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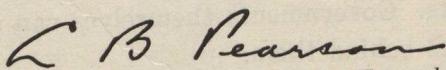
FOREWORD

The purposes of the United Nations, expressed in their broadest and most enduring terms, were inscribed once and for all in the preamble to the Charter. To achieve these ends, the peoples, not the governments or parliaments, but the peoples of the United Nations, pledged themselves to practice tolerance and to live together in peace with one another as good neighbours, to unite their strength to maintain international peace and security, to ensure that armed force would not be used save in the common interest, and to employ international machinery for the economic and social advancement of all. Whether these principles can be translated into policies and practices, into action for peace, depends in the last analysis on public opinion — the fundamental attitudes, sentiments and feelings of men and women everywhere towards the United Nations, its failures and its achievements. Governments themselves can do little if there are not these forces behind them.

In free countries, public opinion must and should be built upon an understanding of the facts, the discouraging as well as the hopeful, and upon the sober judgment that comes from the willingness to see things as they are. On the one hand, the facts must be accessible and on the other, the public, both as individuals and in groups and associations, must be prepared to make the effort necessary to reach a balanced view of world events. This is particularly important, in a country such as Canada. The so-called middle powers, especially in the absence of great power solidarity, can usefully take active responsibilities at the United Nations in the working out of limited agreements which may continue to help in averting the catastrophe of general conflict. We can be proud, as Canadians, that we have shown ourselves on the whole willing to master the facts and accept their full implications without either excessive discouragement or excessive optimism. I hope that this series of *Canada and the United Nations* makes a modest contribution to the body of information about world events and Canadian policy to which the Canadian public is certainly entitled.

When Candide decided that the only solution to the world's perplexities was to forget them and to cultivate his garden in solitude, he did not have to reckon with the hydrogen bomb. Today, we cannot afford to forget the perplexities, nor dare we shirk the responsibility which lies upon us all in the search for world peace — the responsibility to know truly, to think clearly and to act with fortitude. From informed public opinion, which accepts without despair the grim realities of our times and does not count upon any magic formula to change those realities overnight, the United Nations will draw its most enduring support and its best help in realizing the hopes and purposes set forth in the Charter.

My specific comments on the year's events, which I have this year given at more length than usual, may be found in the General Survey which stands as Section I of *Canada and the United Nations 1953-54*.



Secretary of State for External Affairs

Ottawa,
September 1954.

PREFACE

Canada and the United Nations is intended to be a current work of reference, which it is hoped will be useful to students of public affairs, in Canada and elsewhere, who may not have ready access either to the primary sources themselves or to the *United Nations Year Book*. Special attention is of course given to the statement of Canadian policy on specific issues, as it has been expressed at the United Nations or developed in response to the various calls made upon this country. Limitations of space prevent the reprinting of the texts of Canadian speeches stating or explaining policy. In any case, the most important of them are available in the two documentary series put out by the Department of External Affairs and listed in the appendices. Current developments necessarily occupy most of the booklet, a limited amount of background material being introduced only where it is necessary to set a subject in an intelligible perspective.

The events described in the present volume fall chiefly in the period July 1, 1953 - June 30, 1954, during which the General Assembly held its resumed seventh session (August 17-28) and its eighth session (September 15-December 9, 1953) and the Economic and Social Council its sixteenth and seventeenth sessions. Mr. L. B. Pearson, Secretary of State for External Affairs, and Mr. Alcide Côté, Postmaster General, were Chairman and Vice-Chairman of the Canadian Delegation to the eighth session of the Assembly. Canada is not at present a member of ECOSOC, and therefore sent no delegations to its sessions. Further details regarding sessions of the various United Nations bodies and Canadian membership in them are given in Appendices I and II.

A list of the abbreviations used in the text for the names of the various United Nations organs is given on the following page.

LIST OF ABBREVIATIONS

- ECAFE — Economic Commission for Asia and the Far East
 ECE — Economic Commission for Europe
 ECLA — Economic Commission for Latin America
 ECOSOC — Economic and Social Council
 FAO — Food and Agriculture Organization
 GATT — General Agreement on Tariffs and Trade
 IBRD — International Bank for Reconstruction and Development
 ICAO — International Civil Aviation Organization
 ICFTU — International Confederation of Free Trade Unions
 IMCO — Inter-Governmental Maritime Consultative Organization
 IMF — International Monetary Fund
 ILO — International Labour Organization
 IRO — International Refugee Organization
 ITO — International Trade Organization
 ITU — International Telecommunication Union
 NATO — North Atlantic Treaty Organization
 NGOs — Non-Governmental Organizations
 NNRC — Neutral Nations Repatriation Commission
 PCOB — Permanent Central Opium Board
 SUNFED — Special United Nations Fund for Economic Development
 TVA — Tennessee Valley Authority
 UNC — United Nations Command
 UNCACK — United Nations Civil Assistance Command for Korea
 UNCIP — United Nations Commission for India and Pakistan
 UNCURK — United Nations Commission for the Unification and Rehabilitation of Korea
 UNESCO — United Nations Educational Scientific and Cultural Organization
 UNICEF — United Nations Children's Fund
 UNKRA — United Nations Korean Reconstruction Agency
 UNRWA — United Nations Relief and Works Agency for Palestine Refugees in the Near East
 UNTAA — United Nations Technical Assistance Administration
 UPU — Universal Postal Union
 WHO — World Health Organization
 WMO — World Meteorological Organization
 WIDF — Women's International Democratic Federation

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*The Secretary-General of the United Nations,
Mr. Dag Hammarskjöld (left), photographed before
the Peace Tower with the Secretary of State for
External Affairs on his unofficial visit to Ottawa in
June 1953.*





I

GENERAL SURVEY

Nine years ago, when the United Nations Charter was drafted at San Francisco, it was hoped that the new organization might be saved from the weakness and failure of its predecessor, the League of Nations, by the frank acceptance of political realities which entrusted the principal responsibility for the maintenance of peace and security to the five great powers, acting as permanent members of the Security Council and through a Military Staff Committee which was to advise and assist the Security Council on all questions relating to its military requirements for the maintenance of international peace and security. The realities have proved to be other than they seemed in 1945. The unity of purpose among the designated great powers, which was a major premise of the Charter, has proved to be a vain hope. Furthermore, the political situation in China, one of those powers, has radically altered. Nevertheless, though the division of the world into two major power groupings has continued and has so far defeated our expectations that the lessons of two world wars would smooth the path to the achievement of world peace and the full release of man's intellectual, spiritual and material powers to fruitful and constructive uses, the United Nations has not diminished in importance. Rather, so long as its purposes remain our purposes and so long as it continues to afford the best, indeed the only near-universal, forum for multilateral discussion and negotiation, the need to retain and safeguard its position increases rather than lessens. This may be made as a general statement without overlooking its failures, without minimizing the vital role of regional security organizations or without denying the usefulness in some cases of a more limited and specialized approach to certain international problems. The fact remains, and should be restated at this time, when some international issues for special reasons have had to be faced outside the formal framework of the organization, that the United Nations remains our blueprint for building the mansion of peace, and our best hope for realizing the purposes and principles of its Charter.

In discussing the recent negotiated settlements in Indochina, the Secretary-General of the United Nations has reported: "To understand and persist in all reasonable attempts to bring the hostilities to an end by negotiation and to prevent them recurring or spreading was fully consistent with the most basic purposes of the Members as expressed in the Charter of the United Nations." This is the spirit which underlies the acceptance by Canada of heavy obligations in connection with the supervision of the armistice settlements in Indochina. In assuming these obligations we are acting with full consciousness of the responsibilities of United Nations membership. This does not prevent us from regretting, however, that these arrangements were not worked out under the ægis of the United Nations.

Political events during the past year have been such as to underline the above considerations and to call upon our sober determination to make the best and most constructive use we can of the instrument at our disposal. In particular, though it is disappointing that the year which began with the Korean Armistice has not ended with a Korean peace, it is incumbent upon us to study the general development of events in Korea, and to draw from them lessons that may indicate how our efforts to achieve international stability can more effectively be furthered through the United Nations.

The Korean Armistice Agreement has run for a year without serious incident. President Rhee claims that it works to the disadvantage of the Republic of Korea and has appealed for support for a drive to the Yalu River. But, with the United States and other governments, we stand by the Armistice and will not support the resumption of hostilities in Korea despite the failure of the Geneva Conference to achieve the political unification of the country. As the Armistice gains a kind of stability through the passage of time, it is reasonable to expect that there may be a progressive withdrawal of Chinese Communist and United Nations forces from Korea.

Though the Geneva Conference made no real progress towards the objective of unifying Korea, it did provide an opportunity for the parties concerned to put on record their views on the problem. Any further efforts to solve it will not have to go over the same ground again. Furthermore, the Communist Representatives at the Conference failed in their persistent efforts to split the United Nations group.

In view of the results of the Geneva Conference, it may not be possible to make early and decisive progress toward the peaceful unification of Korea. But when further efforts can be made, the United Nations will have to face the hard fact that Korea cannot be unified peacefully except through negotiation with the North Korean and Chinese Communist Governments. Such negotiations can be conducted outside the United Nations but in conformity with United Nations principles, as they were at the Geneva Conference. But if they are to be conducted under the ægis of the United Nations, the participation of the North Korean and Chinese Communist Representatives would pose a problem. Neither Government is a member of the United Nations. Nevertheless, because of their military strength, they would expect to be treated in any such conference on a basis of equality. This in turn would create a difficulty for those member governments which are opposed to the Chinese Communist Government's securing a foothold in the United Nations.

If the United Nations is to serve as the principal forum for the settlement of contentious international issues it will have to face the problem of finding a mutually acceptable procedure for sponsoring negotiations with non-members when they are necessary; even with those who, like the Chinese Communists and North Koreans, have defied its Charter.

The difficulties are not only political. At the same time that the United Nations summoned the collective strength of its members to repel the unprovoked aggression in Korea, it called upon them to

furnish from their economic resources the means to save the Korean people from the worst hardships of war and help them to repair the inevitable damage to their country and its economy. In spite of a generous response from some members, particularly the United States, which has so far in addition to its own bilateral arrangements furnished 65 per cent of the funds contributed to Korean relief and rehabilitation, the United Nations Korean Reconstruction and Rehabilitation Agency is now in the utmost financial difficulty. Its mandate was extended by the eighth session of the General Assembly to June 30, 1955, and it is to be hoped that the response of member governments to renewed appeals for support will be such as to re-affirm the determination of the United Nations to meet this pressing humanitarian call upon its resources.

Progress made during the past year in the development of ever more terrible weapons of mass destruction, what President Eisenhower has called "the awful arithmetic of the atomic bomb", has underlined the need for unflagging effort in the search for an acceptable means of controlling the use and abuse of both conventional and nuclear weapons. In a speech before the eighth session of the General Assembly, President Eisenhower made a proposal to discuss with the powers principally concerned means by which international co-operation in the use of atomic energy for peaceful purposes might be furthered. His frank and statesmanlike offer did not meet with the response it deserved from the U.S.S.R. The United States is therefore now exploring the feasibility of pursuing the plan without the co-operation of the Soviet Union.

The sub-committee of the Disarmament Commission, which met last spring to re-open discussion of disarmament in general, has not been able to report agreement with the Soviet Union. The Representative of the U.S.S.R. brought nothing new or constructive to the sub-committee's work, merely reiterating the shopworn proposals of the last few years. The discussions nevertheless served a useful purpose by leading to a comprehensive review and reformulation of the Western position on disarmament which may yet prove to have narrowed the gap between the two sides and have certainly given fresh force and point to the Western powers' approach to the problem.

The Palestine question was not included in the agenda of the eighth session of the General Assembly, and there has thus been no fundamental review by the United Nations of progress towards a general settlement of the Palestine problem. During the year, conditions did not show the hoped-for improvement. The reintegration or resettlement of the Arab refugees who are at present the care of the United Nations Relief and Works Agency for Palestine Refugees continues to lag owing to the complex political problems and intense feeling involved. It is, however, encouraging that Israel and Jordan have reached agreement in principle on the equitable international use of the waters of the River Jordan. An increase in the number of serious incidents occurring on the borders of Israel and Jordan, several of which were brought before the Security Council, led to an enlargement in the numbers of the United Nations Truce Supervision Organization and to a review and recommendations by the retiring Chief of Staff, Major-General Vagn Bennike,

on steps to improve relations between Israel and Jordan. During the next twelve months a Canadian, Major-General E. L. M. Burns, will carry the grave responsibility of Chief of Staff of the Organization.

The Economic and Social Council, the Specialized Agencies and their respective subordinate organs and affiliates have carried on the valuable work which is described in detail in the appropriate sections of this book. Much of it, especially on the technical and scientific side, is a quiet continuation and expansion of the forms of specialized international co-operation which, in their essence, were inherited from the scholars of the Middle Ages and Renaissance and were so notably developed during the nineteenth century. Important as they are, they offer little that is dramatic or startling and would be remarkable only in their cessation or loss. In other fields, the assumption of an international scale of the obligation to assist in the planned change of economic and social patterns and the sharing of economic, social and technical skills which is written into the Charter, is a new development in international relations. It is therefore neither surprising nor alarming that certain projects — the Covenants on Human Rights, the proposals for establishing an international fund for economic development and an international finance corporation — have not reached final fruition. The Expanded Programme of Technical Assistance, on the other hand, has developed both in scope and efficiency and remains one of the most successful of the efforts made by the United Nations to achieve the world-wide reduction of want and ignorance. Canada's belief in the efficacy and importance of the programme was affirmed during the year by an increase of almost 100 per cent in Canada's monetary contribution to technical assistance.

The past year has been an important one in the history of the United Nations as a functioning organization. The new Secretary-General, who has approached his task with clear-sighted vigour and a statesmanlike grasp of reality, has carried out what, in his own words, he describes as a "continuous, intensive and critical" review of the Secretariat and the tasks assigned to it "for the purpose of ascertaining how, with due regard both to its capacities and its limitations, it can better fulfil the responsibilities placed upon it". A considerable part of this responsibility for making the most rational use of the Secretariat's services rests with member states, which have an obligation — not always discharged — to exercise discretion and restraint in the choice of projects to be assigned to it. Changes have been made in the staff regulations which, together with the opinion handed down by the International Court of Justice on July 13, will do much to clarify the rights and responsibilities of the international civil servant and to establish them on a firm basis.

In accordance with Article 109 of the Charter, which originated in a Canadian proposal at San Francisco, there will be an item on the agenda of the tenth session of the Assembly in 1955 regarding the desirability of holding a review conference. A number of constitutional studies have been undertaken, by the Secretariat, and in Canada and elsewhere, as a preliminary to the consideration of the question. At this point in the history of the United Nations,

when the Charter, like any important constitutional document, has gathered a body of precedent and interpretation, and when we have had nine years of experience of its actual operation to guide us, such a stock-taking is normal and may produce useful results. We should, however, regard the process as one of review, which is how it is actually described in Article 109, and should not overlook the considerable constitutional difficulties in the way of revision nor assume either that the Charter must be revised or that such revisions would be a panacea for whatever may be unsatisfactory in the present state of international relations. If we really want the Charter to work, it will work. If we do not, no amount of tinkering will make it work.

In trying to sum up the year's events at the United Nations in a few words, it might be said that in the economic and social field there has as usual been much patient, constructive and inconspicuous work. A healthy review and remarshalling of the forces of the organization itself, as a functioning mechanism, has been largely completed. In the political and security field, there have undoubtedly been some discouragements and setbacks and there are issues to be met, both in the United Nations and outside, which will call upon all our reserves of skill, understanding and patience. But the results of our search for constructive solutions to the problems which threaten international peace and security, though they leave little room for complacency, are no excuse for despair or defeatism, and should strengthen our resolve to use to its utmost capacity the tool we have ourselves fashioned to aid us in the long and weary search for peace.

II POLITICAL AND SECURITY

Korea

After the Korean Armistice Agreement was signed on July 27, 1953, the seventh session of the General Assembly reconvened on August 17, under the presidency of Mr. L. B. Pearson, to discuss the establishment of the political conference which paragraph 60 of the armistice had recommended should be called within three months to negotiate a settlement of the Korean problem. As had been provided in the armistice, the custody of the prisoners of war who had refused repatriation was in the hands of a Neutral Nations Repatriation Commission consisting of India, Sweden, Switzerland, Poland and Czechoslovakia, and the question of the disposition of these prisoners did not immediately arise.¹

Having rejected Soviet motions that the Peking and North Korean regimes be represented in the discussions, the reconvened seventh session turned to its principal task, which was to determine the composition of the political conference. The United States position was that the Armistice Agreement was based on the concept of two sides and that the conference should therefore consist of the belligerents and be "cross-table"; the Soviet Union, which could participate neither as a neutral nor on the United Nations side, should be present on the other side so that the country could take its proper share of responsibility for peace. The United Kingdom and France did not endorse this strict interpretation of the agreement, but held that all countries which could usefully contribute to the negotiations should be invited. The Canadian view, which was similar, was stated in committee on August 19 by the Vice-Chairman of the Delegation. He said that the objective was to get to the conference the countries which should be there to give the best chance of achieving results. It would be unrealistic to hold the conference without the Soviet Union, and India too was entitled to participate because of its importance in Asian affairs and its leading role in the efforts at conciliation which had greatly facilitated the achievement of the armistice.

The Soviet Delegation held that nothing in paragraph 60 denied the right of the General Assembly to invite non-belligerents and that the conference could succeed only if based on the round-table principle. This view received support from Mr. Chou En-lai, who in a cable to the President stated that the Government of Communist China would consider recommendations of the General Assembly only if they were in accord with certain principles, one of them being that the conference should take the form of joint negotiation of both sides of the armistice "with the participation of other nations concerned".

Four draft resolutions on the composition of the political conference were tabled. The first, intended to implement paragraph 60

¹See *Canada and the United Nations 1952-53*, pp. 1-7.

of the Armistice Agreement, was sponsored by all those countries (except South Africa) which had given military support to the United Nations in Korea, and became known as the 15-power resolution. It provided *inter alia* that the United Nations side at the proposed conference should consist of all those member states who were contributing armed forces under the Unified Command and who wished to be represented, plus the Republic of Korea. Participating governments would have full freedom of action at the conference. After consultation with the eligible governments, the United States would arrange with the other side for the conference to be held not later than October 28. Member states represented would keep the United Nations informed of conference developments at appropriate times.

The two next draft resolutions were based on the assumption that the first would be passed. One, submitted by Australia and New Zealand, provided for Soviet representation on the condition that the other side desired it; the other, submitted by Australia, Canada, New Zealand and the United Kingdom, recommended the inclusion of India without proviso.

The Soviet Delegation tabled a resolution recommending that the conference be composed of certain non-belligerents, some belligerents on the United Nations side and the two (North Korea and Communist China) on the other side.

The 15-power resolution was adopted in committee by a vote of 42 in favour (including Canada) 5 against (the Soviet bloc) and 12 abstentions. The Committee also approved the resolution inviting Soviet participation by a vote of 55 in favour (including Canada) 2 against and 2 abstentions. The Soviet Delegation, though it failed to have removed from the draft the qualification "provided the other side desires it", nevertheless voted in favour.

The draft resolution regarding Indian participation became the most controversial. On August 24, the observer of the Republic of Korea, Dr. Pyun, made an intemperate attack upon India, and said that his Government would find it impossible to collaborate with India on the same side. The next day, Mr. Krishna Menon explained that India was not a candidate for representation but would make up its mind whether participation would be likely to further peace after the General Assembly and the other side had made their decisions. The United States Representative afterwards announced that he would vote against Indian participation for three reasons: first because a conference limited to the belligerents on both sides was most likely to succeed; second, because in view of the South Korean attitude India's participation would jeopardize the success of the conference; and third, because an invitation to India would mean that the claims to attend of such nations as Japan and Nationalist China would be undeniable. The resolution on Indian participation was adopted in committee by a vote of 27 in favour (including Canada) 21 against and 11 abstentions. All the usual United Nations groupings had divided on the issue except the Soviet bloc. Since the resolution was not assured of the necessary two-thirds majority in plenary session, Mr. Menon requested that it be dropped and his wishes were respected.

One further resolution submitted by Burma, India, Indonesia and Liberia requested the Secretary-General to communicate the Assembly's proposals to the Peking and North Korean regimes and to report as appropriate. It was adopted by a vote of 54 in favour (including Canada) 4 against and 2 abstentions.

The voting in plenary session followed the same lines as in committee and the seventh session of the General Assembly closed on August 28.

By the time that the eighth session of the Assembly opened on September 15, the United States had received no reply to several messages sent to Peking and North Korea enquiring about a time and place for the political conference. But on September 13, Mr. Chou En-lai, followed by the North Koreans, had sent a message to the Secretary-General calling on the General Assembly to provide for a conference including the belligerents and, as neutral nations, the Soviet Union, India, Indonesia, Pakistan and Burma. The time and place of meeting should be discussed by the two sides after composition had been agreed upon. The Soviet and Polish Delegations proposed that consideration of both messages be included in the agenda of the eighth session, but this suggestion was rejected. The Chairman of the Canadian Delegation, during the discussion, stated that it would be wrong, merely because of these demands, for the General Assembly to reopen consideration of the conference and try to reverse its decisions so soon. Moreover, the Assembly had a right to expect the Peking and North Korean regimes to express their views regarding time and place.

The General Assembly did, however, already have on its agenda the report of the United Nations Commission for the Unification and Rehabilitation of Korea, an item which in the past had led to comprehensive discussion of the Korean problem. The Political Committee decided, after debate, that consideration of the report should be placed at the bottom of the agenda, with the proviso that it might be debated at any time upon the request of a simple majority. Most delegations, including the Canadian, thought that the delay was necessary to give the United States adequate opportunity to negotiate arrangements for the conference as provided in the seventh session resolution.

On October 10, Communist China and North Korea agreed to meet the United States and talks began in Panmunjom on October 26. They broke down on December 12, when the Communists accused the United States of conniving with the Republic of Korea in what it termed the "perfidious" action of releasing about 27,000 prisoners of war. The United States Representative denied the charge, and when the Communists repeated it said that he would treat it as notification they wanted the talks recessed indefinitely. Before this final breakdown, the negotiations had come up against two main points at issue, the first as to the status of Soviet participation in the proposed conference, the second concerning the participation of neutrals generally. The Communists claimed that the Soviet Union should participate as a neutral and, in accordance with Mr. Chou En-lai's suggestion, wanted four Asian neutrals represented. It was the United States view that the Soviet Union was not a neutral and

must register its vote with the Communist side on every substantive agreement reached by the conference. As regards neutral participation, the United States suggested that some or all of the governments which had been, or were, actually working in Korea might participate as non-voting observers. This formula would have admitted the governments represented on the NNRC, i.e. India, Sweden, Switzerland, Poland and Czechoslovakia. By December 8, both sides had put their proposals in writing.

Meanwhile, the General Assembly was nearing the end of the session, scheduled for December 8, and while a majority of delegations wanted the Korean problem discussed at the eighth session they did not consider an immediate debate would contribute to the success of the Panmunjom negotiations. There was, however, a difference of opinion as to whether the Assembly should recess to a fixed date, or should adjourn subject to recall if and when Korean developments should make it desirable. A resolution proposing an indefinite adjournment was submitted by Brazil. The Indian Delegation favoured a fixed date because of the responsibilities undertaken by India as Chairman and Executive Agent of the NNRC which, as Mr. Menon pointed out to the Assembly, would have to decide by January 22 what to do with the prisoners of war in its custody if the political conference had not by then convened. He had therefore proposed a resolution providing that the Assembly should stand recessed until February 9, 1954, although the President might call it together "for good and sound reasons" either before or after that date. This procedure would give the General Assembly the opportunity to endorse any decision taken by the NNRC as to the disposition of prisoners. The Indian and Brazilian Delegations finally reached an understanding and submitted a joint resolution providing that the President, with the concurrence of a majority of members, could reconvene the session if in her opinion Korean developments warranted it, or if, for the same reason, she were requested to do so by one or more members. This resolution was adopted by a vote of 55 in favour (including Canada) none against and 5 abstentions (Soviet bloc).

At the year's end, the Indian Custodial Force on behalf of the NNRC continued to hold more than 22,000 prisoners, some 21,700 of whom had refused repatriation to the Communist side. During the period ending December 23, when representatives of both sides were allowed access to the prisoners to encourage them to choose repatriation, the Communist Representatives had actually conducted explanations for only ten days and had persuaded some four per cent of those interviewed to return to their control. Finally, explanations on both sides came to a halt when the prisoners refused to be interviewed.

The question now arose as to what the NNRC would decide regarding the disposition of the prisoners. As the United Nations Command interpreted the NNRC's terms of reference, if the political conference did not meet within 120 days, or if it met but failed to agree within 30 days on the disposition of the prisoners, the Commission was bound to release them to civilian status (as it worked out, on January 23, 1954). With this interpretation the Canadian

Government agreed. But the Chairman of the NNRC, Lieutenant-General K. S. Thimayya of India, on January 14 informed the UNC of a different view: that since the conference had not met and since the explanation procedures provided for had not been fully implemented, an integral part of the pattern set in its terms of reference was missing and the Commission was accordingly not competent to release the prisoners to civilian status. He therefore proposed to restore to the UNC on January 20, the prisoners formerly held by it. Unilateral action by the UNC to release the prisoners he would consider not in accord with the Armistice Agreement. General Hull of the UNC replied that his Command would arrange for the accommodation and disposition of the prisoners and on January 23, 1954 would regard them as fully entitled to their freedom as civilians. The return of the prisoners was carried out without incident, and the NNRC by a majority vote declared its dissolution with effect from February 21. Meanwhile, India had requested that the General Assembly be reconvened before the NNRC dissolved, but a majority of members, including Canada, did not consider this advisable, and the session was not reopened.

The next development was the announcement made on February 18 in Berlin by the Foreign Ministers of France, the Soviet Union, the United Kingdom and the United States that they had agreed to call a conference in Geneva to be attended by the Big Four, Communist China, North and South Korea and those of the countries participating in the military effort in Korea which wished to be represented. All the countries invited to attend, with the exception of South Africa, accepted. Prince Wan of Thailand served as Chairman of the first meeting and Mr. Molotov and Mr. Eden followed thereafter in rotation.

On April 23, several days before the Conference began, the Secretary of State for External Affairs, when asked what specific points Canada would try to press for, replied:

Our whole approach to the Korean problem is a United Nations one. . . . It is because of our United Nations obligations that Canada has participated in the efforts to check aggression in Korea. The objectives that we will press for at Geneva are, therefore, as you would expect, United Nations objectives. . . . What the United Nations seeks is a unified, independent, and democratic Korea under a representative form of government. This is our ultimate objective, and our Delegation will, of course, press for it. If we can't make much progress now toward its achievement at Geneva, then we will at least do everything we can to maintain the present armistice agreement, and to leave the opportunity open for further negotiations later on. We must prevent, if we can, any retreat to renewed fighting.

The North Korean Delegation tabled the first proposals at the Conference, supported by Mr. Molotov and Mr. Chou En-lai. They called for the election by the legislatures of North and South Korea of a joint commission, including representatives from "democratic social organizations", which would take action to ensure free elections throughout the peninsula for a national assembly. All foreign troops would be withdrawn within six months and the peaceful development of the unified Korea would be guaranteed by the countries primarily concerned with peace in the Far East. All three Communist Delega-

tions claimed that the United States was responsible for tension in Asia and aggression in Korea, and that the United Nations, by backing the intervention of the United States, had lost the moral authority to deal with the Korean question.

In replying, Mr. Dulles first disposed of the charges of United States aggression in Korea and second proposed that the Chinese Communists withdraw from North Korea and allow the United Nations Commission for the Unification and Rehabilitation of Korea, established by the General Assembly on October 7, 1950, in order to complete the unification of Korea by observing elections above the thirty-eighth parallel, to carry out its mandate. He rejected the North Korean proposals, which he said did not meet the requirements of a free, unified and independent Korea. Other delegations on the United Nations side agreed with his appraisal. They pointed out further that the North Korean regime would have equal representation and a virtual veto on the joint commission even though it controlled only a small minority of the Korean population and was guilty of aggression. Moreover, the proposed elections would be without international supervision and the withdrawal of foreign forces would favour the Chinese Communists, who had only to retire behind the Yalu River. The leader of the Canadian Delegation, speaking on May 4, analysed the North Korean proposals in detail and stated that the most superficial examination of these proposals, since they rejected free elections guaranteed by impartial and effective outside international supervision, showed that they provided no hope of bringing about a free, united and democratic Korea. The Communist Delegations, to counter some of these criticisms, proposed a neutral nations supervisory commission, not a United Nations agency, to supervise the elections. But since it was clear that the entire control of the election procedure would remain with the joint Korean commission, this proposal was unacceptable to the United Nations side.

On May 22, Mr. Pyun presented the proposals of the Republic of Korea, which were endorsed by the United States. They called for free elections under United Nations supervision within six months in North Korea and South Korea in accordance with the latter's constitutional processes. The new all-Korean legislature, in which representation would be proportionate to the population of the whole country, would be left to decide on the disbanding of military units, the amendment of the South Korean constitution and whether the President of unified Korea should be newly elected. Chinese Communist troops would withdraw before the elections but the United Nations forces should not complete their withdrawal until the unified government controlled all Korea. The United Nations would guarantee the territorial integrity and independence of the unified state.

These proposals the Communist Delegations rejected as being intended to enable the South Korean Government to unify the country with foreign support. They urged that the Conference should first adopt certain fundamental principles regarding the Korean settlement, leaving details of their implementation for further working out. The acting Canadian Delegate, on June 11, in discussing the Communist proposal, declared that the so-called details were not

extraneous to the principles but were essential to them, and concluded that "in the long run it will be better if we squarely face the facts of our disagreement and acknowledge them than to delude ourselves with false hopes and lead the people of the world to believe that there is agreement when there is no agreement". Other delegations made statements in a similar vein and it was now evident that the Conference was divided on two basic issues — the authority of the United Nations and free elections.

Mr. Molotov wanted the Conference to agree that pending a final Korean settlement, no action should be taken which might threaten the peace in Korea and to express confidence that both Koreas would act in accordance with such agreement. The acting United States Delegate replied that the Armistice Agreement contained specific provisions for its continuance so long as the Communists observed it and these were supported by a General Assembly resolution. Consequently, the maintenance of the armistice was now provided for in more formal and exact terms than those proposed by Mr. Molotov.

The crisis had now been reached. Prince Wan read into the record a declaration on behalf of the participants on the United Nations side which declared that they had been compelled regretfully to conclude that so long as the Communist Delegations rejected the two fundamental issues of United Nations authority and free elections, further consideration of the Korean question by the Conference would serve no useful purpose. The statement re-affirmed continued support for the objectives of the United Nations in Korea. Mr. Chou En-lai suggested that the Conference should resolve to try again to solve the Korean problem at a time and place to be determined later, but Mr. Bedell Smith for the United States pointed out that such a resolution seemed to place responsibility for the settlement of the Korean question on the Conference, which was not a permanent body outside of the United Nations. Mr. Eden, as Chairman, explained that in the absence of an agreed voting procedure, the various statements which had been made would now form part of the Conference records. He expressed the hope that the day would soon come when the joint task of the Conference participants could be carried through to a successful conclusion. On this note the Korean phase of the Geneva Conference ended, June 15, 1954.

When it had become fairly clear that the Geneva Conference might fail to reach a solution of the Korean problem, the Secretary of State for External Affairs reported in this sense to the House, adding that such a failure should not mean a resumption of hostilities and would not impose any obligation upon Canada, direct or indirect, to participate in the unification of Korea by force. He continued, however, that it was to be expected the United Nations would pursue the objective of the unification of Korea by peaceful means and that the Canadian Government would give it full support in these efforts.

The next step concerning Korea will be for the member states which were parties to the declaration to inform the United Nations of proceedings at the Geneva Conference. The General Assembly, which remains seized of the Korean problem, will have occasion to consider it further at its ninth session.

Atrocities Committed Against United Nations Prisoners of War in Korea

On October 30, 1953, the United States requested that there be included in the agenda of the eighth session of the General Assembly an additional item entitled "Question of Atrocities Committed by the North Korean and Chinese Forces against United Nations Prisoners of War in Korea". In explaining this item to the General Committee, the United States Representative drew attention to "the accumulation of evidence that atrocities had been committed by the aggressor forces in Korea against many of the captured military personnel of the United Nations Unified Command, representing several national contingents, as well as against the civilian population of Korea".

On November 11, the General Assembly accepted, by 53 votes to 5, with 2 abstentions, a recommendation of the General Committee to include the item in the agenda of the eighth session and to consider it directly in plenary without reference to a committee.

On November 26, the United States Representative submitted to the Secretary-General a report containing portions of the filed evidence of incidents of atrocities which occurred in the battle zone in Korea. This report was placed before the Assembly. On the same date a resolution was introduced by Australia, France, Turkey, the United Kingdom and the United States which recalled the legal requirements for humane treatment of prisoners of war and civilians in time of war set forth in the Geneva Conventions; referred to the desire of the General Assembly to secure full observance of the requirements of international law and of universal standards of human decency; expressed grave concern at the reports and information submitted to the Assembly; and condemned the commission by any governments or authorities of atrocious acts against captured military personnel or civilian populations.

Speaking in the debate which followed, the Canadian Representative said that it was appropriate "to draw attention to the legal requirements for humane treatment of prisoners of war and civilians in accordance with the conduct of hostilities as established by general international law". He said that the least that could be done was to call upon nations to give effect to the basic standards of conduct and morality, and to respect the dignity of the human person, and expressed the hope that after condemning the commission of such acts of atrocity as had been reported, members of the United Nations could turn their attention to the task of rehabilitation in Korea and the making of peace. The resolution was adopted by a vote of 42 in favour (including Canada) 5 against (the Soviet bloc) and 10 abstentions.

On December 23 the Secretary-General circulated to member states a telegram from the North Korean Foreign Minister repudiating and condemning the General Assembly resolution and reiterating the counter-charges of atrocities against the United States. In January and March 1954, at the request of the Communist Chinese and North Korean Governments respectively, the Secretary-General

circulated to member states copies of reports prepared by the Chinese and North Korean Red Cross Societies which contained charges of atrocities allegedly committed by United States forces in Korea. There had been no further developments at the time of writing.

Burmese Complaint Against Chinese Troops

In accordance with the resolution adopted at the seventh session of the General Assembly, asking it to report as appropriate, the Burmese Government in a letter of September 10, 1953 to the Secretary-General had stated that little progress had been made in the evacuation of Chinese Nationalist troops from Burma.¹ But on October 29, military representatives of the United States, Thailand, Burma and Nationalist China meeting in Bangkok announced that China had given assurances that about 2,000 "foreign forces" with their dependents would be evacuated.

Debates at the General Assembly, which opened on October 31 but were suspended while evacuation began, were resumed on November 27. In the course of the discussion, Burma opposed any United Nations sanction for the activities of the Joint Military Committee in Bangkok. Canada co-sponsored a draft resolution finally adopted in modified form by a vote of 56 in favour (including the Soviet bloc) and 1 abstention (Afghanistan), China not participating. It urged that all states refrain from giving assistance to the foreign forces in Burma; requested the Government of Burma to report to the General Assembly as appropriate; and invited "other governments concerned" to report on any action taken to implement the resolution. The United States and Thailand were commended for their efforts.

During the Assembly session, over 2,000 persons had been flown from Thailand to Formosa, and again between February 4 and March 20, over 3,000 persons were evacuated. After the Burmese army had cleared the southern Shan states of Chinese Nationalist guerillas, General Li Mi on May 29 announced from Formosa the dissolution of his "anti-communist" army. About 2,000 Chinese troops probably remain in Burma.

Thai Appeal to the United Nations

In conformity with Articles 34 and 35 of the Charter, the Government of Thailand on May 29 drew the attention of the President of the Security Council to the large-scale fighting which had repeatedly taken place in the immediate vicinity of Thai territory (that is in Indochina) and which, in its view, represented a threat to the security of Thailand. It requested that the Security Council provide for observation under the Peace Observation Commission established as a result of the *Uniting for Peace* resolution of 1950.

The Security Council met on June 3 to hear the statement of the Representative of Thailand, and again on June 16 to consider and to vote on a formal resolution tabled by the Thai Government. This resolution asked that the Peace Observation Commission establish a sub-commission authorized to send observers to Thailand;

¹See *Canada and the United Nations 1952-53*, p. 20.

to visit Thailand; to consider such data as might be submitted to it; and to make reports and recommendations to the Peace Observation Commission and to the Security Council. If the sub-commission considered that it could not adequately accomplish its mission without visiting states contiguous to Thailand, it was to seek instruction from the Peace Observation Commission or the Security Council. This resolution was rejected by a vote of 9 in favour, 1 against (the Soviet Union) and 1 abstention (Lebanon). In accordance with the Uniting for Peace resolution, the Thai Government may now submit its request to the General Assembly.

Kashmir

On December 30, 1947, India complained to the Security Council that the State of Jammu and Kashmir, which two months earlier had acceded to India, was being invaded by Muslim tribesmen with the support of regular Pakistan troops. This complaint, together with Pakistan's counter-charges, is still before the United Nations, and the cease-fire line established in July 1949 continues to be supervised by a United Nations Military Observer Group.¹

The Security Council has made a number of attempts to secure the withdrawal of troops and to arrange a political settlement. The United Nations Commission for India and Pakistan established in April 1948 managed to achieve a cease-fire over a year later and won acceptance of the principle that the future of Kashmir should be settled by a plebiscite. In succession to UNCIP, in March 1950 the Security Council appointed Sir Owen Dixon as United Nations Representative with the task of arranging for, and acting as mediator in, a demilitarization programme preliminary to a plebiscite. His proposals for a plebiscite in the Vale of Kashmir (the portion most in dispute) with partition of the remainder were rejected.

Dr. Frank P. Graham, Sir Owen Dixon's successor, made some progress during 1951 and 1952 in reducing the area of disagreement to the issue of demilitarization and related problems. In the end, however, he failed to persuade the two countries to agree and suspended his efforts at mediation after submitting his fifth report to the Security Council early in 1953. Shortly thereafter it became known that the Kashmir problem was to be the subject of direct conversations between the Prime Ministers of India and Pakistan; the United Nations has not, since that time, played an active role in the negotiations.

During the summer of 1953, the Prime Ministers met three times. At the third meeting in New Delhi in August, the Prime Ministers agreed to appoint a plebiscite administrator by April 1954 and a committee of officials was set up to study the following problems:

- (1) The creation and maintenance of a peaceful atmosphere;
- (2) arrangements for withdrawing tribesmen and Pakistani nationals from the state;
- (3) the size and character of the armed forces to be maintained in the state during the plebiscite period;

¹See *Canada and the United Nations 1952-53*, p. 15.

(4) the local authorities to be responsible for administration in Azad Kashmir;

(5) the safeguarding of fundamental rights in the state.

Although this committee produced an optimistic report in December 1953, subsequent developments appear to have caused some delay in the completion of its work. The plebiscite administrator has not yet been named.

Following Pakistan's decision early in 1954 to accept military assistance from the United States, India voiced objections to the continuance of United States military personnel as members of the United Nations Military Observer Group in Kashmir on the grounds that they could no longer be considered neutral. The Secretary-General has pointed out that agents of the United Nations in their actions for the United Nations are assumed to be neutral and when acting for the United Nations should not be regarded as nationals of any state. Despite the delay in progress towards settlement by direct negotiation, there has been no formal change in the status of the dispute and both countries remain pledged to continue their efforts to reach agreement by direct negotiation.

Canada continues to provide nine officers to the United Nations Military Observer Group for India and Pakistan.

Palestine

A variety of questions relating to Palestine came before organs of the United Nations during the year 1953-54. Assistance to Palestine refugees continued to be regulated by the General Assembly and administered by the Relief and Works Agency.¹ Resolutions adopted by the Assembly between December 1948 and January 1952 continued similarly to guide the activities of the Palestine Conciliation Commission, which was created for the triple purpose of planning a permanent international regime for the Jerusalem area, facilitating the repatriation or compensation of Palestine refugees and helping Israel and the Arab states to reach a final settlement of outstanding issues.² In 1953, for the first time since the establishment of the Commission, a discussion of its work was not inscribed on the agenda of the General Assembly. The Security Council, on the other hand, was asked to consider ten separate complaints concerning non-observance of armistice agreements and met almost continuously from October until May for this purpose. The Truce Supervision Organization, whose Chief of Staff reports to the Security Council on observance of the cease-fire and whose members serve as chairmen of the Mixed Armistice Commissions and military observers along the armistice lines, had a busy year under General Bennike of Denmark, whose period of service lasted from June 1953 to September 1954.

Palestine Conciliation Commission

The most important work done by the Palestine Conciliation Commission in the year under review was in connection with plans for compensating Arab refugees for property abandoned in Israel.

¹See below pp. 58-59.

²See *Canada and the United Nations 1952-53*, pp. 8-10.

The Commission assured itself that Israel was keeping a record of Arab properties transferred by the Custodian to the Development Authority for the use of Israeli citizens. A small staff appointed by the Commission continued to work on a pilot project for identifying and evaluating Arab properties in a limited area. The Commission encouraged Arab refugees to accept the partial release of blocked accounts in Israeli banks which the Government of Israel had offered, and went on to discuss the possibility of securing the release of the remainder of the accounts.

Joint Exploitation of Jordan Water Resources

On September 2, 1953, Israel began canal-digging operations in one of the demilitarized zones on the Syrian frontier in order to divert Jordan water westward to a declivity above Lake Tiberias where a hydro-electric plant could be operated. At a later stage Jordan water was to be piped to southern Israel for irrigation purposes. Syria had not agreed to either project. On September 23 General Bennike, Chief of Staff of the United Nations Truce Supervision Organization in Palestine, asked Israel to stop work on the canal in the demilitarized zone until agreement could be reached. The operations continued, however, and on October 16 Syria referred the matter to the Security Council. On October 28 Israel undertook to suspend digging operations within the demilitarized zone pending consideration of the question by the Security Council.

Syria's complaint was debated at intervals in the Security Council until January 20, 1954, when a vote was taken on a joint draft resolution proposed by France, the United Kingdom and United States. This endorsed General Bennike's action in asking for suspension of the operations. It called on the parties to comply with all his decisions and requests, pointing out that the armistice agreement must be strictly and faithfully observed if the return of peace was to be promoted. General Bennike was asked to explore the possibility of reconciling Israeli and Syrian interests while safeguarding the rights of individuals in the demilitarized zone. The Governments of Israel and Syria were called upon to co-operate with General Bennike and to refrain from any prejudicial unilateral action. Although this draft resolution was supported by seven members of the Security Council it failed of adoption because of a Soviet veto. The U.S.S.R. and Lebanon insisted that there should be a clearer indication that the basis of the proposed reconciliation should be acceptable to the Syrian Government.

In October 1953 a personal representative of President Eisenhower, Mr. Eric Johnston, went to Arab capitals and to Israel to ask for consideration of a plan prepared by TVA experts and submitted to the United Nations Relief and Works Agency for regional development of water resources of the Jordan Valley. Israel announced a project of its own for the same purpose. In February 1954 the Arab states appointed a group of engineers to prepare another plan for the joint exploitation of the water resources of the Jordan Valley. Later in the month the Secretary-General of the United Nations asked Dr. Ralph Bunche to head a committee of the Secretariat to examine all plans put forward in this connection. After a second Middle East tour Mr. Eric Johnston was able to report

to President Eisenhower on July 6, 1954 that Syria, Jordan, Lebanon and Israel had accepted the principles of equitable international sharing of the waters of the Jordan River in a unified development project and the appointment of a neutral impartial authority to supervise withdrawals of water from the river system.

Relations between Israel and Egypt

On January 28 Israel asked the Security Council to consider Egypt's restrictions on the passage through the Suez Canal of ships trading with Israel and interference with shipping in the Gulf of Aqaba. Egypt responded on February 3 by asking the Security Council to discuss violations of the armistice agreement by Israel in the El-Auja demilitarized zone in the southern desert, but did not press the matter after Israel objected that it was to come before a special committee.

Restrictions on shipping in the Suez Canal and interference with ships in the Gulf of Aqaba were debated between February 5 and March 29. On March 29 the Security Council voted on a New Zealand draft resolution which recalled the resolution of September 1, 1951, noted "with grave concern" that Egypt had not complied with this resolution and called upon Egypt to comply "in accordance with its obligations under the Charter". It went on to say that the complaint about interference with shipping in the Gulf of Aqaba should be dealt with in the first instance by the Mixed Armistice Commission. Eight members of the Security Council supported the draft resolution but it was rejected because the U.S.S.R. joined Lebanon in voting against it. The Representative of the Soviet Union argued that under the Constantinople Convention of 1888 freedom of passage for shipping in the Suez Canal was a matter to be taken up by representatives of the signatories rather than by states which might happen to make up the Security Council.

Control of Israel-Jordan Armistice Line

Despite diplomatic intervention by the United States, the United Kingdom and France, groups of Israelis who had had army training and possessed army equipment continued after June 1953 to attack Jordanian villages with a view to discouraging Arab infiltration. In August there occurred reprisal raids on three Jordanian villages, and on the night of October 14-15 a well-armed Israeli force believed to be the equivalent of half a battalion attacked the Jordanian village of Qibiya. Fifty-three persons lost their lives and several buildings were destroyed.

On October 17, to halt a rapid drift toward open hostilities, the United States, the United Kingdom and France referred the question of compliance with the armistice agreements to the Security Council, which obtained from the Chief of Staff of the Truce Supervision Organization a report on conditions along all the armistice lines. On November 24, by nine votes in favour and none opposed (Lebanon and the U.S.S.R. abstaining), the Security Council adopted a resolution expressing the strongest censure of the "retaliatory action taken at Qibiya by armed forces of Israel", which could only prejudice the chances of a peaceful settlement. It called on Israel to prevent "all such actions" in the future. It also asked Jordan to "continue

and strengthen" the measures it was already taking to prevent infiltration into Israel, reminded both Governments of their obligation to prevent all acts of violence "on either side of the line" and called upon them to ensure the effective co-operation of local security forces. The Secretary-General was asked to consider with General Bennike the best ways of strengthening the Truce Supervision Organization, while General Bennike himself was instructed to report back to the Security Council in three months on the observance of the four armistice agreements, making suitable recommendations. He was to take into account any agreement which might be reached between Jordan and Israel as a result of the initiative taken by Israel on November 23 in asking the Secretary-General to convene a conference under Article 12 of the armistice agreement in order to review the terms of the agreement.

General Bennike reported on February 24 that Jordan had increased the number of police and of patrols along the armistice line, punished known infiltrators, removed suspects from the frontier zones and replaced officials lacking in vigilance. Israel had improved and increased its border police force and infiltration and thefts had decreased. Nevertheless there had been an intensification of psychological warfare and the number of complaints registered with the Mixed Armistice Commission had consequently increased. He recommended more frequent meetings between local commanders. The strength of the Truce Supervision Organization was built up. Seventeen military observers, including four Canadian officers, were added between December 1953 and July 1, 1954 to bring the total to 41. The supporting staff was increased from 50 to 67.

Meanwhile the conference Israel had asked for to review the terms of the Israel-Jordan armistice agreement did not take place. Jordan wished to avoid being drawn into special negotiations with Israel on a political level under Article 12 of that agreement, but offered to talk about the enforcement or amendment of the armistice agreement within the existing Mixed Armistice Commission under Article 11. Israel continued to demand a special conference, attendance at which was obligatory under Article 12 when once the Secretary-General had convoked it. Mr. Hammarskjöld had issued invitations to the conference but had not actually set a date for the opening of the meetings when incidents occurred between March 17 and 23 which led him to decide not to press for the conference immediately.

On March 17 an attack by unknown assailants on an Israeli bus led to the death of eleven Israelis. Israel insisted that Jordan was to blame for the occurrence, but the United Nations Chairman of the Mixed Armistice Commission withheld his vote on the issue on March 23 on the ground that the available evidence did not prove Jordan to have been involved. Israeli representatives thereupon withdrew for a period of three and a quarter months from the Israel-Jordan Mixed Armistice Commission.

On the night of March 28-29 nine Jordanians were killed and many wounded in an attack by army-trained Israelis on the Jordanian village of Nahhalin. On Jordan's behalf Lebanon asked the Security Council on April 1 for urgent consideration of the incident. On

April 5 Israel asked the Security Council to add four new items to its agenda: Jordan's failure to meet Israel for discussions under Articles 12 and 8 of the armistice agreement, the attack of March 17 on an Israeli bus and a series of attacks and raids by Jordanian regular and irregular forces against the lives and property of Israeli citizens. After protracted procedural discussions these items were placed on the agenda and on May 4 the debate began. It broke off on May 12, however, after Israel pointed out that Jordan, as a non-member of the United Nations, would have to accept the obligations of pacific settlement provided in the Charter before the Security Council took up the Nahhalin case. By withdrawing the credentials of its own representative Jordan indicated that it was willing to let Lebanon take full responsibility in connection with the complaint about the attack on Nahhalin. The Security Council's discussions of relations between Israel and Jordan were not resumed, however, before June 30.

Morocco and Tunisia

At its seventh session in 1952, when the subject had been put on its agenda at the request of 13 African and Asian states, the General Assembly debated the situation in Morocco and Tunisia and passed two resolutions appearing to all parties to refrain from any acts likely to aggravate tension and expressing hopes for the early development of self-government in Tunisia and free political institutions in Morocco. Fourteen African and Asian states, on March 19, 1953, addressed joint communications to the President of the General Assembly expressing regret that France had failed to implement the General Assembly resolutions. In view of these events and later developments in Morocco and Tunisia, it was not unexpected that 15 African and Asian states¹, on July 9, 1953, requested the inclusion of the Tunisian and Moroccan questions in the provisional agenda for the eighth session of the General Assembly.

In Morocco during May 1953, the Pasha of Marrakesh, El Glaoui, caids and other notables. The petitioners asked the Government to depose the Sultan, Sidi Mohammed ben Youssef, because he had damaged his political authority by association with the nationalist Istiqlal party and his religious authority by personal interpretations of the Koran. A second petition, signed by 356 Moroccan leaders, was presented in August, a few days before the Sultan agreed in principle to reforms which the French authorities had been proposing. These reforms were proclaimed on August 15 but two days later El Glaoui and his followers announced that they no longer recognized Sidi Mohammed ben Youssef and proclaimed Sidi Mohammed ben Moulay Arafa as Sultan. On August 19 the former withdrew his approval of the reforms and the next day he was deposed by the French authorities and replaced by Sidi Mohammed ben Moulay Arafa.

¹See *Canada and the United Nations 1952-53*, pp. 16-19. The fifteen states are Afghanistan, Burma, Egypt, India, Indonesia, Iran, Iraq, Lebanon, Liberia, Pakistan, the Philippines, Saudi Arabia, Syria, Thailand, and Yemen.

The 15 African and Asian states then asked, in a letter of August 21, for an urgent meeting of the Security Council to investigate "the danger to international peace and security" which had arisen "by the unlawful intervention of France in Morocco and the overthrow of its legitimate sovereign". A long discussion took place in the Security Council from August 26 to September 3 on the proposed inclusion of this question in the agenda. Finally, however, the Council rejected the inclusion by a vote of 5 in favour (Chile, China, Lebanon, Pakistan and U.S.S.R.) 5 against (Colombia, Denmark, France, United Kingdom and United States) and 1 abstention (Greece).

In Tunisia, physical force rather than political negotiation dominated the scene during the summer of 1953. The murder of pro-French Tunisians culminated in the assassination of the Bay de Camp, Prince Azzedine, in July. The tension in the protectorate was eased, however, in September after the appointment of M. Pierre Voizard as French Resident-General.

When the General Assembly began its eighth session, it decided without debate to include both questions on its agenda and to refer them to the First Committee. As in the previous year, the French Delegation refused to take any part in the discussion of the Tunisian and Moroccan items and absented itself from the Committee and from plenary sessions when these debates took place. The French Delegation based its position on the view that such discussion represented outright intervention by the United Nations in matters which were essentially within the domestic jurisdiction of France.

A number of delegations, including Australia, Belgium, the Netherlands, the United Kingdom and the United States, supported the French case on the legal grounds of lack of competence of the Assembly to discuss the Tunisian and Moroccan questions. A third group, including Canada, New Zealand and the Scandinavian countries, upheld the right of the Assembly to discuss and defended the position taken the previous year in favour of continuing efforts for negotiation between the French on one hand and the Tunisians and Moroccans on the other with a view to the development of free political institutions. The Canadian Representative pointed to the value of peaceful evolution towards self-government and to the usefulness, if not the necessity, of maintaining in this interdependent world economic, cultural and even political ties between newly emerging states and their former protectors. As it turned out, however, no acceptable compromise resolution along these lines was ever proposed, and the Assembly in the end adopted no resolutions on the subject.

No resolution at all was submitted by the African-Asian states until October 9, the third day of the Committee's debate. On Morocco, their resolution provided for the Assembly to:

- (1) recommend that the existing state of martial law and all other exceptional measures in Morocco should be terminated, that political prisoners should be released and that all public liberties should be restored;

- (2) recommend that democratic representative institutions for the people of Morocco should be established through free elections on the basis of universal suffrage;
- (3) recommend that all necessary steps should be taken to ensure, within five years, the complete realization by the people of Morocco of their rights to full sovereignty and independence; and
- (4) request the Secretary-General to communicate with the French Government with a view to the implementation of the resolution and to report to the General Assembly at its ninth session.

The African and Asian Delegations tabled a somewhat milder resolution on Tunisia on October 22. It differed from the resolution on Morocco in that it did not attempt to fix a target date for the achievement of complete independence but recommended that negotiations should be undertaken without delay with representatives of a Tunisian Government established through free elections held on the basis of universal suffrage and enjoying the necessary guarantees of freedom, with a view to enabling the Tunisian people to exercise all the powers arising from their legitimate rights to full sovereignty.

Not only did the proposed resolutions on Morocco and Tunisia imply that only the Moroccans and Tunisians (and not the French) possessed rights in the two countries, but they also contained implied criticism of the French Government for its failure to pursue the objectives of the resolutions adopted at the seventh session. In support of these resolutions the African and Asian delegations sought to demonstrate that the French Government, far from proceeding in the direction indicated in 1952, had on the whole been going the other way. They stated that the negotiations called for had not taken place, that instead measures of martial law had been continued or intensified, the Sultan of Morocco had been deposed, more nationalist leaders had been jailed and both territories had been kept in order only by the use of troops and strong police measures.

In the voting on the Moroccan question, the resolution of the African and Asian states was defeated in the Committee by 22 votes in favour, 28 against (including Canada) and 9 abstentions. A milder resolution, which had been introduced by the Bolivian Delegation and which contained amendments proposed by India, failed by a vote of 32 in favour, 22 against, and 5 abstentions (including Canada) to obtain the necessary two-thirds majority.

The African and Asian resolution on Tunisia, with amendments proposed by the Icelandic Delegation, similarly failed of adoption under the two-thirds rule. The vote was 31 in favour, 18 against, and 10 abstentions (including Canada).

The General Assembly therefore adopted no resolutions on Morocco and Tunisia during its eighth session.

In March 1954 the Bey of Tunis nominated M. M'Zali, a nationalist, as Prime Minister and signed 6 decrees establishing the basic institutions of the new regime. Since neither the French settlers in the Protectorate nor the nationalist Neo-Destour party

was satisfied with the reforms, conditions remained unsettled. At the end of July 1954, however, M. Mendès-France announced that the French Government was prepared to transfer to Tunisia complete internal sovereignty, reserving only the control of defence and foreign affairs. A government, under the premiership of M. Tahar ben Ammar, entirely composed of Tunisians (exclusive of French settlers in Tunisia) and comprising three members of the nationalist Neo-Destour party, has been formed. It will have the responsibility of discussing with the French Government the modalities of the transfer of internal authority from the French Resident-General to a government elected on the basis of universal suffrage.

In Morocco, terrorist activity, including attempts on the life of the new Sultan, continued, and there has been a recrudescence of agitation centred around the religious implications of the deposition of the former Sultan. On May 20, 1954, the French Government appointed M. Francis Lacoste as Resident-General.

Continuation of the United Nations Tribunal in Libya

In July 1953 the Secretary-General of the United Nations asked the Governments of Italy and Libya if they wished the life of the United Nations tribunal in Libya to be extended beyond the eighth session of the General Assembly. This was the tribunal of three judges set up in accordance with an Assembly resolution of December 15, 1950 to facilitate the transfer to the Libyan Government of certain Italian state and parastatal property mentioned in the resolution.¹ There had been an understanding that by 1953 at the latest the General Assembly would decide if the work of the tribunal should continue to be a charge on the United Nations budget.

Both Italy and Libya told the Secretary-General before the summer was over that they wanted the tribunal to continue in operation. Libya, being still dependent on financial assistance from abroad, added that it hoped the United Nations would continue to bear the cost of the tribunal's maintenance.

Canada supported a United Kingdom suggestion that a one-year extension should be sufficient, but a draft resolution jointly sponsored by Argentina and Egypt was adopted by the Sixth Committee on October 8 to permit a two-year period to elapse before the Secretary-General would be expected to report again to the Assembly. This involved a budgetary appropriation of \$135,000. On October 23 this resolution was approved in a plenary meeting by a vote of 51 in favour (including the United Kingdom and Canada) none opposed and 6 abstaining (the Soviet bloc and one other member).

Indians in the Union of South Africa

The question of the treatment of people of Indian origin in the Union of South Africa has been before the General Assembly since 1946. India, supported by Pakistan, contends that South Africa's racial policies are a violation of the human rights provisions of the Charter and of the Capetown Agreements between the two countries, while South Africa maintains that the matter is of domestic juris-

¹See *Canada and the United Nations 1950*, p. 26.

diction and the United Nations is thus debarred from intervening under Article 2 (7) of the Charter. On these grounds, South Africa has refused to recognize the Good Offices Commission set up at the seventh session, and the Commission has consequently been unable to carry out its task of assisting in negotiations.¹

At the eighth session, the South African Representative again opposed inclusion of the subject in the agenda, but his proposal was rejected by 45 votes to 1 with 11 abstentions. Canada, as before, voted with the majority on the grounds that the United Nations may discuss even where it may not, under the Charter, intervene.

India and 16 Asian and Latin American countries on October 16 introduced a resolution which recalled earlier resolutions; regretted the failure of the Government of South Africa to comply with them or to co-operate with the Good Offices Commission; again called upon it to refrain from implementing the Group Areas Act; continued the Good Offices Commission; and urged the South African Government to co-operate with it. Under enlarged terms of reference, the Commission will report to the ninth session the progress achieved, together with its own views of the problem and any proposals which, in its opinion, might lead to a peaceful settlement. This resolution was adopted by 42 in favour, 1 against (South Africa) and 17 abstentions (including Canada). The Canadian Representative, in explaining Canada's abstention, expressed doubts as to the competence of the United Nations to intervene, and also as to the value of passing a resolution which showed little chance of being implemented. The long history of the dispute suggested that direct discussions, upon which it was to be hoped South Africa, India and Pakistan might agree, offered the only chance of a solution. A number of countries condemned racial discrimination in general terms, but expressed doubt of the Assembly's competence to intervene, and urged that it was not a function of the United Nations to issue directives to South Africa, to pass judgment, or to recommend particular solutions, but rather to facilitate negotiations. Others, though habitually opposed to intervention in matters of domestic jurisdiction, nevertheless considered that the Charter was being violated by one of its signatories and upheld the Assembly's right to discuss the issue. The South African Representative said that his country was prepared to accept a conference with India and Pakistan on the understanding that it would be outside the United Nations, and in no way related to past United Nations resolutions. India and Pakistan declined to meet South Africa on this basis.

The Question of Race Conflict in South Africa

The General Assembly in 1952 established a three-member Commission to study and report on the racial situation in South Africa in the light of the Charter and previous resolutions on racial persecution and discrimination.²

On July 8, 1953, South Africa informed the Secretary-General that it considered the resolution and the Commission established thereunder unconstitutional. The Commission nevertheless held

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

²See *Canada and the United Nations 1952-53*, pp. 11-12.

hearings and examined documents and produced a unanimous report which stated that the *apartheid* policy contributed to a situation threatening the internal peace and foreign relations of South Africa; and suggested that the United Nations might request South Africa to reconsider its racial policies, might propose ways and means of drawing up new policies, and might offer technical assistance of various kinds to facilitate the maintenance of peaceful relations among ethnic groups and their progressive development and collaboration in community life. The Commission's report further upheld the right of the Assembly to undertake studies and make any recommendations necessary for the implementation of the principles embodied in the Charter to which member states had subscribed.

When the report came before the *Ad Hoc* Committee of the General Assembly in November 1953, the Representative of South Africa moved that the Committee should decide it had no competence to intervene on the grounds that acceptance of the report's conclusions and recommendations would constitute interference in the internal life of a member state and a denial of the principle of national sovereignty. As in previous years, there was much difference of opinion on the question of competence. All the Arab and Asian and many Latin American states supported the competence of the United Nations to deal with allegations against a member state and to address direct recommendations to it. The Representative of Norway pointed out that acceptance of South Africa's resolution would exclude the United Nations from several fields in which its Specialized Agencies were doing most effective work. Canada took the view that the United Nations Assembly as the "town meeting" of the world had wide powers of discussion, including the item under consideration. Any action beyond discussion and the expression of concern, however, raised legal problems and might be inadvisable. In the past, Canada had doubted the wisdom of establishing the Commission, and, since it was now clear that it would not bring about any improvement in the relations between various racial groups in South Africa, would oppose its continuation. It was the view of the Canadian Delegation that the United Nations should attempt the possible, rather than the impractical.

India, with 16 other members, sponsored a resolution which, after expressing appreciation for the Commission's work, requested it to continue its studies, to suggest measures to alleviate the dangerous situation now obtaining in South Africa and to promote a peaceful settlement, and invited South Africa to co-operate. Discussion of this fairly mild resolution, which avoided condemning South Africa, turned first on the usefulness of prolonging the Commission, whose work, it was alleged, had so far resulted only in a hardening of South Africa's attitude. A proposal to broaden its terms of reference to the world in general and thus bring it more clearly within the competence of the United Nations found little favour. With the exception of South Africa, all representatives who spoke condemned racial discrimination in general terms and reflected the widespread concern felt towards South African policies.

In the *Ad Hoc* Committee, the resolution proposed by South Africa was rejected by 42 votes, with 7 in favour and 7 abstentions

(including Canada). The 17-power resolution was adopted in committee and in plenary session, after slight amendment, was passed by a vote of 38 in favour, 11 against (including Canada) and 11 abstentions.

Early in 1954, the Commission resumed its study and invited Canada to inform it of measures taken by the Canadian Government which might be useful in suggesting ways and means of alleviating the racial situation in South Africa. In replying on May 13, 1954, the Canadian Representative to the United Nations said that Canada was unable to comply both for the reasons implied in the statements made by its Representative at the eighth session of the General Assembly, and because the Canadian Government doubted that there was any information it could provide from its experience which would be relevant to a study of the problems before the Commission. The reply went on to say that Canada was not uninterested in this problem but the Canadian attitude reflected our interest in seeing the United Nations achieve a reconciliation between the principle of domestic jurisdiction of sovereign states on the one hand, and on the other, the legitimate interest of the United Nations in human rights and freedom for all peoples, regardless of race, creed, or colour.

Greece and its Northern Neighbours

The Balkan Sub-Commission of the United Nations Peace Observation Commission was established on January 23, 1952 to observe the frontier areas in northern Greece opposite to Albania and Bulgaria. Composed of Representatives of Colombia, France, Pakistan, Sweden and the United States, the Sub-Commission was authorized to act in accordance with the general mandate of the Peace Observation Commission "to observe and report on the situation in any area where there exists international tension".¹

At the request of the Greek Government the Sub-Commission established a military observer group in Greece. This group originally included one military observer from each of the member countries of the Sub-Commission and was headed by a principal observer, appointed by the United Kingdom. On December 21, 1953, at the suggestion of Greece, the Peace Observation Commission decided to limit the number of military observers to three, excluding the principal observer, and to continue their services until July 31, 1954.

At the time of its inception the need for the Balkan Sub-Commission was urgent and real. During the past two years, however, relations between Greece and its northern neighbours have greatly improved and the reports of the Military Observer Group have shown a corresponding decrease in the number of incidents in the frontier areas. The reports since January 1, 1954 have stated that the situation was quiet. In view of these hopeful trends the Greek Government suggested, in a letter of May 14, 1954 to the Secretary-General of the United Nations, that the mission of the Military Observer Group in Greece be discontinued from August 1, 1954, but that the Balkan Sub-Commission be maintained for one more year. These suggestions were adopted unanimously by the Sub-Commission on May 23.

¹See *Canada and the United Nations 1951-52*, p. 21.

Trieste

By the autumn of 1953 it had become apparent that Italy and Yugoslavia could not find a mutually acceptable solution of the problem of Trieste. In an attempt to end this unsatisfactory situation, the United Kingdom and the United States announced on October 8, 1953, that they intended to withdraw from Zone A of the Territory of Trieste, which they had occupied since the end of the war, and to turn over its administration to Italy. Unfortunately, the reaction of Italy and Yugoslavia was such that the two administering powers could not withdraw, but they continued their efforts to find a solution acceptable to both countries. Yugoslavia remained in charge of the administration of Zone B.

On October 15, at the request of the Soviet Union, the Security Council met to discuss a Soviet resolution on the appointment of a Governor for the Free Territory of Trieste.¹ On October 20 the Council adopted a Colombian proposal to adjourn consideration of the question for two weeks in order to allow time for the efforts being made by the United Kingdom, the United States and France to find a solution. After two more adjournments of three weeks each, the Council on December 14 adopted by 8 votes to 1 (U.S.S.R.) with 1 abstention (Lebanon) a United States motion that the discussion of the item be postponed "pending the outcome of the current efforts to find a solution" to the problem. Since this was a procedural question, the negative Soviet vote did not constitute a veto.

The Guatemalan Question

The Security Council met on June 20, 1954 at the request of the Guatemalan Government, to consider the revolution which had broken out in Guatemala two days previously. A motion to refer the dispute to the Organization of American States as a regional agency under Article 52 of the Charter was vetoed by the U.S.S.R. A compromise motion proposed by France, calling for the immediate termination of any action likely to cause bloodshed and requesting all member states to abstain from giving assistance, was adopted unanimously.

On June 23, the chairman of the Inter-American Peace Committee of the Organization of American States informed the Secretary-General of the United Nations that a committee of enquiry was proceeding to Central America to investigate and suggest a solution.

The Security Council met on June 25 to consider the charge made by Guatemala that certain member states were not complying with the June 20 resolution. The adoption of the agenda was defeated by 4 in favour (U.S.S.R., New Zealand, Denmark and Lebanon) 5 against (United States, China, Turkey, Brazil and Colombia) and 2 abstentions (France and United Kingdom). Those who voted against the adoption of the agenda contended that a regional agency was dealing effectively with the dispute under Articles 33 (1) and 52

¹See *Canada and the United Nations 1948*, p. 79.

of the Charter. The opposite view was that the Security Council, under Article 34, may investigate such disputes and any member, under Article 35, may bring these to the attention of the Security Council or of the Assembly.

Disarmament

By Resolution 704 (VII) of April 8, 1953, the General Assembly had requested the Disarmament Commission to continue its work and to report to the eighth session. In the absence of new disarmament proposals, however, and bearing in mind the character of previous discussions in the Commission, there seemed to be a general feeling that the re-examination of the disarmament problem would not serve any useful purpose, at any rate before the conclusion of an armistice in Korea. In its third report, submitted after the conclusion of the armistice, the Commission expressed the hope that "recent international developments will create a more propitious atmosphere for reconsideration of the disarmament question" and recommended that its work be continued. This recommendation was endorsed in a draft resolution submitted by 14 countries (including Canada) at the eighth session, which simply requested the Disarmament Commission to continue its work and to report to the General Assembly and to the Security Council in September 1954.¹

The Soviet Union did not see fit to accept this resolution. Instead the Soviet Delegate, Mr. Vyshinsky, indulged in familiar propaganda attacks during which he reiterated almost word for word proposals put forward during the four preceding years and consistently rejected by the Assembly. These proposals were repeated in Soviet amendments to the 14-power resolution and more forcibly in the Soviet resolution on "Measures to Avoid the Threat of a New World War and to Reduce Tensions in International Relations". They insisted once again on the immediate and unconditional prohibition of atomic, hydrogen and other weapons of mass destruction to be followed by international agreement on the establishment of effective international control over the observance of this prohibition. They also called once more for an arbitrary one-third reduction in the armed forces of the major powers within one year. The latter proposal was, of course, unacceptable by the Western powers in view of the numerical superiority of the Soviet armed forces.

With regard to the immediate prohibition of nuclear weapons and the establishment of effective international control, Mr. Vyshinsky persistently refused to answer questions by the Western powers concerning the kind of control which the Soviet Union would accept. It is obvious that the Western powers cannot accept an unconditional prohibition of nuclear weapons until the intentions of the Soviet Union on this all-important question become clear.

In the face of the Soviet Delegate's refusal to accept the 14-power resolution, repeated efforts were made by a number of delegations and in particular the Asian and Arab delegations, to achieve unanimity by amending the 14-power resolution. In spite of these

¹See *Canada and the United Nations 1952-53*, pp. 21-22.

efforts, however, the Soviet Union refused to accept the amended text and the vote of the Assembly on the 14-power resolution was 54 in favour, none against and 5 abstentions, all Soviet amendments having been rejected. The Assembly subsequently rejected by an overwhelming majority the Soviet resolution on measures to avert a new world war, which, in addition to the disarmament proposals mentioned above, contained recommendations for the dismantling of military bases in foreign territories and for the condemnation of propaganda.

The only substantive addition to the original 14-power text in the resolution approved by the Assembly was a suggestion that the Disarmament Commission study the desirability of establishing a sub-committee consisting of representatives of "the powers principally involved" which should seek in private an acceptable solution and report to the Disarmament Commission as soon as possible. At the request of the Western powers the Disarmament Commission reconvened in April to consider the Assembly's suggestion and on April 19 the Commission approved by a vote of 9 in favour, 1 against (U.S.S.R.) and 2 abstentions (China and Lebanon) a United Kingdom proposal to establish a sub-committee composed of representatives of France, the United Kingdom, the United States, the U.S.S.R. and Canada. A Soviet proposal suggesting that Communist China, Czechoslovakia and India be added to the sub-committee was defeated by a vote of 1 in favour (U.S.S.R.) 10 against and 1 abstention. At its first meeting held in New York on April 23 the sub-committee dealt with procedural matters and decided that discussions on substantive matters should be held in London. The sub-committee held 19 private meetings at Lancaster House between May 13 and June 22 and on the latter date submitted its report to the Disarmament Commission.

The sub-committee's report is non-committal and merely enumerates the various proposals submitted during its meetings. The main proposals are those contained in an Anglo-French memorandum, a United States working paper on the international control organ, and a Soviet paper on a general disarmament programme.

The Anglo-French memorandum¹ proposes, in the first place, that the international disarmament treaty to be submitted to the United Nations for consideration by a general disarmament conference should provide for: (1) the total prohibition of the use and manufacture of nuclear weapons and weapons of mass destruction of every type, together with the conversion of existing stocks of nuclear weapons for peaceful purposes; (2) major reductions in all armed forces and conventional armaments; and (3) the establishment of a control organ with rights and powers and functions adequate to guarantee the effective observance of the agreed prohibitions and reductions.

The Anglo-French proposals recommend that the states member of the sub-committee — that is, France, the United Kingdom, the United States, the U.S.S.R. and Canada — should regard themselves as prohibited in accordance with the terms of the Charter of the

¹The full text of the memorandum will be found in U.N. document DC/SC.1/10, June 11, 1954.

United Nations from the use of nuclear weapons except in defence against aggression. They recommend that the Disarmament Treaty should include an immediate and explicit acceptance of this prohibition by all signatory states, pending the total prohibition and elimination of nuclear weapons as proposed in the outline for a comprehensive disarmament programme contained in the proposals.

The Anglo-French proposals finally suggest a comprehensive time-table covering both conventional weapons and weapons of mass destruction including hydrogen and atomic bombs.

The United States working paper contains detailed proposals concerning the international control agency which must be established if any disarmament programme is to be effective. These proposals outline the powers and functions of the international agency in implementing the various phases of a disarmament programme covering both nuclear and conventional weapons.

The Western proposals submitted in the sub-committee constitute an earnest attempt to meet criticism of their previous positions by the Soviet Union. The main complaint of the Soviet Union against the United Nations plan — sometimes called the majority plan — for the control of atomic energy has been that it postponed until the final stage the prohibition and elimination of atomic weapons. The U.S.S.R. has argued that the Western powers were attempting to bring about international control including inspection within Soviet territory at the very beginning although the prohibition of atomic weapons which came at the last stage might never be reached. The new proposals dispose of this contention by providing for an immediate prohibition at the very first stage of the use of nuclear weapons and other weapons of mass destruction except in defence against aggression. This is to be followed by limitation of expenditures on these weapons and the prohibition of their manufacture at intermediate stages, while the destruction of stockpiles of nuclear weapons and their conversion to peaceful uses would come at the last stage. Moreover, the international control organ would come into being progressively and would grow up with its task. There would be no question of international inspectors exercising all the rights granted to them under the international agreement until the final stage in the disarmament programme was reached. The new proposals also dispose of the Soviet argument that the Western powers are only interested in securing information on the armed forces of the Soviet Union.

The Soviet Delegate adopted an altogether negative attitude towards the Western proposals throughout the London talks. Moreover in contrast to the new character of the Western proposals, the Soviet paper presented to the sub-committee repeated the same old proposals for an unconditional prohibition of weapons of mass destruction and for an arbitrary one-third reduction in the armed forces of the major powers. The U.S.S.R. at the same time reiterated its proposals for the dismantling of military bases in foreign territories and for the prohibition of propaganda, which had been rejected by the Assembly at its eighth session. Furthermore, the Soviet Delegate insisted that no progress could be made in disarmament discussions until the Western powers signed an unconditional

and solemn undertaking not to use nuclear weapons under any circumstances. Although, as indicated in the Anglo-French proposals, the Western powers are ready to renounce the use of nuclear weapons except in defence against aggression, they cannot accept in the present state of mistrust and hostility, an unconditional prohibition of the use of nuclear weapons, bearing in mind the overwhelming superiority of the Soviet Union and its satellites in the field of conventional armaments and armed forces. Even assuming a general reduction of armaments and armed forces at levels satisfactory to the West, the free world cannot afford to deprive itself of its best means of protection until the Soviet Union clarifies its position on the central problem of inspection. The Soviet Delegate consistently refused to answer the questions put to him on this central problem during the London talks.

In spite of the failure to reach agreement, the London talks should not be regarded as a final breakdown of the negotiations on disarmament. The gap between the positions of the East and the West has undoubtedly been narrowed during the lengthy discussions of recent years and it is fair to suggest that it may have been narrowed still more as a result of the sub-committee discussions in London. The report of the sub-committee will be considered by the Disarmament Commission which will in turn submit its own report to the General Assembly and to the Security Council not later than September 1, 1954, in accordance with the General Assembly resolution of November 28, 1953.

Eisenhower Proposals for the Peaceful Use of Atomic Energy

In a speech before the General Assembly on December 8, 1953, President Eisenhower put forward the proposal that, to the extent permitted by elementary prudence, the governments principally concerned with the development of atomic energy make joint contributions from their stockpiles of fissionable materials to an international atomic energy agency set up under the aegis of the United Nations. The Agency would use this fissionable material for peaceful purposes only, experts being mobilized to advise methods whereby atomic energy would be applied for agriculture, medicine, electric power, etc. The President's proposal was presented as a measure designed to bring about East-West co-operation on one aspect of atomic energy, thus paving the way for a general settlement of all the problems of atomic energy including the prohibition of atomic weapons. Repeated efforts by the United Nations to solve this problem since 1946 have ended in a deadlock between the Western powers and the U.S.S.R. The stumbling block in East-West negotiations has been the question of international control of atomic energy, including inspection of atomic facilities, with a view to ensuring its use for peaceful purposes only. As pointed out by President Eisenhower in his speech to the Assembly, his proposal had "the great virtue that it can be undertaken without irritations and mutual suspicions incident to any attempt to set up a completely acceptable system of world wide inspection and control".

On December 9 the Prime Minister of Canada welcomed the President's "imaginative and constructive approach to what is perhaps the greatest problem of the day" and assured the Members of the House of Commons that the President's statement would receive "most careful and sympathetic consideration by the Canadian Government".

While expressing its readiness to take part in private discussions on the proposals, the Soviet Union insisted that consideration be simultaneously given to the suggestion that states party to the agreement implementing the plan should solemnly undertake not to use nuclear weapons in any circumstances. The Western powers cannot agree to an unconditional prohibition of the use of nuclear weapons bearing in mind the numerical superiority of the armaments and armed forces of the Soviet Union and its satellites, including Communist China. The reply of the Soviet Union therefore indicated a negative approach and a refusal to consider President Eisenhower's proposals as a possible means of bridging the gap between the East and the West on the question of international control of atomic energy. The subsequent confidential discussions between the United States and the U.S.S.R. did not produce agreement and the United States Government is said now to be considering other means of proceeding with the plan.

Chinese Representation

The issue of Chinese representation has been raised repeatedly at meetings of the United Nations organs and subsidiary bodies, most often by the Soviet Representatives, although India has also been a principal advocate of the acceptance of the Chinese Communists.¹ Some form of resolution has, however, always been adopted postponing consideration of the question. At the eighth session the issue was raised on the opening day by the Soviet Representative but after a long procedural debate the Assembly adopted a United States motion to postpone consideration of the question for the duration of its session in the calendar year 1953. In the absence of a decision on the Chinese representation question in the principal organs of the United Nations, no representatives of Communist China have been seated in any of the subsidiary bodies.

Leading administration spokesmen in the United States have consistently opposed the seating of Communist China in the United Nations, and there has been steady public pressure against any such move. Following on the talks held in June with Sir Winston Churchill and Mr. Eden, Senator William F. Knowland, the majority leader in the Senate, pressed for the issuing of an ultimatum that the seating of the Chinese Communist Government in the United Nations would lead to the withdrawal of the United States. But President Eisenhower and the Secretary of State, while remaining firm against seating the Chinese Communists now, declined to take the stand suggested by Senator Knowland, and the resolution eventually

¹See *Canada and the United Nations 1951-52*, p. 8.



UNITED NATIONS

Mr. D. M. Johnson, Permanent Representative of Canada to the United Nations, shakes hands with Madama Vijaya Lakshmi Pandit of India, President of the Eighth Session of the General Assembly.

adopted on the subject by the Senate and the House of Representatives called only for a re-assessment of United States policy if Communist China were seated in the United Nations.

Shortly after returning from his visit to Washington, Sir Winston Churchill indicated in the House of Commons that the policy of the United Kingdom had been unchanged since 1951 and repeated Mr. Herbert Morrison's former statement that "his Majesty's Government believed that the Central Peoples' Government should represent China in the United Nations, but that in view of that Government's persistence in behaviour inconsistent with the purposes and principles of the Charter, it appeared to his Majesty's Government that consideration of the question should be postponed".

At meetings of the United Nations, the Canadian Government has supported motions for postponement if a specific time-limit has been fixed, and abstained when the substantive question has been put to the vote. The Secretary of State for External Affairs, writing in December 1953, summed up the Canadian position as follows:

To understand the meaning of Asian communism, to place it as we should against the background of foreign exploitation and feudal oppression, is one thing. But it does not mean that at this time we should welcome into the international community as a state willing to abide by the principles of the United Nations Charter a regime which has committed aggression in Korea and has yet to show that it is willing to contribute to a peaceful and democratic solution of the Korean or other Asian problems.

Mr. Pearson also indicated in the House of Commons on March 26 that he would not acquiesce in any pressure at the Geneva Conference towards acceptance of the Chinese Communist Government in the United Nations at the present time.

Admission of New Members

No new members have been admitted to the United Nations since Indonesia became the sixtieth member in September 1950. The barriers to new membership lie in the Security Council where the Soviet Union has used its veto power to prevent the admission of countries supported by the non-communist states and the latter have refused to agree to the admission of all of the applicants favoured by the U.S.S.R.¹

During the past year there has been no change in the list of 21 applicants for membership. Of the 21, the seven sponsored by the U.S.S.R. (Albania, Mongolia, Hungary, Roumania, Bulgaria, North Korea and Viet Minh) were not able to obtain the affirmative votes of seven members of the Council. The 14 sponsored by other states (Austria, Ceylon, Finland, Ireland, Italy, Japan, Jordan, South Korea, Libya, Nepal, Portugal, Cambodia, Laos and Viet Nam) have all at one time or another been vetoed by the Soviet Union.

¹See *Canada and the United Nations 1952-53*, pp. 23-26.

Three resolutions were considered at the eighth session of the Assembly:

- (1) an initial Soviet proposal for a "package deal" whereby the Assembly would request the Security Council to reconsider the applications of 14 countries; this "package" included the same countries (one of them Outer Mongolia) as an identical proposal submitted to the seventh session of the Assembly by Poland;
- (2) a second Soviet proposal — replacing the first — under which the Security Council would be requested to reconsider the applications of the five countries (Bulgaria, Hungary, Roumania, Finland and Italy) with which treaties of peace had been signed after the Second World War;
- (3) a Peruvian proposal for the establishment of a three-member Committee of Good Offices empowered to consult with members of the Security Council and report back to the General Assembly.

The Peruvian proposal was put to the vote first and carried unanimously; it later received unanimous approval in a plenary meeting. In its final form this proposal called for Peru, Egypt and the Netherlands to form the Committee to report to the ninth session of the General Assembly. When it became clear that the Peruvian proposal had widespread support, the Representative of the U.S.S.R. did not put either of his proposals to a vote.

The Canadian Representative, discussing the first Soviet proposal, said that the General Assembly was clearly in favour of an enlargement of membership and that the Canadian Delegation regarded it as very important to find means to solve the problem. It was not however possible to ignore the qualifications of individual countries, and in this case Canada could not accept Outer Mongolia as an independent state while excluding other states fully qualified for membership. Nor could Canada agree to any proposal which would circumvent the Charter by eliminating the necessity for recommendations by the Security Council. Canada voted in favour of the Peruvian resolution.

The Problem of Prisoners of War

The *Ad Hoc* Commission on Prisoners of War, composed of three qualified and impartial persons appointed by the Secretary-General, was established by the General Assembly in December 1950 to determine whether there was reasonable ground for believing that prisoners captured during the Second World War had not been returned or otherwise accounted for.¹

It appears from the last report of the Commission that the Governments of the Soviet bloc and the Peking regime have consistently refused to supply it with information. The Soviet bloc at the eighth session continued to affirm that no prisoners except criminals and the sick were now held in the U.S.S.R., and proposed

¹See *Canada and the United Nations 1950*, pp. 39-41.

the discontinuance of the Commission. The Assembly, however, by a vote of 46 in favour (including Canada) 5 against and 6 abstentions, requested the Commission to continue its work, and urgently appealed for full co-operation from all governments and authorities. The Canadian statement stressed the humanitarian aspect of the problem.

Though refusing to co-operate with the Commission, both the Soviet Union and the Peking authorities have recently moved to repatriate prisoners. Thus negotiations between the Chinese and Japanese Red Cross Societies, initiated by the Peking authorities, have so far resulted in the repatriation of 23,000 Japanese nationals. After announcing in August 1953 that measures would be taken to release German prisoners, the Soviet Union has released over 10,000 German prisoners and 700 Spanish. Small numbers of Italian prisoners will also be released.

Charges of Bacterial Warfare

The Communist propaganda campaign charging that the United Nations forces in Korea had used bacteriological weapons continued throughout 1952 but subsided during 1953.¹ The five-member commission appointed by the Assembly at its seventh session to investigate the charges was unable to act owing to lack of co-operation from the North Korean and Communist Chinese authorities.

The United States placed the question on the agenda of the eighth session of the General Assembly and at the outset of the debate presented texts of sworn statements by members of the United States forces repudiating their confessions of participation in bacteriological warfare and stating that these confessions had been extorted under duress. The United States Representative did not, however, table a resolution, on the grounds that the resolution adopted at the seventh session still stood. The Soviet Representative in replying claimed that the sworn statements had themselves been extorted under duress and tabled the familiar Soviet proposal appealing to all states which had not done so to accede to or ratify the Geneva Protocol of 1925 for the prohibition of the use of bacterial weapons.

Speaking in committee, the Canadian Representative said that, with the return home of those whose so-called confessions had been presented to the Assembly by the Soviet Delegation the previous spring, a new side of the picture had emerged. It showed the techniques of "brain-washing" followed by those whose purpose was to put the political objectives of an all-powerful state first and foremost. He added that, if there had been any substance to the charges, one would have expected the communists to welcome an impartial investigation. They had, however, resisted all such suggestions.

Canada co-sponsored a resolution, adopted by a vote of 47 in favour, none against and 12 abstentions, by which the Soviet proposal, together with the records of discussions at the eighth session, was referred to the Disarmament Commission.

¹See *Canada and the United Nations 1952-53*, pp. 20-21.

III ECONOMIC AND SOCIAL

Survey of the Economic and Social Council

The Economic and Social Council held its usual two sessions during the period under review. At the sixteenth session, held June 30 - August 5 and November 30 - December 7, 1953, Mr. Raymond Scheyven of Belgium was still President; at the seventeenth, which lasted March 30 - April 30, Mr. Juan I. Cooke of Argentina was elected for the calendar year 1954. Canada has not been a member of the Council since December 31, 1952, and was therefore represented only by observers at both sessions.¹

The Council and a number of its subordinate and affiliated bodies continue to do a great deal of valuable but inconspicuous work, much of it technical or semi-technical, which seldom makes the headlines but contributes steadily to widening the area of international co-operation in these fields. A few examples of such work, which is described in more detail in the following section, are the preparatory work on the International Convention for the Prevention of the Pollution of the Sea by Oil, the study of a proposed single convention on narcotic drugs which would replace the eight existing multilateral agreements, and the work on the improvement and international standardization of statistical procedures. The countries of the Soviet bloc until recently took comparatively little part in this type of practical co-operation. During the past year, however, they have been somewhat more active in the Economic Commission for Europe and opened or renewed relations with several Specialized Agencies. This change of front is consistent with the present communist stress on peaceful co-existence and extended international co-operation, but it is as yet too early to say whether it really means the abandonment of economic and social isolationism and the full acceptance of international obligations in these constructive fields.

The more controversial matters before the Council, in which considerations of policy or of economic interest have greater weight, fall broadly into the two categories of the economic development of under-developed countries (to which all economic questions tend more and more to be related) and of human rights and self-determination, which have become the point of reference in most social problems. Though the discussions have run on familiar lines and the established groups — broadly speaking, the economically mature, metropolitan and administering powers on one side, the economically under-developed, and anti-colonial on the other — have not changed, there have been some important developments during the year.

In the economic field, two developments might be particularly singled out. First, must be noted the continued progress and strengthening of the programme of technical assistance for under-

¹For a list of members, see Appendix I.

developed countries. The total pledge of over \$24 million to the fourth period of the programme is the largest ever received and comes from the greatest number of countries ever to participate. Moreover, work has been begun and is still continuing in the various technical assistance administering bodies and in the Council which should greatly improve and strengthen the administrative and financial procedure of the programme. Second is the declaration originally proposed by the United States at the sixteenth session of ECOSOC and adopted by the eighth session of the General Assembly on a unanimous vote, that governments stand ready, when sufficient progress has been made in internationally-supervised world-wide disarmament, to ask their peoples to devote a portion of the savings to an international fund for economic development within the framework of the United Nations. Though the declaration is not a commitment to the particular plan which has become known as the Special United Nations Fund for Economic Development, and though it is necessarily provisional, in the present state of international relations, it is an acceptance in principle of the obligation of all countries to assist directly in raising standards of living throughout the world and as such is a significant step towards one of the fundamental objectives of the Charter.

In social matters, this year saw the completion by the Commission on Human Rights of its work on the two draft Covenants. But a good many difficulties still lie ahead. The content of the Covenants is by no means universally satisfactory, and the problem of measures of implementation clauses, particularly as they relate to federal states, is still not finally solved. Moreover, the United States has indicated that it is not at present prepared to accept the Covenants and has proposed an alternative "Human Rights Action Programme" which has yet to be considered by the Council.

Finally, it should be mentioned that a review is underway of the activities of the Economic and Social Council and its Commissions, and that studies in co-ordination and organization by the Secretary-General and others will, it is to be hoped, cut down on overlapping and reduce the volume of technical work which at the present time overloads the Secretariat.

Economic Questions

Economic Development of Under-Developed Countries

Canada's interest in the economic development of the economically less developed countries of the world has been demonstrated in continued active participation in programmes of assistance both within and outside the United Nations,¹ and also in the careful consideration that has been given to proposals for additional means of furthering development discussed under United Nations auspices.

At the Fourth Technical Assistance Conference in November 1953, the Canadian Representative announced that the Canadian

¹See *Canada and the United Nations 1952-53*, pp. 30-33.

Government was prepared, subject to Parliamentary approval, to contribute up to a maximum of \$1,500,000 to the United Nations Expanded Programme of Technical Assistance in 1954. This pledge was made on the condition that support from other contributing countries would warrant such Canadian action and that contributions of all member countries would maintain the Programme at an economically sound level. On February 10 the Secretary of State for External Affairs told the House of Commons that these conditions appeared to have been fulfilled, and subsequently Parliament voted the funds required for a contribution equal to Canada's maximum pledge, which is freely convertible and represents an increase of \$700,000 over last year. It is exceeded only by those of the United Kingdom and the United States. The number of countries contributing to the 1954 Programme (72 including Canada), is larger than at any previous time, and the total pledge of about \$24,284,529 is also a record.

The Fifth Report of the Technical Assistance Board, which was presented to the Technical Assistance Committee of the Economic and Social Council at its sixteenth session, drew attention to the financial and administrative difficulties caused by the fact that the total amount pledged in previous years had been made known to those responsible for planning only after the programme year had been well advanced; that a number of contributing countries have delayed making good their pledges and that their contributions to the Programme have been made in some 50 different currencies. Moreover, several countries (including the Soviet Union) have limited the convertibility of their contributions. The Soviet Government also stipulated at first that its contribution to the 1953 Programme (the only one to which it has so far pledged support) must be used to assist projects administered directly by the United Nations Technical Assistance Administration. Negotiations with the Director of UNTAA have however resulted in some relaxation of this condition. During the year Canada followed with interest the discussions on the administrative problems involved in the technical assistance programme, and, although not represented on ECOSOC, gave careful attention to the administrative changes which were initiated, or proposed, for the improvement of the financial procedures in the light of the discussions on these and other relevant questions.

From 1950 to June 1954 training facilities for some 246 United Nations trainees were arranged in Canada under both the Regular and Expanded Programmes of Technical Assistance, while at least 170 Canadians served abroad as United Nations experts during the period. During 1953 alone, 78 Canadian experts were engaged on United Nations or Specialized Agency technical assistance projects, some for a matter of only a few days, others for as long as the entire year.

Canadian participation in the Expanded Programme is, of course, in addition to the \$25,400,000 provided during 1953-54 for capital and technical assistance to the countries of South and Southeast Asia under the Colombo Plan. Out of that portion of the funds made available for technical assistance from the beginning of the Technical Co-operation Scheme to June 1954, facilities for about 209 Colombo Plan trainees were provided by Canada, while arrangements were also made to send some 51 Canadian experts and consultants and a variety of technical assistance equipment to the area.

Despite the progress made with the help of the various technical assistance programmes, it is apparent that the less developed countries still consider the flow of international capital to be inadequate in terms of their needs and of their aspirations. Through the United Nations, they have placed increasing emphasis on their need both for an expanded flow of private capital and for additional governmental and inter-governmental loans and grants-in-aid for the economic betterment of their countries.

Particular importance has been attached by the industrialized countries to the part which might be played by private investment in creating a real addition to the productive capacity of the under-developed countries. They have urged that the under-developed countries themselves could do much not only to create a climate for private foreign investment which would attract savings from the rest of the world but also to ensure that any international capital which is received makes an effective contribution to their economic growth. Within the United Nations, emphasis has been placed on a joint approach to the problem, and the need for action by both capital exporting and capital importing countries has been recognized. Following a resolution adopted by the General Assembly at its seventh session, an analysis of the international flow of private capital to under-developed areas has been carried out under the direction of the Secretary-General. Consideration of this analysis by ECOSOC at its session in the spring of 1954 resulted in the adoption of a new resolution recommending that countries seeking to attract private foreign capital should re-examine their domestic policies, legislation, and administrative practices with a view to improving the investment climate. For the capital exporting countries certain recommendations were also adopted. These countries were urged to impress on investors the importance of endeavouring to secure local capital participation in their foreign enterprises wherever appropriate and feasible and to adopt within the framework of their institutions taxation measures which would progressively eliminate international double taxation.

The United Nations has also considered whether additional resources from abroad, both public and private, might be made available through the establishment of an international finance corporation designed to help finance productive enterprises in under-

developed countries through the provision of equity investments and loans without governmental guarantees. Canada has expressed continued interest in this proposal, provided that examination shows it to be practicable and that sufficient financial support to warrant the establishment of a corporation seems likely to be forthcoming. The General Assembly evinced its most recent interest in a resolution approved on December 7, 1953, which Canada supported, urging those governments that had not already done so to give early consideration to the merits of establishing the corporation and to submit their views on the possibility of supporting it to the International Bank, which is preparing a second report to be taken up in ECOSOC at its summer session this year.

Another scheme for assisting in the economic development of under-developed countries relates to suggestions for the creation of a special fund (SUNFED) to aid in the acceleration of the economic development of under-developed countries with grants and long-term low-interest loans. At its sixth session, the General Assembly passed these questions on to ECOSOC, which in turn requested the Secretary-General to appoint a group of nine experts to prepare a detailed plan for the establishment of such a fund. Their report was considered at the sixteenth session of ECOSOC held in the summer of 1953 and a resolution was adopted transmitting the report to the General Assembly for further consideration. This resolution was coupled with a recommendation that governments should declare jointly that they were ready, when sufficient progress had been made in internationally supervised world-wide disarmament, to devote a portion of the savings thus achieved to such an international fund.

The general debate on economic development at the last session of the General Assembly began on October 12, 1953. The Canadian Representative stressed during the debate the important and beneficial role which external private capital has played in the Canadian economy, mentioned briefly what Canada had already done in the field of international economic development and reconstruction and stated that Canada recognized the desirability, when the necessary conditions existed, of establishing some form of international fund within the framework of the United Nations.

Two important resolutions, both of which Canada supported, were passed by the General Assembly on this question. The first declared that United Nations governments stood ready when sufficient progress had been made in internationally supervised world-wide disarmament to ask their peoples to devote a portion of the resultant saving to an international fund within the framework of the United Nations. The second asked governments for an indication of the degree of moral and material support which they would be prepared to make available for an eventual fund. It also invited these governments to comment on the report of the nine experts which dealt with the organization of the proposed fund. Finally the resolution appointed the former President of ECOSOC, Mr. Raymond Scheyven of Belgium, to collate the comments received and to submit a report to ECOSOC and to the General Assembly at its next session.

The Canadian response to the resolution, which was communicated to the Secretary-General in a letter dated December 23, 1953, recognized that under-developed countries are unable at the present time to mobilize sufficient resources to carry out their development at a desirable rate and "that the required amount of external assistance is not being provided by a natural flow of private investments from other countries". Accordingly, the Canadian reply went on to state that "the Canadian Government is in principle prepared to join with other countries in a position to help in support of the eventual establishment of an international development fund". To supplement action taken by recipient countries, however, the Government has come to the conclusion "that it would be practicable and worthwhile for a fund to be set up only when the countries mainly concerned are prepared to make resources available additional to those already being channelled to the under-developed countries to assist their development". The Canadian Government is, of course, "continuing to contribute to the development of the materially under-developed countries of the world through existing channels". But until circumstances, including progress in disarmament, are such that developed countries "are able to provide such additional resources, on a scale which would make the operations of an international fund worthwhile, the Canadian Government considers that it would be inadvisable to set up such a fund, and would not itself be prepared to contribute thereto".

The General Assembly has already expressed the view that agrarian conditions which lead to low agricultural productivity and low standards of living in many cases hinder general economic development. At its spring session in 1954 ECOSOC considered a report by the Secretary-General entitled *Progress in Land Reform* and recommended, among other things, that the International Bank give sympathetic consideration to loan applications from under-developed countries for land development projects.

Capital development in under-developed countries depends to some extent for its financing on proceeds from current exports and on the relation of such proceeds to the cost of necessary imports from more developed countries. Recent United Nations reports have stressed the important contribution which an improvement in the terms of trade (that is in the relation of the prices of imported manufactures to the prices of exported primary products) can make in providing additional resources to under-developed countries. At the seventh session of the General Assembly in 1952, a resolution was introduced by the Argentine Delegation which urged the maintenance of an adequate, just and equitable relation between the prices of manufactured and of primary products, and co-operation in establishing both multilateral and bilateral arrangements relating to individual primary commodities as well as groups of primary commodities and manufactured goods. It further requested the Secretary-General to appoint a group of experts to study the practical measures it might be advisable to adopt pursuant to these recommendations. A number of the developed countries, including Canada, doubted the wisdom of thus imposing rigidity upon the structure of

international prices and the resolution was adopted on a close vote of 24 in favour, 15 against (including Canada) with 10 abstentions. The group of experts, which reported at the end of 1953, recommended among other things the establishment of an inter-governmental trade stabilization commission to discuss and to propose courses of action designed to promote stability in primary commodity markets. After an examination of the expert study, ECOSOC at its seventeenth session in 1954 approved the establishment of a Permanent Advisory Commission on International Commodity Trade, which would have as one of its main tasks an examination of measures aimed at avoiding uneconomic fluctuations in the prices and value of primary commodities as well as measures for the maintenance of a "just and equitable relationship between the prices of primary commodities and the prices of manufactured goods in international trade". Consideration of the actual establishment and organization of the Commission was postponed to the eighteenth session of the Council, and member governments were asked to transmit to the United Nations their comments on the Advisory Commission together with their views concerning their participation. The Canadian Government, in informing the Secretary-General of its present views, noted that since it shared the doubts of the group of experts that additional machinery would be useful if the governments principally concerned were not willing to lend it their full support, it could not offer detailed comments on the Commission's terms of reference. The Canadian note added further that the commodity by commodity approach to international stabilization arrangements appeared the most likely to be successful and that the existing machinery, including the Interim Co-ordinating Committee for International Commodity Arrangements, had served and could continue to serve a useful purpose.

Studies on Internal Migration

Programmes of economic and social development, if they are to be successful, depend to a large extent upon the availability of comprehensive and accurate statistical data. At the eighth session of the General Assembly, the view was advanced that studies already undertaken by the Economic and Social Council, the Population Commission and the International Labour Organization had not sufficiently reflected the importance of the relationship between internal migration and economic and social development and that further study was required on the complex problems raised by population movements within the under-developed countries. A resolution was accordingly passed inviting ECOSOC to develop, in co-operation with ILO and other interested parties, a programme of studies on internal migration. Canada voted in favour of this resolution. The only opposition came from the Soviet bloc, which argued that the question fell within the domestic jurisdiction of states and was thus outside the competence of the United Nations.

At its seventeenth session in April 1954, ECOSOC considered the General Assembly's request and a report made by the Secretary-General on his consultations with ILO and decided without debate to refer the matter to the Population Commission.

Full Employment

In view of the undertaking expressed in Article 55 of the Charter to promote full employment, the Economic and Social Council has devoted a good deal of time to analysis of its economic causes and effects.¹ In accord with the several resolutions adopted by the Council itself and by the General Assembly, questionnaires have been circulated to member governments asking them to forward information regarding their domestic full employment policies and their policies regarding their balances of international payments and related matters. At the sixteenth session of the Council in the summer of 1953 the answers to the questionnaires covering the calendar years 1952 and 1953 were discussed together with three other agenda items touching on problems of full employment, and there was consequently a long and wide-ranging debate on the subject. Two of the items were reports previously requested by the Council: one from the International Monetary Fund regarding the adequacy of monetary reserves to meet temporary lack of equilibrium in the balance of payments, having in mind the desirability of promoting general convertibility of currencies and liberalization of trade and of creating conditions favourable to expanding international trade and high levels of production, consumption, employment and real income; the other from the Secretary-General on maintaining full employment while avoiding the harmful effects of inflation. The third item had been put on the agenda at the request of the International Confederation of Free Trade Unions and referred to the problem of reconverting industry, after the period of re-armament occasioned by the Korean War, in such a way as to avoid unemployment.

The item on reconversion after disarmament proved to be the most controversial. In its initial statement, the ICFTU outlined the problem and suggested that governments had an obligation to formulate their policies in this field at once, and should transfer resources to production contributing directly to human welfare. High wages, improved social security and reduced income tax for low income groups were suggested as necessary. One group of delegations, coming from the industrialized countries, stressed that the higher output expected by most member states in 1953 should cushion the effects of reconversion and that the problem should not be exaggerated, though governments had an obligation to channel disarmament savings with the maintenance of employment in mind. Another group considered that the expansion of financial aid to the under-developed countries was the only key to the problem and that the primary commodities largely produced by these countries must be assured stable prices in equitable relation to those of manufactured goods. Delegations of the Soviet bloc maintained that discrimination in trade against East Europe and the Peking Government was disrupting international trade and preventing full employment. Recent

¹See *Canada and the United Nations 1952-53*, pp. 33-34.

increases in unemployment in the West were due to the armaments race, which had distorted the economies of the countries participating. The Council rejected a Soviet bloc resolution on the removal of trade restrictions and adopted another which called upon governments to "take all practicable steps" to reduce obstacles to the development of normal and mutually beneficial trade. Some delegations pressed for an expert study, but the Council eventually adopted a resolution calling upon member governments to submit their views on measures they might consider necessary to prevent foreseeable adverse effects arising from the reduction of their own armaments and left it that the seventeenth session of the Council would consider the possible need of further action.

The Secretary-General had originally been requested to report to the fifteenth session of the Council on measures designed to reconcile the attainment and maintenance of full employment with avoidance of the harmful effects of inflation. At that session, in a preliminary statement, he noted the difficulty of isolating in past experience the influence of the high level of employment from other factors. He also stated the conclusion that counter-measures for inflation involved decisions in which political considerations were of paramount importance, and finally that the problem of preventing inflation in the course of rapid economic development appeared to be inseparable from the general framework of this latter subject. The Council nevertheless requested the Secretary-General to prepare for its sixteenth session a classification of the types of inflation associated with high levels of economic activity and to give a list of relevant recent studies. Members of ECOSOC who had had experience in dealing with such inflation were asked to give the Council the benefit of their experience. The Secretary-General in his further report listed four general types of inflation, stated that the pattern of measures to combat them would necessarily vary from country to country and suggested that the most effective way of furthering enquiries would be to obtain studies representing the views of governments on appropriate corrective measures, which the Secretariat could analyze for consideration by ECOSOC.

The pattern of debate on this subject at the sixteenth session of the Council followed that on the reconversion of industry after disarmament which was described above and a similar resolution was adopted which requested member governments to submit their views, and the Secretary-General to prepare a summary of them for the seventeenth session of ECOSOC, which would decide whether it would be advisable to appoint a committee of experts to pursue the studies further.

The report of the International Monetary Fund on the adequacy of monetary reserves stressed the fact first, that monetary reserves were not intended to finance a permanent lack of equilibrium in balance of payments; second that there was a high degree of interaction between the effect of domestic monetary and fiscal policies on the amount of a country's reserves and the effect of the amount of such reserves on the domestic monetary and fiscal policies; third that a world-wide distribution of monetary reserves in accord with the apparent need for them was incompatible with the distribution

of the real resources of any country in accordance with the highest priority for their use. The Fund considered, however, that supplementary reserves should be supplied quickly in response to need, on liberal terms and in adequate amounts. The Council noted with appreciation this statement of policy, and the importance of the question of monetary reserves in discussing full employment and requested the Fund to keep the matter under study and report again in 1954.

The seventeenth session of the Council in April 1954 postponed consideration of full employment to the eighteenth session, when it will be combined with the debate on the world economic situation.

Social Questions

Freedom of Information

Various organs of the United Nations have devoted considerable time to discussing ways of protecting and encouraging freedom of information ever since 1946, when the first session of the General Assembly approved a Philippine proposal to hold a conference on the subject. These discussions have shown that the problem of safeguarding free speech is complex, and that in the modern world there is no simple, universal formula to solve it once and for all.¹

Freedom of information was not dealt with at the sixteenth session of the Economic and Social Council in June-July 1953. The eighth session of the General Assembly, however, considered the subject and adopted a two-part resolution by a vote of 53 in favour (including Canada) none against and 6 abstentions. The first part asked ECOSOC to give priority to consideration of the subject at its seventeenth session, and requested the Secretary-General to complete in time for that session the report on a programme of concrete action for the development of information facilities in under-developed regions of the world called for by General Assembly Resolution 633 (VII) of December 16, 1952. The second part invited the Secretary-General to ask those information enterprises and national and international professional associations which have not yet replied to his previous inquiry to submit their views on the organizing of an international conference to prepare the final text of an International Code of Ethics for the use of information personnel. Provided a representative group of them expressed a desire to do so, he was to co-operate with this group in organizing such a conference. The Canadian Representative voted for this part of the resolution after it had been amended to make clear that the initiative for calling the conference would remain with the profession itself, since the Canadian view is that the formulation of such a code is not primarily a matter for governments to decide.

The seventeenth session of ECOSOC in April 1954 considered the original report of the special Rapporteur on Freedom of Information, Mr. Salvador P. Lopez of the Philippines, which had been submitted in May 1953, and also a supplementary report bringing the first up to date. This latter report quoted surveys undertaken by Press Associations which stressed the serious menace to freedom

¹See *Canada and the United Nations 1952-53*, pp. 39-41.

of the press offered by censorship, and contained documented references to the state of press freedom in many parts of the world. Speaking before the Council on April 9, 1954, Mr. Lopez affirmed that "free exchange of information and ideas between peoples is at least as necessary a condition of peace as is the exchange of material goods between them". The Council adopted in all 12 resolutions on freedom of information, many of them following upon recommendations made in the reports. They cover almost every aspect of the gathering and international transmission of news and in addition to suggesting that the Secretary-General or the appropriate Specialized Agencies undertake various studies, they urged upon governments co-operation in such matters as facilitating the transmission of outgoing news despatches; offering extended opportunities for professional training in the use of information media; implementing measures to facilitate the work of foreign correspondents and endeavouring to reach agreement on the equitable international allocation of radio frequencies. Governments were also urged to adhere to the International Copyright Convention. A resolution on the encouragement and development of independent domestic information enterprises, among other things drew the attention of governments of the under-developed countries to the possibility of seeking technical assistance for this purpose; recommended that UNESCO increase its aid to such governments; and reminded the United Nations and Specialized Agencies of the desirability of continuing to give due prominence to information about countries whose domestic information enterprises cannot reach a foreign public. The twelfth resolution, on production and distribution of newsprint and printing paper, recommended that the Food and Agriculture Organization continue to pay due attention to requests by governments for services and advice on pulp and newsprint and that the United Nations and the Specialized Agencies particularly concerned continue to co-operate in seeking new measures to deal with the newsprint problem. These recommendations will appear in the Council's report and may be debated at the ninth session of the General Assembly. Since Canada is not at present a member of ECOSOC, there was no official statement of Canadian views on the various aspects of freedom of information which were considered at the Council's seventeenth session.

Human Rights

One purpose of the United Nations, as expressed in the Charter, is "to achieve international co-operation . . . in providing and encouraging respect for human rights and for fundamental freedoms for all". To aid in the fulfilment of this objective, the Economic and Social Council early in 1946 established a Commission on Human Rights and, the General Assembly having decided in 1947 that an International Bill of Human Rights should be drawn up, the task of preparing it was assigned to the Commission.¹ The first step of the work was completed when the General Assembly on December 10, 1948, unanimously adopted the Universal Declaration of Human Rights. Since then, the more difficult task of drafting a multilateral

¹See *Canada and the United Nations 1952-53*, pp. 53-54.

treaty on human rights has occupied the various organs concerned. Since 1951, two draft Covenants on Human Rights have been under preparation, one on Civil and Political Rights, the other on Economic, Social and Cultural Rights. Recently, discussion has centred on the difficult problem of measures of implementation, particularly on the desirability of including a federal state clause which would meet the constitutional requirements of non-unitary states; and on the inclusion of an article on the "right of self-determination".¹

At its sixteenth session in the summer of 1953, ECOSOC requested the Commission on Human Rights to complete the drafting of the Covenants on Human Rights during its tenth session in 1954, and invited member states, the Specialized Agencies, and the non-governmental organizations concerned to submit their comments on the draft Covenants. It also transmitted to member governments and Specialized Agencies for their comments the three proposals presented to the Commission last year by the United States for a Human Rights Action Programme. These proposals were brought forward by the United States Representative when it was announced that the United States would not sign the two Covenants on Human Rights. They would call for biennial reports from member states on developments and progress in the field of human rights; provision of technical assistance to governments to help in the eradication of discrimination and protection of minorities within their own territories, and the initiation by the Commission on Human Rights of a series of studies on a world-wide basis of specific aspects of human rights. The expert advisers appointed by the Secretary-General to carry out these studies would have access to information made available to the United Nations by member states, by Specialized Agencies and non-governmental organizations having consultative status; and to the information supplied to the Commission by the Secretary-General regarding communications about human rights received from private sources.²

A number of resolutions on human rights were debated during the eighth session of the General Assembly, and some of them were not adopted but were referred to the Commission for further consideration. Thus, it proved impossible to agree whether a federal state clause should be included in the Covenants, chiefly because some delegations sought to represent such a clause as a device to evade full implementation of the Covenants. During the debate the Canadian Representative, who supported the reference to the Commission, pointed out that, owing to the subjects dealt with by the Covenants, in the absence of a federal state clause it would be impossible for Canada to ratify the Covenants "short of a drastic overhaul of its basic constitutional arrangements". The Assembly also referred to the Commission on Human Rights for consideration a resolution suggesting the addition to the Covenants of provisions recognizing the right of petition. Another resolution, requesting the Commission to study at its tenth session the United States Human Rights Action Programme, together with the comments and debates thereon, was adopted by a vote of 47 in favour (including Canada) 5 against (Soviet bloc) and 6 abstentions (Arab states and India).

¹See "Self-Determination of Peoples" below, page 49.

²See *Canada and the United Nations 1952-53*, pp. 53-54.

The Canadian Government's stand on a federal state clause was reiterated in a statement submitted to the Secretary-General and published on March 10, 1954. It declared first, that "in the absence of a satisfactory Federal State clause, Canada could not become a party to the Covenants, due to the nature of its constitution which divides legislative powers concerning Human Rights between the national parliament and the provincial legislatures"; and second, that the Government appreciated the motives underlying the Commission's work but believed that the articles of the draft Covenants contained "many serious defects".

At its tenth session (February 23 - April 16) the Commission on Human Rights completed its work on the draft Covenants. After a full debate, during which the Australian Representative sponsored an effective federal state clause for the Covenants, the Commission finally adopted by a margin of one vote a Soviet draft article that would extend the provisions of the Covenants to all parts of federal states "without any limitations or exceptions". If this article remains in the Covenants, it will mean that federal states will not be relieved of obligations which it would be constitutionally impossible for them to undertake. The Commission, however, also voted to refer to the General Assembly the question of whether or not to include in the Covenants a general reservations clause permitting states to accede to the Covenants with reservations. Two proposals for draft articles on the right of petition were finally withdrawn, and a proposed article on the right to property was defeated.

At the same session, the Commission elected two members to fill vacancies on its Sub-commission on Prevention of Discrimination and Protection of Minorities, and requested ECOSOC to authorize annual meetings of up to six weeks duration for the Sub-commission. Continuation by the Sub-Commission of a study of discrimination in education was approved, and several recommendations made regarding the Sub-commission's programme of work. Action on the United States Human Rights Action Programme was postponed to the next session.

The report of the Commission on Human Rights is under discussion at the eighteenth session of ECOSOC and the subject will probably be debated again at the General Assembly in the fall of 1954.

Slavery

Under the International Slavery Convention of 1926 (ratified by Canada on August 6, 1928) the signatories undertook to suppress the slave trade and bring about the complete abolition of slavery in all its forms. But the continuance of slavery and related practices is still a problem, and the Economic and Social Council in 1953 recommended that nations adhere to the 1926 Convention, that the United Nations take steps to assume the functions exercised by the League of Nations under it, and that the desirability of a supplementary convention be examined.¹

On October 23, 1953 the General Assembly approved a Protocol transferring to the United Nations the functions exercised by the League of Nations under the 1926 Convention. Canada signed this

¹See *Canada and the United Nations 1952-53*, p. 46.

Protocol without reservation as to ratification on December 17, 1953. Twenty-four ratifications or signatures without reservation as to ratification are required before the Convention will be considered a United Nations instrument.

A draft Supplementary Convention, based on the recommendations of the Secretary-General and those of an *Ad Hoc* Committee of experts set up by ECOSOC in 1949, which would extend the provisions of the 1926 Convention to include institutions and practices analogous to slavery, has been circulated to member governments for comment. In a Note of January 18, 1954 to the Secretary-General, the Canadian Government submitted its views stating that it strongly desired the abolition of slavery and the slave trade in all their forms, and saw benefit in the proposal, but considered first, that effective action by governments concerned would be required to eradicate the practices referred to, and second, that in countries like Canada where no slavery or analogous institutions exist, the governments concerned should not be required to take positive action to implement the provisions of the proposed Supplementary Convention, since action would in this case accomplish nothing. It was suggested therefore that such countries should be permitted to make a reservation with respect to the enactment of legislation and the filing of annual returns or, alternatively, that an article or clause should be included to ensure that these provisions would not be binding upon them. Otherwise, owing to the distribution of legislative power in Canada, the implementation of some provisions would create constitutional problems and the Canadian Government would find it difficult to participate in a Supplementary Convention along the lines proposed.

The seventeenth session of ECOSOC adopted two resolutions on slavery on April 29, 1954. One recommended that all states accede to the 1926 Convention and the Protocol and provide further information concerning slavery in their own countries, and appointed Mr. Hans Engen of Norway to prepare a summary of this information for consideration at the nineteenth session. The other invited all governments and the International Labour Organization to submit comments on another draft Supplementary Convention, prepared by the United Kingdom, and on any other drafts that might in future be submitted.

Self-Determination of Peoples

Discussion of the right of peoples to "self-determination" has become a recurring element of United Nations debates on human rights in general, and at its sixth session in 1950, the General Assembly called for the inclusion in the Covenants on Human Rights of an article on the right of peoples to decide their own destiny. The resolution also requested the Commission on Human Rights to prepare recommendations concerning international respect for the self-determination of peoples. The Commission prepared one recommendation that member states administering dependent territories should grant demands for self-government, the popular will being ascertained by plebiscites under United Nations auspices, and another recommendation that these member states should voluntarily submit information on the exercise of self-determination by, and the political

progress of, the peoples in territories under their jurisdiction.¹ At its seventh session the General Assembly adopted the two recommendations, with some amendments, and instructed the Commission on Human Rights to continue preparing recommendations on this subject.

The Commission on Human Rights was not able to prepare further recommendations by the time the eighth session of the General Assembly met in 1953, but it had in the meantime included in the Draft Covenant on Civil and Political Rights an article containing special provisions for the implementation of the right of self-determination. A number of delegations at the eighth session were dissatisfied with the Commission's failure to act on the directive given at the previous session and a resolution was finally proposed which asked the Commission to give due priority to the preparation of recommendations on self-determination at its next session. The resolution was approved by a vote of 43 in favour, 9 against and 5 abstentions (including Canada). In explanation of Canada's abstention the Canadian Representative doubted the wisdom of such a directive to the Human Rights Commission. It was not clear what was meant by "due priority" and it was, in any case, the opinion of the Canadian Delegation that the Human Rights Commission should be encouraged to concentrate on completing the Draft Covenants on Human Rights which had been before it for a number of years.

At its tenth session, in April 1954, the Commission on Human Rights, of which Canada is not at present a member, passed a resolution recommending that the General Assembly establish two commissions to deal with the matter of self-determination of peoples. One of these commissions would conduct a survey of the status of the right of self-determination and make recommendations for strengthening it. The other would examine any situation resulting from alleged denial or inadequate realization of the right of self-determination.

Forced Labour

An examination of the prevalence of forced or "corrective" labour has been occupying the Economic and Social Council since 1948, and in 1951 there was set up an *Ad Hoc* Committee on Forced Labour under the joint auspices of the United Nations and the International Labour Organization.² The members of the Committee, Sir Ramaswami Mudaliar of India, Mr. Paal Berg of Norway and Mr. Enrique Garcia Sayan of Peru, were charged with the task of studying the nature and extent of systems of forced or corrective labour. The Committee's final Report, a document of some 600 pages, was submitted in June 1953. It stated that the inquiry had revealed the existence in the world of two principal systems of forced labour, the first employed as a means of political coercion or punishment for holding or expressing political views, the second for important economic purposes. In the opinion of the Committee, evidence had been submitted to them of systems of forced labour of so grave a nature that they seriously threatened fundamental human rights and

¹See *Canada and the United Nations 1952-53*, pp. 43-44.

²See *Canada and the United Nations 1950*, pp. 74-75.

jeopardized the freedom and status of workers, in contravention of the obligations and provisions of the Charter of the United Nations.

The report was issued too late for consideration by the sixteenth session of ECOSOC in July 1953, but at the request of the United States Government an item entitled "Evidence of the Existence of Forced Labour" was included in the agenda of the eighth session of the General Assembly. In the course of the debate, a number of delegations, including those of the United States and several Latin American countries, strongly condemned the countries of the Soviet bloc on the basis of the Committee's findings that systems of forced labour existed in those countries. In reply, the Soviet Representative described the Committee's Report as a concoction of lies and slanders. He declared that his country regarded the right to work as an essential right of all citizens and he made the counter-charge that the capitalist economic system of the United States in fact condemned its workers to forced labour. A resolution was passed inviting ECOSOC and the ILO to give early consideration to the Report of the *Ad Hoc* Committee and requesting the Secretary-General to ask governments which have not yet provided information to the *Ad Hoc* Committee to submit such information before the seventeenth session of ECOSOC.

In supporting this resolution the Canadian Representative said that certain facts regarding forced labour had emerged clearly from the legislation and policies of the governments concerned and did not depend on the conclusions or findings of the *Ad Hoc* Committee, the report of which was not officially before the Assembly. Action on the report of the Committee was, however, a matter of urgency, for in the six years since the problem of forced labour had first been brought to the attention of ECOSOC, no fewer than six nations had passed legislation establishing or extending systems of forced labour. The Canadian Representative appealed to all members of the United Nations to co-operate in solving this problem and expressed the hope that those who voted for the resolution would be taking the decision expected by all who believed in human dignity and who stood against punishment on the grounds of political, cultural and religious ideologies.

The Council discussed the Report of the *Ad Hoc* Committee at its seventeenth session in April 1954 and passed a resolution which commended the Committee for its work; invited the ILO to continue consideration of this question; condemned systems of forced labour; appealed to all governments to re-examine their laws and practices; requested the Secretary-General and the Director-General of the ILO to prepare a report setting out whatever further replies may be received from governments and any new information on forced labour submitted by governments, Specialized Agencies and non-governmental organizations; and transmitted this resolution to the ninth session of the General Assembly.

The Governing Body of the ILO, on which Canada is represented, discussed the Report of the *Ad Hoc* Committee at two of its meetings in 1953 and decided to appeal to governments which have not yet ratified the four ILO Conventions dealing with forced labour to give

prompt consideration to ratification; to invite metropolitan governments to consider applying the four Conventions to all their non-metropolitan territories; to consider revising the Forced Labour Convention of 1930 to provide for complete suppression of all forms of forced or compulsory labour; and to affirm the ILO's willingness to intensify its efforts toward the abolition of forced labour of an economic character.

Refugees

Though the International Refugee Organization came to an end in 1952, there are probably still about 1,500,000 people, approximately half of them in Europe, who come within the principal category of the United Nations definition of refugees, that is persons who are outside the country of their normal residence because of fear of persecution.¹ This does not include the many thousands who have fled from Eastern Germany but are still within their own country where they have the rights of nationality.

The mandate of the principal international body concerned, the Office of the United Nations High Commissioner for Refugees, extends to those whose refugee status pre-dates January 1, 1951, though certain groups of these, such as the Palestine Arab refugees, are dealt with by other United Nations agencies. The Office was continued by the eighth session of the Assembly for a further period of five years from January 1, 1954, and Dr. G. J. van Heuven Goedhart was re-elected High Commissioner for the same period. The Canadian Delegation supported this resolution and expressed appreciation of the High Commissioner's ability and the devotion he accords to his humanitarian task, in which Canada is deeply interested.

Outside the United Nations, the Council of Europe has appointed a special representative to study refugee problems and submit proposals for their solution; the United States Government has aided many refugees through its Escapee Programme; the Intergovernmental Committee for European Migration has been concerned with resettling certain groups of refugees; and many voluntary agencies have carried on welfare and resettlement work.

In seeking permanent solutions to the refugee problem, the High Commissioner has co-operated with the countries of residence of the refugees in schemes of economic integration and with countries of emigration and the Intergovernmental Committee for European Migration in the resettlement of refugees. But there remain under his mandate some 350,000 refugees who are not completely assimilated.

During the past year the High Commissioner has been giving special attention to the situation of refugees in need of emergency aid, those still living in camps and those requiring special care for whom no satisfactory arrangements have yet been made. The number of "difficult cases" of refugees who are the concern of his office has steadily increased, but by personal approaches to ten governments he has placed 307 refugees of this class from among those in China. In Europe there are more than 87,000 refugees still living in official camps, many of whom have been in the camps for eight or nine years.

¹See *Canada and the United Nations 1952-53*, pp. 41-43.

One project promoted during the past year is a camp adoption scheme by which communities or organizations agree to take a continuing interest in a particular camp. The United Nations Refugee Emergency Fund having been exhausted by the end of 1953, the High Commissioner again appealed for contributions. Canada is contributing in 1954 a further \$50,000 for the relief of the refugees in China (the largest single charge on the Fund), and \$50,000 to the Intergovernmental Committee for European Migration for re-settlement.

An important step in international action for the protection of refugees, which is one of the major concerns of the High Commissioner, was the coming into force of the Convention relating to the Status of Refugees. This Convention, which was signed at Geneva in 1951, needed six ratifications or accessions to enter into force. The deposit of an instrument of accession by Australia, the sixth state to ratify or accede to the Convention, brought it into force on April 22, 1954. It establishes minimum rights for refugees as regards wage-earning, employment, education, public relief and religion, and sets forth a procedure for the issuance of travel documents. In Canada, the Convention is receiving study in the light of existing legislation and the division of responsibility between federal and provincial governments.

Statelessness

The United Nations Conference held at Geneva in July 1951 which drew up the Convention on the Status of Refugees¹ also had before it a Draft Protocol on the Status of Stateless Persons, intended to apply the provisions of the Convention on Refugees to stateless persons. The Conference decided, however, that the Draft Protocol required further study and took no action on it.

In accordance with a recommendation made by the Economic and Social Council at its seventeenth session, that a new conference of plenipotentiaries to revise the Draft Protocol should be convened, the Secretary-General of the United Nations is canvassing the governments represented at Geneva in 1951 on the possibility of holding a new conference in September 1954.

Meanwhile, at its fifth session in 1953, the International Law Commission completed work on a Draft Convention on the Elimination of Future Statelessness and another on the Reduction of Future Statelessness and submitted them to member governments for comment.

The Canadian Government has stated that, with some modifications, the Draft Convention on the Reduction of Future Statelessness would more nearly coincide with existing Canadian law and policy than the Draft Convention on the Elimination of Future Statelessness. The latter Convention, for example, would prohibit deprivation of nationality by way of penalty where statelessness would result, whereas the Canadian view is that there exist certain cases of disloyalty in which deprivation of citizenship is justified.

¹See "Refugees" above pp. 52-53.

Programme of Concerted Practical Action in the Social Field

In recent years a number of countries have advocated a detailed examination of the activities of the United Nations and the Specialized Agencies in the social field, to ensure an effective concentration of efforts and resources,¹ and a Report on a Programme of Concerted Practical Action has been prepared. At its sixteenth session in 1953, the Economic and Social Council drew up a resolution on this subject for submission to the General Assembly.

This resolution expressed agreement with the Secretary-General and the heads of the Specialized Agencies that there was need for re-orientation and concentration of effort, wider geographical coverage, improvement of methods and techniques, additional resources and full governmental and popular co-operation; and stated that special attention should be devoted to broader sources of international financing of international social and economic development and to the needs of under-developed areas. It also set out general principles for assistance to governments and listed eight kinds of projects on which a concerted programme should concentrate. As an immediate objective, particular attention should be paid to assisting governments by:

- (1) promotion and implementation of community development projects;
- (2) rapid development of training programmes for professional and technical personnel;
- (3) development and strengthening of national and local organizations for administering social programmes.

At the eighth session of the General Assembly strong differences of approach emerged during the discussions. Some delegations took the view that economic development must be accompanied by corresponding social progress. Others argued that economic development was the only possible foundation for improvement in the general standard of living. While the majority opinion was that social progress could not be forced beyond the economic capacity of countries and the limited resources of the United Nations, others urged a more energetic approach. A resolution passed on October 23, 1953 by the General Assembly invited the Secretary-General and the Specialized Agencies to keep in mind the principles, methods and techniques defined by ECOSOC, recommended that the Council add to the programme a paragraph on improving health, education and social welfare in the non-self-governing territories and trust territories, and requested it to keep the development of the programme under review and to report progress to the General Assembly.

Canada voted in favour of this resolution. In the Third Committee of the Assembly the Canadian Representative made three main observations: first, that one of the most valuable results of the effort to formulate a programme of concerted practical action in the social field has been the concentration of effort in certain clearly defined areas where there is some prospect of worthwhile results; second, that as a result of drawing up the proposed programme the true role and functions of the United Nations in the social field have emerged

¹See *Canada and the United Nations 1952-53*, pp. 38-39.

more clearly than before; third, that it was hoped governments would now give the programme a chance to evolve and develop over a reasonable period.

Recognition and Enforcement Abroad of Maintenance Obligations

Since the Second World War the number of women and children abandoned by those responsible for their support, who have moved to another country, has increased and it is often extremely difficult to enforce rights of maintenance against a man living in another country. Concerned at this situation, the Economic and Social Council in 1952 requested the Secretary-General to convene a Committee of Experts to draft a model convention or a model law on the recognition and enforcement abroad of maintenance obligations.

The eighth session of the General Assembly requested ECOSOC to do its utmost to complete work on this question in time to report to the ninth session.

At its seventeenth session in April 1954, ECOSOC considered a Draft Convention on the Recovery Abroad of Claims for Maintenance and a Draft Model Convention on the Enforcement Abroad of Claims for Maintenance prepared by the Committee of Experts. The first Convention would provide means for a resident of one country to obtain an order for maintenance against a resident of another country in the courts of the other country. The second would provide a model of the machinery necessary to enable a person who has obtained a maintenance order in his own country to have it enforced in another country.

The Council has transmitted both Draft Conventions to governments for their consideration, has enquired whether member states think it desirable to call a conference to complete the first Convention, and has recommended the use of the second Convention as a guide in the preparation of bilateral treaties or legislation. In Canada this subject is a matter of provincial jurisdiction.

Programmes of Assistance

Aid for Children

From the time of its establishment by the General Assembly in 1946 until 1950, the United Nations International Children's Emergency Fund carried out programmes of immediate relief for children of war-devastated countries, principally in Europe. In 1950 the General Assembly authorized the Fund to undertake for a three-year period ending December 31, 1953, long-range welfare projects for needy children in under-developed countries throughout the world.¹

ECOSOC considered the future of the Fund during the summer of 1953, and unanimously recommended its continuance for an indefinite period. The General Assembly, to which the recommendation was transmitted, at its eighth session adopted, again unanimously, a resolution providing for the continuation of UNICEF pursuant to the pertinent provisions of previous resolutions (Resolutions 57 (I) and 417 (V)) "with the exception of any reference to

¹See *Canada and the United Nations 1952-53*, pp. 37-38.

time limits contained in these resolutions". The Assembly decided at the same time to change the name of the organization to the United Nations Children's Fund, although the symbol UNICEF was retained. The policies of the Fund continue to be established by a 26-nation Executive Board, the members of which are elected by ECOSOC either directly or through membership in the Social Commission. Canada has been on the Board since 1946 and in 1952 was re-elected to serve until December 31, 1955.

The activities of the Fund extend into 69 countries and cover many aspects of maternal and child welfare. During 1953, for example, approximately 9,000,000 children were vaccinated against tuberculosis and 1,000,000 mothers and children were treated against yaws, bejel and prenatal venereal disease. About 9,000,000 mothers and children were protected against malaria and typhus and 1,500,000 received daily rations under long-range nutrition programmes. The activities of the Fund will be substantially increased during 1954 as a result of the increase in the number and total amount of contributions received last year. During 1953, 53 governments, as against 39 in 1952, contributed \$14,245,000 to the Fund, as against \$10,781,000 last year. The Canadian Government contributed \$500,000 this year bringing the total of its contributions to \$8,975,050. In addition, private contributions in Canada since the inception of the Fund amount to more than \$1,500,000.

Aid for Korea

From the outbreak of hostilities in Korea, the United Nations has concerned itself with the necessity of helping the Korean people to repair the ravages of war in their country. On July 31, 1950, the Security Council requested the Unified Command to exercise responsibility for determining the relief needs of the civilian population, and asked the Secretary-General to transmit to it all offers of assistance received. This Emergency Relief Programme has continued since then to supply immediate needs in the form of food, clothing, medicines and so on. The latest official figures indicate that 36 countries have made contributions in kind amounting in all to \$407 million of which \$395 million has been contributed by the United States. The Canadian Government has contributed 2,500 tons of salt cod worth \$750,000 (Canadian). A number of Canadian voluntary agencies also continue to make contributions in kind.¹

On December 7, 1950 the General Assembly adopted a resolution establishing the United Nations Korean Reconstruction Agency, which was to be concerned chiefly with the long-term rehabilitation of Korea. The Agency is administered by an Agent-General assisted by a small Advisory Committee under the chairmanship of Canada which was elected by the General Assembly.² The prolongation of hostilities prevented the Agency from beginning its main task until September 1952, though it was able to carry out some limited operations and to enter into agreements with the Unified Command which delineated areas of responsibility. After the signing of the

¹See *Canada and the United Nations 1952-53*, p. 36.

²The other members are India, the United Kingdom, the United States and Uruguay.

armistice on July 27, 1953, plans for a combined programme were developed in consultation among the Government of the Republic of Korea, UNKRA, the United Nations Command Economic Co-ordinator, and the Korea Civil Assistance Command, which is now concerned with the implementation of the United Nations Emergency Relief Programme and with the \$200 million programme of economic rehabilitation inaugurated by the United States Government shortly after the armistice. A formal agreement concerning the implementation of UNKRA programmes was signed with the Government of the Republic of Korea on May 31, 1954.

When UNKRA was first established, it was estimated by the Economic and Social Council that the cost of its programmes for the initial period of about a year would be \$250 million, and a Negotiating Committee for Extra Budgetary Funds of seven members, including Canada, was set up to ascertain what member and non-member states might be willing to contribute. Pledges received towards this amount at the time of writing were about \$209 million (U.S.) of which approximately \$98 million had been paid. The Canadian Government has paid its pledge of \$7,250,000 (Canadian) in full. The United Kingdom has pledged \$28 million of which \$17 million is paid and Australia \$4 million of which \$2,450,000 has been paid. The United States has pledged \$162,500,000 making it a condition that the United States contribution should not exceed 65 per cent of the total. Under this formula, the United States has so far paid \$65,750,000 of its pledge and will be unable to make further payments until more pledges are made good or additional contributions received.

Late in 1952 UNKRA was able to begin implementation of a programme of \$70 million for 1952-53, which included projects for the development of agricultural research, irrigation and land reclamation, the rehabilitation of damaged industrial plants, electric power, the installation of port facilities and railroads, the development of Korean coal fields for local needs, the initiation of a housing programme, the restoration of schools and libraries, and the importation of certain commodities such as grain and fertilizer to counteract inflation and provide the Agency with the local currency necessary to carry out its reconstruction programme. This programme was successfully completed in the fiscal year 1953-54. The programme of \$130 million originally planned for that year was revised in the light of developments after the armistice and a new target of \$85 million set, a substantial part of which has been implemented, on the basis of probable receipt of pledges. At the same time, the Agency made plans for a 1954-55 programme of \$110 million. Both these programmes were approved at the eighth session of the General Assembly by a vote of 52 in favour (including Canada) none against and 5 abstentions, in a resolution co-sponsored by Canada which expressed concern over the fact that sufficient funds were not available to implement the Agency's programmes and urged all governments to give immediate consideration to the prompt payment of pledges already made or to the making of contributions. At the same time the General Assembly requested the Negotiating Committee for Extra Budgetary Funds to undertake negotiations with governments to this end. In spite of the efforts of the Negotiating Committee and of

repeated appeals by the Agent-General, relatively little progress has been made and the financial situation of the Agency is becoming increasingly difficult.

Assistance to Palestine Refugees

The United Nations Relief and Works Agency for Palestine Refugees in the Near East, the Director-General of which was to be assisted by an Advisory Commission of six member states, was established by the General Assembly in 1949 to provide for the relief and resettlement of about 950,000 refugees left homeless by the hostilities in Palestine in 1948.

Under a three-year plan approved in 1952 (the Blandford Plan) UNRWA was to undertake a \$250 million programme for the combined relief and rehabilitation of the refugees. Of the total sum \$50 million was to be devoted to immediate relief expenditures on a decreasing scale up to June 30, 1954, when it was expected that all the refugees would be resettled and the Agency's operations would end. Though UNRWA has been able to launch a limited number of projects for long-term rehabilitation, it soon became apparent that the re-integration of refugees would be much slower than expected and that heavy expenditures for relief would continue to be necessary, and the Assembly has accordingly twice authorized an upward revision in the relief budget.¹

On June 30, 1953, as the Director-General reported to the eighth session of the General Assembly, 872,000 refugees were still unsettled. In a report submitted jointly with the Advisory Commission, he accordingly recommended that the mandate of the Agency be extended as an interim measure from June 30, 1954 to June 30, 1955 on the understanding that a thorough examination of the refugee problem in all its aspects would be prepared for consideration at the ninth session in 1954. The Assembly approved this recommendation by a vote of 52 in favour (including Canada) none against and 5 abstentions. An increase in the 1953-54 relief budget from \$18 million to \$24.8 million was authorized and a tentative relief budget of \$18 million for 1955 approved.² In common with a number of other countries, Canada expressed concern at the limited progress achieved in the resettlement of refugees and urged the Arab countries concerned and Israel to co-operate as fully as possible in solving the problem.

Canada is one of the largest contributors to the relief of Palestine Arab refugees, its total contributions since 1948 being slightly over \$3.5 million, including \$500,000 which in April 1954 was made available for the 1953-54 UNRWA budget. In making this contribution the Canadian Government indicated that its future financial support would be dependent upon the progress made towards a final settlement of the refugee problem. On December 31, 1953 the total of all government contributions to UNRWA (exclusive of unpaid pledges) was \$133,534,842.

¹See *Canada and the United Nations 1952-53*, pp. 36-37.

²An increase in the membership of the Advisory Commission was also authorized and as a result Belgium and Lebanon were added. The other members are Egypt, France, Jordan, Syria, Turkey, the United Kingdom and the United States.

Assistance to Libya

On August 3, 1953 the Economic and Social Council, which had been asked by the General Assembly to study how the United Nations might help to finance the urgent programmes of social and economic development in the new Libyan state,¹ recommended that all governments able to do so should be invited to provide financial and technical assistance to aid Libya's economic development "in the spirit of the United Nations Charter and within their possibilities". The recommendation did not seek to discourage bilateral aid outside the United Nations, although several states had considered this prejudicial to Libya's independence.

At the eighth session of the Assembly in December 1953 Libya's spokesman indicated that a 45 per cent deficit in the \$17,000,000 regular budget was being met by friendly states. Devastated during the war, however, the country badly needed additional United Nations aid for its development budget.

The debate revealed little prospect of special contributions under United Nations auspices, but since many believed the United Nations should provide at least an opportunity for such contributions, a resolution to that effect jointly sponsored by the Arab states, Indonesia, Pakistan and Turkey was adopted without opposition. Only the Soviet bloc abstained.

Transport and Communications Questions

The Transport and Communications Commission will not meet again until 1955, but several of its projects have this year occupied the attention of other organs of the United Nations.²

At its sixth session the Commission had recommended that the Protocol on a Uniform System of Road Signs and Signals should be opened for signature by the Secretary-General. The Economic and Social Council, however, instructed the Secretary-General to continue his consultations concerning the contents of the Protocol and the date it should be opened for signature. By April 1954, of the replies received from 33 governments only eight had indicated readiness to sign without reservation. The Council accordingly requested the Transport and Communications Commission at its next session to consider what further action might be deemed desirable.

The fifteenth session of ECOSOC had instructed the Secretary-General to inquire whether governments would make experts available to correlate studies on the pollution of sea-water for transmission to the proposed Intergovernmental Maritime Consultative Organization. But the United Kingdom Government, in view of the increasing seriousness of the problem of pollution of the sea by oil, summoned a conference which met in London April 20 - May 12, 1954. Forty-two countries, including Canada, were represented at the conference, or sent observers. It prepared an International Convention for the Prevention of the Pollution of the Sea by Oil, which will come into effect 12 months after ten governments (including 5 countries of not less than 500,000 tons gross of tanker tonnage) have become party. Canada has signed subject to acceptance.

¹See *Canada and the United Nations 1951-52*, pp. 24-25.

²See *Canada and the United Nations 1952-53*, p. 50.

Ratifications of the convention setting up IMCO have been coming in slowly and ECOSOC in July 1953 asked the 14 governments which had already accepted to consider how ratifications could be speeded up.¹ At the initiative of the United Kingdom Government, these 14 governments (including Canada) attended a conference in London October 27-28, 1953, and agreed to take appropriate action. Diplomatic representations have been made to a number of countries as a result. Since the conference, Egypt has ratified the Convention. Six more ratifications or acceptances will be required before IMCO can be established. At its seventeenth session ECOSOC requested the 14 countries to continue their efforts.

Acting upon a recommendation made by the Transport and Communications Commission, ECOSOC, by Resolution 468 F (XV), instructed the Secretary-General to convene a conference of governments to conclude two conventions relating to customs formalities for the temporary importation of private road motor vehicles and for tourism (i.e. the personal effects of tourists travelling by any means of transport). This conference met in New York May 11 - June 4, 1954; 50 states (including Canada) were represented, but in accordance with their previous attitude towards this project the governments of the Soviet bloc did not attend. The conference adopted and opened for signature the following instruments: a Convention concerning Customs Facilities for Touring; a Protocol to the above relating to the Importation of Tourist Publicity Documents and Material; a Customs Convention on the Temporary Importation of Private Road Motor Vehicles.

Non-Governmental Organizations

In accordance with Article 71 of the Charter, the Economic and Social Council has established consultative relations with a large number of non-governmental organizations, which can furnish expert information within their fields of competence as requested by the Council or, in certain circumstances, volunteer statements of their views on specific questions. The organizations are classified in three categories. Those in Categories A and B have the right to submit written statements for circulation and may present their views orally. The nine organizations in Category A may also propose items directly for inclusion in the agenda of the functional and regional commissions or through the Council Committee on Non-Governmental Organizations for the agenda of the Council itself. In addition, the Secretary-General maintains a register of organizations which are specialized in a narrow field and with which *ad hoc* consultation may sometimes be desirable. The Council Committee on NGOs, which is composed of seven members of ECOSOC elected yearly, considers and makes recommendations upon requests for hearings and applications for reclassification or admission to consultative status.²

Both procedurally and substantively, the arrangements for consultation with NGOs have been affected by the prevailing conflicts in international relations. Procedurally, there have been differences

¹See *Canada and the United Nations 1951-52*, p. 106.

²See *Canada and the United Nations 1952-53*, pp. 48-49.

of opinion along political lines as to what organizations should be accorded the privilege of consultative status and also as to how far security requirements of the host country should restrict the access to headquarters of accredited representatives of NGOs. Substantively, the views presented by some organizations on such matters as infringements of trade union rights, slavery, forced labour, the international flow of private capital and so on, have been coloured by their political affiliations.

A review of organizations with Category B status was undertaken during the past year and the Council debates on the subject reflected these political tensions. Category B status was withdrawn from the Women's International Democratic Federation on a vote of 10 in favour, 3 against and 5 abstentions. Delegations favouring withdrawal of status, which included the United States and the United Kingdom, stated that the WIDF had cynically exploited women for ulterior political purposes and, far from supporting the United Nations, had used the whole weight of its propaganda machine to oppose action taken in accordance with General Assembly decisions. Delegations of the Soviet bloc opposed withdrawal, those of Egypt, India and Yugoslavia questioned the propriety of the action, partly on the grounds that the United Nations was an association of states with differing ideologies. Similar considerations arose in the deferment to 1955 of action on the reapplication for Category B status of the International Association of Democratic Lawyers and the International Organization of Journalists, and the reclassification from the Register to Category B of the International Federation of Senior Police Officers and the World Federation of Democratic Youth.

A working agreement regarding the grant of United States visas for representatives of NGOs has been reached by the Secretary-General and the United States. It will more closely define the cases in which the United States will invoke security considerations and will facilitate early consultations at a high level before a visa has actually been refused and the question has become a matter of public controversy.

Functional Commissions of the Economic and Social Council

Of the eight functional commissions now in existence only four met during the period July 1, 1953 to June 30, 1954.¹ Canada is at present a member of the Statistical and Fiscal Commissions (until December 31, 1955), the Population Commission (until December 31, 1956), and the Commission on Narcotic Drugs (indefinite term).

The re-organization of the functional commissions and their pattern of meetings adopted experimentally by the Economic and Social Council in 1951 will be reviewed at the eighteenth session of the Council.² Under the present plan, several times modified since 1951, the Fiscal, Population, Social, and Transport and Communica-

¹For the work of the tenth session of the Commission on Human Rights see the article "Human Rights" above pp. 46-48.

²See *Canada and the United Nations 1951-52*, pp. 80-83.

tions Commissions meet biennially in odd-numbered years, the Statistical Commission in even-numbered years. All the other commissions and the Sub-Commission on Prevention of Discrimination and Protection of Minorities meet annually. At the eighth session of the General Assembly, in 1953, it was suggested that the Social Commission should also revert to annual meetings and should be enlarged in membership to provide greater representation of underdeveloped areas and various economic and social patterns. A Canadian-sponsored motion to refer these and other proposals to the Council for consideration was eventually adopted. The Council will also have before it conclusions reached by the Secretary-General during his review of the organization and work of the Secretariat requested in General Assembly Resolution 784 (VIII). He has already recommended four-year terms of membership for those commissions meeting biennially, since with three-year terms some members attend two sessions and others only one. Other recommendations to reduce the volume of projects serviced by the Secretariat will, if approved, affect the work programmes of the functional commissions.

Commission on the Status of Women

In the summer of 1953, the Economic and Social Council considered the report of the seventh session of the Commission on the Status of Women and adopted a 12-part resolution giving effect to the recommendations contained in the report.¹ Part B of the resolution (504 (XVI)) extended an invitation to member states to submit their comments on a draft Convention on the Nationality of Married Persons, which is intended to ensure to women equal status with men in the matter of nationality. The Canadian Government submitted its comments on February 17, 1954 and pointed out that "insofar as the acquisition and loss of Canadian citizenship are concerned Canadian legislation makes no difference between sexes which would put women at a disadvantage".

Three other parts of the resolution required consideration by the General Assembly, which dealt with them at its eighth session. It authorized the Secretary-General to provide on request services which do not fall within existing technical assistance programmes in order to assist the requesting state in promoting and safeguarding the rights of women. The Canadian Representative, in voting for this resolution, expressed the understanding that for 1954 no additional budgetary provision would be required and that requests for technical assistance in this field would be considered within the framework of the programmes and on their merits. The Assembly also passed a resolution urging states to take measures for the development of the political rights of women in territories where these rights were not fully enjoyed and a resolution requesting the Secretary-General to despatch an invitation to non-member states which are members of the Specialized Agencies or parties to the Statute of the International Court of Justice to sign and ratify or accede to the Convention on the Political Rights of Women. Canada voted in favour of both these resolutions.

¹See *Canada and the United Nations 1952-53*, pp. 49-50.

The report of the eighth session of the Commission on the Status of Women (March 22 - April 9, 1954) submitted to ECOSOC a number of resolutions calling for further efforts to establish acceptance of women's role in public life, to secure equal pay for equal work, equal educational opportunities and an equal chance to hold senior posts in the United Nations. The Commission also recommended that a provision concerning the equal marital rights of men and women in the draft Covenant on Civil and Political Rights should be redrafted by the Commission on Human Rights and recommended that the revised text of the proposed Convention on the Nationality of Married Women should be circulated anew to member governments for comment. At the time of writing the Council had not yet discussed the Commission's report.

Statistical Commission

The Statistical Commission held its eighth session in New York April 5 - 22, 1954.¹ The Canadian member is Mr. Herbert Marshall, the Dominion Statistician. There was an agenda containing 17 substantive items, most of which entailed the discussion of papers or memoranda, prepared by the Secretary-General or others, dealing with methods and procedures for improving the accuracy and international comparability of many different types of statistics. As a result of its review, the Commission made a number of suggestions and recommendations, chiefly to the Secretary-General, as to how the work should be pursued.

The Commission noted that the Standard International Trade Classification is now used by 32 countries accounting for almost 70 per cent of world trade and that over 20 more are arranging to use it soon. The definition of "transaction value" for use in external trade statistics recommended by the Commission and approved by the Economic and Social Council appears likely to be generally adopted, as regards items where practicable, otherwise by overall totals. The Commission recommended that member governments provide periodically in their external trade statistics their legal definitions of value and also descriptions of the methods of valuation used in practice. It was also recommended that they record statistics of fish landed from the original craft, bunkers and stores for foreign vessels and vehicles, and new ships and aircraft. Secondhand ships and aircraft would be registered separately. The Secretary-General was asked to revise the existing summary of official definitions of customs areas and to obtain the views of member governments on his revision and on methods for making periodic checks of the reliability of indices of quantum and unit value.

The Commission suggested continued co-operation by the Secretary-General with the International Chamber of Commerce in studies of distribution censuses and statistics of wholesale and retail trade; with UNESCO on improving international comparability of education and illiteracy statistics; with the International Statistical Institute, the Inter-American Statistical Institute, UNESCO and other interested Specialized Agencies in preparing a report on the

¹See *Canada and the United Nations 1952-53*, p. 51.

present programme of assistance in statistical education and training. It examined a report from a Committee of Experts convened jointly by the Secretary-General, the International Labour Organization and UNESCO on "International Definition and Measurement of Standards and Levels of Living" and asked the Secretary-General to obtain the views of member governments thereon. The Secretary-General was also asked to draw up draft recommendations on methods of preparing population censuses for submission to the Population and Statistical Commissions. Owing to the possibility of a conflict between recommendations of the International Convention on Economic Statistics and those of ECOSOC, he was asked to take the appropriate steps to modify the Convention.

The Commission has assigned high priority to the International Standard Industrial Classification, the Standard International Trade Classification (including the compilation of an index for the latter) and noted that the proposed work in social statistics and on measurement of components of level of living should receive high priority within the resources available.

Commission on Narcotic Drugs

The United Nations Commission on Narcotic Drugs, in April-May 1954, held its annual review of the world narcotics situation including the trade in, and production and consumption of, addiction-producing drugs and the implementation of international narcotics control conventions.¹ The ninth regular session of the 15-member Commission, which met in New York, recommended that the manufacture, import and export of heroin, one of the most dangerous narcotic drugs, be prohibited except for small quantities necessary for scientific purposes. The Commission favoured the prohibition of those synthetic drugs which have no therapeutic advantages over natural drugs. In the struggle against drug addiction, the Commission stressed the humanitarian aspect of the problem and expressed itself in favour of the cure, treatment, and rehabilitation of drug addicts at authorized institutions. The Commission continued its study of a proposed single convention on narcotic drugs ultimately to replace the eight existing multilateral agreements, and also examined the problem of coca leaf chewing. In considering the question of illicit traffic, the Commission expressed the view that illicit trade in drugs could not be combated successfully by national governments alone and that international co-operation was necessary by adoption of the practice of direct communication between national narcotics enforcement authorities. Canada was appointed to the special committee on seizures set up to examine illicit drug traffic and seizure reports submitted by governments.

Regional Economic Commissions

There are three Regional Economic Commissions: the Economic Commission for Europe, the Economic Commission for Latin America, and the Economic Commission for Asia and the Far East.²

¹See *Canada and the United Nations 1952-53*, p. 52.

²See *Canada and the United Nations 1952-53*, pp. 55-56.



UNITED NATIONS
Major-General E. L. M. Burns of Canada, the newly appointed Chief of Staff of the United Nations Truce Supervision Organization in Palestine, talking with Mr. Dag Hammarskjöld, the Secretary-General of the United Nations.

The ECE is composed of representatives of European states, both members and non-members of the United Nations, and the United States. Canada is not a member, but has been represented by an observer at meetings of the Timber and Steel Committees, and follows the annual meetings of the Commission.

The U.S.S.R. and other East European countries have recently shown an increased willingness to co-operate in the work of the Commission. The ninth session (March 9-25, 1954) was generally considered to be the most successful yet held, the discussions on East-West trade underlining the importance attached by all representatives to the expansion of trade among the countries of Europe. Further talks between trade experts were arranged and took place at Geneva during April. The Commission also approved a proposal that similar trade consultations might be held between members of ECE and the other two regional commissions.

The Economic Commission for Latin America is composed of the 20 Latin American states which are members of the United Nations, and also France, the Netherlands, the United Kingdom and the United States. Full sessions are usually held every two years to review generally the regional economic situation. In alternate years there is a meeting of the Committee of the Whole to examine and approve the work programme and to consider current problems. In February 1954, at a meeting of the Committee of the Whole in Santiago, Chile, many members expressed concern about the declining prices of raw material; the possibility of a recession in the United States; the worsening of the terms of trade for the area; and the lack of investment capital for industrialization. Canada is not a member of the Commission but, in view of its substantial trade with the area, has followed the activities of the Commission with interest.

In February 1954 representatives from 15 member and 9 associate member states met at Kandy, Ceylon, for the tenth session of the Economic Commission for Asia and the Far East. Although not formally associated with the Commission, Canada was represented by an observer. The Soviet Representative for the first time participated actively in the discussions. A study jointly prepared for release by ECAFE, ECE and the Food and Agriculture Organization on trade between Asia and Europe was one of the topics discussed and a Soviet offer to provide technical assistance to the governments in the region and to consider concluding long-term trade agreements with them was recorded. The Commission has continued to provide various advisory services to help the United Nations Technical Assistance Administration and the Specialized Agencies to further their technical assistance programmes in the region. In March 1954, the Commission joined with the UNTAA, the International Institute of Administrative Sciences and the Government of Burma in sponsoring a seminar on the organization and administration of public enterprises. Relevant information on Canadian organizations was forwarded to the seminar and Canadian experts were invited to attend the meeting.

IV SPECIALIZED AGENCIES

Introduction

There are ten Specialized Agencies or inter-governmental organizations, affiliated with the United Nations, through which the actual day-to-day work of international co-operation in the economic, social and technical fields is principally carried out, and the pooling and fruitful exchange of experience and modern techniques in such matters is made possible.

Of the ten Specialized Agencies now functioning some, like the Universal Postal Union and the International Labour Organization, continue in a tradition already well established, while others, such as the International Bank for Reconstruction and Development and the United Nations Scientific, Educational and Cultural Organization are largely new departures, and still others, the World Health Organization and the International Telecommunication Union for example, which are the modern successors of old-established organizations, represent a considerable expansion of international concern in their special fields. All the Specialized Agencies, however, have signed individual agreements with the United Nations, which provide for reciprocity and co-ordination of effort and by which each Agency agrees to consider any recommendation made to it by the United Nations and to report on the action taken. Each Agency also reports annually to the Economic and Social Council on its year's work, thus affording an opportunity for comment and recommendation. There is an Administrative Committee on Co-ordination established by ECOSOC, which brings together the Secretary-General and the executive heads of the Specialized Agencies in order to ensure as far as possible that the individual activities of the Agencies complement one another and do not overlap. The greater part of the actual implementation of the Expanded Programme of Technical Assistance falls upon the Agencies, to which programme funds are of course allocated for this purpose. This is in addition to the technical assistance to under-developed countries which is carried out by the Agencies with funds from their own regular budgets.

During the year, the countries of the Soviet bloc have applied for or renewed membership in certain Agencies. This represents a reversal of communist policy, which in recent recent years has been extremely critical of the Specialized Agencies, but it is as yet too early to say what the purpose or effect of the change may be.

The work of the Specialized Agencies is complex and extensive, covering a vast field of technical and semi-technical activities, for the details of which it is necessary to consult the numerous reports, special studies and monographs prepared by the Agencies themselves. The following pages attempt only to give an outline of the constitution and purposes of each Agency and a summary of its most important work during the past 12 months.

Universal Postal Union

The Universal Postal Union came into existence in 1874 and is one of the oldest international organizations. Over the years it has arranged innumerable international agreements for the rapid and efficient transmission of mail throughout the world and has made important contributions to the improvement of national postal services. Many under-developed countries have in recent years sought the assistance of the UPU in setting up or extending their postal services.¹

There are now 94 member countries of the Universal Postal Union. They meet usually at intervals of five years at Universal Postal Congresses to re-examine and revise, if necessary, the various international agreements for postal co-operation and to discuss other aspects of the work of the organization. The thirteenth Universal Postal Congress held at Brussels in 1952 produced a revised Universal Postal Convention and seven supplementary Agreements, which have been ratified by, and are in force for, many of the members, including Canada. The fourteenth Universal Postal Congress will be held at Ottawa in 1957.

The permanent organ of the UPU is the International Bureau in Berne, which has an annual budget for ordinary expenditure set by the Universal Postal Congress at a maximum of about 1,857,000 Swiss francs. The Bureau acts as a clearing house for the accounts of member nations relating to the international exchange of postal services, circulates information among the member countries, conducts inquiries on technical matters, and co-operates as required with the United Nations and other Specialized Agencies. The International Bureau is also entrusted with the task of giving opinions on disputes between members, but in the year under review there were no disputes submitted to it. There is also an Executive and Liaison Committee composed of 20 member countries elected by the Universal Postal Congress to meet annually and ensure continuity of work of the UPU between Congresses. Canada is not at present a member of this Committee.

International Labour Organization

The International Labour Organization came into existence in 1919 and was at that time associated with the League of Nations. In 1946 it entered into association with the United Nations as one of the Specialized Agencies. The ILO has among its objectives the furtherance among the nations of full employment and the raising of standards of living; just policies of wages, hours and conditions of work; recognition of the right of collective bargaining; extension of social security; and equality of educational and vocational opportunity.²

The constitution of the ILO contains unique provisions for "tripartite" participation in all its organs by representatives of

¹See *Canada and the United Nations 1952-53*, pp. 71-72.

²See *Canada and the United Nations 1952-53*, pp. 66-68.

governments, employers and work people from the member states. The General Conference, which usually meets once a year, is the policy-making body, and the Governing Body of 40 members, which usually meets three times a year, is the executive organ. Canada occupies one of the ten seats on the Governing Body reserved for the governments of the ten "states of chief industrial importance". The International Labour Office in Geneva is the permanent secretariat of the ILO.

The ILO's chief method of setting standards for conditions of work throughout the world is the adoption of Conventions and Recommendations. Member states which ratify an ILO Convention are obliged to bring their labour standards into line with its provisions. Recommendations do not require to be ratified but governments are obliged to bring them to the attention of the appropriate authorities.

The 37th General Conference of the ILO, which met at Geneva in June of 1954, adopted a Recommendation, the 98th since the Organization began, on Holidays with Pay. The Canadian Government and worker delegates voted for it and the Canadian employer delegate against. No new Conventions were adopted in the past year, but the 37th Conference carried out its usual function of reviewing the annual reports that governments are required to submit on the way they are applying the existing Conventions. There are now 103 ILO Conventions in existence, of which Canada has ratified 18.

The 37th Conference decided to initiate studies on the possibility of action on a reduction in working hours. Three other questions were given preliminary discussion and referred to next year's Conference for possible adoption of Recommendations. They were on vocational rehabilitation of the disabled, penal sanctions for breaches of contract of employment and the conditions of migrant workers in under-developed countries.

There was a general discussion at the 37th Conference on Technical Assistance, based on a report by the Director-General on the ILO's work in this field. The ILO has played an increasingly important role in recent years in assisting under-developed countries in such matters as vocational training, industrial relations and social security.

One of the most important developments in the ILO in the past year was the revival of membership by the countries of the Soviet bloc. The U.S.S.R., which was a member of the ILO in the 1930's but did not resume membership after the Second World War, gave formal notice on April 26 that it was accepting the obligations of the ILO constitution. The constitution provides that states which are members of the United Nations have a right to membership of the ILO if they accept the obligations of such membership. Byelorussia and the Ukraine also joined within a few days of the U.S.S.R. Roumania has applied for membership but as it is neither a member of the United Nations nor a former member of the ILO its application requires the approval of a two-thirds vote of the General Conference. The application did not come to a vote at the 37th Conference. Hungary and Bulgaria, which have been inactive members in recent

years, sent delegations to the 37th Conference but are required to settle their arrears of contributions before they can be accorded voting rights. Poland and Czechoslovakia are continuing members of the ILO.

At the 37th Conference a number of worker and employer delegates from Western countries objected to the seating of their counterparts from communist countries. It was argued that the employer delegates from the U.S.S.R. and other communist countries were in fact government officials and that it was against the constitution and principles of the ILO to seat them as employers. It was also contended that the worker delegates from these countries did not belong to organizations of work people enjoying the free right of association which is a fundamental premise of the ILO.

On the recommendation of the Credentials Committee, which examined the question thoroughly, the Conference rejected the protests and decided to seat the Soviet bloc employer and worker delegates. In essence, the majority view was that there was nothing in the ILO constitution to prevent acceptance of the communist delegates. The vote on the Soviet bloc employer delegates was 105 for acceptance, 79 against and 26 abstentions. The Canadian worker and employer representatives voted against seating the Soviet delegates. On the Soviet worker delegates the vote was 93 for seating them, 83 against and 30 abstentions. The Canadian workers and employers voted against. The Canadian Government delegates abstained from voting in both cases.

The list of the states of chief industrial importance, which are allocated non-elective seats on the Governing Body of the ILO, was revised in May of this year. The number of these seats had just been raised from eight to ten by a constitutional amendment. In accordance with the report of a Committee of Experts, which examined the relevant statistics of national income, working population, etc., these seats were allocated to: the United States, the U.S.S.R., the United Kingdom, France, India, China, Federal Republic of Germany, Canada, Italy and Japan. The U.S.S.R., Germany and Japan are new to the list. Brazil, formerly on the list, lost its place on the Governing Body by this revision.

The ILO has eight Industrial Committees, of all of which Canada is a member, which examine the problems of particular industries and report to the Governing Body. In the year under review three of them met. The Building, Civil Engineering and Public Works Committee discussed productivity in the building industry and the guaranteed annual wage at its meeting in November 1953. The Inland Transport Committee, which met in February 1954, examined conditions of employment in road transport and welfare facilities for dock workers. The Coal Mines Committee met in December 1953 and discussed, among other subjects, productivity in coal mines, welfare facilities and the training of young workers.

International Telecommunication Union

The International Telecommunication Union, which was organized in its present form by the Atlantic City Convention of October 2, 1947, is the direct successor of the various international bodies which have been concerned since 1865 with the regulation of telegraph, telephone and radio services throughout the world. Its purpose is to maintain and extend international co-operation in the improvement and rational use of telecommunications; to promote the development and efficient operation of technical facilities; to allocate the radio frequency spectrum and register radio frequency assignments with a view to avoiding harmful interference between the radio stations of different countries; to encourage the establishment of as low rates for telecommunications service as possible; and to promote the adoption of measures for ensuring the safety of life through the co-operation of such services.

The supreme body of the Union is the Plenipotentiary Conference, which meets once every five years for the purpose, among other things, of studying the report of the Administrative Council on the activities of the Union, electing members of the Council for the next five years, establishing the limitations of expenditures, and considering whether any revision of the Convention of the Union is necessary. The last Plenipotentiary Conference, at which 90 countries and territories were represented,¹ was held in Buenos Aires in 1952, and carried out an extensive revision of the Atlantic City Convention. The Buenos Aires Convention came into force on January 1, 1954 for those countries ratifying it. Canada ratified the Convention on June 23, 1954.²

Between Conferences the affairs of the Union are supervised by the Administrative Council, which meets annually. Canada has been represented on the Council since 1947, and at the last meeting at Geneva in May 1954, Mr. C. J. Acton, the Representative of Canada, was unanimously elected Chairman of the Administrative Council until the 1955 session. Subordinate to the Council are the Secretariat and the International Frequency Registration Board, both of which are permanently established at Geneva, and three International Consultative Committees on Telegraph, Telephone and Radio, which meet usually every three years.

No general international conferences have been held within the last 12 months, but the International Frequency Registration Board and the three Consultative Committees have all been active. Substantial progress has been made in the application of the Extraordinary Administrative Radio Conference Agreement of 1952, particularly in the adoption of the technical examination and recording procedure laid down and in implementation of the plan for the Aeronautical Mobile and Maritime Mobile Services. As a result a large number of assignments have been brought into the appropriate bands and an important step taken towards the implementation of the Atlantic City Table of Frequency Allocations. The

¹According to the ITU method of listing, which differs somewhat from that of the United Nations.

²See *Canada and the United Nations 1952-53*, pp. 68-69.

International Telegraph Consultative Committee met May 26 - June 13, 1953 and issued a large number of recommendations intended to improve and standardize international telegraphic communications. Study groups of the International Telephone Consultative Committee considered numerous technical, operational and tariff questions and prepared a draft plan for long distance lines to link the Middle East and Southern Asia to Europe and the Mediterranean basin. The International Radio Consultative Committee met September - October 1953 and adopted 58 recommendations, 22 reports and 10 resolutions submitted by study groups. Agreement was reached on the standardization of sound recording systems and on an international alarm signal to be used on the radiotelephony distress frequency by small ships.

During 1953 technical assistance missions were either in operation or under consideration in 15 countries and 11 fellows coming from 7 different countries were in training abroad. Two Canadian radio experts took up their duties in Ethiopia in January and February 1954.

World Meteorological Organization

The International Meteorological Organization, which was founded in 1878, was composed of the directors of the meteorological services of a number of countries, including Canada. It has become increasingly important in aviation, shipping, agriculture and other fields to have accurate and readily available meteorological data, and in 1947 the Conference of Directors of the International Meteorological Organization met in Washington to draw up a convention establishing the World Meteorological Organization which was to be an inter-governmental organization with broad powers and responsibilities. The convention came into effect on March 23, 1950, having been signed and ratified by 30 countries. Canada was an original signatory and ratified on July 12, 1950. The purposes of the Organization are to facilitate co-operation among various meteorological services; to promote the establishment and maintenance of systems for the rapid exchange of weather information; to promote standardization of meteorological observations and to ensure the uniform publication of observations and statistics; to further the application of meteorology in such fields as aviation, shipping and agriculture; and to encourage and assist in co-ordinating the international aspects of research and training in meteorology.¹

The policy-making body of WMO is the Congress, on which every member is represented and which meets every four years, the first meeting having been held in Paris in March 1951. There are six regional associations, whose primary activity is to promote the execution of the resolutions of the Congress and Executive Committee in their respective regions, and eight technical commissions of experts. The Executive Committee is responsible for carrying out the directives of the Congress and is composed of the presidents of the regional associations (elected by the associations) and an

¹See *Canada and the United Nations 1952-53*, pp. 74-75.

equal number of directors of national meteorological services in addition to the President and two Vice-Presidents of the Organization (elected by the Congress). There is also a Secretary-General and permanent secretariat. Dr. Andrew Thompson of the Canadian Meteorological Service is President of Regional Association IV. Membership has grown steadily and now comprises 58 states and 24 territories which maintain their own weather services.

During 1953, six of the technical commissions and three of the regional associations held their first meetings. Regional Association IV (North and Central America) met in Toronto August 4-7, 1953. The Commission for Instruments and Methods of Observation and the Commission for Aerology also met in Toronto August 10-September 5. The Commission for Aeronautical Meteorology held its first session in Montreal in June 1954, during which joint work was done with the meteorological division of the International Civil Aviation Organization. Some of the technical projects at present being worked upon by WMO are the preparation of an international cloud atlas and world maps of thunderstorm activity; studies of the sources and utilization of wind energy; a study of aircraft icing; the designation of a panel of experts and programme of studies for the project of arid zone research and development now being carried out co-operatively by a number of Specialized Agencies; and preparation of a meteorological programme for the International Geophysical Year to be held in 1957-58, when many international organizations will co-ordinate their scientific studies and observations. The various technical commissions have set up working groups and initiated study projects in a list of topics too numerous to give here.

Under the WMO technical assistance programme for 1953, 9 experts were sent to a total of 8 receiving countries and 9 fellows and scholars were given training. In 1954, if tentative plans are fully carried out, 14 experts will be sent to a total of 12 countries and 7 fellows and scholars will receive training.

Food and Agriculture Organization

Plans for the establishment of the Food and Agriculture Organization were first developed at the United Nations Conference on Food and Agriculture held in May 1953 at Hot Springs, Virginia. An interim commission drew up the constitution and the organization actually came into being when 42 nations, including Canada, signed this constitution during the first session of the Conference held in Quebec City in October 1945. The work of FAO falls into two main categories. One is to maintain an intelligence service of technical and economic information. The other is to assist in the formulation and carrying out by governments of action aimed at the improvement of methods of production, distribution and consumption of products of agriculture, fisheries and forestry.¹

The policy-making body of FAO is the Conference, which now normally meets every other year and in which each member has one

¹See *Canada and the United Nations 1952-53*, pp. 59-60.

vote. The Director-General, who is elected by the Conference, is the chief executive officer of the Organization. The Council of FAO is also elected by the Conference. Since the seventh session it has had 24 members and an independent chairman, chosen for their personal qualifications and in order to give a balanced representation of the different agricultural economies of the world. The Council meets twice a year and frames policy and directs the work of the Organization between meetings of the Conference. There are various special committees and panels of experts to advise on technical and administrative matters. There are at present 71 nations members of FAO.

The seventh session of the Conference, which met in Rome November 23 - December 11, 1953, elected Dr. P. V. Cardon of the United States as Director-General to succeed Mr. Norris E. Dodd, also of the United States. Professor Josué De Castro of Brazil was re-elected as independent chairman of the Council, and Dr. G. S. H. Barton, formerly Canadian Deputy Minister of Agriculture, was re-elected for a further three-year term as member. Canada was re-elected to the Committee on Commodity Problems.

For the first time since 1939, aggregate world agricultural production in 1952-53 caught up with the growth in world population.² This development was a result of favourable weather conditions in most countries, aided to a considerable extent by expansion in production and technological improvements in some areas. Although production in 1952-53 was 23 per cent higher than before the war, the rate of progress has been very uneven among the different regions of the world. Nearly one-half of the increase since 1934-38 occurred in North America which contains only seven per cent of the world population but now accounts for more than 20 per cent of its agricultural production. On the other hand, production in the Far East is still little above its pre-war level; this region, with about half the world's population, provides little more than one-quarter of its agricultural output. In other under-developed regions, however, production is beginning to move ahead of population; export supplies of grain have increased in some areas of Latin America and are also expanded in the Near East. At the same time the recovery of production in Europe has reduced its requirements of imported foodstuffs. These developments coupled with an exceptionally good harvest in North America have led to the accumulation of stocks of food in the dollar areas. In discussing this report of increased production, the Conference recorded its conviction that the present situation requires a change of emphasis in policy for the immediate future. First, the former emphasis on general expansion of food production, vital in the post-war crisis, must give way to a more selective approach. Production must be increased in the areas of greatest need, and in the commodities for which expanded consumption is needed and for which effective demand can be developed. Second, measures are needed to enable consumers to buy more of the foods now abundant. Regarding the question of present agricultural surpluses, two main ideas found general acceptance; first that a solution to the problem should be sought in an effort to increase consumption rather than by measures to restrict supply; and second,

²See *The State of Food and Agriculture 1953*, Part I, published by FAO.

that measures taken by countries having surpluses to dispose of should be framed with due regard to the interests of other countries. As a result of its debate the Conference requested the Committee on Commodity Problems to establish a Working Party to study the problem of the disposal of agricultural surpluses.

The Working Party, which included Representatives of Argentina, Egypt, France, India, the Netherlands, New Zealand, the United Kingdom and the United States, met in Washington during the early part of 1954. Its Report discussed a number of special measures which might be employed for the temporary disposal of surpluses, but drew attention to the importance of price adjustments as a means of clearing the market and bringing about necessary changes in production. It also suggested that the Committee on Commodity Problems might establish a Consultative Sub-Committee on Surplus Disposal. This Sub-Committee would help the Committee on Commodity Problems in considering means of giving assistance to member nations in the development of suitable means of surplus disposal and of promoting the observance of the principles recommended by the Conference, in order to avoid harmful interference with normal patterns of production and international trade. The Working Party concluded that the basic long-term solution of the surplus problem was to be found first in "higher levels of consumption through increased incomes, particularly in the less developed areas", second in "increased demand resulting from the growth of population", and third in "adjustments of production through selective expansion and the adaptation of farm production to changing needs".

The seventh session of the Conference, in addition to discussing the general question of world food production and marketing problems, reviewed the entire range of FAO's work in agriculture, nutrition, forestry and fisheries for 1952-53 and approved the programmes and budgets for 1954 and 1955.³

Technical assistance, under both the regular budget and the Expanded Programme, continued to be one of the major activities of FAO. Indeed, the Director-General in his report to the Conference, stated that "What . . . made it possible for the Organization to fill the role originally envisaged was the inauguration of the Technical Assistance Program in 1949. This has provided the spearhead of FAO's action work and enabled it to apply to the problems of individual countries the experience gained from collecting and disseminating information, in making forward appraisals, in organizing intergovernmental action and bringing modern scientific knowledge to the producer on the land." Steps were taken during 1953-54 to bring about the consolidation and intensification of existing activities. The quality of the assistance provided was improved as a result of accumulated experience and the gradual shift from preliminary investigation and initial planning to participation in operational undertakings. Increased emphasis was put on the training of the nationals of the countries receiving assistance, through training centres and by the provision of fellowships. During 1953 there were 624 technical experts, recruited from 54 different coun-

³For a general account of the work of FAO, see *External Affairs*, Monthly Bulletin of the Department of External Affairs, July 1954, pp. 230-34.

tries, who were engaged in projects in 52 countries or regions; 469 fellowships were awarded to citizens of 40 countries for training in 44 different nations. In the years 1952-53 a total of 27 Canadians were serving in the field on FAO missions, mostly in agriculture.

World Health Organization

The World Health Organization came into existence in 1948. Its objective is defined as "the attainment by all peoples of the highest possible level of health". From the beginning Canada has been a member and an active supporter of the Organization.¹

The supreme authority of WHO is the World Health Assembly which meets annually to enable the 81 member states to review the work of the Organization and determine its policies. The Executive Board, which usually meets twice a year, is composed of 18 persons chosen for their technical competence in the field of health. Canada is one of the countries entitled to designate a member of the Executive Board and the present Canadian member is Dr. P. E. Moore of the Department of National Health and Welfare. WHO has adopted a policy of decentralization under which there have been created six Regional Committees each concerned with health problems in a particular geographical area.

In his report presented to the Seventh World Health Assembly, which met at Geneva in May 1954, the Director-General of WHO said that the year 1953 must be viewed as still part of the early history of the World Health Organization and hence as a year of growth, adjustment and consolidation. He went on to describe in detail the current activities of the Organization.

WHO is now assisting with malaria control in approximately 20 countries. It also has numerous projects for the control of treponematoses and venereal infections, tuberculosis, and other communicable diseases. The African Regional Office, for example, is conducting a survey of the southern limits of yellow fever in order to plan effective international control of this disease.

The strengthening of national health administrations is a fundamental objective of WHO's assistance to governments. Another major concern is the education and training of health workers. An example of current projects in this field is the assistance being given to the Government of Bolivia to strengthen the Bolivian National School of Nursing.

In addition to the projects financed from its own budget, WHO undertakes health programmes in various countries as part of the United Nations Expanded Programme of Technical Assistance; and it provides technical personnel to carry out other health projects financed by the United Nations Children's Fund.

Under a special arrangement, WHO plans and directs the health work of the United Nations Relief and Works Agency for Palestine Refugees. This work was continued in the year under review, with some 81 clinics serving the refugees.

¹See *Canada and the United Nations 1952-53*, pp. 72-74.

By October 1953 the new International Sanitary Regulations drawn up by WHO, which consolidated and revised the earlier international conventions intended to prevent the spreading from country to country of communicable diseases such as bubonic plague, smallpox and others, had been in operation for one year and the regulations are now being applied by nearly all members of WHO in a spirit of mutual co-operation. An important complement to the International Sanitary Regulations is the work which WHO does in collecting and disseminating to its members information on occurrences of dangerous communicable diseases.

WHO has under way a programme to establish new international standards for therapeutic, prophylactic and diagnostic agents. An example of this "biological standardization" was the establishment in 1953 of an international standard for aureomycin.

The budget for 1955 proposed by the Director-General of WHO, and submitted to the Seventh World Health Assembly for approval, amounted to \$10,300,000. As this would be an increase of approximately 20 per cent over the 1954 figure of \$8,500,000, a number of member states felt that they could not approve it. At the Assembly, therefore, the budget ceiling was discussed at some length. In the end, a compromise figure of \$9,500,000, for which the Canadian Delegation voted, was adopted.

Another financial matter on which there was considerable debate at the Seventh World Health Assembly was the scale of contributions of member states to the Organization. Some members urged that the United Nations scale of contributions be adopted by WHO. It was also proposed that WHO omit from the calculation of assessments the states of the Soviet bloc, which are inactive members and do not, in fact, contribute. The Assembly decided that the United Nations scale of assessments should be adopted over a three-year period and that the Eighth World Health Assembly should consider methods of assessing active members only, in 1956 and subsequent years. The Canadian Delegation supported these proposals and also voted for a resolution inviting the inactive members to resume participation.

At each World Health Assembly a period is set aside for technical discussions, which afford a valuable opportunity for the exchange of information and views among the experts of member countries. This year the topic chosen for discussion was "public health problems in rural areas".

United Nations Educational, Scientific and Cultural Organization

The constitution of the United Nations Educational, Scientific and Cultural Organization was drawn up by a special conference called by the Governments of the United Kingdom and France in 1945. The Organization came into being on November 4, 1946, when 20 acceptances of the constitution had been deposited. Canada deposited its acceptance on September 6, 1946. The purpose of UNESCO, as stated in its constitution, is "to contribute to peace

and security by promoting collaboration among the nations through education, science and culture...".

The policy-making body of UNESCO is the General Conference, which is now to meet biennially, and is composed of representatives of all member states. There is an Executive Board of 20 individuals elected for four-year terms by the delegates to the General Conference from among themselves. The chief administrative officer is the Director-General, appointed by the General Conference on the nomination of the Executive Board. The U.S.S.R. deposited an instrument of acceptance of the UNESCO constitution on April 21, 1954, thus becoming the seventieth member of the Organization, and the same day sent representatives to the UNESCO-sponsored Conference on the Protection of Cultural Property in the Event of Armed Conflict which met at The Hague. Byelorussia and the Ukraine deposited acceptances on June 28. Poland, Czechoslovakia and Hungary have indicated that they intend to return to the Organization, which they had denounced as an instrument of United States propaganda when communicating their decisions to withdraw from UNESCO in 1952 and 1953. The eighth General Conference of UNESCO, which is to be held from November 12 - December 11, 1954, at Montevideo, Uruguay, will afford an opportunity to judge the meaning and effects of this change of front on the part of the Soviet bloc countries.

For several years past, there has been considerable discussion about the proper scope and magnitude of UNESCO activities, which finally led to the resignation of the Director-General, Dr. Jaime Torres-Bodet, in December 1952.¹ In July 1953, an extraordinary session of the General Conference chose Dr. Luther Evans of the United States as his successor. Upon his appointment Dr. Evans visited a number of member states for the purpose of improving co-operation between members and the Secretariat, and in his report to the Executive Board for 1953 said that he hoped "that from our better mutual acquaintance there will spring a programme more closely reflecting the practical wishes of the member states". The Executive Board, in examining the draft programme and budget for 1955-56, has made use of the recommendations of the Working Party on Future Programmes and Development set up at the seventh session of the General Conference, and of the comments thereon by member states and national commissions. The Board decided that while there were no grounds for departing from the basic programme of long-term purposes and methods adopted in 1950,² there should be a change in emphasis and presentation allowing, within the same type of activities, more rapid and effective handling of the needs of member states as they arose, with particular reference to the requirements of insufficiently developed regions. Recommendations for the 1955-56 programme will be discussed at the eighth session of the General Conference when it meets in November 1954.

During 1953, the UNESCO plan for the development of fundamental education throughout the world was further extended by the launching of an advanced training scheme for teachers in the

¹See *Canada and the United Nations 1952-53*, pp. 69-70.

²See *Canada and the United Nations 1956*, pp. 116-120.

State of Mysore with the active support of the Government of India. The European Regional Conference on mental health in children held in December 1952 has been followed up in a number of ways, including plans for opening a Research and Training Centre in Educational Psychology at Bangkok. The staff of six for the proposed institute is completing its training at the University of Toronto. The regional conference on compulsory primary education held in Bombay in December 1952 has been followed by the despatch of a number of expert missions to Southeast Asian countries and a survey of compulsory education in this area is to be published. The programme of education for living in a world community has been continued both by way of the dissemination of information about the United Nations and Specialized Agencies and by way of a series of seminars and studies intended to develop the methods and principles of such education. They have included studies of methods of teaching reading and writing, and of school textbooks, seminars on the teaching of modern languages and the use of audio-visual aids and exchanges of specialized information and advice. Canadian educational authorities have co-operated in a number of these projects.

In accordance with the terms of Resolution 318 (XI) August 14, 1950, of the Economic and Social Council, UNESCO has been doing much and varied work in the promotion and co-ordination of research in the natural and social sciences on which it will soon report to ECOSOC. In 1953, Canadians participated in the establishment of an International Advisory Committee on Scientific Research, which will meet once a year to advise the Director-General on the promotion and implementation of UNESCO's programme in the natural sciences. In December 1953, an International Social Science Council was permanently organized to mobilize the resources of all the social sciences for the joint study of the major social problems of the contemporary world. One of the principal problems under study, which will have special relevance in countries planning for rapid economic development, is that of the social implications of industrialization and urbanization.

During 1953, UNESCO sponsored an international conference on the teaching of music. Canada played a prominent part in the conference and in other phases of UNESCO's cultural programme. A study of the cultural assimilation of immigrants, seminars on the role of museums in education and UNESCO's travelling exhibitions of art stimulated considerable interest in Canada. UNESCO continued its research on international exchanges of publications and the development of library services and the Public Library in New Delhi, India, which was opened as a pilot project in 1950, is now reported to be attracting about 2,000 readers daily.

In its efforts to improve the means and techniques of mass communications, UNESCO completed studies of the world daily press, cinema for children and film cataloguing. A documentation centre on school broadcasting was established and research was initiated into the use of television for educational and cultural purposes. Canadian organizations and institutions participated in most of these projects.

Much of UNESCO's work in all fields is carried out by means of grants and fellowships, exchange of persons and provision of experts. Under its ordinary programme in 1953, 71 fellowships were allocated to 46 member states and territories, and 25 fellowships, offered by the French and Netherlands Governments and various national and international private organizations, were sponsored. Under the Expanded Programme of Technical Assistance, 75 fellowships were awarded to 20 countries. Fourteen UNESCO trainees came to Canada in 1953 and a number of Canadian educational and scientific experts were made available for UNESCO technical assistance missions.

International Civil Aviation Organization

The International Civil Aviation Organization, which came into existence as a permanent body in April 1947, when the convention establishing it had been signed and ratified by 26 states, has as its general objectives 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. Its work thus calls for co-operation and consultation on technical matters and on questions of government policy which may spring, to a greater or lesser extent, from the operation of commercial airlines. The Organization is governed by an Assembly, composed of all members, which holds annual sessions to vote the budget and to determine general policy, and a 21-member Council selected by the Assembly which meets as necessary in Montreal (the present site of headquarters) to carry out the directives of the Assembly, elect the Secretary-General and administer finances. Canada has been represented on the Council since 1945. The Council is assisted by an Air Navigation Commission and four committees. The membership of ICAO is continuing to grow, and with the accession of Japan and the re-accession of China to the Convention, has now reached a total of 63.¹

The Eighth ICAO Assembly was held in Montreal from June 1 to 14, 1954. Although its agenda was more limited than those handled by the major Assemblies held elsewhere than Montreal in every third year, it nevertheless dealt with several important administrative matters. Agreement was reached on two amendments to the Convention which, when ratified by 42 member states, will enable Assemblies to be held less frequently than every year, and will permit the Organization's permanent headquarters to be moved from Montreal if at least three-fifths of the member states so decide at an Assembly.

In the economic field, the principal matter of interest in the past 12 months was the Conference on Co-ordination of Air Transport in Europe which was convened by ICAO at the suggestion of the Committee of Ministers of the Council of Europe and met at Strasbourg April 21 - May 8, 1954. Representatives of 17 European

¹See *Canada and the United Nations 1952-53*, pp. 65-66.

states attended and 10 non-European members of ICAO, including Canada and the United States, sent observers. The Conference made 29 recommendations, addressed to the European states which had been invited to the Conference and to ICAO, and submitted its report to the ICAO Council, which will now study it in detail. The main recommendations in the economic field propose action in two stages. In the first, European governments are urged to give European airlines greater freedom to plan European services on a co-operative basis, to remove restrictions on "Fifth Freedom" traffic¹ with respect to air freight services, and to give substantial freedom to non-scheduled operations not competing with scheduled air services. In the second stage, it is proposed that European states develop multilateral agreements for both scheduled and non-scheduled air services, and ICAO is asked to prepare drafts of such agreements. Twelve recommendations concerned the facilitating of air traffic by the simplification of various administrative and border procedures; others urged accelerated development in regional air navigation services. In order to put the work of the Conference on a continuing basis, it was recommended that a European Civil Aviation Conference be established, to hold its first meeting before the end of 1955.

There were a number of technical studies carried out and meetings held during the period, including the First Air Navigation Conference, which met in Montreal February 24 - March 24, 1954, attended by 25 states, and discussed principally approach and landing problems and the relation of meteorology and other types of service to air navigation. The Second African-Indian Ocean Regional Air Navigation Meeting was held from November 17 - December 12, 1953, and did further work on the regional plan for air navigation facilities. At least two regional air navigation meetings have now been held for all areas except the North Pacific, and regional plans are approaching a substantial measure of stability. The Fourth North Atlantic Stations Conference, which met in Paris February 9-25, 1954, concluded a new North Atlantic Stations Agreement which substituted a 9-station 21-ship network for the existing 10-station 25-ship network. Canada is a party to this agreement and maintains one of the 11 ships on the North American side of the network. During the year, ICAO and the World Meteorological Organization agreed on working arrangements for the planning and provision of essential meteorological facilities for air navigation. In the development of International Standards Recommended Practices and Procedures by way of Annexes to the Chicago Convention on International Civil Aviation, it became clear that the emphasis is shifting from formulation to application and that the Organization in future will be more concerned with the implementation by states of existing Annexes than with the adoption of new material.

The Convention on Damage Caused by Foreign Aircraft to Third Parties on the Surface, was opened for signature in Rome on October 7, 1952, and has now been signed by 21 countries, including Canada, and ratified by one (Egypt).

¹The privilege to take on passengers, mail and cargo destined for the territory of any other Contracting State and the privilege to put down passengers, mail and cargo coming from any such territory.

During 1953 ICAO received requests for assistance under the Expanded Programme of Technical Assistance from 15 countries, nine of which had not previously been applicants. Technical assistance missions were maintained in 15 countries and at the end of the year 75 experts were either already in the field or about to leave for duty. Assistance has taken two forms — expert advice and training either in the assisted state or abroad. The recent review of the financial procedures of the technical assistance programme, which has led to a greater allocation to the reserve fund, will mean some curtailment in ICAO's technical assistance activities during 1954. By the end of May, 64 experts were in the field, but comparatively few new fellowships had been awarded. However, a special grant from the Government of Iran will enable the ICAO mission there not only to be maintained but to be increased.

International Bank for Reconstruction and Development and International Monetary Fund

Introduction

The Articles of Agreement of the International Bank for Reconstruction and Development and those of the International Monetary Fund, which were drawn up at the United Nations Monetary and Financial Conference held at Bretton Woods, New Hampshire in 1944, came into force in December 1945. The principal purpose of the Bank is to facilitate the reconstruction and development of its member countries by promoting private foreign investment through guarantees of and participation in loans and other investment by private investors and where private capital is not available on reasonable terms, to make loans out of its own resources or from funds borrowed by it. The Fund is intended to provide the machinery for international collaboration and consultation on exchange and balance of payments problems which will assist in the achievement of exchange stability and the expansion and balanced growth of international trade.¹

Both organizations work through similar organs, consisting of a Board of Governors (one governor and one alternate appointed by each member) a group of Executive Directors and a Managing Director (President in the case of the Bank) and staff. Voting is on a weighted scale based on the assessed quota of members in the case of the Fund and their capital stock subscriptions in the case of the Bank.

Membership of the Bank and the Fund

As of June 30, 1954, the membership of the International Monetary Fund and of the International Bank for Reconstruction and Development had been increased to 56 countries with the admission of Haiti and Indonesia to each institution. In November 1953, Czechoslovakia was declared ineligible to use the resources of the Fund because of failure to furnish the minimum information

¹See *Canada and the United Nations 1952-53*, pp. 60-64.

necessary for the effective discharge of the Fund's duties and failure to consult satisfactorily with the Fund about the retention of its payments restrictions. By action of the Board of Governors, Czechoslovakia was suspended from the Bank as of December 31, 1953, because of failure to pay the balance of its capital subscription.

Canadian Representation in the Bank and the Fund

Throughout the period, as in previous years, the Minister of Finance, Mr. D. C. Abbott, represented Canada on the Board of Governors of both the Fund and the Bank. Mr. G. F. Towers continued as Alternate Governor of the Fund, while in April 1954, Mr. A. F. W. Plumptre was appointed Canadian Alternate Governor of the Bank in succession to Mr. J. J. Deutsch. Mr. Louis Rasminsky, who was re-elected at the Seventh Annual Meeting in 1952, continued as Executive Director for Canada of both the Bank and the Fund. In May 1954, Mr. G. Neil Perry was succeeded by Mr. J. H. Warren as Canadian Alternate Executive Director for both institutions.

International Bank Loans

With the admission of Haiti and Indonesia, the subscribed capital of the International Bank for Reconstruction and Development rose to \$9,148,500,000 (U.S.). In the 12-month period ending June 30, 1954, loans for development purposes were made to 16 member countries totalling the equivalent of about \$324 million, which is the highest level of Bank lending since the 1947-48 period when substantial reconstruction loans were made to European countries. In the previous 12 months there had been ten loans amounting to \$178,633,464 (U.S.). Since its inception to mid-1954, the Bank has made loans in the aggregate of \$1,874,000,000 (U.S.) after deducting \$40 million of cancellations and refunding, of which \$1,406,000,000 had been disbursed.

During the past year, the Bank's funds available for lending were increased by the 2 per cent or United States dollar portion of the capital subscriptions of new members, by the proceeds of substantial new bond issues in the United States, Switzerland and Canada, by the repayment of outstanding loans, and by further releases of the 18 per cent local currency portion of the capital subscriptions of a number of member countries.

Financial Activities and Resources of the Bank

Since April 1, 1953, Belgium, Denmark, France, Germany, Italy, Luxembourg, the Netherlands, Norway, South Africa and Sweden have agreed, subject to certain restrictions, to the release for lending purposes of amounts totalling the equivalent of \$225 million from their 18 per cent local currency subscriptions to the Bank's capital. So far, Canada and the United States are the only member countries which have made the whole of their 18 per cent subscriptions freely available to the Bank for lending and re-lending.

During the period July 1, 1953 to June 30, 1954, five bond issues were floated by the International Bank: two in the United States, two in Switzerland and one in Canada. In September 1953 an issue of \$75 million, 3 per cent, 3-year United States dollar bonds was

offered in the New York market. This was followed in January 1954 by a 15-year, 3½ per cent issue in the amount of \$100 million. Each of the two issues offered in Switzerland — one in November 1953 and one in March 1954 — was for Swiss francs 50 million (\$11,634,671 U.S.), bearing interest at 3½ per cent. The first of these issues was for 15 years and the second for 18 years. The borrowing in Canada took place in June 1954. It consisted of 3½ per cent 15-year bonds in the amount of \$25 million (Canadian). This was the second Bank financing operation in the Canadian market, the previous issue \$15 million (Canadian), 4 per cent, 10 years, having been floated in 1952.

During the year, the Bank retired \$10,000,000 (U.S.) of its 2 per cent Serial Bonds of 1950 and Swiss francs 10 million of its 2½ per cent Swiss Serial Bonds of 1950. The total of Bank loan capital issues outstanding as of June 30, 1954, was equivalent to \$776,678,354, of which \$665,000,000 was denominated in United States dollars, and the remainder in Swiss francs, Canadian dollars, and sterling.

Technical Assistance Activities of the Bank

In the field of technical assistance, the Bank's main contribution has been in relation to economic development and special emphasis has been placed on the despatch of general survey missions to member countries. In the year ending June 30, 1954, such missions were sent to Nigeria, Malaya, and Syria. Reports were published on earlier missions to British Guiana and Mexico. The specific recommendations of Bank missions have been followed by member governments in many instances, and in other cases mission reports have served as a framework for the planning of economic development. As in preceding years, the Bank has provided advice and help to member countries in a variety of ways, additional to assistance directly related to loan applications. During the period, Bank representatives have been stationed in Nicaragua and Panama to assist the two Governments in their development activities. At the request of the Government of Ecuador, a Bank official was sent to advise on the establishment of an organization for the planning and co-ordination of economic development. A Bank liaison office has been opened in the Middle East. The Bank's Director of Marketing has visited Pakistan and a number of Central American countries to discuss the development of a government market for bonds. Throughout the period, the Bank has worked closely with the Governments of India and Pakistan with a view to the development of an agreed programme for the use of the water supplies of the Indus river system. As of July 1, 1954, negotiations on this subject were still proceeding.

The Bank has continued to provide opportunities for trainees from member countries to work in the Bank and to become familiar with its operations and its techniques for dealing with economic development problems. In addition, special training in public finance has been provided for officials from a number of countries. The Bank has assisted Colombia, El Salvador, Ethiopia, Iraq, Nicaragua, Panama and Thailand in recruiting experts for economic development work.

Exchange Transactions of the International Monetary Fund

During the year ending June 30, 1954, the policies and procedures of the International Monetary Fund have been further developed to provide more effective support to member countries who may be in temporary balance of payments difficulties or who may require Fund assistance in connection with the introduction or maintenance of convertibility for their currencies. The volume of currency purchases from the Fund has shown a marked increase over the previous 12 months and the variety of exchange transactions has grown considerably. Waivers have been granted for the first time under Article V to permit members to use more than their normal yearly increment of drawings from the Fund, additional stand-by credit arrangements have been approved, and the Fund has sold sterling and Deutsche marks to member countries as well as United States dollars.

In the 12 months ending June 30, 1954, the Fund's resources were drawn on by Brazil, Chile, Japan, Turkey and Mexico to the equivalent of \$225.79 million (U.S.), compared with drawings of only \$70.75 million in the preceding 12-month period. During the Fund fiscal year ending April 30, 1954, currency re-purchases totalling \$145.1 million were made by eight member countries with gold and dollars.

In December 1953, the Fund's policy on stand-by credit arrangements was reviewed and it was agreed that in special cases, for example in connection with programmes for the maintenance or achievement of currency convertibility, consideration would be given to requests for stand-bys of longer duration than the six months previously permitted. At the same time, the Fund decided that the charge of $\frac{1}{4}$ of 1 per cent payable for stand-by arrangements might be offset against the service charge payable on drawings under such an arrangement. As of July 1, 1954, Belgium, Finland, Mexico, and Peru had entered into stand-by arrangements with the Fund for \$50 million, \$5 million, \$50 million, and \$12.5 million respectively, against which Finland had drawn its full \$5 million and Mexico \$22.5 million.

During the year, the Fund's schedule of charges on purchases of exchange was revised and simplified; charges on holdings which exceed a member's quota by not more than 50 per cent were somewhat increased, while charges on holdings in excess of this percentage were slightly reduced.

Article XIV Consultations

Beginning in 1952, the Fund has consulted each year with member countries maintaining exchange restrictions under the transitional period arrangements provided for in Article XIV. These consultations are held to ascertain whether the balance of payments position and prospects of these countries are such as to justify the continued maintenance of exchange restrictions. As of June 30, 1954, 45 member countries were still maintaining exchange restrictions under Article XIV. However, the consultations during the preceding 12 months revealed a welcome general trend towards

the reduction of barriers preventing unrestricted payments for current transactions. In respect of a number of countries, the Fund during its consultations concluded that the position was such that a further relaxation of exchange restrictions would be feasible. In other cases the Fund urged the reduction of multiple currency practices and discriminatory currency arrangements.

Other Consultations with Member Governments

The International Monetary Fund has continued to consult with certain member countries on the subject of retention quotas and similar practices under which exporters are allowed to retain part of their foreign exchange earnings or obtain special import rights when surrendering such earnings. A number of countries have taken measures to eliminate these practices and in general they present a less acute problem than in earlier periods.

During the year, initial par values were agreed with the Fund for the currencies of Burma, the Hashemite Kingdom of Jordan, and Haiti. Changes in par values were made with the agreement of the Fund by Chile, Paraguay, and Mexico. In June 1953, Czechoslovakia changed the par value of its currency without consulting the Fund and without its concurrence, maintaining that under the provisions of Article IV, Section 5 (e), a member may do so if the change does not affect the international transactions of Fund members. This question was considered by the Fund's Executive Board which concluded that the change of par value did not come under this provision of the Articles of Agreement.

During the 12 months ending June 30, 1954, apart from changes effected during Article XIV consultations, Brazil, Chile, China, Colombia, Iceland, Iran, the Philippines, Thailand, and Yugoslavia have consulted the Fund about various modifications in their exchange systems. In June 1954, the Fund considered a Philippine proposal for the introduction of uniform gold production subsidies for three categories of mines. The arrangement proposed by the Philippines was considered not to be inconsistent with the objectives of the Fund's 1947 policy statement on gold subsidies.

V DEPENDENT TERRITORIES

Introduction

The United Nations Charter contains three Chapters (XI to XIII) designed to promote the well-being of two different categories of dependent territories. There are 11 "trust territories", which are the subject of trusteeship agreements between the individual administering authorities and the United Nations, and more than 60 other territories, administered by members of the United Nations, which have not yet attained full self-government and are the subject of a Declaration concerning Non-self-governing Territories contained in Chapter XI of the Charter.

The member nations administering non-self-governing territories recognize that the interests of the inhabitants of these territories are paramount; and accept as a "sacred trust" the obligation to promote their well being. To this end, they assumed the obligations, among others, to develop self-government and to submit reports on economic, social and educational conditions in their territories to the United Nations. The Charter did not set up a special body to deal with these reports, but the General Assembly has appointed a Committee on Information from Non-self-governing Territories which analyzes the information submitted and makes suggestions for improvements in the various fields covered.¹

The international trusteeship system is established by Chapter XII of the Charter for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements. Chapter XIII of the Charter establishes the Trusteeship Council, a principal organ of the United Nations, to supervise these agreements under the authority of the General Assembly, which approves them initially. The Council is composed of an equal balance of administering and non-administering members of the United Nations. Its main functions are to guide the administering authorities in making their reports, to consider the reports, to examine petitions from the native inhabitants and to send periodic visiting missions to the territories.

The Fourth or Trusteeship Committee of the General Assembly discusses questions relating to dependent territories in general, considers the reports of the Trusteeship Council and other items relating to trust territories, and also deals with the reports of the Committee on Information from Non-self-governing Territories.

Debates at the General Assembly have revealed a marked difference of opinion between the administering powers, who believe that they are fulfilling their obligations under the Charter in the manner best suited to present conditions, and the non-administering powers, many of whom have recent memories of being dependent

¹See *Canada and the United Nations 1952-53*, pp. 76-83.

peoples themselves. The latter have been anxious to hasten the achievement of independence for other peoples and have tended to emphasize the supremacy of the General Assembly over the Trusteeship Council, where there is equal representation between administering and non-administering states. They have also tried to have the Committee on Information from Non-self-governing Territories exercise functions like those of the Trusteeship Council, thus suggesting that the Assembly and the Committee have the power to examine and discuss political conditions in the non-self-governing territories. Canada and some other countries have tried to reconcile these differing approaches. It is the Canadian view that the Charter distinction between non-self-governing territories and trust territories should be preserved and that the Assembly, which decides broad policy, should leave reasonable freedom in matters of detail to the Trusteeship Council.

Non-Self-Governing Territories

Report of the Committee on Information

At the eighth session of the General Assembly the Committee on Information from Non-self-governing Territories reported both on a study it had made of educational developments in dependent territories, with particular reference to equality of opportunity for all racial, religious and cultural groups, and on other information transmitted by the administering states. It also, in accordance with a request made by the seventh session of the Assembly, made recommendations regarding the participation of non-self-governing territories in its work. The Assembly adopted unanimously a resolution approving the Committee's report on educational conditions and inviting the Secretary-General to communicate it to members of the United Nations who have administering responsibilities.

A resolution proposed by the Committee which invited the administering states of territories, the inhabitants of which had attained a large measure of responsibility for economic, social and educational policies, to attach to their delegations to the Committee indigenous representatives, specially qualified to speak on these matters, was adopted by 43 in favour, 8 against and 7 abstentions. Canada voted for the resolution as a whole because it was reasonable and comprehensive but had voted against an amendment which was adopted requesting the Committee on Information to study means of securing a progressive increase in the participation of these representatives in its work. The Canadian Delegation believed that the original proposals suggested by the Committee probably represented the maximum formula which the administering authorities could be expected to accept without undermining the principle of unity of representation in each delegation. A United Kingdom resolution urging members of the Committee on Information, more particularly the non-administering members, to include on their delegations persons specially qualified in the functional fields within the Committee's purview, was adopted by a vote of 48 in favour (including Canada) and 8 abstentions.

Canada voted against another resolution adopted which recommended that the Secretary-General consider the desirability of increasing the recruitment of suitably qualified inhabitants from non-self-governing territories for the Secretariat. The Secretary-General had made it known that in his view the resolution amounted to a curtailment of his discretion in selecting a staff of qualified and suitable people.

Factors which Determine a Territory's Status

The failure of the Charter to indicate what is meant by a "full measure of self-government", or how and by whom a non-self-governing territory is to be identified has led the General Assembly to call for a thorough study of the factors which will have to be taken into account in deciding whether a territory has or has not attained "a full measure of self-government". The seventh session of the Assembly considered a list of factors submitted by an *Ad Hoc* Committee, and requested a new *Ad Hoc* Committee to report again to the eighth session. This second attempt was approved with a number of modifications by the Assembly, which recommended that it be used as a guide both by the General Assembly and by the administering powers. The vote on the final version of the list was 32 in favour, 19 against (including Canada) and 6 abstentions. The Canadian Delegation voted against the resolution because it considered that the list of factors had been altered without adequate study, and that in its final form the resolution contained unacceptable statements regarding the basic question of where the responsibility of determining when a territory is no longer self-governing should rest.

The Cessation of Transmission of Information

During the early days of the United Nations the administering states voluntarily submitted a list of their territories which they considered came under Chapter XI of the Charter and on which they therefore agreed to transmit information. Some time ago, however, the stage was reached when certain administering states ceased to transmit information, on the grounds that the territories concerned had ceased to be non-self-governing, at least as concerned those fields on which information was to be transmitted, namely economic, social and educational. At the eighth session the Assembly considered the decision of the Netherlands to cease transmitting information concerning the Netherlands Antilles and Surinam and the decision of the United States to cease transmitting information on Puerto Rico. The Canadian view has always been that non-self-governing territories will normally advance towards self-government by stages and that, at a given time, they will reach a stage at which the administering powers will no longer exercise effective practical control over the social, economic and educational matters on which information has hitherto been submitted. As the Canadian Representative pointed out during the debate on the question of factors, the obligations of the administering powers to submit such information would at that stage come to an end. The Canadian Delegation voted against a seven-power resolution adopted at the eighth session of the Assembly which approved the discontinuance of information

on Puerto Rico, but Canadian opposition to this resolution was largely based on the inclusion in it of a paragraph recognizing expressly the competence of the Assembly to decide when an administering power should cease transmitting information. It is the Canadian view that the administering powers are within their rights in making the decision themselves as to when they should cease to transmit information about territories under their control. This view caused the Canadian Delegation to vote also against a resolution passed by the Assembly which requested the Government of the Netherlands to transmit regularly to the Secretary-General information about the Antilles and Surinam until such time as the General Assembly took the decision that such information should cease to be transmitted.

Election of Two Members of the Committee on Information

At the eighth session the Assembly elected Guatemala and Burma to succeed Cuba and Pakistan on the Committee on Information from Non-self-governing Territories, which is now composed of the administering powers and Brazil, Burma, China, Ecuador, Guatemala, India, Indonesia and Iraq.

Trust Territories

Sessions of the Trusteeship Council

Only one session of the Trusteeship Council was held in 1953, from June 16 to July 21 in New York, when it examined annual reports covering Somaliland under Italian administration and the four trust territories of the Pacific. At the eighth session of the General Assembly India and Haiti were elected to the Council as replacements for Thailand and the Dominican Republic. The Trusteeship Council is now composed of the following members: the United Kingdom, the United States, France, Belgium, Australia, New Zealand, China, the U.S.S.R., El Salvador, India, Syria and Haiti. At the thirteenth session of the Council (January 28 - March 26, 1954) the conditions of the following six African territories under trusteeship were examined: British-administered Tanganyika, Cameroons and Togoland, French-administered Cameroons and Togoland and Ruanda-Urundi under Belgian administration.

Report of the Trusteeship Council

The resolution passed by the General Assembly after its Trusteeship Committee had carefully considered the report of the Trusteeship Council for the period December 4, 1952 to July 1953 included proposals concerning the preparation of special questionnaire forms for trust territories, the setting of a definite date by administering powers for the establishment of self-government by the trust territories, the more widespread use of scholarships as a means of advancing education in the trust territories, and a number of measures which Italy as the administering authority for the trust territory of Somaliland would be urged to take to prepare the people for independence in 1960. Another resolution passed by the Assembly called for a study by the Trusteeship Council of the possibility of appointing a United Nations "ambassador at large" who would

perform a liaison function between the United Nations, the administering authorities and the people of the trust territories. The Canadian Delegation voted against this proposal as it felt that the establishment of additional machinery in the trusteeship field was undesirable.

The Ewe and Togoland Unification Problem

This problem concerns the Ewes, who are a native people living in contiguous areas within British Togoland, French Togoland and the Gold Coast. Some of these have expressed a desire for the unification of the two trust territories of Togoland to enable the Ewe people to be united under one administration. As a result of a resolution adopted at the fifth session of the General Assembly in 1950, France and the United Kingdom submitted to the Trusteeship Council in 1951 a plan for the creation of a Joint Council with broad advisory powers consisting of representatives of the Ewes of both Togolands. At the sixth session of the Assembly a resolution was adopted approving the proposed Joint Council but calling for further consultation before its establishment and a special report by the Trusteeship Council to the seventh session of the Assembly. After receiving this report the Assembly passed a resolution at the seventh session asking the Trusteeship Council to submit to the eighth session a special report on the steps taken by the administering authorities concerning the unification problem. After a full debate in the Trusteeship Committee at the eighth session, during which Representatives from Togoland were heard, the Assembly passed three resolutions concerning Togoland unification. The Canadian Delegation voted in favour of the first two resolutions recommending to the administering authorities the establishment of the Joint Council and inviting them to establish effective facilities for electoral registration based on personal identification, but it abstained in the vote on the third, which requested the Trusteeship Council to re-examine the problem at its thirteenth session and to submit a special report to the ninth session of the Assembly, because the wording of the resolution appeared to pre-judge the issue in favour of unification and against integration of British Togoland into the Gold Coast. Speaking in the Fourth Committee, the Canadian Representative pointed out that Canada has always been in favour of the development of elections with a widespread mandate in Togoland, the establishment of a Joint Council for Togoland affairs and the settlement of frontier difficulties between the two Togolands. He underlined the distinction between the question of unifying the Ewes and of unifying the two Togolands and stated the belief of his Delegation that unification of the Ewes would be effected at least as much by the integration of British Togoland into the Gold Coast, as it would through the unification of the two Togolands. The Trusteeship Council held a debate on Togoland unification at its thirteenth session but voted to postpone a decision until the fourteenth session.

Oral Hearings of Native Inhabitants

Under the Charter the General Assembly and the Trusteeship Council are both empowered to accept written or oral petitions from the indigenous inhabitants of trust territories and to examine the

petitions in consultation with the administering authorities of the territories. Although the majority of these petitions have been handled in the past by the Trusteeship Council, which has special machinery to deal with a large number of petitions, there has been an increasing tendency for all petitioners to ask for hearings before the Trusteeship Committee of the Assembly. It has become evident that some sort of criteria should be set to enable the Assembly to decide upon the urgency of the petitioners' request and its importance in relation to other business on the Trusteeship Committee's agenda for a session. At the eighth session of the Assembly the United Kingdom tabled a resolution calling for the setting-up of a sub-committee of eight members charged with making recommendations regarding the procedure to be followed in considering applications for hearings from petitioners. The Canadian and some other delegations spoke in support of this resolution and outlined the criteria which ought to be used in having the Fourth Committee deal with petitions. One of these was that petitioners should normally have appeared first before the Trusteeship Council or its Committee on Petitions. Although the United Kingdom Delegation agreed during the discussions to incorporate a number of modifications the proposal was nevertheless rejected by a narrow vote.

The need for some procedure to be worked out for determining what petitioners should be heard by the Trusteeship Committee was clearly shown at the eighth session, when the Committee heard nine representatives from various groups in trust territories and considered and discussed in all 12 petitions for hearings. The statements took up a great deal of time and some of them seemed to be of doubtful use since they broke little new ground. Some seemed to confirm the view of the Canadian Delegation that the Committee might find itself becoming a quasi-legal tribunal adjudicating all disputes arising in trust territories between inhabitants and administering authorities.

South West Africa

Successive *Ad Hoc* Committees on South West Africa, appointed by the General Assembly, have negotiated with the South African Government with a view to implementing the 1950 advisory opinion of the International Court of Justice on the international status of South West Africa.¹ The *Ad Hoc* Committee's report to the eighth session of the General Assembly indicated that little progress had been made in reaching agreement with the South African Government on the precise supervisory role of the United Nations or on the appropriate parties to conclude a new instrument replacing the League of Nations mandate. The Committee had been unable to examine reports on the administration of South West Africa since none had been submitted by the South African Government.

The eighth session adopted two resolutions, the first establishing a Committee on South West Africa "until such time as agreement is reached between the United Nations and the Union of South Africa", the second reiterating previous resolutions and re-asserting

¹See *Canada and the United Nations 1952-53*, pp. 83-84.

that the normal way of modifying the status of South West Africa would be to place it under the trusteeship system. The Canadian Representative supported the first because it sought to implement an advisory opinion of the International Court, the opinions of which Canada considered to be authoritative expressions of international law, even if not legally binding. He questioned, however, the usefulness of the "notion of permanency" expressed by the phrase quoted above, and abstained from voting on the second resolution on the grounds that such repetition of Assembly resolutions was neither desirable nor practical.

VI LEGAL QUESTIONS

International Law Commission

At its fifth session the International Law Commission made further progress in its task of codification of international law.¹ In its report² the Commission adopted and submitted to the General Assembly a draft Convention on Arbitral Procedure as well as draft articles on three sub-topics of the Regime of the High Seas: the continental shelf; fisheries; and the contiguous zone. The Commission also adopted provisionally two draft Conventions on Statelessness which dealt with the elimination and the reduction of future statelessness, and requested the comments of governments on these drafts.³ The report of the Commission was discussed at the eighth session of the General Assembly, particular attention being paid to the Regime of the High Seas and Arbitral Procedure.

Regime of the High Seas

Although the Regime of the High Seas comprehends more than the three topics discussed in the Commission's report, the Commission recommended that the Assembly adopt now articles on the continental shelf and fisheries, since several states were contemplating promulgating regulations governing the continental shelf and these would be more likely to follow a set pattern, if the proposed articles on the continental shelf were generally accepted.

The articles finally recommended by the Commission differ in some respects from those which were originally proposed. Instead of being related to the criterion of "exploitability", the limit of the continental shelf is now defined as, "the seabed and subsoil of the submarine areas contiguous to the coast, but outside the area of the territorial sea, to a depth of two hundred metres". During the Commission's discussion of this rule, the necessity for modifications was recognized: for instance, in the case of submerged areas of a depth less than 200 metres situated in considerable proximity to the coast and separated from it by a narrow channel deeper than 200 metres. This exception may well be important to Canada in view of the nature of the continental shelf adjacent to the Canadian coastline.

The articles recognize the sovereign right of the coastal state to explore and exploit the natural resources of the continental shelf whilst at the same time recognizing that this right does not affect the legal status of the high seas above the continental shelf and of the air space in turn above the high seas.

An attempt is also made to define the boundary of the continental shelf where it is contiguous to the territories of two or more states, in the absence of agreement between the states concerned.

¹See *Canada and the United Nations 1952-53*, p. 85.

²General Assembly Document, Supplement No. 9 (A/2456).

³See "Statelessness", above p. 53.

A separate article on sedentary fisheries is not included because in the Commission's view, apart from the cases where prior rights of aliens are involved, the sovereign right of the coastal state over its continental shelf covers also sedentary fisheries.

A new article has been added providing for arbitration in the case, not of boundary disputes only, but of all disputes arising out of the exploration or exploitation of the continental shelf.

The Canadian Delegation would have preferred the inclusion of a separate article on sedentary fisheries. It also pointed out that the advantages of certainty urged by the Commission in support of its view that the continental shelf should be considered as extending to the 200 metre depth mark might be outweighed by the advantages of a more flexible formula based on the practical possibilities of exploration and exploitation.¹

The articles adopted by the Commission on the international regulation of fisheries envisaged the establishment of an international authority within the framework of the United Nations, whose regulations states would be obliged to accept as binding upon their nationals. The Commission recommended that the General Assembly consult with the Food and Agriculture Organization regarding the establishment of such a body and the preparation of drafts of a convention in conformity with the general principles embodied in the Commission's articles. According to these articles, states participating in the fisheries of special areas would agree to regulate and control fishing activities. If the nationals of other states afterwards engaged in the fisheries and did not accept the measures adopted, the matter would be referred to the international authority. In the case of fisheries situated within 100 miles of the territorial sea of a coastal state, this state might participate in the system of regulation whether or not it participated in the fisheries.

These articles go beyond existing law and must be regarded to a large extent as falling in the category of progressive development of international law.

Canada is of course vitally interested in these draft articles on the international regulation of fisheries. The Canadian view was that it was "altogether premature to attempt to establish at this time an international body to govern and regulate fisheries". The Canadian Representative in the Legal Committee suggested that the establishment of international commissions such as many countries already belong to be considered as a first step towards the general regulation of fisheries which the International Law Commission has in mind.

The Commission adopted a single article on the contiguous zone which appears to be in accordance with accepted practice. This provides for the exercise by each sea-bordering country of the control necessary to prevent and punish the infringement within its territories or territorial sea of its customs, immigration, fiscal or sanitary regulations up to a distance of 12 miles from the baseline from which the width of the territorial sea is measured. The Commission recommended that the General Assembly take no action on

¹Department of External Affairs Supplementary Paper 53/63.

this article because of its relation to the articles on the territorial sea which have not yet been adopted by the Commission.

Speeches indicated that representatives were divided upon the issue whether the articles adopted by the Commission should be finally decided upon by the General Assembly before other articles on the Regime of the High Seas and those on the Regime of Territorial Waters were made available. Canada strongly urged that governments be given a further period to study the effect and implication of the various articles adopted by the Commission, which in many cases represented a radical departure from international practice, and accordingly co-sponsored a resolution postponing consideration of the articles on the Continental Shelf and International Regulation of Fisheries until the tenth session of the Assembly in 1955. The resolution eventually adopted decided "not to deal with any aspect of the Regime of the High Seas or the Regime of Territorial Waters until all problems have been studied by the International Law Commission and submitted to the General Assembly".

Arbitral Procedure

At its first session in 1949 the International Law Commission selected arbitral procedure as one of the topics for codification. At its first session the Commission adopted a final draft Convention on Arbitral Procedure and proposed that the General Assembly recommend the draft to member states with a view to the conclusion of a convention.

According to the Commission, the term "arbitral procedure" refers to procedure in its wider sense, that is provisions for safeguarding the effectiveness of arbitration engagements accepted by parties, as well as clauses relating to the constitution and powers of the tribunal, the general rules of evidence and procedure and the award of the arbitrators. In the Commission's view the draft is no more than a codification of existing law so far as the basic features of the law of arbitral procedure are concerned, though it proceeds by way of developing international law with regard to certain procedural safeguards for securing the effectiveness, in accordance with the original common intention of the parties, of the undertaking to arbitrate. The Commission emphasized its desire to preserve what it considers to be the essential feature of international arbitration — the autonomy of the will of the parties in regard to the choice of arbitrators, the law to be applied and the procedure of the arbitral tribunal, — subject only to the limitations, first, that the procedure adopted both before and after the beginning of the proceedings, must not be such as to frustrate the common intention of the parties (as expressed in the original undertaking to arbitrate) to settle the dispute by arbitration, and second, that there must be no impairment of the binding character of the award. At the eighth session of the General Assembly, few governments were yet prepared to take a definite position on the subject, and a resolution, co-sponsored by Canada, was adopted which referred the draft Convention back to governments for "whatever comments they may deem appropriate, if possible, before January 1955". The Canadian Delegation thought it advisable to postpone a decision on this important Convention, the

new draft of which differs considerably from the earlier one, because if it were to be made most effective it should be accepted by as many states as possible and members had not yet had adequate time to examine the new draft.¹ There was no disagreement or objection in principle on the part of the Canadian Delegation to a universally accepted and effective international arbitral procedure as a most desirable development in the field of international law and practice. The provisions conferring authority on the International Court of Justice were welcomed as progressive steps which would prevent a unilateral decision by one of the parties, such as occurred during the dispute in which Canada was involved with Hungary and Roumania on the question of the violation of the human rights provisions of the peace treaties,² from frustrating an undertaking to arbitrate disputes. In this case, Hungary and Roumania, in spite of the relevant provisions of the peace treaties, refused to appoint arbitrators on the grounds that no dispute existed. When the International Court of Justice held that they were obligated to appoint representatives Hungary and Roumania contended that the Court was not competent to deal with the question. The draft Convention would avoid a situation such as this, by obtaining prior agreement to make the necessary appointments and to accept the competence of the International Court to decide the existence of a dispute.

International Court of Justice

Both Japan and San Marino became parties to the International Court of Justice during the past year, bringing to a total of four the number of states which are parties to the Statute but not members of the United Nations. The other two are Liechtenstein and Switzerland.³

The Court delivered its judgment in an interesting case between the United Kingdom and France on the question of the sovereignty over the islets of Minquiers and Ecrehos, situated off the French coast near the Island of Jersey. A great deal of evidence of title dating back to the Middle Ages was submitted by both parties. But the Court decided that what was of importance was the evidence relating directly to the possession of the group of islets, and appraising the relative strength of the opposing claims in the light of evidence of possession, the Court found unanimously in favour of United Kingdom sovereignty over the islets.

The eighth session of the General Assembly, as a result of its discussions of personnel policy, requested the Court for an advisory opinion whether the Assembly has the right to reject an award of the Administrative Tribunal of the United Nations and, if so, on what grounds. After receiving written statements, the Court began the hearings on June 10, and delivered its opinion on July 13.⁴

¹Department of External Affairs Supplementary Paper 53/54.

²See *Canada and the United Nations 1949*, p. 43, and *Canada and the United Nations 1950*, p. 31.

³See *Canada and the United Nations 1949*, p. 193.

⁴See "Personnel Policy", below pp. 99-103.



UNITED NATIONS

The Headquarters of the United Nations in New York. The three buildings in the foreground are (left to right): the Secretariat building; the Conference Area; and the General Assembly building. The library is hidden by the Secretariat building.

Charter Review

Article 109 of the Charter, which was originally proposed by the Canadian Delegation to the San Francisco Conference in 1945, states that the tenth session of the General Assembly in 1955 shall have on its agenda a proposal to call a conference to review the Charter, if such a conference has not already been held. Under the terms of Article 109 the conference can be convened by a two-thirds majority of members of the General Assembly or by a vote of any seven members of the Security Council. There is thus no veto over the holding of a conference, but it is by no means certain that it will be held and, if it is, it will almost certainly not take place until 1956. Article 109 provides that amendments to the Charter adopted at the conference must be ratified by two-thirds of the members of the United Nations, including all the permanent members of the Security Council, in order to take effect. There is thus a veto over Charter amendments resulting from a Review Conference, as there is over ordinary amendments under the provisions of Article 108.

At the eighth session of the General Assembly a number of proposals concerning preparatory work to be done in connection with the possible Charter conference were put forward and debated at some length in the Sixth or Legal Committee. Eventually, a resolution co-sponsored by the Canadian Delegation was adopted by the General Assembly. The preamble of this resolution states that there is a need for extensive preparation both by the Secretary-General and member states in order to comply with Article 109, and instructs the Secretary-General to compile and index certain documents of the San Francisco Conference and prepare an appropriately indexed repertory of the practice of the United Nations organs. Amendments put forward by France, the United Kingdom and other countries which were adopted in the Legal Committee, resulted in the deletion of a provision in the original draft resolution which would have asked the Secretary-General to prepare and publish a systematic and comprehensive study of the legislative history of the Charter. Another provision of the original draft resolution which was deleted in committee was an invitation to member states to submit preliminary views on Charter review by March 31, 1955. The Committee failed to adopt an amendment sponsored by the Czechoslovak Delegation, which would have amended the draft resolution in such a way as to divorce the work on the San Francisco documents from any connection with the possible Charter conference. The work to be undertaken by the Secretariat as a result of the Assembly's resolution will be completed by 1955.

The Canadian Representative spoke in favour of the resolution in the Sixth Committee and pointed out that, although it was difficult to foresee whether the realities of the international situation would permit the Charter to be changed in order to remove imperfections, preparatory work was required to provide a basis for discussions of possible Charter revisions. He described Canada's general attitude toward the subject of Charter review as a cautious and realistic one and said that Canada did not wish to put forward any comment on substantive amendment to the Charter at this stage.

A significant feature of the debate in the Sixth Committee was the strong opposition voiced by the Soviet bloc countries not only to Charter amendments but even to preliminary studies in connection with a possible Charter review conference. This attitude caused some delegations to express doubt as to whether any agreement on Charter amendments could be reached.

Studies of possible Charter amendments are now being carried out by governments and private organizations in a number of countries. In the United States the Senate Foreign Relations Committee has set up a sub-committee on the United Nations Charter which has been obtaining the views of both official spokesmen and private citizens in public hearings since January 1954. In the Netherlands, the Government has set up a commission, composed of officials, scholars, lawyers and members of parliament, to study the Charter.

The Canadian Department of External Affairs has set up a Departmental Working Group to prepare and discuss working papers on possible Charter amendments, and the Standing Committee on External Affairs of the House of Commons has expressed an interest in eventually considering and proposing to the Government possible revisions of the Charter. Various private groups in Canada have also begun to work on the subject.

VII ADMINISTRATIVE QUESTIONS

Personnel Policy

A complex and controversial problem concerning personnel policy appeared once more on the agenda of the General Assembly at the eighth session.¹ The discussion on two of the items on this subject revolved about two seemingly conflicting concepts, that of an independent international civil service and that of the protection of the legitimate security interests of a member state, particularly of a host state. The principles contained in Articles 100 and 101 of the Charter emphasize that the Secretariat must be of a truly international and independent character, that the Secretary-General must therefore have the sole responsibility in the appointment of staff and that members of the Secretariat must conduct themselves in a manner befitting the status of an international civil servant. The increased attention to national security interests and the problem of subversion arising from the cold war have resulted in a situation which at times has seemed to threaten these principles of the Charter.

The official activities of United Nations employees and the information available to them are public knowledge open to all member states; so members of the Secretariat, in the performance of their *official* duties, do not seem to present a security risk. It is the United States view, however, that it is not in its interests that the United Nations should employ United States citizens who are, or are likely to be, engaging in subversive activities. The attention of United States bodies concerned with investigating such activities has naturally been drawn to the large group of United Nations employees who work in New York.

In 1952 the United States Senate Sub-committee on Internal Security and a United States Grand Jury investigated a number of United States citizens employed by the United Nations, some of whom cited the Fifth Amendment when asked to testify about communist affiliations. In January 1953, the President of the United States issued Executive Order No. 10422 providing for a loyalty check of United States employees of the United Nations, which involved the fingerprinting of United States nationals in the United Nations and the completion of questionnaires by them. This order, which has since been altered in form rather than substance by the Republican Administration, provides for the results of these investigations to be transmitted to the executive head of the organization concerned.

The United States investigations created interest and concern in that country and in other member countries of the United Nations which resulted in a debate in plenary session of the resumed seventh session of the Assembly in March 1953. Discussion revolved about reports of the Secretary-General and of a three-man Commission of Jurists, which had advised him as to dismissal policy. Speaking on

¹See *Canada and the United Nations 1952-53*, pp. 93-97.

behalf of Canada in a plenary meeting on March 30, 1953, Mr. Paul Martin stated that it was not just or reasonable that an employee should be dismissed solely on the grounds of having refused to answer questions, the answers to which might serve to incriminate him. On April 1 the Assembly passed a resolution emphasizing the international character of the Secretariat under the Charter and asking the Secretary-General to submit to the eighth session of the Assembly a report on the progress made in the conduct and development of personnel policy together with the comments of the Advisory Committee on administrative and other questions.

In order to implement a recommendation in the Jurists' report concerning an advisory panel to assist him in cases where Secretariat members were suspected of subversive activities in the United States, the Secretary-General set up a panel under the chairmanship of a Canadian, Mr. Leonard W. Brockington, Q.C. This panel was dissolved in April 1954.

On August 31, 1953 the Administrative Tribunal of the United Nations issued a report on the appeals made to it by 21 employees whose service had been terminated by the Secretary-General, in effect, for being "security risks". Twelve of the terminations were held to have been ill-founded and compensation amounting to \$179,420 was awarded to 11 of the employees concerned. The awards to four of the former employees were made after the Secretary-General had ruled on September 3, 1953 that it would be inadvisable to re-instate them. These awards were attacked by some United States politicians and newspapers, and the United States authorities announced that they would oppose the passing of an appropriation by the Assembly to pay the awards.

The first item of personnel policy to be dealt with by the eighth session of the Assembly was a request by the Secretary-General for amendments to the Staff Regulations. The Assembly passed amendments based largely on his proposals, which were designed to remove as far as possible the anomalies and sources of conflict which had existed heretofore in the application of the Staff Regulations, by revising these Regulations in the light of the Charter so as to provide a just and legal foundation for sound administration. The amendments will now enable the Secretary-General to dismiss staff members on the grounds of "lack of integrity" as well as for misconduct. So far as political activity is concerned, "staff members may exercise the right to vote but shall not engage in any political activity which is inconsistent with or might reflect upon the independence and impartiality required by their status as international civil servants". The Secretary-General has also been empowered to terminate the appointment of a staff member if he learns of facts existing before his appointment which, if they had been known at the time he was appointed, would have precluded his appointment. The Secretary-General has also been given a wide power to dismiss members in the interests of the good administration of the Organization, but his power is only to be exercised with the agreement of the staff member concerned. The Secretary-General has declared that this power is only to be used in cases where it would be a benefit to the staff

member concerned if he were terminated under it rather than under some other provision of the Regulations.

The Canadian Delegation spoke in favour of the Secretary-General's proposals, in the main, and supported these amendments. The Vice-Chairman of the Canadian Delegation, Mr. Alcide Côté, declared that there was no reason why public opinion should conclude that, because a few dismissals had been found necessary, the United Nations Secretariat was "a hotbed of intrigue". He said that the Canadian Delegation was agreed that the chance of conflict between the Secretary-General and the Administrative Tribunal should be lessened.

The Assembly also passed an amendment to the Statute of the Tribunal setting an upper limit on the amount of compensation the Tribunal could in future award and a resolution, sponsored by Canada, which called for a review by the Assembly in 1955 of the Staff Regulations and of the rules of interpretation used by the Secretary-General in applying the new amendments. This latter provision should help to safeguard the independence and security of the Secretariat.

When the supplementary appropriation to pay the awards of the Administrative Tribunal was discussed in the Fifth Committee, the United States Representative opposed Assembly approval on the grounds that the Tribunal had exceeded its jurisdiction, had committed errors of law in interpreting the Staff Regulations and errors of judgment and tact in its calculation of the awards. He claimed that the Assembly could review these awards, despite the provision in the Tribunal's Statute that there was to be no appeal from its decisions, because the Tribunal was merely a subsidiary body of the Assembly. During the debate many delegates rejected this argument, but some who did so thought that the amounts of the individual awards were inconsistent and in some cases too high. After pointing out that "the United Nations Administrative Tribunal was created by the General Assembly for the protection of the staff", Mr. Côté stated that the Canadian Delegation was convinced that the arguments in favour of paying the awards were very strong, but, since others held opposite views, the disputed awards should be referred to a "higher judicial authority". This idea, which was shared by other delegations, found expression in a resolution, co-sponsored by Canada, the United Kingdom and Colombia and approved by a vote of 41 to 6 with 12 abstentions (including the United States) in plenary. The resolution asks the International Court of Justice for an advisory opinion as to whether the Assembly has the right, on any grounds, to reject awards of the Tribunal and what, if so, are the principal grounds on which it could lawfully exercise such a right. The Fifth Committee had rejected two French amendments, the first providing that the Court advise specifically on the awards in dispute (a proposal supported by all the sponsors of the resolution) and the second, that the Secretary-General be authorized to pay the awards if the Court should hold that the Assembly had no right to refuse them. The Assembly had previously elected a United States citizen to replace a Czechoslovak member of the Administrative Tribunal, and had re-

elected Lord Crook, the United Kingdom member, who was one of the three who made the disputed awards.

A number of resolutions arising out of the second part of the Secretary-General's report were also considered and a series of recommendations was approved designed to guide the Secretary-General in the formulation of appropriate staff rules in connection with the United States Immigration and Nationality Act of November 24, 1952. The new rules will affect those staff members who decide to retain permanent residence status in the country of their duty station. One of these resolutions states that staff members electing to retain permanent residence visas should be excluded from national quotas under the principle of geographical distribution and be included in a "special category" of staff members. Another resolution endorses recommendations of the Advisory Committee and the Secretary-General that staff members electing to retain permanent residence status should receive reimbursement of national income taxes (to which they will be subject under the new United States Act). The eighth session also endorsed a further recommendation by the Secretary-General and the Advisory Committee that staff members who remain in permanent residence status should lose various staff rights such as home leave and non-resident's allowance. The recommendation of the Secretary-General for an addition to the staff regulations to provide for a probationary period of two years with a possible extension to three years for staff members prior to their permanent appointment was adopted unanimously.

The International Court of Justice began consideration of the reference concerning the Administrative Tribunal by receiving written statements from the Secretary-General, the International Labour Organization and a number of countries including France, the United Kingdom and the United States. In a letter to the Registrar of the Court, the Canadian Ambassador in The Hague declared that Canada did not wish to submit a written statement but referred the Court to the views of the Canadian Government given in the Fifth Committee of the Assembly. The United States statement contended that the General Assembly had the right to refuse to give effect to an award of the Administrative Tribunal and that this must be a policy decision "based on the Charter principle of paramount consideration for maintaining the high standards of efficiency, competence and integrity in the Secretariat". The United Kingdom statement, on the other hand, claimed that the Assembly has the power to refuse to give effect to Tribunal awards only in cases where "it is evident that the Tribunal has acted in excess of the powers conferred on it by the Statute, i.e., has acted *ultra vires*, and has been guilty of misconduct, e.g., in allowing itself to be influenced by considerations of a venal character, or of conduct which amounts to a denial of justice".

The Court hearings in the case began on June 10. A number of countries made oral statements to the Court and a representative of the Secretary-General made a statement concerning the payment of awards and the relation of various subsidiary organs to the General Assembly. On July 13 the advisory opinion was delivered. To the first question submitted by the General Assembly, the Court

replied that the Assembly has not the right on any grounds to refuse to give effect to an award of compensation of the Administrative Tribunal in favour of a staff member whose contract of service has been terminated without his assent. As the answer to the first question was in the negative it was unnecessary to consider the second question. The opinion was reached by nine votes to three, the dissenting opinions of Judges Green H. Hackworth (United States), Alejandro Alvarez (Chile) and Levi Fernandes Carneiro (Brazil), and the separate, though assenting, opinion of Judge Bohdan Winiarski (Poland) being appended.

Joint Staff Pension Fund

The report of the Joint Staff Pension Board was noted without objection by the General Assembly on November 25, 1953. A resolution concerning the acceptance by the Specialized Agencies of the jurisdiction of the United Nations Administrative Tribunal in matters involving applications alleging non-observance of the Pension Fund Regulations was also adopted, as were two amendments to the regulations of the Joint Staff Pension Fund, and the recommendation of the Advisory Committee that the expenses incurred administering these regulations should be charged to the Fund.

The Canadian Delegation co-sponsored with Australia a resolution by which the Interim Commission for the International Trade Organization should be admitted to the United Nations Staff Pension Fund but without voting rights on the Joint Staff Pension Board. The Canadian Representative pointed out that the Interim Commission had many of the attributes of the Specialized Agencies and had, over a number of years, established a *de facto* relation with the United Nations which could reasonably be regarded as of permanent character. The United Kingdom's proposal that this question be deferred until next session was defeated and the Australian-Canadian resolution was adopted.

Re-Organization of the Secretariat

After a debate in committee on a report of the Secretary-General on the work of the Secretariat and a report of the Advisory Committee on Administrative and Budgetary questions, which generally agreed with the broad outlines of the Secretary-General's proposed programme for re-organization of the Secretariat, a resolution was adopted at the eighth session of the Assembly taking note of the Secretary-General's proposals and recommending that he should proceed along the lines proposed and prepare his 1955 budget estimates within the framework of these proposals. The Canadian Delegation voted in favour of this resolution.

The only strong objection to the Secretary-General's plans was voiced by the Representative of the Soviet Union, who contended that the proposed abolition of the post of Assistant Secretary-General would be a violation of the gentleman's agreement made in 1946 for

the distribution of top level posts among the nationals of member states. During the debate the Secretary-General told the General Assembly that he expected to be able to save about one million dollars in 1955, largely from economies in staff which a more rational scheme of work would permit.

Since the eighth session of the Assembly the Secretary-General has been proceeding systematically in the pursuit of this objective. On March 10, 1954 he announced that there were 200 vacant posts in the Secretariat which it would be unnecessary to fill. He hoped that further economies could be achieved except on the senior level through the normal staff turnover rather than by separations. On the same date he circulated a memorandum to his staff which emphasized "that the economies aimed at and anticipated should not be looked upon as the expression of a policy of contraction but of a policy aimed at fulfilling at the least possible cost the duties of the Secretariat as they arise out of the general development of the United Nations". His objective is, therefore, to explore new directions for United Nations endeavours as well as to make more flexible and rational use of the Secretariat's resources.

In mid-August, Mr. Hammarskjöld announced that his re-organizational plan was complete and would go into effect on January 1, 1955. Four offices, three of them new, have been set up within the office of the Secretary-General bearing the titles of Executive Assistant, Legal Counsel, Controller and Director of Personnel (for the period of re-organization). There are seven Under Secretaries, five in charge of specific departments and two with a general mandate. On the same level there is a Director in charge of the Department of Conference Services and a Director-General of the Technical Assistance Administration who is Dr. Hugh L. Keenleyside of Canada. Appointment of Deputy Under Secretaries may be announced later. The distribution of the new posts corresponds in a general way to the principle of equitable geographical representation. In explaining the change, Mr. Hammarskjöld described the old system as one with "two top echelons" under which the Assistant Secretaries-General were "quasi-political officials" and the principal director in each department was not strictly subordinate to the Assistant Secretary-General but was mainly a chief administrative officer. According to the new system there would be heads of departments called Under Secretaries who were delegated political responsibility from the Secretary-General and under them heads of offices with substantive titles whose duties were primarily administrative. The Deputy Under Secretaries would be introduced into departments which were too big for one man to handle "without developing into a rather awkward kind of a bottleneck". The Deputy was not supposed to be subordinate to the Under Secretary. He would be at the side of the Under Secretary and they would arrange between them what kind of division of responsibilities they found most useful.

VIII FINANCIAL QUESTIONS

Introduction

The budgetary or fiscal year of the United Nations and most of the Specialized Agencies coincides with the calendar year, although this volume reports on the period July 1, 1953 to June 30, 1954. The manner in which financial questions are considered and decided varies considerably from agency to agency, since each has its own schedule of meetings, intervals between sessions, and other constitutional requirements. As an illustration of this variance, the United Nations General Assembly during its eighth session from September to December, 1953 discussed and approved the 1954 United Nations financial policies and practices. Most of the Specialized Agencies also draw up their budgets on an annual basis. Some of the other bodies, however, such as UNESCO and the International Telecommunication Union, adopt fiscal programmes for longer periods in advance. To improve budgetary co-ordination between the United Nations and the Specialized Agencies, frequent consultations take place and mutual arrangements are made such as joint systems of external audit, the common collection of contributions, and the resolving of problems affecting the currency of contributions.

Cost of the United Nations

Administrative Costs¹

The figures shown in Appendix III indicate a levelling off in the combined administrative expenditures of the United Nations and the Specialized Agencies, although there is steady annual pressure to increase expenditures in most of the organizations. In 1947 the total administrative expenditures amounted to \$43.4 million.² From Appendix III it can be seen that this amount has almost doubled in the last three fiscal years. For 1954 it is estimated that appropriations will total \$77.7 million.

The Canadian contribution to the administrative budgets of the United Nations and the Specialized Agencies will amount to \$2.76 million for 1954, compared with \$2.73 million for 1953 and \$2.67 million for 1952.

Although the formative period is now past, even for the most recently created of the Specialized Agencies, many members, including Canada, have found it necessary to continue to urge the Agencies

¹For a detailed explanation of the distinction between "administrative" budgets and the budgets of operational programmes, see *Canada and the United Nations 1951-52*, p. 137.

²All figures in this section and related appendices are given in United States dollars unless otherwise specified. The final Canadian dollar amount of payments still to be made may vary slightly from the United States equivalent shown in the tables depending upon the exchange rate prevailing at the time of payment.

to intensify their efforts to stabilize their regular budgets by the elimination or deferment of less urgent projects, as well as urging better co-ordination and reforms leading to the improvement of administrative efficiency.

Cost of Operational Programmes

Each member state contributes its assessed share of the administrative costs of the United Nations and the Specialized Agencies, but contributions to the costs of certain special or "operational" programmes are voluntary. These projects include the Expanded Programme of Technical Assistance, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the United Nations Korean Reconstruction Agency, and the United Nation's Children's Fund.

In order that those responsible for the administration of these programmes should have some idea in advance of the resources that will be made available to them, it has become customary at each United Nations session to establish a Negotiating Committee on Extra-Budgetary Funds. This group¹ consults with member and non-member governments to determine what amounts they are willing to donate to each programme.

Reaffirming its belief in continued support for the Expanded Programme of Technical Assistance, because of its being based on the principle of helping people to help themselves, the Canadian Delegation at the eighth session of the General Assembly pledged, subject to parliamentary approval, to increase Canada's contribution from a maximum of \$800,000 (the 1953 pledge) up to a maximum of \$1,500,000 (U.S.) provided that the support from other contributors warranted such action, and provided that the total of contributions would be adequate to keep the programme at an economically sound level.

Last year's contribution by Canada of \$500,000 (Canadian) to UNICEF was matched by the same amount for the 1954 Children's Fund, whose total goal this year is \$20 million. Canada's total contributions to UNICEF since 1947 amount to \$8.97 million (Canadian). Voluntary private contributions from Canadians over the years of UNICEF operation have totalled over \$1.5 million.

Examination of the 1954 Budgets of the United Nations and Specialized Agencies

United Nations

The Secretary-General presented to the eighth session of the General Assembly estimates of expenditures for 1954 totalling \$48,123,400 compared with the approved 1953 budget appropriations of \$48,327,700. Offsetting the proposed expenditures were estimates of miscellaneous income for 1954 amounting to \$6,463,200 compared with the approved income estimate of \$6,238,200 for 1953. In each year the bulk of estimated income is made up of receipts from the

¹For 1954 the Negotiating Committee comprised Representatives of Australia, Canada, Chile, Colombia, France, Lebanon, Pakistan, the United Kingdom and the United States.

United Nations staff assessment plan, a form of United Nations income tax. Employees who are required to pay national income tax on salaries and wages received from the United Nations are reimbursed, and the balance of the assessments is credited as miscellaneous income.

Before the session, the nine-member expert Advisory Committee on Administrative and Budgetary Questions¹ subjected these estimates to close scrutiny and recommended reductions amounting, in total, to approximately one and a half per cent in most sections of the budget. Subsequently the Secretary-General submitted supplementary estimates and revised estimates for some sections which were also examined in detail by the Advisory Committee before submission to the Fifth (Administrative and Budgetary) Committee of the General Assembly for consideration.

Most of the recommendations were accepted by the Fifth Committee, which ultimately recommended to the General Assembly that the 1954 appropriation be \$47,827,110² and that estimated miscellaneous income be approved at \$6,760,000, thus leaving a net expenditure figure of \$41,067,110.

For the purpose of assessment of contributions from member states, the net expenditure must be adjusted. Supplementary appropriations of \$1,541,750 must be added and a deduction of \$1,308,860 must be made, representing accounting adjustments in appropriations and income of previous years. The figure on which assessments of member states are levied is, therefore, \$41,300,000, or \$2,900,000 less than the comparable figure for 1953. The Canadian share of this amount (at 3.30 per cent) is \$1,362,900 (U.S.).³

The discussion of the budget in the Fifth Committee was prefaced by a statement from the Secretary-General indicating that by and large he would not contest the Advisory Committee's recommendations for cuts in his estimates. Commenting on the wisdom of the Secretary-General in permitting the Fifth Committee to come to its own conclusions without any special pleading on his part, the chairman of the Advisory Committee stated that a tight budget was a healthy feature in an administrative structure such as the United Nations, and that should the Secretary-General be confronted with real hardship in the maintenance of necessities and be unable to move within the estimates as recommended, the Advisory Committee would help him.

The Canadian Delegation, satisfied that the budget had been fairly satisfactorily stabilized in terms of the existing United Nations administrative structure, adopted the approach of the majority of delegations and supported, with occasional exceptions, the Advisory Committee's recommendations. At the suggestion of the Canadian Representative, the Fifth Committee agreed that in future the Secretary-General should issue reports of actual budget expenses earlier than in the past so that they would be available at the time the Administrative and Budgetary Committee began its consideration

¹For a description of the United Nations financial machinery, see *Canada and the United Nations 1949*, p. 174.

²For details of the budget finally approved by the General Assembly, see Appendix V.

³These are interim figures subject to minor adjustments to allow for final accounting entries before the end of the financial year.

of the estimates. It was also agreed that in addition to the record of actual expenditures incurred these reports should provide an estimate of expected outlays for the rest of the year.

Specialized Agencies

Despite considerable efforts to hold the line against further increases in the expenditures of the Specialized Agencies, the budgets of most of them continued to be higher in 1954 than in 1953. An outstanding exception was ICAO which for the second successive year was able to reduce its budget. The general rise in costs of all types in both the administrative and operational aspects of the Specialized Agencies' programmes was primarily responsible for the higher budgets. A budget increase of 15 per cent over 1953 was noted in the FAO and 4 per cent in the ITU. Although the ILO budget has become somewhat stabilized in recent years, a proposed net increase for 1954 of about \$87,800 over 1953 was made by that Agency. An average annual increase of \$81,911 has been marked by the ILO over the period 1950-54.

Apportionment of Expenses

Further steps were taken during 1953 toward development of more equitable assessment scales¹ for sharing the financial costs of membership in the United Nations and the Specialized Agencies.

United Nations

In its report to the eighth session of the General Assembly, the expert ten-member Standing Committee on Contributions continued its policy for the progressive removal of maladjustments in the United Nations scale of assessment.

The recommendations made by the Contributions Committee were also designed to implement the following directives outlined by the General Assembly during the seventh session:

- (1) To continue to give additional recognition to countries with low per capita income;
- (2) To defer further action on the per capita ceiling until new members are admitted or substantial improvement in the economic capacity of existing members permits the adjustments to be gradually absorbed in the assessment scale; and
- (3) To provide that from January 1, 1954 the assessment of the largest contributor should not exceed one-third of the total assessment against members.

Implementation of these directives led the Contributions Committee to recommend a scale in which:

- (1) The United States assessment would be reduced by 1.79 per cent to 33 $\frac{1}{3}$ per cent;
- (2) The assessment of the U.S.S.R. would be raised by 1.78 per cent and those of other Eastern European countries (except Czechoslovakia) would be raised fractionally;

¹For a comparison of the percentage scale of contributions from the main contributors to the United Nations and to six principal Specialized Agencies, see Appendix V.

(3) Small reductions would be made in the assessments of Argentina, Brazil, Egypt, India, Iran, Pakistan, the Union of South Africa, and the United Kingdom;

(4) Small increases would be made in the assessments of Belgium, Colombia, El Salvador, Greece, Guatemala, Luxembourg, Mexico, the Philippines and Venezuela;

(5) The assessments of all other countries would remain the same, Canada's remaining at 3.3 per cent.

These recommendations were approved by the Assembly although strong objections had been raised by the Soviet Union and other Eastern European countries. They objected to the reduction in the assessments of the United States, the United Kingdom, and the Union of South Africa, and maintained that post-war reconstruction in their countries was still demanding enormous expenditures.

Many delegations, including the United Kingdom, Belgium, France, and Norway, made strong replies to the U.S.S.R.'s stand, pointing out the inconsistency of objecting to increases in assessments on the grounds of economic incapacity while at the same time claiming in other connections substantial improvement of their economies.

The Canadian Delegation, while acknowledging that the recommendations represented important improvements in previous scales, nevertheless reiterated the stand that further improvements toward the development of more equitable assessments were possible for the future. The Canadian Representative expressed approval of the fact that the scale was proposed for one year only. He repeated the importance which Canada attaches to the per capita principle of contributions but conceded that further implementation should be deferred until "new members are admitted or a substantial improvement in the economic capacity of existing members permits adjustments to be gradually absorbed in the scales". In this way, Canada wished to indicate its genuine desire to avoid shifting financial burdens to countries less able to pay, while nevertheless maintaining intact the per capita ceiling principle of sharing the costs of the United Nations.

Specialized Agencies

As in the United Nations itself, Canadian Representatives on the Specialized Agencies continued to stress the need for a scale of contributions based on ability to pay. The Canadian opinion has been that the per capita principle is the closest approach to equity although exceptions have, of necessity, to be made at present because of post-war reconstruction efforts in several member states upon which the per capita principle would be a hardship until recovery is achieved. On the other hand, there is the desire of the United States not to be assessed at a rate higher than 33 1/3 per cent of the total contributions. A resolution to this effect had been adopted by the United States Congress in July 1952. It will be seen from Appendix V that this 33 1/3 per cent ceiling has been attained in the United Nations, UNESCO, and WHO.

The difficulty of applying the per capita contribution principle because of the necessity of reconciling it with other principles deemed to be intrinsic to a particular Agency's budget is exemplified in ICAO. Its Council reported to the ICAO Assembly that it was difficult if not impossible to reconcile the application of the per capita principle with the weight to be given to "interest and importance in civil aviation". The Assembly endorsed the Council's opinion that the introduction of the per capita principle "at this stage, before the assessment of the highest contributor reached the ultimate maximum of 33 1/3 per cent, would result in such a considerable readjustment of the scale of assessments as virtually to reverse the trend towards a stable scale; and that the per capita contribution should therefore continue to be considered only as an element to be evaluated by judgment".

Appendix I

Membership of the United Nations and Important United Nations Bodies at June 30, 1954.

United Nations

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

Security Council

<i>Permanent Members</i>	<i>Non-Permanent Members</i>
China	To serve until
France	December 31, 1954:
U.S.S.R.	Colombia
United Kingdom	Denmark
United States	Lebanon
	To serve until
	December 31, 1955:
	Brazil
	New Zealand
	Turkey

Economic and Social Council

To serve until December 31, 1954:

Argentina	Cuba
Belgium	Egypt
China	France

To serve until December 31, 1955:

Australia	United States
India	Venezuela
Turkey	Yugoslavia

To serve until December 31, 1956:

Czechoslovakia	Pakistan
Ecuador	U.S.S.R.
Norway	United Kingdom

Trusteeship Council

Administering Trust Territories:

Australia	New Zealand
Belgium	United Kingdom
France	United States

Permanent Members of the Security Council Not Administering Trust Territories:

China	U.S.S.R.
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Elective Members:

To serve until December 31, 1955:

El Salvador	Syria
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To serve until December 31, 1956:

Haiti	India
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Italy, as an administering authority which is not a member of the United Nations, takes part without vote in the Council's deliberations concerning the trust territory of Somaliland and concerning general questions affecting the operation of the international trusteeship section.

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 election, February 6, 1946.

The present judges of the Court, in order of precedence, with the year their term of office ends, are as follows:

<i>Judge</i>	<i>End of Term</i>
Sir Arnold D. McNair, President, of the United Kingdom	1955

José Gustavo Guerrero, Vice-President, of El Salvador ..	1955
Alejandro Alvarez, of Chile ..	1955
Jules Basdevant, of France ..	1955
Green H. Hackworth, of the United States	1961
Bohdan Winiarski, of Poland ..	1958
Milovan Zoricic, of Yugoslavia	1958
Helge Klaestad, of Norway ..	1961
Abdel Hamid Badawi Pasha, of Egypt	1958
John E. Read, of Canada	1958
Hsu Mo, of China	1958
Levi Fernandes Carneiro, of Brazil	1955
E. C. Armand-Ugon, of Uruguay	1961
Feodor Ivanovich Kozhevnikov, of the U.S.S.R. ¹	1961

¹Elected in 1953 to fill the unexpired term of Sergei A. Golunsky, of the U.S.S.R., who resigned. The vacancy left by the death of Sir Benegal Rau, of India, has not yet been filled.

Disarmament Commission

<i>Permanent Members</i>	<i>Non-Permanent Members</i>
Canada	To serve until
China	December 31, 1954:
France	Colombia
U.S.S.R.	Denmark
United Kingdom	Lebanon
United States	To serve until
	December 31, 1955:
	Brazil
	New Zealand
	Turkey

Appendix II

Principal Meetings of the United Nations and Specialized Agencies, July 1953 to June 1954 and Canadian representation at the session of the General Assembly

General Assembly

Eighth regular session, New York, September 15-December 9, 1953 — Representatives: Chairman: the Hon. L. B. Pearson, Secretary of State for External Affairs; Vice Chairman, the Hon. Alcide Côté, Postmaster-General; Senator S. S. McKeen; D. M. Johnson, Permanent Representative of Canada to the United Nations; Dr. G. F. Davidson, Deputy Minister of Welfare.

Economic and Social Council

Sixteenth session, Geneva, June 30-August 5, 1953, and New York, November 30-December 7, 1953.
Seventeenth session, New York, March 29-April 30, 1954.
Eighteenth session, Geneva, June 29-August 6, 1954.

Trusteeship Council

Twelfth session, New York, June 16-July 21, 1953.
Thirteenth session, New York, January 28-March 26, 1954.
Fourteenth session, New York, June 2-July 16, 1954.

Food and Agriculture Organization

Seventh session of the Conference, Rome, November 23-December 11, 1953.

International Civil Aviation Organization

Eighth session of the Assembly, Montreal, June 1-14, 1954.

International Labour Organization

Thirty-seventh session of the General Conference, Geneva, June 2-24, 1954.

International Telecommunication Union

Eighth session of the Administrative Council, Geneva, May 2-June 1, 1954.

United Nations Educational Scientific and Cultural Organization

Extraordinary session of the General Conference, July 1-4, 1953.

Universal Postal Union

The Universal Postal Congress does not meet again until 1957.

World Health Organization

Seventh World Health Assembly, Geneva, May 4-22, 1954.

World Meteorological Organization

The Congress did not meet during this period.

Appendix III

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

Organization	Administrative Budgets			Canadian Assessments		
	1952	1953	1954	1952	1953	1954
	(Appropriations) ² (Gross)					
(In Thousands of United States Dollars) ³						
United Nations.....	48,097	48,328	47,827	1,438	1,459	1,363
FAO.....	5,250	5,200	5,925	237	247	338
ICAO.....	3,266	3,259	3,200	128	139	137
ILO.....	6,300	6,301	6,557	239	257	261
ITU.....	1,214	1,229	1,478	30	43	41
UNESCO.....	8,718	9,018	9,461	319	302	335
UPU.....	336	462	418	9	12	11
WHO.....	9,078	9,833	8,963	260	269	268
WMO.....	272	360	360	7	7	7
	82,531	83,990	84,189	2,667	2,735	2,761

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

²For manner of arriving at net figure, see page 106 above.

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

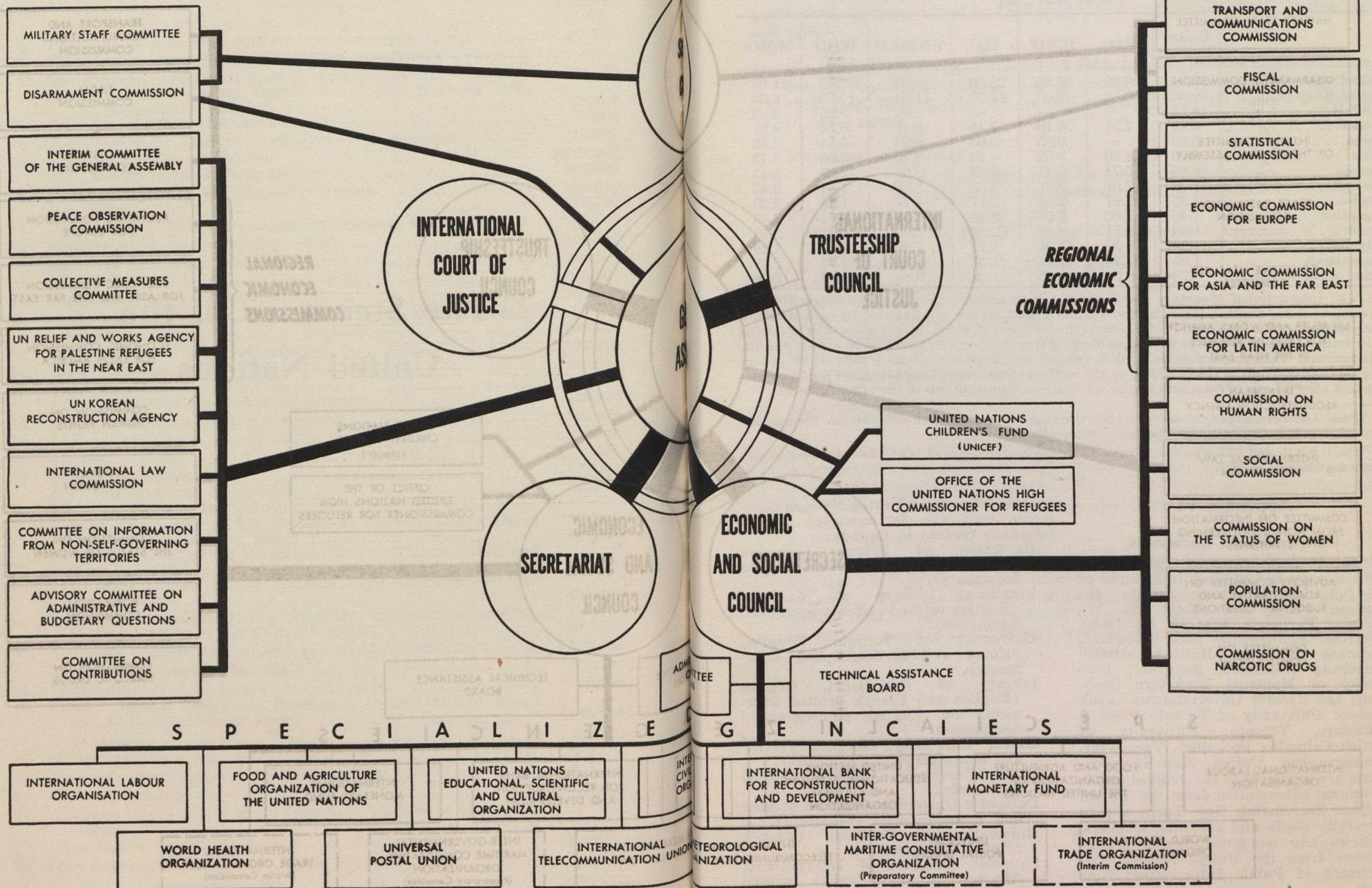
Appendix IV

Budget Appropriations of the United Nations
for the Financial Year 1954

<i>Section</i>	<i>Dollars (US)</i>
1. The General Assembly, commissions and committees	541,750
2. The Security Council, commissions and committees	—
3. The Economic and Social Council, commissions and committees	164,180
(a) Permanent Central Opium Board and Narcotic Drug	
Supervisory Body	21,400
(b) Regional economic commissions	72,000
4. The Trusteeship Council, commissions and committees	50,000
5. Investigations and Inquiries	2,061,000
(a) United Nations Field Service	566,300
6. Executive Office of the Secretary-General	394,000
(a) Library	479,130
7. Department of Political and Security Council Affairs	758,500
8. Military Staff Committee Secretariat	136,900
9. Technical Assistance Administration	386,700
10. Department of Economic Affairs	2,263,700
11. Department of Social Affairs	1,704,000
12. Department of Trusteeship and Information from Non-Self- Governing Territories	938,400
13. Department of Public Information	2,713,400
14. Legal Department	460,300
15. Conference and general services	9,399,700
(a) United Nations Postal Administration	143,400
16. Administrative and financial services	1,590,000
17. Common staff costs	4,478,000
18. Common services	3,786,800
19. Permanent equipment	176,400
(a) Improvements to premises	565,000
20. European Office of the United Nations (excluding direct costs, Joint Secretariat of the Permanent Central Opium Board and Drug Supervisory Body)	4,627,200
Joint Secretariat of the Permanent Central Opium Board and Drug Supervisory Body	53,800
(a) Office of the United Nations High Commissioner for Refugees	685,000
21. Information Centres (other than the information services, European Office of the United Nations)	877,400
22. Economic Commission for Asia and the Far East	1,123,900
23. Economic Commission for Latin America	958,700
24. Hospitality	20,000
25. Official Records (including Permanent Central Opium Board and Drug Supervisory Body)	730,800
26. Publications	734,970
27. Social activities	768,500
28. Economic development	479,400
29. Public administration	145,000
30. Transfer of the assets of the League of Nations to the United Nations	649,500
31. Amortization of the Headquarters construction loan	1,500,000
32. The International Court of Justice	621,980
Grand Total	47,827,110

The Structure of the United Nations

P R I N C I P A L O R G A N S S U B S I D I A R Y B O D I E S



Appendix V

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

Fiscal year 1954

	United Nations	FAO	ICAO ¹	ILO	UNESCO	WHO ¹	WMO ¹
United States of America	33.33	30.00	28.86	25.00	33.33	33.33	11.68
United Kingdom.....	9.80	10.52	9.60	12.79	11.04	10.59	6.32
U.S.S.R.....	14.15	—	—	—	—	5.85 ²	4.38
France.....	5.75	7.51	6.16	7.49	6.17	5.54	4.87
China.....	5.62	—	0.65	3.04	6.03	5.54 ²	2.43
India.....	3.40	4.56	3.52	4.13	3.70	3.00	3.12
Canada.....	3.30	5.71	5.41	3.98	3.54	2.97	2.43
Australia.....	1.75	2.07	3.37	2.35	1.88	1.44	2.43
Sweden.....	1.65	1.97	2.01	2.17	1.77	1.88	2.29
Argentina.....	1.40	1.60	2.07	2.18	1.55	1.71	2.43
Brazil.....	1.40	1.71	2.53	2.22	1.55	1.71	2.43
Belgium.....	1.38	1.77	1.94	1.72	1.47	1.24	2.29
Netherlands.....	1.25	1.26	2.53	1.37	1.34	1.29	2.29
Union of South Africa..	0.78	0.77	1.23	1.28	0.89	1.03	2.29

The International Monetary Fund and the International Bank for Reconstruction and Development are omitted from the above table since they are not financed by contributions. Also omitted are the Universal Postal Union (the members of which, for purposes of determining contributions belong to one of six classes ranging from one unit to twenty-five units), and the International Telecommunication Union (whose members are divided into eight groups ranging from one unit to thirty units), as the method of assessment used by these organizations does not offer a basis of comparison with the scales of contributions of the other Agencies.

¹These Agencies use the unit method of allocating their expenses among member states. For purposes of comparison the units have been changed to percentages.

²The U.S.S.R. and China no longer consider themselves members of WHO, but are still regarded as members by the Agency.

Appendix VI

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; Periodica, 4234 De La Roche, Montreal. Sub-Agents: Book Room Ltd., Chronicle Building, Halifax; McGill University Bookstore, Montreal; University of Montreal Bookstore, Montreal; Les Presses Universitaires Laval, Quebec; University of Toronto Press & Bookstore, Toronto; University of British Columbia Bookstore, Vancouver. Mimeographed United Nations documents are available to the general public by annual subscription from the United Nations Secretariat, New York; and to university staffs and students, teachers, libraries and non-governmental organizations from the United Nations Department of Public Information, New York.

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

University of British Columbia (English printed and mimeographed documents).

Provincial Library of Manitoba (English printed and mimeographed documents).

University of Toronto (English printed and mimeographed documents).

Library of Parliament, Ottawa (English and French printed documents and English mimeographed documents).

McGill University (English printed and mimeographed documents).

Laval University (French printed documents).

Dalhousie University (English printed and mimeographed documents).

University of Montreal (French printed documents).

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

Appendix VII

Publications of the Department of External Affairs

The following is a list of publications relating to the United Nations and the Specialized Agencies, issued by the Department of External Affairs during 1953 and 1954.

1. *Canada and the United Nations*, 1952-1953, 104 pp.; printed, Queen's Printer, Ottawa, Canada; 50 cents. (Out of print.) (Editions for the years 1947, 1948, 1949, 1950 and 1951-52 are still available from the Queen's Printer at 50 cents each.)

2. *Statements and Speeches*

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

- 53/34 Canada's Position on Korea.
- 53/37 Statement at Eighth Session of the General Assembly of United Nations.
- 53/40 An Assessment of the United Nations.
- 53/41 United Nations Day.
- 53/45 Technical Assistance Conference.
- 53/48 Disarmament Commission.
- 53/49 Measures to Reduce International Tension.
- 54/23 Canada and the United Nations.
- 54/35 Disarmament Conference.

3. *Supplementary Papers*

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

A large 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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