by a vote of 10 in favour, none against and 1 abstention (U.S.S.R.) a resolution introduced by the United States with the sponsorship of Australia, Colombia, the Philippines and the United Kingdom and amended by Sweden. In its operative paragraphs the resolution made the following requests:

"1. *Requests* the Government of India and the Government of Pakistan to refrain from making any statements and from doing or causing to be done or permitting any acts which might aggravate the situation and to appeal to their respective peoples to assist in creating and maintaining an atmosphere favourable to the promotion of further negotiations;

"2. *Requests* the United Nations representative for India and Pakistan (Dr. Frank P. Graham) to make any recommendations to the parties for further appropriate action with a view to making progress toward the implementation of the resolutions of the United Nations Commission for India

and Pakistan of 13 August 1948 and 5 January 1949 and toward a peaceful settlement;

"3. *Authorizes* the United Nations representative to visit the sub-continent for these purposes; and

"4. *Instructs* the United Nations representative to report to the Security Council on his efforts as soon as possible."

Korea

In June 1957, between the eleventh and twelfth sessions of the General Assembly, the United Nations Command announced in the Military Armistice Commission that it planned to introduce new military equipment into South Korea. The senior United Nations member of the Commission stated the decision was taken in order to restore the balance of military power which had been disturbed by constant violations of the Armistice Agreement by the Korean People's Army-Chinese People's Volunteers side, while the United Nations Command had, in observance of the Armistice Agreement, refrained from replacing outmoded weapons. In the lengthy discussion of this announcement in the Military Armistice Commission, the United Nations Command made it clear that it intended that the main provisions of the Armistice Agreement, approved by the General Assembly in 1953 (Resolution 711 (VII)), should remain intact.

Two resolutions on Korea were introduced at the twelfth session. A resolution concerning the report of the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK) was considered by the First Committee, the operative paragraph reaffirming that the objectives of the United Nations were "to bring about by peaceful means 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". It urged continuing efforts to this end, and called upon "the communist authorities concerned" to accept United Nations objectives and principles, as set out by the 1954 Korean political conference at Geneva, in order to bring about unification. The resolution concluded by requesting UNCURK to continue its work, and requesting the Secretary-General to place the item on the agenda of the thirteenth session. The resolution was sponsored by Australia, Ethiopia, France, Greece, Luxembourg, New Zealand, the Philippines, Thailand, Turkey, the United Kingdom and the United States.

The Canadian Representative spoke very briefly in the debate, reiterating the stand taken at previous sessions that the essential elements in any approach to the problem of Korean unification must be "flexibility and practicality". He said that the United Nations could not abandon its determination to achieve a united, independent and democratic Korea under a representative form of government; it could not agree to a settlement reached through subterfuge, nor one which disregarded the rights of the Korean people. But, he concluded, through negotiations, which might be long and arduous, it should be possible to reach a settlement which, though not ideal, would be in accord with the realities of the situation and would safeguard the fundamental objectives of the United Nations.

The resolution was approved in the First Committee by a vote of 53 (including Canada) to 9, with 15 abstentions, and was passed in plenary by 54 (including Canada) to 9, with 16 abstentions.

The report of the United Nations Korean Reconstruction Agency (UNKRA) was considered by the Second Committee, and a resolution was approved, the main provision of which was to approve the recommendation

of the Agent-General that liquidation of the Agency should begin as of June 30, 1958. The resolution also commended the Agent-General for the Agency's work, and made arrangements for an accounting to the thirteenth session of the remaining funds of the Agency.

The Middle East

Middle East questions having formed a major preoccupation of the General Assembly at the eleventh session, it was not surprising that a large number of speakers in the opening general debate of the twelfth session, dealt in some detail with Middle Eastern problems. The Representatives of both the United States and the Soviet Union, by making extensive reference to the Middle East, seemed to be suggesting the desirability of Assembly consideration of the broader problems of the area. However, subsequent Assembly discussions were not directed towards any comprehensive action in keeping with the emphasis in the general debate, although some matters of importance were considered.

United Nations Emergency Force

By March 8, 1957, the United Nations Emergency Force (UNEF), originally constituted in November 1956 to secure and supervise the cessation of hostilities in the Suez and Sinai areas, had replaced Israeli forces in the Gaza Strip and at Sharm el Sheikh on the Gulf of Aqaba, and the Secretary-General was able to report to the General Assembly full compliance with Resolution 1124 (XI) of February 2, which had called upon Israel to complete its withdrawal behind the armistice demarcation line without further delay.

During a short interim period, until the arrival of an Egyptian administrative Governor of Gaza on March 14, UNEF undertook a number of security functions in the Strip in the absence of any civil authority. Since that time UNEF has been deployed at Sharm el Sheikh, along the Egypt-Israel Armistice Demarcation Line and along the international frontier to the south of the Gaza Strip, on the Egyptian side only, in partial fulfilment of General Assembly Resolution 1125 (XI) of February 2, 1957.

It was clear from the Secretary-General's report of October 9, 1957, as well as from information available since that date, that the Force had been remarkably effective in its task of maintaining quiet in the area. There was a steady reduction in the number and severity of incidents along the demarcation line, the relations between the Force and the population of the Gaza Strip were good, generally speaking, and the Egyptian Government had adopted a helpful attitude towards the presence and functioning of the Force. At the end of the year UNEF's total strength was approximately 5,200 men, drawn from Brazil, Canada, Colombia, Denmark, India, Norway, Sweden and Yugoslavia, contingents from Finland and Indonesia having been withdrawn for domestic reasons during the autumn. The Canadian contingent, numbering slightly more than 1,000, had the responsibility for most of the logistical and administrative problems of the Force, such as signals, engineering, supply and transport, workshop, ordnance, medical and dental services, postal and pay offices, and provost and movement control. In addition, Canada provided RCAF units responsible for air transport and reconnaissance, and a ground reconnaissance squadron of some 20 Ferret scout cars for patrolling of the demarcation line. Major-General (later promoted to Lieutenant-General) E. L. M. Burns, a Canadian, continued to serve as commander of the Force.

During the period under review, the chief problem faced by the United Nations in connection with UNEF was that of finance. Resolutions passed during the eleventh session of the General Assembly had provided for the raising of \$10 million from member states by general assessment in proportion to the scale of contributions to the regular United Nations budget, and a further \$6.5 million by voluntary contributions from member states. However by October 9, 1957, the date of the Secretary-General's report to the General Assembly, only \$5,743,644 (including \$315,000 from Canada) had been received under the general assessment, and \$586,550 as voluntary contributions. Meanwhile it had become evident that the cost of UNEF from November, 1956 to the end of 1957 would be at least \$23,920,000, and perhaps as much as \$30,500,000 if certain additional expenses incurred by states contributing forces were included. For 1958 the total cost of UNEF would be approximately \$25 million. Subsequently, however, the deficit for 1957 was considerably narrowed by "special assistance" received from the United States and the United Kingdom in the amounts of \$12 million and \$1 million respectively; smaller offers of assistance were also made by a number of other states.

In spite of this generous assistance, the Canadian Delegation to the twelfth session of the Assembly considered that it would be inadequate and unworthy of the United Nations to finance the operations of the Force by means of a series of appeals for voluntary contributions, and that, in the words of the Secretary-General, it was essential to assure "this vital United Nations undertaking . . . of the same degree of certainty of financial support as afforded to other United Nations activities which have as their purpose the maintenance of security and peace". For this reason the Delegation joined with 20 other nations, including all the states which had supplied contingents to UNEF, in sponsoring a draft resolution providing for the raising of the necessary additional funds required for 1957 and 1958 through common assessment of all member states. The resolution also "noted with appreciation" the Secretary-General's report, and approved his proposals for the allocation of costs between participating countries and the United Nations, including, *inter alia*, provision for the assumption by the United Nations of financial responsibility for all extra and extraordinary costs which Governments were obliged to incur, after the first six months of operation of the Force, in making forces available for UNEF service. The resolution was introduced in the General Assembly on November 22 by the Canadian Secretary of State for External Affairs in a statement reaffirming Canada's support for the principle of UNEF, expressing appreciation for the efforts of the Secretary-General and the material and financial contributions of member states, and emphasizing Canada's belief in the importance of financing UNEF through common assessment as a symbol of collective sharing in the collective effort for peace. The debate concluded on the same day with the passing of the resolution by 51 in favour (including Israel and Jordan), 11 against (the Soviet bloc, Chile and Ecuador) and 19 abstentions (the Arab states with the exception of Jordan but including Morocco and Tunisia, and Cambodia, China, El Salvador, Ethiopia, Guatemala, Malaya, Mexico, Nepal and Panama).

During the debate on the resolution, most of the speakers expressed approval of the useful role the Force was playing in the Middle East. The only objections to the principle of the Force were voiced by the Representatives of the Soviet bloc, who reaffirmed their view that the establishment of armed forces of the United Nations under Chapter VII of the Charter falls exclusively within the competence of the Security Council. The majority of the abstentions on the UNEF resolution appear to have been made on the

ground that the Assembly resolution of February 2, 1957, which called for "the placing of the . . . Force on the Egyptian-Israel Armistice Demarcation Line" has so far been only partially fulfilled, since the Force had not been admitted to the Israeli side of the line; a few countries abstained or opposed the resolution because of the financial burden which it would place on them.

The Syrian Complaint

On October 15, 1957 a Syrian letter to the Secretary-General requested an urgent meeting of the Assembly for the adoption of an item entitled: "Complaint about threats to the security of Syria and to international peace". The letter enclosed a Syrian memorandum which referred to "the heavy, unprecedented and unwarranted concentration of Turkish troops . . . in close proximity to the Syrian-Turkish border" and to "other foreign pressures on the Syrian people and Government"; and requested that the Assembly establish an impartial and international commission to investigate the situation on the Syrian-Turkish border, because Syrian diplomatic initiatives had failed to realize "fruitful results".

On October 16, the Soviet Delegation supported the Syrian proposal in a letter to the Assembly President which implied that the "other foreign pressures" mentioned in the Syrian memorandum (which had mentioned only Turkey by name) were intended to refer to the United States. The Soviet letter alleged that the United States was "prodding Turkey to commit aggression against Syria". A United States press release stated that it welcomed Assembly consideration of the situation in the Middle East and that a prompt investigation of developments should help to ease tensions, "as well as clarify who it is threatens peace in the area".

On October 18, the General Committee, having heard Syrian and Turkish statements, recommended to the Assembly the adoption of the Syrian item. In response to Syrian allegations that Turkey had not replied to Syrian protests until October 17, the Turkish Representative pointed out that Turkey had stated its peaceful intentions in the Middle East during the opening debate of the twelfth session of the Assembly and at other times, but that Turkey welcomed the inclusion of an item concerning the Middle East. Later the same day, the Assembly adopted the Committee's recommendation without dissent.

The debate began on October 22 in plenary session. The Turkish Representative, leading off on a point of order, suggested informally that, in view of Turkish acceptance of an offer by King Saud of Saudi Arabia to mediate between Turkey and Syria, an appropriate delay in the consideration of the item would be in order. The Syrian Representative opposed this suggestion and called for the continuation of the debate in order that "a full investigation" might take place (although subsequently he stated that mediatory efforts would not be excluded by a continuation of the debate). In the absence of a formal motion for delay, the Assembly heard statements by Syria, Egypt, the U.S.S.R, Turkey and the United States. However, the Representative of Paraguay then formally proposed a postponement to ascertain the results of the Saudi Arabian initiative. At Syrian request the Assembly adopted instead, by 39 votes (including Canada) to ten, with 32 abstentions, a compromise motion to adjourn the debate for a period not exceeding three days.

The debate, resuming on October 25, continued until November 1. On the substance of the Syrian complaint, (which, as the Syrian statements had

shown, was now clearly aimed at implicating the United States), there was a wide range of opinion. On the question of Turkish troop concentrations, a majority of speakers expressed their firm belief in Turkey's peaceful intentions, although a number acknowledged that Syria was nevertheless entitled to have recourse to the United Nations if it was not satisfied as to Turkish intentions. The Soviet bloc Delegations attacked the United States vigorously with allegations of involvement which were denied by the United States Representative. The Western response, in general, dwelt on the theme that the "crisis" alleged to exist was an artificial one; and that the threat to peace arose not from any real risk of Turkish-Syrian hostilities but from tensions deliberately created by Soviet activities in the Middle East. A number of delegations expressed their disapproval of the way in which the debate had been allowed to spread to include "cold war" implications.

In these circumstances, the objective of the debate, which logically ought to have been consideration of the appropriate means for meeting the Syrian request for General Assembly action, tended to be lost from sight. The Soviet bloc charged the West with delay, but in fact it was not until October 30 that the Syrian Delegation formally submitted a specific resolution calling for a fact-finding commission. Meanwhile the Syrian attitude had not been definitively expressed on the Saudi Arabian mediatory proposal, on suggestions that the Secretary-General's good offices might be sought, or on the contention, advanced by several delegations, that, if the Syrian request was urgent, as alleged, it should have been directed to the Security Council.

After informal discussions among interested delegations, the Delegation of Japan on October 30 formally submitted, jointly with the Delegations of Canada, Denmark, Norway, Paraguay, Peru and Spain, a draft resolution proposing that the General Assembly should express its confidence that the Secretary-General, without prejudice to efforts being made under Article 33¹ of the United Nations Charter, would be available to undertake discussions with representatives of Syria and Turkey and could proceed, if necessary, to the countries concerned in connection with the performance of his task.

In a statement in support of this joint resolution, the Canadian Representative set forth the view that any member state of the United Nations should be entitled to bring to the attention of the United Nations any cause of anxiety about its security and independence and that in such a case the government concerned should act with responsibility and moderation. It was evident that the Government of Syria viewed the situation along its borders with anxiety and concern, he noted, but the Government of Canada was satisfied that the Government of Turkey had not behaved, and had no intention of behaving, in the irresponsible manner suggested by the Syrian Representative. He deplored unrestrained utterances, in the Assembly and elsewhere, which tended to aggravate not only the Assembly debate, but also the situation in the area; and he suggested that the Assembly would be wise to consider the matter carefully with a view to a reconciliation, not an intensification, of conflicting views. He welcomed the Saudi Arabian offer of mediation as a means of regional conciliation within the United Nations Charter and expressed the hope that the Syrian Government had not rejected it. He pointed out, however, that, in case the parties were unable to agree to avail themselves of this regional process, the Assembly should be prepared to consider other means of dealing with the situation and that the Canadian Government supported the suggestion that the Secretary-General would be able to make a helpful contribution, now that the situation had been fully

¹Article 33 enjoins parties to a dispute that is likely to endanger international peace and security, to seek, first of all, a solution by negotiation, enquiry, mediation, conciliation, arbitration, judicial settlement, resort to regional agencies or arrangements, or other peaceful means of their own choice.



The Prime Minister, the Rt. Hon. John G. Diefenbaker, addressed the General Assembly on September 23, 1957. He is seen with members of the Canadian Delegation to the twelfth session I. to r. (front row): Mr. F. Lennard, Mrs. H. S. Quart, Mr. W. Nesbitt, Mr. S. E. Smith, (second row): Mr. W. D. Matthews, Mr. T. Ricard, Mr. E. Benjamin Rogers, Mr. E. Reid and Mr. H. O. White.

aired in the Assembly. He emphasized that the Secretary-General's responsibilities should not be regarded as alternative to or competitive with other efforts to deal with the matter. If these other efforts should prove unavailing, he urged, then the "United Nations diplomacy of reconciliation", mentioned in the Secretary-General's annual report to the twelfth session of the Assembly, should be permitted to take effect.

On November 1, the discussion of the draft resolutions was foreshortened by an appeal by the Indonesian Delegation to the sponsors not to press their drafts to a vote, since the Assembly, because of the intricacy and delicacy of the issues involved, was "not in a position to propose any definite line of action or to pronounce a judgment in this matter". The Syrian and Turkish Representatives having indicated that this proposal was acceptable to them, the President of the Assembly closed the discussion with a statement that he was confident that the Assembly would regard the final position as a satisfactory outcome of the debate.

Clearance of the Suez Canal

The Suez Canal clearance operation was successfully carried out in the first months of 1957. By resolution 1121 (XI) of November 24, 1956, which was supported by Canada, the General Assembly had authorized the Secretary-General, on the basis of his report of November 20, "to proceed with the exploration of practical arrangements and the negotiation of agreements so that the clearing operations may speedily and effectively be undertaken". By the end of December 1956, these preliminary arrangements had been completed and a United Nations salvage fleet commenced the clearance operation. Despite unforeseen difficulties, the Canal was reopened to traffic on April 10, 1957, earlier than had been predicted. The total cost of the operation amounted to just under \$8.5 million, a figure considerably less than originally estimated.

In order to provide for the interim financing of the clearance operation, the Secretary-General of the United Nations had invited member nations, on December 25, 1956, to make financial assistance available to him by way of an advance of funds. Some \$11 million were advanced by eleven countries for this purpose, the Canadian advance, as approved by the House of Commons on February 1, 1957, being \$1 million. After consideration of various alternative means of reimbursing the advances, the Secretary-General proposed in his report of November 1, 1957, a method of repayment based on the application of a surcharge on Suez Canal traffic. The report, which gave an account of the expenditures and obligations incurred by the United Nations for the clearance operation, including the cost of services and supplies provided by the United Kingdom and France at the request of the United Nations, recommended that, subject to reduction by such resources as might otherwise become available, repayment to contributor countries be effected by means of a levy of three per cent on Suez Canal tolls. This surcharge, it was estimated, would ensure reimbursement over a period of about three years. In the Canadian view, the Secretary-General's proposal offered the most practical and equitable method of repayment in the circumstances. On December 14, 1957, by a vote of 54 in favour (including Canada), none against, with 19 abstentions, the General Assembly adopted a resolution approving the Secretary-General's proposal. The resolution, which was co-sponsored by the Representatives of Brazil, Iran, the Philippines and Thailand, all former Presidents of the General Assembly, endorsed the Secretary-General's recommendation for a three per cent surcharge on Suez Canal traffic, authorized him to take the necessary steps to put these arrangements into effect and urged all the governments of member states to co-operate with

him under the resolution. Pending the effective implementation of the surcharge scheme, partial reimbursements on a pro-rata basis have been made by the United Nations to contributor countries out of the unexpended funds in the Suez Canal clearance account.

Hungary

The question of Hungary had its origin in the Hungarian uprising of October 1956 and was discussed at length at the eleventh session of the General Assembly¹. A Special Committee, comprising Representatives of Australia, Ceylon, Denmark, Tunisia and Uruguay was established to investigate the situation. During the spring and early summer of 1957 the Special Committee examined evidence submitted by member states and testimony from Hungarian refugees. The Committee's final report, which was unanimous, was published on June 20, 1957. It fully confirmed the Western view of the Soviet intervention in Hungary. Following the publication of the report a number of delegations pressed for resuming the debate in the General Assembly, a step which had been made possible by the temporary adjournment of the eleventh session. The Assembly was in fact reconvened to discuss this question on September 10, a week before the opening of the twelfth session.

The resumed eleventh session considered and, in the end, adopted a resolution (1133 (XI)) co-sponsored by 36 nations, including Canada, which endorsed the report of the Special Committee, condemned the Soviet Union for its action in Hungary and called upon the Soviet and Hungarian Governments to desist from oppressive measures. It requested Prince Wan of Thailand to act as Special Representative of the General Assembly and to make appropriate recommendations on the Hungarian question. The resolution further requested the inscription of the Hungarian item on the provisional agenda of the twelfth session. The resolution was adopted by 60 votes in favour, including Canada, 10 against (the Soviet bloc and Yugoslavia), with 10 abstentions (Afghanistan, Ceylon, Egypt, Finland, India, Indonesia, Nepal, Saudi Arabia, Syria, Yemen).

There was a brief debate in the General Committee of the twelfth session on September 23 at the conclusion of which it was decided to recommend including the Hungarian question on the Assembly agenda. The recommendation was adopted by a vote of 57 (including Canada), 10 against, with 6 abstentions.

In spite of Prince Wan's efforts to carry out the mandate contained in the Assembly resolution, he was unable to do so. Both the Soviet and Hungarian Governments refused his requests to discuss the matter in New York and to visit either the Soviet Union or Hungary as the Representative of the United Nations. Prince Wan finally reported that he had failed in all of his objectives which were to achieve (a) humanitarian treatment in Hungary; (b) a return from the Soviet Union of deportees; (c) withdrawal of Soviet troops from Hungary; and (d) free elections in Hungary. He stated that he had "not been able to find an opportunity for negotiations".

During the last day of the twelfth session, December 14, there was a brief and inconclusive debate on the Hungarian situation. The President of the General Assembly expressed the hope that the parties concerned would give Prince Wan the necessary co-operation "as he continues his efforts on this very important issue". The United States Delegation made a statement referring to acts of "brutality and inhumanity" which amounted to "official persecution" in Hungary. These charges, which were supported by the

¹See *Canada and the United Nations, 1956-57*, pp. 29-33

Representatives of The Netherlands, Uruguay and Australia, were rejected by the Representatives of the Soviet Union and Hungary. As no resolution on the question of Hungary was proposed at the twelfth session, it is the Canadian understanding that Resolution 1133 (XI) remains in effect and that Prince Wan's mandate as Special Representative of the General Assembly on the Hungarian problem continues.

Race Conflict in South Africa

The question of race conflict in South Africa has been discussed at every session of the General Assembly since it was first placed on the agenda of the seventh session in 1952. A three-man commission on the subject set up by the Assembly in 1952 made no progress and was allowed to lapse at the tenth session. At the eleventh session in 1956-57 the South African Delegation objected strongly to the inclusion on the agenda of the item which it had always considered to be a matter of South African domestic jurisdiction in which the United Nations was forbidden to intervene by Article 2(7) of the Charter. When the item was inscribed, South Africa announced on November 24, 1956 that it would maintain only token representation at the United Nations and has adhered to this policy since that date¹.

The Delegations of Bolivia, Costa Rica, Egypt, India, Indonesia, Liberia, Sudan and Uruguay, later joined by Ceylon, requested on August 6, 1957 that the item should be included on the agenda for the twelfth session. Inscription of the item was approved by a plenary session of the Assembly by 65 votes in favour, 8 against, with 9 abstentions. The Canadian Delegation, which in previous years had voted in favour of inscription, abstained because of its view that although the question had been discussed at every session since 1952 and various resolutions passed, this action had not resulted in any improvement in the racial situation in South Africa. The Delegation believed that further debate would have no beneficial or practical effect.

A resolution on the subject sponsored by 29 countries, asked that the General Assembly, recalling its previous resolutions and noting that policies of racial discrimination were inconsistent with the Charter, should (1) deplore the fact that the Government of the Union of South Africa had not yet responded to the call and invitation conveyed in paragraphs 3 and 4 of resolution 1016 (XI) of 30 January, 1957²; (2) again draw the attention of the Government of the Union to that resolution; (3) appeal to the same Government in the interests of the common observance by Members of the United Nations of the high principles and purposes enshrined in the Charter, to which the Government of the Union of South Africa had also subscribed and was as much committed as any other Member, to revise its policy in the light of those purposes and principles and of world opinion and to inform the Secretary-General of its response.

Forty-six delegations took part in the debate, with every speaker to a greater or lesser degree expressing disapproval of South African racial policies. The Canadian Delegation, while it could not support the proposed resolution, did not wish its position on this issue to be misunderstood. The Canadian Representative made a brief intervention in the debate on October 31. He explained, along the lines mentioned above, Canada's abstention on inscription and while emphasizing the Canadian people's wholehearted support of the principles of human rights as set out in Article 1 of the Charter, he expressed the opinion that there could be no quick or

¹See *Canada and the United Nations 1956-57*, pp. 24-25.

²Paragraph 3 called upon South Africa to reconsider its position and revise its policies in the light of its obligations and responsibilities under the Charter. Paragraph 4 invited South Africa to co-operate in a constructive approach to this question more particularly by its presence in the United Nations.

easy solution to the racial problem which existed in South Africa, a problem which could only be solved gradually. He said that the Canadian Delegation would be prepared to support a resolution of a general nature designed to remind all states of their obligations under the Charter in the field of human rights and to express the hope that South Africa would recognize its duty to give practical expression to its acceptance of these obligations. Canada had, however, come to the conclusion, he said, that resolutions such as those which had been adopted in the past, would not have a beneficial effect in the situation in South Africa.

The 29-power resolution was passed by the Special Committee and adopted by the General Assembly on December 4, 1957 by 59 votes in favour, 6 against, with 14 abstentions (including Canada).

Treatment of Indians in South Africa

The complaint of the Governments of India and Pakistan concerning the treatment by the Government of the Union of South Africa of people of Indian origin living in South Africa has been considered at every session of the General Assembly except the fourth session. A Good Offices Commission set up at the seventh session in 1952 to promote negotiations between the Governments concerned had no success. In 1954 a resolution was passed urging the Governments of India, Pakistan, and South Africa to seek a solution by direct negotiation.

At the tenth session in 1955 a resolution was passed noting that negotiations envisaged in previous resolutions had not been pursued, and urging further efforts to settle the dispute. Canada voted in favour of this resolution. In 1956 the South African Delegation protested against inscription of this item and the item on Race Conflict, and said that South Africa would maintain only token representation at the United Nations so long as these subjects remained on the agenda. Canada voted in favour of inscription of the item but abstained on a resolution (1015 (XI)) which again urged the countries concerned to enter into negotiations and to report progress to the General Assembly, as the latter requirement implied automatic reinscription of the item¹.

On August 16, 1957 the Representatives of India and Pakistan in separate letters to the Secretary-General requested inscription of the item on the agenda for the twelfth session. The Canadian Delegation felt that further discussion of this question in the General Assembly could have no useful results. While Canada has always held that the dispute ought to be solved by direct negotiation between the Governments concerned, it appeared most unlikely from the past history of the item that further discussion in the General Assembly would facilitate such negotiations. Canada therefore abstained in the vote on inscription, which was nevertheless approved by 63 in favour, 2 against and 16 abstentions.

A resolution put forward in the Special Political Committee by Iran, Mexico, the Philippines and Yugoslavia provided that the Assembly would: (1) note that the Governments of both India and Pakistan had reiterated their readiness to pursue negotiations with the Government of the Union of South Africa; (2) note with regret that the Union Government had not agreed to carry forward the purposes of resolution 1015 (XI); (3) appeal to the Union Government to participate in negotiations with the Governments of India and Pakistan, with a view to solving this problem in accordance with the purposes and principles of the Charter and the Universal Declaration of Human Rights; (4) invite the parties concerned to report as appropriate,

¹See *Canada and the United Nations 1956-57*, pp. 25-26.

jointly or separately, to the Assembly regarding the process of the negotiations.

While the Canadian Delegation had full sympathy with the objective of the resolution which was to bring about negotiations leading to the settlement of the dispute, it did not feel that the proposed resolution would achieve this end. Speaking in the Special Political Committee on November 12, 1957, the Canadian Representative asked for a clause by clause vote on the resolution and indicated that Canada would support clauses 1 and 3, and would abstain on clauses 2 and 4, and would abstain on the resolution as a whole. The Committee agreed to this request, and the Delegation voted accordingly. The resolution as a whole was adopted in the plenary session on November 26 by 64 in favour, none against, with 15 abstentions (including Canada).

Admission of New Members

With the admission of sixteen states to membership in the United Nations at the tenth session, and of Japan, Morocco, Sudan, Tunisia and Ghana at the eleventh session, five applications remained outstanding—those of South Korea and South Vietnam, North Korea and North Vietnam and Outer Mongolia.

During the interval between the eleventh and twelfth sessions, the Federation of Malaya achieved independence and applied for membership in the United Nations. At a meeting on September 5, 1957 the Security Council adopted unanimously a resolution recommending to the General Assembly that the Federation of Malaya be admitted to membership in the United Nations. At the opening of the twelfth session of the General Assembly it was agreed to consider Malaya's application immediately, other outstanding applications for membership to be considered in the Special Political Committee in due course. The Delegation of Canada, together with the delegations of the other Commonwealth countries (except South Africa which was absent) introduced a resolution, which was adopted unanimously, by which it was decided to admit the Federation of Malaya to membership. In a brief statement the Secretary of State for External Affairs expressed satisfaction that on his first opportunity to speak at the United Nations he should have the pleasure of welcoming a new member of the Commonwealth to membership in the United Nations.

The remaining applications for membership on which no decision had yet been taken were referred to the Special Political Committee for consideration. At the eleventh session of the General Assembly resolutions in support of the applications of South Korea and South Vietnam had been adopted, but subsequently, on September 9, 1957, the Soviet Union had vetoed resolutions put forward in the Security Council recommending the admission of these states. At the twelfth session the United States, together with twelve co-sponsors, again submitted resolutions reaffirming that South Korea and South Vietnam were fully qualified for, and should be admitted to, membership in the United Nations.

The supporters of the applications of Outer Mongolia, North Korea and North Vietnam did not put forward any resolutions on their behalf at the twelfth session, but India and Indonesia co-sponsored a procedural resolution which would have requested the Security Council to consider all applications for admission of new members. This proposal was rejected by a vote of 37 against, 33 in favour, with 10 abstentions (including Canada). The majority view which resulted in the rejection of the proposal was that

it would not differentiate between those states which were qualified for membership and those which were not, since it requested the Security Council to consider all outstanding applications.

The thirteen-power resolutions, on the other hand, specifically recognized that South Korea and South Vietnam were fully qualified for membership. The resolution on behalf of South Korea was adopted by a vote of 51 in favour (including Canada) to 9 against, with 20 abstentions. That on behalf of South Vietnam was approved by 49 in favour to 9 against, with 22 abstentions (including Canada). These resolutions were subsequently approved in plenary.

Since Canada recognizes the Government of the Republic of Korea as the only legally constituted government in Korea it supported the resolution on behalf of the admission of that country to the United Nations. Canada abstained on the resolution concerning South Vietnam in order not to prejudice its position of neutrality on the International Supervisory Commission for Vietnam on which Canada serves together with India and Poland.

Chinese Representation

Chinese representation was again an issue at the twelfth session of the General Assembly and, as in recent years, was dealt with on the basis of a procedural motion designed to postpone consideration of the problem for a fixed period of time. The votes for the procedural motion in the past three years have been as follows¹:

<i>Session</i>	<i>For</i>	<i>Against</i>	<i>Abstained</i>
Tenth (1955)	42	12	6
Eleventh (1956)	47	24	8
Twelfth (1957)	48	27	6

Prior to the eleventh session of the General Assembly in 1956 procedural motions designed to postpone consideration of Chinese representation were adopted by majorities of two-thirds or more but at the eleventh and twelfth sessions they received only 59 per cent and 58 per cent of the vote respectively. The 27 countries that opposed the motion of postponement at the twelfth session were: Afghanistan, Albania, Bulgaria, Burma, Byelorussian S.S.R., Ceylon, Czechoslovakia, Denmark, Egypt, Finland, Ghana, Hungary, India, Indonesia, Ireland, Morocco, Nepal, Norway, Poland, Romania, Sudan, Sweden, Syria, Ukrainian S.S.R., U.S.S.R., Yemen, Yugoslavia. Of these, Ghana, Ireland and Morocco were newcomers to the list of opposing states. The six countries that abstained were: Cambodia, Israel, Laos, Portugal, Saudi Arabia and Tunisia. Jordan and Libya, which had abstained in 1956, voted for the motion in 1957. The two new members of the United Nations voting for the first time on this issue divided their votes. Malaya supporting the motion for postponement and Ghana opposing it.

Since the intervention of Communist Chinese troops in Korea late in 1950, Canada has supported procedural motions of postponement (which require only a simple majority vote). The substantive question of who shall represent China (requiring a two-thirds majority vote) has not been raised since 1950 when an Indian resolution designed to unseat the Nationalist Chinese in favour of Communist Chinese representatives was defeated, having gained the support of only sixteen members of the United Nations. In subsidiary bodies of the United Nations, Canadian Delegations have supported motions of non-competence or have opposed motions designed to alter the existing representation of China.

¹See *Canada and the United Nations 1956-57*, pp. 28-29 for a complete record of votes since 1950.

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, presents a yearly report to the General Assembly on the work of its twice-yearly sessions. Its eighteen members are elected by the General Assembly for three-year terms and one-third of its membership is renewed each year. Members are chosen with regard both to their contribution to the work of the Council in the economic, social and humanitarian fields and to equitable geographical distribution. The five permanent members of the Security Council are by convention always re-elected. Canada is serving its third term on the Council which will expire on December 31, 1958. During 1957, Canadian Delegations attended the 23rd session of the Council in New York in April-May, the 24th session of the Council in Geneva in July and resumed the 24th session in New York in December.

The Economic and Social Council is responsible under the authority of the General Assembly for the economic and social activities of the United Nations. It makes or initiates studies and reports and makes recommendations on international economic, social, cultural, educational, health and related matters. It promotes respect for and observance of human rights and fundamental freedoms for all. It may call international conferences and prepare draft conventions for submission to the General Assembly on matters within its competence. It co-ordinates the activities of the Specialized Agencies by means of consultation with them, and consults with non-governmental organizations concerned with matters with which it deals. The Council conducts much of its work through commissions and committees. Eight functional commissions and one sub-commission have been established: the Transport and Communications Commission, the Statistical Commission, the Population Commission, the Social Commission, the Commission on Human Rights and Sub-Commission on the Prevention of Discrimination and Protection of Minorities, the Commission on the Status of Women, the Commission on Narcotic Drugs and the Commission on International Commodity Trade. There are three regional economic commissions: the Economic Commission for Europe, the Economic Commission for Asia and the Far East and the Economic Commission for Latin America. Two special organs of the United Nations are also associated with the Council: The United Nations Children's Fund (UNICEF) was established in 1946 by the General Assembly to assist children, victims of the Second World War, and to promote health and welfare programmes for mothers and children. UNICEF reports to the Assembly through the Economic and Social Council. The Office of the High Commissioner for Refugees, established by the General Assembly in 1948, also reports to the Assembly through the Council. These bodies make studies and draw up reports on special subjects on regional or worldwide bases, plan relief programmes and administer the funds necessary for their implementation.

In the General Assembly the Council's report is, in the main, considered by the Second (Economic and Financial) Committee with respect to economic and technical assistance questions, the Third (Social, Humanitarian and

Cultural) Committee with respect to matters relating to human rights, refugees, UNICEF and other social questions, and by the Fifth (Budgetary) Committee with respect to the financial implications of the Council's programmes.

An important aspect of the Council's work is its function as overall co-ordinator of the economic, social and relief programmes carried out by the United Nations and by all the Specialized Agencies. In this task it is aided by the Advisory Committee on Co-ordination which is composed of the Secretary-General of the United Nations as Chairman and the Directors-General of the Specialized Agencies.

During 1957 the Council paid special attention on the economic side, to the possibility of setting up a Special United Nations Fund for Economic Development (SUNFED) and recommended that the Assembly establish such a fund. On the social side, the Council considered a second report on the world social situation prepared by the Secretariats of the United Nations and the Specialized Agencies concerned. These and other activities of the Council are reported on in more detail below. Although the Population, Statistical, Transport and Communications Commissions and the Sub-Commission on the Prevention of Discrimination and the Protection of Minorities did not meet during the period under review, the Council at its 23rd and 24th sessions considered the work which they had accomplished in their particular fields. The Council also considered allegations regarding trade union rights, a supplementary convention on abolition of slavery, a declaration on the rights of the child, freedom of asylum and freedom of information.

Economic Questions

Economic Development of Under-Developed Countries

The Secretary-General of the United Nations said in the introduction to his annual report for 1957 that "the need for more rapid economic development and social advancement in the less developed regions of the world is a major challenge". In carrying out its task of promoting higher standards of living and conditions of economic and social progress and development, the United Nations aid to under-developed countries has included the preparation of studies and provision of advice to member states at their request upon the influence of international economic and commercial policies on economic development, measures for increasing productivity, industrialization, balanced economic growth, land and agrarian reform measures, the development of arid zones, and the conservation and utilization of resources. Details on some of the more important aspects of this work are given below.

The regular and the expanded programmes of technical assistance undertaken through the United Nations and Specialized Agencies have been one of the most effective means of aiding the less developed countries by the provision of technical experts for development projects in those countries and by the awarding of fellowships and scholarships for the training of students from those areas. It has been realized for some time, however, that these programmes and the lending operations of existing international institutions were insufficient in meeting the needs for economic development. After considerable discussion and study at previous sessions of the Economic and Social Council and the General Assembly, an important development took place at the twelfth session with the adoption of a resolution to establish a Special Fund which is to carry out assistance activities beyond the scope of present programmes. The discussions which resulted in the passing of this resolution are examined later in this chapter.

Special Fund

At the conclusion of the twelfth session of the General Assembly the President, Sir Leslie Munro of New Zealand, and the Secretary-General both commented that one of the most important and practical decisions which the General Assembly had taken concerned the establishment of the "Special Fund." General Assembly resolution A/RES/1219 (XII) provided that "there shall be established as an expansion of the existing technical assistance and development activities of the United Nations and the Specialized Agencies a separate Special Fund which would provide systematic and sustained assistance in fields essential to the integrated technical, economic and social development of the less developed countries".

The desirability of conducting a large-scale programme of capital assistance through the United Nations in addition to the lending operations of the International Bank for Reconstruction and Development had been discussed widely both in United Nations circles and outside the United Nations since 1949. In 1952 the sixth session of the General Assembly took the first definite action by adopting a resolution¹ which requested ECOSOC to prepare "a detailed plan for establishing, as soon as circumstances permit, a special fund for grants-in-aid and for low-interest, long-term loans to under-developed countries for the purpose of helping them, at their request, to accelerate their economic development and to finance non-self-liquidating projects which are basic to their economic development".

A resolution² passed at the eighth session of the General Assembly contained the following unanimously supported declaration:

"We, the governments of the States Members of the United Nations, in order to promote higher standards of living and conditions of economic and social progress and development, stand ready to ask our peoples, when sufficient progress has been made in internationally supervised world-wide disarmament, to devote a portion of the savings achieved through such disarmament to an international fund, within the framework of the United Nations, to assist development and reconstruction in under-developed countries."

After repeated examination by the Assembly, and after several special studies had been made of the technical and administrative problems of establishing such a United Nations Fund for economic development (SUNFED), the 24th session of ECOSOC passed a resolution which urged the General Assembly of the United Nations at its twelfth session to decide to establish the fund. The Canadian Delegation submitted amendments designed to provide for further consideration of this question by member governments. These amendments were, however, defeated, and ECOSOC resolution 662B (XXIV) was adopted by 15 votes in favour and 3 against—Canada, United Kingdom and the United States. Previously, ECOSOC and General Assembly discussions had generally resulted in unanimous resolutions on this subject. Canada explained that it was unable to vote for the ECOSOC resolution because, though it supported the principle of a United Nations economic development fund, it was not satisfied that the fund would command sufficient support to enable it to operate effectively.

The twelfth session of the General Assembly, after extended formal debate and informal negotiations, adopted resolution A/RES/1219 (XII). This resolution, in the drafting of which the Canadian Delegation assisted, was a compromise between a draft circulated early in the session by the

¹A/RES/502A(VI)

²A/RES/724A(VIII)

United States Delegation, which proposed an enlargement of scope of the Expanded Programme of Technical Assistance, and a resolution submitted by the supporters of SUNFED, which called for the early establishment of a large-scale capital assistance fund. Resolution 1219 (XII) decided that a new "special project fund" would be established. In view of the resources prospectively available, which were not expected to exceed 100 million dollars annually, the operations of the Special Fund would be directed towards enlarging the scope of the United Nations programmes of assistance so as to include special projects in certain basic fields, for example, intensive surveys of water, mineral and potential power resources, and the establishment of training institutes in public administration, statistics and technology, and of agricultural and industrial research and productivity centres. It was agreed that, while the fullest possible use should be made of the existing machinery of the United Nations, the Special Fund would require some new administrative and operational machinery.

A Preparatory Committee, of which Canada was made a member, was established to define the fields of assistance and types of projects to be covered by the Special Fund, to set out the administrative and operational machinery which the new fund would need; and to ascertain the extent to which governments would be willing to contribute to the Special Fund. This Preparatory Committee began its meetings on March 11, 1958, and will report to the 26th session of ECOSOC which will be held in Geneva in July and August. The General Assembly will have reports from the Preparatory Committee and ECOSOC before it at the thirteenth session. Resolution 1219 (XII) looked to the establishment of the Special Fund as of January 1, 1959, and appealed to all states members of the United Nations to give the fund the greatest possible assistance.

The resolution concluded, in relation to earlier discussions of a large scale United Nations capital aid fund (SUNFED), that "as and when the resources prospectively available are considered by the General Assembly to be sufficient to enter into the field of capital development, principally the development of the economic and social infrastructure of the less developed countries, the Assembly shall review the scope and future activities of the Special Fund and take such action as it may deem appropriate".

Throughout the discussions leading up to the Special Fund resolution, Canadian Delegations endeavoured to work towards a situation in which any new, or additional, United Nations activities in the field of economic aid would be established under appropriate administration and financial conditions. Mrs. Ellen L. Fairclough, Secretary of State, in her statement on December 3 to the Second Committee on the draft resolution emphasized this general point, stating that "in the operation of the proposed Special Projects Programme the assistance of the International Bank for Reconstruction and Development should be sought" because of the Bank's special experience in the promotion of the economic development of the less developed countries. Canadian Delegations have also strongly supported the principle that contributions for United Nations economic aid programmes should be made, as far as possible, in convertible currencies freely usable in accordance with the requirements of the respective programmes.

Another major determining factor has been the importance of avoiding any sharp division of opinion on this subject between the less developed countries and the potential donor countries. The initiatives which Canadian Delegations were able to take during the sessions of ECOSOC and of the General Assembly, were prompted by the hope of avoiding a breakdown in consultations on this important subject between the countries most concerned. Sometimes such a breakdown seemed imminent, for example at the

24th session of ECOSOC. As Mrs. Fairclough stated at the conclusion of her address of December 3, the provision of economic assistance through the United Nations to the less developed countries is a question on which "there can be general agreement and on which there must be general agreement if United Nations programmes are to be successful".

Mrs. Fairclough also reiterated the moral, political and economic considerations which have guided Canadian Delegations during discussions of economic assistance:

"When I speak of moral considerations I have in mind a belief that we have a responsibility to help nations less fortunate than ourselves. When I speak of political considerations I have in mind a belief that by helping to bring about improvement of the economic conditions of peoples in other parts of the world we are thereby assisting in the reduction of tension and in the safeguarding of peace. When I speak of economic considerations I have in mind a belief that world prosperity, including our own, will increase as that of the less developed countries increases."

Technical Assistance

The United Nations Charter gave expression to the urgent and widespread need for member countries to help each other in raising the standard of living of all people, and in creating conditions for peaceful and stable economic and social advancement of every country throughout the world. The General Assembly, acting on a recommendation of the Economic and Social Council, gave concrete recognition to this need by establishing the machinery within the Secretariat to provide technical assistance to underdeveloped countries and to assist the Specialized Agencies in co-ordinating their various programmes in this field.

There are two aspects to the term 'technical assistance': one is the provision of training in more advanced countries for students and trainees from less developed countries; the other involves the sending of experts and advisers as individuals or teams from more advanced to less developed countries, supplemented, as required, by the provision of equipment and supplies, to assist them in their development programmes. With each successive year, the United Nations and the Specialized Agencies have expanded and broadened their activities in both of these fields.

In 1949 the General Assembly, on the recommendation of ECOSOC, took another step towards the extension of the United Nations technical assistance programmes by establishing the Expanded Programme of Technical Assistance. The United Nations, through the United Nations Technical Assistance Administration and the Specialized Agencies, which now participate in this programme, include the International Labour Organization, Food and Agriculture Organization, United Nations Educational, Scientific and Cultural Organization, International Civil Aviation Organization, World Health Organization, International Telecommunication Union, and World Meteorological Organization.

The regular programmes are financed from the annual budgets of the United Nations and Specialized Agencies and the Expanded Programme is supported by voluntary contributions. By 1957, 82 governments were participating in the Expanded Programme, and were contributing nearly \$31 million annually. In 1957 Canada increased the amount of its contribution to \$2 million (U.S.) bringing the total since the inception of the programme to \$9.2 million. At the twelfth session of the General Assembly,

the Canadian Delegation stated that the Canadian Government would ask Parliament to approve a contribution of \$2 million for 1958.

Each country, which wishes to obtain technical assistance through the Expanded Programme, prepares a request for the particular types of assistance it requires. Governments are assisted in the formulation of their proposals by the Resident Representative of the Technical Assistance Board, who is familiar with the various aid programmes being undertaken by the Expanded Programme of Technical Assistance, with the resources available and with other similar schemes such as the Colombo Plan. These requests are submitted by the country concerned to the Technical Assistance Board, which is headed by an Executive Chairman, appointed by the Secretary-General of the United Nations, and which consists of the heads of the Specialized Agencies. The Board, which also co-ordinates and supervises the operations of the scheme and reports on its activities, then prepares a comprehensive draft programme which it presents to the Technical Assistance Committee of the Economic and Social Council, and with its approval, the programme is then implemented.

The International Bank for Reconstruction and Development and the International Monetary Fund also co-operate in a consultative capacity in the work of the Board, but they do not receive funds from the Expanded Programme.

Each year the Technical Assistance Board submits a report on its activities for the previous year to the Technical Assistance Committee on which all 18 members of the Economic and Social Council are represented, together with six additional members elected from among members of the United Nations and the Specialized Agencies. According to the Report for 1957, which was presented to the 24th session of ECOSOC in 1957, the Programme now includes roughly 1,300 projects in more than 100 countries.

Up to the end of 1957, 1,360 persons had been trained in Canada under the various programmes in which Canada takes part which include, in addition to United Nations programmes, the Colombo Plan established in 1950 to help Commonwealth and later non Commonwealth countries in South and South East Asia. Of this number, approximately one-third was sponsored by the United Nations and the Specialized Agencies. During 1957, 66 persons out of a total of 335, were trained or were in training in Canada under United Nations sponsorship.

Further, more than 600 Canadian experts had served, or were serving, abroad in various under-developed countries during the same period. Of this number, more than 500 were sponsored by the United Nations and the Specialized Agencies. During 1957, more than 100 Canadian experts were abroad under various technical assistance programmes, 80 of whom were appointed by the United Nations and the Specialized Agencies.

Regional Economic Commissions

There are at present three regional economic commissions of the United Nations: the Economic Commission for Europe (ECE), whose headquarters is in Geneva, the Economic Commission for Latin America (ECLA), whose headquarters is in Santiago, and the Economic Commission for Asia and the Far East (ECAFE), with headquarters in Bangkok. A fourth, the Economic Commission for Africa (ECA), is expected to be established during 1958. While Canada is not a member of any of the regional economic commissions, Canadian Representatives have attended many ECE meetings regularly in a consultative capacity, and have also attended a number of ECLA and ECAFE meetings on a less regular basis.

The regional economic commissions report to the Economic and Social Council and through it to the General Assembly. Their secretariats form an integral part of the United Nations Secretariat. However, the nature of the relationships of these commissions to the Specialized Agencies and to the United Nations are subject to some differences of views. Some countries favour greater decentralization of United Nations activities and more autonomy for the regional economic commissions, while others, including Canada, consider that the various United Nations bodies concerned with economic problems function most effectively within a programme which is subject to continuing review and control by ECOSOC.

The Economic Commission for Europe held its twelfth annual session in Geneva in April 1957 which Canadian Representatives attended in a consultative capacity. The session reviewed the work and achievements of the various technical committees of ECE, some of which (e.g. the Agriculture Committee and the Timber Committee) are of special interest to Canada. Because the membership of ECE includes countries from Eastern as well as Western Europe, the annual sessions provide an opportunity for discussing economic relationships between these two groups of countries. ECE is recognized to have made a contribution toward extending the area of economic co-operation between Eastern and Western Europe on a mutually advantageous basis. Inevitably, perhaps, the annual sessions tend to reflect differing political and ideological viewpoints.

The seventh session of the Economic Commission for Latin America was held at La Paz, Bolivia, from May 15 to 29, 1957. The main topics considered were the possible creation of a regional common market and a multilateral payments system, technical assistance, the implications of the European common market, and nuclear energy. An attempt was made to obtain full membership for Spain, but as this had not been on the agenda, the attempt was not successful. The present membership of ECLA is made up of the twenty Latin American states, France, the Netherlands, and the United Kingdom, by virtue of their Guianan territories, and the United States.

ECAFE celebrated its tenth anniversary in 1957, with its thirteenth session which was held at Bangkok, Thailand, from March 18-28. The present membership of ECAFE consists of twenty-three member countries and three associate members, which meet in annual sessions.

Industrialization of Under-Developed Countries

For several years ECOSOC and other United Nations bodies have discussed action through the United Nations to promote and accelerate industrial development in under-developed countries and Canada, while supporting the establishment of a programme of work in this field, has considered that care should be taken to define the areas of United Nations interest and that the projects under the programme should provide practical assistance and guidance and not duplicate facilities available through other international agencies. At the 23rd session of ECOSOC (Spring, 1957) a progress report prepared by the Secretariat, on the programme of work in the field of industrialization in under-developed countries was submitted. This Report was preceded by earlier studies on this matter, which dealt with "Processes and Problems of Industrialization in Under-developed Countries", and "A Programme of Work on Industrialization and Productivity". These reports were considered in both the 21st session and the 22nd session of ECOSOC in 1956 which approved a list of studies and projects which it wished to have undertaken.

During the 23rd session of ECOSOC, the Canadian Delegation co-sponsored a resolution, which noted the progress that had been made in these studies, and again drew attention to the need for rapid industrialization and for an intensification of the programme in this field. In the course of the discussion, the Canadian Delegation again stressed that any work undertaken by the United Nations should be of direct practical usefulness to the underdeveloped countries.

In this general field of industrialization, two additional aspects—land reform and the development of co-operatives—were also considered during the 23rd session of ECOSOC. The Canadian Delegation did not take an active part in the discussions on the former subject, but in the latter, it co-sponsored a resolution drawing attention to the need for governments to encourage the development of co-operatives. In doing so, the Delegation pointed to the very advanced stage of development which co-operatives had reached in Canada, both as social and economic entities, and indicated that Canadian experience might be useful to other countries in which co-operatives were still in the development period.

International Trade and International Commodity Problems

During and after the Second World War there was much discussion and extensive international negotiation in connection with the establishment under the United Nations of an International Trade Organization (ITO). This organization, it was considered, would complement the International Monetary Fund and International Bank for Reconstruction and Development¹ so that a comprehensive international structure would exist under the United Nations in the field of trade and payments. It proved impossible, however, to reach agreement on the ITO, or on the associated Havana Charter which was designed to establish a body of general principles relating to international economic and trade policy.

As a temporary arrangement pending the coming into being of the ITO and agreement on the Havana Charter, a group of countries including the major trading countries of the world drew up, and brought into effect on January 1, 1948, the General Agreement on Tariffs and Trade, or GATT. This instrument incorporated a set of accepted rules of conduct for international trade designed to reduce trade barriers and eliminate discrimination. The GATT also embodied lists of substantial tariff reductions which had been negotiated among the member countries. As events turned out, the GATT—which operates outside the United Nations—has continued as the main international instrument in the trade field. There were originally twenty-three member countries of GATT, and now there are thirty-seven.

Between November 1954 and March 1955 the Contracting Parties to GATT undertook a thorough review of the General Agreement in the light of seven years' experience. One result of this review was the drawing up of an agreement to establish a permanent organization known as the Organization for Trade Co-operation (OTC) to administer the GATT. The agreement to establish the OTC has not yet been accepted by sufficient countries, however, to bring this new organization into being.

While attempts to establish a comprehensive trade organization within the United Nations have not been successful, there has been much discussion of international trade problems in the General Assembly, in ECOSOC, and at FAO meetings. These discussions have tended to emphasize the trade

¹See pp. 60-64

difficulties of under-developed countries and the problems of trade in agricultural and other primary commodities, which are of particular importance to many under-developed countries. Special study is given to commodity problems in the United Nations Commission on International Commodity Trade² and the F.A.O. Committee on Commodity Problems. There is also the Interim Co-ordinating Committee for International Commodity Arrangements (ICCICA), established by ECOSOC in 1947. This Committee is composed of four independent experts, two of whom are nominated by the United Nations Secretary-General, the third nominated by FAO, and the fourth (who is Chairman) nominated by the Contracting Parties to GATT. The functions of ICCICA are to convene inter-governmental study groups and make recommendations to the Secretary-General on the convening of commodity conferences.

Inter-governmental study groups and conferences organized under United Nations auspices have led to three international commodity agreements, on sugar, wheat and tin. At present, inter-governmental study groups under FAO or United Nations sponsorship are examining production and trade in tin, grains, rubber, rice, cotton, and cocoa. A draft agreement on olive oil, prepared at a United Nations conference in 1955, is also under consideration by interested member governments.

Canada is a major work trader, and Canadian Representatives have taken an active part in United Nations discussions of trade problems. Canada was one of the original members of GATT and is a member of the FAO Committee on Commodity Problems and of the Commission on International Commodity Trade. Canadian Representatives at meetings of these bodies and at meetings of ECOSOC and the General Assembly have encouraged the development of United Nations programmes and activities aimed at solving trade problems of member countries and the further expansion of international trade on a multilateral and non-discriminatory basis. Canada is a member of the international commodity agreements on wheat, sugar and tin, and Canadian Representatives participate in the work of commodity study groups on grains, rubber and cotton.

Much of the recent discussion in the United Nations on trade matters has been concerned with organizational and institutional questions. By a resolution of the 22nd session of ECOSOC in 1956, member governments were requested to submit to the Secretary-General their comments on international machinery for trade co-operation, and the Secretary-General was requested to analyze the replies and submit a report to the 24th session of ECOSOC. In response to this resolution, the Canadian Government informed the Secretary-General in May 1957 that it fully recognized that adequate international trade machinery was an important element in pursuit of the objectives of expanding international trade and increasing opportunities for progress towards a freer non-discriminatory system of world trade on a multilateral basis. The Government was satisfied, however, that existing international trade machinery (together with the proposed Organization for Trade Co-operation) was adequate, and was flexible enough to be adapted to new problems which might arise. The Government considered that the real need was for more effective use of existing international trade machinery, rather than the establishment of additional international agencies.

At the 24th session of ECOSOC the Soviet Delegation submitted a draft resolution calling for the establishment of a new trade organization within the framework of the United Nations or by making use of existing organizations. This proposal was resisted by a number of delegations, including the

¹See p. 51

Canadian. An amended resolution, later adopted unanimously, was put forward which (a) recognized "the need for improved co-operation in questions of international trade in order more effectively to promote the development of international economic relations in accordance with the Charter of the United Nations", and (b) requested the Secretary-General to keep under review developments in the field of trade co-operation, in particular with respect to international machinery, and report again to ECOSOC at its 26th session.

During the ECOSOC debate, the Canadian Representative stated that he agreed that a good deal remained to be done in improving and developing further the structure of international co-operation already established and by taking specific action designed to promote international trade. Member countries should seek ways and means, he said, to further trade co-operation in all ways possible and particularly through using existing international machinery to expand trade through increased co-operation.

When the report of the Economic and Social Council was presented to the twelfth session of the General Assembly, the Bulgarian Delegation submitted a draft resolution for the convening of a conference of experts in 1958 to assist the Secretary-General in preparing his report on machinery for trade co-operation to the 26th session of ECOSOC. For lack of support the Bulgarian Delegation later withdrew its draft resolution. A resolution was adopted by the Assembly by a vote of 51 in favour (including Canada), 7 against and 19 abstentions which recognized that "greater efforts should be made to promote free and fair international competition by eliminating or lowering unduly high tariffs and other unjustifiable barriers to international trade"; it expressed the opinion that the establishment of the Organization for Trade Co-operation as a permanent organization in this field would further strengthen other existing organizations and agreements in this field; and it re-affirmed the request of the eleventh session of the General Assembly which urged Governments "to continue their efforts to reduce existing barriers to international trade in a mutually satisfactory manner for the purpose of expanding such trade at the fastest feasible rate". The resolution urged Governments to take action to approve the Agreement on the Organization for Trade Co-operation at as early a date as possible.

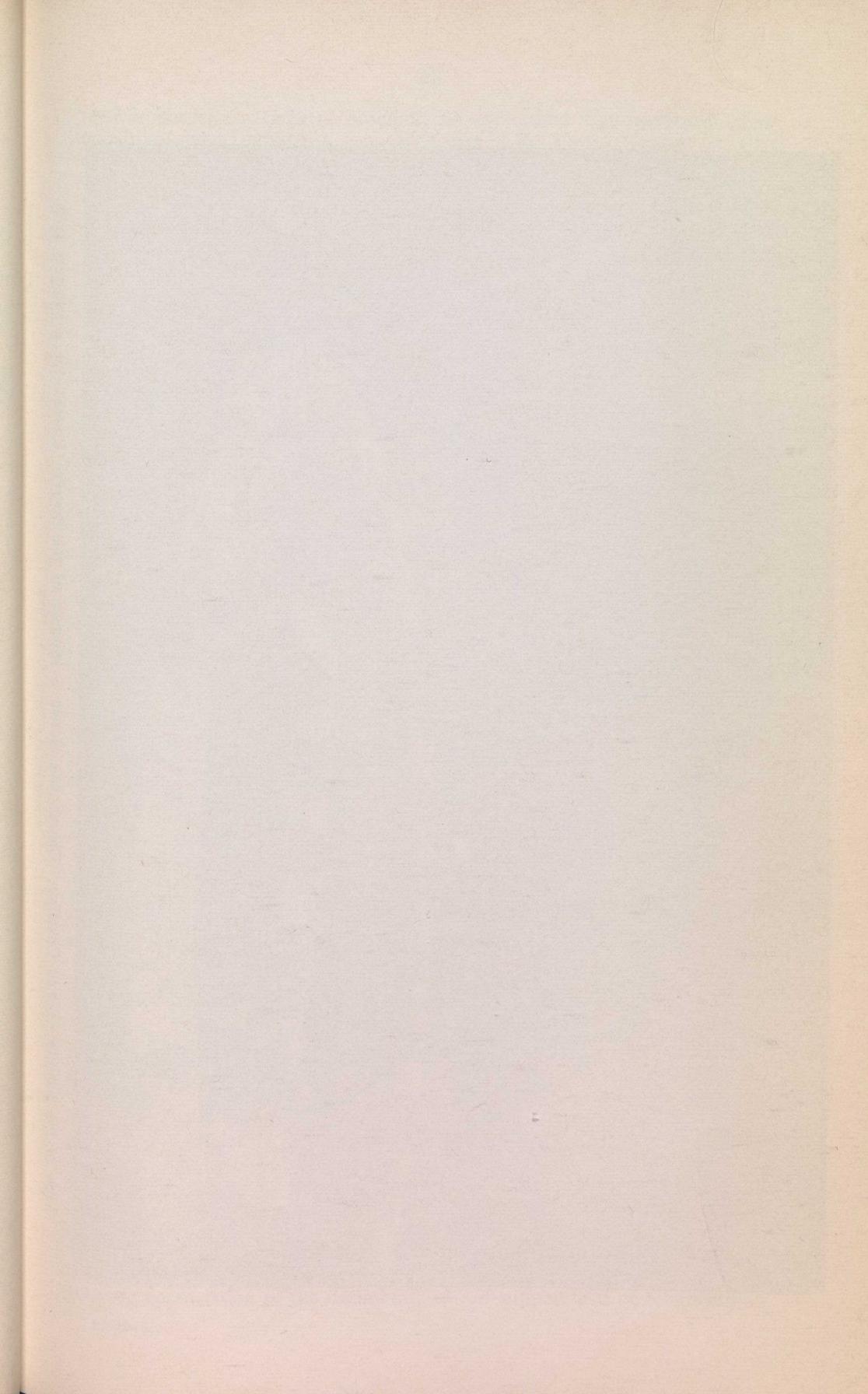
Programmes of Assistance

Introduction

The United Nations and the Specialized Agencies undertake in many areas of the world various programmes of assistance which are financed regularly by the budget assessments of the member states. In addition, the United Nations sponsors special programmes of assistance which are administered by agencies and funds established for the specific purposes of providing aid for children and refugees, and technical assistance and which are financed as "extra-budgetary funds" by the voluntary contributions of member states. A short account of three of these special programmes is given in the immediately following sections.

Aid for Children

The United Nations Children's Fund (UNICEF) was created on December 11, 1946 to provide aid for the children of war-devastated countries, principally in Europe. UNICEF's programme aroused such interest and support that in 1953, notwithstanding the lessening of immediate





View of the Security Council Chamber. Canada was elected a member of the Security Council for a two-year term commencing January 1, 1958.

postwar needs, the General Assembly of the United Nations voted unanimously to make UNICEF a continuing part of the United Nations work for an indefinite period. From that time, the Fund shifted the emphasis of its activities from emergency relief operations to long-range projects in the fields of maternal and child welfare, disease control and child nutrition. This shift in programme has been accompanied by a change in the direction of aid in favour of Latin America, Asia, Africa and the Middle East. In these regions UNICEF works in close co-operation with the World Health Organization and the Food and Agriculture Organization and has the assistance of their technical staffs.

Canadian interest and participation in UNICEF has kept pace with the expanding programme and budget of the Fund. In 1957 some 80 countries voluntarily contributed support to 324 programmes currently in operation in 104 countries and territories. The UNICEF Budget is made up of both governmental and non-governmental contributions. In 1957 income from all sources amounted to \$20.5 million: \$18 million from Governments and \$2.5 million from other sources. Since 1951, an average increase of 1.5 million each year has permitted UNICEF to make its allocations successively higher: in 1951, 16.6 million were allocated compared to 24.1 million in 1957. Countries and territories receiving aid from UNICEF provide contributions to the projects undertaken equal to or greater than the contributions allocated to them: for programme allocations made by UNICEF in 1957, assisted governments committed themselves to spend \$2.79 for every \$1.00 spent by UNICEF.

The Canadian Government has contributed just over \$10.5 million to UNICEF since its inception in 1946, including a \$650,000 contribution for 1957. In addition, in 1957, voluntary contributions from private Canadian sources exceeded \$1.5 million; of this the assistance given by Canadian children in their "Shell-out for UNICEF" collected at Hallowe'en amounted to over \$75,000. Subject to parliamentary approval, Canada's pledge for 1958 is \$650,000.

Canada has been a member of the Executive Board since UNICEF was established in 1946, and at present holds a seat until December 31, 1958. There are a number of Canadians on the international staff of UNICEF: among those holding senior positions are Mrs. Adelaide Sinclair, Deputy-Director, Mr. Edward Bridgewater who is in charge of all procurements for the Fund, and Mr. Stewart Sutton who is responsible for UNICEF's activities in the Eastern Mediterranean area.

Assistance for Palestine Arab Refugees

In his report to the twelfth session of the General Assembly Mr. Henry Labouisse, Director of the United Nations Relief and Works Agency for Palestine Refugees (UNRWA), stated that the number of refugees for whom the Agency was providing subsistence, medical care and shelter, as well as assistance towards "self-support", was now approximately 933,000. The Director mentioned that in spite of "an extremely grave financial situation", UNRWA had so far succeeded in maintaining almost all existing relief services, although at an inadequate standard. However all new construction other than shelter improvement had had to be brought to an end as had the programme for children's clothing initiated in 1956. Furthermore, considerable portions of the Agency's self-support programme had had to be discontinued for financial reasons, although the refugees now appeared to have "a growing appreciation of the desirability of self-support and of rehabilitation,

in the broad sense of an improvement in their conditions of life and prospects for the future". The Director reaffirmed, nevertheless, that it would be unrealistic to believe that decisive progress could be made towards reintegration of the refugees unless they were given the choice between repatriation and compensation, or unless some other solution acceptable to all parties were found; the great mass of the refugees, he said, "continues to believe that a grave injustice has been done to them and to express the desire to return to their homeland". Mr. Labouisse's report also included sections on the activities carried out by the Agency, under considerable difficulty, in Gaza during the Israeli occupation and the short interregnum that followed, and on UNRWA's relationship with the host governments, which were now "either satisfactory or considerably improved". The Director said that the Agency's financial position was "a cause for real alarm"; unless the Assembly provided adequate funds, UNRWA's basic services might have to be further curtailed, and this would bring grave suffering to the refugees and would increase tension and instability in the area. He described as "urgently required" the approval by the Assembly of the Agency's budget for 1958 of \$25.7 million for relief and \$15 million for rehabilitation, and the pledging and payment of funds to meet this budget.

After a lengthy debate in the Special Committee of the Assembly, in which there was considerable discussion of the Palestine refugee question but little evidence of progress towards a settlement, the General Assembly passed on December 12 a resolution which noted—as in past years—that repatriation or compensation had not been effected and that no substantial progress with reintegration had been made, and noted further that the financial situation of the Agency was serious. The resolution went on to urge governments to increase their contributions in order that the Agency might carry out its relief and rehabilitation programmes without cuts in services, and directed the Agency to pursue its programme, bearing in mind the response to the appeals made by the Assembly and the Secretary-General for additional financial assistance. The vote on the resolution was 52 in favour, none opposed, and 19 abstentions, including the Soviet bloc and the Arab states present at the meeting. The latter, most of which had voted for the UNRWA resolution at the preceding session, abstained because they considered that the new resolution, based as it was on the principle of voluntary contributions, gave no firm guarantee that the refugees' relief and rehabilitation requirements would be met.

During and after the debate, new or increased contributions were announced by several countries, but the Director, in a final statement to the Special Committee, expressed regret that the resolution did not call specifically for approval of UNRWA's budget, nor give any clear instructions on the course to be followed in the event of a shortage of funds. Indicating that the maximum funds he expected to receive for both relief and rehabilitation would hardly cover the relief budget alone, he stated that unless additional funds were forthcoming very soon, the Assembly would, in effect, have decided that the Agency must bring to a close all of its rehabilitation activities.

Canada has been a regular contributor to UNRWA since its inception, and during the debate at the twelfth session, the Canadian Representative announced the Government's intention to seek parliamentary approval for a 1958 cash contribution of \$500,000, an amount commensurate with Canada's contribution in past years. On January 23, 1958, it was announced that subject to parliamentary approval, a special additional contribution of \$1,500,000 worth of Canadian flour would be made to the Agency in response

to its current financial difficulties and in the hope that other countries would be encouraged to increase their own contributions. The Director of UNRWA wrote, in acknowledgement of the flour donation, that "this very generous additional contribution will go a long way toward enabling us to continue our basic services for the refugees".

Aid for Refugees

At its fifth session in 1950 the General Assembly established the Office of the United Nations High Commissioner for Refugees with a mandate extending to all persons who had fled from their native lands for fear of persecution; for political, racial or religious grounds; and who were unwilling or unable to claim the protection of their own governments¹. The main functions of the Office are international legal protection, promotion of permanent solutions to the problems of refugees and the administration of emergency aid. Of the more than two million refugees who came within the High Commissioner's mandate, the number has been reduced to a total of about one million by emigration, re-establishment or voluntary repatriation. The High Commissioner has estimated that by the end of 1958 when the special programmes undertaken by the United Nations Refugee Fund (UNREF) are due to be completed, there will still be about 120,000 of that total in need of some direct material assistance before they can be considered as fully re-established in a normal way of life. He has forecast that about 23,000 of these will be living in refugee camps in Austria and Germany. These estimated figures do not take into account the remaining 10,000 Hungarian refugees in Austria who have been unable as yet to find permanent homes either in Europe or abroad². The problem confronting the High Commissioner is made more difficult of solution because many of the refugees now in camps are the infirm, the old, or the sick, who require medical, nursing or institutional care.

The task of helping refugees had since 1947 been the responsibility of the International Refugee Organization which was set up as a Specialized Agency of the United Nations for the primary purpose of the repatriation or resettlement of refugees and displaced persons. When the problem became more manageable in size and the great post-war urgency was past, the United Nations High Commissioner for Refugees took over this responsibility. 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. In 1954, the United Nations General Assembly recognized that a comprehensive programme was needed if permanent solutions were to be found for the remaining refugee problem within a reasonable length of time. The General Assembly therefore established³ on October 21, 1954 the United Nations Refugee Fund (UNREF). The purposes of UNREF's four-year (1955-58) programme were set out as follows: to solve the problems of refugees on a permanent basis for those who could not emigrate; to enable the UNHCR to initiate integration programmes for those who remained in the countries of first asylum; to place in institutions, homes and sanatoria the old, infirm and chronically ill refugees; and to provide emergency assistance for those in the greatest need. The target budget for UNREF's four-year programme was \$16 million broken down as follows: \$4.2 million in 1955; \$4.4 million in 1956; \$4.4 million in 1957; and \$3 million in 1958.

¹The 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 (UNRWA).

²On January 27, 1958, the UNHCR announced that the last group of Hungarian refugees had left Yugoslavia.

³United Nations resolution 832 (IX).

The UNREF programme has now completed three years of operation and is entering its fourth and final year. Its accomplishments have been great. In the three years of 1955, 1956 and 1957, UNREF projects have reduced the number of unsettled refugees from about 350,000 in 1955 to approximately 150,000 at the end of 1957, and the refugee camp population has been reduced from more than 85,000 in 1955 to about 40,000 near the end of 1957. These results have been achieved in the face of difficulties arising from insufficient contributions from governments to meet the UNREF target budget (the present deficit in contributions amounts to \$2.4 million), and the problems created by the influx into Austria and Yugoslavia in 1956-57 of 200,000 new refugees from Hungary.

The annual report¹ of the High Commissioner for Refugees and also the question of future arrangements for the Office of the UNHCR came before the Third (Social, Humanitarian and Cultural) Committee of the General Assembly on November 4, 1957. The Third Committee decided to take up these two items together, and they were considered during the subsequent eight meetings of the Third Committee.

At its first meeting the Third Committee heard Mr. Auguste R. Lindt of Switzerland, the United Nations High Commissioner for Refugees, make his recommendations for solving the remaining refugee problems. The High Commissioner said he had recently reappraised the situation because of the exodus of 200,000 Hungarian refugees, and he estimated that he would need \$20.8 million, that is \$4.8 million more than the original target of \$16 million, for UNREF if he were to succeed in closing down all refugee camps by 1960. Furthermore, the High Commissioner said he would have to know before the end of 1958 if the additional funds for closing down the refugee camps would be forthcoming so that he could work out the plans for an intensification of the programme during 1958.

Three resolutions dealing with refugee matters were approved by the Third Committee of the General Assembly in November 1957. The first resolution² provided for the prolongation of the Office of the UNHCR for a further five-year period, that is up to the end of 1963. This resolution when referred to the General Assembly in plenary session was adopted by a vote of 66 in favour (including Canada), 0 against, with 9 abstentions. The second resolution³ which was co-sponsored by Canada and twelve other states authorized the High Commissioner to intensify the UNREF programme to the fullest extent possible and appeal to states for financial help so that all refugee camps could be closed by December 1958 when UNREF is due to be completed (although any UNREF projects started but not completed by December 1958 are to be carried to completion). This resolution specified that while the intensification programme should give priority to the closure of refugee camps, the need to seek solutions for the problems of unsettled refugees living outside of camps should not be neglected. It also made provision for the establishment by ECOSOC at its twenty-fifth session in April-May 1958 of a new policy committee⁴ composed of from 20 to 25 states having a demonstrable interest in, and devotion to, the solution of the refugee problem, which would advise and give directives to the High Commissioner in the carrying out of his responsibilities. The vote in the General Assembly on this second resolution was 63 in favour (including Canada),

¹Document A/3585/Rev.1.

²General Assembly resolution 1165 (XII) of November 26, 1957.

³General Assembly resolution 1166 (XII) of November 26, 1957.

⁴The present 21-member UNREF Executive Committee is composed of the following states: Australia, Austria, Belgium, Brazil, Canada, Colombia, Denmark, France, Federal Republic of Germany, Greece, Holy See, Iran, Israel, Italy, Netherlands, Norway, Switzerland, Turkey, United Kingdom, United States and Venezuela. Canada was elected to membership on this Executive Committee on April 24, 1957 at the twenty-third session of ECOSOC.

0 against, with 10 abstentions. The third resolution¹ was concerned with the problem of Chinese refugees in Hong Kong who now number about 700,000 people. This resolution, approved in the General Assembly by a vote of 50 in favour (including Canada), 9 against, with 11 abstentions, appealed to all governments and organizations for assistance in relieving the distress of these Chinese refugees and authorized the High Commissioner to encourage arrangements for contributions to alleviate this distress in Hong Kong.

The Representative of Canada, Mrs. H. S. Quart, made statements in the Third Committee on November 6 and November 12 outlining Canada's position on the aspects of the refugee work which were then being considered. Mrs. Quart praised the efforts made by the High Commissioner at the time of the Hungarian crisis when his Office was already fully occupied with the work of assisting the other refugees under his mandate. She gave an account of the number² of refugees who had come to Canada as well as an account of those who had returned³ to Hungary. Mrs. Quart stressed the importance of the speedy closing of the refugee camps and mentioned Canada's strong support in ECOSOC and in the UNREF Executive Committee for the resolution requesting the UNHCR to intensify his camp closure programme. She acknowledged the fact that the High Commissioner's endeavours could not be wholly successful unless further contributions were forthcoming from governments and noted with regret that the original target of \$16 million was not yet in sight. Mrs. Quart also announced that the Canadian Government, subject to parliamentary approval, would again contribute \$200,000 to UNREF in 1958.

During the period under review, the UNREF Executive Committee held its fifth and sixth sessions in Geneva from June 3-7 and on July 12 respectively, and the Canadian Permanent Representative to the European Office of the United Nations attended both of these sessions. The High Commissioner for Refugees, Mr. Lindt, visited Ottawa from October 1-3 for a discussion of refugee problems with the Secretary of State for External Affairs, the Minister of Finance, and the Acting Minister of Citizenship and Immigration.

Social Questions

International Covenants on Human Rights

At the twelfth session the Third (Social, Humanitarian and Cultural) Committee continued its consideration of the Draft Covenants on Human Rights. These drafts, one dealing with Economic, Social and Cultural Rights and the other with Civil and Political Rights, which were prepared over a period of years by the Human Rights Commission, have been a major pre-occupation of the Third Committee at each session commencing with the ninth session in 1954. By the end of the eleventh session the Committee had approved revised texts for an article dealing with the question of self-determination, common to both Covenants, and for articles in the draft Covenants on Economic, Social and Cultural Rights covering the right to work, to just and favourable conditions of work, to form and join trade unions, to social security, the protection of mother and family, the right to an adequate standard of living, including the right to adequate food, clothing and housing and the right to health.

¹General Assembly resolution 1167 (XII) of November 26, 1957.

²At the end of December, 31,851 Hungarian refugees had been admitted to Canada; this figure brought to 36,018 the number of Hungarian refugees admitted to this country since October 1956 when the exodus from Hungary began.

³By the end of December 1957, only a fraction of one per cent of those entering the country had returned to Hungary.

The three substantive articles of the Covenant on Economic, Social and Cultural Rights remaining for consideration were discussed by the Committee at the twelfth session. Texts were approved for articles dealing with the right to education, implementation with respect to primary education and the right to take part in cultural life and to enjoy the benefits of scientific progress. The Canadian Delegation voted in favour of the first and last mentioned of these articles but abstained on the article dealing with implementation in respect of primary education. It was unable to support that article because it placed a firm obligation on states to work out and adopt a detailed plan of action for the progressive implementation, within a reasonable number of years to be fixed in the plan, of the principle of compulsory primary education free of charge for all. Both because education is a provincial responsibility and because of the difficulties of applying the principle of compulsory education in outlying areas where populations are scattered and nomadic, the Delegation considered that in so far as Canada was concerned the inclusion in the Covenant of a firm obligation in this form would be unacceptable.

Having completed its consideration of the substantive articles of the draft Covenants on Economic, Social and Cultural Rights the Committee turned, in accordance with a procedural decision taken at an earlier session, to the substantive articles of the draft Covenant on Civil and Political Rights, commencing with Article 6 which deals with the right to live. Among the many issues discussed was a proposal which was put forward by the Delegations of Uruguay and Colombia for the inclusion of a provision prohibiting capital punishment. This was rejected by a large majority but to dispel any doubts that the article might give the impression of sanctioning capital punishment, it was agreed to include a paragraph stating that nothing in the article shall be invoked to delay or prevent the abolition of capital punishment by any State party to the Covenant. Other questions discussed in relation to Article 6 included provisions relating to the types of offences for which the sentence of death might be imposed, the legal processes by which judgment was to be rendered, the prohibition of the imposition of the death sentence for crimes committed by persons below 18 years of age and the prohibition of the execution of the death sentence on pregnant women. The relationship between the provisions of the article and the Convention on the Prevention and Punishment of the Crime of Genocide was also considered.

The most controversial issue was a sentence in the article which states "No one shall be arbitrarily deprived of his life". Because of the imprecision of this text, particularly with respect to the various interpretations which may be given to the word "arbitrarily", the adoption of this sentence was a significant factor in the decision of the Canadian Delegation to abstain on the article as a whole.

Although many delegations were of the opinion that the consideration of the Covenants at the twelfth session had been more satisfactory and constructive than at earlier sessions, there was a growing impatience with the slow rate of progress; at the present rate it would be several years before the Committee would have texts ready for adoption by the General Assembly and for referral to governments for final consideration, before signature and ratification. Several suggestions were made for speeding up the work on the Covenants but no formal proposals were put forward.

Advisory Services in the Field of Human Rights

During the year progress was made in the implementation of the United Nations programme of advisory services in the field of human rights, under

which the Secretary-General is authorized to provide fellowships and scholarships and the services of experts, and to organize seminars, preferably on a regional basis, on human rights and the status of women. Under the programme a seminar was held in August in Bangkok, Thailand, on the subject of civic responsibilities and increased participation of Asian women in public life¹. In addition working parties were convened in Manila, the Philippines, and in Santiago, Chile, to make plans for seminars to be held in those cities in 1958 on the subject of the protection of human rights in criminal law and procedure.

When considering the programme of advisory services at its thirteenth session the Commission on Human Rights adopted a resolution, subsequently approved by the Economic and Social Council, which drew the attention of governments to the important role which the exchange of views and information by means of seminars could play in combating discrimination. It invited the Secretary-General, on the basis of requests received from governments, to consider the advisability of convening working parties with a view to planning and organizing such seminars. Various proposals were also discussed in the Commission on the Status of Women, as well as in the Economic and Social Council and in the Third Committee of the General Assembly, for future seminars in relation to the status of women. In this connection the General Assembly adopted unanimously a resolution which, *inter alia*, expressed the hope that seminars on the status of women would be held as frequently as possible in the future under the programme of advisory services in the field of human rights.

Freedom of Information

Despite discussion since 1946 in the General Assembly, the Assembly's *ad hoc* committee on the Draft Convention on Freedom of Information, the Economic and Social Council, the Commission on Human Rights and the Sub-Commission on Freedom of Information and of the Press, agreement has not been reached on a Draft Convention on Freedom of Information.²

Opinions differ on whether restrictions should be imposed by a general formula or by detailed rules and also on what limitations, if any, should be permissible. When an attempt to reconcile these difficulties did not result in agreement, the Economic and Social Council at its nineteenth session in 1955 recommended that consideration of the Draft Convention be deferred until the twelfth session of the General Assembly in 1957 in the hope that conditions would then be more favourable. During discussion in the Third Committee in December 1957, three resolutions³ submitted by the Philippines were adopted. The first requested the Secretary-General to circulate the text of the Draft Convention to member states for their comments in order that new members of the United Nations might have an opportunity to state their views on this subject. The second resolution asked the Commission on Human Rights to consider procedures by which a constant review of proposals concerning Freedom of Information could be ensured. The third called on members to consider the possibility of organizing, in co-operation with the Secretary-General, seminars on Freedom of Information under the programme of advisory services in the field of human rights.

The Canadian Representative reviewed in the Third Committee the attitude of the Canadian Government towards the Draft Convention on Freedom of Information. She said that Canada's attitude reflected the

¹See p. 48

²See *Canada and the United Nations 1953-54*, pp. 45-46; and *1954-55*, pp. 54-55.

³United Nations resolution 1189 (XII), Parts A, B, C.

opinion of information agencies and other interested bodies in Canada that the text of the Draft Convention was unsatisfactory in that it would tend to restrict rather than promote Freedom of Information. The Canadian Representative said that she did not consider the second resolution to be appropriate at this stage, and that it would be better to await the results of the consultations envisaged in the first resolution. Canada voted in favour of the first and third resolutions, but abstained on the second.

Self-determination of Peoples and Nations

One of the purposes of the United Nations as provided in the Charter is "To develop friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples". During the years this provision has proved to be extremely controversial; member states have given the principle widely different interpretations both as to its meaning and as to the criteria for applying it. Indeed, there is little agreement as to the meaning to be ascribed in this context to the words "peoples" and "nations". Does the acceptance of the principle imply that there is a right of peoples to determine their internal form of government, or a right to independence of countries which are not fully self-governing, or a right to be free from foreign control or intervention in their internal affairs? Does it imply the right of component parts of existing national entities to secede and establish autonomous units? How are minority groups to be considered for this purpose? What necessary conditions, if any, are to be met before the principle should be implemented in particular cases? These and other similar questions have been answered differently by different members of the United Nations. The fact that there is a fundamental cleavage of views on this subject within the membership of the United Nations emerged even more clearly during the debate at the tenth session of the General Assembly, when the Third Committee, against the wishes of a minority, which included Canada, adopted for inclusion in the draft International Covenants on Human Rights, an article which states that "all peoples have the right of self-determination".

During the years the notion of self-determination has been an important factor in the consideration of many subjects before the First (Political and Security) and Special Political Committees and of the problems before the Fourth Committee, (which is responsible for questions relating to trust and non-self-governing territories), and has also been a separate item on the agenda of the Third (Social, Humanitarian and Cultural) Committee, which has before it three distinct proposals which were submitted by ECOSOC in 1955. One of these proposals would provide for the establishment of a special commission to conduct a survey of the status of the permanent sovereignty of peoples and nations over their national wealth and resources; another would provide for the establishment of a commission to examine any situation resulting from alleged denial or inadequate realization of the right of self-determination; a third would provide for the establishment of an *ad hoc* commission to conduct a thorough study of the concept of self-determination. However, pressure of other business during the past three sessions has prevented a discussion of the substance of these proposals; at the twelfth session the Third Committee once again found itself without sufficient time to go into the subject in detail and adopted a resolution, which was subsequently confirmed by the General Assembly, by which it was decided, *inter alia*, to consider the item further at the thirteenth session.

The first operative paragraph of that resolution made a distinction between the responsibilities, in respect of self-determination, of all member

states on the one hand, and of those states having responsibilities for the administration of non-self-governing territories on the other. All member states were to give due respect to the right of self-determination while the narrower group were to promote the realization and facilitate the exercise of this right by the people of non-self-governing territories. The terms of this paragraph of the resolution, as well as the discussions in the Committee, suggested a special emphasis upon only one of the many important aspects of the subject which the Committee would have to consider when discussing the proposals in detail at a subsequent session. Because of this, and because the preamble of the resolution contained references to earlier decisions of the General Assembly which Canada had not been able to support, the Canadian Delegation abstained.

Non-Governmental Organizations

Article 71 of the Charter of the United Nations provides that the Economic and Social Council may make suitable arrangements for consultation with non-governmental international or national organizations which are concerned with matters within the competence of the Council. The consultative status of such organizations is classified as Category A for those having a significant interest in most of the activities of the Council, as Category B for those having special competence in specific fields; in addition organizations not thought to qualify for consultative status under Categories A or B may at the discretion of the Council be included on a Register for *ad hoc* consultation on specific subjects. In 1957 the non-governmental organizations in consultative status with the Council numbered 121 with an additional 179 organizations listed on the Register. There is at the present time no national Canadian organization in consultative status or on the register. Canadian organizations which are, however, members of listed international organizations receive representation through those bodies. Under the rules of procedure for ECOSOC non-governmental organizations in categories A and B or on the Register may designate authorized representatives to sit as observers at public meetings of the Council. Organizations in Categories A and B may request that they be consulted or their consultation may be invited on items within their competence on the Council's agenda. Category A Organizations may propose items for inclusion on the agenda of the Council or of the Commissions.

In the period under review 43 organizations submitted written statements and seven in category A made oral statements on agenda items of the twenty-third and twenty-fourth sessions. These latter organizations were the International Chamber of Commerce, International Confederation of Free Trade Unions, International Co-operative Alliance, International Federation of Christian Trade Unions, World Federation of Trade Unions, World Federation of United Nations Associations and World Veterans Federation. The principal agenda items on which statements were made were the world economic situation and the world social situation, the financing of economic development, international commodity problems and human rights.

ECOSOC's Committee on Non-Governmental Organizations considered eleven applications and re-applications from non-governmental organizations for consultative status and on its recommendation the Council decided to place three international organizations on the Register and one international organization, the International Commission of Jurists, in Category B status. The Committee did not recommend acceptance of the reapplications of the World Federation of Democratic Youth, the International Association of Democratic Lawyers and the International Organization

of Journalists for Category B status. In the Council's discussion of these organizations Soviet bloc Representatives claimed that the recommendation to reject the applications was unjust and was based on political considerations. The United Kingdom and United States Representatives, however, pointed out that the political action of these organizations had often conflicted with the principles of the United Nations Charter. The World Federation of Democratic Youth, which had headquarters at Budapest, had made no attempt to support the efforts of the United Nations throughout the events in Hungary, the International Association of Democratic Lawyers had defended the events in Hungary and the International Organization of Journalists had failed to show any sympathy for the journalists in Hungary in their struggle for greater freedom. The United States Representative was of the opinion that the events in Hungary had confirmed the fact that these organizations had maintained a negative attitude with respect to certain actions taken by the United Nations such as the collective security measures adopted by the United Nations to meet Communist aggression in Korea.

Functional Commissions of the Economic and Social Council

Social Commission

At its eleventh session held in May 1957 in New York, the Social Commission had before it several studies which had been prepared at the request of the Economic and Social Council.

The most important of these papers was a report on the world situation drawn up by the Secretariat of the United Nations in collaboration with the four principal Specialized Agencies active in the promotion of human well-being (ILO, FAO, UNESCO and WHO). This report was in two parts: the first section brought up to date a Preliminary Report on the World Social Situation which had been issued in 1952; the second section investigated at some length the social problem of urbanization in under-developed areas. While the members of the Commission gave high praise to the quality of the report, the report itself and the discussion in the Social Commission demonstrated the difficulty of comparing social conditions in different regions of the world. Some members indicated that they would have liked to see more attention paid to particular problems and several members expressed disappointment that social security and related matters had not been covered in the current study. The Commission noted with interest and concern the conclusion of the report that urbanization takes place more rapidly than industrialization with the result that many cities in under-developed countries are growing without a proper economic base. While there was little general agreement on solutions to the problems of urbanization, there was widespread support for further studies of this kind.

The second major document before the Social Commission was a report on the concept and principles of community development and recommendations on further practical measures to be taken by international organizations. In this report the Secretary-General made a thorough exposition of the principles and practice of community development. While the Commission expressed appreciation of the data collected on the various community development movements all over the world it felt that the time had not yet come to put into final form a code of concepts and principles of community development. Most representatives agreed that a proper concept of community development involved promotion of social progress through programmes

aiming ultimately at a healthy and balanced development of the local community, and through the development of active and increasingly self-reliant participation by the people. They saw community development as a new design for rural development and as an instrument of national social policy which would provide co-ordination and integration of social services at the local level. Beyond this, however, the Commission could arrive at no more precise a definition than one which described community development as a process by which "the efforts of the people themselves (were) united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress". In spite of differing emphasis on purposes, methods and techniques of community development, the Commission called the attention of member governments to the need for continuous training of community development workers.

The Commission also had before it the report of the First United Nations Congress on the Prevention of Crime and the Treatment of Offenders and a report by the Secretary-General on the recommendations adopted by the Congress. The adoption by the Congress of the standard minimum rules for the treatment of prisoners represented the culmination of a long period of international work. The rules had been first drafted in 1929 by the International Penal and Penitentiary Commission and endorsed in 1934 by the Assembly of the League of Nations. They had been revised and brought into line with modern penology by the United Nations between 1950 and 1955. The Commission recommended the approval of the Rules by the Economic and Social Council. This approval was granted at the twenty-fourth session of the Council.

The Commission also discussed reports on the financing of housing and community improvement programmes, and on the maintenance of family levels of living through the social service programmes of governments. These two papers were read in conjunction with the more extensive reports referred to above. Further studies in both fields will follow the broad lines of these more general investigations.

In its discussion of the work of the Social Commission, the Economic and Social Council at its twenty-fourth session expressed considerable interest in the papers which had been prepared at its request. The Council agreed that reviews of changes in family levels of living in various parts of the world should be prepared in 1961 and in 1963 and that these should be preceded by a companion report, an International Survey of (Government) Programmes of Social Development, to appear in 1959. On the recommendation of the Social Commission, the Council adopted a resolution which commended the principles of community development outlined in the Secretary-General's report and which endorsed his proposals concerning a long-range programme for international action in that field; specifically, it requested the Secretary-General to prepare for the twelfth session of the Social Commission a report on the progress of all significant measures in the field of community development.

Commission on the Status of Women

Canada was elected to a three-year term on the Commission on the Status of Women at the twenty-third session of the Economic and Social Council (ECOSOC) in May, 1957. Subsequently the Government nominated Mrs. Harry S. Quart to represent Canada on the Commission. Her nomination was confirmed by ECOSOC in December 1957. Canada will,

therefore, be represented for the first time on this Commission, the twelfth session of which meets in Geneva in March 1958.

At its eleventh session held from March 18 to April 5, 1957, the Commission considered various aspects of women's position in the world, the civil rights of women, the access of women to education, equal pay for equal work, economic opportunities for women, the nationality of married women, the status of women in private law, tax legislation affecting married women workers, technical assistance programmes in relation to the status of women, and advisory services in the field of human rights.

The Commission recommended five substantive resolutions which were adopted by the twenty-fourth session of the Economic and Social Council. A resolution on the political rights of women called for all states members of the United Nations or Specialized Agencies to recognize the political rights of women and invited non-governmental organizations to continue their efforts towards obtaining public support for these rights. It recommended all states which had been invited to do so, to become parties to the Convention on the Political Rights of Women. Canada acceded to this treaty on January 30, 1957.

The Council was also asked to recommend access for women to fundamental education, equal pay for equal work, and to request UNESCO and the ILO to continue their studies in these fields.

The Secretary-General of the United Nations was requested to prepare two studies, the first with respect to occupational opportunities available for women and the second with respect to tax legislation affecting married women workers, for the consideration of the Commission at its thirteenth session in 1959.

The Commission also recommended that states members of the United Nations and members of Specialized Agencies encourage a system whereby there would be compulsory registration of marriage, and whereby prospective spouses in marriage themselves would express their consent freely in the presence of a competent civil or religious authority, and which would encourage a system of compulsory registration of divorce.

The Commission once again expressed the hope that there would be no discrimination with regard to the employment of women in the international secretariats and that an increased number of senior appointments would be made to women.

The Commission also discussed the convening of an international seminar on civic responsibilities and the increased participation of women in public life, to be held under the United Nations Programme of Advisory Services in the Field of Human Rights¹. The Council, however, believed that regional rather than world wide seminars might serve a more useful purpose and requested the Commission to reconsider its decision in this light. A successful regional seminar on the participation of Asian women in public life was held in August 1957 in Bangkok, the Government of Thailand acting as host. Some sixteen countries, the interested Specialized Agencies and non-governmental organizations participated in its work; its report will be before the twelfth session of the Commission.

The Commission also requested the Secretary-General to prepare for its twelfth session a report on the participation of women as scholars, fellows or experts in technical assistance programmes and on their preferred fields of study and activity.

¹See p. 42

Commission on Human Rights

The Commission on Human Rights met in Geneva in April 1957. Resolutions which it adopted were subsequently discussed in the Economic and Social Council and the General Assembly.

Among the subjects discussed by the Commission were: the celebration of the Tenth Anniversary of the adoption of the Universal Declaration of Human Rights; the programme of advisory services in the field of human rights; the possibility of holding a second conference of Non-Governmental Organizations Interested in the Eradication of Prejudice and Discrimination (an earlier conference on the subject had been held in Geneva in 1954); various studies on discrimination with which the Commission and its Sub-Commission on Prevention of Discrimination and Protection of Minorities are engaged; draft declarations on the rights of the child and on the right of asylum; and the programme of periodic reports and special studies in the field of human rights.

The plans proposed by the Commission for the celebration in 1958 of the Tenth Anniversary of the adoption of the Universal Declaration of Human Rights were based on recommendations made by a sub-committee established for the purpose; they included distribution of the text of the Declaration, publication of a commentary on the Declaration, the convening of conferences and meetings on human rights, special studies of human rights subjects in schools and universities, radio, television and film programmes, the issuance of human rights stamps and greeting cards, etc. These plans were approved in principle by the Economic and Social Council in a resolution which, *inter alia*, urged member states to join in observing the Tenth Anniversary of the Declaration and requested the Secretary-General, in co-operation with a Commission consisting of Chile, Egypt, France, Pakistan, Philippines and Sweden, and in consultation with the Directors-General of UNESCO and the other Specialized Agencies, to make the necessary arrangements to give effect to the recommendations of the Commission. In connection with the plans for the celebration the Human Rights Commission recommended that its fourteenth session be held in Paris to commemorate the adoption of the Declaration in that city on December 10, 1948. This recommendation was the subject of a debate in the Council which eventually resulted in a decision in favour of the Paris meeting. The Council's decision was subsequently reversed by the General Assembly, which decided, on financial and administrative grounds, that the Commission should hold its fourteenth session at United Nations Headquarters in New York.

The question of the periodicity of meetings of the Commission on Human Rights was also discussed by the Council. At its twenty-fourth session the Co-ordination Committee of the Council recommended the adoption of the principle that the Commission on Human Rights and the Commission on the Status of Women should in future, in line with the practice of other functional commissions, meet biennially. Subsequently, following the reversal by the Council, on the recommendation of its Social Committee, of this recommendation with respect to the Commission on the Status of Women, an initiative in plenary by the Representative of Pakistan resulted in a decision by the Council not to modify for the present the periodicity of the sessions of the Commission on Human Rights.

Commission on Narcotic Drugs

The twelfth session of the Commission on Narcotic Drugs, April 29 to May 31, 1957 was held at the Headquarters of the United Nations in New York. It was preceded by a meeting of its Committee on Illicit Traffic in

Narcotic Drugs of which Canada is a member; the Canadian Representative on the Commission, Mr. K. C. Hossick, Chief of the Narcotics Control Division of the Department of National Health and Welfare, served as its Chairman. The Committee, in its review of the illicit traffic, found that the traffic still arose, in the main, from clandestine sources and was directed by international gangs. Opium and the opiates (morphine and heroin) continued to be the drugs most often seized. In this connection the Commission noted with approval the heavy penalties imposed by the Government of Canada on convicted traffickers.

The Commission devoted two full weeks of its session to consideration of the proposed single Convention which is to unify and replace the nine existing multilateral treaties on Narcotic Drugs, and set up a drafting committee to aid it in its task. Mr. R. C. Curran, Q.C., Legal Adviser to the Canadian Department of National Health and Welfare, was elected Chairman of this Committee. The drafting committee prepared a revised text of Articles 2 to 20 and 23 to 27. The provisions of these Articles cover the classification of narcotic drugs falling under different degrees of control; the international legislative procedure by which the lists (schedules) enumerating drugs falling under different control regimes could be amended; the constitution of the international narcotics control organs; the international enforcement measures which might be taken to ensure the observance by governments of the provisions of the new treaty; the information which parties to this treaty would have to furnish to the Secretary-General; and finally the administrative machinery which parties would have to establish for the implementation of the treaty.

The problem of drug addiction was again discussed in detail by the Commission, which found that despite a growing awareness of the abuse of drugs, no noticeable decrease could be observed in the number of addicts throughout the world. The difficulty of comparing national statistics which were not always complete and were not always presented in the same fashion made the extent of the problem hard to evaluate. More information was, however, available on methods of treatment, and on the various institutions already treating addicts. The Commission adopted two resolutions recommending that governments take appropriate measures to prevent the use of barbituates and to keep a careful watch for any abuse of "tranquilizing" or "ataraxic" drugs with a view to their future control. Tight controls over the manufacture of natural and synthetic drugs were also recommended.

The Commission also recognized the grave social problems caused in certain regions of the world where khat is chewed, and recommended that the Economic and Social Council request the World Health Organization to study the medical aspects of this problem.

The question of whether Afghanistan should be added to the list of seven states authorized to produce opium for export under Article 6 of the 1953 Opium Protocol (which Canada has ratified) was considered at some length. (When this Protocol comes into effect, countries parties to it will be obliged to limit purchases of opium to that produced by these states.) The Commission decided to defer its decision to its thirteenth session, and requested the Government of Afghanistan to provide information on its narcotics legislation and administration, and the Government of Iran to provide information regarding illicit traffic across the Afghan-Iran border. The Government of Iran, which has prohibited the production of opium poppy in its territory with a resulting economic and social dislocation and which is conducting, with the aid of United Nations technical assistance programmes,

an intensive campaign to eradicate drug addiction within its borders, contended that the recognition of Afghanistan as an opium producer would be a deterrent to its own effort.

The Commission also recommended a resolution for adoption by the Economic and Social Council which drew attention to measures which had been taken by the Governments of India and Morocco regarding the treatment of addiction and the eradication of cannabis which grows wild in their territories, and asked that due consideration be given to any request for technical assistance to help them carry out their programmes.

One way of combating the illicit traffic is to determine the country of origin of illicit opium. The Commission stressed the importance of arriving at scientific methods, whose accuracy would be recognized internationally, for determining the origin of opium, and requested an intensification of the laboratory programmes already under way. It also recommended that ECOSOC request the Secretary-General to reinforce the staff at the United Nations laboratory. The Canadian authorities offered to accelerate the programmes of opium research carried out in the Food and Drug Laboratories in Ottawa and also offered training facilities for fellows appointed by the United Nations technical assistance programmes. Four fellowships have been awarded to date, one to Singapore, one to India, one to Iran and one to Turkey.

Under the provisions of the International Narcotic Conventions of 1925 and 1931 two control organs were established. The Permanent Central Opium Board, an eight-member body, receives and examines the estimated requirements and statistics of consumption from governments parties to the treaties and the Drug Supervisory Body, whose four members, on the basis of these statistics, judge the estimates of a country's needs for the forthcoming year. The draft provisions of the proposed single Convention on Narcotic Drugs provide for a "personal union" between the members of the Permanent Central Opium Board and the Drug Supervisory Body. Of the four members of the Drug Supervisory Body two are appointed by the World Health Organization and one each by the Permanent Central Opium Board and the Commission on Narcotic Drugs. Colonel C. H. L. Sharman of Canada, appointed by the Commission, is President of the Drug Supervisory Body. At its 24th session the Economic and Social Council adopted a resolution, sponsored by Canada, inviting the WHO, the Permanent Central Opium Board and the Narcotics Commission to appoint to the Drug Supervisory Body for a five-year term, persons who are members of the Permanent Central Opium Board. The Council then elected eight members to the Permanent Central Opium Board for a five-year term to commence on 3 March 1958, including two members recommended by WHO.

Commission on International Commodity Trade

The Commission on International Commodity Trade (CICT) was established in 1954 by the Economic and Social Council with an elected membership of eighteen countries, including Canada. It began its work in the following year and it normally meets once or twice a year in New York.

The task of the CICT is to provide ECOSOC with recommendations on measures designed to avoid excessive fluctuations in the price 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 keep the movement of world primary commodity markets under constant

review. The work of the CICT has been somewhat hampered by uncertainties and differences of views regarding the best methods of proceeding with its work and the relationship of the CICT to other United Nations bodies with interests in commodity problems. It might also be noted that the United States Government has not agreed to participate in the work of the CICT and that the United Kingdom Government, after serving a term of membership, has not sought re-election.

The fifth session of the Commission was held in New York in May 1957. There was a general discussion of current trends and problems of international trade in primary commodities. Concern was expressed by many members about the downward trend of prices for primary commodities, and the difficulties this presented especially for under-developed countries which depended on export receipts for the financing of their development plans. Apprehension about the effects of the European Common Market on the established pattern of trade in primary products was expressed by several countries. The Commission arranged for the continuation of its studies on fats and oils and non-ferrous metals, and reviewed its future programme of work. It re-defined its immediate tasks as: (a) an annual review of commodity trade for the Economic and Social Council; (b) carrying out studies of the nature and extent of fluctuations in prices and volume of commodity trade, especially with regard to effects on the development of the less developed countries; and (c) consideration of problems submitted to the Commission by governments. It was agreed that the Commission should hold one regular session a year, instead of two, as heretofore.

The Commission will hold its sixth session in New York in May 1958.

IV SPECIALIZED AGENCIES

Introduction

The Charter of the United Nations provides in Chapter IX that the specialized agencies which had been established by inter-governmental agreement and which had wide international responsibilities should be brought into relationship with the United Nations. By this provision such agencies as the International Labour Organization (ILO), the Universal Postal Union (UPU) and the International Telecommunication Union (ITU) which had existed long before the establishment of the United Nations, as well as a number of agencies such as the Food and Agriculture Organization (FAO), World Health Organization (WHO), United Nations Educational, Scientific and Cultural Organization (UNESCO) and International Civil Aviation Organization (ICAO) created after the Second World War, became Specialized Agencies. It is largely through these agencies that the objectives of higher standards of living, full employment, conditions of economic and social progress and development, and of solutions of international economic, social, health and related problems and international cultural and educational co-operation are promoted. Some details of the work of the Specialized Agencies are given later in this chapter.

In addition to the Specialized Agencies there came into existence during 1957 the International Atomic Energy Agency (IAEA). This body, not technically a Specialized Agency, is an autonomous international organization under the aegis of the United Nations, functioning in a working relationship with the latter, and established by an agreement between the two bodies. In practice this Agency is similar in many respects to the ten Specialized Agencies.

While ten Specialized Agencies are now in existence, 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 purpose of the former (IMCO)¹ was the promotion of co-operation among governments in international shipping problems. However IMCO has not been established because its Convention has not yet been ratified by the required 21 nations of which seven shall each have a total tonnage of not less than one million gross tons. Canada ratified the Convention in October 1948, becoming the first country to do so and by the end of 1957 19² other countries had ratified, but one more is still required to bring the convention into force³. The proposed charter of 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

¹See *Canada and the United Nations 1948*, pp. 124-5.

²Argentina, France, Italy, Netherlands, United Kingdom, United States, Australia, Belgium, Burma, Dominican Republic, Ecuador, Egypt, Haiti, Honduras, Iran, Ireland, Israel, Mexico and Switzerland.

³As Japan and the United Arab Republic signified their acceptance on March 17, 1958, the Convention on IMCO came into force on that date.

General Agreement on Tariffs and Trade (GATT)¹. 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. In 1955 the Contracting Parties to GATT negotiated an Agreement for a new Organization for Trade Co-operation (OTC) to administer GATT, but this Agreement² has not yet been ratified by the required number of governments.

Canada is a member of all the Specialized Agencies, IAEA and GATT and has not only tried to encourage and develop their programmes but has sought to promote the co-ordination of those programmes. The opportunities for useful and desirable work by the agencies are unlimited but, as vast funds are not available, Canada has taken the position that programmes should be planned on a system of priorities in order to achieve the most effectiveness within the available resources and that national efforts should be stimulated.

To avoid overlapping of activities and to promote co-ordination of efforts the Economic and Social Council established a Committee on Co-ordination on which Dr. G. Davidson, Deputy Minister of Welfare in the Canadian Department of National Health and Welfare, has served for two years as Chairman. The Committee and ECOSOC are assisted in this work by the annual report entitled "A Catalogue of Economic and Social Projects" which is prepared by the United Nations Secretariat in collaboration with the Specialized Agencies and which indicates projects planned or under way. There are, of course, numerous examples of joint programmes in the fields of technical assistance, housing, fellowships, statistics and migration and manpower problems.

International Labour Organization

The International Labour Organization (ILO) was established in 1919 by the treaties drawn up at the post-war Peace Conference in Paris. Originally associated with the League of Nations, in 1946 it became a Specialized Agency of the United Nations. Since January 1957 three new countries—Ghana, Malaya and Nicaragua—have joined ILO, while Venezuela has withdrawn her membership³. Thus there are now 79 member states. Among the objectives of the ILO are the regulation of the hours of work, the regulation of the labour supply, the prevention of unemployment, the provision of an adequate living wage, protection against accidents and occupational disease, provision for old age and injury, and recognition of the principles of equal remuneration for equal work and of freedom of association.

The tripartite structure of the ILO is unique among the Specialized Agencies of the United Nations. Representatives of governments, employers and workers from the 79 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

¹See page 34, and *Canada and the United Nations, 1951-52*, p. 108.

²The Agreement on the OTC, drawn up in March 1955, will come into force when it has been accepted by GATT members which account for 85 per cent of the total trade of all GATT countries. This provision has the effect of requiring acceptance by the U.K. and the U.S. before OTC comes into force, since each of these countries accounts for about 20 per cent of total trade of GATT countries. As of November 1957 the Agreement on OTC had been accepted by the following 19 of the 39 GATT members: Austria, Burma, Ceylon, Denmark, Finland, Germany, Ghana, Greece, Haiti, India, Japan, Malaya, Nicaragua, Norway, Pakistan, Rhodesia and Nyasaland, Sweden, Turkey, United Kingdom.

³Venezuela resumed its membership in the ILO on March 15 1958.

basis, for the ten "members of chief industrial importance", which includes 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 at 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 39 years the ILO has adopted 107 conventions and 104 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 in which most labour matters lie wholly or partly within the jurisdiction of the provinces, constitutional difficulties impede the ratification by Canada of many ILO conventions.

The 40th Annual ILO Conference met in Geneva from June 5-27, 1957 and was attended by a record number of over 900 delegates, advisers and observers from 73 of the 78 countries then members of ILO. A large part of the Conference plenary sessions was devoted to a discussion of the annual report of the ILO's Director-General, Mr. David Morse. The first part of this report was devoted to the impact of automation and other modern technological developments on labour and social policy; the second part described, in greater detail than in earlier years, the work of the ILO in the preceding year. The Director-General's ten-year term of office, which was due to expire in 1958, was extended by unanimous vote for a further five years. The Conference was also called upon to select the 30 non-permanent members of the Governing Body which will serve for the next three years.

The credentials of some Conference delegates were objected to by many delegations. All of these objections were ruled invalid by the Credentials Committee except the one pertaining to the Hungarian Delegation. The plenary session finally rejected the credentials of the Hungarian worker delegate and employer delegate. However a proposal to reject the credentials of the Hungarian Government Delegates was not adopted, as the vote (94 to 88, with 52 abstentions) failed to produce the required two-thirds majority. While all members of the Canadian Delegation voted to reject the credentials of the Hungarian employer and worker delegates, the Canadian Government Delegates abstained in the vote on the Hungarian Government Delegates. This was in accordance with the majority view in the Credentials Committee that such a decision should be postponed by the ILO until the United Nations General Assembly had decided on the question of Hungarian credentials there.

The 40th Conference adopted three conventions regarding the problems of Forced Labour, Indigenous and Tribal Populations, and Weekly Rest in Commerce and Offices. The two latter subjects were also dealt with in two supplementary recommendations. The Forced Labour convention which was approved by a vote of 240 (including Canada) to 0, with 1 abstention, supplements, although it does not formally revise, the Forced Labour convention of 1930. It is designed to eliminate the use of forced labour as a means of political coercion or education, as a method of economic development, as a means of labour discipline, as a punishment for participation in strikes, or

as a means of any form of discrimination. The convention on the Protection and Integration of Indigenous and Tribal Populations in Independent Countries was approved by a vote of 179 to 8, with 45 abstentions. The Canadian employer and worker delegates voted for the convention, but the two Canadian Government Delegates abstained. While they voted for the ILO recommendation on this subject, they explained that the convention was too detailed for general application. Its provisions set out at length the policy to be followed towards indigenous peoples, with special attention to land ownership, education, social security and health matters. The convention dealing with Weekly Rest in Commerce and Offices was adopted by a vote of 176 to 127, with 31 abstentions. The Canadian Government and worker delegates supported the convention while the employer delegate voted against it.

The Conference also examined the Technical Assistance Programme of the ILO in 1956, the greater part of which is carried on with money put at its disposal by the United Nations Expanded Programme of Technical Assistance (ETAP). During 1956 the ILO had 289 experts working in 13 under-developed countries; it also awarded 297 fellowships and study grants. In 1957 the ILO disposed of about \$4 million in technical assistance funds of which \$3.2 million was made available from ETAP. The Conference approved a budget of \$7.9 million for ILO in 1958. Canada's assessment, which is computed at the rate of 3.56 per cent, will amount to a net contribution of \$268,203.

In 1957 the Governing Body held four sessions, at which it discussed future action in the field of labour management relations, the reduction of hours of work, freedom of employers and workers organizations, agendas of the 1958-59 international conferences, the reports from various ILO meetings and committees, and other matters. Canadian Delegations participated in the meetings of two Industrial Committees: The Inland Transport Committee which discussed labour inspection in road transport and organization of work in ports; and the Metal Trade Committee, which discussed automation and job evaluation methods in the metal trades. Canadian Government officials also attended several ILO meetings of experts, dealing with safety and health in dock work, occupational safety and health, and labour statistics.

Food and Agriculture Organization

The Food and Agriculture Organization (FAO) is one of the largest and most important of the United Nations Specialized Agencies. It had its beginnings in the United Nations Conference on Food and Agriculture held in May 1943 at Hot Springs, Virginia, when plans were laid for dealing with the expected post-war problems in this field. In October 1945 FAO came into being at a Conference held at Quebec City with a membership of forty-two countries, including Canada. The headquarters of the FAO were first located in Washington but were moved to Rome in 1951.

The membership of FAO now stands at seventy-seven. Ghana and Malaya joined the Organization in 1957 and Poland was readmitted to membership. China, Czechoslovakia, and Hungary were members at one time, but have withdrawn from the organization.

The work of FAO falls into two main parts. One is to collect and disseminate technical and economic information; the other is to encourage national and international action towards improving methods of production and distribution of agricultural, fishery and forestry products, and to raise levels of nutrition and standards of living.

Mr. B. R. Sen, of India, the Director-General of FAO, was elected to this office at a Special Session of the FAO Conference in September 1956. The Conference, which normally meets every second year, is the supreme governing body of the organization. A twenty-four member Council, on which Canada has a seat, is elected by the conference and meets normally twice a year to decide issues involving policy. Mr. S. A. Hasnie, of Pakistan, is the Chairman of the Council. There are a number of subsidiary committees and other bodies which have been established for particular purposes. The Committee on Commodity Problems, on which Canada is represented, provides a forum for inter-governmental discussions of problems of production and trade in primary agricultural commodities. There is a sub-committee of this Committee which is concerned with the special problems arising from the disposal of agricultural surpluses.

The ninth session of the FAO Conference was held in Rome in November 1957. It reviewed the world food and agricultural situation, giving special attention to the problems of establishing national food reserves and of strengthening marketing arrangements and improving nutrition throughout the world. Plans were made for a census of agriculture in 1960. The entire range of FAO's work since the previous Conference was examined and programmes for the next two-year period were approved. A \$17 million budget covering the next two years was also approved.

A report presented to the Conference by the Director-General indicated that since 1955 world food production continued to increase at a rate of about three per cent annually, which is more than one per cent greater than the rate of growth of world population. Food production had, in the last few years, continued to expand more rapidly in the less developed regions than in areas like North America where supplies were already more than adequate in terms of regional needs. These gains were, however, offset somewhat by rapid population growth in the less developed countries.

The Conference considered problems relating to (1) the uneven distribution of world production, with burdensome surpluses in some countries coinciding with low consumption levels in others; and (2) the threat to world market stability which results from the existence of excessive stocks in certain areas. The Conference adopted a resolution on agricultural support measures, which the Canadian Delegation supported, calling for the formulation, through FAO, of principles to guide member governments in adopting or revising their agricultural and fisheries price and support policies.

Technical assistance, under both the regular budget and the Expanded Programme (ETAP), has continued to be one of the major activities of FAO. It is expected that about \$8 million will be available to FAO under ETAP during 1958. A number of Canadian experts have served in the field on FAO technical assistance assignments, and some forty students from abroad have come to Canada for technical training in a variety of fields under FAO fellowships.

United Nations Educational, Scientific and Cultural Organization

In the words of its constitution, the purpose of the United Nations Educational, Scientific and Cultural Organization (UNESCO) is "to contribute to peace and security by promoting collaboration among the nations through education, science and culture in order to further universal respect for justice, for the rule of law, for human rights and fundamental freedoms".

Total membership in the organization at the beginning of 1957 numbered 79 states. The structure of the organization includes three principal organs: (a) the General Conference; (b) the Executive Board; and (c) the Secretariat. The policy-making body of the organization is the General Conference which meets every two years. The last General Conference was held in New Delhi, India in November 1956 and the next will open in Paris in November 1958.

The most important single development in 1957 in Canada's relations with UNESCO was the establishment of a National Commission. In August, the Canada Council for the Arts, Humanities and Social Sciences announced the organization of a National Commission for UNESCO composed of some 26 members representing government agencies and voluntary organizations engaged in activities relating to UNESCO's programme of education, natural and social sciences, culture, mass communications and exchange of persons. In addition, the draft constitution of the Commission provided for a standing list of co-operating bodies which could be elected on a rotational basis to serve specific terms on the Commission. Governmental agencies whose responsibilities involve them in UNESCO activities were designated as consulting members of the Commission. This plan is in keeping with UNESCO's constitution which requires member states to make "such arrangements as suit its particular conditions for the purpose of associating its principal bodies interested in educational, scientific and cultural matters with the work of the Organization, preferably by the formation of a National Commission broadly representative of the government and such bodies".

Although it will be some time in 1958 before the secretariat of the Commission is in a position to assume all responsibilities pertaining to a National Commission, its officers have, nevertheless, been active in the latter months of 1957. The Secretary attended a regional meeting of European national commissions in Dubrovnik, Yugoslavia from October 1 to 6, and subsequently spent three weeks at UNESCO headquarters in Paris for consultation with members of the secretariat. Representatives of the Commission and of the Department of External Affairs attended meetings of the United States National Commission for UNESCO held in San Francisco from November 5 to 9. At the close of the year, plans were under way for the first meeting of the Canadian National Commission to be held in Ottawa early in February.

Throughout 1957, pending the organization of the Commission's secretariat, the Department of External Affairs continued, as in previous years, to carry out liaison functions with the UNESCO secretariat and to co-ordinate Canadian participation in the organization's programme. In doing so, it again had the assistance and co-operation of many agencies—federal, provincial and voluntary—in providing information for studies in UNESCO's fields of endeavour and in bringing information about the organization's activities to interested Canadians.

In this latter connection, the United Nations Association Committee for UNESCO¹ conducted an active programme which included the organization of a Canadian mission to Mexico to visit the UNESCO Fundamental Education Centre at Patzcuaro.

Members of the Canadian Delegation to the ninth session of the General Conference held in New Delhi at the end of 1956 fulfilled a large number of speaking engagements, thus making a substantial contribution to Canadian understanding of UNESCO's aims and methods of operation.

¹Formerly the UNESCO Projects Advisory Committee—see *Canada and the United Nations 1956-57*, page 84.

In the field of education, Canadian authorities have contributed to several different studies relating to the school curriculum. They have supplied documentation on technical and vocational education and have provided comments on draft international regulations for the standardization of educational statistics.

A Canadian school continued its programme in the UNESCO associated schools project for education in international understanding. Through UNESCO-sponsored fellowships, representatives of schools in other countries, also participating in this scheme, visited Canada and their meetings with educational authorities in this country provided a useful basis for the exchange of information of common interest.

At the International Conference on Public Education sponsored by UNESCO and the International Bureau of Education, held in Geneva in July 1957, the Canadian Education Association and L'Association Canadienne des Educateurs de Langue Francaise were both represented.

In 1957, Canada became a member of the International Advisory Committee on Research in the Natural Sciences programme of UNESCO.

In the Exchange of Persons service, Canada provided several experts for technical missions in other countries and received a number of trainees in various fields such as audio-visual education, school broadcasting, films and co-operative development. A UNESCO youth travel grant awarded to the Canadian Junior Red Cross enabled a candidate selected by that organization to participate for three months in a community development project in Iran.

During the course of the year, several officials from the UNESCO secretariat came to Canada and their visits provided welcome opportunities for exchanging views between Government officials and representatives of voluntary organizations on the one hand and members of the secretariat on the other.

International Civil Aviation Organization

The International Civil Aviation Organization (ICAO), with headquarters in Montreal, came into existence as a permanent body in April 1947. Its general objectives are the development of the principles and techniques of international air navigation and the encouragement of the planning and development of international air transport in such a way as to promote safety, efficiency, economy, and the orderly growth of air services.

The Organization is governed by an Assembly comprising all member states, which meets at least once every third year. Subordinate to the Assembly is the 21-member Council which is elected for a three-year term at the triennial Assemblies, and which meets in virtually continuous session at the headquarters in Montreal. Canada has been a member of the Council since the provisional establishment of ICAO in 1945. The Council is assisted by an Air Navigation Commission and four specialized Committees: air transport, legal, joint support of air navigation services, and finance.

The membership of ICAO has grown steadily over the years and with the accession to the Convention during 1957 by Ghana and Tunisia, now stands at 72.

Although the Assembly did not meet in 1957 two sessions of the Council were held and there were frequent meetings of the Air Navigation Commission and of various Committees and Panels. At the thirtieth session of the Council Mr. Walter Binaghi of Argentina was unanimously elected

to succeed Dr. Edward Warner as President of the ICAO Council for the remaining two years of the present Council term. He took office in April when Dr. Warner retired after having served as President since the creation of ICAO. It was announced during the thirty-first session that Mr. J. R. Belcher, Secretary of the Air Transport Board of Canada, had been appointed Canadian Representative on the Council to succeed Mr. J. A. Irwin of the Department of External Affairs.

The impending introduction into international air carrier service of larger and faster aircraft of great range and the steady increase in the volume of air traffic has increased the work of ICAO. The Jet Operations Requirements Panel of the organization has been studying the needs of civil aviation in the jet age and in June 1957 issued a report on its work which includes information on aerodrome requirements, visual aids to navigation, air traffic and meteorological services and communications. The second session of the European Civil Aviation Conference was held in Madrid between April 24 and May 11 and adopted recommendations to facilitate inter-European flights. In October the Central American Flight Information Region was inaugurated. The region comprising Costa Rica, Nicaragua, Honduras, El Salvador, Guatemala and British Honduras gives a unified block of airspace from which the obstacles normally imposed upon civil aviation operations by the existence of national boundaries have been removed. Of particular interest to Canada was the approval by the thirty-first session of the Council of the recommendation of the Joint Support Committee for implementation of the forward scatter cable system between Newfoundland and Prestwick/Shannon. Forward Scatter Stations are to be built at Gander in Canada, near Narssaq in Greenland and at Reykjavik in Iceland and an undersea cable is to be laid between Reykjavik and Prestwick/Shannon. When complete this network is expected to provide telephone-teletypewriter communications almost as reliable over long stretches of water as they are now over routes where air traffic control centres are connected by telephone land-lines. The Gander installation will be financed and operated by the Canadian Government.

The International Bank for Reconstruction and Development, the International Monetary Fund and the International Finance Corporation

Introduction

Following the 1944 Bretton Woods United Nations Monetary and Financial Conference, at which their respective Articles of Agreement were drawn up, the International Bank for Reconstruction and Development and the International Monetary Fund came into being in December 1945.

The principal function of the International Bank is to assist in the economic development of its member countries, 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, 1957, sixty-four countries were members of the International Bank and International Monetary Fund. During the preceding twelve months, the membership of both institutions was increased by the admission of Ghana, Ireland, Saudi Arabia and the Sudan.

With the admission of the four new members and increases in the capital subscriptions of El Salvador, Haiti, Honduras, Israel and Paraguay, the subscribed capital of the International Bank totalled, on December 31, 1957, \$9,333.4 million. At the same date, the aggregate of quotas in the Fund was \$9,016.0 million.

Canadian Representation in the Bank and Fund

The Hononourable Donald M. Fleming, 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. James Elliott 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 the Fund. Mr. A. B. Hockin is his Alternate in both institutions.

Financial Activities and Resources of the Bank

During the twelve-month period ending December 31, 1957, 26 loans were made in 16 countries and territories, totalling the equivalent of \$502.4 million. From its inception to December 31, 1957, the Bank has made 189 loans in 46 countries in the aggregate of \$3,394.0 million (after deducting cancellations and refundings), of which \$2,547.0 million have been disbursed. During the period, private investors continued to acquire portions of the Bank's loans, all without the Bank's guarantee, amounting to \$74.9 million, of which \$3.7 million were by private Canadian interests.

Funds available for lending have been increased by 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 portions of loans, repayments of outstanding loans, proceeds of new bond issues and net income.

During the period January 1 to December 31, 1957, bond issues of the Bank, totalling the equivalent of \$275.0 million, were sold in the United States, and the equivalent of \$221.5 million was placed privately with purchasers outside the United States. There was a net increase of \$421.5 million in the Bank's funded debt. As of December 31, 1957, the Bank's bonds outstanding totalled the equivalent of \$1,269.1 million; the total net earnings were \$215.3 million and the total reserves were \$318.6 million.

Interest Rates

As of January 1, 1957, the Bank's lending interest rates were 5 per cent and during the period rose to a peak of 6 per cent; as of December 31, 1957, they had declined to 5 $\frac{3}{4}$ per cent.

Technical Assistance Activities of the Bank

During 1957 there was a continuation of the trend, begun in 1956, away from formal general survey missions towards assistance through a variety of techniques adapted to the special needs of countries requesting help. This indicates that most of the under-developed countries have started on the task of systematic development planning, either with help from the Bank or other sources or on their own initiative, and now have less need for short-term general surveys than for long-term advisers to assist them in refining and implementing their programmes.

The Bank continued to station resident representatives in member countries to advise and assist their governments on various development problems. The posts of resident representatives were continued in Ecuador, Haiti, Honduras, Panama and Peru. Bank representatives primarily responsible for operational matters but also available to render any appropriate help to governments on economic problems were stationed during the year in India, Iran, Pakistan and Thailand.

There was increased activity during the year in connection with development financing institutions in a number of countries. Assistance was given in the organization of the Pakistan Industrial Credit and Investment Corporation to which the Bank subsequently made a loan, in the planning for a new development bank in Thailand and in the preliminary stages of such planning in Iran. Also, various institutions which had already received Bank loans were given advice and assistance. A study entitled "Development Banks" by a staff member of the Bank was published under the auspices of the Economic Development Institute. Pilot studies were made of development banks in Canada, Nicaragua and Puerto Rico as a start towards assembling a body of data that might permit useful comparisons and conclusions on the policies and practices of development banks.

The second six months' course of study at the Economic Development Institute was completed in April and the third began in October. The third group included 22 officials occupying senior posts in 18 countries. The Institute reached the end of its two-year experimental period and, in view of the results achieved in the first two courses and of the interest expressed by member governments in its continuation, the Bank decided to establish the Institute as a regular part of its activities. After the third course, the financial assistance from the Rockefeller and Ford Foundations, provided for the initial trial period, will terminate.

The Bank continued its programme of providing training each year for a limited number of people from member countries who come to the Bank to become familiar with its operations and methods.

International Finance Corporation

In July 1956 the International Finance Corporation 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.

Membership in IFC

As of December 31, 1957, the IFC comprised 53 member countries, the subscribed capital of which amounted to \$92.8 million.

Canadian Representation in the Corporation

The Canadian representation in the Corporation is *ex officio* the same as the representation in the Bank.

Financial Activities and Resources of the Corporation

During the year under review, the Corporation made 5 investments in Australia, Brazil, Chile and Mexico, amounting to almost \$6 million; the net earnings were \$2.7 million as of December 31.

Exchange Transactions of the International Monetary Fund

Since the inception of its operations on March 1, 1947, until December 31, 1957, the Fund had effected transactions equivalent to \$2,886,077,650 on behalf of 35 members. Repurchases and other operations having the same effect on members' balances had totalled \$1,295,060,488, including \$72,360,794.97 in the period under review. Most of these transactions were in U.S. dollars but the Fund also sold Belgian francs, Canadian dollars, deutschemarks and sterling to its members. Canada has made no currency purchases from the Fund. The total drawing in the Fund in 1957 was \$977,081,620.70, the largest total ever recorded in one 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 13 members in amounts totalling \$1,308,780,000. This amount had been reduced during the period by drawings and terminations, leaving outstanding credits still available of \$870,280,000.

On December 31, 1957, the Fund's holdings of member currencies (including non-negotiable, non-interest-bearing notes) totalled \$6,760,919,683, of which \$774,990,002.78 were in U.S. dollars. The Fund's total holdings of gold and convertible currencies amounted to US \$2,527,803,084, of which US \$1,379,586,139 were in gold. The largest holding of convertible currencies other than U.S. dollars was in Canadian dollars equivalent to \$209,984,799.

The Fund's schedule of charges was reviewed at the end of 1957 and was extended without change until December 31, 1958.

Article XIV Consultations

Since 1952, the Fund has consulted annually with members continuing to maintain restrictions under the post-war 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 64 members of the Fund 53 have an obligation to consult under Article XIV. The Fund is continuing its endeavours to help in the elimination of restrictions and much of its effort has been spent on advice and assistance to members that are trying to advance towards the re-establishment of a multilateral system of payments.

Other Developments

In the 12 months ending December 31, 1957, the quotas of five members were increased. El Salvador's quota was increased from \$2.5 million to

\$7.5 million on October 23, 1957; Haiti's quota from \$2 million to \$7.5 million on May 2, 1957; Honduras' quota from \$2.5 to \$7.5 million on September 30, 1957; Israel's quota from \$4.5 million to \$7.5 million on March 6, 1957; Paraguay's quota from \$3.5 million to \$7.5 million on July 24, 1957.

During the period under review, Argentina and Israel established par values for their currencies in agreement with the Fund (18.0 Argentine pesos per U.S. dollar, and 1.8 Israeli pound per U.S. dollar, respectively). Finland and France 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 13 member countries.

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

From January 1, 1957, through December 31, 1957, members of the staff visited 56 member countries for purposes of consultation, technical assistance, and the informal exchange of views and information. In addition, several members of the staff were granted leave for special assignments at the request of certain members.

In view of the success of past programmes and the interest of member countries, the Training Programme was expanded to provide facilities for one trainee each from 24 countries. The new programme, which began in September, 1957, offers specialized instruction and practical work in the main areas of the Fund's competence.

World Health Organization

The World Health Organization, one of the largest of the Specialized Agencies of the United Nations, was established as a permanent body in 1948. The first World Health Assembly met in Geneva in June of that year and took as its objective "the attainment by all peoples of the highest possible level of health". From 1945, Canada played an important part in the preparatory meetings which planned the work and constitution of the future WHO. A Canadian, Dr. Brock Chisholm, former Deputy Minister of National Health, became WHO's first Director-General, a post which he held until 1953.

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 Dr. M. G. Candau, the Director-General, which implements the Assembly's decisions. By an almost unanimous vote, the Tenth World Health Assembly which met in Geneva in May 1957 offered to renew, for a period not exceeding five years, the contract of Dr. Candau as Director-General. He has subsequently communicated his acceptance of the offer, though for a period of two years only.

Part of WHO's work is carried on in six regional committees, each dealing with the health problems of its own geographical region. The Regional Committee for the Americas met in Washington from September 16-27. The meeting was attended by delegates from the 21 member states of the Pan

American Sanitary Organization (PASO) which holds combined meetings with the Regional Committee and by delegates from the United Kingdom, France and the Netherlands on behalf of their territories in this region. The question of malaria eradication in the Americas was one of the most important topics discussed and it was urged that countries in the temperate zone of the American region assist¹ the tropical and sub-tropical areas of the Americas in combating the residual problem.

WHO's activities fall into two main categories—advisory services and general international health services. Advisory services are provided to help countries strengthen their own health services. Experts are trained, and demonstration teams for disease control 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 research projects on a number of parasitic and virus diseases, standardization of pharmaceutical drugs, and the publication of a large variety of scientific works, as well as health statistics.

In an attempt to achieve world-wide eradication of malaria, WHO has, in recent years, intensified its campaign against the disease. The Tenth World Health Assembly meeting in 1957 noted that if the disease were not wiped out very soon, there was a danger of the mosquito increasing its resistance to all insecticides which are in current use. The Tenth World Health Assembly was informed that eradication of malaria has now been achieved in ten countries and territories, eradication programmes are under way in fifteen additional countries, and programmes are being initiated or planned in thirty-eight others.

The Tenth World Health Assembly was informed by Dr. Candau that the joint campaign against non-venereal syphilis and yaws carried on since 1948 by WHO and the United Nations Children's Fund (UNICEF) had resulted in over fifty-five million people being examined and sixteen million people treated with vaccine up to the end of 1956. The Director-General also reported that WHO and UNICEF were continuing another joint programme, a vaccination campaign against tuberculosis, and that the two organizations had assisted a number of countries in setting up pilot projects for the mass treatment of trachoma with antibiotics. WHO is also providing technical direction for the control of cholera and for a number of environmental sanitation problems.

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

The Canadian Delegation to the Tenth World Health Assembly was led by Dr. P. E. Moore, Director of Indian and Northern Health Services in the Department of National Health and Welfare. This Assembly was attended by delegates from seventy-five member states including U.S.S.R., Poland, Bulgaria and Albania which had not participated in WHO for several years. At the end of the session, Romania announced it was resuming active participation in WHO. The Tenth Assembly welcomed Ghana, formerly an associate member, as a full member. There are now 88 states which are members of WHO, three of which are associate members.

¹Early in January 1958, it was announced that the U.S. was contributing \$5 million to the WHO malaria eradication campaign and \$2 million to PASO's malaria work for the same purpose.

At the Tenth Assembly the decision was taken to increase WHO's responsibilities in the fields of atomic energy research and cancer research. In the "atoms for peace" field the Assembly gave priority to the training of health physicists and medical personnel, and established a broad programme of activities including meetings, study groups and courses on such subjects as graduate public health training and mental health aspects of the peaceful uses of atomic energy. Concerning cancer research, the Tenth Assembly decided that WHO should undertake an extensive co-operative study of variations between cancer types in different countries. The Assembly expressed the belief that such a study might yield a clue to the origins of this disease.

The Tenth Assembly approved an effective working budget of about \$13.5 million for 1958 of which Canada's share will be approximately \$425,000. Canada's term on the 18-member Executive Board of WHO extends from 1956 to 1959 and during the year under review the Canadian member of the Executive Board was Dr. P. E. Moore of the Department of National Health and Welfare.

Universal Postal Union

The Universal Postal Union (UPU) was founded in 1874 in Berne, Switzerland, and is the oldest international organization of its kind. With the admission of Ghana and Malaya in 1957, it now has 98 members. Since 1948, the UPU has been one of the ten Specialized Agencies of the United Nations. Its principal aim is to secure, through international collaboration, the organization and improvement of postal services throughout the world. Canada has been an active member of the UPU since 1878.

The supreme authority of the UPU is the Universal Postal Union Congress, which meets every five years to review 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. In addition, a new Consultative Committee on Postal Studies, also consisting of 20 members, was created at the Ottawa Congress in 1957; its main duty as the name implies, will be to obtain for member countries the latest information on the most advanced methods of mail handling. Finally, the International Bureau, which is the permanent secretariat of the Union, circulates information among members, conducts enquiries in technical matters, arbitrates disputes between members and acts as a clearing-house for accounts of member nations relating to the international postal services.

The fourteenth Universal Postal Union Congress met in Ottawa from August 14 to October 3, 1957. This was the first UPU Congress ever held in Canada, and the first to be held in North America since 1897, when the Congress met in Washington. Over 300 delegates from the 96 countries which were then members attended the Congress. The Canadian Delegation was headed by Mr. Walter J. Turnbull, Deputy Postmaster General. Mr. Turnbull was also elected President of the Congress, in accordance with the Union's custom of bestowing this honour on the highest postal official of the host country.

In general the Congress was faced with the difficult task of reviewing postage rates, and adjusting them to meet the continuing high costs of handling and transportation. It was found necessary to permit certain countries whose costs had increased to raise their rates on a percentage basis. The

demand for rate adjustment was particularly pressing in the increasingly important area of international air mail. The Congress rejected a proposal for reduction of international airmail rates for letter mail, which would have been in addition to the reductions effected after the Brussels Congress of 1952. However, the Congress passed a related proposal establishing a common rate of 1 gold franc per ton/kilometer for printed matter. Certain routine amendments to expedite the transmission of mail of all classes were also made to existing provisions in the Convention.

The Congress was called upon to consider many proposals originating from or endorsed by UNESCO, which were generally designed to promote the freer flow of information. While many of these aiming at abolishing or reducing postage rates and charges were either rejected or withdrawn, others calling for raising the allowable maximum weight for the mail carriage of books were adopted. Some proposals relating to the free mailing of reading material for the blind were also adopted. A total of nine Acts were passed by the Congress.

For the first time, Canada was elected as a member of the Executive and Liaison Committee. As host country to the Ottawa Congress, it will also act for the next five years as depositary nation for the UPU. Its responsibilities include the certification and forwarding of the Acts of the Congress to other member countries, the safekeeping of the credentials of the delegates who attended the Congress, the receipt and safekeeping of ratifications and notification of the deposit of such ratifications to other member countries, the receipt until April 1, 1959 of requests for adherence to the Convention and other Acts of Congress in the case of member states which did not attend the Congress or were not represented at it.

International Telecommunication Union

The International Telecommunication Union (ITU), with headquarters in Geneva, came into being as the Telegraph Union in 1865 in Paris. It now has 95 member countries. In its present form, as organized at the Atlantic City Convention of October 2, 1947, the ITU is the direct successor of the Telegraph Union and other international bodies with which it combined at various times to extend its responsibilities to radio (which now includes television) and telephone services.

The purpose of the ITU is to maintain and extend international co-operation for the improvement and rational use of telecommunications of all kinds, and to promote the development and efficient operation of technical facilities.

The Plenipotentiary Conference, which usually meets about every five years, is the supreme authority of the ITU. The last Conference was held at Buenos Aires in 1952 and the next is expected to take place in 1959 in Geneva.

Between Conferences the affairs of the Union are managed by the Administrative Council which meets annually. Canada has been one of the 18 member countries on the Council since it was set up in 1947. Subordinate to the Council are the Secretariat and three permanent technical organs—the International Frequency Registration Board (IFRB) at Geneva, and two International Consultative Committees on Telegraph and Telephone (CCITT) and Radio (CCIR) which usually meet every three years. The next meeting of the CCITT will be held in Geneva late in 1958, and of the CCIR in 1959.

During 1957 progress continued to be made in implementing the Union's programmes for allocating international radio and television frequencies, and its long range plan of allocation, involving the closest co-operation among member governments, is expected to be complete by the next Conference in 1959. The ITU also continued to take an active part in the Expanded Programme of Technical Assistance (ETAP).

World Meteorological Organization

The World Meteorological Organization (WMO), with headquarters in Geneva, came into existence as a Specialized Agency of the United Nations on December 20, 1951, its Convention having come into force previously on March 23, 1950. It is the successor of the International Meteorological Organization, a voluntary association of national weather services which had been founded in 1878.

The membership of WMO now stands at 75 states, including Canada, which was one of the original signatories of the Convention, and 24 non-self-governing territories which maintain their own weather services.

The purposes of the Organization are to facilitate co-operation among various meteorological services; to promote the establishment and maintenance of telecommunication system 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 various fields including aviation, shipping and agriculture, and to encourage and assist in co-ordinating the international aspects of research and training in meteorology.

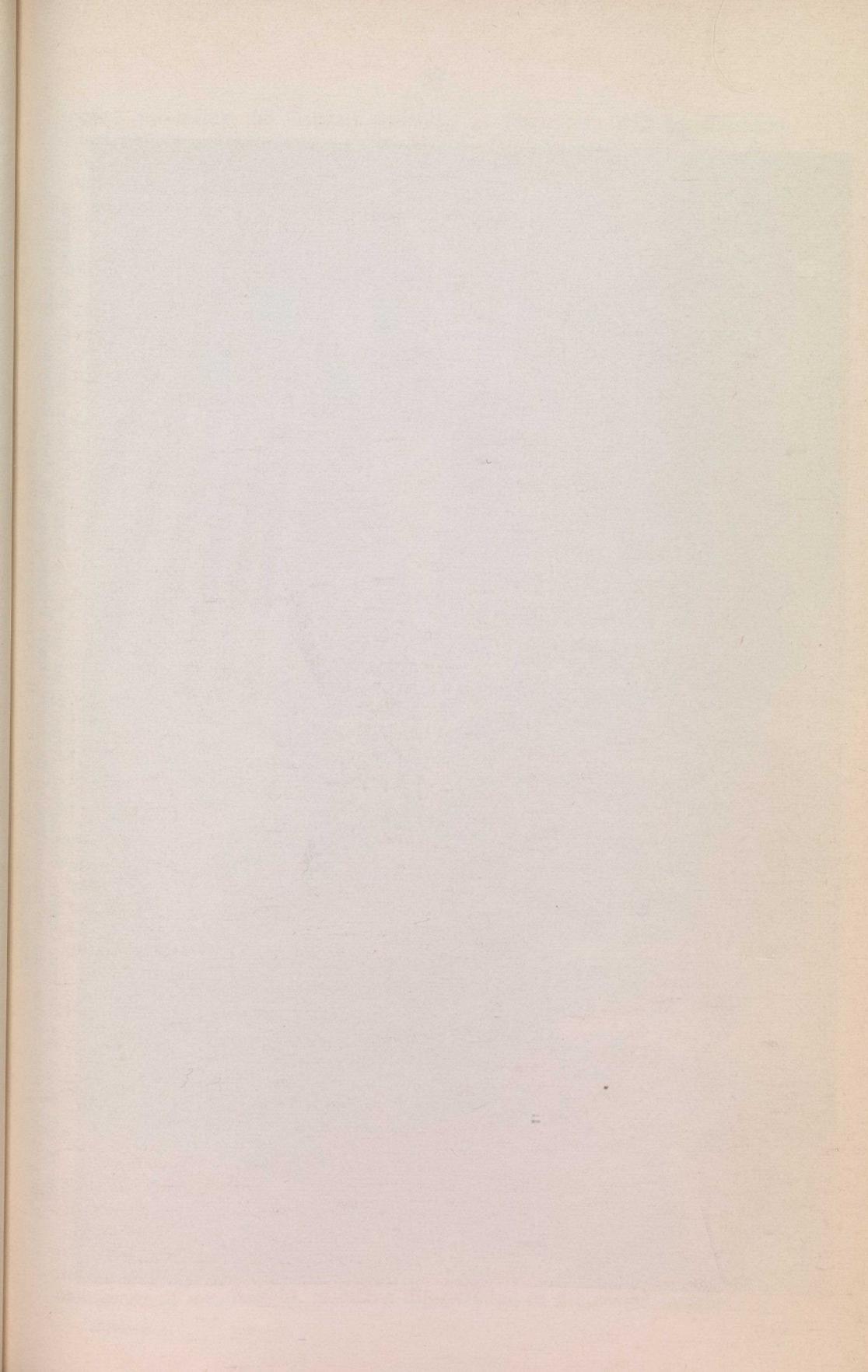
The supreme organ of the WMO is the Congress on which every member is represented by the director of its meteorological service. It normally meets every four years and between sessions the affairs of the Organization are managed by the Executive Committee, on which Canada is represented. There are seven technical commissions and six regional associations. The Director of the Canadian Meteorological Service is the President of the North and Central America Regional Association (RA IV).

In its report to the twenty-fourth session of the Economic and Social Council, WMO referred to the organization's collaboration with the United Nations and other Agencies in the field of hydrology and water resources; with UNESCO in the arid-zone research programme; with FAO in the efforts being made to combat desert locusts; and with ICAO on problems relating to aeronautical meteorology. Although WMO has no regular technical assistance programme of its own, it participates in the Expanded Programme and during 1957 took part in projects involving expert missions to 20 countries, the award of 16 fellowships and one regional project in the form of a water resources training seminar in Belgrade.

WMO is actively collaborating in the International Geophysical Year which began on July 1, 1957 through the IGY Meteorological Data Centre in the WMO Secretariat and through other projects.

International Atomic Energy Agency

In accordance with an earlier decision of the General Assembly of the United Nations, there took place in New York in October 1956 the "Conference on the Statute of the International Atomic Energy Agency". A proposal for such an agency, to be devoted to the co-operative development and application on a world wide basis of peaceful uses of atomic energy, had





View of the Palais des Nations, Geneva, Switzerland, formerly the seat of the League of Nations and now the European Office of the United Nations and the headquarters of the World Health Organization, the U.N. Economic Commission for Europe and the Office of the U.N. High Commissioner for Refugees.

been put before the General Assembly in December 1953 by President Eisenhower. In the intervening period, through much discussion and negotiation inside and outside the United Nations, this proposal had come to command the support of almost all governments. In the spring of 1956 a "Working Level Conference" of eighteen governments, including Canada, the United Kingdom, the United States and the Soviet Union, had prepared a draft Statute for the consideration of the main Conference in October. Invitations to the latter were extended to all members of the United Nations or of any of the Specialized Agencies, and eighty-four countries in all were represented. The Conference approved the text of a Statute conforming closely to the eighteen-power draft, and this text was opened for signature on October 20, 1956. On that date or in the following few weeks some seventy governments signed the Statute.

Under its terms the Statute would enter into force and the Agency would formally come into existence when the Statute had been ratified by eighteen signatory governments, provided that of these at least three came from among Canada, France, the United Kingdom, the United States, and the Soviet Union. It was provided that in the intervening period a Preparatory Commission brought into existence by the signature of the Statute, should proceed with plans for an initial General Conference of the Agency (to be held as soon as convenient after the entry into force of the Statute) and should prepare for consideration at that Conference proposals for an initial programme of work and a staff establishment, and budget.

Canada was one of the signatory countries chosen by the Conference which approved the Statute, to serve on the eighteen-member Preparatory Commission. The Commission carried out its work for the most part at United Nations headquarters in New York, but in the last few weeks before the submission of its report it held a few sessions in Vienna which it had selected as the site for the Agency's first General Conference. This choice followed upon the recommendation of the Conference which had approved the Statute, to the effect that the Agency should accept the invitation of the Austrian Government to establish its permanent headquarters in that city. Meetings of the Commission took place at fairly regular intervals during the first half of 1957 and the Commission's proposals for the staff establishment, budget and initial programme of the Agency were completed prior to the move to Vienna at midsummer. The sessions which took place in Vienna were devoted to arrangements for the first General Conference itself, including negotiation on a number of administrative matters with Representatives of the Austrian Government.

While this work was proceeding in the Preparatory Commission, the process of ratification of the Statute was being pursued in the capitals of the various signatory states. The Statute came into force on July 29, 1957, at which time instruments of ratification had been deposited by some 25 signatory governments including Canada, France, the United Kingdom, the United States and the Soviet Union. On that particular date a number of instruments of ratification were deposited including those of each of the five named except the Soviet Union which had taken this step some weeks previously.

A further task of the Preparatory Commission under the terms of the Statute was to designate thirteen members to serve for a year on the Agency's Board of Governors, and to make provision for the election by the first General Conference of the additional member governments required to complete the membership of the Board. The provisions of the Statute concerning both designation and election to the Board of Governors specify several categories of membership, including the selection as designated members of

“the five members most advanced in the technical aspects of atomic energy including the production of source materials”; Canada, together with France, the United Kingdom, the United States and the Soviet Union achieved membership on the Board in this category.

The first General Conference of the Agency took place in Vienna October 1-23, 1957. The meetings technically consisted of a brief annual meeting of the General Conference as provided in the Statute, followed by a special session of the General Conference. This arrangement was adopted because the matters requiring decision involved recommendations to be submitted by the Board of Governors, while the latter could not come into existence until its elected members had been chosen by a regular General Conference session and had taken office, as provided in the Statute, at the end of that session. Accordingly the first days of the meetings were devoted to preliminary matters including in particular the election of ten members to complete the composition of the Board of Governors; after a brief interval a special General Conference session was then convened to consider recommendations put forward in the meantime by the newly established Board of Governors.

In the course of these meetings the various proposals prepared by the Preparatory Commission, and subsequently recommended by the Board of Governors for approval, were adopted by the General Conference in substantially their original form. In particular the General Conference approved the Board's nomination of Mr. Sterling Cole of the United States as the Agency's first Director-General, and its proposals on the budget, staff establishment and programme of work for the succeeding year. As these proposals were formulated just at the time when the Agency was coming into existence they were necessarily framed in fairly general terms, and it was left to the Board of Governors to spell out in greater detail in subsequent months the activities which the General Conference had decided that the Agency should undertake during its first year.

Accordingly the Board held several sessions during the closing months of 1957 devoted almost entirely to the taking of detailed decisions designed to carry out the general programme established by the first General Conference. In all of these various activities during and deriving from the General Conference session the Canadian Delegation played an active role, in fulfilment of the Government's view that the Agency gave every promise of becoming a valuable and constructive institution which deserved support by all countries anxious that the benefits to be derived from the peaceful application of atomic energy should become rapidly and widely available. The Czechoslovak member was chosen as Chairman, the Canadian member of the Board was elected to serve for the first year as one of its two Vice-Chairmen, and the Japanese member as the other Vice-Chairman.

V

DEPENDENT TERRITORIES

Introduction

Chapters XI and XII of the Charter of the United Nations set out the obligations and responsibilities of the United Nations in regard to dependent territories. Dependent territories are of two types: non-self-governing territories and trust territories.

Members of the United Nations which administer non-self-governing territories, of which there are more than sixty, have accepted as a sacred trust the obligation to promote the well-being of their peoples' to develop self-government and ensure their political, economic and social advancement. They have agreed to transmit annual reports containing technical information on economic, social and educational conditions in the territories "subject to such limitation as security and constitutional considerations may require". Article 73(e) of the Charter, which sets forth the obligation to transmit this information to the Secretary-General, does not require that information on "political conditions" in the territories should be included in the annual reports. The General Assembly established a Committee on Information from Non-Self-Governing Territories which has been charged, in particular, with the examination of the information submitted in the reports as well as other studies.

When the United Nations established an international trusteeship system, eleven trust territories were placed under individual trusteeship agreements, the territories of Tanganyika under United Kingdom administration, Ruanda-Urundi under Belgian administration, Somaliland under Italian administration, Cameroons under United Kingdom administration, Cameroons under French administration, Togoland under United Kingdom administration, Togoland under French administration, Western Samoa under New Zealand administration, New Guinea and Nauru under Australian administration and the trust territory of the Pacific Islands under United States administration. The General Assembly approves the terms of the agreements between the United Nations and the administering powers and the Trusteeship Council supervises the administration of these agreements. This includes the consideration of the reports from the administering authorities, the examination of petitions from the inhabitants of the trust territories and the sending of periodic visiting missions to the different territories. The Trusteeship Council has also prepared a questionnaire to assist the administering authorities in establishing their reports. In 1957 one of the eleven trust territories, Togoland under United Kingdom administration, became an integral part of the new independent State of Ghana after a plebiscite under United Nations supervision had shown that this was the desire of its inhabitants.

The General Assembly considers the reports of the Trusteeship Council and the Committee on Information from Non-Self-Governing Territories in the Fourth Committee, where individual questions arising in connection with dependent territories may also be considered. At the twelfth session the Assembly, for example, considered in detail questions concerning the

possible abrogation of the Trusteeship Agreement for French Togoland and the delimitation of the frontier between Ethiopia and Somaliland under Italian administration. The discussions in the Fourth Committee are reported in more detail in the following sections of this chapter.

Trust Territories

The Trusteeship Council held three sessions in the period under review, its regular nineteenth session from March 14 to May 15, 1957, its regular twentieth session from May 20 to July 12, 1957, and a special session to consider the report of the Commission to the Trust Territory of French Togoland from September 12 to 20, 1957. During this period the Standing Committee on Administrative Unions, the Standing Committee on Petitions, the Committee on Rural Economic Development of the Trust Territories, the Committee on Communications from the Cameroons under French Administration, and the Committee on Procedures regarding Petitions also held meetings. (The Council had some 2,700 petitions on its agenda but was only able to dispose of slightly over 600 of them.)

The Council is composed of the seven members which administer trust territories, the permanent members of the Security Council which are not administering powers (China and the USSR) and as many other members elected by the General Assembly for three-year terms as ensure that the total membership of the Council is equally divided between administering and non-administering powers.

During its regular sessions the Council discussed the annual reports submitted by the administering powers on the following territories: Tanganyika, Ruanda-Urundi, Somaliland under Italian administration, Cameroons under United Kingdom administration, Cameroons under French administration, Togoland under French administration, Western Samoa, New Guinea and Nauru; it considered their political, economic, social and educational advancement and the establishment of intermediate target dates and final time limits for their attainment of self-government or independence.

During 1957 the Council arranged for a visiting mission to visit the three trust territories in East Africa—Somaliland under Italian administration, Tanganyika under United Kingdom administration and Ruanda-Urundi under Belgian administration. The report of this visiting mission, which was composed of Representatives of Australia, Burma, France and Haiti, will be considered at the twenty-first and twenty-second sessions of the Council in 1958.

Trust Territories of the Cameroons

In its consideration of the Council's report the Fourth Committee devoted considerable time to a detailed discussion of the conditions in the trust territories of the Cameroons, and particularly the Cameroons under French administration where there had been manifestations of active political unrest and a number of arrests. Petitioners from five political organizations in the territories were heard by the Committee. The most insistent demand made by the petitioners was for the eventual unification of the two territories. The Representatives of the United Kingdom and France reported on the progress which, in their estimation, had been made in the Cameroons. At present under the Trusteeship Agreement, the Northern Cameroons under United Kingdom administration is administered as an integral part of Nigeria and the Southern Cameroons is administered separately. Before Nigeria becomes an independent federation the peoples of both North and

South Cameroons will be given an opportunity to express their desires regarding their future status.

In summing up its discussions regarding the situation in the French Cameroons, the Assembly adopted a resolution which expressed the hope that as a result of the application of appropriate measures, and in particular, the early promulgation of an amnesty law by France and the renunciation of the use of violence by all political parties, it would be possible to achieve conditions conducive to an early restoration of a normal situation in the disturbed area and the furtherance of democratic process in political activities. It also expressed its confidence that the steps to be taken by the administering authorities would facilitate the realization of the final objectives of the trusteeship system in both territories in accordance with the free expression of the wishes of the populations concerned. This resolution, for which Canada voted, was adopted by a considerable majority.

Many members of the United Nations consider that the administering authorities should set target dates for the attainment of the goals of the trusteeship system. However, in the opinion of the authorities responsible for promoting the advancement of the peoples of the territories toward self-government and economic, social and educational independence, fixed target dates might hinder rather than accelerate this progress, which necessarily is interrelated. The Assembly adopted a resolution, which Canada voted against, requesting the administering authorities to estimate the period of time required for Tanganyika and the Cameroons under United Kingdom administration, the Cameroons and Togoland under French administration, and Ruanda-Urundi under Belgian administration to attain self-government or independence.

The Assembly was able to find a large degree of agreement in the terms of a resolution for which Canada voted, which invited the administering authorities to ensure that the scholarships and training facilities offered to inhabitants of trust territories were utilized as fully as possible.

The Assembly also reached unanimous agreement in recommending to the Trusteeship Council that a study should be made of rural economic development, paying particular attention to the interrelated problems of land tenure, land utilization and land alienation in the trust territories.

Non-Self-Governing Territories

In order to assist in its evaluation of the information contained in the reports transmitted to the Secretary-General by the administering powers under Article 73(e) of the Charter, the General Assembly in 1949 established for a three-year period, a Committee on Information from Non-Self-Governing Territories. The life of this Committee has been renewed twice; its present term will expire at the end of 1958. It is composed of the seven members of the United Nations which transmit information on their non-self-governing territories (Australia, Belgium¹, France, the Netherlands, New Zealand, United Kingdom and United States) and seven non-administering members which are elected for three-year terms (China, Ceylon, Guatemala, India, Iraq, Peru and Venezuela).

Under the terms of Article 73(e) the administering powers transmit statistical and other information of a technical nature relating to the economic, social and educational conditions in the territories for which they are responsible, subject to such limitation which may be required by security and constitutional reasons.

¹Belgium does not participate in the work of the Committee.

The Committee on Information from Non Self-Governing Territories year by year examines one particular aspect of the reports transmitted to the Secretary-General; in its report (A/3647) to the twelfth session of the General Assembly the subject considered was the economic conditions in the territories in question. When the report was discussed in the Fourth Committee of the Assembly, attention was drawn to the possible effects of the European Common Market on the non-self-governing territories to be associated with it. The "six" (Belgium, France, Italy, Luxembourg, the Netherlands and the Federal Republic of Germany¹) through their spokesman, France, were of the opinion that it was not appropriate to discuss the possible effects of a treaty which was not yet in force, in the context of reports which were not yet submitted. (In 1957 the Assembly considered reports on conditions in the territories in 1955). Nevertheless the apprehensions of a number of countries that association with the Common Market would not be in the best interests of the dependent territories concerned led the Assembly to adopt a resolution requesting the Secretary-General to prepare a report on the question for the thirteenth session, taking into account other relevant studies made by United Nations organs such as the Economic and Social Council, the Regional Economic Commissions and GATT. The resolution was adopted by 51 in favour, 13 against and 8 abstentions.

The Fourth Committee spent a great deal of time discussing whether or not the Assembly was competent to decide which territories should be classified as non-self-governing and thus subject to the provisions of Article 73(e). During the eleventh session of the General Assembly this question had also been debated at some length but in a slightly different context. The Secretary-General, by a letter dated February 24, 1956, had requested the sixteen members admitted to the United Nations in 1955 to indicate whether they had any territories under their administration which fell within the scope of Chapter XI of the Charter (Declaration regarding Non-Self-Governing Territories). Fourteen of the sixteen new members had answered this letter in the negative and two had not replied. A draft resolution was tabled which would have 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 member states as to the status of territories under their administration". This draft resolution was approved by the Fourth Committee but was rejected in plenary session after the Assembly had decided that it was an "important question" in the terms of Article 18 of the Charter (Voting Procedures) and thus required a two-thirds majority for its adoption.

At the twelfth session the Representative of Mexico to the Fourth Committee raised the question as to whether or not a two-thirds majority should apply to all resolutions on non-self-governing territories and the issue of what general rule should apply to voting on matters in connection with Chapter XI of the Charter was referred to the Sixth (Legal) Committee with a request for its opinion.

The Fourth Committee, without waiting for the Sixth Committee's reply, considered a draft resolution which would have established a six-member committee to be elected by the Fourth Committee to report to the General Assembly at the thirteenth session on the transmission of information under Article 73(e). To aid the committee in making its study the Secretary-General was requested to prepare summaries of the opinions furnished by member states and of discussions which had taken place in organs of the United Nations in connection with the whole problem of the

¹Non-member of the United Nations.

responsibilities devolving on members of the United Nations from the provisions of Chapter XI of the Charter. Although the submission of reports by new members was not explicitly referred to in the draft resolution at the twelfth session, it was in fact the controversy which had arisen as to whether the Assembly or the administering member state, and in particular the new member states, should determine which dependent territories fell under Article 73(e) of the Charter which had motivated its submission. The resolution was approved by the Fourth Committee by 43 in favour, 29 against (Canada) and 5 abstentions. Canada voted against it in the belief that the best results could be obtained by the voluntary co-operation of the administering powers in transmitting information.

Before the report on non-self-governing territories was considered by the plenary session, the Sixth Committee informed the Fourth Committee that it was unable at the twelfth session to give a reply to its request regarding voting. In plenary the Assembly once again decided that the resolution on transmission of information was an "important one" and required a two-thirds majority. When it was put to the vote it received 41 votes in favour, 13 against (Canada) and 10 abstentions, and therefore did not carry.

The Fourth Committee was, however, able to find a large measure of agreement when it came to the discussion of offers of study and training facilities for the inhabitants of the non-self-governing territories. While the importance of providing opportunities for higher education for qualified students was generally recognized, it was argued that it might be preferable for higher education to be made available to students in their own or adjoining territories, where the handicap of working in an unfamiliar tongue would not arise. Difficulties of adjusting to new cultures and ways of life were also referred to. The Assembly adopted by 61 (Canada) to 0 with 6 abstentions a resolution which noted the response to the invitation to extend offers of facilities for study and training to inhabitants from non-self-governing territories, referred to the interest in offers for scholarships for students from non-self-governing territories shown by the steadily increasing number of applicants and urged member states submitting observations on the candidates and other members offering facilities to consider applications with all possible speed and the Secretary-General to give all assistance possible to offering states and to the applicants.

South West Africa

The international status of South West Africa which South Africa administered under a League of Nations Mandate granted in 1920 has been in dispute since the dissolution of the League of Nations and the formation of the United Nations after the Second World War. South Africa has refused to place the territory under a trusteeship agreement with the United Nations, and since 1949 has refused to supply to the United Nations the annual reports required under the League Mandate.

The question was referred to the International Court of Justice, which on July 11, 1950, gave an advisory opinion to the effect that the United Nations was legally qualified to exercise the supervisory functions previously exercised by the League of Nations, that the Union of South Africa was obliged to render annual reports to the Assembly, that Chapter XII of the Charter provided a means whereby the territory could be brought under a trusteeship agreement but that the Union was not legally obliged to place the territory under trusteeship, and finally that the Union, acting alone, did not have competence to modify the international status of the territory.

Since December 1950 the Assembly has maintained an *ad hoc* Committee on South West Africa which was set up to find ways and means of implementing the Court's opinion and to examine reports on the territory. Lacking the co-operation of South Africa, the Committee has been able to exercise very little influence on the administration of the territory.

At the eleventh session the Committee on South West Africa was instructed to study what legal action could be taken to ensure that the Union of South Africa fulfilled its obligations under the Mandate¹.

In its consideration of this item at the twelfth session the Fourth Committee had before it the regular report of the Committee on South West Africa, and a special report concerning the legal questions which had been referred to it. While resolutions arising out of these reports were under consideration the Chairman of the Fourth Committee, Mr. Khoman of Thailand, introduced a draft resolution proposing the establishment of a three-member Good Offices Committee, consisting of the United Kingdom, the United States and a third member to be nominated by the President of the General Assembly, to discuss with the Government of the Union of South Africa a basis for an agreement which would continue to accord to the territory an international status, and to report to the thirteenth session.

The Canadian Delegation warmly supported the Chairman's initiative, because it felt that a lasting solution to the problem could be obtained only with the full co-operation of the Government of South Africa, which the Good Offices Committee might be able to enlist. An amendment to elect the third member of the Committee was defeated, and the Chairman's resolution was approved by 52 in favour (including Canada), 10 against, and 17 abstentions. Subsequently, the President of the Assembly appointed Brazil to be the third member of the Good Offices Committee.

Because of its desire not to prejudice the success of the Good Offices Committee, the Canadian Delegation argued that no other resolutions on South West Africa should be pressed to a vote. When this suggestion was not accepted, the Delegation abstained on the remaining resolutions. These included a resolution approving the report of the Committee on South West Africa, and a further resolution concerning legal action to ensure the fulfilment of South Africa's obligations in respect of the territory, by which the Assembly agreed to consider again the special report of the Committee on legal action at the next session, and requested the Committee on South West Africa to consider the possibility of referring further questions concerning South West Africa to the International Court.

The Future of Togoland under French Administration

A Special Commission established by the eleventh session of the General Assembly under Resolution 1046 (XI) visited the territory of French Togoland in June 1957. France, under a new Statute passed by the Legislative Assembly in 1956, had transferred certain powers to the Togolese Government which made it, in the French view, autonomous, and the Commission's terms of reference were . . . "to examine the political situation in the Territory resulting from the practical application of the recently adopted Statute and the conditions under which that Statute was being applied". The Commission was requested to submit its report, with its observations and suggestions, to the Trusteeship Council for its consideration. The

¹See *Canada and the United Nations 1956-57*, page 105.

Council was in turn requested to study the question, taking into account the report of the Commission, and to transmit the results of its study to the Assembly at its twelfth session. The Commission was composed of the following members: Canada, Denmark, Guatemala, Liberia, Philippines and Yugoslavia. Mr. Delisle of the Department of External Affairs represented Canada.

During its stay in French Togoland the Commission travelled extensively in the territory and interviewed and consulted representatives of the administering authority, France, members of the Togolese Government, of the opposition parties and many individual Togolese. In its report, which it adopted unanimously, the Commission concluded that as a result of the new Statute the Togolese possess a large measure of internal autonomy and that a very significant and indeed an irreversible step had been taken towards the attainment of the final goals of the Trusteeship System, i.e. independence or self-government. Before the Trusteeship Agreement was abrogated, the Commission believed that the Togolese people should be consulted by an appropriate means concerning their desires for the future status of the territory and that this consultation should be undertaken in full agreement with the General Assembly of the United Nations.

The Trusteeship Council held a special session in September 1957 to consider the Commission's report. In its Resolution S.7 it transmitted the report to the General Assembly "in order to set in motion an appropriate procedure for the early attainment of the final objectives of the Trusteeship Agreement, which it felt should be based on the findings contained in the report and the statements made to the Council by the Representatives of the Togolese Government and France".

The Fourth Committee of the General Assembly held three weeks of debate on the subject. It heard Representatives of the Governments of France and Togoland and representatives of the three opposition parties in Togoland. The Representative of France, Mr. Jacques Kosciusko-Morizet and the Minister for Overseas France, Mr. Gerard Jacquet, spoke at length on the degree of internal autonomy which the territory had achieved and guaranteed the transfer of certain residual powers which would leave only external affairs, defence, and currency and foreign exchange under French control. Mr. Kosciusko-Morizet, speaking before the Trusteeship Council, had already stated that "should the Trusteeship System be terminated and should the duly elected Assembly of Togoland express the wish to leave the French Union, the Government and Parliament of France would undoubtedly have no choice but to accept and to meet by due legal procedures the expressed wishes of the Togoland Assembly".

The President of the Togolese Legislative Assembly, Mr. Ajavon, and the Minister of Finance, Mr. Apedo-Amah gave evidence of the degree of autonomy of the Government which they led, but consented in a spirit of conciliation, to hold elections on a basis of universal adult suffrage to a new Legislative Assembly in 1958, although under the Statute this was not obligatory before 1960. They also agreed to the United Nations Assembly electing a Commissioner to "supervise" the elections which in their view might constitute the "appropriate means of consultation" called for by the Special Commission. The Representatives of the Togolese Government stressed the desirability of maintaining close links with the government of the country which had led them so far along the path to nationhood and to attainment of the goals of the trusteeship system. In this stage of their

development, they continued to believe that the retention by France of certain powers on their behalf was to their mutual advantage.

Members of the opposition parties were insistent that only full independence, on a par with that enjoyed by other newly-emerging states in Africa, particularly Ghana, which includes the former trust territory of British Togoland, would fulfil the goals of the trusteeship system and the desires of the majority of the Togolese people. The position of the Government of Togoland and of the administering authority was that after the elections and the transfer of powers referred to above, the terms of the Trusteeship Agreement would have been fulfilled and might then be terminated.

It became evident during the debate that the Assembly would not commit itself to any final course of action regarding the abrogation of the Trusteeship Agreement until the elections had been held and the new Legislative Assembly of the Government of Togoland had expressed its desires in this regard.

Taking the above considerations into account Canada, Colombia, Denmark, Ireland and Liberia co-sponsored a resolution which provided for United Nations supervision of elections to the Togolese National Assembly, and for further consideration by the Trusteeship Council and by the General Assembly at its thirteenth session. If after the elections the administering authority and the new Togoland Assembly and the Togoland Government requested the termination of Trusteeship Agreement, the General Assembly at its thirteenth session, and in the light of circumstances then prevailing, would be able to recommend appropriate action. The resolution, the operative part of which is given below, was approved by the Fourth Committee by 50 in favour, none against and 26 abstentions and adopted by 50 votes in favour (including Canada) to 1 against with 29 abstentions by the General Assembly.

The General Assembly:

1. *Expresses its appreciation* to the United Nations Commission on Togoland under French administration for its valuable report and draws the attention of the Administering Authority and the Togoland Government to the observations and suggestions contained therein;

2. *Notes* the statement of the Administering Authority that the Legislative Assembly to be elected by universal adult suffrage in 1958 and the Togoland Government will be asked to formulate, in consultation with the Administering Authority, proposals for the early attainment of the final objective of the Trusteeship System;

3. *Accepts*, having regard to the responsibilities of the new Legislative Assembly mentioned in the preceding paragraph, the invitation of the Government of Togoland, transmitted by the Administering Authority, to make the necessary arrangements, in consultation with the Administering Authority, for supervision of the elections by the United Nations;

4. *Decides* to elect a Commissioner who shall supervise the elections to the Legislative Assembly and who shall be assisted by observers and staff to be appointed by the Secretary-General in consultation with him;

5. *Requests* the Administering Authority and the Government of Togoland to make in consultation with the United Nations Commissioner the arrangements for the organization and conduct of the elections to the Legislative Assembly;

6. *Requests* the Commissioner to submit a report on the organization, conduct and results of the elections to the Trusteeship Council for its consideration, and for transmission to the General Assembly at its thirteenth session;

7. *Invites* the Administering Authority to inform the Trusteeship Council concerning the carrying out of the above-mentioned transfer of powers, the results of the elections, the convening of the new Togoland Legislative Assembly, and regarding any wishes which may have been expressed by the Legislative Assembly concerning the new Statute and the termination of the Trusteeship Agreement for the Territory of Togoland under French administration;

8. *Requests* the Trusteeship Council to consider these matters and report thereon to the General Assembly at its thirteenth session, so as to enable it, if so requested by the new Togoland Legislative Assembly and the Administering Authority, to reach a decision, in the light of the circumstances then prevailing, concerning the termination of the Trusteeship Agreement in accordance with Article 76(b) of the Charter of the United Nations.

The Assembly subsequently elected Ambassador Max D'Orsinville of Haiti to supervise the elections on its behalf. The election in Togoland will be held in May 1958 and Mr. D'Orsinville's report will be considered by the Trusteeship Council and by the Assembly at its thirteenth session.

The Somaliland-Ethiopia Frontier Question

When the territory of pre-war Italian Somaliland was placed under United Nations trusteeship with Italy as the administering authority, Article I of the Agreement specified that the boundaries of the territory should be those fixed under international agreement.

In its resolution 392 (V) of December 15, 1955, the General Assembly recommended that the boundary should be delimited by bilateral negotiations between the administering authority and Ethiopia. Failing such agreement, either party might request mediation under United Nations auspices, and if mediation proved fruitless, resort to a procedure of arbitration. The General Assembly's opinion, expressed at the eleventh session in resolution 1068 (XI) was that if negotiations had yielded no results before its twelfth session, the Italian and Ethiopian Governments should accept the mediation procedure recommended in its previous resolution.

At the twelfth session of the General Assembly the Ethiopian Government made it plain that it sought a juridical settlement and wished to proceed directly to arbitration. It took the position that the only valid basis for this arbitration was the Italo-Ethiopian Treaty of 1908 and that it did not wish to take into account any treaties to which Ethiopia had not been party, such as the Anglo-Italian Agreement of 1891 and the Tripartite Agreement of 1906. The Governments of Italy and Somaliland, however, believed that the possibility of successful mediation in delimiting the future frontier should not be ignored, and in addition to the terms of the existing treaties, desired that considerations concerning the welfare and the peace and order of the populations concerned be taken into account.

In view of the urgency of fixing the Ethiopian-Somaliland boundary before Somaliland became an independent state in 1960, the Assembly finally agreed upon a compromise, and recommended unanimously that an

arbitration tribunal be established. This tribunal was to consist of three jurists, one appointed by Ethiopia, one by Italy and the third by mutual agreement between these two jurists, or failing their agreement, the King of Norway. The tribunal will have as its task the delimitation of the frontier in accordance with terms of reference to be agreed upon between the two Governments with the assistance of an independent person to be appointed by agreement between them.

At the thirteenth session the Assembly will receive a report on how the recommendations have been implemented.

VI

FINANCIAL AND ADMINISTRATIVE

Introduction

It is the responsibility of each regular session of the General Assembly to review the financial and administrative aspects of the work of the United Nations and to approve the budget for the forthcoming year. Under its rules of procedure the Assembly is assisted in this task by an Advisory Committee on Administrative and Budgetary Questions composed of nine members including at least two financial experts of recognized standing. At the beginning of a regular session the Committee submits to the Assembly a detailed report on the budget and on the accounts of the last financial year and this report is studied by the Fifth (Administrative and Budgetary) Committee. In addition to its budgetary duties the Fifth Committee was faced at the twelfth session with administrative questions in connection with conference arrangements, documentation, staff pensions and other personnel matters.

The constant expansion of the activities of the United Nations and the Specialized Agencies has increased the complexity of problems and particularly the problem of co-ordination. Canada has, therefore, taken an active interest in this phase of the United Nations administration.

Finance

Examination of the Budgets

United Nations gross budget appropriations for 1957 were \$53.17 million including further supplementary estimates of \$2.36 million. At the time of passing these final supplementaries on December 14, 1957, it was estimated that miscellaneous income for 1957 would amount to \$3.15 million, leaving a net budget of \$50.02 million. Canada's assessment of 3.15 per cent for 1957 amounted to \$1.58 million.

The 1958 gross budget was set at \$55.06 million and estimated miscellaneous income at \$3.25 million, or a net budget of \$51.81 million. Canada's assessment for 1958, which is at 3.09 per cent, is therefore \$1.60 million.

From the above it will be seen that the net budget for 1958 is approximately \$1.79 million over that of 1957. It may be assumed that before the 1958 financial year is finished there will be further supplementary estimates presented at the thirteenth session, which will increase further the excess of \$1.79 million for 1958 over the 1957 total. While this increase was a cause of considerable concern at the twelfth session of the General Assembly, the growth in the membership of the United Nations and a tendency towards higher costs for goods and services, explains the bulk of the increase in the budget. With, however, the increased membership to share the cost, most of the substantial contributing countries had a lower assessment for 1958 than for 1957.

The budget of the United Nations is prepared by the Secretariat and presented to the General Assembly by the Secretary-General, but before it is considered by the plenary sessions of the Assembly it is examined in detail

and reported on by the Advisory Committee on Administrative and Budgetary Questions. As one of the items on the agenda of a regular session of the General Assembly, the budget, as presented and explained by the Secretary-General, together with the report and the recommendations of the Advisory Committee, is given to the Fifth (Administrative and Budgetary) Committee for detailed examination and discussion. The Fifth Committee's recommendation is then considered in plenary session where final approval is given to the budget, which, because of changes made and agreed to during the various stages of study, is usually for a somewhat different amount than that originally submitted. As might be expected with a budget being reviewed by some 80 member delegations, many divergent opinions are expressed and emphasis is placed on a wide variety of items by the different members and groups. There is therefore a very careful and thorough scrutiny of the budget.

A matter of considerable interest in relation to the budget is the new form in which it is presented for 1958¹. This change was approved at the eleventh session in 1957 on an experimental basis for two years. While it makes a detailed comparison with 1957 by section impracticable, it is considered to have many technical advantages over the old form, which should simplify the accounting to some extent.

During the twelfth session the Fifth Committee gave more than the usual amount of attention to the public information activities of the United Nations with the result that a group of six experts is to be set up to undertake an objective study of the work of the Department of Public Information and to appraise and report on the effectiveness of its results. The countries designated to nominate experts to this group were Egypt, India, U.S.S.R., United Kingdom, United States and Uruguay.

Provision was made in the 1958 budget for a small group of staff to review the administrative and financial aspects of the activities of the several United Nations offices in various parts of the world.

Another matter which received special attention at the twelfth session was the planning of meetings and conferences of the United Nations. A resolution deciding to set up a fixed pattern of conferences from January 1, 1958 for a period of five years and to hold conferences and meetings in most cases at the headquarters of the bodies concerned was adopted on December 13, 1957. It is expected that this will result in a more rational and economical use being made of the resources of the United Nations.

An item of sufficient importance to attract considerable discussion at the twelfth session was that of the substantial increase in the production of documentation which had been taking place for several years and which reached a record peak in 1957. By resolution, the General Assembly requested the Secretary-General to continue his efforts to present documents as concisely as possible, and to set as a target for 1958 a reduction of 25 per cent from the 1957 volume.

As a further means of reducing costs through increased efficiency, it was agreed at the twelfth session to establish a small staff in the office of the Controller to strengthen control over branch offices and missions of the United Nations.

In the field of capital and maintenance costs it was also agreed that the Secretary-General would develop a long-range plan for capital improvements including estimates of costs and that this plan would be examined at

¹See Appendix V for the 1957 Budget and Appendix VI for the 1958 Budget in the new form.

the thirteenth session. By this means it is hoped to avoid the need for urgent measures to meet unexpected costs.

The drain on the Working Capital Fund of \$22.00 million has been so heavy during May, June and July each year, that the Secretary-General found it necessary to seek some way of preventing a complete exhaustion of the Fund during this period as has happened in the past. This Fund provides the Secretariat with the necessary cash to meet regular expenditures during the first several months of each year pending receipt of the annual budgetary assessments from members. The suggestion made by the Secretary-General was to have September 1 substituted for July 1 as the due date for the annual payment of \$2.00 million to the United States for the repayment of the Headquarters loan. This is the loan made by the United States at the time the present Headquarters building was constructed in New York. A resolution was adopted authorizing the Secretary-General to conclude an agreement with the United States modifying the original agreement as indicated above.

Scale of Assessments

Members of the United Nations contribute to the expenses of the budget on a scale determined by the General Assembly on the recommendation of the Committee on Contributions and the Fifth (Administrative and Budgetary) Committee. With the admission of new members the scale of assessments is reviewed and adjusted. The eleventh session (1956-57) had, however, deferred until the twelfth session a decision on the scale of assessments for 1958 for the six new members admitted in 1957. It was understood also that the United States would request a review at the twelfth session of the principles of assessment.

The principles governing the scale of assessments therefore received careful study by the Fifth Committee at the twelfth session. A resolution (1137 (XII)) was adopted which provided that in principle the maximum contribution to be paid by any member was not to exceed 30 per cent of the total; that the percentage contributions of the new members for 1956 and 1957 should constitute miscellaneous income but for 1958 should be incorporated into the scale of assessments by the application of *pro rata* reductions of the percentage contributions of all members except those assessed at the minimum rate; and that during the three-year period 1959-61 further steps be taken to reduce the share of the largest contributor. The maximum percentage contribution has thus successively been reduced from 39.89 per cent in 1946 and 33.33 per cent in 1948 to the projected 30 per cent. The rate set for Canada for 1958 is 3.09 per cent reduced from 3.15 per cent.

In the debate on this question the United States took the position that capacity to pay was not the sole criterion for assessing the highest contributor but that the Assembly had established that size of membership and the sovereign equality of member states were also important factors. The successive reductions in percentages with the increase in membership, it was argued, confirmed these factors. A number of countries considered that capacity to pay was the principal criterion and that a reduction of the percentage of the highest contributor (the United States) would increase the burdens of countries with lower per capita incomes. A compromise was worked out, in which Canada was a co-sponsor, whereby a *pro rata* reduction was provided in the assessment of members as a result of the admission of new members.

Extra-Budgetary Funds

The four programmes coming under the above heading, together with Canada's contributions to them for 1956, 1957 and 1958, are as follows:

	1956	1957	1958 ¹
U.N. Children's Fund	\$ 650,000	\$ 650,000	\$ 650,000
U.N. Expanded Programme of Technical Assistance	1,800,000	2,000,000	2,000,000
U.N. Relief and Works Agency for Palestine Refugees in the Near East ²	500,000	750,000 ³	500,000
U.N. Refugee Fund	125,000	200,000	200,000
	\$3,075,000	\$3,600,000	\$3,350,000

On February 27, 1957, during the eleventh session of the General Assembly, it was agreed that for receiving voluntary pledges to U.N. Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and U.N. Refugee Fund (UNREF), an *ad hoc* Committee of the whole Assembly would be convened during the twelfth session.

When the Fifth Committee considered the report of the Negotiating Committee for Extra-Budgetary Funds it expressed the opinion that this new pledging procedure seemed to be more satisfactory than the old, and well worth continuing, although no significant increase in contributions had resulted. On the recommendations of the Negotiating Committee and of the Fifth Committee, the General Assembly passed a resolution providing for the convening of another *ad hoc* pledging conference of the whole Assembly at the thirteenth session of the Assembly in 1958, and for the continuance of the Negotiating Committee at its present strength of ten members, to serve from the end of the twelfth session to the close of the thirteenth session. Canada is a member of this Negotiating Committee. States which are not members of the United Nations, but are members of one or more of the Specialized Agencies, are invited to attend meetings of the *ad hoc* Committee for the purpose of announcing their pledges to the two refugee programmes.

At the eleventh session of the General Assembly opposition was raised to including the Children's Fund and the Expanded Programme of Technical Assistance in the joint pledging meetings of the *ad hoc* Committee of the whole. Consequently the pledging for these two funds is carried on as before, as separate programmes.

Administration

Joint Staff Pension Fund

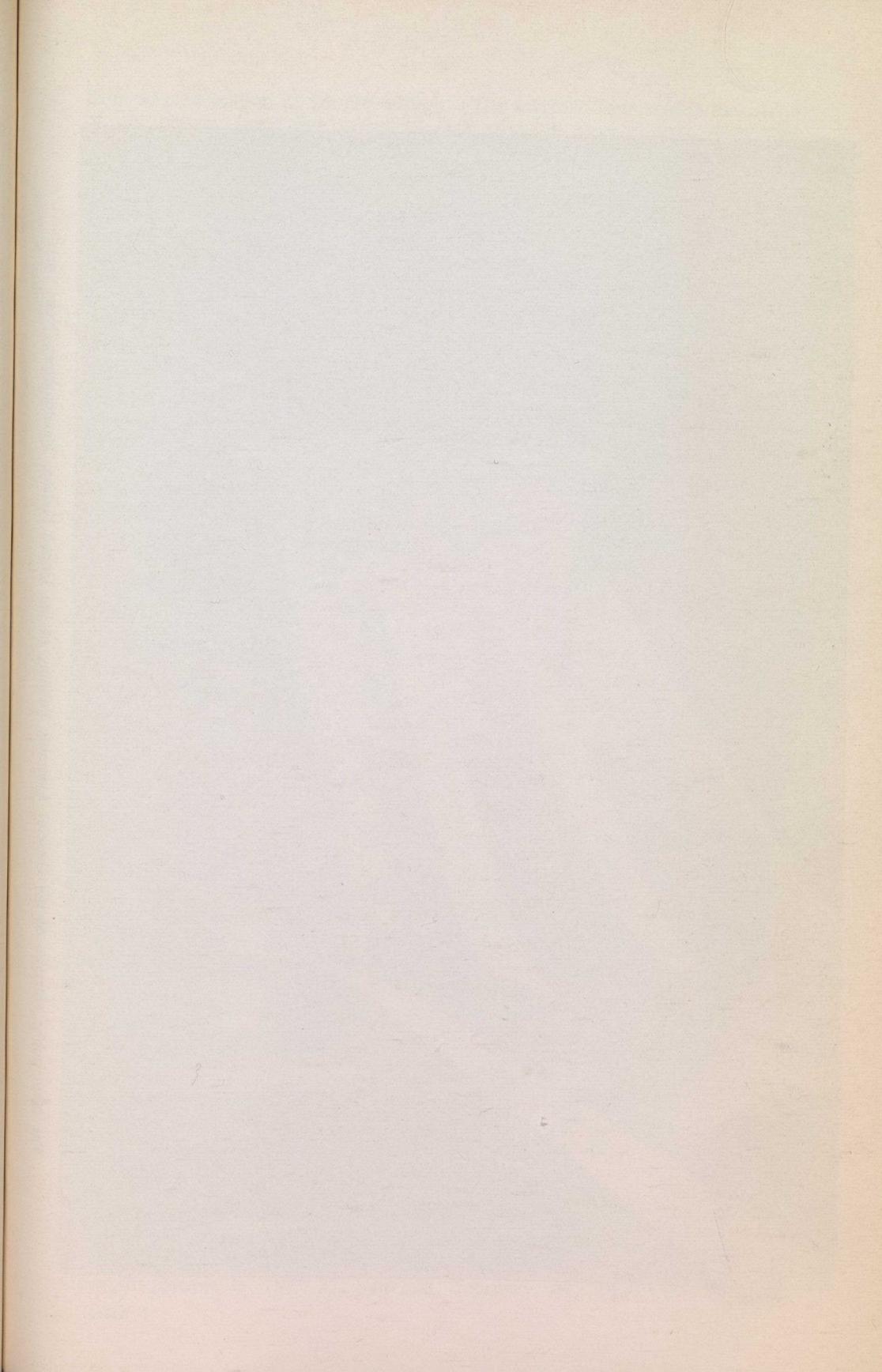
During the twelfth session the International Atomic Energy Agency (IAEA) was added to the membership of the Fund, bringing to eight the total number of member organizations. They are the United Nations, ILO, FAO, UNESCO, WHO, ICAO, WMO and IAEA. The total active membership in the Fund on September 30, 1956 was 9,328, while 367 were receiving benefits as of that date.

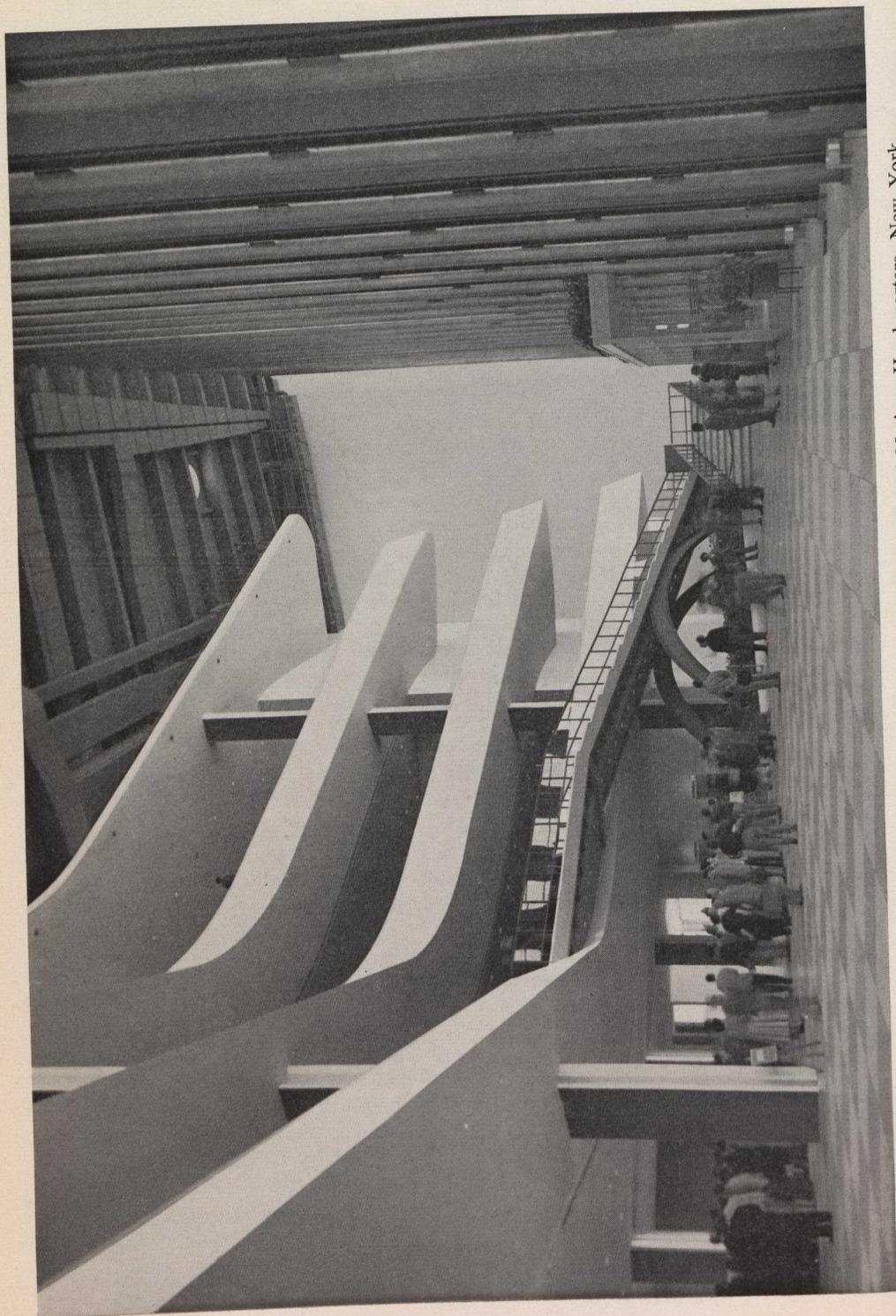
The Fund once more showed substantial gains for the fiscal year ending September 30, 1956. The principal of the Fund increased by \$8.52 million,

¹These 1958 contributions are subject to the appropriation of the funds by Parliament.

²A further amount of \$1.50 million was provided in the 1957-58 fiscal year for the purchase of flour to be given to this Agency.

The 1957 contribution of \$750,000 was for a period of 18 months.





The main public entrance of the General Assembly building of the United Nations Headquarters, New York, United Nations.

from \$51.74 million to \$60.26 million. The increase represented the excess of all income (including contributions) over all expenditures (including benefits paid). The three major items in the total income for the year of \$10.42 million were contributions by staff \$2.91 million, contributions by participating organizations \$5.82 million, and investment income \$1.41 million.

Under the Regulations of the Joint Staff Pension Fund, the Joint Staff Pension Board is required to make actuarial valuations of the Fund at stated intervals (at least every three years) and to make proposals to the General Assembly and to member organizations for any action to be taken as a result of the valuations. Such a valuation was made by the Board as of September 30, 1956.

Several amendments to the Regulations were proposed by the Pension Board as a result of their valuation, reviewed and reported on by the Advisory Committee on Administrative and Budgetary Questions, considered by the Fifth Committee and voted on by the General Assembly.

Among the amendments approved by the General Assembly, effective January 1, 1958, were the following:

- (a) That the annual retirement benefit payable monthly to a participant who reaches the age of sixty shall be equal to one-fifty-fifth of his final average remuneration multiplied by the number of years of his contributory service not exceeding thirty years. The retirement benefit was formerly based on one-sixtieth of the average remuneration for each year of contributory service.
- (b) An increase in death benefits for widows, whereby they will receive either \$750 per annum or twice the determined benefit they would be entitled to under the former regulation, whichever is the smaller.
- (c) An increase in the rate of regular interest used in all actuarial calculations from $2\frac{1}{2}$ per cent to 3 per cent. This was to bring the rate used for calculating purposes closer to the actual yield on the investment of the Fund's assets which had reached 3.48 per cent by early 1957.
- (d) The addition of a new supplementary article whereby every full-time member of the staff of each member organization whose contract of employment is for at least one year and less than five years and who is not eligible as a regular participant, will enjoy "associate participation", providing limited coverage for death and disability. The rate of contribution for this associate participation was set at $4\frac{1}{2}$ per cent of pensionable remuneration and is to be paid entirely by the member organizations.

Salary, Allowance and Benefits System

In a group of organizations such as the United Nations and its Specialized Agencies with large staffs located in various parts of the world, it is inevitable that personnel matters must receive constant and careful attention and that many problems, some rather complex, should arise at frequent intervals.

On December 13, 1955, the General Assembly established a Salary Review Committee consisting of experts from eleven countries. This Committee made an exhaustive study of the many problems and submitted a comprehensive report. This report received very careful attention at the eleventh session in 1956-57, and on February 27, 1957, the General

Assembly adopted a resolution instructing the Secretary-General to implement many improvements in pay, dependency allowances and other related items¹.

With only eleven years experience, it is also to be expected that adjustments and refinements in the areas of salary, allowances and benefits must be made on the basis of that experience, and that the need for this will continue for some time to come. One such adjustment agreed to at the twelfth session was to add two further increments at \$10,540 and \$10,920, at two-yearly intervals, to staff in the Second Officer level who have remained in that level for at least five years and who are, in the opinion of the Secretary-General, qualified for promotion.

Another matter which received attention at the twelfth session was a clarification of the definition of dependency. This was achieved by an appropriate amendment in Staff Regulations and is to be examined further after the benefit of a full year's experience of its application.

Studies are continuing on the extension of the general service category for staff and the machinery necessary for dealing with certain pay and personnel problems. Reports on these studies are expected to be ready for consideration at the thirteenth session.

A subject of interest and concern to United Nations members is the question of the geographical distribution of the staff of the Secretariat. The Charter refers to this important matter in Article 101 which reads: "The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence, and integrity. Due regard shall be paid to the importance of recruiting the staff on as wide a geographical basis as possible". As a guide to establishing this geographical basis the scale of assessments for member countries has been generally accepted although it has never been established by resolution. Whatever the distribution is at any particular time, the Secretary-General is restricted in bringing about rapid changes, partly by reason of the fact that most of the staff are employed on a career basis and partly because turnover is comparatively small.

Some countries make claims for greater representation on the basis that population should be taken into account. Some also feel that the geographical basis is of equal importance to that of standards of efficiency.

The outcome of lengthy discussions on this subject at the twelfth session was the adoption of a resolution expressing appreciation of the action already taken by the Secretary-General regarding changes in the geographical distribution of staff and requesting him when making future appointments, at all levels, to continue his efforts to ensure the fullest possible conformity to recommendations to this end made in the past. Related to geographical distribution is the question of the breakdown of the Secretariat into the two categories of career staff and fixed term staff. An objective set at the 1956-57 eleventh session was 20 per cent of the total to be fixed term. This has never been reached but efforts are being made in that direction.

The powers of the Secretary-General in the matter of staff dismissals, which are defined in the Staff Regulations, receive careful attention when staff matters are under review. In this same general field the function and authority of the United Nations Administrative Tribunal come up for consideration from time to time. This body hears complaints from staff who feel they have been aggrieved through unjust dismissal or related action, and has the duty of awarding compensation when it finds in favour of the complainant.

¹See *Canada and the United Nations 1956-57*, p. 112.

VII

LEGAL

The International Court of Justice

The International Court of Justice is the principal judicial organ of the United Nations. It functions in accordance with a statute which forms an integral part of the United Nations Charter. The International Court was constituted in 1945 as successor to the Permanent Court of International Justice, which was established under the auspices of the League of Nations in 1921. All members of the United Nations are *ipso facto* parties to the Statute of the Court. In addition, Switzerland, San Marino, Liechtenstein and the Federal Republic of Germany, although not members of the United Nations, are parties to the Statute.

Elections

The Court consists of fifteen judges chosen from a list of persons of high legal qualifications nominated by national groups in all countries which are parties to the Statute. In order to be elected a judge must obtain a majority of votes in both the Security Council and the General Assembly acting independently of each other. According to the Statute of the Court, its members are to be chosen "regardless of their nationality" but the "main forms of civilization", and "principal legal systems of the world" are to be represented. Judges are elected to the Court for a period of nine years at the conclusion of which they are eligible for re-election for a similar term.

At the twelfth session of the General Assembly, elections were held to fill vacancies to be created by the expiration, on February 5, 1958, of the term of office of five judges. Three judges were re-elected for another term: Mr. A. H. Badawi of Egypt; Mr. M. B. Winiarski of Poland; and Mr. V. K. W. Koo of China. Elected to the Court for the first time were Sir Percy Spender of Australia and Mr. J. Spiropoulos of Greece. Mr. John E. Read of Canada, who was a member of the Court from 1946 until the expiration of his current term of office on February 5, 1958, did not seek re-election.

Cases

During the period under review, the International Court had under consideration more contentious cases than during any other year since its inception. Of the following eight cases before the Court in 1957, no final decisions have as yet been handed down in cases numbered 2 to 8:

(1) France v. Norway (Norwegian Loans Case)

On July 6, 1955, France instituted proceedings against Norway concerning the payment of certain loans issued in France. On July 6, 1957, the Court, by a majority of twelve votes to three, found that it was without jurisdiction to adjudicate upon the dispute.

(2) Portugal v. India

On December 22, 1955, Portugal filed an application before the Court concerning a right of passage which it claims over Indian territory between the Portugese territory of Daman and the enclaved territories of Duda and

Nagar-Aveli as well as between each of the two last-mentioned territories. On November 26, 1957, the Court issued a Judgment dismissing, by a large majority, four objections made by India to the jurisdiction of the Court and postponing a consideration of two other objections made by India to the Court's jurisdiction until it deals with the merits of the dispute.

(3) The Netherlands v. Sweden

On July 9, 1957, the Netherlands instituted proceedings against Sweden in the matter of the guardianship of an infant.

(4) Switzerland v. the United States

On October 1, 1957, Switzerland filed an application against the United States by which the Court was asked to declare that the United States was under an obligation to restore certain assets to Interhandel, a company registered in Switzerland, and to provide certain interim measures for the protection of the property pending a final decision on the merits of the case. On October 24, the Court handed down an order which provided that, in the light of information furnished to the Court, there was no need to indicate interim measures of protection.

(5) (6) and (7). Israel v. Bulgaria, the United States v. Bulgaria, the United Kingdom v. Bulgaria

On October 9, 1957, Israel filed an application against Bulgaria regarding the destruction, on July 27, 1955, by Bulgarian anti-aircraft defence forces, of an aircraft belonging to El Al Israel Air-Lines Ltd. On October 24 and November 19, the United States and United Kingdom instituted proceedings against Bulgaria with regard to damages suffered by the nationals of each country who were passengers on the destroyed aircraft.

(8) Belgium v. the Netherlands

On November 26, 1957, a Special Agreement concluded between Belgium and the Netherlands on March 7, 1957, was referred to the Court. By the terms of this Agreement the Court was requested to determine whether the sovereignty over certain parcels of land belongs to Belgium or the Netherlands.

International Law Commission

The International Law Commission held its ninth session at the European Office of the United Nations, in Geneva, from April 23 to June 28, 1957. The Commission dealt with the subjects of state responsibility, arbitral procedure and diplomatic intercourse and immunities. A majority of the Commission's meetings at this session were devoted to drawing up 37 draft articles and commentaries on diplomatic privileges and immunities. These articles, covering such topics as diplomatic intercourse in general, mission premises and archives, personal privileges and immunities and termination of the functions of a diplomatic agent, have now been circulated to the member states of the United Nations for comments. In the light of these comments, the articles will again be examined by the International Law Commission at its tenth session in 1958 and, as subsequently revised, will be submitted to the General Assembly for consideration by the Legal Committee.

At the twelfth session of the General Assembly, the Legal Committee considered briefly the International Law Commission's Report¹ containing the draft articles on diplomatic privileges and immunities. The discussion concerned various draft articles and such general subjects as relations between

¹Document A/3623.

states and international organizations, the laws relating to "*ad hoc diplomacy*" and the relationship between the rules governing diplomatic intercourse and immunities and those relating to consular intercourse and immunities.

The Question of Defining Aggression

The question of defining aggression has been before the General Assembly since 1950 when the subject was first introduced by the Soviet Union. Originally discussed in the International Law Commission which was unable to agree upon a definition, the question was thereafter studied by the Legal Committee of the General Assembly and by two special committees set up in 1953¹ and 1956², neither of which were able to agree on any one definition of the term.

At the twelfth session another attempt to agree on a definition was made by the Legal Committee. While during the course of the six weeks debate over fifty-five delegations participated, only two formal definitions of aggression were submitted, one by the Soviet Union and the other jointly by Iran and Panama. The Soviet bloc and several Middle Eastern, Asian and Latin-American states argued strongly that the adoption of a definition was both desirable and possible. However, even the advocates of a definition were unable to agree on such fundamental questions as whether a definition should be limited to armed aggression or should include "economic" and "ideological" aggression, or whether it should name as an aggressor that country which first commits a stated act. Several European delegations were in favour of the Committee concentrating their efforts not on defining aggression but the term "armed attack" in relation to the right of self-defence provided for in Article 51 of the Charter. Other delegations were either opposed to a definition of aggression (for example, the United States, Australia and Brazil) or were sceptical about whether a really satisfactory definition could be agreed upon. In the latter group were a number of Commonwealth countries (Canada, United Kingdom, New Zealand, India and Pakistan), as well as several European and Latin American states. These delegations considered that it was not possible in the present international situation to reach agreement on a satisfactory definition of aggression and that, in any case, a definition would not necessarily be of assistance to the organs of the United Nations in the performance of their functions of settling disputes and restoring international peace. In fact, by the end of the debate, it appeared that many delegates in favour of defining aggression had come to accept the view that the possibility of a definition being agreed upon was intimately connected with the international political situation.

The Canadian Representative in the Sixth Committee pointed out that as the record of discussion on the question of the definition of aggression testified to wide and seemingly irreconcilable disagreement on whether and how aggression should be defined, his Delegation concluded that the attempt to attain agreement on this matter should, for the time being, at any rate, be set aside. Even if it were possible to reach agreement on a definition, his Delegation had serious doubts as to whether it might help further the aims of the Charter, particularly in view of the fact that a definition might limit the discretion of the competent United Nations organs to determine the existence of aggression in the light of all the circumstances surrounding a particular case.

As it became evident during the course of the debate that it would not be possible to reach an agreement on a definition, several proposals were

¹See *Canada and the United Nations 1954-55*, p. 105.

²See *Canada and the United Nations 1956-57*, pp. 120-121.

put forward for postponing the discussion of the item. Thus it was proposed that the 1956 Special Committee on aggression be reconstituted and asked to attempt once more to draw up a definition of aggression, reporting back their results to the fourteenth session of the General Assembly. A proposal was also put forward to place the item on the agenda of the fourteenth session, without reconstituting the 1956 Special Committee. However, as neither of these proposals found sufficient support to be adopted, the majority of the Legal Committee agreed upon a somewhat different approach to the problem, which had been proposed jointly by the United States, six Latin American countries and the Philippines. The resolution sponsored by these eight countries and adopted by the Legal Committee called for the establishment of a committee, composed of member states, the representatives of which had served on the General Committee of the most recent regular session of the General Assembly, which would study the views of members (to be communicated to the Secretary-General), for the purpose of determining at what time not earlier than the fourteenth session it would be appropriate for the General Assembly to consider once again the question of a definition. This resolution of the Legal Committee was subsequently adopted by the General Assembly by a vote of 42 in favour (including Canada), 24 against with 15 abstentions.

The Draft Code of Offences

The General Assembly, at its first session in 1946, adopted a resolution affirming the principles contained in the Charter and Judgment of the Nuremberg Tribunal. At the following session of the General Assembly, the formulation of these principles was entrusted to the International Law Commission, which was also requested to prepare a draft code of offences against the peace and security of mankind. The International Law Commission submitted to the General Assembly at its fifth session in 1950, its formulation of the Nuremberg principles, comprising seven basic propositions concerning international crimes and the personal responsibility of individuals who commit them¹. Two drafts of a code of offences were prepared by the Commission, the first of which was submitted to the General Assembly in 1951² and the second, which was a revised version of the earlier draft prepared after comments had been received from governments, was submitted to the Assembly in 1954³. The basic offence in the draft code is that of aggression and many acts which the Commission considered to constitute aggression are also listed as separate offences in the Code.

At its ninth session, the General Assembly, recognizing the close relationship between the question of defining aggression and of a draft code of offences, adopted a resolution, co-sponsored by Canada, which postponed the question of defining aggression until a special committee, established at that session to draft a definition of aggression⁴ had reported to the General Assembly.

The draft code of offences was again considered by the Legal Committee at its twelfth session, but the debate did not touch upon the substantive provisions of the code. It seemed generally agreed that while it might be theoretically possible to dissociate the draft code from the question of defining aggression, any attempt to proceed with the code must almost inevitably involve a consideration of many of the basic problems arising in connection with the definition of aggression. The Committee considered

¹See *Canada and the United Nations 1950*, pp. 139-141.

²See *Canada and the United Nations 1951-52*, p. 133.

³See *Canada and the United Nations 1954-55*, pp. 106-7.

⁴See *Canada and the United Nations 1956-57*, pp. 120-121.

that in view of the decision taken by the Assembly at its ninth session linking together the two questions, and of the fact that the item concerning aggression was again postponed at the twelfth session, the attempt to establish a draft code should also be postponed until such time as the Assembly takes up once more the question of defining aggression. The General Assembly, by an almost unanimous vote (74 in favour, including Canada, 1 against, with 3 abstentions) adopted a resolution to this effect.

International Criminal Jurisdiction

In 1948 the General Assembly requested the International Law Commission to study the desirability and possibility of establishing an international judicial organ for the trial of persons charged with genocide or other crimes over which jurisdiction would be conferred by international agreements. Subsequently two special committees were set up by the General Assembly, the first to draw up a draft statute of an international criminal jurisdiction¹, and the second to explore the implications of establishing a court and methods by which this might be accomplished. The reports of these committees were examined by the General Assembly in 1952 and again in 1954²; on the latter occasion the General Assembly decided to postpone the question of an international criminal jurisdiction until it took up the report of a special committee established in 1954, to study the question of defining aggression³. The Canadian view, as expressed at the time, was that it would not be practicable, during a period of international tension, to establish an international criminal court.

The subject was taken up again at the twelfth session of the General Assembly. During the course of a very brief debate in the Legal Committee, it was generally agreed that as the Committee had again postponed consideration of the draft code of offences, which, to a large extent would be the law which the proposed court would apply, it would be logical, particularly in view of the Assembly's decision in 1954 linking together the questions of an international criminal court, draft code of offences and a definition of aggression, to postpone also the question of establishing an international judicial organ. The General Assembly therefore decided by an almost unanimous vote (74 in favour, including Canada, 2 against with 4 abstentions), that the question of an international criminal jurisdiction be deferred until such time as it takes up again the questions of defining aggression and of a draft code of offences.

Interpretation of Voting Procedures in the General Assembly

The Fourth Committee, in connection with its consideration of the subject of information transmitted from non-self-governing territories under article 73(e) of the Charter, requested the Legal Committee to give an opinion on the voting majority that is applicable to resolutions of the General Assembly on matters concerning non-self-governing territories. This request involved an analysis of Article 18, paragraphs two and three, of the Charter⁴.

¹See *Canada and the United Nations 1951-52*, p. 135.

²See *Canada and the United Nations 1954-55*, p. 107.

³See *Canada and the United Nations 1956-57*, pp. 120-121.

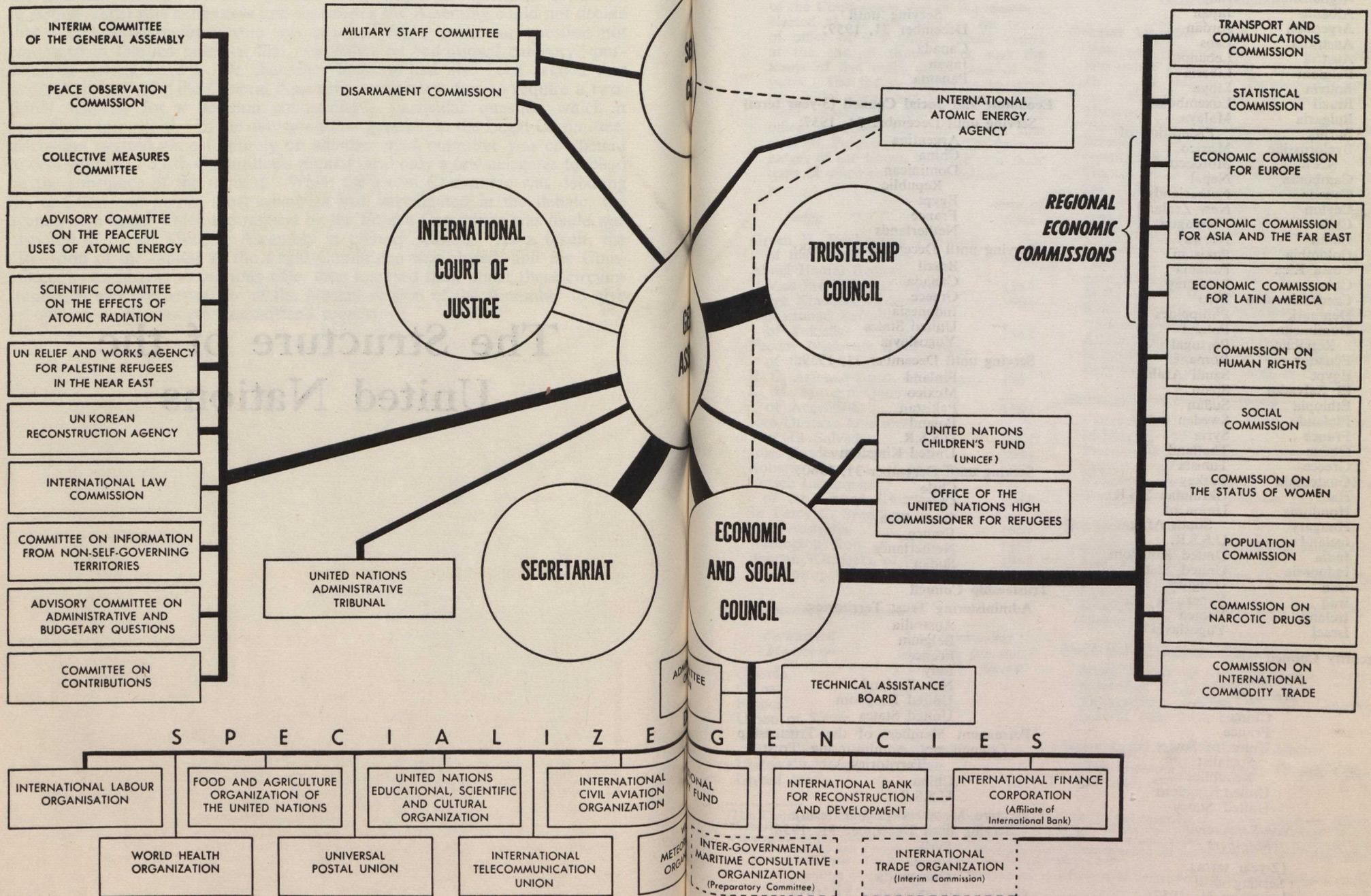
⁴Article 18, paragraphs 2 and 3 read as follows:

2. Decisions of the General Assembly on important questions shall be made by a two-thirds majority of the members present and voting. These questions shall include: recommendations with respect to the maintenance of international peace and security, the election of the non-permanent members of the Security Council, the election of the members of the Economic and Social Council, the election of members of the Trusteeship Council in accordance with paragraph 1(c) of Article 86, the admission of new Members to the United Nations, the suspension of the rights and privileges of membership, the expulsion of Members, questions relating to the operation of the trusteeship system, and budgetary questions.

3. Decisions on other questions, including the determination of additional categories of questions to be decided by a two-thirds majority, shall be made by a majority of the members present and voting.

The essential problem before the Legal Committee was whether the General Assembly could decide that a particular decision must be made by a two-thirds majority vote of the members, although involving a question not listed among the "important questions" in Article 18(2) and although no "additional category" concerning the question had been established by the General Assembly under Article 18(3). In past debates in the General Assembly the view had been put forward that the list of important questions contained in Article 18(2) was exhaustive and that hence the Assembly could not decide that a two-thirds majority vote was required for a particular question not contained in this list unless it first establishes an "additional category" pursuant to Article 18(3). On the other hand, it had also been argued that under Article 18(2) the General Assembly was always free to require a two-thirds majority for a decision concerning a particular question which it considered important. In the debate on this question in the Legal Committee, discussion centred almost entirely on whether the Committee was competent to deal with the Fourth Committee's request, and only a few delegates touched on the substance of the request. While the Legal Committee was debating the question and before most countries had participated in the debate, the agenda item under which the request by the Fourth Committee was made was disposed of by the General Assembly in plenary session. As a result, the discussion of the matter in the Legal Committee was closed, and the Committee, by an almost unanimous vote, then resolved that, under these circumstances, it was not opportune at the present session of the Assembly to give an opinion on the Fourth Committee's request.

ORGANS OF THE UNITED NATIONS



Appendix I

Membership of the United Nations and other United Nations Bodies at December 14, 1957

United Nations

Afghanistan	Italy
Albania	Japan
Argentina	Jordan
Australia	Laos
Austria	Lebanon
Belgium	Liberia
Bolivia	Libya
Brazil	Luxembourg
Bulgaria	Malaya,
Burma	Federation of
Byelorussian	Mexico
S.S.R.	Morocco
Cambodia	Nepal
Canada	Netherlands
Ceylon	New Zealand
Chile	Nicaragua
China	Norway
Colombia	Pakistan
Costa Rica	Panama
Cuba	Paraguay
Czechoslovakia	Peru
Denmark	Philippines
Dominican	Poland
Republic	Portugal
Ecuador	Romania
Egypt	Saudi Arabia
El Salvador	Spain
Ethiopia	Sudan
Finland	Sweden
France	Syria
Ghana	Thailand
Greece	Tunisia
Guatemala	Turkey
Haiti	Ukrainian S.S.R.
Honduras	Union of
Hungary	South Africa
Iceland	U.S.S.R.
India	United Kingdom
Indonesia	United States
Iran	Uruguay
Iraq	Venezuela
Ireland	Yemen
Israel	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, 1957:
Australia
Cuba

Philippines (served
during 1957 only)

Serving until
December 31, 1958:

Colombia
Iraq
Sweden

Serving until
December 31, 1959:

Canada
Japan
Panama

Economic and Social Council (3-year term)

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

Serving until December 31, 1960:

Chile
China
Costa Rica
France
Netherlands
Sudan

Trusteeship Council

Administering Trust Territories:

Australia
Belgium
France
Italy
New Zealand
United Kingdom
United States

Permanent Members of the Trusteeship
Council not Administering Trust
Territories:

China
U.S.S.R.

Elective Members (3-year term):
Serving until December 31, 1958:

Syria
Burma
Guatemala

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, Vice-President, of Egypt	1967
Helge Klaestad, of Norway	1961
Muhammad Zafrulla Khan, of Pakistan	1961
Feodor Ivanovich Kozhevnikov, 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
Sir Percy C. Spender, of Australia	1967
Wellington Koo, of China	1967
Bohdan Winiarski, of Poland	1967
Jean Spiropoulos, of Greece	1967

Disarmament Commission¹

<i>Permanent Members²</i>	<i>Non-Permanent Members for the year under review</i>
Canada	
China	Australia
France	Colombia
Union of Soviet Socialist Republics	Cuba
United Kingdom	Iraq
United States	Philippines
	Sweden

Appendix II

Principal Meetings of the United Nations and Specialized Agencies, March 9, 1957 to December 14, 1957 and Canadian representation at the resumed eleventh session and twelfth regular session of the General Assembly

General Assembly

Resumed eleventh session, New York, September 10-14, 1957. Representative: Dr. R. A. MacKay, Permanent Representative of Canada to the United Nations.

Twelfth regular session, New York, September 17-December 14, 1957. Representatives: Chairman of the Delegation: Hon. S. E. Smith,^{3,4} Secretary of State for External Affairs; Vice-Chairman: Mr. W. B. Nesbitt, M.P., Parliamentary Assistant to the Prime Minister; Dr. R. A. MacKay, Permanent Representative of Canada to the United Nations; Mrs. H. S. Quart; Mr. F. E. Lennard, M.P.; Alternate Representatives: Mr. H. O. White, M.P.; Mr. T. Ricard, M.P.⁴; Mr. E. M. Reid; Mr. W. D. Matthews, Assistant Under-Secretary of State for External Affairs; Mr. E. Benjamin Rogers, Ambassador Extraordinary and Plenipotentiary to Peru; Mr. D. Jung, M.P.

Economic and Social Council

Twenty-third session, New York, April 16-May 2, 1957.

Twenty-fourth session, Geneva, July 2-August 2, 1957.

Resumed twenty-fourth session, New York, December 10 and 13, 1957.

Trusteeship Council

Nineteenth session, New York, March 14-May 15, 1957.

Twentieth session, New York, May 20-July 12, 1957.

Seventh special session, New York, September 12-20, 1957.

Food and Agriculture Organization

Ninth session of the Conference, Rome, November 2-22, 1957.

Twenty-sixth session of the Council, Madrid, June 2-16, 1957.

International Atomic Energy Agency

First General Conference, Vienna, October 1-23, 1957.

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. A change in the composition of the Commission, to take effect January 1, 1958, was recommended at the twelfth session of the General Assembly and a resolution to this effect was adopted which called for the expansion of the Commission by fourteen members. For details see article on disarmament pp. 5-8

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.

³The Rt. Hon. John G. Diefenbaker, Prime Minister, served as Chairman of the Delegation *ex officio* during his presence at the session.

⁴In the absence of the Secretary of State for External Affairs, Mr. Ricard served as Representative.

International Bank for Reconstruction and Development, International Monetary Fund, International Finance Corporation

Annual Meetings, Washington, September 23-27, 1957.

International Civil Aviation Organization

The eleventh session of the Assembly will be held in Montreal, on May 20, 1958.

International Labour Organization

Fortieth session of the General Conference, Geneva, June 5-27, 1957.

International Telecommunication Union

The Third Plenipotentiary Conference will be held in Geneva, in October, 1959.

United Nations Educational, Scientific and Cultural Organization

The *Conference* is held every second year and will meet in Paris in November 1958.

Universal Postal Union

Fourteenth Universal Postal Congress, Ottawa, August 14-October 3, 1957.

World Health Organization

Tenth World Health Assembly, Geneva, May 7-25, 1957.

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 Organisation 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
 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

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.

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 Association of Schools of Social Work
 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 of Jurists
 International Commission on Irrigation and Drainage
 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 Organization
 International Federation for Housing and Town Planning
 International Federation for the Rights of Man
 International Federation "Amies de la jeune fille"
 International Federation of Business and Professional Women
 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 Conservation of Nature and Natural Resources
 International Union for Inland Navigation
 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 Association of Manufacturers (United States of America)
 Nouvelles équipes internationales—Union des démocrates chrétiens
 Pan Pacific South-East Asia Women's Association
 Pax Romana—International Catholic Movement for Intellectual and Cultural Affairs
 Pax Romana—International Movement of Catholic Students
 Rotary International
 Salvation Army, The
 Société belge d'études et d'expansion (Belgium)
 Society of Comparative Legislation (France)
 South American Petroleum Institute
 Women's International League for Peace and Freedom
 World Alliance of Young Men's Christian Associations
 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 Woman's Christian Temperance Union
 World Union for Progressive Judaism
 World Union of Catholic Women's Organizations
 World Young Women's Christian Association
 Young Christian Workers

The total number of organizations listed above is 121; of these, 10 are in category A and 111 in category B. The organizations are all international unless otherwise indicated. In addition, 179 organizations are on the Register¹ of the Secretary-General for *ad hoc* consultations.

¹See Report of ECOSOC, Supplement No. 3(A/3613) 1957, pp. 86-87, for a list of non-governmental organizations on the Register of the Secretary-General.

Appendix IV

Regular Administrative Budgets of the United Nations and
Specialized Agencies¹ and Canadian Assessments

Organization	Administrative Budgets			Canadian Assessments		
	1956	1957	1958	1956	1957	1958
	(Appropriations) (Gross)			(Net)		
(In Thousands of United States Dollars) ²						
United Nations.....	50,509	53,175	55,062	1,596	1,581	1,601
FAO.....	6,600	6,800	8,500	278	306	339
ICAO.....	3,439	3,660	3,565	134	133	127
ILO.....	7,488	7,717	8,074	268	257	269
ITU.....	1,698	1,487	1,752	58	41	42
UNESCO.....	11,319	11,651	11,744	291	312	319
UPU.....	412	407	543	12	13	15
WHO.....	10,779	12,910	14,412	327	383	426
WMO.....	399	425	425	10	10	10
IAEA.....	—	—	4,089	—	—	123
TOTALS.....	92,643	98,232	108,166	2,974	3,036	3,271

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

²Because 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.

Appendix V

Budget Appropriations of the United Nations
for the Financial Year 1957

<i>Section</i>	<i>Dollars (US)</i>
1. The General Assembly, commissions and committees	738,200
2. The Security Council, commissions and committees	215,500
3. The Economic and Social Council, commissions and committees	140,500
(a) Permanent Central Opium Board and Drug Supervisory Body ..	29,400
(b) Regional economic commissions	77,500
4. The Trusteeship Council, commissions and committees	50,000
5. Special missions and related activities	2,047,200
(a) United Nations Field Service	780,700
6. Offices of the Secretary-General	2,308,200
(a) Office of Under-Secretaries without Department	234,400
7. Department of Political and Security Council Affairs	619,800
(a) Secretariat of the Military Staff Committee	107,500
8. Department of Economic and Social Affairs	3,593,600
9. Department of Trusteeship and Information from Non-Self- Governing Territories	822,500
10. Department of Public Information	2,484,500
11. Department of Conference Services	6,944,000
(a) Library	534,400
12. Office of General Services	3,264,000
13. Temporary assistance and consultants	730,000
14. Travel of staff	1,190,000
15. Common staff costs	4,208,500
16. Common services	4,168,500
17. Permanent equipment	272,600
18. United Nations Office at Geneva (excluding direct costs, chapter III, joint secretariat of the Permanent Central Opium Board and the Drug Supervisory Body)	5,534,700
Chapter III, joint secretariat of the Permanent Central Opium Board and Drug Supervisory Body	70,200
19. Office of the United Nations High Commissioner for Refugees	862,800
20. Information Centres (exclusive of the Geneva Information Centre) ..	1,206,500
21. Secretariat of the Economic Commission for Asia and the Far East ..	1,452,800
22. Secretariat of the Economic Commission for Latin America	1,499,300
23. Special payments under annex I, paragraph 2, of the Staff Regulations	50,000
24. Hospitality	20,000
25. Contractual printing (excluding chapter I, article (v), permanent Central Opium Board and Drug Supervisory Body)	1,423,625
Chapter I, article (v), Permanent Central Opium Board and Drug Supervisory Body	9,975
26. Technical Assistance Administration	386,700
27. Economic development	479,400
28. Social activities	925,000
(a) Human rights activities	55,000
29. Public administration	300,000
30. Transfer of the assets of the League of Nations to the United Nations	649,500
31. Amortization of the Headquarters construction loan	2,000,000
32. Joint Staff Pension Board and United Nations Staff Pension Committee	142,200
33. The International Court of Justice	652,700
Less General Reduction	(107,200)
Grand Total	53,174,700

Appendix VI

Budget Appropriations of the United Nations
for the Financial Year 1958

<i>Section</i>	<i>Dollars (US)</i>
1. Travel of representatives, members of commissions and committees	638,800
2. Special meetings and conferences	2,250,000
3. Board of Auditors	53,000
4. Special missions and related activities	2,082,900
5. United Nations Field Service	893,600
6. Salaries and wages	27,685,250
7. Common staff costs	5,830,000
8. Travel of staff	1,422,200
9. Hospitality	20,000
(a) Payments under annex I, paragraphs 2 and 3, of the Staff Regulations	65,000
10. Office of the United Nations High Commissioner for Refugees	739,700
11. Permanent Central Opium Board and Drug Supervisory Body	99,200
12. Joint Staff Pension Board and United Nations Staff Pension Committee	134,600
13. General expenses	5,026,100
14. Printing, stationery and library supplies	2,169,900
15. Permanent equipment	507,000
16. Technical Assistance Administration	386,700
17. Economic development	479,400
18. Social activities	925,000
(a) Human rights activities	55,000
19. Public administration	300,000
20. Special expenses	2,649,500
21. The International Court of Justice	650,000
Grand Total	55,062,850

Appendix VII

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

Fiscal Year 1957

	United Nations	FAO	ICAO ¹	ILO	UNESCO	WHO ¹	WMO ¹
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.....	1.97	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

Fiscal Year 1958

United States of America...	32.51	33.33	33.33	25.00	31.30	33.33	15.48
U.S.S.R.....	13.62	—	—	10.00	13.11	10.89	6.16
United Kingdom.....	7.62	10.42	9.67	10.24	7.33	7.85	5.80
France.....	5.56	7.60	7.40	6.14	5.35	5.15	4.17
China.....	5.01	—	.67	2.04	4.83	4.75 ²	2.90
German Federal Republic...	—	6.15	4.53	4.35	3.94	3.45	4.35
Canada.....	3.09	4.20	4.20	3.56	2.93	2.91	2.45
India.....	2.90	3.96	2.87	3.35	2.79	2.70	2.90
Italy.....	2.03	2.78	2.53	2.45	1.95	1.84	2.54
Japan.....	1.92	2.87	2.33	2.00	1.84	1.70	2.63
Ukrainian S.S.R.....	1.80	—	—	1.00	1.74	1.42	1.54
Australia.....	1.61	2.20	2.40	1.90	1.55	1.53	2.08
Poland.....	1.52	—	1.67	1.24	1.46	1.24	1.18
Belgium.....	1.24	1.70	1.53	1.41	1.19	1.13	1.54

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.

Appendix VIII

United Nations Documents

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

Publications of the Department of External Affairs

The following is a list of publications relating to the United Nations and Specialized Agencies issued by the Department of External Affairs during the period reviewed by this work of reference:

1. *Canada and the United Nations 1956-1957*, 132 pp.; Queen's Printer, Ottawa, Canada; 50 cents. (Editions for the years 1946, 1947, 1948, 1949, 1950, 1951-52, 1952-53, 1953-54 and 1954-55 are still available from the Queen's Printer at 50 cents each although the English edition for 1946 and the French edition for 1954-55 are out of print.)

2. *Statements and Speeches*

(Obtainable from the Information Division,
Department of External Affairs, Ottawa.)

- 57/25 Searching for Peace in Palestine. Address by Mr. L. B. Pearson in Montreal.
- 57/26. The Present Position of the United Nations. Address by Mr. L. B. Pearson to Women's Canadian Club, Saint John, N.B., April 4, 1957.
- 57/27 The United Nations, the Middle East and Canadian Foreign Policy. Address by Mr. Pearson to Men's and Women's Canadian Clubs, Halifax, April 5, 1957.
- 57/31 Statement on Hungary by Dr. MacKay in the UN General Assembly, September 12, 1957.
- 57/33 Canada and the United Nations—Statement by Mr. J. G. Diefenbaker in the UN General Assembly, September 23, 1957.
- 57/37 Economic and Financial Questions in the United Nations. Statement by Mr. Theogene Ricard at the UN, October 9, 1957.
- 57/39 Disarmament. Statement by Mr. Sidney E. Smith at the UN, October 23, 1957.
- 57/40 Syrian Situation. Statement by Mr. Wallace Nesbitt in the UN General Assembly, October 30, 1957.
- 57/42 Canada's Views on UN Technical Assistance Programmes. Statement by Mr. Benjamin Rogers in UN General Assembly, November 5, 1957.
- 57/43 Statement on UNEF by Mr. Sidney E. Smith at the UN, November 22, 1957.
- 57/44 Aspects of Canadian Foreign Policy. Statement by Mr. Sidney E. Smith in the House of Commons, November 26, 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 Statements and Speeches series.

4. *External Affairs*

Monthly Bulletin of the Department of External Affairs. Obtainable from the Queen's Printer, Ottawa; annual subscription \$1.00 per year, students 50 cents. Most issues contain a section on current developments in the United Nations and the Specialized Agencies. In addition, special articles on subjects relating to the United Nations and Specialized Agencies appear from time to time.

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