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## FOREWORD

With the signing of the armistice in Korea the United Nations has successfully met its greatest challenge. It has halted — though only after years of bitter fighting — the aggression launched against the Republic of Korea on June 25, 1950. In so doing, it has fulfilled the purpose of the collective military operation which it undertook. The people of Canada can take pride in the fact that they have shared fully in the common effort and that Canadian servicemen have been with the United Nations forces in Korea since 1950.

But just as the issue in Korea was more than a purely military issue, so the ultimate success of United Nations action there has more than a purely military importance. It is a recognition of the conviction, held by the greatest part of mankind, that unprovoked aggression must be resisted. While we must recognize that the United States, with South Korea itself, furnished by far the greatest part of the fighting strength against aggression in Korea, nevertheless the principle of collective resistance to aggression could not have been vindicated by the action of any one nation or one group of nations, however gallant; it could be vindicated only by means of a collective international decision implemented collectively. The instrument for this purpose is the United Nations, through which the peaceful and law-abiding peoples of the free world can — if they desire — unite their strength to maintain international peace and security. In Korea — imperfect as the action there may have been as a demonstration of collective action — the United Nations has given the first example in history of successful collective resistance to aggression, undertaken after an international judgment had been rendered and in support of a principle, which went beyond the necessity of immediate and territorial self-defence.

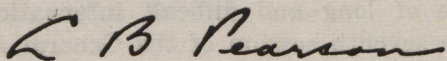
The achievement of the armistice has been the direct product of military action, but the purpose which gave that action its ultimate political significance was welded into a co-operative policy in the course of long and difficult international discussions, particularly at the seventh session of the General Assembly. It is no reflection upon this achievement, however, to remind ourselves that the conclusion of the Korean armistice does not itself mean peace; it merely gives us the opportunity to make peace. Only through a

definitive and agreed peace can we hope to bring about unification, political settlement and reconstruction in Korea and make progress towards an eventual solution of other outstanding issues in the Far East.

Though the happenings in Korea have necessarily overshadowed the other events of the past twelve months, these too have been important, both to the United Nations and to the States which compose it. The organization itself now has a new Secretary-General. Since the beginning of the Korean action, Mr. Trygve Lie had worked under a handicap of hostility and obstructionism which finally led him to resign, in the hope that a successor might be found who would be more acceptable to all the great powers. The fact that the Security Council proved able to agree on a candidate, gives us some hope that Mr. Hammarskjöld will be able to carry out his task as an international statesman and administrative head of an international civil service without encountering the crippling difficulties faced by his predecessor. He enters on his duties with well deserved regard and good will.

The colonial and racial issues which were before the seventh session of the General Assembly and were there debated for the most part in a moderate and constructive spirit, nevertheless raised fundamental and far-reaching questions regarding the boundary between those matters which are of domestic jurisdiction and those in which the United Nations is competent to intervene because, according to the convictions held by some members, they have important international implications. These are issues which, when they are further discussed, will demand the most careful consideration and will call upon all our resources of statesmanship and goodwill to resolve. They are issues which if handled and discussed in the wrong way can weaken, indeed destroy, the world organization.

We should not blind ourselves to the difficulties still existing nor to all that remains to be done for the improvement of international relations and the promotion of economic and social progress. But we may draw some confidence from many of the events reviewed in the following pages that the United Nations will yet be able to play its full part in the achievement of international peace and security.



*Secretary of State for External Affairs.*

Ottawa,  
September, 1953.

## PREFACE

During the period dealt with in this volume of *Canada and the United Nations*, that is July 1, 1952 — June 30, 1953, the General Assembly was holding its seventh regular session. The *Rules of Procedure* prescribe the third Tuesday in September as the opening date of each session, but it was considered advisable to postpone the opening of the seventh session until October 14, 1952. On December 21, the Assembly adjourned for a Christmas recess which was prolonged until after the new administration in the United States had taken office. It reconvened on February 24, and adjourned again on April 23, reconvening on August 17 in order to consider the consequences of the armistice agreement signed in Korea on July 26 (July 27, Korean time). The seventh regular session was therefore still in progress when this volume went to the press. The Honourable L. B. Pearson, Secretary of State for External Affairs and Chairman of the Canadian Delegation to the seventh regular session, was elected President of the General Assembly on October 14 and the Honourable Paul Martin, Minister of National Health and Welfare and Vice-Chairman of Delegation was accordingly Acting Chairman for the remainder of the session.

The subjects dealt with by the various United Nations organizations and subsidiary bodies during the past twelve months have been numerous and complex and not all of them have been discussed in the present volume. Matters in which the situation has not appreciably changed have been omitted. Neither the International Trade Organization nor the Intergovernmental Maritime Consultative Organization has as yet been established, and the reader is accordingly referred to the brief notes on these agencies in the previous volume of the series.<sup>1</sup> A few other questions, such as the work of the International Law Commission, do not appear as separate articles but have been dealt with as part of certain larger topics. A check list of the principal subjects affected is given at the end of this preface.

The Security Council held 36 meetings from July 1, 1952 to June 30, 1953. Various aspects of the Council's work are dealt with under the appropriate subject headings and a summary statement by the Secretary-General of the matters of which the Council was seized on April 26, 1953 appears as Appendix IV.

<sup>1</sup>See *Canada and the United Nations 1951-52*, p. 106 and p. 108.



The chart which appears towards the end of the volume, reprinted by the courtesy of the Office of Public Information of the United Nations, shows the principal United Nations bodies and their relationship to one another. Appendix I lists the membership of the United Nations and some of the more important United Nations bodies on June 30, 1953. Appendix II gives the dates and places of important United Nations meetings and shows the Canadian representation at the seventh session of the General Assembly. Canada's second three-year term on the Economic and Social Council expired on December 31, 1952 and there was accordingly no Canadian Delegation at the fifteenth session of the Council, held in New York March 31 to April 28, 1953. Details regarding the twelfth, thirteenth and fourteenth sessions may be found in *Canada and the United Nations 1951-52*, p. 152. Appendix VIII is a note on United Nations documents and Appendix IX lists publications of the Department of External Affairs which deal with United Nations subjects. Other appendices relate to the subjects of certain individual articles.

#### CHECK LIST OF SUBJECTS AND ARTICLES

Technical Assistance *see* Economic Development of Under-Developed Countries.

International Refugee Organization *see* Refugees.

International Law Commission *see* Codification of International Law.

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*The new Secretary - General of the United Nations,  
Mr. Dag Hammarskjöld of Sweden, (right) is greeted  
on his arrival in New York by his predecessor, Mr. Trygve  
Lie of Norway.*









# I

## POLITICAL AND SECURITY

### Korea:

#### (A) The Armistice

The cease-fire negotiations which began between representatives of the opposing forces in Korea on July 10, 1951, had by the summer of 1952 resulted in the drawing up of a draft armistice agreement complete except for the provisions relating to the disposition of prisoners of war.<sup>1</sup> On this issue there was deadlock. The United Nations negotiators held fast to the basic position that they would not accept an obligation to force North Korean and Chinese prisoners in their hands to accept repatriation against their will, while the communist negotiators would not agree that prisoners were free to refuse to return to their own countries if they so wished. Finally, on September 28, General Harrison, on behalf of the United Nations Command (UNC), offered three new alternative proposals each of which, although designed to break the deadlock on the question, preserved the principle that there should be no forcible repatriation. The first was that all prisoners from both sides would be delivered to a demilitarized zone and there given the choice either of going home or returning to the side on which they were detained. The second and third alternatives both provided that all prisoners willing to go home would be exchanged at once, the remainder would be taken in small groups to the demilitarized zone and there freed from military control. Under the second alternative they would then be interviewed by neutral representatives agreed upon by both sides and thereafter be free to go to the side of their choice. Under the third alternative they would be permitted to go to the side of their choice without interviewing or screening. Any one of these procedures could, if desired, be supervised by the International Red Cross, by joint Red Cross teams, or by military observers from both sides.

On October 8, 1952, the communist negotiators rejected these proposals and introduced counter-proposals which reflected no change in their position that, in accordance with the Geneva Convention of 1949 as they interpreted it, all prisoners of war should be repatriated and that no prisoner might renounce his right to be repatriated. Thereupon General Harrison informed them that the United Nations Command did not wish any further meetings until they were ready to accept the UNC proposals, or until they made in writing constructive proposals of their own. Thus the armistice negotiations were in recess when the seventh session of the United Nations General Assembly convened on October 14.

Very early in the session it was agreed that the Korean question should be given priority in discussion. On October 23 debate on the problem began in the First Political Committee of the Assembly,

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 1-7.

which in spite of Soviet objections invited the Republic of Korea (South Korea) to send a representative who would participate as an observer in the Committee's consideration of the question. The Committee also rejected a Soviet proposal that the North Korean regime be invited to send an observer. Canada voted with the majority in both cases.

Four resolutions came before the Committee for consideration. The first, co-sponsored by twenty-one delegations, including the Canadian, commended the efforts already made by the negotiators and called upon the Peking and North Korean authorities to agree to an armistice which would recognize the right of all prisoners of war to an unrestricted opportunity to be repatriated and would avoid the use of force in their repatriation. Two resolutions submitted respectively by the Mexican and Peruvian Delegations, which dealt with special aspects of the issue, were also based on the principle of voluntary repatriation. The Soviet Delegation, after rejecting the twenty-one power resolution on the grounds that it would lead to an extension of the war, and that "no forcible repatriation" amounted to "forcible detention," introduced a resolution providing for the establishment of a commission "for the peaceful settlement of the Korean question." As finally revised, it called for an immediate cease-fire and referred "the question of the complete repatriation of prisoners of war" to the proposed commission, to be composed of eleven states, four of them communist. Decisions in the Commission were to be by a two-thirds majority; thus the communist group would have been able to block any action if it so wished.

It became apparent during debate that none of these four resolutions was likely to receive a large majority, and on November 19 Mr. Krishna Menon of the Indian Delegation introduced a new resolution, explaining that its object was to bridge the two conflicting points of view which had appeared in the course of discussion. Thus it proposed that the repatriation of prisoners should be effected in accordance with the Geneva Convention of 1949 and that force should not be used either to prevent or to carry out the return of prisoners to their homelands.

This resolution, which the Canadian Delegation supported from the beginning, was clarified by amendment during a long debate and attracted growing support. The Soviet Representative, however, declared it unacceptable and later tabled amendments which would have made it virtually the same as the Soviet proposal. The Committee rejected these amendments, adopted the Indian resolution as otherwise amended and rejected the Soviet resolution. The other resolutions submitted by non-communist states were not formally withdrawn, but consideration of them was suspended by agreement. On December 3, 1952 the Assembly adopted the Indian resolution, as further clarified by the sponsor, by a vote of 54 in favour (including Canada) 5 against (the Soviet bloc) and one abstention (Nationalist China), rejecting the Soviet amendment and the Soviet resolution which had both been re-introduced, the latter by a vote of 40 against (including Canada), 5 in favour (the Soviet bloc), and 11 abstentions, four delegations being absent.

The text of the resolution adopted by the Assembly appears as Appendix III. It provided that after both sides had agreed to repatriation based on the principles of the resolution, a Repatriation Commission should be set up to which all prisoners of war would be released. The Commission would arrange for their repatriation in accordance with the Geneva Convention. The question of the disposition of those who did not wish to return home was to be referred to the political conference which the draft armistice agreement drawn up by the negotiators at Panmunjom recommended should be called, and if after 30 days the conference was unable to agree, the responsibility for the care, maintenance and final disposition of the remaining prisoners was to be transferred to the United Nations.

When transmitting the text of this resolution to the Foreign Ministers of the People's Republic of China and the North Korean regime, the President of the General Assembly in his covering message emphasized the wide agreement reached by the General Assembly and appealed to both Ministers to accept these proposals of the United Nations as forming a just and reasonable basis for an agreement which would serve to bring about a constructive and durable peace in Korea. The Minister of Foreign Affairs in the Peking Government, Chou En-lai, and later the Foreign Minister of North Korea, rejected the resolution as a basis for negotiations. Both replies called for the realization of a complete armistice as the first step and asked that the question of the "total repatriation of prisoners of war" be then referred to the commission proposed in the Soviet resolution which had been rejected.

The Assembly's consideration of the prisoner of war problem at the pre-Christmas part of its session thus did not bring about an immediate settlement of the principal question which was blocking the conclusion of an armistice in Korea. It did, however, afford an impressive demonstration of the solidarity of the non-communist members of the United Nations on the issue and played its part in the later developments in the armistice negotiations.

One further question relating to Korea was discussed by the Assembly before Christmas. Riots had occurred on December 14 among prisoners in United Nations hands on the Island of Pongam and in their suppression prisoners had been killed. On December 21, one day before the intended adjournment, the Soviet Delegation claimed that this incident amounted to "the mass murder of Korean and Chinese prisoners of war" and asked for an urgent meeting to discuss it. The request having been granted, the Soviet Delegate introduced a resolution which condemned the "inhuman butchery" committed by the United States military authorities. The Assembly rejected this resolution by a vote of 45 to 5 (the Soviet bloc) with 10 abstentions (African and Asian states).

Discussion of the Korean problem at the resumed session which began on February 24, 1953, at first led to no progress. The large majority of the Assembly continued to support the proposals contained in the Indian resolution. The Acting Chairman of the Canadian Delegation expressed the hope that if the Soviet Representative had anything to propose that was not contrary to the principles of the Assembly resolution, he would do so, but the only response was a reiteration of the Soviet proposal which had been

rejected before Christmas. Debate was resumed later with more encouraging results, but in the meantime the centre of interest shifted to Korea.

The Geneva Convention of 1949 provides that, independent of any question of general exchange, prisoners of war who have been wounded or are seriously sick may be exchanged even during the continuance of hostilities. The United Nations negotiators had repeatedly proposed at the armistice talks that action be taken to implement the humanitarian clauses of the Convention, but the communist representatives had not favoured the suggestion. On February 22, 1953, General Mark Clark, the United Nations Commander, informed the Chinese and North Korean Commanders by letter that his Command remained ready "immediately to repatriate those seriously sick and seriously wounded captured personnel who are fit to travel in accordance with the provisions of Article 109 of the Geneva Convention." Article 109 provided *inter alia* that no sick or injured prisoner of war eligible for repatriation might be repatriated against his will during hostilities.

On March 28, 1953, the Communist Commanders informed General Clark that they agreed with his proposal and suggested that, since the settlement of the question of exchanging sick and injured prisoners of war of both sides should be made to lead to the settlement of the entire problem of prisoners of war, the armistice negotiations ought to be resumed immediately. General Clark replied that the United Nations Command would be willing to proceed at once with arrangements for the repatriation of the sick and wounded and that, if agreement were reached on this matter, would also be prepared to take up, as the second order of business, the question of resuming full armistice discussions.

On March 30, Chou En-lai made an important statement on the prisoner of war question the heart of which was his proposal "that both parties to the negotiations should undertake to repatriate immediately after the cessation of hostilities all those prisoners of war in their custody who insist upon repatriation and to hand over the remaining prisoners of war to a neutral state so as to insure a just solution to the question of their repatriation." His statement also provided that while prisoners were in the custody of the neutral state, representatives of the countries of their origin should be given the opportunity to make "explanations" to them. The President of the Assembly, when he distributed this statement to representatives of member governments, expressed his hope that it might provide a basis for peace in Korea.

The agreement for the repatriation of sick and wounded prisoners was signed at Panmunjom on April 11 and the exchange of these prisoners took place between April 20 and May 3. On April 16, the United Nations Command agreed to resume full armistice negotiations.

In New York a new development occurred at the General Assembly. A resolution was introduced by Brazil on April 14 expressing the hope that further negotiations in Panmunjom "will result in achieving an early armistice in Korea consistent with United Nations principles and objectives" and requesting "the President of the General Assembly to re-convene the present Session

to resume consideration of the Korean question (a) upon notification by the Unified Command to the Security Council of the signing of an armistice agreement in Korea; or (b) when, in the view of a majority of Members, other developments in Korea require consideration of this question." The states of the Soviet bloc voted in favour of this resolution both in the Committee and in plenary session, and it was accordingly adopted unanimously —the first time for many years that this has happened on a major political issue at the United Nations. Five days later the Assembly recessed.

The resumed armistice negotiations at Panmunjom continued with new hope of success. Two main points of disagreement emerged — the question of what country should be the "neutral state" referred to in Chou En-lai's proposal, and the procedure to be followed in disposing of those prisoners who did not wish to be repatriated. After over a month of negotiation the United Nations Command on May 25 presented further proposals. These proposals, which the Canadian Government fully supported as a basis for negotiations, led, after further consideration, to the initialling of an agreement on the repatriation of prisoners by the two sides at a meeting on June 7 (June 8 Korean time).

In essence the agreement reached on June 7 closely followed the main provisions of the General Assembly's resolution of December 3, 1952. Within two months after the armistice agreement became effective both sides would hand over in groups all those prisoners in their custody, who insisted on repatriation, to the side to which they belonged at the time of capture. Both sides also agreed to hand over within 60 days of an armistice those prisoners who had not exercised their right of repatriation, to a Neutral Nations Repatriation Commission. Poland, Czechoslovakia, Sweden, Switzerland and India were to be asked to serve on this Commission (and later agreed to do so). India would be chairman of the Commission with casting vote and, as its executive agent, would provide "exclusively" the armed forces and any other operating personnel required to assist the Commission to carry out its duties. While in the custody of the Commission any prisoner might apply for repatriation and have his request granted. Ninety days after the prisoners had been transferred to the Commission, the question of the disposition of those who had not been repatriated would be submitted to the political conference provided for in the draft armistice agreement which would endeavour to settle the question within 30 days, during which time the Commission would continue to retain custody of such prisoners. Those who after 90 days had not elected repatriation and for whom, after a further 30 days, no other disposition had been agreed upon by the political conference, would be released by the Commission "from prisoner of war status to civilian status". After release, according to the application of each individual, those who elected to go to neutral nations would be assisted by the Commission and by the Red Cross Society of India. This operation was to be completed within 30 days and the Commission then dissolved. After such dissolution, whenever and wherever any of these civilians who had been released from their prisoner of war status desired to be returned to their fatherlands, the authorities of the localities where they then were would be responsible for assisting them. The understanding regarding pri-

soners of war which was thus reached, was duly incorporated in the existing draft armistice agreement.

While the negotiators at Panmunjom were reaching agreement on the prisoner of war problem the government of the Republic of Korea expressed with increasing violence its opposition to the conclusion of an armistice which would leave the peninsula still divided. In a statement released in Washington on June 5, President Syngman Rhee termed unacceptable the United Nations Command proposals of May 25 which later became the basis for the agreement on the repatriation of prisoners of war. In spite of a letter to him from President Eisenhower stating that the acceptance of an armistice was required of the United Nations and of Korea, President Rhee did not retreat from his position and indeed supplemented his words with action when he connived at the release by South Korean army guards, between midnight and dawn June 18, of approximately 25,000 North Korean prisoners who had refused to be repatriated. He did this on his own responsibility even though the armed forces of his Government had on July 15, 1950, been placed by his voluntary act under the "command authority" of the United Nations Commander, and even though he had given General Clark assurances that he would take no unilateral action relating to an armistice without consultation.

The United Nations negotiators immediately informed the other side of what had occurred. At the meeting of June 20, the communist negotiators delivered a letter of protest. This letter posed three questions. Was the United Nations able to control the South Korean Government and army? If not, did the armistice in Korea include the Government of South Korea? If that Government were not included, what assurance was there for implementation of the provisions of the armistice by South Korea? The letter stated that the United Nations Command must be responsible for the immediate recovery of the escaped prisoners and must give assurances that similar incidents would not occur in future.

On June 23, the President of the General Assembly cabled President Rhee expressing his shock at the latter's unilateral action, which had violated both the repatriation agreement and President Rhee's undertaking to place the Korean armed forces under the "command authority" of the UNC. The President of the Assembly pointed out the gravity of the situation and expressed his hope that President Rhee would co-operate with the United Nations Command "in its continuing determined efforts to obtain an early and honourable armistice."

General Clark replied on June 29 to the communist negotiators, pointing out that the proposed armistice was a military agreement between the military commanders, and that the UNC did not exercise authority over the Republic of Korea, though it did command the Korean army. He assured them that the UNC would make every effort to secure the co-operation of the Government of Korea and would continue its attempts to recover the escaped prisoners of war, though it would be unrealistic to imply that any large number could be recaptured.

Meanwhile, Walter S. Robertson, United States Assistant Secretary of State, was conferring with President Rhee as the personal

representative of President Eisenhower and Secretary Dulles in the hope of persuading him to adopt a more favourable attitude towards the armistice proposals. As a result of the meetings the UNC was able to inform the communists that the Government of Korea had given the necessary assurances not to obstruct the implementation of the armistice agreement. On July 19 at Panmunjom the communists accepted these assurances. The commanders then agreed to the designation of areas in the proposed demilitarized zone where prisoners not directly repatriated would be turned over to the custody of the Neutral Nations Repatriation Commission.

The Korean Armistice Agreement was signed on July 27 (Korean time) and the cease-fire took effect 12 hours later.

Under the Agreement, a military demarcation line was fixed from which both sides would withdraw two kilometers to prevent the occurrence of incidents. It generally followed the line of battle and was near the 38th parallel. Neither side might reinforce its establishment in Korea, but provision was made for the maintenance of existing manpower and *matériel*.

The Agreement established a Military Armistice Commission of five senior officers from each side and a Neutral Nations Supervisory Commission composed of two senior officers appointed by Sweden and Switzerland and two by Poland and Czechoslovakia. "Neutral nations" were defined as those nations whose combatant forces have not participated in the hostilities in Korea. The Military Armistice Commission, which was to be assisted by ten Joint Observer Teams, had the general mission of supervising the implementation of the Agreement and negotiating settlement of any violations. The functions of the Neutral Nations Supervisory Commission (which was provided with twenty Neutral Nations inspection teams under its sole control) included inspection and supervision of the permitted replacements of men and *matériel* and the investigation at the request of the Military Armistice Commission of reported truce violations outside the demilitarized zone.

Machinery was established to co-ordinate the plans for repatriating prisoners of war, Joint Red Cross Teams were provided for to oversee the welfare of prisoners, and displaced civilians who wished to return to their pre-war homes across the demarcation line were to be assisted to do so.

Finally the commanders agreed to recommend to the governments concerned on both sides "that, within three months after the Armistice Agreement is signed and becomes effective a political conference of a higher level of both sides be held by representatives appointed respectively to settle through negotiation the questions of the withdrawal of all foreign forces from Korea, the peaceful settlement of the Korean question, etc."

The President of the General Assembly, in a statement delivered when the armistice was signed, termed it the first step toward a peaceful settlement in Korea. He said the next step was "to call the United Nations General Assembly back into session to prepare the way for calling the political conference recommended in the armistice terms" and announced that the Assembly would reconvene in New York on August 17.



## Korea:

### (B) The Canadian Military Contribution

Ten days after the outbreak of the Korean War, three Canadian destroyers sailed from Canada for Korean waters. Since then, three Canadian destroyers have been operating constantly in the Far East. Eight destroyers have had from one to three tours of duty ranging from six months to a year. In all, 4,350 officers and men of the Royal Canadian Navy have served in the Korean war theatre.

The 25th Canadian Infantry Brigade Group has served continuously in Korea as part of the First (Commonwealth) Division, United Nations forces. The Brigade Group has been maintained at strength with all supporting units and comprises the third largest national force contributed to the United Nations Command from outside Korea. Approximately 22,350 Army personnel have seen service in the Far East in connection with the United Nations operations in Korea.

Since July 29, 1950, No. 426 R.C.A.F. Transport Squadron and Canadian Pacific Airlines aircraft under charter to the Government have made approximately 1,000 return Pacific crossings without loss or injury.

The Canadian Army suffered 1,554 casualties including eight officers and 249 men killed in action, and three officers and 35 men died of wounds. The Royal Canadian Navy's casualties were one officer and two men killed in action, three men drowned, and seven men wounded. One R.C.A.F. fighter pilot serving with the United States Air Force was reported missing in action.

## Palestine

The United Nations continued to be actively concerned with: (a) the observance of armistice agreements between Israel and its neighbours, valid until the peace settlement but not prejudicing that settlement; (b) encouragement of the peace settlement itself, and (c) amelioration of conditions under which Palestine Arab refugees are living.<sup>1</sup>

### Observance of the armistice agreements

There were no serious difficulties along the armistice line between Israel and Lebanon in 1952-53. The Security Council was apprised of trouble, however, in the demilitarized zone between Israel and Syria. Here Israel was charged with continued violation of the Security Council's resolution of May 18, 1951 and the United Nations chairman of the mixed armistice commission was prevented from discharging his duties. Along the armistice line between Israel and Egypt co-operation improved after the Egyptian revolution, but there was mutual interference with Mediterranean shipping and Israel protested the continued violation of the Security Council's resolution of September 1, 1951 concerning non-interference with cargoes for Israel through the Suez Canal.

<sup>1</sup>See below, Section II, p. .

Infiltration, smuggling and marauding in Israel by Arab refugees congregated in Jordan and by Jordanian villagers whom the armistice line had separated from their lands increased after Israel denounced, in mid-January 1953, a local commanders' agreement which had helped to check illegal border-crossing. Murders and acts of serious sabotage in Israel were followed by retaliatory attacks on Jordanian territory by Israeli armed forces. Diplomatic representations by the United States and United Kingdom helped to reduce the tension slightly. After an outbreak of shooting in Jerusalem on April 22, General Riley resigned as chief of the Security Council's supervision staff in Palestine, but remained until June when his successor, General Vagn Bennike of Denmark, arrived. On June 8 a new local commanders' agreement was concluded. High-level talks on June 29 resulted in an agreement that Israel would give more prompt information about infiltrators, of which Jordan would try to make effective use.

### Efforts to facilitate a peace settlement

Arab states asked the General Assembly to discuss at its seventh session the work of the Palestine Conciliation Commission in the light of United Nations resolutions. They maintained that Israel, which owed its existence to the Assembly's partition resolution of November 29, 1947, had seized considerable territory beyond the partition lines and had disregarded the Assembly's resolutions on repatriation and compensation of refugees. A peace settlement, the Arabs insisted, could be negotiated only if Israel would accept the Assembly's resolutions on partition and refugees.

Israel sponsored an item on the agenda referring to "violation by Arab States of their obligations under the Charter, United Nations resolutions and specific provisions of the General Armistice Agreements," including hostile practices and failure to seek peace with Israel. It ultimately withdrew, however, the agenda item on this subject. The Israeli Representative invited the Arabs to enter into early, direct, and untrammelled negotiations for the security of the area and to develop fruitful co-operation with Israel in every field of modern endeavour. He intimated that although local adjustments of the armistice lines would be acceptable to Israel it would not retreat from its present general position. Arab refugees could be quickly absorbed by the Arab states, he suggested, if the latter treated them as generously as Israel treated Jewish refugees.

In the *Ad Hoc* Political Committee a draft resolution was sponsored jointly by Canada, Cuba, Denmark, Ecuador, the Netherlands, Norway, Panama and Uruguay, which in its final form recalled existing resolutions of the Assembly and Security Council and reaffirmed that the governments concerned have primary responsibility for reaching a settlement of issues relating to Palestine. It urged them to enter at an early date into direct negotiations, adding as a result of Latin American amendments that the negotiations should be without prejudice to their respective rights and

claims, bearing in mind the resolutions and principal objectives of the United Nations relating to Palestine, including religious interests of third parties. It also asked the Conciliation Commission to be available to aid the negotiations if so desired, adding—to meet Asian arguments—that it should continue the work entrusted to it under Assembly resolutions.

In supporting this draft resolution the Canadian Representative recalled the Conciliation Commission's view that harmony could be restored only by a compromise in which Israel would do its best to counteract the dislocations caused by its own establishment among the Arabs and the latter would try to adapt themselves to the new state of affairs. Canada realized that the genuine peace negotiations the sponsors advocated might prove extremely difficult for both parties, but suggested that a request from the Assembly might facilitate matters.

The Arabs insisted that it was not enough for negotiators to "recall" and to "bear in mind" United Nations resolutions; these must be "reaffirmed" and used as "a basis for" a settlement. Israel, on the contrary, insisted on "unconditional" negotiations. Four Asian states submitted an unsuccessful draft resolution which said nothing about negotiations but reaffirmed the Assembly's resolution of January 26, 1952.<sup>1</sup> A Syrian proposal that advisory opinions relating to refugees be sought from the International Court of Justice was also defeated. On December 11 the 8-power draft resolution was approved in committee by more than a two-thirds majority, but failed of adoption in plenary meeting on December 18 when support was reduced to a simple majority (24 in favour, including Canada, 21 against and 5 abstentions). The defeat of the proposal for direct negotiations was brought about by a last-minute dual amendment offered by the Philippines in aid of the Arabs, asking that the negotiations should be "on the basis of" United Nations resolutions and referring specifically to the internationalization of Jerusalem. Canada voted against the first part of the amendment and abstained on the second, on the ground that effective international supervision of the Holy Places, which Canada supports, has not been possible on the basis of territorial internationalization. Neither part of the dual amendment received two-thirds majority support. Several Latin American states which had formerly supported the 8-power resolution abstained in the final vote because the reference to Jerusalem had not been adopted.

The Arabs were gratified that the Assembly failed to recommend direct negotiations on the basis suggested. The Representative of Israel interpreted the vote to mean that the Arab states and Israel were now left confronting each other under the terms of the Charter, with no Assembly resolution to serve as a directive. The Conciliation Commission, however, decided on January 28, 1953, that it was bound to continue its work under the Assembly resolution of January 26, 1952 and continued to work for the release of frozen refugee assets in Israeli banks.

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

## The Question of Race Conflict in South Africa

At the request of 13 Arab and Asian states, the question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of the Union of South Africa was placed on the agenda of the seventh session of the General Assembly. Its inclusion was unsuccessfully opposed by the South African Delegate on the grounds that the Assembly, having regard to Article 2 (7) of the Charter, was not competent to intervene in matters within the domestic jurisdiction of a member state.

The original 13 sponsors of the item together with 5 other states submitted a resolution (which was generally called the 18-power resolution), the main purpose of which was to establish a Commission of three members "to study and examine the international aspects and implications of the racial situation in the Union of South Africa in the light of the principles and purposes of the Charter and the resolutions of the United Nations on racial persecution and discrimination, and to report these findings to the General Assembly at its eighth session." The preambular paragraphs stated that a policy of *apartheid* was based on doctrines of racial discrimination which might disturb international co-operation and peace.

The South African Delegation again stated that the United Nations had no competence to consider the matter and introduced a resolution to this effect. The Indian Delegation, which made the most detailed reply to the South African case, contended that a specific request to a member state to bring its actions into line with the objectives of the Charter was not intervention within the meaning of Article 2 (7). The Scandinavian countries and the Netherlands adopted a middle course. Although of the opinion that the Assembly was competent to discuss such a question as race conflict in South Africa, they regarded certain sections of the 18-power resolution as bordering on intervention, and could not wholly support it. They therefore submitted amendments (later incorporated in a separate resolution) which removed specific references to the South African Government, but affirmed that all member states were under the obligation to bring their policies into conformity with their Charter obligations to promote human rights and fundamental freedoms and that government policies not directed towards these goals were inconsistent with the pledges of members under Article 56.

The Canadian position was defined by Mr. Paul Martin, Acting Chairman of the Canadian Delegation, who maintained that the Assembly was competent to discuss the matter but, in so far as other action was concerned, referred to the divergence of views on the question of competence and the lack of an authoritative legal opinion. For these reasons, the Canadian Delegation voted against the South African resolution denying the competence of the United Nations to discuss the issue, abstained on the 18-power resolution setting up the Commission to study and report, and voted in favour of the Scandinavian resolution.

The South African resolution was defeated by a vote of 6 in favour, 45 against and 8 abstentions. In plenary session the 18-power resolution was adopted by 35 in favour 1 against and 23 abstentions

(including Canada); the Scandinavian resolution by 24 in favour (including Canada) 1 against and 34 abstentions. Under the terms of the 18-power resolution the President of the Assembly appointed Ralph Bunche, Hernan Santa Cruz and Jaime Torres Bodet as members of the Commission. Dr. Bunche and Dr. Torres Bodet being unable to serve, they have been replaced by Henri Laugier of France and Dantes Bellegarde of Haiti.

### Indians in the Union of South Africa

Since 1946 the General Assembly has every year had before it the question of the treatment of persons of Indian origin in the Union of South Africa. India has contended that South Africa's racial policies are a violation of the human rights provisions of the Charter and of the so-called Capetown Agreements between India and South Africa. South Africa, though maintaining that the matter is of domestic jurisdiction and that the United Nations is thus debarred from intervening under Article 2(7) of the Charter, has expressed willingness to participate in a round-table conference on the question. This India has been unwilling to do until the Group Areas Act of 1950, by which the South African Government restricted various racial groups to specific areas of residence and economic activity, has first been suspended.<sup>1</sup>

At the seventh session of the Assembly, India and 14 other co-sponsors introduced a resolution which proposed the establishment of a Good Offices Commission to arrange and assist in negotiations between the Government of the Union of South Africa and those of India and Pakistan. It also called on the South African Government to suspend implementation of the Group Areas Act until negotiations were concluded and provided that the question should come before the eighth session of the Assembly.

Of the 36 speakers who took part in the debate, a considerable number of Arab, Asian and Latin American Delegates supported the Indian position, while others, notably those of Australia, New Zealand, the United Kingdom, France, Belgium and the Netherlands doubted the competence of the United Nations to set up the Commission for the purpose proposed. The stand taken by the South African Government was the same as before. Although the Canadian Representative did not speak in this debate, the Canadian position on the question continues to be that, in the absence of an advisory opinion from the International Court of Justice, there is a legitimate doubt whether the United Nations may properly intervene in the issue. Thus, though Canada has in the past supported proposals enjoining the parties to the dispute to enter into negotiations, the Canadian Delegations to the United Nations have not been able to accept proposals which stated or implied United Nations intervention.

The 15-power resolution referred to above was adopted by a vote of 42 in favour, 1 against, and 15 abstentions (including Canada). In its final form it did not specify the number of members

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 37-40.

of the Good Offices Commission, but left it to the discretion of the President of the General Assembly, who was instructed to appoint the members of the Commission, to determine how large it should be. On December 21, 1952, the President announced that he had appointed Cuba, Syria and Yugoslavia to be members of the Commission. On May 13, 1953 the Permanent Representative of South Africa at the United Nations informed the Secretary-General that his Government had always regarded the question of Indians in South Africa as being within its domestic jurisdiction and that it consequently regarded the Assembly resolution as unconstitutional and would not accord recognition to the Good Offices Commission.

### Eritrea

Owing to the many conflicting interests involved, the disposal of the former Italian colony of Eritrea has offered special difficulties. By a resolution adopted on December 2, 1950, the United Nations General Assembly recommended the federation of Eritrea with



Ethiopia as an autonomous unit under the sovereignty of the Ethiopian Crown.<sup>1</sup> During the period under review the federation was inaugurated and in December 1952 the General Assembly heard the statements of those directly concerned and discussed the final reports. It then voted on a resolution put forward by Canada and twelve of the thirteen other co-sponsors of the original federation resolution. The new resolution expressed general satisfaction with the work done and congratulated the people and governmental authorities of the federation on the effective and loyal fulfilment of the Assembly's recommendations. This final resolution was adopted on December 17 with 51 states in favour, none opposed and only the five members of the Soviet bloc abstaining.

The proceedings in the General Assembly threw fresh light on the degree of co-operation which had been required to bring the federation into being within a period of less than two years. During this interim period the British Administration delivered the country from roving bands of malcontents, arranged for the first general election in Eritrea, convoked the first representative assembly, created an Eritrean administration, built up an Eritrean civil service, re-organized the judicial system, established adequate and well-trained Eritrean security forces, drew up Eritrea's first balanced budget and organized a customs union between Eritrea and Ethiopia.

Meanwhile the United Nations Commissioner in Eritrea, Dr. Anze Matienzo, consulted the people directly, visiting every part of the country to discuss essential features of the proposed Eritrean constitution. He conferred with the Emperor of Ethiopia about detailed arrangements and sought the advice of legal experts in Geneva on controversial points. The draft constitution so prepared was introduced in the Eritrean assembly by Dr. Anze Matienzo and was approved by him after its adoption by that body in amended form on July 10, 1952.

The Emperor of Ethiopia used his influence to encourage general acceptance of the proposed federation, and on September 11, 1952 he ratified both the Eritrean constitution and the federal act embodied in the General Assembly's resolution of December 2, 1950. On September 15 the Emperor's Representative in Asmara and the Chief Executive of the Eritrean Government formally took over authority from the British Administration and United Kingdom officials withdrew.

At the seventh session of the General Assembly there was some discussion of the durability of the federation. Several speakers hoped generous technical assistance would be made available and a few drew attention to the importance of establishing a federal Supreme Court to deal with possible jurisdictional disputes. The United Kingdom Representative warned that either unionist or separatist sentiment, both of which are still strong in Eritrea, might lead to trouble in the future, but the Assembly accepted Ethiopia's assurances that the autonomy of Eritrea and all the provisions of the federal act will be sincerely respected, while the Italian Representative accepted as "unreserved and final" Ethiopia's guarantee that the rights of Italian inhabitants will not be diminished.<sup>2</sup>

<sup>1</sup>See *Canada and the United Nations 1950*, p. 24

<sup>2</sup>For a fuller account see *External Affairs*, June 1953, pp. 191-195.

## Kashmir

The Kashmir dispute has been before the United Nations since December 30, 1947, when India lodged a complaint that Pakistan nationals and tribesmen had invaded Kashmir which, it held, had legally acceded to India. India's action was followed by a counter-complaint by Pakistan.<sup>1</sup>

On January 1, 1949, the United Nations brought about a cease-fire and for the past four years United Nations observers have watched the cease-fire line. So far, however, the United Nations has been unable to effect the withdrawal of troops or to bring about a political settlement.

The dispute was discussed in the Security Council during 1948 and 1949 and the United Nations Commission for India and Pakistan (UNCIP) passed resolutions which were the basis of subsequent efforts to reach a settlement. UNCIP was unable to find a solution, however, and, in March 1950, the Security Council replaced it with a United Nations Representative who was to act as mediator in bringing about demilitarization preparatory to a plebiscite.

Sir Owen Dixon, the first Representative, was unable to arrange a settlement, either on the basis of a plebiscite in the whole of Kashmir, or on the basis of partition combined with a plebiscite in the Vale — the area most in dispute. Between June, 1951 and June, 1952, Dr. Frank Graham, the second Representative, succeeded, on the basis of twelve proposals, in narrowing the differences down to the question of demilitarization and related problems.

During the year under review Dr. Graham made further efforts to enable India and Pakistan to find a solution. In December, 1952, following talks in New York and Geneva, the Security Council passed a resolution calling on the parties to reach agreement on demilitarization on the basis of "bracketed figures" for troops to remain on each side of the cease-fire line. India would not accept this resolution as a groundwork for further negotiation, asserting that it went beyond the scope of the UNCIP resolutions and challenged India's fundamental contention that India alone has the right to maintain troops in the State. India was prepared to enter into further discussions, however, and in January and February Dr. Graham held another round of talks in New York and Geneva. These were unsuccessful and in March he submitted his fifth report to the Security Council.

The Council has not yet acted on this report. Shortly after it was received it became known that the Prime Ministers of India and Pakistan were prepared to hold direct discussions on Kashmir. These talks were to form part of a more general review of Indo-Pakistan problems undertaken on the initiative of the two Prime Ministers. Their first formal meeting, following preparatory work by officials, was to take place in Karachi in July or August.

Since January 1949 Canada has been one of the nations which have supplied officers from their armed forces to act as military observers in Kashmir. The present Canadian quota is 9 officers.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 40-42.



## Tunisia and Morocco

As elsewhere in Africa and Asia, the desire for self-government has become increasingly evident in Tunisia and Morocco since the conclusion of the Second World War. In Tunisia, nationalist aspirations are associated largely with the Neo Destour, or New Constitution Party, as well as with the Bey of Tunis, the sovereign. Although in 1950 representatives of the Neo Destour agreed to collaborate with the French authorities in working out the stages of Tunisian self-government, this collaboration broke down in February 1951. Serious rioting took place early in 1952, involving losses of life, and the situation has since remained disturbed. Two unsuccessful attempts were made by a group of African and Asian states in the first six months of 1952 to have the Tunisian question considered by the United Nations.

Developments in Morocco have followed a broadly similar pattern to those in Tunisia. The Sultan of Morocco has, on a number of occasions since 1945, requested the French Government to negotiate a revision of the Treaty of Fez, with the object of making this instrument a treaty of collaboration and friendship between two equal and sovereign nations, rather than, as at present, an agreement which confers specific and important powers upon France, the protecting state. At the sixth session of the United Nations General Assembly African and Asian states tried unsuccessfully to include the Moroccan question on the agenda.<sup>1</sup>

At its seventh session, the Assembly, upon the request of thirteen African and Asian states, decided without vote to include both the Tunisian and Moroccan questions on its agenda.

When the Chairman of the French Delegation addressed the Assembly in the opening general debate, he dealt at length with the relations between his country and the two protectorates. With French guidance, M. Schuman said, Tunisia and Morocco had made remarkable progress in agricultural and industrial development, public health, education, and labour relations. France intended fully to honour its obligations under the Charter, which were similar to provisions in the Preamble of the French Constitution, for the guiding of dependent peoples towards self-government. France was willing, he said, to renounce gradually the powers it held under the protectorate treaties. France alone, however, was in a position to decide the stages and timing of the political evolution of Tunisia and Morocco, in consultation with duly qualified representatives of these territories. The United Nations was not capable of assuming this responsibility and, in any case, was legally debarred from interfering both by Article 2 (7) of the Charter and by the provisions of the protectorate treaties. Any attempt by the United Nations to interfere would encourage disorder and would harm the United Nations. At any rate, M. Schuman concluded, France would under no condition tolerate United Nations intervention. The French Delegation then gave notice that it would be unable to participate in the further discussion of this problem.

<sup>1</sup>For a fuller account of these developments, see *Canada and the United Nations 1951-52*, pp. 26-30.

In the debate on the substance of the problem, member states were divided into three fairly distinct groupings. African and Asian nations maintained that international peace was being endangered by the unsettled situation in Tunisia and Morocco and that these questions were not of French domestic jurisdiction since France itself took its stand on the provisions of the protectorate treaties. If these treaties were valid international instruments, they could not be interpreted unilaterally by one of the parties to them; and if the other party charged that they were being violated, the only way to determine the validity of the charges was to examine the question in an international forum like the United Nations. Many of the African and Asian speakers agreed that Tunisia and Morocco had made progress under French guidance; nevertheless France had abused its privileges as a protecting power and, by permanent military occupation, mercantilist economic policies, land grants to French settlers, and, above all, by direct control of the administration of these territories, had in effect reduced Tunisia and Morocco to colonial status. Representative government had not been established in the protectorates; on the contrary, it was contended, French policies sought to establish the principle of joint Franco-Tunisian sovereignty. Finally, African and Asian representatives argued that Article 55 of the Charter regarding the promotion of human rights was being violated.

The African and Asian states were strongly supported by the representatives of the Soviet bloc, who contended, in addition, that Tunisian territory was being used to further the military policies of the United States and the North Atlantic Treaty nations.

At the opposite pole from the African, Asian and Soviet countries was a smaller group of states including Australia, Belgium, South Africa, and the United Kingdom. These states considered that the protectorate treaties, entrusting the French Government with responsibility for the external affairs of Tunisia and Morocco, placed these questions within the domestic jurisdiction of France. The proceedings of the San Francisco Conference, it was argued, made it clear that the states signing the Charter did so on the understanding that the United Nations should not have supervisory responsibilities with respect to dependent territories, except for trust territories. Thus the United Nations could properly interfere only if international peace and security were threatened, which, in their view, was not the case. Few, if any, member states had fully achieved the ideals set out in Article 55 of the Charter, and it would be of no benefit for the United Nations as a whole to become involved in acrimonious debates on human rights.

A third group of states, including Canada, Israel, New Zealand, Norway, the United States, and a majority of Latin American nations, took an intermediate position. They did not consider that the Tunisian and Moroccan questions represented a threat to international peace. While their views on the competence issue were not identical, they were generally agreed that the United Nations was competent under the Charter at least to discuss the Tunisian and Moroccan problems. Attention was drawn by this group to French liberal traditions, to the present role of France in the free world, and

to the assurances of M. Schuman that France intended to honour its obligations under the Charter. At the same time, sympathy was expressed for the aspirations of the Tunisian and Moroccan peoples. This group viewed Tunisia and Morocco in the context of an evolutionary process by which many peoples had achieved, or were moving toward self-government. The Canadian Representative referred to the evolutionary development by which Canada had acquired the status of a sovereign nation, emphasizing the mutually beneficial experience of continuing close co-operation between the newly emerging sovereign state and its former protector.

The voting was consistent with the general attitudes outlined above. A proposal of thirteen African and Asian states urging the Government of France to establish normal relations and normal civil liberties in Tunisia and providing for a committee of good offices to assist in the negotiations between the French and the true representatives of the Tunisian people, was rejected in Committee by 24 votes in favour and 27 against (including Canada), with 7 abstentions. A milder resolution, introduced by Brazil and co-sponsored by ten other Latin American states, expressed confidence that the French Government would endeavour to further the effective development of free institutions in Tunisia; expressed the hope that the parties would continue negotiations on an urgent basis with a view to bringing about Tunisia's self-government; and appealed to the parties to refrain from any acts likely to aggravate tension. Following the defeat of their own resolution, the African and Asian group gave their support to the Latin American proposal which was adopted by the General Assembly on December 17 by a vote of 44 (including Canada) to 3, with 8 abstentions.

The eleven Latin American states also put forward a resolution on Morocco which was similar to the proposal they had submitted on the Tunisian item, but which, in view of the relative lack of democratic political experience in Morocco, referred to the development of *free political institutions* rather than the achievement of *self-government*. The Latin American resolution was finally adopted in this form by the General Assembly by a vote of 45 in favour (including Canada), 3 against, and 11 abstentions.

In December 1952, the Bey of Tunis enacted two draft laws for municipal and regional representative institutions which had been put forward by the French authorities. Tunisian nationalist leaders repudiated the reform laws on the grounds that civic rights had been improperly granted to French residents in Tunisia and that the Bey had acted under duress. As a consequence they enjoined their followers to boycott the municipal elections which were held in the spring of 1953.

On March 19, fourteen African and Asian nations addressed joint communications to the President of the General Assembly, expressing regret that France had failed to implement the General Assembly's resolutions on this subject. In the case of Tunisia, the fourteen powers appealed to the President of the Assembly to intercede to secure a stay of execution of thirteen prisoners sentenced to death by French military tribunals. In the case of Morocco, the President was requested to urge the Government of France to bring

about the early restoration of civil liberties and the release of political prisoners. The communications of the fourteen powers were transmitted by the President to the French Minister of Foreign Affairs.

For the remainder of the period under review, no further constitutional reforms were introduced in Tunisia and Morocco. Conditions in the former territory remained unsettled.

## Greece and its Neighbours

In 1952-53 the United Nations had before it three questions relating to Greece — the situation on the northern frontier and the repatriation both of abducted children and of members of the Greek armed forces carried off during the disturbances of 1945-49.<sup>1</sup>

The presence in northern Greece of the Balkan Subcommittee of the Peace Observation Commission made possible the prompt investigation of incidents on the Albanian and Bulgarian borders of Greece, where there was some loss of life during the year. In July 1952 and May 1953 incidents arising from a dispute over the ownership of small islands in the Evros (or Maritza) River on the border between Greece and Bulgaria were followed by suggestions from the Greek Government that a boundary commission should be set up, with or without United Nations participation, to determine the ownership of the islands and restore boundary pillars along the rest of the frontier. On June 22, 1953 Bulgaria agreed for the first time since the war to the creation of a boundary commission, composed of Greeks and Bulgarians only, to which both governments then named their representatives.

To date only Yugoslavia has co-operated in repatriating Greek children abducted from northern Greece during the disorders in 1948. Thus far 578 children have been returned to their homes but several thousand still remain scattered through Eastern Europe. Although during the sixth session of the General Assembly the Czechoslovak Government offered to let international Red Cross personnel come to Prague to discuss the cases of 138 Greek children, the conversations proved futile. On the strong recommendation of the International Committee of the Red Cross and the League of Red Cross Societies, the General Assembly adopted a resolution on December 17, 1952 agreeing to the suspension — except in Yugoslavia — of the work of these two voluntary bodies until practical operations should become possible. The Assembly condemned the harbouring states, other than Yugoslavia, for their failure to co-operate and disbanded its own Standing Committee on Repatriation of Greek children. The resolution was adopted by 46 affirmative votes, including Canada's vote, to 5 against, with 6 abstentions.

A resolution was adopted by the Assembly on March 17, 1953 by 54 votes to 5, with 1 abstention, which appealed to governments of states harbouring members of the Greek armed forces abducted during the disturbances to repatriate those who wish to return, in

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 21-23.

accordance with a resolution of December 1, 1950. The President of the Assembly was asked to consult with the governments concerned and report their answers before the close of the seventh session. The resolution also asked the Secretary-General to keep the matter constantly under review.

Representatives of the Soviet bloc maintained that the men in question were political refugees from Greece, to whom the right of asylum would continue to be extended. Replies received in March and April to letters from the President of the Assembly to governments of Eastern Europe either confirmed this position or denied that any members of Greek military forces were being detained. The Greek Government asserted it had evidence that men were being compelled by force to say they did not desire repatriation and asked for an impartial investigation.

### **Burmese Complaint Against Chinese Troops**

Since 1950, some 12,000 Chinese Nationalist soldiers from southwest China, under General Li Mi's command, have maintained themselves in northeast Burma. The Burmese Government protested the presence of these troops to the United Nations, on March 25, 1953, and it was decided to include the complaint on the Assembly's agenda of the resumed seventh session.

On April 17, the Honourable Mr. Justice U Myint Thein presented the Burmese case to the Political Committee. Dr. T. F. Tsiang replied on behalf of the Chinese Nationalist Government. In the debate, only the delegations of the Soviet bloc and Indonesia, India, Afghanistan, Yugoslavia and Syria supported the condemnation of the Republic of China in the terms of the resolution proposed by Burma. An alternative Mexican resolution, as amended, was adopted in committee by 58 votes to none, Burma and China abstaining, and in plenary session on April 23 with 59 votes in favour, China alone abstaining. The resolution condemns the presence of "foreign forces in Burma", and declares that these forces must be disarmed and agree either to internment or evacuation and requests Burma to report on the situation to the eighth session of the Assembly.

As a result of the Assembly's deliberations, on May 25, 1953, representatives of the United States, Thailand, Burma and Nationalist China met in Bangkok to discuss the withdrawal from Burma of the Chinese under General Li Mi. On June 6, 1953, it was provisionally agreed that all Chinese Nationalist troops in Burma were to be disarmed at various "safety" zones in Burma and then repatriated to Formosa by way of Thailand.

### **Charges of Bacteriological Warfare**

Throughout 1952 the Soviet Union and other Soviet bloc states waged a virulent propaganda campaign in which they attempted to discredit the United Nations' action in Korea by charging that the United Nations forces had spread disease germs in Korea and Northeast China. Numerous Communist front organizations were

used to disseminate this malicious propaganda. The United States Government, on behalf of the Unified Command, promptly and categorically denied the charges. During 1952 four efforts were made by the Western powers to initiate an impartial investigation, but these offers were either ignored, refused or vetoed by the governments and authorities which were promoting the germ warfare charges.

The seventh session of the General Assembly, which considered the question at the request of the United States Government, adopted by a vote of 51 in favour, 5 against, and 4 abstentions, a resolution, sponsored by all 16 countries with forces in Korea, appointing a commission consisting of Brazil, Egypt, Pakistan, Sweden and Uruguay to investigate the charges. The Canadian Representative spoke briefly in support of the resolution urging that the investigation be undertaken by competent scientists who would be bound only by their professional consciences. During the debate, the Soviet Union moved to invite representatives of North Korea and the People's Republic of China to attend the discussion, but the proposal was defeated.

The North Korean authorities and the Government of the People's Republic of China have not, at the time of writing, signified their willingness to accept the proposed impartial investigation.

## Disarmament

The Disarmament Commission, composed of representatives of members of the Security Council and Canada, which was established by the General Assembly on January 11, 1952, was instructed to submit proposals to be incorporated in a draft treaty on disarmament for submission to a world disarmament conference.<sup>1</sup>

The Commission's report was submitted on October 3, 1952. Discussions having failed to end the deadlock previously existing in both the Atomic Energy and Functional Armaments Commissions, the report contained neither recommendations nor conclusions. The Soviet Representative had continued to disagree to all proposals introduced by Western countries and to insist that discussion proceed on the basis of the earlier Soviet disarmament proposals. He also failed to give any indication that the Soviet Union would accept effective measures of international inspection and control. The Western powers considered that without such measures any disarmament proposals were meaningless.

Notwithstanding this lack of progress, when the seventh session of the General Assembly discussed the Commission's report in March 1953 both the Western powers and the U.S.S.R. recognized the necessity of continuing its work. In Committee, the Soviet Delegation introduced a resolution which, while recommending the continuance of the Commission, accused France, the United Kingdom and the United States of repeatedly attempting to "substitute

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 11-16.

for the question of a reduction of armaments that of illegally obtaining intelligence reports on the armaments of individual states." This resolution was rejected by the Committee, which adopted instead by a vote of 50 to 5 (Soviet bloc), with 5 abstentions another resolution re-affirming the Commission's terms of reference and requesting it to continue its work. At the suggestion of Egypt, Iraq, Syria and Yemen, indirect reference to the destructive attitude of the U.S.S.R. in the Commission had been deleted.

At this time Premier Malenkov made his well-known statement that there were no issues between the Soviet Union and the United States which could not be "decided by peaceful means." The Soviet Delegation did not reintroduce its original proposal in plenary session but tabled two amendments to the 14-power resolution. The first of these, which dropped any specific commendation of the Disarmament Commission's work, was accepted by the Western powers. The second proposed that the terms of reference of the Commission contained in General Assembly Resolution 502 (VI) not be re-affirmed. The United Kingdom and the United States opposed this amendment as showing a lack of confidence in the Commission's work and it was rejected by a vote of 10 in favour, 33 against (including Canada) and 13 abstentions. The 14-power resolution as amended was adopted by 52 in favour (including Canada), 5 against (Soviet bloc) and 3 abstentions, (Argentina, Burma and Indonesia).

Premier Malenkov's "peace statement", the milder tone of the debate in plenary session, and the fact that the Soviet Delegation did not reintroduce its original resolution, have been regarded by some as major concessions. But there has been no real evidence of any change in the basic position of the U.S.S.R. on disarmament and, in particular, no sign of readiness to accept effective international control and inspection. Conclusions as to the intentions of the Soviet Union will therefore have to await the further sittings of the Disarmament Commission.

## Collective Measures

The Collective Measures Committee, when it was set up on November 3, 1950 after the invasion of South Korea, was asked to study methods which might be used to maintain and strengthen international peace and security. In this same "Uniting for Peace" resolution members of the United Nations were invited to survey their resources in order to determine the nature and scope of the assistance they might render in support of recommendations of the Security Council and the General Assembly and to report thereon to the Committee. It was also recommended that they maintain within their national forces elements available for service as United Nations units. On January 12, 1952 the General Assembly requested the Committee to continue its studies for another year and report again to the Security Council and the General Assembly (Resolution 503A (VI)). The Committee, the members of which continue to be Australia, Bel-

gium, Brazil, Burma, Canada, Egypt, France, Mexico, the Philippines, Turkey, the United Kingdom, the United States, Venezuela and Yugoslavia, therefore reported a second time to the seventh session of the Assembly.<sup>1</sup>

In its second report the Committee, among other things, drew up a list of implements of war and strategic items to which an embargo might be applied in the event of aggression or threat to the peace and made suggestions regarding the potential role of the Specialized Agencies in the same event. The Committee decided that the determination of the methods for achieving the equitable sharing of burdens entailed by collective security measures could be made only after specific measures could be decided upon or recommended, and it suggested that one method might be to establish a Committee similar to the Negotiating Committee for Extra-Budgetary Funds. By a vote of 52 in favour (including Canada), 5 against and 3 abstentions, the Assembly noted the report, instructed the Committee to continue its work and asked member and non-member states to continue and intensify their efforts to carry out the recommendations of the "Uniting for Peace" resolution and resolution 503A (VI).

The Canadian Government, in reporting to the Committee regarding the steps taken to implement the recommendations of the resolutions mentioned above, referred to the Canadian forces in combat service with the United Nations in Korea; stated that it would consider carefully any request for specified kinds of assistance and facilities to United Nations armed forces; and indicated that legislation now in force, which is however subject to annual review by parliament, would enable the Canadian Government to carry out specified economic and financial measures against any aggressor. It may be noted that on April 20, 1952, the Canadian Government instituted a system of licensing for Canadian-registered ships voyaging to mainland China and North Korea which entails penalties for the carriage of goods listed as strategic pursuant to General Assembly Resolution 500 (V) of May 18, 1951.

## Admission of New Members

During recent years it has become increasingly difficult for any state to gain admission to the United Nations. Although there are at present 21 applications for membership outstanding, not a single applicant has been admitted since Indonesia became the 60th member in September 1950. The principal reason for the impasse which has been reached is that the Soviet Union has used its veto power in the Security Council to prevent the admission of countries supported by the non-communist states, until these states, in return, would agree to the admission of applicants favoured by the U.S.S.R.<sup>2</sup>

<sup>1</sup>See *Canada and the United Nations 1951-52*, pages 16-19. The U.S.S.R. has been omitted from membership at its own request.

<sup>2</sup>See *Canada and the United Nations 1951-52*, pp. 9-11.



During the past year the Security Council had before it six new applications for admission. Draft resolutions recommending the admission of Libya, Vietnam, Cambodia, Laos, and Japan were not adopted since in each case, while there was only one negative vote, it was that of a permanent member of the Council (U.S.S.R.). A Soviet draft resolution recommending the admission of the Democratic Republic of Vietnam was also rejected by 1 in favour (U.S.S.R.) to 10 against. The Council also had before it a Soviet draft resolution calling for a recommendation to the General Assembly for the simultaneous admission of 14 states (Albania, Mongolian People's Republic, Bulgaria, Roumania, Hungary, Finland, Italy, Portugal, Ireland, Jordan, Austria, Ceylon, Nepal and Libya). This "package proposal" was rejected by 2 in favour (Pakistan, U.S.S.R.) to 5 against with 4 abstentions (China, France, Turkey and the United Kingdom).

In March 1950, the International Court of Justice had given its opinion that the General Assembly could not, by itself, effect the admission of an applicant state in the absence of a recommendation by the Security Council. This opinion of the Court did not, however, deal with the question whether a recommendation by the Security Council could be made in the face of a negative vote by one of the permanent members. Therefore, at the sixth session of the Assembly five Central American delegations had submitted a proposal which would have requested a further advisory opinion from the Court.

This proposal was transmitted to the seventh session of the Assembly for its consideration, but was later withdrawn, and in its stead the Central American group submitted a resolution to establish a Special Committee to study all proposals and suggestions relating to the question of admission of new members and to report to the eighth session of the General Assembly. The resolution establishing this Committee was adopted by a roll call vote of 48 in favour (including Canada) to 5 against (Soviet bloc) with 6 abstentions. This Special Committee was to be composed of representatives of 19 countries, including Canada. The U.S.S.R. and Czechoslovakia refused to serve on the Committee and India, which had been nominated, later withdrew.

The Central American group which sponsored the resolution setting up the Special Committee also put forward a resolution in which the Assembly would be asked to conclude that the admission of new members was not subject to the veto but was a matter to be dealt with by a procedural vote and also that the General Assembly was the organ chiefly responsible for deciding on applicants for membership in the United Nations. However, in view of their sponsorship of the resolution setting up the Special Committee to study these matters, the Central American group did not press this interpretative resolution on the veto to a vote but referred it to the Special Committee for study and report to the eighth session of the Assembly, together with a Peruvian draft resolution containing proposals to restrict the application of the veto in the Security Council.

The Polish representative introduced a resolution during the seventh session which was similar to previous Soviet "package" proposals and would have requested the Security Council to recommend the simultaneous admission of 14 states. In an attempt to remove the connotation that the admission of one state is dependent on the admission of another, the word "simultaneous" was deleted by amendment. Although this was sufficient to turn the Soviet bloc against the proposal, it did not satisfy those countries which are opposed to the principle of the "package deal", and the resolution in its final form was defeated by a vote of 9 in favour, 30 against (including Canada) with 10 abstentions.

The Assembly also had before it resolutions supporting new applications by Japan, Vietnam, Cambodia, Laos, Libya and Jordan, all of which were adopted, the only negative votes being those of the Soviet bloc.

The Canadian Representative, in explaining his vote in the Political Committee, expressed appreciation of the contribution which the Latin American delegations had made to the work of the Committee, but deferred expressing the Canadian views on their proposals, in view of the fact that there would be an opportunity of making them known to the Special Committee. He did say however, that it was his belief that neither the veto nor Article 4 of the Charter was ever intended to keep out of the organization any independent state worthy of the name.

With reference to the Polish resolution the Canadian Representative said that he would vote against it because it was incomplete. Canada could not support the inclusion of Outer Mongolia while excluding Japan. He found it hard to understand why any permanent member should vote against an applicant which it admitted was qualified and which it even proposed for membership in a package deal.

The Special Committee on Admission of New Members held 11 meetings from March 3 to June 15, 1953. At its first meeting it asked the Secretary-General to prepare a factual and historical report on the question, going back to the origins of the problem in the San Francisco Conference. On receipt of this report the Committee met again on May 12 and after general discussion decided that the various proposals and suggestions referred to it by the Assembly or made in the Committee itself should be separated into two groups. Generally speaking, the proposals and suggestions in the first group envisaged a solution along the lines of an interpretation of the Charter based on the view that the veto power in the Security Council does not apply to the admission of new members. The discussion of this first group of proposals revealed, however, that such an approach was not generally acceptable, principally on the grounds that the unanimity rule in the Security Council does apply to the admission of new members and that the provisions of Article 4 do not allow the General Assembly to admit new members in the absence of a favourable recommendation by the Security Council.

The Canadian Representative said that his delegation, which supported the principle of universality of membership, would welcome any procedure which, while respecting the provisions of the Charter, would enable new members to take part in the work of the United Nations. Canada was opposed, however, to any formula which would solve the problem of admission by circumventing the provisions of the Charter, and was therefore unable to support any of the proposals in this first group.

The second group of proposals and suggestions was aimed principally toward a political solution designed to admit the largest possible number of applicants qualified under Article 4 of the Charter. The specific methods suggested did not secure general acceptance, it being generally felt that the courses proposed either would not be in accordance with Article 4, or, if they were, were no more likely to lead to a practical solution than earlier recommendations to the Security Council.

In view of the refusal of the U.S.S.R. to serve on the Committee, it was not to be expected that the Committee would come up with a solution which would be acceptable to all five permanent members of the Security Council. The Committee agreed that no vote would be taken on the various proposals and that no specific recommendations would be submitted to the General Assembly. The report to the General Assembly by the Special Committee on Admission of New Members therefore consists merely of an account of the deliberations and a summary of the views of those taking part in the discussions.

## II ECONOMIC AND SOCIAL

### Survey of the Economic and Social Council

The Economic and Social Council (ECOSOC) met twice in New York in regular sessions during the period under review.<sup>1</sup> The fourteenth session held from May 20 to August 1, 1952, was the longest on record. It was marked by much less acrimony and fewer exchanges of bitter propaganda between the Communist bloc and other countries than had been the case heretofore at the Santiago and Geneva sessions. If, however, the delegations of the Soviet bloc did not press their case too strongly and a greater degree of harmony prevailed between representatives of developed and under-developed countries, this improvement still fell short in degree from that which would be required for a truly harmonious, efficient and effectively working Council.

During the debates which ensued, the Council gave consideration to the major problems traditionally within its responsibility, reviewed the work accomplished by its Specialized Agencies and its functional commissions and requested further studies on those questions which were still not ripe for final decision. Thus, in the field of economic development of under-developed countries the Council recommended to the International Bank for Reconstruction and Development that it carry out a further examination of its earlier proposal to establish an international finance corporation. It also suggested for the benefit of governments such steps as would, in under-developed countries, encourage foreign investments, permit a programme of increased industrialization, and make available on a wider basis existing scientific and technological knowledge. Elsewhere in the consideration of its economic agenda, the Council set a target of \$25 million for 1953 contributions by governments to the Expanded Programme of Technical Assistance and debated at length measures for securing world economic stability, full employment and for countering recessions.

On the social side, the Council considered a report on the World Social Situation prepared by the Secretariat and the Specialized Agencies concerned and discussed, on the recommendation of the General Assembly, the preparation of a programme of practical action for the United Nations and the Specialized Agencies in the social field. It also adopted the suggestion of the Human Rights Commission that its work on the two draft covenants should if possible be completed in 1953, confirmed the discontinuance of the Sub-Commission on Freedom of Information and of the Press, and agreed to make Spanish the third working language of the Council.

These accomplishments were useful, though hardly spectacular. Indeed, a number of delegations considered that the Council, seemingly content with arrangements for preparatory activities, had postponed definite action to the future. But the slowness of progress towards the full realization of the economic and humanitarian objectives of

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 43-45 for an account of the preceding period.

the Charter must be related to the difficulties of the world political situation as a whole, and to the inherent diversity of the problems themselves. Nevertheless, much more remains to be done if the Economic and Social Council is to play its full part in the achievement of the purposes and principles of the United Nations.

The Council held its fifteenth session from March 31 to April 28, 1953. While discordant notes were still heard in the debates at this session, they were even fewer than at the previous one. The Soviet Representative, speaking at the close of the session, described it as a period of transition which might be followed by genuine international economic co-operation. Though the absence of extreme bitterness in debate was a welcome development, the discussions which took place were confined to routine matters. Major items such as the financing of economic development, and human rights, were left for examination by the Council at its seventeenth session, which is scheduled to begin on January 10, 1954.

One of the highlights of the session was the debate on the world economic situation, which is discussed in detail below. Decisions of the Council included a resolution instructing the Secretary-General to convene by 1954 a conference for the conclusion of international conventions relating to customs formalities for the importation of private vehicles and for tourism; a recommendation proposing to the General Assembly the transfer to the United Nations of certain functions formerly carried out by the League of Nations with regard to the control of slavery, and a request that the Human Rights Commission continue to prepare recommendations concerning international respect for the right of self-determination.

Canada was not represented at the fifteenth session of the Economic and Social Council since its second term as a member expired on December 31, 1952. The sixteenth session of the Council opened in Geneva on June 30, 1953 and therefore falls outside the scope of this volume.

## World Economic Situation

Each year the Economic and Social Council (ECOSOC) devotes a part of its time to a wide-ranging debate on the world economic situation. This usually takes place at the opening of the session and sets the framework for the subsequent discussion of individual economic questions on the agenda. Since the Council is not a negotiating body, and other international organizations such as the International Monetary Fund, the signatories to the General Agreement on Tariffs and Trade, and the Organization for the European Economic Co-operation are available to deal with specific aspects of international economic relations, the annual debate in ECOSOC is normally general in character and may or may not result in resolutions directing the attention of members to particular aspects of the changing world economic position. It is nevertheless useful in focussing attention on the trends and issues in the economic field which are engaging the attention of the governments. While there is a wide variety of viewpoints, similarities of approach can usually be discerned among the under-developed countries, among

the industrialized nations, and among the countries in the Soviet bloc. From a purely economic point of view, the value of the discussion in the Council is frequently lessened by the tendency of some to indulge in too lengthy accounts of economic progress in their countries and that of others to distort economic developments for political purposes. The latter criticism is particularly applicable in the case of the U.S.S.R. and its satellites.

The general economic debate at the fifteenth session of ECOSOC in April 1953, had many similarities to that of the preceding year when Canada was still a member of the Council.<sup>1</sup> The members had before them an excellent report prepared by the Secretariat bringing out the main changes which had taken place in the international economic position during 1952. These included the easing of inflationary pressures, the slowing down of the rate of growth of production throughout the world, some shift in the terms of trade in favour of industrialized nations consequent on falling prices for raw materials, and the fact that food production during the year had only just kept pace with the growth in world population. In some countries there was an upturn in trade and business activity at the end of the year, however, and it appeared that the relative slackness in 1952 as a whole may have been a natural adjustment to the extraordinary expansion of activity earlier attendant upon the defence build-up in a number of important countries.

The Secretariat report emphasized that despite the progress made since the war in expanding production and maintaining a high employment level, many serious international economic problems remained unsolved. Much of the debate at the fifteenth session centred around these questions. The slowdown in world production coupled with the possibility of cuts in armament expenditures likely to result from an easing of international tension gave added emphasis to the need for international as well as national measures to combat any recessionary tendencies, and to ease the impact of declines in activity in key countries on the economies of their trading partners. The need for more and freer world trade and the eventual convertibility of currencies was repeatedly noted and it was pointed out that import restrictions in many countries continued to make it difficult to overcome balance of payment problems through increased exports. Not unnaturally, considerable attention was paid to the important role of the United States in any attempt to solve these problems.

The discussion of trade between the U.S.S.R. and its satellites on the one hand and countries outside the Soviet bloc on the other followed the customary political pattern. The occasion was taken by Soviet bloc representatives to play upon apparent conflicts of economic interest between the developed countries on the one hand, and the under-developed countries on the other, and between the United States and the other industrialized nations of the West. Despite the inclusion of this political propaganda, the 1953 discussion on the world economic situation served a useful purpose in bringing out the outstanding issues on which international action is required to overcome current world economic problems.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 52-54.

## Economic Development of Under-Developed Countries

The material poverty of millions of people throughout Asia, Latin America, and the Middle East constitutes, from the economic, social, and political points of view, one of the most challenging problems of the modern world. It has been increasingly recognized that the standard of living in the economically less advanced countries must somehow be raised if lasting conditions of peace and stability are to be achieved, and under the Charter of the United Nations, member governments have undertaken to co-operate for the promotion of conditions of economic and social progress for all peoples. The United Nations provides a forum in which the needs of the under-developed countries have been stated, and the possibilities and means of affording them assistance may be explored. While the aid so far provided has been small in relation to the stated requirements, an encouraging start has been made in the process of helping the economically less advanced countries to help themselves.<sup>1</sup>

The most notable achievement of the United Nations in this field has been in the provision of technical experts, training and demonstration equipment to the under-developed countries. In 1950 the expanded programme of technical assistance was undertaken, to finance which 55 countries pledged the equivalent of \$20,070,260 for an 18-month period ending December 31, 1951. For the second period of 12 months \$18,795,355 was pledged by 65 countries, and for the third period (1953) 67 governments pledged \$21,278,575. Canadian contributions for each of these periods were \$772,727, \$750,000, and \$800,000 respectively.<sup>2</sup> Within the framework of the Colombo Plan, Canada has also made available \$400,000 each year over the past three years for technical assistance to South and Southeast Asia.

During the first financial period of the expanded programme, which of necessity was devoted largely to organization and planning, actual provision of assistance somewhat lagged behind the financial resources available, but during 1952 the programme gained momentum and at the end of the year 97 countries and territories had received technical assistance, 62 had received the services of experts and the nationals of 92 different countries had been awarded fellowships and scholarships. By 1953, the problem had become one of making the most effective use of resources to meet the increasing volume of requests for help. Experience has shown the importance of providing equipment and training on the spot in the recipient countries, so that the maximum number of people may benefit.

From 1950 to June 1953 Canada provided training facilities for 177 fellows and scholars under the United Nations Programme, and 116 under the Colombo Plan. During the same period Canada provided almost 150 experts for United Nations technical assistance projects and 24 under the Colombo Plan. Requests for technical assistance from Canada are handled by the Technical Co-operation Service of the Department of Trade and Commerce.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 45-51 and 54-56.

<sup>2</sup>Figures are given in United States dollars.

One of the chief limitations on economic progress in the under-developed countries has been the difficulty of financing development projects. To the extent that the necessary funds are not available in the countries themselves, they are usually sought by way of investment or grants from abroad. For one reason or another, the flow of private investment to the under-developed countries has steadily dwindled in recent years. The International Bank for Reconstruction and Development, though its programme of loans for development projects, has played an important part in meeting the financial needs of under-developed countries, but its loans require government guarantee, and most of them have been made for government projects. Moreover, the Bank does not engage in equity financing and its operations thus do not fill the gap caused by the shortage of private investment. The situation has been discussed at length in the United Nations. At the seventh session of the General Assembly, the Secretary-General was asked to prepare a study on the international flow of private capital and ECOSOC to consider what steps might be taken to stimulate a steady and adequate flow of private capital to under-developed countries.

Canada has recognized the need for outside finance to assist in the process of development and has made substantial contributions through the International Bank and also through the Colombo Plan, to which the Canadian Government has given \$25 million in each of the last three fiscal years. The importance of the part to be played by a natural flow of private investment, has, however, been continually emphasized and Canadian representative have pointed out that much could be done by the under-developed countries themselves to create a climate for foreign investment in their countries which would attract savings from the rest of the world.

One plan which is at present under discussion in the United Nations is the establishment of an International Finance Corporation, to be an affiliate of the Bank, which would be capitalized by government subscriptions and would help finance private enterprise in the under-developed areas through equity investment and loans without government guarantee. In a report to the fourteenth session of ECOSOC in 1952 the Bank expressed the preliminary view that, though the Corporation would fill an important gap in the international investment structure, further study and consultation with governments and investment groups would be necessary before any final conclusion could be reached on the feasibility of the plan. At the sixteenth session of ECOSOC the Bank made a progress report summarizing the views which had been expressed about the practicability of the project. Since it appears that neither business and financial representatives, nor the governments of countries which might be expected to provide the financial backing for the Corporation are yet prepared to commit themselves, the Bank stated that it did not believe "that any point would be served by any greater formalization of the project at this time." The Bank management will continue to explore the matter and will present concrete proposals when there appears to be a reasonable prospect that sufficient financial participation will be forthcoming. The Bank's report will be considered at the eighth session of the General Assembly. The Canadian position has been one of continued interest in the proposal



but with the important reservation that further examination should establish that it is practicable and that there would be sufficient financial support to warrant the establishment of such a Corporation.

Another project which has been under discussion in the United Nations since the sixth session of the General Assembly in 1951-52 is the establishment of an international fund which would make grants-in-aid and long-term low-interest loans for development purposes. At its fourteenth session in 1952 ECOSOC requested the Secretary-General to appoint a Committee of nine experts to prepare a detailed plan for such a fund and to submit its report not later than March 1, 1953. The report did not discuss the advisability or otherwise of establishing the Special United Nations Fund for Economic Development (SUNFED) but dealt only with the possible organization and operations of the Fund if it should be set up. Amongst other things the experts suggested that the Fund should be financed by voluntary government contributions and should not be established unless a minimum of \$250 million were subscribed by at least 30 countries. The sixteenth session of ECOSOC transmitted the report to the eighth session of the General Assembly with the general recommendation that the Assembly consider what other preparatory steps might usefully be taken towards the establishment of the Fund when circumstances permit. It also recommended that member states at the eighth session consider joining in a declaration to the effect that they stand ready to ask their peoples, when sufficient progress has been made in internationally supervised world-wide disarmament, to devote a portion of the savings so achieved to an international fund, within the framework of the United Nations, to assist development and reconstruction in under-developed countries.

Discussion of this issue at the United Nations has up to the present time shown a consideration difference between the attitude of the under-developed countries and that of the countries of more mature economy. The former, which would benefit directly from the Fund, have been understandably eager for its establishment and have used their preponderance of voting power to ensure that the project is actively pursued. The industrial countries, Canada among them, which would provide the greater part of the money required for such a Fund, have supported moves to have the project given expert examination but have not committed themselves to the view that this is a practicable or desirable method of financing economic development and have reserved their position in respect of any financial aid to its establishment. Debate at the eighth session of the General Assembly will give an opportunity for a general review of the problem.

During the period covered by this report, ECOSOC and the General Assembly have passed a number of resolutions bearing on the position of the under-developed countries and related in part to their need for development. These resolutions have dealt with such diverse subjects as the need for increasing food production; means of raising productivity in under-developed countries; the place of industrialization in integrated development programmes; the desirability of agreements on population shifts from over-populated under-developed countries to those in need of people, and the eligi-



UNITED NATIONS PHOTO

Canadians with the United Nations Military Observers in Kashmir. Lieut. Col. Harry Angle (second from right) who was afterwards killed in an aeroplane crash, shown checking the position of the opposing troops.



bility of land reform projects for international financial assistance. A more controversial resolution was passed at the seventh session of the General Assembly which asserted the right of countries "to exploit freely their natural wealth and resources". In its original form this resolution referred to the right of nationalization and, as representatives of the United States, Canada and a number of other capital-exporting countries pointed out, was unlikely to improve the climate of investment in the under-developed areas. Even in its modified form, the resolution was open to the same objection; but it was adopted by a vote of 36 in favour, 4 against (the United Kingdom, United States, South Africa and New Zealand) and 20 abstentions (including Canada).

In the field of economic development, factors other than the availability of finance and technical assistance are important. To be most useful, financial and technical aid should be applied within the framework of sound internal fiscal policies, well-considered development programmes, progressive legal and social conditions, equitable and effective tax systems, and efficient administration. Much remains to be done in these directions by the under-developed countries themselves, and the progressive attainment of better internal conditions will no doubt improve the outlook for a natural flow of investment from other countries.

### Full Employment

Members of the United Nations are pledged in Articles 55 and 56 of the Charter to promote full employment in their countries and to co-operate for the attainment of this purpose throughout the world. Each year the Economic and Social Council (ECOSOC) considers various aspects of the problem of achieving and maintaining full employment and at the fourteenth session in July 1952 centred its discussion on an expert report entitled "Measures for International Economic Stability" which had been prepared in response to earlier resolutions by ECOSOC and the General Assembly.<sup>1</sup>

The experts had made three principal recommendations designed to offset the impact of recessions:

- (a) The negotiation of inter-governmental commodity agreements to stabilize world markets in the principal raw materials and foodstuffs;
- (b) The maintenance of a stable international flow of capital;
- (c) The establishment of adequate monetary reserves.

They suggested that the International Bank should finance buffer stocks to stabilize commodity markets and that its resources should be increased so that a reserve of development projects might be built up for use during recessions. They also recommended that the resources of the International Monetary Fund should be augmented and opened to freer access during recessionary periods.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 58-59.

Representatives of the under-developed countries in general favoured these recommendations and some made the further suggestion that there was need for a fixed relationship between the prices of the primary commodities they produced and the manufactured good they must import. Various European countries also considered that the Fund's use of its present resources was too restrictive. Neither the Bank nor the Fund was inclined to support the experts' recommendations and their representatives advanced various counter-arguments. The Canadian Delegation took the position that the problem of international trade in primary goods should be approached commodity by commodity through the existing mechanism of the Interim Co-ordinating Committee for International Commodity Arrangements. With regard to the proposals concerning the Bank and the Fund, the Canadian Representative took the position that the Bank's resources might be reviewed at a later date if they should appear inadequate to finance suitable projects then put forward. Together with the United States, Canada took the view that conditions should first be made more favourable for the increased use of the present resources of the International Monetary Fund before their expansion was considered. The resolutions finally adopted recommended that developed countries bear in mind the effect of their domestic economic policies upon the economic position of other countries and urged the Bank and the Fund to modify their policies in some respects in case of a recession. The Fund was asked to report upon the adequacy of countries' monetary reserves to overcome any temporary disequilibrium in balance of payments; the Secretary-General to prepare a study on the relative prices of goods entering into international trade and another on national and international measures designed to reconcile the maintenance of full employment with the avoidance of the harmful effects of inflation.

International commodity arrangements and price relations between primary and manufactured goods were the subject of a resolution introduced at the seventh session of the General Assembly by the Argentine Delegation and passed by a vote of 35 in favour, 15 against (including Canada) and 9 abstentions. In its final form, the resolution recommended that governments conclude bilateral and multilateral commodity agreements to ensure price stability in keeping "with an adequate just and equitable relationship between these prices and those of capital goods and other manufactured articles." The Secretary-General was asked to estimate the financial repercussions of changes in the terms of trade between primary and manufactured goods on the national incomes of under-developed countries; to prepare a report on the impact of important synthetic products on the demand for primary products; and to appoint a group of experts to report on the practical measures which might be taken to improve the stability of commodity prices, with special reference to changes in the terms of trade and their effect on countries in the process of development. Canada, the United States and most of the other countries of mature economies objected to the resolution as impractical and one-sided and as attempting to impart an undesirable rigidity to the international price structure.

## Restrictive Business Practices

An *Ad Hoc* Committee on Restrictive Business Practices, composed of representatives of Belgium, Canada, France, India, Mexico, Pakistan, Sweden, the United Kingdom, the United States, and Uruguay, was established by a resolution of the Economic and Social Council (ECOSOC) in September 1951. Its function was to collect and analyze information on restrictive business practices in international trade, to study measures taken by governments to deal with such practices, and to prepare for the Council's consideration proposals for an international convention on restrictive business practices.

The Canadian Delegate, in supporting the resolution by which the Committee was set up, referred to the Havana Charter for an International Trade Organization (not yet in force) and drew attention to a committee which had been appointed in Canada in 1944 to study international cartel practices. In its report, published in 1945 under the title "Canada and International Cartels", that committee had recommended international action to curb the harmful effects of restrictive practices.

The *Ad Hoc* Committee held three sessions in 1952 and a final session from January 12 to February 21 of 1953. In accordance with the usual practice, its members took part in its work on an *ad referendum* basis, and no government is committed by participation in the work of the Committee to sign any agreement or take part in any agency that may be established.

The report of the Committee, which was published on April 6, 1953, embodied its findings and recommendations. It contains a set of twenty draft articles of agreement for international co-operation in the prevention of restrictive business practices. They form the basis of a proposed plan which would provide that, on the complaint of any country, a practice alleged to have harmful effects on the expansion of production or trade would be subject to investigation in order to determine whether, in the light of stated objectives, such harmful effects actually exist. These objectives, set forth in the preamble to the draft agreement, include the reduction of barriers to trade, governmental and private; the promotion on equitable terms of access to markets, production, and productive facilities; the encouragement of economic development, industrial and agricultural, particularly in under-developed areas; and the achievement of a balanced and expanding world economy through greater and more efficient production, increased income and greater consumption, and the elimination of discriminatory treatment in international trade.

The investigation of complaints would be made in the light of facts submitted by governments. These facts would be obtained by each government in accordance with its own procedures and would be assembled for analysis by a proposed agency which would be set up under the agreement. Representatives of governments participating in the agreement would determine, on the basis of such analysis, whether the practices complained of had harmful effects considered in terms of the objectives of the agreement. If they so found, the governments concerned would be requested to take remedial action.

The report of the *Ad Hoc* Committee is under consideration by the sixteenth session of ECOSOC at Geneva.

## Aid for Korea

The United Nations Korean Reconstruction Agency (UNKRA)<sup>1</sup> was established by the General Assembly in December 1950, but owing to the continuation of hostilities was not able to undertake large-scale operations until late in 1952. A \$70,000,000 reconstruction programme was then approved for the period ending June 30, 1953, by the UNKRA Advisory Committee.<sup>2</sup> The main projects included were the development of agricultural research, irrigation and land reclamation, the rehabilitation of damaged industrial plants, electric power, the restoration of port facilities and railroads, the development of Korean coalfields 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 implement its reconstruction programme. A substantial part of these plans still remained to be carried out by the end of the fiscal year (June 30, 1953). A programme of \$130,000,000 for the fiscal year 1952-53 which will be chiefly devoted to furthering the projects already begun, was awaiting authorization on June 30. With the signature of the Armistice on July 26, relief for Korea requires further discussion by the General Assembly.

Of \$200,000,000 pledged to UNKRA by June 30, 1952, \$47,714,457 (US) had been received by March 31, 1952. Canada has paid its pledge of \$7,250,000 (Canadian) in full. The first Agent-General of UNKRA, Mr. J. Donald Kingsley, whose term of office expired on April 30, 1953, has been replaced by Lieutenant-General John B. Coulter, who was appointed for a two-year term.

The emergency relief needs of the Korean people have continued to be met chiefly by the United Nations Civil Assistance Command (UNCACK). By February 15, 1953, UNCACK'S relief expenditures had amounted to \$332,885,685 of which \$321,688,005 had been contributed by the United States. In addition, a number of voluntary agencies, among them the United Church of Canada and the Unitarian Service Committee of Canada, have made contributions in kind.

## Assistance to Palestine Arab Refugees

The three-year programme for combined relief and rehabilitation of Palestine Arab refugees which the General Assembly approved on January 26, 1952 called for the expenditure between July 1, 1951 and June 30, 1954 of \$250 million by the United Nations Relief and Works Agency (UNRWA), over and above any contributions made by local governments.<sup>3</sup> The allocations approved for relief were \$27 million for 1951-52, \$18 million for 1952-53 and \$5 million for 1953-54 or a total of \$50 million for the three years, while \$200 million would be devoted to projects for the rehabilitation of refugees (without pre-

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 62-63.

<sup>2</sup>Composed of Representatives of India, United Kingdom, United States, Uruguay, and Canada, (whose representative is Chairman).

<sup>3</sup>See *Canada and the United Nations 1951-52*, pp. 63-65.

judice to their interest in repatriation or compensation) which would be based on development plans jointly agreed by UNWRA and individual Arab governments. As these were carried out the refugees would be progressively removed from the relief rolls.

In the latter part of 1952 it was found that schedules for reintegration programmes would have to be revised because of the length of time required to plan and negotiate the necessary agreements and to initiate the projects after the agreements were signed. During the Assembly's seventh session it was therefore resolved that the relief budget should be increased from \$18 million to \$23 million for 1952-53, the reintegration budget being correspondingly reduced. Further adjustments were authorized if these proved necessary to maintain adequate relief standards. The relief budget for 1953-54 was to be increased from \$5 million to \$18 million. These alterations in the three-year plan were approved on November 6, 1952 by 48 votes to none, the five members of the Soviet bloc and Iraq abstaining. Canada supported the changed schedules.

On March 30, 1953 UNRWA and Jordan concluded an agreement for power and irrigation projects in the Yarmuk and Jordan valleys which should make possible the gradual rehabilitation of 20,000 refugee families. UNRWA has pledged \$40 million toward these projects. On June 30 an agreement was signed with Egypt for projects in the Sinai Peninsula and Gaza area for which UNRWA will set aside \$30 million. In various localities refugee rehabilitation has already begun.

By March 1, 1953 United Nations members and others had contributed or pledged a total of \$145.3 million toward the realization of the \$250 million programme for 1951-54. This included a contribution of \$600,000 from Canada toward the Agency's 1952-53 budget.

## Aid for Children

The United Nations International Children's Emergency Fund (UNICEF) began its operations in 1947 as a relief organization administering emergency aid to children of war-devastated countries. The fifth session of the General Assembly, in 1950, decided that the Fund should continue for three years as an international welfare agency chiefly engaged in the promotion of long-range child-care programmes, particularly in the under-developed countries, and that its future would then be reconsidered "with the object of continuing the Fund on a permanent basis."<sup>1</sup>

It is estimated that more than 60 million people in 84 countries have received help from UNICEF since its inception. During 1952 its activities included 5 million vaccinations against tuberculosis (out of a total of 13.5 million examinations); treatment of 1.3 million against yaws, bejel and prenatal venereal disease (out of 5 million examinations) and protection of 8.3 million against malaria and other insect-borne diseases. In addition, the average number of children who received food each month under UNICEF-aided programmes was 1.5 million.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 66-68.



The total assistance approved by UNICEF for child health and welfare from 1947 to the end of March 1953 (including the cost of freight and administration) was \$177,864,600. Canada has contributed \$500,000 (Canadian) towards the 1953 budget. The total of Canadian contributions to the Fund since 1947 is \$8,475,050 from the Government and over \$1,500,000 from private sources. During 1952 Mrs. D. B. Sinclair of the Department of National Health and Welfare was Chairman of the Executive Board and Canada continues to be a member of the Board.

The future of the Fund will be considered at the eighth session of the General Assembly. The seventh session adopted a resolution praising the work of the organizations and the Social Commission, at its ninth session in May 1953, forwarded for the approval of the Economic and Social Council a resolution recommending that the General Assembly confirm its previous resolutions "without reference to time limit." At the time of writing the Council had not yet debated this resolution.

## World Social Situation

For some years now the Economic and Social Council, (ECOSOC), when considering ways and means of eliminating conditions causing distress and instability among nations, has had before it an annual report on the world economic situation. The General Assembly, at its third session in 1949, suggested that the Council should also, in order that it might view in a systematic and comprehensive manner the social ills and gains of mankind, prepare a report on the world social situation. The Council, at its ninth session, accordingly requested the Social Commission, with the assistance of the Secretary-General, to prepare such a report in the light of facts and figures at hand.<sup>1</sup> On February 2, 1952, the General Assembly by Resolution 536 (VI) instructed ECOSOC, in the light of this report, to draw up a programme of practical action in the social field.

After preliminary consideration by the Social Commission in 1952, the report was discussed by ECOSOC at its fourteenth session (July 1952). Commenting on the report, the Canadian Representative stressed its usefulness and added that it provided a remarkable assessment of existing conditions and a benchmark against which to measure future progress. So as to keep in focus the urgent need for greater national effort and international co-operation in social matters, the Council recommended the preparation of further reports on the world social situation, to be supplemented periodically by statements on measures undertaken by governments and by international organizations to improve world social conditions. It also instructed the Social Commission to draft, in the light of the findings of the current report, a series of recommendations which would assist it in preparing the programme of concerted practical action in the social field requested by the General Assembly in its resolution of February 2, 1952. As a guide

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 68-69.

to the Commission in its work, the Secretary-General was asked to obtain the views of governments and Specialized Agencies. The Canadian reply, transmitted to the Secretary-General on February 5, 1953, considered that the existing programmes of the Specialized Agencies and other United Nations organs constituted in themselves a useful programme of action in the social field. Accordingly Canada suggested that the plan which the General Assembly called for might consist of a review by each agency of its programme and an overall review by the Council after the Social Commission had submitted its recommendations. The communication added that Canada did not favour any expansion of programmes for the time being but would consider any suggestions to this effect which might be put forward.

The Commission agreed with the Secretary-General and the Directors-General of the Specialized Agencies concerned that an effective programme of action would require a reorientation and further concentration of effort, wider geographical coverage, improvement of methods and techniques, and additional resources. The Commission considered it essential that the projects decided upon under such a programme should be carried out with a sense of urgency, that social and economic development should go together, that all proposals should recognize and protect the family as the basic social unit, and that emphasis in the programme should be directed towards under-developed areas.

These recommendations of the Social Commission are now receiving the attention of ECOSOC, which will report on them to the eighth session of the General Assembly.

## Freedom of Information

Since 1946, when the first session of the General Assembly of the United Nations approved a Philippine proposal to hold a world-wide conference on freedom of information, international discussions of the subject have shown that there is no uniformity in what different countries mean by freedom of information. Debates in the General Assembly and other United Nations bodies reveal that, in some countries, including Canada, freedom of information implies a minimum of interference with speech, the press, and other *media* of communication and opinion, while in others it means freedom, ensured by government controls and restrictions, from what may be regarded as the abuses of the press.<sup>1</sup>

The conference called for in the Philippine resolution of 1946 was convened in 1948, and since then four other United Nations bodies have studied this matter: a Sub-Commission on Freedom of Information and of the Press, established in 1949 by the Commission on Human Rights at the request of the Economic and Social Council (ECOSOC); ECOSOC itself, which discontinued the Sub-Commission in 1952; the General Assembly; and the United Nations Educational, Scientific and Cultural Organization (UNESCO). When the Sub-Commission expired in 1952, the fourteenth session

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 74-76.

of ECOSOC appointed a Rapporteur on Freedom of Information to serve in a personal capacity for an experimental period of one year. The Rapporteur, Mr. Salvador P. Lopez of the Philippines, was invited to submit a report covering contemporary problems and developments in the field of freedom of information, together with recommendations regarding practical action which might be taken by ECOSOC. At his request, the fifteenth session of the Council in April 1953 accorded him the same access to communications received by the United Nations regarding freedom of information as that previously enjoyed by the Sub-Commission.

The Canadian Delegation at the seventh session of the General Assembly continued to oppose the opening for signature of a Convention on the International Right of Correction. Under the terms of this instrument, contracting states would have the right to issue corrections of news despatches which, in their opinion, were false or distorted and which might injure their relations with other states or damage their national prestige or dignity. The government of the country in which the despatch had been published would be obliged to release such corrections to the press and information agencies within its borders. A number of member states at the fourteenth session of ECOSOC had feared that the Convention would be likely to lead to rather than prevent abuses, and a resolution recommending that the General Assembly open it for signature was defeated. At the seventh session, however, the proposal was revived on the joint initiative of Egypt, France, Lebanon, Uruguay and Yugoslavia and was eventually adopted on December 16, 1952, by a vote of 25 for, 22 against (including Canada), and 10 abstentions. Up to the end of June 1953 five countries — Argentina, Chile, Ecuador, Ethiopia and Guatemala — had signed the Convention.

Canada supported the six other resolutions on freedom of information adopted at the seventh session. The Assembly decided to study the subject further at its eighth session and requested ECOSOC to submit a programme of future work. Two resolutions called respectively for study by the United Nations or appropriate professional groups of information facilities in under-developed areas and further work on the draft International Code of Ethics governing standards of professional conduct for journalists, while a third recommended that United Nations bodies studying freedom of information consider measures for avoiding the harm done to international understanding by the dissemination of false and distorted information. The other resolutions commended the work of the Sub-Commission on the Freedom of Information and of the Press and underlined the importance of disseminating information about United Nations resolutions.

The Rapporteur on Freedom of Information issued his report on May 6, 1953, the consideration of which the sixteenth session of ECOSOC has recently postponed. This report, entitled *Freedom of Information 1953*, comprises an historical survey of the subject and an analysis of the present situation. It discusses problems relating to the rights and responsibilities of the *media* of information; the censorship of outgoing news despatches; the status and

movement of foreign correspondents; laws affecting the press; monopolies; professional standards and training; independence of information personnel; protection of sources of information; development of press, film, radio and television; production and distribution of newsprint; press rates and priorities; international broadcasting and use of frequencies; postal rates for press material; tariff and trade practices affecting the transmission of educational, scientific and cultural materials; and copyright agreements. Eleven suggested draft resolutions make specific recommendations for action or further study regarding certain aspects of these questions; a twelfth suggests the appointment of a Rapporteur on Freedom of Information to serve for a further period of one year and contains a detailed programme of work to be undertaken by him including a study of the desirability of establishing a small continuing body to serve as an "international co-ordinating centre for professional action and as a liaison body between the profession and the United Nations."

The sixteenth session of ECOSOC, in accordance with the resolution of the Assembly mentioned above regarding development of information facilities in under-developed areas, was to have considered the desirability of extending its studies in this field and to examine a programme of concrete action to be drawn up by the Secretary-General. This item too has been postponed.

During November and December 1952 the seventh session of the General Conference of UNESCO considered the problem of obstacles to the free flow of information. Member states were invited to reduce such obstacles and the Director-General was authorized to continue the efforts of the Organization to promote or to study various measures directed to this objective such as the reduction of tariff, trade, legal, administrative, postal, telecommunication and other obstacles and also to study the possibility of securing an international instrument to promote the freedom of movement of persons engaged in educational, scientific or cultural activities.

## Refugees

It was generally assumed in the closing days of the International Refugee Organization (IRO) that in the wake of the large-scale post-war accomplishments of re-settlement, the problem of refugees would rapidly be reduced to manageable proportions. But to the ranks of refugees still unsettled at the termination of IRO early in 1952 there have been added large numbers of new refugees who continue to escape from Iron Curtain countries. This influx, coupled with a severe reduction in emigration opportunities, has kept at a high level the number of refugees whose problems have not been solved.<sup>1</sup> In all there are today about 2,000,000 people who come within the principal category of the United Nations definition of refugees, i.e. persons who are outside the country of their normal residence because of fear of persecution, and who look to the United Nations High

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 76-78.

Commissioner for Refugees for legal protection and quasi-consular services. This estimate does not include the many thousands of Berlin refugees who have fled from dominated areas but who are still within their own country where they have rights of nationality. Approximately half of those included in the 2,000,000 total are in Europe and half in other regions.

Of the 2,000,000, there are some 500,000 refugees who have not been able to resume a normal life and whose fate is a matter of international concern. Most of these are in Central and South Eastern Europe, where approximately 125,000 are still living in camps. There are also some 15,000 European refugees leading a precarious existence in North China, and other groups of refugees in immediate need are to be found in Egypt, Syria, Lebanon, Iran and other parts of the Middle East.

The principal international body now concerned with refugees is the Office of the United Nations High Commissioner for Refugees in Geneva. The High Commissioner is Dr. G. J. van Heuven Goedhart, of the Netherlands, who was appointed to this post at the fifth session of the General Assembly and whose three-year mandate and \$700,000 a year administrative budget will be reviewed at the eighth session. Refugee problems have also received attention within the past year from other sources: the Council of Europe has studied refugee questions and has resolved to appoint "an eminent European personality" to help find an answer; the United States has used Mutual Security Act funds to assist with the reception and resettlement of those who escape from behind the Iron Curtain; and many voluntary agencies have carried on welfare and resettlement work on behalf of refugees.

During the past year the United Nations High Commissioner has continued to perform the two main tasks assigned to him by the General Assembly of providing international protection for refugees and of seeking permanent solutions to refugee problems. Under the heading of "international protection" the Assembly had asked the High Commissioner to concern himself not only with the quasi-consular services of legal and political protection but with a range of other activities including the development of agreements calculated to improve the situation of refugees, the co-ordination of efforts of private organizations concerned with the welfare of refugees, and the procurement from governments of reports on refugee situations within their borders. In this field one of his principal tasks within the past twelve months has been to seek support for the Convention Relating to the Status of Refugees. This Convention, which was signed at Geneva in July, 1951, established minimum rights for refugees with respect to wage-earning, employment, education, public relief and religion and set forth a procedure for the issuance of travel documents. Twenty countries (not including Canada) have signed the Convention. Six ratifications are required for its entry into force of which two — those of Denmark and Norway — have been registered so far.

In developing permanent solutions to refugee problems the High Commissioner has sought opportunities for refugees to emigrate to other countries, since this unquestionably provides a most satisfactory

arrangement. Such opportunities are dwindling, however, and the High Commissioner has devoted attention to the integration of refugees in countries where they now reside. The High Commissioner has consulted with the Austrian, German and other Governments on this question and he has used some of a Ford Foundation grant of \$2,900,000 of which he is administrator to assist with the development by voluntary agencies of pilot projects of home-building, agricultural settlement, small business development and vocational training. With these funds he also initiated a plan designed to be carried out in the first instance by voluntary agencies to provide housing for refugees in Western Germany.

For the care of those refugees in immediate need, the United Nations High Commissioner has asked member governments to contribute to the United Nations Refugee Emergency Fund. By mid-1953 \$1,000,000 out of a \$3,000,000 objective had been obtained. Canada's contribution to this Fund was \$100,000.

At its seventh session the General Assembly expressed satisfaction at the efforts devoted to the integration of refugees by the High Commissioner and by governments concerned. In supporting this resolution the Canadian Delegation praised the energy and initiative displayed by the High Commissioner in his work.

### **Self-Determination of Peoples**

At its sixth session held in Paris in 1950 the General Assembly adopted a resolution which called for the inclusion in the International Covenants on Human Rights of an article on the right of peoples to decide their own destiny, and also requested the Commission on Human Rights to prepare recommendations concerning international respect for the self-determination of peoples for submission to the seventh session of the General Assembly. Two such recommendations were adopted by the Commission on Human Rights at its eighth session, in 1952. The first, after reciting that "slavery exists where an alien people holds power over the destiny of another," was in two parts. It began with a general recommendation to member states to uphold the principle of self-determination. There followed a recommendation directed to member states administering dependent territories to recognize and promote the realization of the right of self-determination in these territories, by granting demands for self-government on the part of these people, the popular wish being ascertained in particular through a plebiscite under United Nations auspices. The second recommendation called on these same member states voluntarily to submit information on the exercise of the right of self-determination by, and on the political progress of, the peoples in territories under their jurisdiction.

Both these recommendations were discussed at the fourteenth session of the Economic and Social Council, which decided to transmit them without comment to the Assembly for consideration at its seventh session. Canada supported this decision. The debate on the recommendations of the Commission on Human Rights which took place at the General Assembly in 1952 revealed general agreement

among member states that the principle of self-determination as expressed in the Charter should be furthered, but showed opinions sharply divided both as to the meaning of the principle and as to the ways of carrying this out in practice. The general recommendation to member states to uphold the principle of self-determination was not opposed, but states administering dependent territories objected to those recommendations which related to such territories while ignoring the problems of peoples nominally sovereign or situated within the metropolitan jurisdiction of the states which governed them. The administering states also opposed the request for political reports as discriminatory and an attempt to alter their duties and responsibilities under the Charter.

Canada opposed both resolutions in the form in which they were originally introduced. In an attempt to find some satisfactory compromise, however, Canada supported several amendments to the first resolution which would have eliminated the phrase characterizing the colonial relationship as slavery and made the resolutions applicable to all states; including both those with responsibility for the administration of dependent territories and those controlling the exercise by another people of the right of self-government. With regard to the second resolution, Canada suggested in the course of the debate that a proposal which would have noted that political information was being transmitted by certain administering powers and encouraged the voluntary transmission of such information would probably secure the agreement of several of the administering states and be more in conformity with the terms and intent of the Charter.

The Assembly agreed to the deletion from the first resolution of all references to the colonial relationship as slavery, but the essential principles of both resolutions were otherwise maintained, including their special application to trust and non-self-governing territories. The first resolution was adopted by a vote of 40 in favour, 14 against (including Canada) and 6 abstentions; the second by 39 to 12 (including Canada) and 5 abstentions.

A third resolution was adopted which was sponsored by a group of eight Arab and Latin American countries. It instructed the Commission on Human Rights to continue preparing recommendations concerning international respect for the right of self-determination and particularly steps which might be taken by the United Nations and Specialized Agencies to develop such respect. A number of administering powers expressed the view that it would be inappropriate to ask for the preparation of further recommendations until the exact meaning and scope of the right of self-determination had been precisely defined. The resolution was adopted, however, by a vote of 42 to 7 with 8 abstentions (including Canada).

### **Convention on the Political Rights of Women**

The Charter of the United Nations (Article 1 (3) ) states that one of the purposes of the United Nations is to achieve international co-operation in promoting and encouraging respect for fundamental freedoms for all without distinction as to race, sex, language or

religion. In a resolution adopted at its first session on December 11, 1946, the General Assembly recommended that all member states which had not already done so, should take steps to implement this Article by granting the same political rights to women as to men.

The Commission on the Status of Women turned its attention to this subject at its first session in February, 1947, and finally produced a draft convention which the Economic and Social Council recommended to the attention of the General Assembly. The General Assembly adopted this convention with some minor modifications at its seventh session by a vote of 46 in favour, none against, and 11 abstentions (the Soviet bloc and some Arab states). It was opened for signature on March 31, 1953, and by June 30 twenty-four countries had signed. There are three operative clauses guaranteeing to women on equal terms with men the right to vote, to hold public office and exercise public functions, and to be eligible for election to public office.

Canada, though in complete sympathy with the objectives of the convention, in common with some other countries where the political rights enumerated have already been substantially accorded, was at first inclined to doubt whether the establishment of a convention would be the best means of furthering the development of political rights for women. But as it became clear during the debates at the seventh session of the General Assembly that a large majority of members considered that such a convention would be an important step in achieving equality of rights for women, the Canadian Delegation voted in favour. Since, however, many of the rights referred to lie within the jurisdiction of the provinces, and since no federal state clause has been included, the Canadian Government has reserved its position regarding signature and ratification.

### **International Conference on the Limitation of Opium Production**

An International Conference on the Limitation of Opium Production was held in New York May 11 - June 18, 1953. Representatives and observers from 41 countries attended the Conference which adopted by a vote of 39 in favour (including Canada) and 2 abstentions the text of a Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade In, and Use of Opium.

Though a detailed statistical check on the consumption of, and trade in, opium and opium products has long been maintained by means of the regular reports rendered to the Permanent Central Opium Board (PCOB), the treaties at present in force do not provide controls over the production of raw opium. The desirability of introducing some form of international control over production has been under study since 1924, and in 1936 the League of Nations Advisory Committee on Traffic in Opium and Other Dangerous Drugs recommended that an international conference be called to study the problem. Preparations for this conference, which had been delayed by the war, were resumed by the United Nations Commission on Narcotic Drugs in 1948.



At ensuing discussions and conferences a deadlock developed over a proposal to effect control by the establishment of an international monopoly of opium production. In 1951, however, the Commission on Narcotic Drugs approved the principle of limiting opium production by means of national monopolies in producing countries which should report figures on stocks held to the PCOB. The Secretary-General prepared in legal form a draft protocol and, after discussions and the submission of observations by interested governments, the Economic and Social Council decided, at its fourteenth session in 1952, to convene an international conference to adopt the final text of a protocol relating to the limitation of opium production. The Protocol, the text of which was approved by the Conference on June 18, 1953, restricts production of opium for export to seven states: Greece, Turkey, Bulgaria, U.S.S.R., Iran, India and Yugoslavia. In each of these producing states there must be a national monopoly to supervise production, and yearly stocks of opium must be limited to a fixed amount based on a formula calculated from the exports of post-war years. The yearly stocks of countries which consume opium domestically and those which use it as a raw material from which to manufacture other drugs are also limited. Enforcement of the Protocol is entrusted to the PCOB, which is authorized as a last resort to impose an embargo (observance of which is mandatory upon states signatory to the Protocol) upon trade in opium with an offending state.

The Protocol is now open for signature by governments and will come into force upon ratification by 25 states including three of the producing and three of the manufacturing states named therein. Nineteen countries, not including Canada, had signed the Protocol by June 30.

## Slavery

The active interest of the United Nations in the problem of the continued existence of slavery and similar practices goes back to the adoption by the Economic and Social Council (ECOSOC) on July 20, 1949, of a resolution instructing the Secretary-General to appoint an *Ad Hoc* Committee of not more than five experts to assess the nature and extent of the problems, suggest methods of attacking them and recommend the proper division of responsibility among various United Nations bodies.

The replies received to a questionnaire prepared by the Committee, and the Secretary-General's re-examination of the subject, led to the conclusions that vestiges of crude slavery still exist and that other institutions and practices create similar conditions for a much greater number of people. It also appeared that governments generally based their replies on the laws in force in their territories (which were said to prohibit slavery and servitude) rather than on the application of these laws and the conditions actually existing. The Canadian reply simply stated that slavery, slave trade, and analogous practices not having existed in this country since Canada became a nation, there was little or no mention of such practices in Canadian law.

The fifteenth session of ECOSOC adopted a resolution which first recommended that governments adhere to the Slavery Convention of 1926; secondly initiated studies aimed at the assumption by the United Nations of the League of Nations' functions under this Convention, and the examination of the desirability of a supplementary convention; and thirdly called for further information from governments, Specialized Agencies, and non-governmental organizations.

### **Allegations of Interference with Trade Union Rights**

At the fourth session of the Economic and Social Council (ECOSOC) in 1947, memoranda were received from the World Federation of Trade Unions and the American Federation of Labour urging international action to protect freedom of association. The Council referred the subject to the International Labour Organization (ILO) which in 1949 set up a Fact Finding and Conciliation Commission on Freedom of Association. By resolution 277 (X) ECOSOC decided to refer to this Commission all allegations received regarding the infringement of trade-union rights. If the allegations are against states not members of the ILO, this is done only with the consent of the government concerned. When in 1950 the International Confederation of Free Trade Unions submitted a complaint regarding infringement of trade-union rights in the Soviet Union, which is not a member of ILO, the Secretary-General enquired whether the government of the U.S.S.R. was willing to have this complaint investigated by the ILO Commission.

By the fifteenth session of ECOSOC (March-April 1953) no reply had been received. The Council accordingly requested the Secretary-General to invite the Government of the Soviet Union to reconsider its attitude. The numerous other allegations before the Council relating to states members of ILO were forwarded to ILO for consideration and possible referral to the Commission, and the Secretary-General was requested to take the same action in the future with all such allegations.

Three of the allegations, against Greece, and the administration of Tunisia and Morocco, were made by the Soviet Government and delegates of Western countries pointed out the inconsistency of the Soviet position in this matter.

### **Intergovernmental Organizations**

The sixth session of ECOSOC in 1948 asked the Secretary-General to prepare a report on "Inter-Governmental Organizations in the Economic, Social, Cultural, Educational, Health and Related Fields" which is now a standing United Nations document. The fifteenth session approved a further revision of the list, disregarding the objections of the Soviet Representative to certain organizations which included Spain in their membership and others which, he alleged, were "simply ancillary to NATO". The Danube Commission, which was established by the riparian states in 1948, was included

by a vote of 9 to 2 with 7 abstentions. The United Kingdom and French Representatives stated that they were unable to vote in favour because their Governments considered the Danube Convention of 1921 as still in force. The Representative of the U.S.S.R. voted against the inclusion of the Commission in the list because he alleged that it had a special status resting on post-war settlements and came within Article 107 of the Charter.

## Non-Governmental Organizations

The Economic and Social Council (ECOSOC) has established consultative relations with a large number of Non-Governmental Organizations (NGOs) with international membership; partly to enable the Council to secure expert information from organizations with special competence in their fields and partly so that these organizations may make their views known to the United Nations. They are classified in three groups according to their range of interests. All may send observers to meetings of the Council and its Commissions. Those in Categories A and B may submit written statements for circulation and may present their views orally. The nine organizations in Category A may propose items directly for inclusion in the agenda of the Commissions or through the Non-Governmental Organizations Committee for inclusion in the agenda of the Council itself.<sup>1</sup>

Discussion of Non-Governmental Organizations at the fifteenth session of ECOSOC centred on two questions; the admission of new organizations to consultative status or the reclassification of some already admitted; and the right of access to the United Nations headquarters in New York of representatives of qualified Non-Governmental Organizations.

The Council adopted the recommendations of the Non-Governmental Organizations Committee by which 12 organizations were admitted direct or reclassified to Category B status or admitted to the register. Upon a proposal by the Belgian Representative, it rejected the recommendation of the Committee and decided to reclassify to Category B the World Federation of Catholic Young Women and Girls. There was considerable discussion about the Women's International Democratic Federation (WIDF) and the World Federation of Democratic Youth, both of which have outstanding applications supported by the U.S.S.R. for reclassification to Category A. The United States had requested in the Committee that the Category B status of the WIDF be reviewed. The Council decided not to grant the applications of these two organizations for Category A status and to adopt a resolution put forward by the United Kingdom that the seventeenth session of ECOSOC should review all Non-Governmental Organizations admitted to Category B status at or before the thirteenth session of the Council.

At previous sessions of the Council and the Assembly there has been discussion regarding the right of access to United Nations headquarters in New York on the part of representatives of Non-Governmental Organizations. The question arose again as the result of the

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 79-80.

refusal of United States visas to Mrs. Rae Luckock of Canada, representative of the WIDF, and Mr. Jan Dessau, representative of the World Federation of Trade Unions. Mrs. Luckock had, earlier in 1953, been prevented by lack of a visa from attending the session of the Commission on the Status of Women as a representative of the WIDF and the Commission had adopted a resolution of protest. At the fifteenth session of the Council, the United States Representative stated that the action had been taken on security grounds, but that the United States Government would co-operate with the Secretary-General in whatever negotiations he wished to arrange. The outcome of these negotiations was not known by the end of the fifteenth session and the Council decided to ask the Secretary-General for a report on them at its sixteenth session.

## **Functional Commissions of the Economic and Social Council**

There are now eight functional Commissions: the Population, Transport and Communications, Statistical, Status of Women, Narcotic Drugs, Fiscal, Human Rights, and Social. There is a rotating membership (except that by an established tradition the five great powers are always represented) and at its summer session each year the Economic and Social Council (ECOSOC) elects the states which are to be entitled to nominate individuals to the vacant seats. Canada is at present (June 30, 1953) a member of the Statistical and Fiscal Commissions (until December 31, 1955), and the Social Commission (until December 31, 1953). Within the framework of ECOSOC the Commissions were intended to be bodies of experts, working in their individual capacities, who would supervise studies and draw up recommendations based on more informed and intensive examination than the Council could be expected to devote to each individual problem. The original conception of a body of independent experts has not been entirely realized in the work of the Commissions, which, particularly in the less technical fields, have often tended to repeat the patterns of debate familiar in the principal organs of the United Nations. But a somewhat revised plan of work has been in operation since 1951 and it is to be hoped will help to eliminate overlapping and establish priorities in the tasks attempted.<sup>1</sup>

### **Population Commission**

The Population Commission held its seventh session in New York January 19-30, 1953. After examining and discussing the various current studies and projects in the field of vital statistics as they illustrate community life (demographic statistics), it made reports or recommendations upon them to the fifteenth session of ECOSOC.

<sup>1</sup>For a fuller account see *Canada and the United Nations 1951-52*, pp. 80-89.

The most important immediate project is the World Population Conference, now scheduled for September 1954, which is to be a gathering of about 400 experts in demographic statistics who will meet to discuss eight principal topics of importance in this field. Commenting upon the provisional agenda, the Commission recorded its view that the Conference should concentrate upon those topics of chief importance and not extend too far into peripheral and speculative studies.

The Commission reported encouraging progress in the task of increasing the availability of demographic statistics and improving their accuracy and comparability. It recommended that governments which have recently taken censuses be asked to prepare analytical studies devoted to topics of most importance in their programmes of economic and social development. It examined the report prepared by the Secretariat entitled "Determinants and Consequences of Population Trends" and recommended that the attention of governments be drawn to the importance of considering, in the development of economic and social programmes aimed at raising the standard of living of their peoples, the interrelationships between population changes and economic and social changes. Finally, it recommended that, considering the importance of internal migration, especially in underdeveloped countries, governments give special attention to improving this branch of statistical information.

All the recommendations were adopted by ECOSOC, which commended the Commission's decision to concentrate on these subjects.

## **Transport and Communications Commission**

The sixth session of the Transport and Communications Commission met in New York February 2-11, 1953. It adopted seven substantive resolutions, all of which were adopted by the fifteenth session of ECOSOC. They instructed the Secretary-General to take various steps to initiate or to pursue studies regarding the pollution of sea-water; the establishing of an international system of classifying and marking dangerous goods shipped in international trade; the possibility of developing uniform national requirements for, and methods of, determining the mental and physical fitness of applicants for driving permits; and eliminating discrimination between different insurance markets in the placing of transport insurance. This last resolution also recommended that governments consider the feasibility of including a clause in all future commercial agreements intended to check such discrimination. Three other resolutions requested the Secretary-General to continue his efforts to secure the entry into force of the Convention on the Inter-Governmental Maritime Consultative Organization; to open for signature the protocol on a Uniform System of Road Signs and Signals which was approved by the Commission at its sixth session; and to convene in 1954 a conference of governments for the conclusion of two conventions relating to customs formalities for the temporary importation of private vehicles and for tourism.

## Statistical Commission

The Statistical Commission held its seventh session in New York February 2-13, 1953. The Canadian member is Mr. Herbert Marshall, the Dominion Statistician. In addition to determining its work programme and priorities for the coming year, the Commission reviewed a number of studies and memoranda aimed at improving the accuracy and assuring the comparability of various categories of statistics. The principal subjects so discussed at the seventh session were as follows: concepts and definitions of capital formation; definitions in basic industrial statistics; standard procedures in compiling external trade statistics; wholesale price statistics and a standard system of index numbers for wholesale price indices; a system of national accounts and supporting tables; uniformity in air transport statistics; classification of industrial activities of households; distribution statistics; balance of payment statistics and money and banking statistics; cost of living indices and principles for a vital statistics system. Resolutions were recommended for adoption by ECOSOC commending to member governments agreed principles relating to definitions in basic industrial statistics, migration statistics, and a vital statistics system. The Secretary-General was asked to continue study of some of these subjects and to bring certain memoranda to the attention of member governments with a request for their comments. The Commission examined memoranda received from the International Monetary Fund on balance of payment statistics and money and banking statistics and suggested that they be submitted to governments and to interested national organizations for comment. A number of comments were made by the Commission itself on a memorandum from the International Labour Organization regarding its plans for discussing cost of living index numbers at its Eighth General Conference. Finally, the Secretary-General was asked to draw to the attention of member governments a proposal that they examine their basic requirements for statistics so that a realistic schedule of priorities could be established, and to prepare a check list which they might use in making their surveys. The fifteenth session of ECOSOC noted the Commission's report and adopted several resolutions drawing the attention of member governments to certain statistical techniques recommended by the Commission.

## Commission on the Status of Women

The seventh session of the Commission on the Status of Women was held in New York March 16 — April 3, 1953,<sup>1</sup> and recommended to ECOSOC nine substantive resolutions dealing with the nationality of married women; the status of women in private law; the political rights of women; educational opportunities for women; and technical assistance programmes in relation to the status of women. The first of these contained the text of a draft Convention on the Nationality of Married Persons, to be circulated to member governments for comment, which is intended to ensure that the legal effects of marriage

<sup>1</sup>For an account of action taken at the seventh session of the General Assembly on the Convention on the Political Rights of Women, see pp. 44-45.

upon nationality shall be the same for both spouses. The second requested the inclusion of Article 16 of the Universal Declaration of Human Rights dealing with the status of marriage as an institution in the draft covenant on political and civil rights now being discussed by the Commission on Human Rights. The remaining resolutions reaffirmed the importance of the principles mentioned, and either urged their acceptance upon governments or recommended various administrative steps intended to maintain progress in the field of women's rights. At the time this article was written, the sixteenth session of ECOSOC had not yet discussed the Commission's report.

During the session the representative of the Women's International Democratic Federation was refused admission to the United States, and the Commission accordingly adopted a resolution requesting ECOSOC to examine this question and take appropriate measures.<sup>1</sup>

### Commission on Narcotic Drugs

The eighth session of the Commission on Narcotic Drugs met in New York March 30 — April 24, 1953. The Canadian member of the Commission is Colonel C. H. L. Sharman, formerly of the Department of National Health and Welfare. At this session Colonel Sharman was re-elected for a five-year term to the Drug Supervisory Body, the organ which is responsible under the 1931 Narcotics Convention and the 1946 Protocol for examining and approving the yearly estimates of narcotics requirements submitted by states signatory. As it is empowered to do under the same instruments, the Commission examined the reports submitted by governments to the United Nations Secretariat regarding illicit transactions and seizures and invited the Secretary-General to forward its comments thereon to certain governments. It also considered reports on certain problems of drugs addiction and recommended further programmes of study by the Secretariat. The most important task before the Commission, however, was the further examination of the proposed Single Convention on Narcotic Drugs which will codify the eight existing multilateral treaties. The Commission has now made its preliminary recommendations and at its next session will begin to study a revised draft of the Convention.<sup>2</sup> The report of the Commission had not yet been discussed by the sixteenth session of ECOSOC by the time this article was written.

### Fiscal Commission

The fourth session of the Fiscal Commission was held in New York April 7 — May 8, 1953. The Canadian member was Dr. A. K. Eaton, Assistant Deputy Minister of Finance, who was elected Rapporteur of the Session.

The Commission devoted much of its time to a consideration of international tax problems. It had been requested by Resolution 416 D (XIV) of ECOSOC to examine further the proposal that income

<sup>1</sup>For fuller details see pp. 48-49.

<sup>2</sup>See also pp. 45-46.

from foreign investments in under-developed countries should be taxed only in these countries and should be exempt from taxes by countries other than those in which the foreign investments are made. A study prepared by the Secretary-General entitled "Taxation in Capital-Exporting and Capital-Importing Countries of Foreign Private Investment in Latin America" was also before the Commission. Divergent views were expressed on this question but a resolution was finally adopted by 13 in favour, none against and 2 abstentions which (a) reaffirmed that the country in which income arises has as a general principle an undoubted right to tax it; (b) recommended that the highly developed countries give sympathetic consideration to the feasibility of taxing such income only or primarily in the country in which it is produced.

The remaining work of the Commission consisted chiefly of an examination of various reports prepared by the Secretary-General on the taxation of corporate profits and dividends; the taxation of foreign tax-payers and foreign income showing in comparable form the rule under national law and modifications introduced by international agreements; fiscal problems of agriculture; government accounting and budget execution; and public finance surveys. At several points in the discussions, the representatives of the U.S.S.R. and Czechoslovakia expressed the view that government finance reporting and the structure of government accounts were solely a matter of domestic jurisdiction and that taxation was the sovereign concern of the states affected and not of the Fiscal Commission. At the time of writing the sixteenth session of ECOSOC had not yet considered the Commission's report.

### Commission on Human Rights

The ninth session of the Commission on Human Rights met in Geneva from April 7 to May 30, 1953. The Commission had been instructed by the fourteenth session of ECOSOC in 1952 to complete its work on the two draft Covenants on Human Rights during the course of 1953,<sup>1</sup> taking into account the various relevant resolutions of the General Assembly and the Council.<sup>2</sup>

The Commission was unable to fulfil these instructions but succeeded in drafting a series of articles dealing with the implementation of the draft Covenant on Civil and Political Rights and seven additional substantive articles for incorporation in the same Covenant. It also examined the reports of the fourth and fifth sessions of the Sub-Commission on Prevention of Discrimination and Protection of Minorities and discussed without reaching any final decision two resolutions, proposed by the United States member, dealing respectively with the submission by member states of annual reports on the progress of human rights in their territories and with the provision by the Secretary-General of advisory services to facilitate the development of certain fundamental techniques of democratic life. These resolutions were transmitted to ECOSOC with the recommendation that they be submitted to member governments for comment by

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 70-74, for more detail about the background of the two Covenants.

<sup>2</sup>These resolutions are: General Assembly 421-422 (V); 543-549 (VI); ECOSOC 349 (XIII); 384 (XIII); 440 (XIV).



October 1, 1953. Another resolution, which would have instructed the Commission on Human Rights to forward to member governments with recommendations communications received by it containing allegations of breaches of human rights sufficiently serious to warrant such action, was discussed but no decision reached. The Commission was obliged to defer consideration of a possible United Nations Declaration on the Rights of the Child, proposals regarding the welfare of the aged, the question of the right of asylum, the text of a federal state clause for inclusion in the two draft covenants, and the drafting of additional articles to be included in the Covenant on Economic Social and Cultural Rights.

The draft measures of implementation for the Covenant on Civil and Political Rights which were adopted dealt with the proposed establishment of a Human Rights Committee, composed of nine members elected by the International Court of Justice, which would be set up to adjust differences existing between member states. In addition to these quasi-judicial functions, the Committee would be empowered to recommend to the General Assembly that states responsible for the administration of dependent territories determine the political status of such territories through elections, plebiscites or other recognized democratic means in accord with the expressed desire of their inhabitants. States parties would undertake to do so, if the recommendation of the Committee were adopted by the General Assembly. The seven additional articles for inclusion in the draft Covenant on Civil and Political Rights dealt with the equal enjoyment by men and women of all rights mentioned in the Covenant, equal rights for all to vote, conduct public affairs and participate in the public service; equal rights of spouses in marriage, and recognition of the family as "the natural and fundamental group unit of society"; the right of minorities to their own language, culture and religion; the humane treatment of prisoners; the forbidding of advocacy of racial or religious hostility, and of the arbitrary or unlawful interference with privacy, home or correspondence and all unlawful attacks upon honour or reputation.

During the discussions the United States member confirmed that, though her government would continue to collaborate in drafting the Covenants and making suggestions for improvement, it will not, for the time being at least, ratify them, on the grounds that the world is not yet ready for treaties of such wide scope and that they might not be as effective as had originally been expected.

Finally, the Commission considered the reports of the fourth and fifth sessions of the Sub-Commission on Prevention of Discrimination and Protection of Minorities and adopted nine substantive resolutions proposed by the Sub-Commission dealing with various aspects of its work. In December 1952, ECOSOC had decided not to convene another session of the Sub-Commission pending a recommendation from the Commission on Human Rights as to its future. The Commission decided that its Sub-Commission should hold a sixth session in January 1954 and elected twelve new members for a three-year term beginning January 1, 1954. It also decided that the Sub-Commission should meet annually thereafter for a session of three weeks.

At the time of writing the report of the Commission on Human Rights had not yet been discussed by the sixteenth session of ECOSOC.

## Social Commission

The Social Commission held its ninth session in New York May 4-20, 1953. The Canadian member of the Commission, who is Mr. R. B. Curry of the Department of National Health and Welfare, was elected Chairman. The two matters on which resolutions were adopted by the Commission — the future of the United Nations International Children's Emergency Fund and the Programme of Concerted Practical Action in the Social Field — are the subject of separate articles in this volume.<sup>1</sup> For the rest, the session was devoted to the adoption of a work programme and priorities for 1954-55, and to a consideration of progress reports submitted by the Secretary-General on selected items of the very extensive list of subjects in the social welfare field with which the Commission has concerned itself.<sup>2</sup> The subjects thus examined included advisory assistance to governments in establishing community welfare centres intended to encourage community self-development activities and the training of local welfare personnel; social defence, that is techniques useful in the prevention of crime and treatment of offenders; studies in the financing of housing; and advisory social welfare services. The discussion was confined to an exchange of views and no departures were made from established policy in any of these questions. At the time this article was written, the sixteenth session of ECOSOC had not yet discussed the Commission's report.

## Regional Economic Commissions

There are three regional economic commissions: the Economic Commission for Europe (ECE), the Economic Commission for Latin America (ECLA), and the Economic Commission for Asia and the Far East (ECAFE). The seventh session of the General Assembly in December 1952 passed a resolution commending the work of ECAFE and ECLA in trade promotion and development; suggesting that activities in the latter field should be intensified; and taking note of the part which the ECE could play in the development of under-developed countries through co-operation with the other two commissions.<sup>3</sup>

## Economic Commission for Europe

ECE consists of European states, both members and non-members of the United Nations, and the United States. Despite political difficulties, the Commission and its technical committees have performed useful work. The Coal Trade Sub-Committee has made quarterly recommendations for the equitable allocation of declared export availabilities. The Inland Transport Committee has been concerned with important questions concerning invest-

<sup>1</sup>See "Aid for Children" pp. 37-38; "World Social Situation", pp. 38-39.

<sup>2</sup>Further details and references to documentation may be found in Document E/2437 Social Commission; Report of the Ninth Session.

<sup>3</sup>See *Canada and the United Nations 1951-52*, pp. 89-92.

ments, rates, costs, co-ordination of transport, international comparability of transport statistics and the drawing up of a general agreement and standard set of rules for road transport.

In order to explore the possibility of expanding East-West trade in Europe, the ECE sponsored consultations among trade experts which took place in Geneva in April 1953. It is reported that in bilateral discussions some useful exchanges took place, but since consultations are to continue in national capitals it is not yet clear what increase in trade may follow.

The Commission held its eighth session in Geneva March 3-18, 1953. Canada, while not a member, follows the proceedings closely and a Canadian observer usually attends the meetings of the Timber Committee.

### **Economic Commission for Latin America**

ECLA is made up of the countries geographically situated in the area plus France, the United Kingdom and the United States. Canada is not a member, but in view of its substantial trade with the area has a general interest in the work of the Commission.

At its fifth session in Rio de Janeiro (April 9-25, 1953) the Commission made a general review of its activities. Emphasis has been placed on projects leading directly to practical action and there has been increasingly close co-operation with member governments on the economic problems of their countries. An important study of the iron and steel industry was undertaken and during the year the Commission issued its fourth *Economic Survey of Latin America*. For the first time the survey gave an analysis of Latin American gross product and its rate of growth.

### **Economic Commission for Asia and the Far East**

The full members of ECAFE include the main countries of the area, the U.S.S.R., the United Kingdom, the United States, the Netherlands and France. In April 1953 Afghanistan became a full member and in 1952 Japan was admitted as an associate member.

Increasingly valuable work has been done by ECAFE in trade promotion, and assistance to governments in their plans for industrial development, flood control, inland transport and the development of cottage and small scale industries. The annual *Economic Survey of Asia and the Far East* and the quarterly *Economic Bulletin* published by the Commission fill an important statistical need in the area.

The ninth session of ECAFE was held in Bandung, Indonesia February 6-14, 1953 and a conference on trade promotion, the second of its kind under ECAFE auspices, took place in Manila in February and March 1953.

Canada is not a member of the Commission, but as a participant in the Colombo Plan and the United Nations Expanded Programme of Technical Assistance is particularly interested in the Commission's work at this time. It has thus become customary for a Canadian observer to attend ECAFE meetings.

### III SPECIALIZED AGENCIES

#### Purposes and Objectives of the Specialized Agencies

One of the commitments member states assumed in signing the Charter of the United Nations in 1945 was to work for "the conditions of stability and well-being which are necessary for peaceful and friendly relations among nations". For this purpose they undertook to promote amongst other things "higher standards of living, full employment and conditions of economic and social progress and development; solutions of international economic, social, health and related problems; and international cultural and educational co-operation".

In the ensuing eight years the Specialized Agencies have been the chief instruments through which member states have pooled their efforts and resources in seeking to attain these ends; many of them in some measure continuing and broadening the work of pre-war organizations in the same field. Ten Specialized Agencies are now in operation, each carrying on specific economic or social activities according to the functional purpose for which it was created; each operating on the basis of a separate constitution and independent budget; and all of them maintaining close co-ordination with the Economic and Social Council and with each other on the basis of formal agreements with the United Nations. The work of the individual organizations is described in separate articles included in this section.

The Specialized Agencies have played a considerable role in facilitating international co-operation. It had been hoped that this would be achieved on a universal basis but the Soviet Union and its satellites have in most cases either not joined the Specialized Agencies or have participated for a short period and then withdrawn. The importance of the Specialized Agencies now lies therefore more in the part they play in resolving differences among free nations and enabling them to draw closer together in the pursuit of common objectives in the economic and social field.

Canada has played an important part in helping to establish and develop the Specialized Agencies. Among the amendments submitted to the San Francisco Conference by the Canadian Delegation and later adopted were several intended to clarify and strengthen the relationship between the Specialized Agencies and the Economic and Social Council. Canada has joined all the Specialized Agencies and has participated fully in the planning and execution of their programmes. In general, the position of the Canadian Government has been that the Specialized Agencies should plan their work according to priorities of urgency and effectiveness; that they should not allow these programmes to grow beyond the extent of available resources; that they should co-ordinate their activities amongst themselves and with the United Nations and that they should demonstrate techniques, give guidance and generally stimulate national efforts rather than engage themselves in direct operations.

One of the Specialized Agencies — the International Refugee Organization (IRO) — terminated operations on January 31, 1952, after performing a major postwar task of helping re-settle almost a million refugees and displaced persons. Conventions for two other Specialized Agencies have been drawn up but have not received a sufficient number of ratifications to bring the organizations into existence. One of these is for the establishment of an Inter-Governmental Maritime Consultative Organization (IMCO), which would be concerned with technical matters affecting international shipping. The other would be for the International Trade Organization (ITO), whose objectives are being pursued at conferences of the contracting parties to the General Agreement on Tariffs and Trade (GATT). Canada has ratified the IMCO Convention and is one of the original GATT signatories.<sup>1</sup>

Some of the Specialized Agencies, notably the International Telecommunication Union (ITU), the Universal Postal Union (UPU), the International Civil Aviation Organization (ICAO), the World Health Organization (WHO), and the International Monetary Fund, are mainly functional in their operations. They serve to facilitate the ordinary dealings, as well as the commerce and communications amongst nations of the world, by establishing uniform practices and removing difficulties in their technical fields. Others, particularly WHO, the International Labour Organization (ILO), the Food and Agriculture Organization (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the International Bank are also concerned to some extent with the adoption of standard procedures but consider themselves as well to have a major purpose of contributing to the improvement of the economic and social conditions of the people of the world.

By now the Specialized Agencies have largely passed through the formative stage and are setting forth on long-range programmes. Most of them have reached the situation also where, in addition to achieving bilateral co-operation with other Specialized Agencies, they are able to make progress in broader schemes of co-ordination. This results principally from the development of appropriate machinery in the form of the Administrative Committee on Co-ordination, and from the growing practice of direct consultation. The principal co-operative undertaking has been the United Nations Expanded Programme of Technical Assistance in which WHO, ILO, FAO, UNESCO and ICAO have participated. Consultations have gone forward this year on a concerted programme of action in the social field to be undertaken by the United Nations and Specialized Agencies, and in addition attention is being given to co-operation by the Specialized Agencies concerned on questions relating to housing, the needs of children, productivity and manpower.

The problem encountered by most of the Specialized Agencies is that the responsibilities they have assumed are so vast and the opportunities for useful work are so numerous that great difficulty is experienced in setting limits and priorities for to their programmes and plans. This had to be done, however, since the past year or so there has been a marked unwillingness on the part of some member

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 106, 108.

countries to continue to support yearly increases in the budgets of the Specialized Agencies. A strong conviction has been encountered in recent meetings — and the view is shared by the Canadian Government — that the Specialized Agencies should concentrate on those undertakings which will have the most significant and far-reaching results, and that it is only through such concentration of effort that the Specialized Agencies can do the most good.

## Food and Agriculture Organization

As a member of the Council of the Food and Agriculture Organization (FAO) and of its Committee on Commodity Problems, Canada has shared fully in the work of the Organization. A number of Canadian technicians continued to take a part in its activities, both as members of the regular staff and through temporary assignments under the Expanded Programme of Technical Assistance.

A recent review of the state of agricultural production shows that aggregate world production of food and other agricultural commodities, including timber, has been almost restored to the pre-war level per head of population. But while in some regions, notably North America, parts of Latin America, Western Europe and the Near East, the per capita production of food is now substantially higher than pre-war, in the Far East and Southeast Asia, with a population of 1,223 millions, it is still only 85% of its pre-war level. The gap between the best and the worst nourished of the world's peoples therefore is actually widening. Though the stocks of some commodities in North America are accumulating, the requirements of the deficit areas are too large to be met to more than a limited extent by imports and more rapid gains in production in these areas must be obtained before the nutritional situation can be improved.

Consideration has also been given by FAO to the problems of emergency food reserves. Acting on a directive from the Conference, the Council has assigned two working parties of experts to study means whereby emergency food reserves might be established and made available to member states when necessary. Their report will be considered by the Conference meeting in November, 1953.

While the regular routine activities such as the collection and compilation of statistics and other information continue to be an important function of the Organization, by far the greater part of the resources at the disposal of the Director-General are devoted to technical assistance projects. Many of these form part of the Organization's regular and continued activities. They are supplemented by special short-term projects based on agreements with recipient countries. In order to train local personnel in the under-developed countries to continue work begun by visiting experts, emphasis has been placed on training centres and seminars and fellowships for study abroad.

The Technical Assistance Programme is chiefly devoted to long term projects, but some results are already apparent in the form of increased production. One of the most outstanding achievements is the hybrid seed-corn programme. The introduction of hybrid seed-

corn into participating countries has so far cost FAO \$40,000 but the resulting increase in the corn crop of Western Europe alone in 1952 is estimated at \$24 million. Other accomplishments include the control of livestock diseases and increased production of animal protein in nutritional deficit areas through the development of fish ponds.

## The International Bank for Reconstruction and Development

After the admission of Japan, the Federal Republic of Germany, and the Hashemite Kingdom of Jordan, the total subscribed capital of the International Bank for Reconstruction and Development stood at US \$9,036,500,000. During the twelve months ending June 30, 1953, loans were made for developmental purposes to nine member governments. In part, funds required by the Bank were raised through the flotation of new bond issues in the United States and Switzerland; other funds were made available to the Bank through the further release of capital subscribed by some member governments.<sup>1</sup>

### Bank Lending 1952-1953

During the period July 1, 1952 to June 30, 1953, the Bank made ten loans amounting to U.S. \$178,633,464; since its inception, the Bank has made loans in the aggregate of U.S. \$1,590,766,464, of which \$1,103,261,115 had been disbursed up to June 30, 1953.

On July 8, 1952, the Bank made a seven-year, 4  $\frac{1}{8}$ % loan of \$1.3 million to Peru: the purpose of this loan was to provide for the import of agricultural equipment, to improve methods of agricultural production, and to reclaim old and new land for cultivation.

On July 8, 1952, a twenty-year loan of \$50 million, bearing interest at 4  $\frac{3}{4}$ % was made to Australia. The purpose of the loan was to assist the importation of capital goods and equipment needed for developments in agriculture and land settlement, coal mining, iron and steel production, electric power, railways, road transport, production of non-ferrous metals and industrial minerals, and manufacturing industries.

A loan of \$25 million was made to Colombia on August 26, 1952: maturing in twenty-five years, this loan bore interest at the rate of 4  $\frac{3}{4}$ % per annum. As part of a programme being carried out by Colombia to improve the national railroads, \$20 million of the loan was intended to help build a railroad in the Magdalena River Valley; the remainder was to be used for the building and equipping of railroad shops in Bogota.

On August 26, 1952, a loan in various European currencies equivalent to \$854,000 was made to Iceland to help finance the construction of a nitrogen fertilizer plant; this loan was for a term of seventeen years and carried interest at the rate of 4  $\frac{3}{4}$ %.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 95-98.

On November 13, 1952, a loan of 18,000,000 Swedish kronor (\$3,500,000) was made to Finland for modernization and expansion of wood products industry: maturing in eighteen years, this loan bore interest at the rate of  $4\frac{3}{4}\%$ .

A loan of \$31.5 million to assist in the expansion of iron and steel production in India was made on December 18, 1952: this fifteen-year,  $4\frac{3}{4}\%$ , loan was made to the Indian Iron and Steel Company, Ltd. Another loan was made to India on January 23, 1953: the second loan, \$19.5 million, was made to assist in the further development of the Damodar River Valley. Based on a term of twenty-five years, with interest at  $4\frac{7}{8}\%$ , the loan was intended to assist the construction of projects designed to protect the area against floods, to expand electric power capacity, and to build canals for irrigation and transportation.

On February 11, 1953, a loan in ten European currencies equivalent to \$30 million was made to Yugoslavia: maturing in twenty-five years, the loan bore interest at the rate of  $4\frac{7}{8}\%$ . Twenty-seven key projects in seven sectors of the Yugoslavian economy were expected to benefit from this loan: electric power generation and distribution, coal mining, extracting and processing of non-ferrous metals, iron and steel production, manufacturing industries, forestry, and transportation, were among the groups affected.

On March 11, 1953, a loan of \$14 million was made to Northern Rhodesia. This loan, which was guaranteed by the United Kingdom, was for a term of nineteen years and bore interest at the rate of  $4\frac{3}{4}\%$ . Intended to assist a three-year development programme being undertaken by the Rhodesia Railways, the funds were to be used for the purchase of new equipment and to help build a new rail connection to the sea.

On April 30, 1953, a loan of \$3 million was made to Brazil to finance highway projects; this loan was for a term of five years and carried interest at  $4\frac{1}{4}\%$ .

### Technical Assistance

The general survey mission has continued to be the chief method by which the Bank has provided technical assistance to its members. Survey missions were sent to British Guiana, Nicaragua, and Jamaica. The Bank also continued to provide help at the request of member governments in implementing mission recommendations. In Colombia and Nicaragua members of the Bank's staff were stationed for extended periods to work directly with the governments; staff members or outside consultants also made brief visits to advise on specific problems such as the organization of a development bank, or the marketing of domestic securities. Technical investigations and advice were also furnished to member countries that had not been visited by a general survey mission; The Philippine Islands, Dominican Republic, Ethiopia, and Lebanon, were among these countries. The Bank has also worked with the United Nations Technical Assistance Administration on several projects. In Panama, the Technical Assistance Administration and the Bank have undertaken to provide assistance in fiscal and public administration, and



fiscal policy and agricultural credit, respectively. In Ceylon, the Technical Assistance Administration and the Bank expect to join in sponsoring, together with an appropriate local organization a Technical Research Institute to aid in industrial development. During the period, more than forty member countries and dependencies were visited by Bank missions.

### Financial Activities and Resources

Since April 1, 1952, Austria, Belgium, Canada, Denmark, France, Germany, Italy, Netherlands, Norway, Sweden, and the United Kingdom, have agreed to the release of amounts equivalent to U.S. \$63,352,150 from their local currency subscriptions — the so-called 18% funds — for disbursements on loans. Canada has made available to the Bank, for lending and relending, the whole of the original Canadian dollar subscription to the Bank's capital, amounting to Canadian \$58.5 million. Belgium has agreed that the Bank may relend \$3.5 million of its 18% funds as they are repaid by borrowers, or recovered through sales of securities from the Bank's portfolio. In February, 1953, the United Kingdom agreed to make funds available from its 18% capital subscription — up to £60 million (\$168 million) — for lending by the Bank to Commonwealth countries in the Sterling area; these funds were to be disbursed by the Bank over a period of at least six years on projects mutually accepted by the Bank and the United Kingdom.

Three new bond issues were floated by the Bank during the twelve months ending June 30, 1953. On October 9, 1952, an issue of \$60 million, 3 ½%, nineteen-year bonds, due October 15, 1971, was offered in the United States; this issue was priced at 98% to yield 3.65%. The offering was made through a nationwide group of 139 banks and investment firms headed by the First Boston Corporation and Morgan Stanley & Company. On November 11, 1952, an issue of Swiss franc 50 million (\$11,634,671), 3 ½% ten-year bonds, due December 1, 1962, was offered in Switzerland. The managers of the syndicate offering the bonds were the Credit Suisse, the Swiss Bank Corporation, and the Union Bank of Switzerland. On June 10, 1953, an issue of Swiss franc 50 million, 3 ½%, fifteen-year bonds, due July 1, 1968, was also offered in Switzerland by the same banking group.

On February 15, 1953, the Bank retired \$10 million of its 2% serial U.S. dollar bonds of 1950 which matured on that date. On March 1, 1953, the Bank retired Sw.Fr. 5 million of its 2 ½% Swiss Franc Serial Bonds of 1950 which matured on that date. The total of the Bank's issues now outstanding is equivalent to \$568,008,673, of which \$500,000,000 is denominated in U.S. dollars, the remainder is in Sterling, Swiss francs, or Canadian dollars.

### The International Monetary Fund

During the twelve-month period ending June 30, 1953, activities of the International Monetary Fund have been mainly concerned with: (1) the first consultations on exchange restrictions retained by member governments under the so-called, postwar, transitional-period

arrangements; (2) the introduction of a stand-by arrangement under which members could have recourse to the Fund's resources; (3) a study of retention quotas and similar devices arising from the experience of member governments particularly in Europe; (4) changes in the par values of currencies and in exchange systems.<sup>1</sup>

#### Article XIV Consultations

The Fund entered into its sixth year of operations on March 1, 1952. That date was of more than passing interest because, for the forty-four countries then maintaining exchange restrictions under the transitional period arrangements of Article XIV, it marked the beginning of required, annual consultations with the Fund. Much of the activity in the Fund during the period under review arose from these consultations. At issue was the central question: were the retained restrictions justifiable. The focal points of interest were: the balance-of-payments position and prospects of the member countries, and the extent to which discrimination was present in their exchange restrictions. The Fund did not consummate the Article XIV consultations with all of the affected governments during 1952; only in one instance, Belgium-Luxembourg, did the Fund conclude that a relaxation of restrictions was feasible and ask the members to reconsider the necessity for them.

#### Use of the Fund's Resources

Although exchange transactions with member governments remained at a modest level, the Fund continued its efforts to improve its procedure for accommodating member requirements. On October 1, 1952, the Executive Directors announced that the Fund would be prepared to consider requests for stand-by arrangements. Limited to periods of not more than six months — although they are renewable — the stand-by arrangements grant, in effect, an option to a member government to purchase limited amounts of other currencies from the Fund. In addition to the usual service charge payable in the event of an actual purchase of currencies from the Fund, a charge of  $\frac{1}{4}$  of 1 per cent was established for this stand-by service. Stand-by arrangements have been entered into with Belgium (U.S. \$50 million) and Finland (U.S. \$5 million). One June 26, 1953, pending a review of the Fund's schedule of charges on purchases of exchange, the Executive Directors decided that the lowered schedule — put into effect on December 1, 1951 — should be continued for an additional four months, until October 31, 1953.

Exchange transactions during the period aggregated U.S. \$70.75 million; Turkey purchased U.S. \$10 million for Turkish liras in July, 1952; Australia purchased U.S. \$30 million for Australian pounds in August; Finland purchased U.S. \$4.5 million in December, and — under its stand-by arrangements — another U.S. \$2 million in January, and U.S. \$3 million in May, 1953; Brazil purchased U.S. \$18.75 million in March, 1953; Bolivia made a purchase of U.S. \$2.5 million in May. During the Fund's fiscal year ending April 30, 1953, seven members repurchased amounts of their own currency — about U.S. \$185 million — from the Fund for gold and dollars.

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 98-101.

### **Retention Quotas**

As the result of a resolution adopted at the Seventh Annual Meeting of the Board of Governors — held in Mexico City — the Executive Directors made a special study of dollar retention quotas and other similar practices in member countries. Under these practices exporters are allowed by the exchange control authorities to retain part of their foreign exchange proceeds, or rights to import certain commodities are granted to them. In the view of the Fund, member governments should, as soon as possible, remove these retention quotas and similar practices, particularly where they lead to abnormal shifts in trade which cause unnecessary damage to other countries. Consultations with each of the affected member governments have been started by the Fund.

### **Other Consultations with Member Governments**

In February, 1953, Brazil consulted the Fund regarding the establishment of a free exchange market for capital and so-called invisible transactions. After consulting the Fund, on April 9, 1953, Greece eliminated its multiple currency practices and adjusted the official exchange rate from 15,000 drachmas to 30,000 drachmas per U.S. dollar. Other changes to their exchange systems were submitted to the Fund by China (Taiwan), Costa Rica, Finland, Iceland, Paraguay, Philippines, and Thailand. On November 24, 1952, the Executive Directors approved a Canadian proposal to increase subsidies to gold producers for the year 1953. On January 30, 1953, an initial par value for the Deutsche mark of 4.20 marks per U.S. dollar was agreed by the Fund with the Federal Republic of Germany. On April 29, 1953, the Fund accepted an initial par value for Austria of 26 schillings per U.S. dollar; at the same time Austria discontinued its multiple currency practices. In May, the Fund accepted an initial par value for the Japanese yen of 360 yen per U.S. dollar, and concurred in a change in the par value in the Bolivian currency from 80 bolivianos to 190 bolivianos per U.S. dollar.

### **Membership of Fund and Bank**

The admission of Japan, the Federal Republic of Germany, and the Hashemite Kingdom of the Jordan, brought the membership in both the International Bank for Reconstruction and Development and the International Monetary Fund up to fifty-four countries during the twelve months ending June 30, 1953. Reflecting the enlarged membership, the number of Executive Directors in both institutions was increased by two at the Fourth Regular Election held at the Seventh Annual Meeting of the Board of Governors.

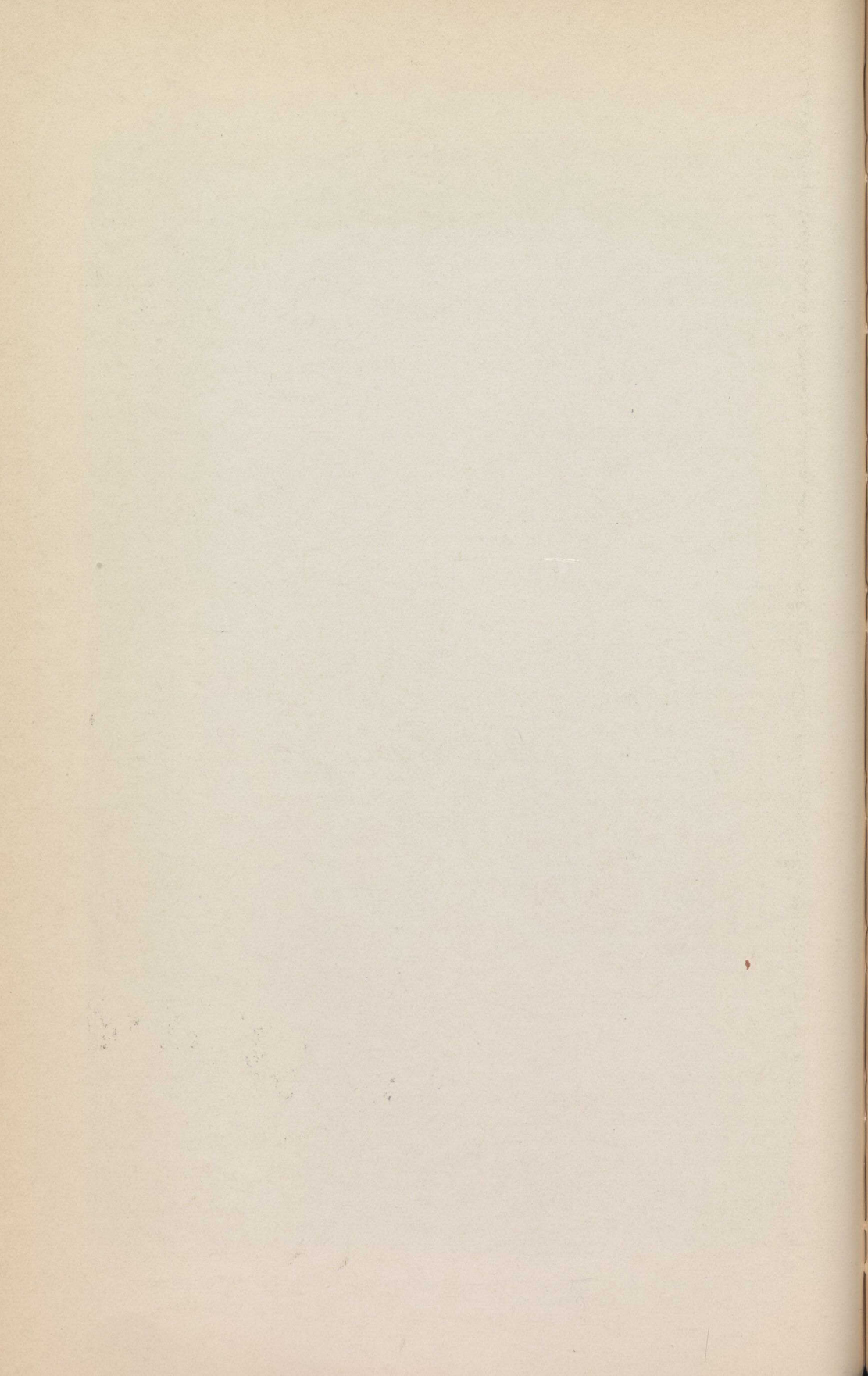
### **Canadian Representation on Fund and Bank**

Canadian representation in the Fund and Bank has remained unchanged. Mr. D. C. Abbott, Minister of Finance, continued to represent Canada on the Board of Governors of both the Fund and the Bank. Mr. G. F. Towers continued as Alternate Governor of the Fund, and Mr. J. J. Deutsch continued to serve as Alternate Governor of the Bank. Re-elected at the Seventh Annual Meeting, Mr. L. Rasminsky continued to be Executive Director for Canada of both the Bank and the Fund, while Mr. G. Neil Perry continued as Alternate Executive Director for both institutions.



FAO PHOTO

Mr. Michael W. Miller, a Canadian agronomist with the FAO mission in Ethiopia, shown demonstrating to an Ethiopian farmer the strength of flax fibre grown from imported seed.



## International Civil Aviation Organization

During the year 1952-53, the International Civil Aviation Organization (ICAO) maintained a steady pace in its varied activities along channels and according to working methods which had been developed during the seven years of its existence. The major meeting held during the year was the seventh session of the ICAO Assembly, which began in Brighton, England on June 16, 1953 and was still in session at this writing. This session of the Assembly was the first since 1950 to undertake a review of the general policies, performance, and working methods of the Organization in all its fields of activity.<sup>1</sup>

During the year the membership of the Organization increased by three, the Republic of Korea, Liberia and Honduras having adhered to the Chicago Convention. There are now 60 Contracting States in ICAO. The application of Japan for membership in the Organization, received the approval of the United Nations on November 7, 1952 and of the Assembly of ICAO on July 1, 1953. It is expected that Japan will become a party to the Convention in the near future.

The Assembly elected a new Council for a three year term. Canada was re-elected to the 21-member Council which contains two new members, Norway and Lebanon. These two States have replaced Iraq and Denmark.

In the technical field, the adoption of International Standards and Recommended Practices for Aeronautical Information Services as Annex 15 to the International Civil Aviation Convention, on May 15, completed the basic pattern of technical and operating standards which ICAO has been developing over the years. During the last year, emphasis was placed on the implementation by Contracting States of these International Standards and of approved regional plans for air navigation facilities and services. The Assembly reviewed carefully the performance and working procedures of the Organization in this field and several important resolutions were adopted which are designed to improve the efficiency of the Organization.

ICAO was extensively engaged during the year in a large number of technical assistance projects closely related to its technical work. During the year requests for assistance were received from 27 countries. At the end of 1952, 68 experts were either on missions or had just completed them.

In the economic field, the Organization conducted several important studies into various aspects of international air transport. The Assembly recognized that conflicting national interests had so far made it impossible to progress towards the conclusion of a universal multilateral agreement on the exchange of commercial rights (that is rights to operate international commercial air services). It formally re-affirmed, however, that a multilateral agreement remained the goal towards which the activities in the economic field should be directed, and decided to explore the possibilities of making progress along more limited lines. In this regard,

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 101-103.

ICAO will study in consultation with the Council of Europe the possibility of convening a conference of Western European states to work out methods of improving commercial and technical co-operation among their respective airlines and to achieve closer economic co-operation, possibly by an exchange of commercial rights.

The major achievement during the past year in the legal field was the completion of a Convention on the Damage Caused by Foreign Aircraft to Third Parties on the Surface (opened for signature at Rome on October 7, 1952). To date nineteen states (not including Canada) have signed this convention.

## **International Labour Organization**

The International Labour Organization (ILO) was established in 1919 as an autonomous institution associated with the League of Nations. In 1946 an agreement was signed between the United Nations and ILO which recognized the responsibility of the latter in the field of labour and social conditions. The constitutional structure of the ILO is unique among the Specialized Agencies, as the representatives of labour and management, as well as of governments, join in determining its policies and guiding its activities. The General Conference, which meets once a year, is the policy-making organ; the Governing Body of 32 members is the executive council. Canada holds one of the eight seats assigned to countries of chief industrial importance. The International Labour Office, in Geneva, is the permanent secretariat of ILO. In securing agreement to international standards, among the principal matters with which the Organization concerns itself are regulation of hours of work, industrial relations, social services, welfare activities, wages, and the regulation of the labour supply and the prevention of unemployment. A great deal of work in recent years has been carried on in co-operation with the United Nations Expanded Programme of Technical Assistance.

The 36th General Conference of the ILO, held in Geneva in June, 1953, and attended by government, employer and worker delegates from 58 of the 66 member countries, reviewed in detail the problems faced by the organization. Final approval was given to two formal recommendations; one calling for national action to establish 16 as the minimum age for admission to employment underground in coal mining; and the other proposing a series of measures to protect the health of workers in places of employment. Approval of these brought to 97 the total of such recommendations adopted by the Conference since the establishment of ILO in 1919. These recommendations will be brought to the attention of member governments formally for their consideration and possible action.

No new conventions were added during the year to the 103 which are now in force and which form a broad international standard in the labour field. The latest three conventions drawn up were those adopted at the 35th session of the Conference in mid-1952, relating to social security, maternity protection and holidays with pay in agriculture. All conventions are open to ratific-

ation by member countries, and ratification carries with it the obligation of bringing existing laws and regulations into line with the standards specified. Canada has ratified 18 conventions, principally on the maritime questions.

The 36th Conference approved an amendment to the Constitution increasing the size of the Governing Body from 32 members to 40, subject to ratification by member countries as an amendment to the Constitution. The Conference also gave attention to a study prepared on the organization and operation of national labour departments, and considered ways in which improvements could be achieved. A budget of \$6,556,887 was adopted by the Conference for 1954. The Canadian share of this is set at 3.98 per cent or \$260,964. For 1953 the ILO's budget is \$6,301,000 of which Canada pays \$257,470.

As a means of contributing to higher standards of living the ILO continued to give special attention to the problem of increasing world productivity. More than 55 per cent of the work it did in the technical assistance field was concerned with vocational training and with training in industry in under-developed countries. Another 10 per cent was in the related area of manpower problems. Amongst specific projects were the following: a manpower survey in Ceylon to aid in economic planning; a training programme in Pakistan to teach nationals to operate earth moving machinery and to maintain road transport services; introduction of training within industry techniques in Israel; help in establishing a government employment service in Peru; assistance with the organization of a labour department in Liberia; and arrangements for Yugoslav workers to obtain on-the-job training in industrial establishments of other countries. In addition ILO manpower and training missions were sent to Bolivia, Brazil, Burma, Ceylon, Colombia, Costa Rica, Guatemala, Indonesia, Iran, Israel, Italy, Jordan and Turkey.

Much of ILO's work in the field and otherwise was carried out in co-operation with other United Nations bodies. For example, it assisted with the vocational and handicraft elements of a UNESCO project for the reorganization of the educational system of Thailand; it co-operated with the United Nations, WHO, FAO and UNESCO in a project designed to improve the working standards of the indigenous populations in Bolivia, Ecuador and Peru. In Burma it shared with the United Nations in a joint survey which led to the development of pilot projects for increasing productivity in a number of industries. It also consulted WHO on questions of social security and maternity protection and with FAO on problems of agricultural labour.

During the period under review there were meetings of five ILO Industrial Committees. These Committees, to all of which Canada belongs, study ways of improving conditions and procedures within individual industries and make recommendations to the Governing Body. The Metal Trades Committee concerned itself with work on human relations in metal working plants and with productivity in the metal trades. The Iron and Steel Committee dealt with a study on maintaining employment in the event of a recession in the demand for steel. The Chemical Industries Committee carried



on work in connection with vocational training, hours of work and the classification of dangerous substances. The Petroleum Committee took action on items before it concerning principles used in determining wages in the petroleum industry and in the operation of social services. The Textiles Committee concerned itself primarily with the question of guaranteed wages in the textile industry and with textiles in international trade.

## International Telecommunication Union

The year 1952 was an important one in the history of the International Telecommunication Union (ITU). Organized in its present form in 1947, the Union is the direct successor of the various international bodies which since 1865 have been concerned with the regulation of telegraph, telephone and radio services.<sup>1</sup> On October 3, 1952, the Plenipotentiary Conference, which is the supreme body of ITU, opened in Buenos Aires. Under the terms of the ITU Convention of October 2, 1947, the Plenipotentiary Conference is required to meet once every five years for the purpose of studying the report of the Administrative Council on the activities of the Union; examining the accounts and establishing the budget; and electing the members of the Administrative Council for the next five years. But the main task of each Plenipotentiary Conference is to consider whether any revision of the Convention of the Union is necessary. Previous such conferences had been held in Madrid and Cairo before the war and in Atlantic City in 1947, when the Convention now to be revised was drawn up.

The Buenos Aires Conference in 1952 was faced with a large number of proposals for the revision of the Convention. The most far-reaching changes it has adopted are those dealing with the Administrative Council, which supervises the administration of the financial affairs of ITU and is responsible for the scheduling of the various technical conferences. The Administrative Council has now been provided with additional duties of an administrative nature in order to permit smoother functioning of the ITU between Plenipotentiary Conferences. The Council can now conclude, on behalf of the Union, temporary working agreements with international organizations and with the United Nations, which, however, must be submitted to the next Plenipotentiary Conference for confirmation. A new Council of 18 members has been elected for the next five years. Elected to the Council in 1947, Canada has now been re-elected.

The Conference confirmed the decisions of the Extraordinary Administrative Radio Conference (EARC) which met at Geneva in 1952. This should expedite implementation of the EARC agreement and should eventually improve the use of radio frequencies throughout the world. The essential duties of the International Frequency Registration Board have been considerably enlarged by the Conference to include the recording of frequency assignments in accordance with any decisions that may be taken by competent

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 109-110.

conferences of the Union. Since telecommunications is an expanding field, the Plenipotentiary Conference, in order to meet the cost of the projects now planned, has raised the ceiling on expenditures, which had been set at 4,000,000 Swiss francs (about \$920,000 Canadian) by the Atlantic City Conference. A budget of 6,177,355 Swiss francs was approved for 1953 and the ceilings on ordinary expenditures for the succeeding four years were set at figures fluctuating slightly above and below a mean of 6,000,000 francs. The Plenipotentiary Conference concluded its work by unanimously approving the Buenos Aires Convention replacing the existing Atlantic City Convention. Canada has signed subject to ratification. The new Convention will become effective January 1, 1954 for those who have ratified it.

The eighth session of the ITU Administrative Council convened in Geneva, the headquarters of the Union, on May 2, 1953. Among the items on the agenda was the election of a new Secretary-General of the Union. To replace Dr. Leon Mulatier, the Council chose Dr. Marco Andrada of Argentina, former Secretary-General of the Department of Posts and Telecommunications of his country, who has been, for many years, very active in the field of international telecommunications.

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

The seventh session of the General Conference of the United Nations Educational, Scientific and Cultural Organization (UNESCO) was held at the Agency's headquarters in Paris from November 12 to December 11, 1952. Three new members, Spain, Nepal and the United Kingdom of Libya, were admitted. On the other hand, the Governments of Poland, Czechoslovakia and Hungary have sent in their notices of withdrawal, and the total membership will therefore remain at 65. (The Soviet Union has never been a member of UNESCO). The membership of the Executive Board of the Agency was increased from 18 to 20.<sup>1</sup>

In future, sessions of the General Conference are to be held biennially instead of each year. The seventh session therefore approved a two-year budget which was set at \$18.7 million. Canada's net contribution for 1953 was \$298,065 (US). The Director-General, Dr. Jaime Torres Bodet, who had requested a \$20,400,000 budget, resigned when the smaller sum was decided upon and his deputy, Dr. John W. Taylor, served as acting head of the Organization until Dr. Luther Evans was appointed as Director-General by an Extraordinary General Session in July, 1953.

The Canadian Delegation at the seventh session of the UNESCO Conference supported the setting up of a Working Party on Future Programme and Development, which was given the task of exam-

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 110-113.

ining the present programme and suggesting a system of priorities intended to make the best possible use of available resources. The recommendations of the party were submitted to member governments for comment and are to serve as a guide in preparing the draft programme for 1955-56.

As part of the 12-year plan of fundamental education adopted at the sixth session a second Regional Centre, for the Arab countries, has been opened at Sirs-es-Layan, in Egypt. In 1952, the first graduation ceremony of the Centre for Latin America, located at Patzcuaro, Mexico, took place and 46 students received their diplomas in fundamental education.

Close liaison has been maintained with the International Bureau of Education on the subject of primary education. A series of regional conferences designed to promote free and compulsory education through measures adapted to local conditions were initiated at the end of 1952. Concrete information and specialized advice were provided by Canada in this field and in that of adult education. An outline of Canadian experience in advancing adult education through the use of mass communications media (press, film, radio and television) was also welcomed.

Under the United Nations expanded programme of technical assistance UNESCO sends additional experts and equipment to under-developed countries. On April 30, 1953 71 projects were in operation in 32 countries and territories and there were 159 experts in the field. Seven of the field experts recruited in 1952 were Canadians and of the 220 Technical Assistance Fellows awarded study grants in this year eight received training in Canada. As part of its contribution to the furtherance of human rights, UNESCO in 1952 made a special study of the political rights of women. It also continued its long-term work on the furtherance of international understanding by the compilation of a scientific and cultural history of mankind and launched a general enquiry into the implementation of principles and methods of education for life in a world community. In the natural sciences, UNESCO is actively engaged with field and information work concerning the arid zone of the world. Canada is participating in the exchange of views on this topic and several Canadians are serving with a scientific panel on arid zone hydrology and hydrogeology.

Under the auspices of the International Music Council, a meeting was held, attended by Canadian representatives, to discuss the place of music in education. UNESCO has accepted the Canadian offer of a travelling exhibition of works by Canadian painters. The UNESCO travelling exhibition of paintings by world-famous artists, after completing its tour of Canada, was sent on to Japan. In Canada a committee has been set up by a group of Canadian voluntary organizations which will publish a periodical entitled *The UNESCO Publications Committee Review* intended to bring information about UNESCO publications to the attention of the Canadian public.

## Universal Postal Union

As one of the oldest international organizations, the Universal Postal Union (UPU) has for 78 years arranged, through international agreements, for the rapid and efficient delivery of mail across international borders and has contributed to the improvement of national postal services throughout the world. In recent years the work of the UPU has been of particular importance to the economically under-developed countries, many of which have sought its assistance in setting up postal services.

Ninety-four member countries now belong to the UPU. The Universal Postal Congress is the general organ of the Union and is usually convened every five years. There is an Executive and Liaison Committee of 20 members elected by the Congress (Canada is not a member) which meets usually once a year and a permanent International Bureau to carry on the administration.<sup>1</sup>

The 13th Universal Postal Congress, which opened in Brussels in May 1952 and continued for two months, was the principal event of the past year. Ninety-one members of the Union attended. The Congress dealt with two technical questions of major importance. One was the controversial problem of the calculation of transit charges on surface mail which had provoked debate at every Congress since the establishment of the Union. This question had been entrusted to a Technical and Transit Committee established in 1939 which was unable to undertake its task because of the war. The Committee was re-established in 1947 (Canada being added as a member) and made a report to the Brussels Congress containing recommendations which were accepted by that body. The second question concerned the basic rates to be applied to the settlement of accounts between postal administrations in respect of air transport. The Congress finally decided on a considerable reduction in long distance letter class airmail rates. At each Congress of the Union the instruments of international postal co-operation are re-examined in the light of new problems and requirements. Basing its discussion on 1,700 proposals received from member governments, the Brussels Congress produced a revised Universal Postal Convention and seven agreements dealing with specific details of international postal procedure. Acts embodying the revisions were signed at the conclusion of the Congress and opened for later ratification by member governments. Canada has signed and ratified the revised Convention. The proceedings of the Brussels Congress had special significance for Canada, since an invitation from the Government of Canada to hold the 14th Congress in Ottawa in 1957 was unanimously accepted.

During the year the International Bureau, which functions as a permanent secretariat, gave opinions on postal disputes between members at their request, and continued to co-ordinate, publish and distribute information. It also served as a clearing-house for the settlement of accounts relating to international postal services, and

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 113-115.

for the exchange of information on the results of research and technical studies made by postal administrations. The increased load of work carried by the Bureau has necessitated arrangements for additions to the Bureau's staff, which heretofore has numbered only 17 persons, and the construction of a new headquarters building in Berne.

During the past year the UPU has co-operated closely with the United Nations and the other Specialized Agencies on matters of common concern. With the International Civil Aviation Organization there have been exchanges of information regarding the cost of international airmail transport and the international transport of dangerous material. The Union has also arranged with the World Health Organization to conduct an enquiry regarding regulations governing the transport of perishable biological materials by post.

### World Health Organization

During the past year the World Health Organization (WHO) continued to make progress toward its objectives of reducing the toll of major diseases and of aiding governments in the development of sound and effective health services. The working budget of the Organization for 1953 was \$8,485,095, of which Canada contributed \$268,854. For 1954 the working budget has been increased to \$8,497,700. In addition, WHO plans and directs other programmes for which funds are provided through the United Nations International Children's Emergency Fund (UNICEF) and the United Nations Expanded Programme of Technical Assistance.<sup>1</sup>

Canada has been a member of WHO since the inception of the Organization and has given its work serious attention and support. The Deputy Minister of Health, Dr. G. D. Cameron, served as Chief Delegate for Canada at the Sixth World Health Assembly and Dr. O. J. Leroux, a senior official of the Department of National Health and Welfare, has been designated by Canada as its member on the Executive Board of WHO. A number of Canadians prominent in the medical field are serving in an advisory capacity on WHO panels of experts and a total of 41 Canadians are employed by WHO as members of its internationally recruited staff.

At the Sixth World Health Assembly held in Geneva in May 1953, Dr. Brock Chisholm retired from the post of Director-General after seven years as head of the Organization. Tribute was paid to his great devotion to the work of WHO and to the tremendous contribution he had made to its development and growth. In a farewell address Dr. Chisholm spoke of the fresh hope given by WHO to the millions handicapped by ill health, and he emphasized the importance to the Organization of the broad participation of member governments and of adequate financial support. He also placed

<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 115-116.

stress on the inter-dependence of individual organizations in successfully laying the economic and social foundations of lasting peace. Dr. M. G. Candau of Brazil, Deputy Director of the Pan-American Sanitary Bureau and previously an Assistant Director-General of WHO, was chosen as the new Director-General.

The Health Assembly also elected Austria, Costa Rica, Indonesia, Iraq, Switzerland and the United States as member states entitled to designate members to the Executive Board. Nepal became a member of WHO and Spanish Morocco an associate member, bringing the total enrolment to 80 full members and four associate members. Nine of these, however, are under communist control and are classed as "inactive"; they no longer participate in WHO operations nor contribute to their cost. The Assembly also considered the financial situation which had faced WHO when pledges for technical assistance fell short of the expected goal and necessitated reduction and re-organization of a number of WHO projects. It reviewed the Organization's activities in those fields in which the need of an international health agency was first manifest. This work, in all of which Canada has shared, includes biological and pharmacopoeial standardization, epidemiological reporting and international quarantine, and the development of international comparability in health statistics. Progress in these fields, previously marked by the adoption of regulations governing use of the International List of Diseases and Causes of Death and by publication of the *Pharmacopoeia Internationalis*, was further advanced in October, 1952, by the entry into force of the International Sanitary Regulations which replace the provisions of thirteen previous conventions and protocols. These regulations, which are designed to provide security against the spread of disease with minimum interference to world travel, were adopted by Canada without reservation.

The Canadian Delegation to the Sixth World Health Assembly expressed approval of the advance made by WHO in the previous year and shared the view that the Organization could look to the future with confidence. Mention was made of the need of maintaining public support through pursuance of policies leading to steady and soundly-based progress and the Delegation suggested certain reductions in the budget estimates which it thought could be made without injuring any of the programmes planned.

During the period under review WHO assisted governments with the development of public health services in a variety of ways: it made health surveys; it initiated rural health centres; it established health demonstration areas and it gave general advice on national and local health problems. In many instances it conducted this work in co-operation with the United Nations and with other Specialized Agencies. WHO continued to direct the medical care and protection of Palestine refugees by providing the Chief Medical Officer to the United Nations Relief and Works Agency for Palestine Refugees and it helped the United Nations Korean Relief Agency to formulate its long-term health programme by sending a team of experts in public health administration to Korea. In its co-

operation with national health administrations, attention was given to nursing, maternal and child health, mental health, occupational health, nutrition and health education. It arranged for fellowships through which specialists of under-developed countries were able to obtain medical knowledge and experience in other countries and it provided assistance to educational institutions in the medical field.

Public interest in the work of WHO was stimulated by the observance of April 7 as "World Health Day". The slogan of the occasion in 1952 was "Health is Wealth" and WHO took the opportunity of showing what improved health had meant to the economy of individual countries. It pointed out that in one region of South Africa the control of malaria increased farm help so much that the land under production was expanded from 700 to 12,000 acres. In another area, malaria control made possible a four-fold increase in crops. A campaign against yaws undertaken by the Government of Haiti which enabled many thousands to return to work resulted in an increase of five million dollars in the national income.

## World Meteorological Organization

During the second year of its existence the World Meteorological Organization (WMO) continued the work it had begun<sup>1</sup> and launched a number of new projects in the meteorological field.

The Executive Committee of the Organization held its third session from September 9 to 27, 1952. This Committee dealt with a large number of technical subjects such as the revision of international storm signals, the use of ocean weatherships for research purposes, atmospheric techniques and the desirability of establishing an international meteorological institute. It examined the arrangements initiated with the World Health Organization, the Food and Agriculture Organization, and the United Nations Educational, Scientific and Cultural Organization. Considerable progress has been made in the WMO technical assistance programme for which \$200,000 has been furnished by the Technical Assistance Administration of the United Nations. Technical assistance in meteorology, which may take the form of scholarship awards, visits from experts, survey projects, etc., has been provided to Indonesia, Yugoslavia and Israel, and applications for aid have been considered from other countries. In 1952 five surveys were undertaken by WMO under the United Nations expanded programme of technical assistance and one project was completed. In the current year, six projects in meteorology have been approved by the Technical Assistance Board. The importance of these projects is by no means narrowly meteorological. For example, the application of meteorology to agriculture is of the greatest value.

<sup>1</sup>See *Canada and the United Nations 1951-52*, p. 117. A more detailed account of Canada's participation in international health activities may be found in the *Annual Report* of the Department of National Health and Welfare.

Forecast, warning and advisory services contribute to increase the food supply. Meteorological services provide information on length of growing season, rainfall, humidity, etc.

Three technical commissions of the World Meteorological Organization have held their first sessions in the course of the past year. The Commission for Maritime Meteorology met in July 1952, in London. In March 1953 the first session of the Commission for Climatology was convened in Washington and a month later in the same city the session of the Commission for Synoptic Meteorology was held. Canada took an active part in all three sessions which were held to examine the practical means by which WMO can improve and expand the scope of meteorological services throughout the world. During the month of January 1953 the Regional Association for Africa held its first session in Tananarive, Madagascar.

A large number of the organs of WMO are meeting in 1953 and Canada will take an even more active part in the work of this Organization. During the months of August and September Canada will be the host country when the Regional Association for North and Central America will hold its first session in Toronto. The members of this Association are Canada, Bermuda, France, and the United States. The Technical Commissions on Aerology and on Instruments and Methods will also convene in Toronto at the same time.

Since the admission of Japan during the last twelve months, WMO now numbers 80 members of which 57 are states and 23 are territories or groups of territories.



## IV DEPENDENT TERRITORIES

### Introduction

There are two distinct classes of territory which are the subject of provisions in the United Nations Charter designed to promote the well-being of dependent territories. The clauses of the Charter which are concerned with these two classes of territory are contained in separate chapters and are of a different kind. There are the "trust" territories, now numbering eleven, all of which with the exception of Somaliland were formerly under League of Nations mandate. These eleven territories are the subject of trusteeship agreements between the individual administering authorities and the United Nations. In addition to the trust territories covered by specific agreements, all other territories whose peoples have not yet attained a full measure of self-government and which are administered by members of the United Nations, are of concern to the United Nations under a declaration regarding non-self-governing territories contained in the Charter. As a result of the obligations voluntarily assumed under this declaration by administering states in respect of their colonies, upwards of sixty non-self-governing territories are the subject of reports to the United Nations.

Chapters XI - XIII of the Charter are concerned with dependent territories. Chapter XI contains the declaration regarding non-self-governing territories mentioned above. This declaration recognizes that the interests of the inhabitants of these territories are paramount and establishes as a "sacred trust" the obligation to promote their well-being and develop self-government. In addition, reports are to be made to the Secretary-General containing certain information on economic, social and education conditions in the territories. This declaration and the responsibilities it implies are the sole provisions of the Charter dealing with dependent territories which are not trust territories. The Charter did not establish a special body to deal with the information submitted by the administering authorities but the General Assembly has appointed a committee on a temporary basis, now known as the Committee on Information from Non-self-governing Territories, which analyzes the information submitted and makes general suggestions concerning improvements which might be made in the various fields covered. It is made up of eight administering states and eight non-administering states.

Chapter XII of the Charter establishes the international trusteeship system, designed to promote the political, economic, social and educational advancement of the inhabitants of trust territories and having as its goal the eventual attainment of self-government by those peoples. The General Assembly approves the agreements while the Trusteeship Council, which was established by Chapter XIII of the Charter as a principal organ of the United Nations, supervises the administration of the agreements under the Assembly's authority. The Council's membership is evenly balanced between administering

and non-administering states and its main functions are to guide the administering authorities in making the reports required of them, to consider these reports, to send periodic visiting missions to the territories and to examine petitions from the native inhabitants.

The General Assembly, in order to discuss questions relating to dependent territories, established the Fourth or Trusteeship Committee, which like other main committees of the Assembly, is a committee of the whole United Nations membership. This Committee considers the reports of the Trusteeship Council and other items relating to trust territories and also deals with the report of the Committee on Information from Non-self-governing Territories. A fundamental difference of opinion regarding the administration of dependent territories exists in the Trusteeship Committee. The majority of the Committee's members consists of non-administering states, some of which have recently emerged from colonial status. Those members which have a sharp recollection of their own history of dependence upon another state are anxious to hasten the independence or self-government of dependent peoples. They contend that the administering powers are proceeding too slowly towards the achievement of these aims. The administering powers on the other hand, certain in their own minds that they are fulfilling the obligations placed upon them by the Charter, claim that they are proceeding in the manner best suited to meet the needs of dependent peoples in the face of the growing difficulties which result from the present world political and economic situation. This basic difference of opinion exists in regard both to trust territories and non-self-governing territories and the pressures exerted on the administering authorities simply take a different form because of the different status which the two groups of dependent territories have under the terms of the Charter. In considering trust territories there has been a tendency on the part of the non-administering states to insist on the supremacy of the General Assembly, where they are in a large majority, over the Trusteeship Council, where the administering and non-administering powers have equal representation. These states hope in this way to exert a greater direct influence on the detailed administration of the trust territories. The Committee on Information for Non-self-governing Territories is not a product of the Charter but rather a Committee created for the convenience of the General Assembly in dealing with the information submitted by the administering states. The critics of the administering members advance the idea, however, that this Committee should exercise functions broadly similar to those which the Trusteeship Council has been assigned in respect of trust territories. These attempts, involving as they do the suggestion that the Committee on Information and the Assembly have the power to examine and discuss political conditions in non-self-governing territories, have been strongly opposed by the administering authorities. Those states consider such attempts to be a violation of the Charter provisions, which clearly differentiate between trust and non-self-governing territories.

Canadian Delegations to the General Assembly have attempted in the past to join with certain other states in trying to bring closer together the opposing views which exist in regard to administration of

dependent territories and the responsibility of the United Nations. It is the Canadian view that although there is no doubt about the overriding authority of the General Assembly regarding trusteeship questions, care should be taken to avoid the Trusteeship Council's becoming a rubber stamp for Assembly decisions. While the General Assembly should decide broad policy it should leave to the Trusteeship Council a reasonable freedom of action in deciding matters of detail. The clear distinction which exists in the Charter between trust and non-self-governing territories should be preserved. If the Committee on Information is to function properly it should examine the information submitted by the administering authorities but should not be regarded as having in any sense the same functions as the Trusteeship Council.

## **Non-Self-Governing Territories**

### **General**

The Committee on Information devoted its 1952 session to a study of basic social conditions in the non-self-governing territories. Discussion in the Assembly on the Committee's report thus ranged over a wide area covering, for example, problems of race relations and other aspects of human rights as well as questions of public health, family and child welfare and labour conditions. Almost immediately the Committee was confronted with the important question of whether discussion of political conditions in non-self-governing territories could take place. This fundamental problem continued to divide the administering and some of the non-administering states throughout both the general debate and the discussion of specific agenda items, the more important of which are described in greater detail below.

### **Renewal of the Committee on Information**

The Committee on Information from Non-self-governing Territories was first established by the General Assembly in 1949 for a three-year term. At the seventh session the following three proposals were introduced regarding the Committee's future:

- (1) that it be renewed for a further period of three years (the Committee's own recommendation);
- (2) that it be continued "for so long as there exist territories whose people have not yet attained a full measure of self-government";
- (3) that it be continued on the same basis "for a further three-year period, and at the end of that period, unless otherwise decided by the General Assembly, to continue the Committee automatically thereafter for as long as there exist territories whose people have not yet attained a full measure of self-government."

From the general debate it was evident that the majority of members favoured the continuation of the Committee on a permanent basis and that a large number would support the second proposal. The administering authorities, however, have always formally reserved

their position concerning the existence of the Committee, on the ground that the Charter does not provide for a systematic examination and criticism by a special body of the information transmitted. In an effort to find a compromise between the position of those advocating permanency and that of the administering states, a majority, including Canada, accepted the third alternative, which would provide for automatic continuation of the Committee on Information at the end of a three-year period unless the Assembly decided otherwise. The administering states voted against this resolution in the Trusteeship Committee and in plenary session the United Kingdom Delegate expressed the view that the resolution had in effect made the Committee on Information a permanent organ of the United Nations. France and Belgium joined the United Kingdom in stating that, unless the resolution were changed, they would refuse to co-operate with the Committee. As a result of this strong opposition, the clause providing for the automatic continuation of the Committee after the first three-year period failed to receive a two-thirds majority and the resolution finally approved by a vote of 53 in favour (including Canada), 2 against, with 3 abstentions, simply continued the Committee on the same basis for a further three-year period. The Canadian Delegation, believing that the Committee performs a most useful function in relieving the Trusteeship Committee from the task of digesting and assessing information, supported the original resolution as the best possible compromise. Later events, however, indicated not only the strong opposition of the administering states but also a tendency on the part of the critics of the administering authorities to enlarge the scope of the Committee's work. For this reason, Canada voted in plenary session against the automatic continuation of the Committee. The composition of the Committee for 1952-53 is eight administering states (Australia, Belgium, Denmark, France, the Netherlands, New Zealand, United Kingdom, United States) and eight non-administering states (Brazil, China, Cuba, Ecuador, India, Indonesia, Iraq, Pakistan).

### **Participation of Non-self-governing Territories in the Work of the Committee on Information**

The Committee on Information had been asked by the sixth session of the Assembly to examine the possibility of associating the non-self-governing territories more closely with the work of the Committee. The Committee was unable to agree on the manner in which this might be done. The Trusteeship Committee discussion of this item centred on a resolution submitted by India, Burma, Indonesia and Pakistan. The resolution included suggestions for participation which had already been inconclusively debated in the Committee on Information and in addition invited the administering members to obtain the comments of the local legislative bodies of the non-self-governing territories on the Committee's work. The resolution also called for a further study by the Committee on Information of ways and means by which inhabitants of territories which have attained a wide measure of responsibility for their internal affairs could be directly associated in the Committee's discus-

sions. The Canadian Delegation supported an unsuccessful attempt to eliminate the provision for this further study on the ground that the question of participation had already been thoroughly examined. However, the most controversial feature—the one providing for the transmission of views by the local legislatures—having been deleted, the Canadian Delegation voted in favour of the final resolution which was approved by a vote of 43 in favour, 11 against and 4 abstentions.

### Factors which Determine a Territory's Status

Although the provisions of the Charter dealing with non-self-governing territories refer to territories which "have not yet attained a full measure of self-government", there is nothing in the Charter to indicate what is meant by "full measure of self-government", or how and by whom a non-self-governing territory is to be identified. The question of identifying a non-self-governing territory was met in the early days of the United Nations through certain administering states voluntarily putting forward lists of territories under their control which they considered came under Chapter XI of the Charter and on which they proposed to transmit information. Difficulties began to arise however when administering states decided to stop transmitting information about territories on the grounds that these territories had ceased to be non-self-governing, at least in regard to the conditions on which information had been transmitted. The Netherlands has taken this action in connection with the Netherlands Antilles and Surinam and the United States has just recently announced its intention of doing the same with Puerto Rico. Some of the non-administering states in the Assembly contend that the administering authorities have not the right to decide unilaterally when to cease transmitting information about their territories. In an effort to solve this problem, the sixth session of the Assembly established a tentative list of factors which might be taken into account in deciding whether a territory has or has not fully become self-governing, but made no decision regarding the body competent to reach a decision. Member states were asked to provide a statement of their views on the subject of factors to an *Ad Hoc* Committee which was set up to give further study to the problem and to report to the seventh session.

The *Ad Hoc* Committee, in its report to the General Assembly, gave an extended list of factors but indicated that no enumeration of this nature can do more than serve as a guide in determining whether a territory is fully self-governing. The question of what authority has the right to determine that a territory has reached a stage of self-government where information need no longer be transmitted was thought by the *Ad Hoc* Committee to be outside its competence. During the debate in the Trusteeship Committee, some of the non-administering members suggested that it was the United Nations and not the administering powers which should determine whether a territory has ceased to be non-self-governing. A draft resolution submitted by Burma, Cuba, Egypt, Guatemala, Iraq and Venezuela would have approved the list of factors as a guide

for both the General Assembly and administering states in deciding the status of a territory, recognizing that each case would have to be given special consideration. The preamble to the resolution declared however that the obligation to transmit information remained in force "until such time as the objectives of Chapter XI of the Charter are fulfilled" and the resolution contained a further statement of principle to the effect that for a territory to be deemed self-governing in economic, social or educational affairs, it is essential that its people should have attained a full measure of self-government as referred to in the Charter. Both these declarations were unacceptable to the administering states and to some of the non-administering members, including Canada. As the Canadian Representative pointed out, non-self-governing territories would obviously advance towards self-government by stages and it was highly probable that at a given moment they would reach a stage at which the administering power no longer exercised effective practical control over the social, economic and educational matters on which information was to be submitted. Consequently, the administering power's obligation to submit information would no longer exist but this would not imply the end of its obligation to promote a full measure of self-government in the territory concerned.

The Dominican Republic and Peru made a move to delete the paragraphs to which objection had been made and to establish a new *Ad Hoc* Committee on factors to complete a more thorough study of the problem. The establishment of this new Committee, to which the Canadian Delegation saw no objection, was approved but the resolution in its final form still included the two declarations of principle which in the Canadian view were unacceptable. Canada therefore voted against the resolution, when in the final vote it was adopted by 36 in favour, 15 against and 7 abstentions. Australia, Belgium, Burma, Cuba, Guatemala, Iraq, the Netherlands, the United Kingdom, the United States and Venezuela were appointed as members of the reconstituted *Ad Hoc* Committee. The decision of the Netherlands to stop transmitting information in respect of Surinam and the Netherlands Antilles had been scheduled for discussion at the seventh session of the Assembly. But in view of the fact that the problem of factors had not yet been settled, it was decided to refer this particular case to the *Ad Hoc* Committee in order that it might study the Netherlands' proposal and report to the eighth session of the Assembly.

### Trust Territories

In contrast to the large number of delegations which took part in the general debate on non-self-governing territories, only a score of representatives had much to say on the administration of trust territories as outlined in the Trusteeship Council's report. Interventions on the part of non-administering states were on the whole moderate in tone and gave the administering powers due credit for their efforts. New attempts were made to bring about the increased participation of native inhabitants of the trust territories in the work of the Trusteeship Council and much of the

criticism expressed centred on the actual operation of the Council. Items which had already been extensively discussed by the Trusteeship Committee again formed part of its agenda, chief among these being the Ewe and Togoland unification problem and the question of Administrative Unions. Some of the trusteeship questions which occupied the Committee's time are described in greater detail below.

### Oral Hearings of Native Inhabitants

The Charter empowers both the General Assembly and the Trusteeship Council to accept petitions (either written or oral) from the native inhabitants of trust territories and to examine these in consultation with the administering authorities. The bulk of these petitions have in the past been handled by the Trusteeship Council, which has established special machinery to deal with the large number received. There has however been an increasing tendency for oral petitioners to request hearings before the Trusteeship Committee of the Assembly. While not questioning the right of the petitioners to oral hearings, the Canadian Delegation joined with others at the seventh session in doubting the wisdom of replying favourably to every request. It seemed evident that some sort of criteria should be set (e.g. a prior hearing by the Trusteeship Council) which would enable the Assembly to decide the immediate urgency of a petitioner's problem and thus its importance in relation to other business to be dealt with during the session. An attempt to help develop suitable procedure was made by the Representative of the Dominican Republic, who introduced a resolution calling for the establishment of a sub-committee to study the problem and make recommendations. Unfortunately, although the Canadian and a number of other delegations welcomed this initiative, the general reaction was lukewarm and the resolution was withdrawn. The Committee agreed to grant hearings to representatives of native organizations from the Togolands (Ewe and Togoland unification problem) Tanganyika (Wa-Meru land case), the French Cameroons and Somaliland. The petition from the Wa-Meru, which was perhaps of greatest interest, protested the carrying-out of a re-settlement project of the United Kingdom Government which it was claimed meant the transfer of the Wa-Meru tribe to inferior land in order to make way for European settlers. The Canadian Delegation joined a number of delegations in trying to find some middle ground between those who supported a resolution condemning the administering authority for its action and those who wished to leave the matter as it stood. In the final analysis, none of the various solutions which Assembly members put forward succeeded in obtaining the two-thirds majority required. The debate was not however without result as the United Kingdom announced its intention of calling a round-table conference, including Wa-Meru representatives, at which some of the suggestions advanced in the Assembly would be taken into account.

The experience of the seventh session has shown the necessity for the establishment of some sort of procedure for the more efficient handling of oral petitions. A great deal of the time of the Trusteeship Committee was taken up with these hearings, a fact which

militated against the efficient despatch of other business. In addition, the late arrival in New York of some of the petitioners resulted in the Assembly being unable to give to their cases the time and attention required. It was only possible, in the case of the Somali and Cameroon petitioners, for the Assembly to refer their problems to the Trusteeship Council for consideration. It would appear to be desirable to right this situation as it threatens to disrupt the work of the Trusteeship Committee.

### Administrative Unions

Some of the trust territories share a variety of administrative services with adjacent colonies or protectorates of the administering power concerned. The administering states claim that these arrangements are compatible with the trusteeship agreements and that the added efficiency, greater economy, and association with territories in a more advanced stage of political and economic development result in advantages for the inhabitants of the trust territories. The critics of this system express the fear that the sharing of administrative services and in some cases the existence of joint legislative bodies will result in the integration of the trust territory with the adjacent colony and thus jeopardize the right of the trust territory's inhabitants to determine their own political future. The Assembly and the Trusteeship Council have been trying for the past five years to determine whether administrative unions are in fact advantageous or detrimental to the interests of the inhabitants of trust territories. A special committee of the Assembly studied this problem during 1952 and came to the conclusion that, on the whole, the unions have practical benefits although certain reservations were expressed in regard to particular examples. Discussion at the seventh session centred on the advisability of a Brazil-Iraq proposal that the International Court of Justice be asked to give an advisory opinion on the existing administrative unions and their compatibility with the provisions of the Charter and the trusteeship agreements. The administering states argued against a referral to the Court on the grounds that there was no doubt of the legal validity of the arrangements and that any misgivings about the unions must arise from their practical operation, a matter on which the Court would not be in a position to comment. These arguments prevailed, the Brazil-Iraq resolution was withdrawn and the chief result of the Assembly's deliberations was a request to the administering states to submit reports to the Trusteeship Council indicating the advantages derived by the inhabitants of trust territories from administrative unions. Canada supported this decision.

### South West Africa

The *Ad Hoc* Committee on South West Africa, the members of which are Norway, Syria, Thailand, the United States and Uruguay, was reconstituted by the General Assembly on January 19, 1952. The Committee was to continue negotiations with the Union of South Africa regarding means of implementing the advisory



opinion of the International Court of Justice, which had stated in part that, as South West Africa was still under international mandate, the international status of the territory could be modified only by South Africa acting with the consent of the United Nations.<sup>1</sup> It submitted a report to the seventh session of the General Assembly reviewing its negotiations with the Government of the Union of South Africa during 1952 and listing communications received from sources inside and outside the territory. The report indicated that though agreement had been reached on a number of questions, two fundamental points of divergence remained, the first one regarding the form of international supervision to be exercised over the administration of the territory, and the second concerning the appropriate parties to conclude a new instrument which would replace the former League of Nations mandate for South West Africa.

The report indicated that the Committee was prepared to carry on its work and the head of the South African Delegation to the seventh session of the Assembly signified the willingness of his Government to continue the negotiations. Though some Delegations considered that the question should be discussed at the seventh session, it was decided by a vote of 45 in favour (including Canada), 2 against, and 8 abstentions, to continue the mandate of the *Ad Hoc* Committee and request it to report to the eighth session of the General Assembly.

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<sup>1</sup>See *Canada and the United Nations 1951-52*, pp. 125-129.

## V LEGAL QUESTIONS

### Codification of International Law

Under Article 13 of the Charter of the United Nations the General Assembly is to "initiate studies and make recommendations for the purpose of . . . encouraging the progressive development of international law and its codification." In 1947 it established the International Law Commission to assist it in discharging its functions under this article. Its fifteen members serve as individual experts rather than as representatives of states. The Commission has devoted a large part of its time to special tasks assigned to it by the General Assembly within the field of "progressive development" of international law, with the result that it has been prevented from completing the codification projects, which were intended to comprise the major portion of its work.<sup>1</sup>

The outstanding feature of the period under review has been a shift in emphasis in the Commission's work from these special tasks to codification of existing law. However no report of the Commission dealing with a codification project has so far been considered by the Assembly. Certain of these projects still in the drafting stage are of great interest to Canada and other states.

Among the codification projects of the Commission which are attracting world wide attention are two entitled "The Régime of the High Seas" and "The Régime of the Territorial Sea", neither of which has so far come before the Assembly for substantive consideration. The "Régime of the High Seas" covers a broad field<sup>2</sup> and includes the question of the title to the bed of the sea outside of territorial waters, or what has come to be known as the doctrine of the Continental Shelf. The Commission's work on the territorial sea (waters) has increased in importance because of the judgment of the International Court of Justice in the Anglo-Norwegian Fisheries Case.<sup>3</sup> Both questions are of particular interest to Canada because of its having one of the longest coastlines in the world fronting on three oceans.

### The Continental Shelf

The status of the Continental Shelf has been of great interest to international jurists and to governments throughout the world ever since President Truman's proclamation of 1945 by which "the natural resources of the subsoil and seabed of the Continental Shelf beneath the High Seas but contiguous to the coasts of the United

<sup>1</sup>For the statute of the International Law Commission see *Canada at the United Nations, 1947*, p. 244. An account of its first session, including a list of the topics selected for codification, is included in *Canada and the United Nations, 1949*, p. 196.

<sup>2</sup>Topics provisionally included by the Rapporteur: Nationality of Ships, Collision, Safety of Life at Sea, the Right of Approach, Slave Trade, Submarine Telegraph Cables, Resources of the Sea, Right of Pursuit, Contiguous Zones, Sedentary Fisheries, and the Continental Shelf.

<sup>3</sup>Delivered on December 18, 1951. See *Canada and the United Nations 1951-52*, p. 136.

States" were stated to be regarded by the United States as "appertaining to the United States, subject to its jurisdiction and control." This proclamation immediately provoked a world-wide controversy which was stimulated and confused by a number of proclamations from countries of Latin America which asserted sovereignty not only over the shelf, but also over portions of the waters of the high seas.

In its draft articles on the continental shelf,<sup>4</sup> the International Law Commission has recognized that different rules must apply to the shelf itself and to the high seas above it. It has accordingly provided that "the exercise by a coastal state of control and jurisdiction over the continental shelf does not affect the legal status of the subjacent waters as high seas" or of "the air space above the subjacent waters." It also declared the continental shelf to be "subject to the exercise by the coastal state of control and jurisdiction for the purpose of exploring it and exploiting its natural resources." In a commentary on the article so providing, the Commission pointed out that the right of the coastal state existed independently of any formal assertion. In the eight years that have elapsed since the United States proclamation of 1945, there has been wide-spread acceptance of the principle that the coastal state has exclusive rights in the shelf. There continues to be some disagreement however, as to whether the right is enjoyed on the basis of sovereignty or on the basis of effective occupation and control.

One of the major difficulties in dealing with the continental shelf is to define it. While it is true that in many areas of the world there is a comparatively gentle slope of the ocean bottom seaward until a depth of 100 fathoms is reached and thereafter a sharp drop-off or steep decline to great depths,<sup>5</sup> nevertheless the 100-fathom line does not afford a satisfactory limit in all cases, and accordingly the International Law Commission in its first draft has defined the words to include: "The seabed and subsoil of the submarine areas contiguous to the coast, but outside the area of territorial waters, where the depth of the subjacent waters admits of the exploitation of the natural resources of the seabed and subsoil." Other articles include special provisions for submarine cables, and for safety zones to protect navigation (chiefly against collision with oil derricks). Boundaries in the shelf between adjacent states would be settled by agreement or arbitration.<sup>6</sup>

## Territorial Waters

The International Law Commission was requested by the General Assembly in 1949 to include territorial waters in its list of topics to be given priority. At its session in 1950 the subject was assigned by the Commission to Professor J. P. A. Francois of the Netherlands, one of its members, as Special Rapporteur. At this time there was already pending in the International Court of Justice the action brought by the United Kingdom against Norway

<sup>4</sup>Appended as an annex to the Third Report of the Commission, U.N. Document A/1858.

<sup>5</sup>This phenomenon is now generally acknowledged to have resulted from erosion of the shores of the continents during periods of low ocean levels when much of the moisture of the world was congealed in the glaciers of the Ice Ages.

<sup>6</sup>The draft articles are to receive further consideration from the Commission which was in session at Geneva at the close of the period under review.

which involved important issues as to the proper method of computing the base-lines from which territorial waters are measured. Accordingly Professor Francois delayed the submission of his working paper until April 1952. This paper, entitled "Report on the Régime of the Territorial Sea",<sup>7</sup> included a draft regulation consisting of twenty-three articles with comments thereon. It was considered by the Commission at its session in the summer of 1952 and was referred back to Professor Francois for revision in the light of the discussion. The latter completed his "Second Report on the Régime of the Territorial Sea" in February, 1953,<sup>8</sup> and in May, 1953, issued an addendum thereto which included the observations of a group of five experts whom he had consulted on a number of technical questions.<sup>9</sup> At the close of the period under review the International Law Commission was in session at Geneva but had not yet again dealt with this subject.

## Diplomatic Intercourse and Immunities

This topic was one of those which had been selected in 1948 by the Commission for codification. The rules protecting diplomatic envoys are among the oldest rules of customary international law in existence, and may be said to be well-established and universally recognized. The Commission had not considered that the subject required urgent consideration, and up until the last session of the Assembly, had taken no action. However, Yugoslavia requested that there be placed on the agenda of the seventh session of the Assembly its proposal that the Commission be instructed to give priority to the codification of the law on this topic.

In the Legal Committee of the General Assembly, the Yugoslav Delegate asserted that violations of the traditional rights of diplomats by countries of the Soviet bloc, particularly by Hungary, Roumania, and Bulgaria, had assumed such proportions that there was danger "that increased violations of the rules would become the usual practice", and accordingly that there was an urgent need for a re-statement of the law. The representatives of the Soviet bloc denied the accuracy of the facts as alleged by Yugoslavia. It was suggested that the latter's real purpose had been to "air baseless charges upon the strength of the recitals" contained in its draft resolution.

There was a manifest reluctance on the part of the great majority of representatives to conduct a political debate in the Legal Committee, and most delegates confined their observations to the question as to whether priority of consideration by the Commission was in fact desirable, and to two collateral questions (a) whether the Commission should also be asked to expedite the codification of consular immunities and (b) whether the so-called "right of asylum" should be included in the project by an express direction of the Assembly.

<sup>7</sup>U.N. Document A/CN.4/53.

<sup>8</sup>U.N. Document A/CN.4/61.

<sup>9</sup>U.N. Document A/CN.4/61/Add. 1.

Several delegates maintained that consular privileges and immunities did not exist unless they were expressly conferred by convention. Others were prepared to recognize that very limited privileges of consuls were established in customary international law, but maintained that they were closely related to diplomatic privileges and immunities and might very well be referred to by the International Law Commission on its own initiative. A proposal to include an express direction to include consular immunities was defeated by a vote of 13 in favour, 24 against (including Canada), with 13 abstentions.

A cleavage of opinion arose as to what was involved in the so-called right of asylum. The majority of the Latin American states considered that the right of asylum involved the right of a diplomatic envoy to offer sanctuary to a political refugee on diplomatic premises. Many other states, including Canada, held the view that the word "asylum" had a broad meaning, and that the "right" was that of a state to offer sanctuary to an alien who had become a refugee from the country of his nationality. In an effort to resolve the conflict, Colombia proposed an amendment which would have called for the inclusion of the rules relating to "diplomatic asylum." However, the majority of delegates considered that this concept would be embraced within the principles governing the inviolability of diplomatic premises and would have to be dealt with by the Commission in any event. Accordingly, the Colombian amendment was rejected by a vote of 17 in favour, 24 against (including Canada), with 10 abstentions.

The questions of consular immunity and asylum were side issues in a debate concerned primarily with the desirability of codifying the law on diplomatic intercourse and immunities, and the Yugoslav proposal that the International Law Commission be asked to treat it as a priority topic was approved by the Legal Committee and later adopted by the General Assembly by a vote of 42 in favour (including Canada), 5 against (the Soviet bloc), with no abstentions.

### Other Questions

The Legal Committee again considered the questions of international criminal jurisdiction<sup>10</sup> and of defining aggression.<sup>11</sup> After lengthy debates, both questions were referred for further study to special committees set up for the purpose which are to report to the Assembly at its ninth session in 1954. The Legal Committee also considered a report from a special committee on the methods and procedures of the General Assembly for dealing with legal and drafting questions and adopted a resolution designed to ensure that such questions would be referred to the Legal Committee when appropriate.

<sup>10</sup>See *Canada and the United Nations, 1950*, pp. 139-143, and 1951-52, pp. 133-135.

<sup>11</sup>See *Canada and the United Nations, 1951-52*, pp. 132-3.

## International Court of Justice: (A) The Ambatielos Case

During the period under review the International Court of Justice delivered two judgments in an action in which Greece sought a declaration that the United Kingdom was obliged to submit to arbitration, pursuant to a treaty of 1886, the claim of a Greek citizen against the Government of the United Kingdom. Mr. Ambatielos had made a contract with the Ministry of Shipping of the United Kingdom by which the latter had agreed to sell to him certain ships which, at the end of the First World War, were still under construction in shipyards at Hong Kong and Shanghai. There had been delay in delivery, default in payment, a mortgage of certain vessels, and a refusal to deliver others. In the meantime, freight rates had fallen and Mr. Ambatielos claimed that he had been financially ruined. However, he was unsuccessful in the courts of the United Kingdom in litigation which had extended over many years, and it was not until 1951 that the action was started by Greece in the International Court of Justice.

In its first judgment of July 1, 1952, the Court held that it had itself no jurisdiction to arbitrate the dispute under the 1886 treaty, but that it did have jurisdiction to declare that the United Kingdom was obliged to arbitrate claims under that treaty. In the second judgment of May 19, 1953, the Court found that the Greek claim was one "based upon" the treaty, and that the United Kingdom was bound to co-operate in the setting up of the commission of arbitration referred to in the treaty.

The second judgment is the more important. The United Kingdom argued that the complaint was that there had been a denial of justice in British courts and that such a claim depended on general principles of international law and was not governed by the treaty of 1886. Greece asserted that its claim was based on this treaty and it relied *inter alia* on a "most favoured nation" clause included therein under which it invoked three other treaties made by the United Kingdom with other countries. Under these treaties collectively the United Kingdom had agreed "to cause justice and right to be speedily administered to the subjects and people of the other party"; to "cause justice and equity to be administered to the subjects and people of each other", "to give free access to the courts of justice", and had reserved "the right to exercise diplomatic intervention in any case in which there may be evidence of 'denial of justice' or 'violation of principles of international law'". The Court held that having regard to the interpretation of these provisions contended for by the Hellenic Government, it must be considered to have presented a claim "based on the provisions of the Anglo-Greek Commercial Treaty of 1886" and that the United Kingdom was under an obligation to arbitrate. The most important contention by Greece was that there was no "free access" to the courts of justice if any evidence was withheld from the court "by the executive branch" of the Government in any case where the government was itself the defendant therein. The validity of this contention remains for decision by whatever body is ultimately called upon to arbitrate the dispute.

## **International Court of Justice:** **(B) The Anglo-Iranian Oil Case**

In this action the United Kingdom claimed that the refusal of Iran to arbitrate in accordance with a provision of an agreement of 1933 between the Imperial Government of Persia and the Anglo-Persian Oil Company Limited gave the United Kingdom a cause of action under treaties of 1857 and 1903. The latter contended that by these treaties the Government of Persia had agreed to accord to British nationals a standard of justice which was denied by the refusal to arbitrate. It was common ground that Iran (Persia) had not accepted the compulsory jurisdiction of the Court for all purposes, but only in respect of claims based upon treaties. However, Iran raised a preliminary objection that the Court did not have jurisdiction, since its instrument of acceptance of the jurisdiction of the Court applied only to disputes arising out of treaties made after its date. Although the case attracted world-wide attention (which was enhanced by the personal appearance of Prime Minister Mossadegh on behalf of Iran), the judgment by which the Court denied its own jurisdiction did not deal with any of the substantive issues which had given rise to the litigation. The judgment was given by a vote of 9 to 5 and it is interesting to note that Sir Arnold McNair, United Kingdom member of the Court, was one of the judges who upheld the Iranian objection.

## **International Court of Justice:** **(C) The Moroccan Case**

This action concerned the rights of United States nationals in French Morocco. During the nineteenth century a number of treaties with foreign states had established special privileges for foreigners in Morocco. Collectively they gave rise to what was known as the Régime of Capitulations. In 1906 a multilateral treaty known as the Act of Algeciras was signed by a number of powers including the United States for the purpose of regulating for the future the conditions under which the privileges of foreign nationals would be exercised. In 1912, by the Treaty of Fez, France established its Protectorate over Morocco and still later, all other powers (with the exception of the United States) surrendered certain of their treaty privileges with a view to abolishing the Régime of Capitulations. The dispute between France and the United States which gave rise to the action in the International Court was concerned principally with two matters—the right of France to enforce local decrees granting preferential treatment to France in connection with customs dues on importations into Morocco; and the right of United States nationals to submit only to the jurisdiction of United States consular courts.

The Court in its judgment held that it was a principle of the Act of Algeciras that there should be "economic liberty without any inequality" and that, notwithstanding its Protectorate, France had acquired no privileged position in Morocco in economic matters.

Accordingly it was not possible to discriminate against United States importations in favour of those of French origin. On the question of consular jurisdiction the Court, while recognizing rights of United States consuls of a limited character specified in the Act of Algeciras itself, denied the claim of the United States to exercise consular jurisdiction in a broad way.

The judgment was of importance in that it clarified a rule of law applicable to "most favoured nation" clauses in treaties. The United States, in support of its claim to general consular jurisdiction, relied on an old treaty which preceded the Act of Algeciras containing such a clause, but the provisions in treaties with other countries invoked by the United States under the clause, had in the meantime ceased to be operative by termination of these treaties. The Court held (in effect) that the clause secured equality of treatment but conferred no vested right. Accordingly the more beneficial provision of another treaty with a third state claimed under the most favoured nation clause, may be lost by the acts of all other states in surrendering the more beneficial provision.

## VI ADMINISTRATIVE QUESTIONS

### Appointment of a New Secretary-General

On November 10, 1952, the first Secretary-General of the United Nations, Mr. Trygve Lie, announced his resignation, to be effective as soon as a successor could be found. It was not until five months later, on April 10, 1953, that Mr. Dag Hammarskjöld of Sweden was sworn in as the new Secretary-General.

To understand the reasons which prompted Mr. Lie to resign before the expiration of his term and the difficulties of replacing him it is important to know something of the powers and functions of the Secretary-General. The Secretary-General is more than the administrative head of an international secretariat; alone among the members of the Secretariat he holds a position to which a degree of political influence can be, and has been, attributed. Article 99 of the Charter empowers him to bring to the attention of the Security Council any matter which in his opinion may threaten the maintenance of international peace and security. Under the Rules of Procedure of the Assembly, he may place on the provisional agenda all items which he deems necessary to put before the General Assembly. The role of the Secretary-General as an international statesman, resulting from the powers granted to him, contrasts sharply with that played by the Secretaries-General of the League of Nations, who functioned purely as administrative officers and whose political interventions were confined to important but informal efforts to mediate between governments outside the framework of the organization.



The experience gained at the League of Nations led the founding fathers at San Francisco to make provisions for the Secretary-General to participate to some extent in political discussions as the representative of the ideals of international co-operation embodied in the Charter. Mr. Lie himself, in his final statement before the Assembly on March 10, 1953, drew attention to the Secretary-General's responsibilities in this regard and mentioned as practical examples his action in the Iranian case, his Ten-Point Peace Programme, and Korea. It is obvious that the division of the world into two camps was bound to create exceptional difficulties for the Secretary-General in the exercise of his international responsibilities. Both as a mediator, and as a proponent of a kind of international behaviour theoretically expected of all members of the United Nations, he was confronted by a gulf which at times must have seemed impossible to bridge.

The Korean crisis brought the difficulties inherent in the Secretary-General's position to a head. Using for the first time the powers granted to him under Article 99 of the Charter, the Secretary-General brought the fact of North Korea aggression before the Security Council, which, then unhampered by the Soviet veto because of the boycott of the Council by the U.S.S.R., quickly took action to resist the aggression. Thereafter the five communist member states were highly critical of Mr. Lie, and claimed that the entire Korean action which he supported was illegal. When his term was later extended by the General Assembly they refused to recognize him as Secretary-General. Politically, the situation was very difficult and Mr. Lie appears to have become increasingly convinced that his incumbency of the post of Secretary-General militated against its full effectiveness since he himself could no longer help to establish liaison between the communist states and the western world.

The Charter states that the Secretary-General shall be appointed by the General Assembly upon the recommendation of the Security Council, which, in the absence of any provision to the contrary, requires the concurring votes of the five permanent members. This requirement had already prevented the naming of a new Secretary-General in 1950. Thus when Mr. Lie announced his resignation in the hope that "... a new Secretary-General, who is the unanimous choice of the Five Great Powers, the Security Council and the General Assembly, may be more helpful than I can be", it was difficult to see how such a candidate could be found.

When the Security Council held the first of a series of meetings on this subject on March 13, 1953, there was as yet no real indication whether any of the candidates informally suggested would be able to secure the support of all five permanent members. It had become clear that the Soviet Union would not accept Mr. L. B. Pearson of Canada, who at this first meeting received nine affirmative votes, the negative vote of one permanent member and one abstention. Though the meeting was a closed one, statements to the press indicate that it was the Soviet Union which exercised its veto. The two other candidates nominated at the same time, Brigadier-General Carlos P. Romulo of the Philippines and Mr. Stanislas Skrzesezewski of Poland, failed to secure a majority, the latter receiving only one

vote. Consultation among the five permanent members produced a list of nine possible candidates. One of these, Mrs. Vijaya Lakshmi Pandit of India, was voted on at the suggestion of the U.S.S.R. but was rejected by a vote of two in favour, one against and eight abstentions. On March 31, it became known that France was putting forward Mr. Hammarskjöld's name and that the Soviet Representative had indicated his intention not to oppose his nomination. Meeting the same day, the Security Council recommended Mr. Hammarskjöld by a vote of ten in favour and one abstention. On April 7, the General Assembly, by secret ballot of 57 in favour, one against and one abstention, accepted the Security Council's recommendation.

Mr. Hammarskjöld has been widely known in Europe as an economist and financier. He is the son of a former Swedish Prime Minister, and has been a member of the Swedish cabinet, recently as Minister of State without portfolio. He has been a member of more than one Swedish delegation to the General Assembly. In a brief ceremony of installation on April 10, Mr. Hammarskjöld dedicated himself to a task of incalculable importance which, it is hoped, will be performed under conditions less difficult than those existing during his predecessor's term.

## **Personnel Policy in the United Nations and Specialized Agencies**

One of the most difficult and complex problems with which the Assembly had to deal when the seventh session resumed its meetings in March 1953, was that of personnel policy in the United Nations. This subject had been placed on the agenda at the request of the Secretary-General, Mr. Trygve Lie, in order that he might inform the Assembly and at the same time obtain its views concerning the action which he had taken or proposed to take regarding United States citizens on the Secretariat who were suspected of subversive activities against the United States.

The events which led to Assembly discussions began during the summer of 1952 when a number of United States citizens employed on the Secretariat were called to testify before the Subcommittee on Internal Security of the United States Senate. Certain of these employees refused to answer questions regarding subversive activities or membership in the Communist party, pleading their privilege under the fifth amendment to the United States constitution to refuse to answer questions which might tend to incriminate them. The Secretary-General, disturbed by these refusals, appointed a three-man Commission of Jurists to advise him on the action he should take in regard to these employees and other United States citizens on whom he had received adverse reports from the United States authorities. The Commission recommended that the Secretary-General should dismiss all employees who had been found guilty of subversive activities against the host country, all employees who pleaded the constitutional privilege mentioned above and all employees whom he had reasonable ground to believe had been, were

or were likely to be engaged in subversive activities against the host country. It also recommended the establishment of an Advisory Panel to help decide cases in the last category. Mr. Lie later set up this Panel under the chairmanship of a Canadian, Mr. Leonard W. Brockington, Q.C., but it has not been active and its future is uncertain.

The Jurists' opinion was issued during an unsettled period, just after the United States elections but before the Republican Administration took over and just before Mr. Lie tendered his resignation as Secretary-General. Delegates in the Administrative Committee of the seventh session of the Assembly enquired whether there would be opportunity to discuss the Jurists' report. Some delegations were not convinced that the recommendations it contained wholly agreed with the provisions of the Charter regarding the Secretariat. Although it was recognized that the United States had a right to protect its interests, there was general agreement that member states should have an opportunity to express their views before the Secretary-General, who had already expressed general agreement with the Jurists' report, took definitive action. The Canadian Delegation supported this stand. Accordingly, Mr. Lie undertook to prepare a full report on his personnel policy, and an item entitled "Personnel Policy of the Secretary-General" was placed on the agenda for the resumed part of the seventh session.

The existence of 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 — creates a fundamental problem. The Charter emphasizes certain principles governing the recruitment, obligations and functions of the Secretariat staff. First, the Secretariat must be free, independent and of truly international character. Secondly, in order to assure this independence, appointment of staff must be the sole responsibility of the Secretary-General. Thirdly, members of the Secretariat must conduct themselves in a manner befitting the status of an international civil servant. While they are not expected to give up national sentiments or political beliefs, the expression of these must always be governed by the reserve and tact necessitated by their international status and the impartiality which their work requires.

Had the period of comparatively amicable world relations which existed immediately after the Second World War continued, it is probable that the international secretariat could have flourished without the problems with which it is now faced. But the cold war has brought an increased awareness among member states of the need for safeguarding their national security interests. The United States, from its position in world affairs, has been particularly exposed to the problems engendered by the presence of subversive elements. Quite naturally, therefore, the attention of United States bodies investigating these elements was drawn to the large group of international civil servants resident in the largest United States centre of population and enjoying certain privileges and immunities. The official activities of United Nations employees are public knowledge and the information with which they deal is

available to all member states. Thus, in the performance of their official duties, members of the Secretariat do not appear to present a security risk. It is the United States view, however, that the employment by the United Nations of United States citizens who are, or are likely to be, engaging in subversive activities is not in the national interests of the United States.

Opening the debate on personnel policy, the Secretary-General made a long statement introductory to his report. The report dealt with the principles governing United Nations personnel policy and the administrative application of that policy; the problem of alleged subversive activities against member states; and the relevant privileges and immunities of the United Nations. Mr. Lie also outlined recent developments concerning United States nationals employed in the Secretariat, particularly with regard to the investigations by the United States authorities which had resulted from a United States Presidential Order issued in January 1953 calling for inquiry into the loyalty of all United States citizens employed or seeking employment in international organizations. Under the terms of this order, which has since been changed in form rather than in substance by the Republican Administration, the results of these investigations are to be transmitted to the executive head of the organization concerned, who will then make a decision concerning the suitability of the individual for employment.

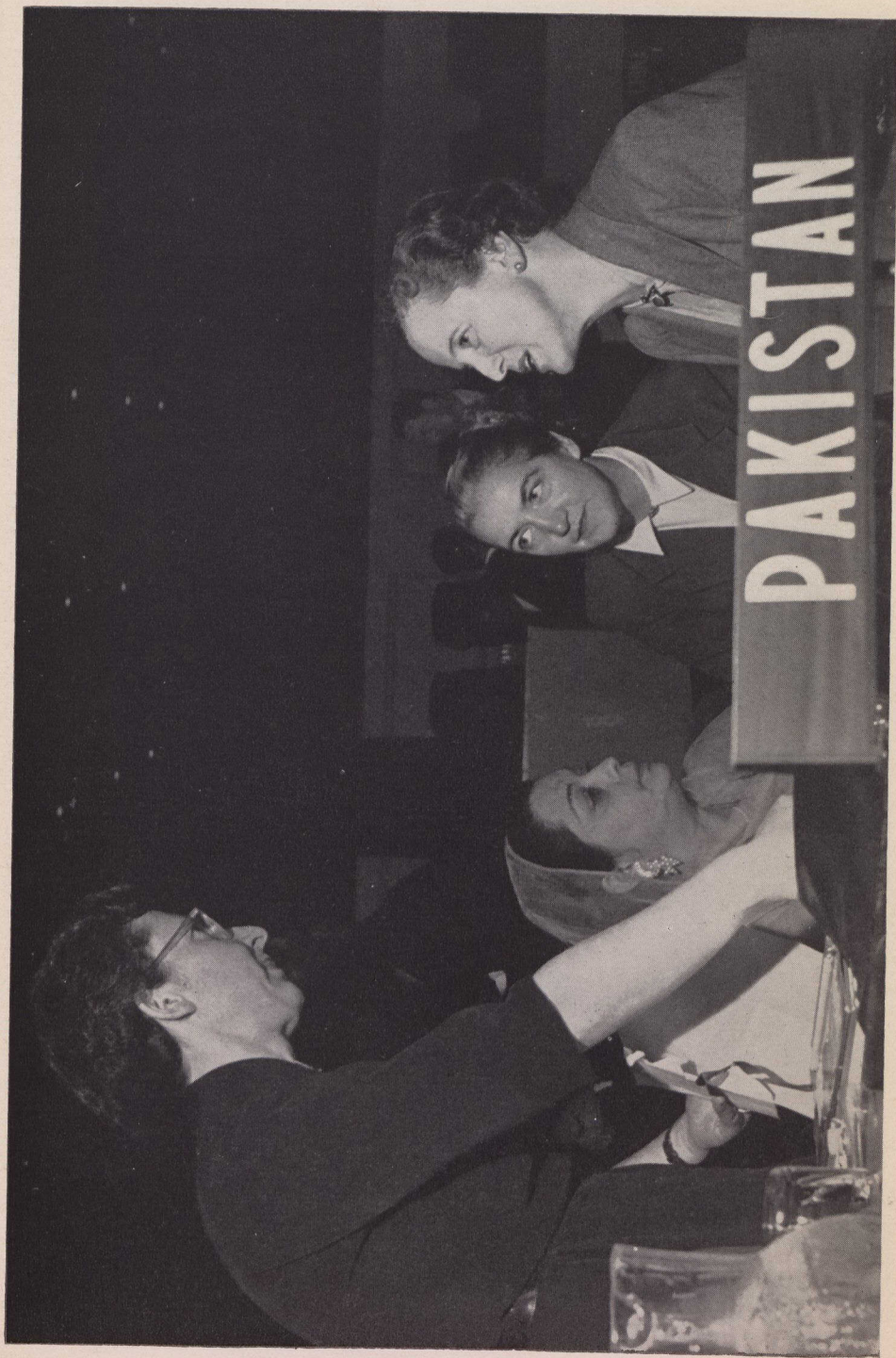
The United States representative stressed that, if the United Nations was to be an effective force, it must have the full support of world public opinion. Public opinion in the United States was concerned lest a serious personnel problem might impair the effectiveness of the United Nations. The following debate showed that nearly all delegations earnestly wished to find a solution which would not only meet the legitimate security requirements of member states but would also serve to strengthen the morale of the Secretariat, which had suffered considerably from the allegations made against it by some of the more vehement sections of United States press and public opinion. The Secretary-General in his report had re-affirmed the international character of the Secretariat and his own sole responsibility for recruitment and dismissal. Canada and a great majority of members, including the United States, supported these basic tenets of the Charter. It was stressed that if the Secretary-General succumbed to national influence the Secretariat would become multi-national rather than international. The obligation of states to refrain from interfering with the Secretary-General's conduct of his personnel policies and, equally important, the obligation of staff members to refrain from political or subversive activity, were both recognized.

There was more divergence of view about the Secretary-General's specific proposals regarding dismissal of Secretariat staff. Though the proposition that a staff member should be dismissed if reasonable ground existed for believing him engaged in subversive activities was generally accepted as being in accord with the Charter, a difference of opinion occurred on the standards to be applied by the Secretary-General in such cases. A number of countries, including the Scandinavian countries and those of the Commonwealth

(except the United Kingdom), were disturbed by the Secretary-General's decision to consider resort to the constitutional privilege against self-incrimination as grounds for automatic dismissal. In the words of the Honourable Paul Martin, Acting Chairman of the Canadian Delegation, "... it is not just or reasonable that an employee should be dismissed on the sole ground of having refused to answer questions, the answers to which might serve to incriminate him... Such refusal should cause the Secretary-General to view the employee with suspicion and should lead the Secretary-General to institute inquiries...". The United Kingdom, Greece and several Latin American countries supported the United States' contention that pleading privilege was not consistent with the obligations of United Nations staff members. A similar difference of opinion appeared when the United States investigations then taking place were discussed. Most delegations recognized that the United States had the right to investigate its own citizens but considered that the final decision must lie with the Secretary-General. Some delegations, including the Canadian, welcomed the Secretary-General's assurance that he would require reasonable grounds before taking action and others pointed out that the standards to be used by the Secretary-General should be divorced from national standards set up for a different and domestic purpose.

Apart from the differences already mentioned, the main cleavage which developed in the Assembly concerned the proper method of tackling the personnel question. The African and Asian states considered the problem too serious to be settled by an Assembly debate and wanted a more detailed study by experts. They therefore introduced a resolution calling for the establishment of a fifteen-member committee to study the report of the Secretary-General and to submit its findings to the eighth session of the Assembly. But certain of the Western delegations, including the Canadian, considered that the interests of the United Nations and of the Secretariat would be better served by giving immediate guidance to the Secretary-General. The United States, the United Kingdom and France introduced a resolution noting the Secretary-General's report, reaffirming the relevant principles of the Charter, and requesting the Secretary-General to base his future actions on these principles. This three-power resolution was subsequently amended by the Netherlands, Belgium and Luxembourg to incorporate several paragraphs marking a compromise between the position of the African and Asian states and that taken by the three powers. This amendment asked the Secretary-General to consult with the Advisory Committee on Administrative and Budgetary Matters and with the heads of the Specialized Agencies regarding any future action which might be necessary, and to report to the eighth session of the Assembly.

The African-Asian proposal was defeated by a vote of 21 in favour, 29 against (including Canada) and 8 abstentions. The amended three-power resolution, which now had thirteen co-sponsors, was adopted by a vote of 41 in favour (including Canada), 13 against and 4 abstentions.



Women delegates at the seventh session of the General Assembly. Mme. Louis Berger of Canada (at right) shown with Mrs. Zena Harman of Israel, Begum Ra ana Liaquat Ali Khan of Pakistan and Mrs. Egda Rössel of Sweden (reading from left to right).

UNITED NATIONS PHOTO



As already mentioned, the Canadian Delegation took exception to some of the specific proposals made by the Secretary-General in his report. On the whole, however, it was the Canadian view that this report represented an advance upon and indeed superseded the opinion of the Commission of Jurists. The Canadian Delegation supported the thirteen-power resolution because it provided direction for the Secretary-General in meeting the immediate situation and also allowed for a further discussion if necessary at the eighth session.

The Assembly will then have the benefit of any technical comments or recommendations resulting from the consultations between the Secretary-General and the Advisory Committee on Administrative and Budgetary Matters. In addition, the heads of the Specialized Agencies will have had an opportunity to make their views known. Public discussion has until now centred on the problems arising in the Secretariat of the United Nations. But since the United States Presidential Executive Orders referred to United States citizens in all international organizations of which the United States is a member, the Specialized Agencies are faced with similar personnel problems although these have not as yet been discussed at any major conferences. It will be useful for the Specialized Agencies and the Secretariat to exchange views on their common problems and on the procedures which may be satisfactory to the various member states and still maintain the independence of all international organizations. The outcome of these discussions may well influence the course of Assembly action at the eighth session. In the meantime, the new Secretary-General, Mr. Dag Hammarskjöld, whose appointment was announced during the debate on the personnel item, will have before him for guidance the various views expressed by member states at the seventh session.

## VII FINANCIAL QUESTIONS

### Introduction

Although the United Nations and most of the Specialized Agencies plan their financial activities on a calendar year basis, the formal arrangements for consideration of financial and budgetary questions vary from agency to agency, depending on the intervals between meetings of their general conferences, and their other constitutional requirements. For example, during the year covered by this volume the United Nations General Assembly, meeting October to December 1952, discussed and approved the financial basis for United Nations operations during the calendar year 1953. Similarly, WHO, ILO, ICAO and most of the other Agencies approved their 1953 programmes and budgets. By contrast, UNESCO, which meets in full conference biennially, approved budgets for 1953 and 1954, while the International Telecommunication Union, which meets only quinquennially, approved a financial programme for the five-year period ending in 1958.



## Cost of the United Nations

### Administrative Costs<sup>1</sup>

Even though the United Nations and the Agencies have not been uniformly successful in arresting the upward trend in expenditures which has persisted since their establishment, there is evidence that the pattern of annual increases is tapering off. As indicated in Appendix V, the combined administrative expenditures of the United Nations and the Agencies rose steadily from \$43.4 million<sup>2</sup> in 1947 to \$82.5 million in 1952. For 1953 it is estimated that appropriations will total \$84 million.

Canada's contribution to the administrative budgets of the United Nations and the Specialized Agencies will amount to \$2.73 million for 1953 as compared with \$2.67 million for 1952 and \$2.64 million for 1951.

This progress toward stability in the level of administrative expenditures has done much to lessen the financial pressure on those members who have expressed concern about the rising costs of international activity. At the same time, many members, like Canada, have continued to stress the need for the greatest care in the choice of programmes, and for better co-ordination and other organizational and administrative reforms. In the Canadian view, maintenance of these efforts to raise administrative efficiency and reduce costs is necessary to ensure the most effective use of available funds and staff.

### Cost of Operational Programmes

In addition to the administrative budgets of the United Nations and Specialized Agencies, to which each member state contributes its assessed share, the United Nations has established the following special ("operational") programmes:

- (a) the United Nations Expanded Programme of Technical Assistance;
- (b) the United Nations Relief and Works Agency for Palestine Refugees (UNRWA);
- (c) the United Nations Korean Reconstruction Agency (UNKRA); and
- (d) the United Nations International Children's Emergency Fund (UNICEF).

Contributions to these programmes are voluntary and it has become accepted United Nations practice to establish a Negotiating Committee<sup>3</sup> on Extra Budgetary Funds, which consults with member and non-member governments on the amounts they are willing to contribute to each programme. In this way, wider financial support is encouraged and planning is facilitated through the advance indication of funds likely to be available under each programme for the

<sup>1</sup>For 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.

<sup>2</sup>All figures in this chapter and related appendices are given in United States dollars unless otherwise indicated. The final Canadian dollar amount of payments still to be made may vary slightly from the United States equivalent shown in the tables, depending on the exchange rate prevailing at time of payment.

<sup>3</sup>For 1953 the Negotiating Committee comprised representatives of the United States, United Kingdom, France, Australia, Canada, Colombia, Haiti, Lebanon and Pakistan.

ensuing years. In the Negotiating Committee, the Canadian Representative emphasized Canada's belief that the operational programmes merit widespread and equitable support from all governments.

The Negotiating Committee approached all member and non-member governments to seek further pledges for the \$250 million programme of the Korean Reconstruction Agency, to which Canada had pledged and paid \$7.25 million (Canadian) early in 1951. It also urged increased support for the activities of the Palestine Refugee Agency. Payment of a Canadian pledge of \$600,000 (Canadian) toward the activities of this Agency for the period to June 30, 1953, brings Canada's total contribution for assistance to Palestine refugees to slightly more than \$3 million.

In June, 1952, the Economic and Social Council had established a \$25 million goal for the 1953 Expanded Programme of Technical Assistance. After informal consultations by the Negotiating Committee, a Technical Assistance Conference was convened in March, 1953, to secure official pledges of financial support to this programme. Although the Conference was not successful in reaching the target of \$25 million, nearly \$21 million was subscribed, including a Canadian pledge of \$800,000.

Canada also made a further contribution of \$500,000 (Canadian) to the 1953 programme of UNICEF, bringing to \$8.4 million (Canadian) the Canadian Government's support for this Agency. Voluntary private contributions from Canada have totalled a further \$1,500,000.

In addition to these contributions to United Nations operational programmes, Canada responded to a special appeal of the United Nations High Commissioner for Refugees with a donation of \$100,000 (Canadian). These funds will be used to provide emergency assistance for refugees while seeking opportunities for more permanent solutions to their problems.

### **The Total Cost to Canada**

What does the United Nations cost Canada? There is no simple answer to this question just as there is none to the question "How much does international co-operation cost Canada?" For if the United Nations went out of existence, we should undoubtedly have to continue to bear many of the costs — of the operational programmes, for instance — that are described below.

All told, the cost to Canada in the Canadian fiscal year 1952-53 of maintaining the United Nations and carrying out its programmes amounts to about \$5.25 million.<sup>1</sup> Of this, \$2,727,000 was Canada's share of the administrative budgets of the United Nations and the Specialized Agencies; \$2,000,000 represents the monies spent on the operational programmes of the United Nations during our fiscal year 1952-53; and the figure \$533,000 is a rough estimate of the cost to Canada in the fiscal year 1952-53 of maintaining permanent delegations to the United Nations in New York and Geneva, of sending representatives to attend all the international conferences of the United Nations, plus some miscellaneous expenditures.

<sup>1</sup>Figures in this section are given in Canadian dollars.

## Examination of 1953 Budgets of the United Nations and Specialized Agencies

### United Nations

The original estimates submitted to the seventh session of the Assembly by the Secretary-General called for expenditures during 1953 of \$47,765,200 as compared with the approved 1952 budget of \$48,096,780. Although the total of the proposed 1953 budget was below that for 1952, a detailed comparison of appropriations for the two years indicated an apparent increase of \$945,000 (after making allowance for exceptional items appearing in 1952 which will not recur in 1953).

In presenting the estimates the Secretary-General stated that the 1953 Secretariat would be reduced by 19 staff members and indicated further that "member governments can reasonably consider that, both in size and composition, stability in the regular international Secretariat has been largely achieved." At the same time, he indicated that higher appropriations would be required in certain cases "to carry out the planned programme of the organization during a difficult but eventful period of its being." During the session the Secretary-General's original estimates were further increased by an amount of \$350,000 to implement an Assembly decision to add Spanish to the working languages of the Economic and Social Council.

In its pre-Assembly review of the estimates the expert Advisory Committee on Administrative and Budgetary Questions<sup>1</sup> had drawn attention to the continuing upward trend in expenditures and had recommended economies totalling \$990,900. While recognizing that there had been progress in the organization and efficiency of the Secretariat, the Advisory Committee urged the Secretary-General to intensify his efforts "to reduce the financial burden on member states."

Although the Secretary-General stated that he would not contest three-fifths of the cuts recommended by the Advisory Committee (totalling \$593,700) he requested maintenance of the other appropriations. In particular, he indicated "rather deep disagreement" with a proposed reduction in the estimates of the Department of Public Information. "Without a public information programme", Mr. Lie stated, "the United Nations would play a far lesser role in international affairs than it does today".

After careful consideration of the views of the Secretary-General and the Advisory Committee, the Fifth (Administrative and Budgetary) Committee decided to base its budgetary recommendations on a United Kingdom proposal for "stabilization" of the budget. Under this proposal, which received a wide measure of support, the Secretary-General was requested to make recommendations to the Committee for savings of \$735,000 which would limit total appropriations for 1953 to a maximum of \$48,700,000. To attain this objective, he was invited to suggest the most suitable

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

method for attaining economies "without impairing any of the essential programmes or services of the United Nations". Since the Fifth Committee had already eliminated items totalling \$303,150 from the original estimates, it was necessary for the Secretary-General to propose further economies totalling \$431,850 to reach the target.

Speaking in favour of the United Kingdom proposal, the Canadian Representative expressed confidence that "all our interests will be advanced if we exercise sound judgment, moderation and restraint and devise an effective method for limiting expenditures to a figure no higher than member states can readily bear."

In his report to the Fifth Committee, the Secretary-General made specific recommendations for achieving the necessary savings, but requested flexibility in effecting these reductions. Therefore, he proposed that (instead of detailed cuts in individual appropriations) the total sum should be deducted from the budget under a new section, "Global reductions to be achieved in various sections of the budget." The Secretary-General's recommendations were accepted with minor modifications. As a result the Fifth Committee and (later) the Assembly approved revised estimates of \$48,327,700<sup>1</sup> as the basis for 1953 United Nations expenditures. As an offset against this amount, estimated miscellaneous income of \$6,238,200 is deducted, leaving estimated net expenditures for 1953 of \$42,089,500.

Before the full amount to be contributed by member states can be determined, supplementary appropriations for 1952 totalling \$2,450,880 must be added and a deduction of \$340,380 must be made, representing accounting adjustments in previous years' appropriations and income. Total assessments, therefore, amount to \$44,200,000. Canada's share of this amount is \$1,458,600 (3.30 per cent).<sup>2</sup>

### Specialized Agencies

In the Specialized Agencies, as in the United Nations, Canada gave strong support to efforts to halt rising expenditures without impairing the ability of the Agencies to discharge their growing responsibilities. Canadian Delegations co-operated in an examination of programmes to ensure that resources are concentrated on the most urgent and useful projects. They also assisted in the careful investigation of proposals for better co-ordination and development of more economical and efficient administrative methods. Considerable success has been attained in this direction, the ICAO Assembly having approved a 1953 budget smaller than that for 1952 and the General Conferences of ILO and FAO having stabilized their current budgets at the 1952 level. For the other Agencies, the increase was limited to 6.5 per cent of the previous year's appropriation. At the General Assembly, the Canadian Representative commented favourably on recommendations for improved co-ordination made by the Advisory Committee on Admin-

<sup>1</sup>For details of the budget finally approved by the General Assembly, see Appendix VI.

<sup>2</sup>These are interim figures subject to minor adjustments to allow for final accounting entries before the end of the financial year.

istrative and Budgetary Questions. Canada and Denmark also drew attention to the desirability of ensuring that the present audit system of the United Nations and Specialized Agencies is the most suitable and efficient to meet present requirements and co-sponsored a resolution, which was adopted, calling for a review of these arrangements and discussion of the matter at the eighth session.

## Apportionment of Expenses

During 1952 the United Nations and the Specialized Agencies made further progress towards the development of more equitable scales<sup>1</sup> for sharing the financial costs of membership.

### United Nations

In its report to the sixth session of the General Assembly, the Contributions Committee had embarked upon "a systematic revision of assessments designed to remove existing maladjustments and to make possible a more permanent scale within a few years."<sup>2</sup> As a first step towards this objective the Committee had recommended changes in the 1952 contributions of 33 member states. An increase (from 6.98 per cent to 9.85 per cent) was proposed for the Soviet Union to reflect the improvement in its economic position. A decrease (from 38.92 per cent to 36.9 per cent) was proposed for the United States to partially implement the principle, enunciated in a 1948 resolution, that in normal times the assessment of the largest contributor should not exceed 33 1/3 per cent. Although the Soviet Representative had opposed the increase strongly and the United States Delegate had pressed for an immediate decrease in the United States share to 33 1/3 per cent, the Assembly finally approved the scale recommended by the Contributions Committee. Canada's contribution for 1952 was set at 3.35 per cent.

In its report to the seventh session, the Contributions Committee announced a further improvement in statistical information, and decided that "it should recommend another major step in the removal of maladjustments, of approximately the same size, in the 1953 scale." An increase in the Soviet assessment from 9.85 per cent to 12.28 per cent and a reduction of the United States contribution from 36.9 to 35.12 per cent were accordingly recommended. A token reduction from 3.35 to 3.50 per cent in the Canadian assessment was recommended "in order not to raise the per capita contribution of Canada above the per capita rate for the United States." The Committee indicated that if no new and disturbing factors appeared it should be possible to propose the establishment of a more permanent scale for 1954. During discussion at the seventh session, representatives of the Soviet Union and other Eastern

<sup>1</sup>A table showing the percentage scales of contributions from the 14 main contributors to the United Nations and to 6 of the principal Specialized Agencies appears as Appendix .

<sup>2</sup>See *Canada and the United Nations 1951-52*, pages 143-144 for details of the previous history of this question. The Contributions Committee is a group of ten experts appointed by the Assembly from member states.

European countries objected to the suggested increase and proposed a return to the 1950 rates of assessment. The United States Delegate asked that the 33 1/3 per cent ceiling on the United States contribution be introduced at once in view of a resolution adopted by the United States Congress to this effect in July 1952. Neither of these positions received much support. The Canadian Delegation and many others drew attention to the inconsistency of the stand of the Soviet representatives who objected to an increased assessment while claiming a vast improvement in the economic position of the U.S.S.R. Though most members indicated an understanding of the United States position, they joined the Canadian Representative in urging that the United States accept the scale recommended by the Committee for one more year, on the understanding that the 33 1/3 per cent ceiling would be applied in 1954.

There was also a full examination of the per capita principle. The Contributions Committee had pointed out the possibility that the immediate application of both the United States ceiling and the per capita principle might result in the shifting of financial burdens to countries less able to pay. The Canadian Representative stated that, although Canada attached importance to the per capita principle, it had no wish to press for its implementation if this should be inequitable. The final resolution adopted was in line with the views expressed by the Canadian Representative. It accepted the recommendations of the Contributions Committee, stated that the 33 1/3 per cent ceiling should be applied to the United States assessment in 1954 and instructed the Contributions Committee "to defer further action on the per capita principle until new members are admitted or the economic position of member states improves."

### Specialized Agencies

Important changes were also made in the scales of assessment of the Specialized Agencies. These changes were facilitated greatly by improved statistical information, permitting more precise measurement and comparison of national incomes and other data on which the scales are largely based. At the same time, considerable attention was directed to an appropriate level of assessments for the largest contributor (the United States).

In the Specialized Agencies, as in the United Nations, United States Representatives had pressed successfully for reductions in United States assessments to 33 1/3 per cent — the ceiling set by Congress for contributions to these Agencies. With the attainment of this ceiling in UNESCO and WHO, and the Assembly decision to introduce it during 1954 in the United Nations, a number of member states, including Canada, have drawn attention to the unsatisfactory situation in other Agencies where, for a variety of reasons, United States assessments have been below its "relative capacity to pay."

In discussion of the 1954 scale at the ILO, United States spokesmen registered strong objections to any increase in the United States assessment on the general grounds of Congressional pressure

for budgetary economy. As a result, the General Conference of ILO decided against any change in the United States contribution and voted to continue the 1953 scale during 1954. By contrast, the Sixth Assembly of ICAO overrode United States objections and decided that the United States contribution should be increased during 1954 from 27 per cent to 29.7 per cent as a further move toward an ultimate ceiling of 33 1/3 per cent.

In the revised scales, Canada's assessment to ILO for 1954 will remain at 3.98 per cent, while Canada's assessment to ICAO will increase from 4.76 per cent to 5.4 per cent, reflecting Canada's improved economic position and increased interest in civil aviation matters.

In these discussions Canadian representatives have stressed the need for a fair distribution of the financial load. While accepting reductions in United States assessments in Agencies where the 33 1/3 per cent ceiling was exceeded, they have pressed for appropriate increases in United States contributions to other Agencies, where the unduly low United States contribution results in inequitable assessments for other members. Canadian representatives have urged, as an objective to be attained and when circumstances permit, that no member should pay a higher per capita contribution than the United States. The per capita principle is now in effect in WHO, has been adopted as an objective by UNESCO and is under study in the other Agencies.

## Appendix I

### Membership of the United Nations and Important United Nations Bodies at June 30, 1953.

#### United Nations

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

#### Security Council

<i>Permanent</i>	<i>Non-Permanent</i>
<i>Members</i>	<i>Members</i>
China	To serve until
France	December 31, 1953:
United Kingdom	Chile
United States	Greece
U.S.S.R.	Pakistan
	To serve until
	December 31, 1954:
	Colombia
	Denmark
	Lebanon

#### Economic and Social Council

To serve until December 31, 1953:	
Philippines	U.S.S.R.
Poland	United Kingdom
Sweden	Uruguay

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

#### 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, 1953:

Dominican	Thailand
Republic	

To serve until December 31, 1955:

El Salvador	Syria
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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
Sir Benegal N. Rau, of India.	1961
E. C. Armand-Ugón, of Uruguay .....	1961
Sergei A. Golunsky, of the U.S.S.R. ....	1961

#### Disarmament Commission

<i>Permanent Members</i>	<i>Non-Permanent Members</i>
Canada	To serve until
China	December 31, 1953:
France	Chile
United Kingdom	Greece
United States	Pakistan
U.S.S.R.	To serve until
	December 31, 1954:
	Colombia
	Denmark
	Lebanon

## Appendix II

Principal Meetings of the United Nations and Specialized Agencies, July 1952 to June 1953 and Canadian representation at the sessions of the General Assembly and Economic and Social Council.

#### General Assembly

*Seventh regular session*, New York, October 14, 1952—Representatives: Chairman: the Hon. L. B. Pearson, Secretary of State for External Affairs; Vice Chairman and Acting Chairman, the Hon. Paul Martin, Minister of National Health and Welfare; Senator G. B. Isnor; A. Y. McLean, M.P.; D. M. Johnson, Permanent Representative of Canada to the United Nations.

#### Economic and Social Council

*Fourteenth session*, New York, May 20 — August 11, 1952. Representative: J. Lesage, M. P., Parliamentary Assistant to the Secretary of State for External Affairs.

*Fifteenth session*, New York, March 31 — April 28, 1953. Canada's term of membership on the Council had ended December 31, 1952.

*Sixteenth session*, Geneva, June 30—August 5, 1953.

#### Trusteeship Council

*Twelfth session*, New York, June 16—July 21, 1953.

#### Food and Agriculture Organization

*Fifteenth session of the Council*, Rome, June 9 — 14, 1952.

*Sixteenth session of the Council*, Rome, November 17 — 28, 1952.

*Seventeenth session of the Council*, Rome June 15 — 24, 1953.

#### International Civil Aviation Organization

*Seventh session of the Assembly*, Brighton, England, June 16 — July 6, 1953.

#### International Labour Organization

*Thirty-sixth session of the Conference*, Geneva, June 4 — 25, 1953.

#### International Telecommunication Union

*Plenipotentiary Conference*, Buenos Aires, October 3 — December 22, 1952.

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

*Seventh session of the General Conference*, Paris, November 12 — December 11, 1952.

#### Universal Postal Union

*Thirteenth Universal Postal Congress*, Brussels, May 14 — July 12, 1952.

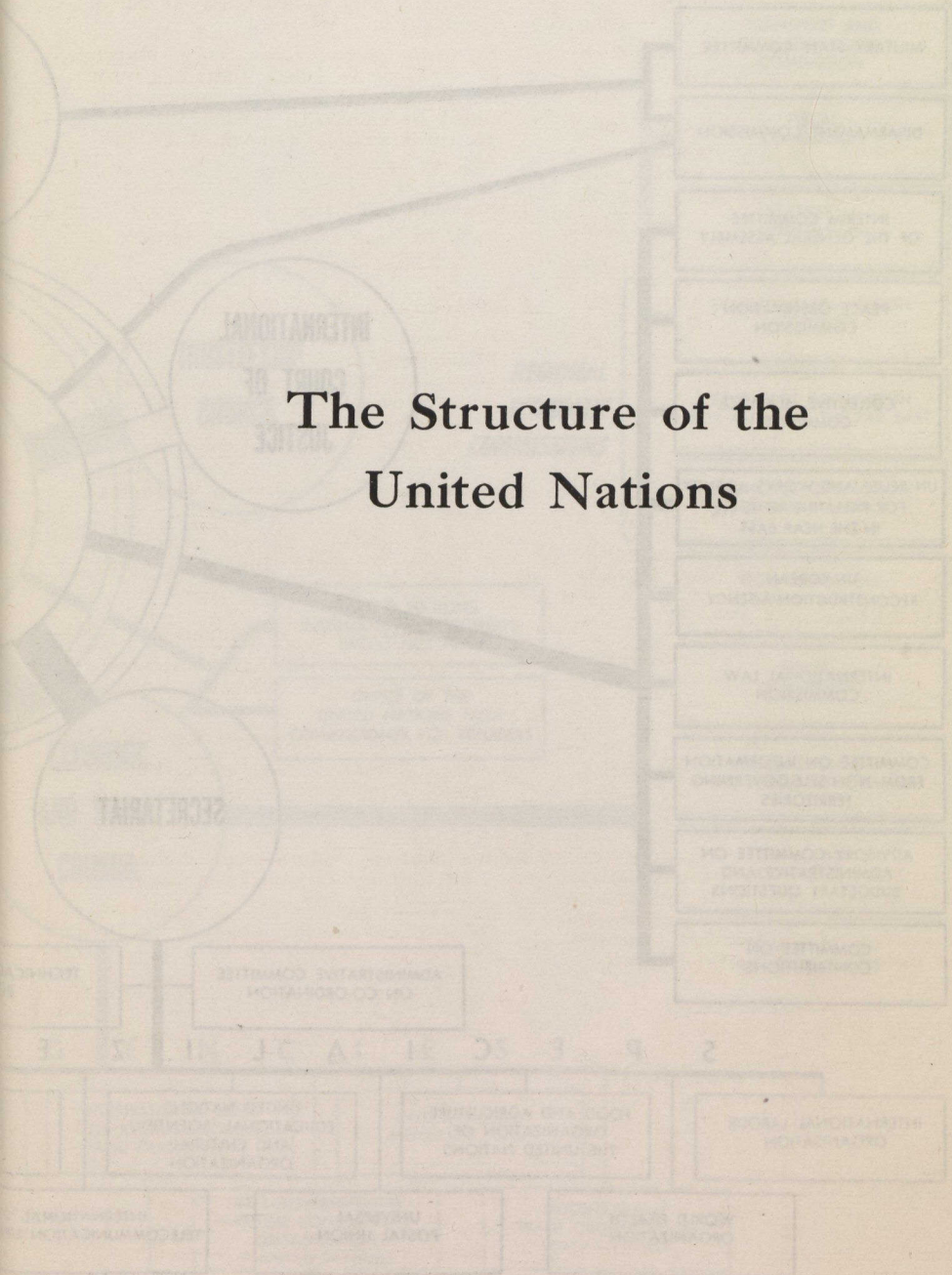
#### World Health Organization

*Sixth World Health Assembly*, Geneva, May 5 — 22, 1953.

#### World Meteorological Organization

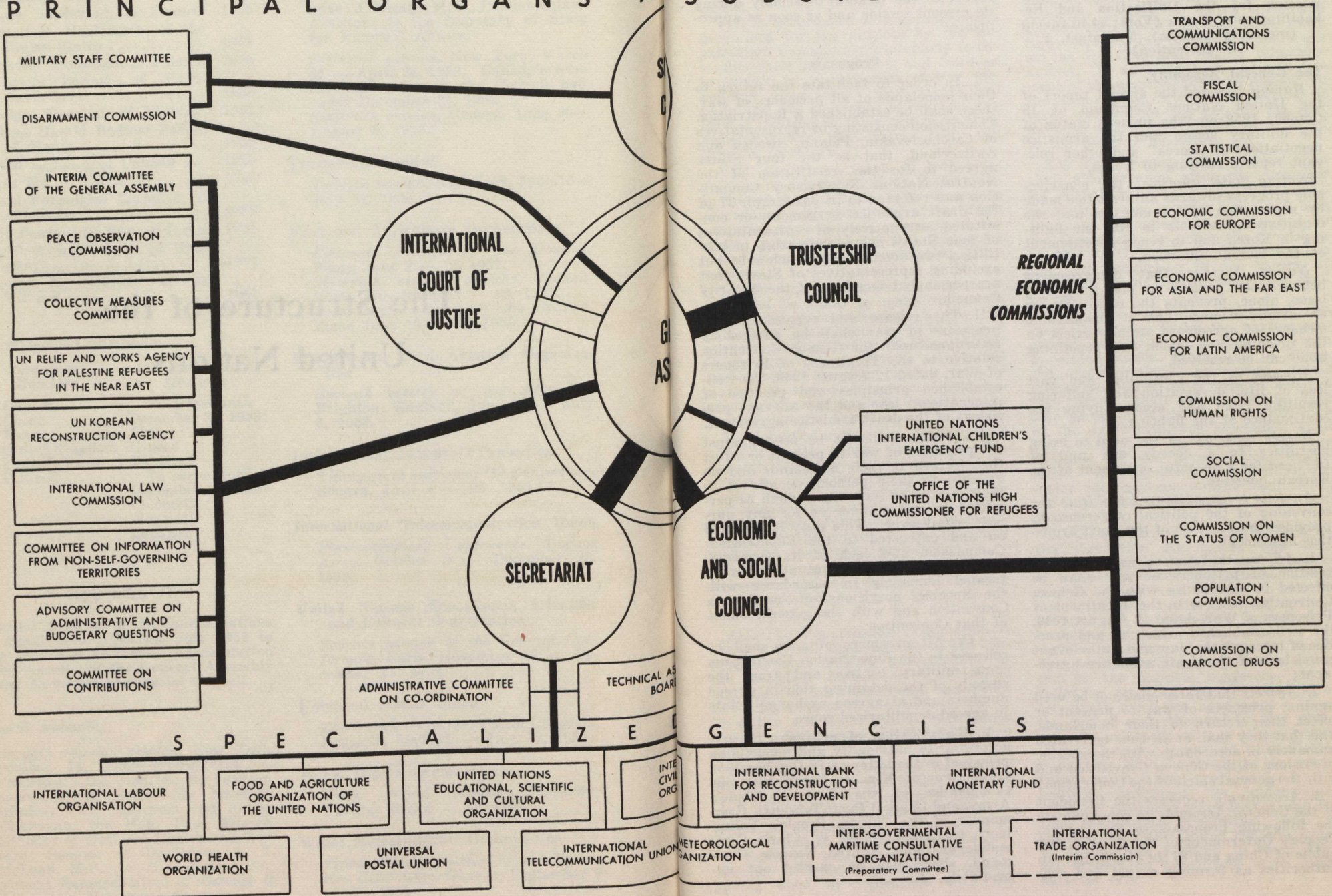
*Third annual meeting of the Executive Committee*, Geneva, September 9 — 27, 1952.

# The Structure of the United Nations



# ORGANS OF THE UNITED NATIONS

PRINCIPAL ORGANS AND SUBSIDIARY BODIES



### Appendix III

General Assembly Resolution No. 610 (VII) of December 3, 1952: Korea: reports of the United Nations Commission for the Unification and Rehabilitation of Korea (Vote: 54 in favour (including Canada), 5 against, 1 abstention).

#### The General Assembly,

*Having received* the special report of the United Nations Command of 18 October 1952 on "the present status of the military action and the armistice negotiations in Korea" and other relevant reports relating to Korea,

*Noting with approval* the considerable progress towards an armistice made by negotiation at Panmunjom and the tentative agreements to end the fighting in Korea and to reach a settlement of the Korean question,

*Noting further* that disagreement between the parties on one remaining issue, alone, prevents the conclusion of an armistice and that a considerable measure of agreement already exists on the principles on which this remaining issue can be resolved,

*Mindful* of the continuing and vast loss of life, devastation and suffering resulting from and accompanying the continuance of the fighting,

*Deeply conscious* of the need to bring hostilities to a speedy end and of the need for a peaceful settlement of the Korean question,

*Anxious to expedite and facilitate* the convening of the political conference as provided in article 60 of the draft armistice agreement,

1. *Affirms* that the release and repatriation of prisoners of war shall be effected in accordance with the Geneva Convention relative to the Treatment of Prisoners of War, dated 12 August 1949, the well-established principles and practice of international law and the relevant provisions of the draft armistice agreement;

2. *Affirms* that force shall not be used against prisoners of war to prevent or effect their return to their homelands, and that they shall at all time be treated humanely in accordance with the specific provisions of the Geneva Convention and with the general spirit of the Convention;

3. *Accordingly requests* the President of the General Assembly to communicate the following proposals to the Central People's Government of the People's Republic of China and to the North Korean authorities as forming a just and rea-

sonable basis for an agreement so that an immediate cease-fire would result and be effected; to invite their acceptance of these proposals and to make a report to the General Assembly during its present session and as soon as appropriate:

#### Proposals

I. In order to facilitate the return to their homelands of all prisoners of war, there shall be established a Repatriation Commission consisting of representatives of Czechoslovakia, Poland, Sweden and Switzerland, that is, the four States agreed to for the constitution of the Neutral Nations Supervisory Commission and referred to in paragraph 37 of the draft armistice agreement, or constituted, alternatively, of representatives of four States not participating in hostilities, two nominated by each side, but excluding representatives of States that are permanent members of the Security Council.

II. The release and repatriation of prisoners of war shall be effected in accordance with the Geneva Convention relative to the Treatment of Prisoners of War, dated 12 August 1949, the well-established principles and practice of international law and the relevant provisions of the draft armistice agreement.

III. Force shall not be used against the prisoners of war to prevent or effect their return to their homelands and no violence to their persons or affront to their dignity or self-respect shall be permitted in any manner or for any purpose whatsoever. This duty is enjoined on and entrusted to the Repatriation Commission and each of its members. Prisoners of war shall at all times be treated humanely in accordance with the specific provisions of the Geneva Convention and with the general spirit of that Convention.

IV. All prisoners of war shall be released to the Repatriation Commission from military control and from the custody of the detaining side in agreed numbers and at agreed exchange points in agreed demilitarized zones.

V. Classification of prisoners of war according to nationality and domicile as proposed in the letter of 16 October 1952 from General Kim Il Sung, Supreme Commander of the Korean People's Army, and General Peng Teh-huai, Commander of the Chinese People's Volunteers, to General Mark W. Clark, Commander-in-Chief, United Nations Command, shall then be carried out immediately.

VI. After classification, prisoners of war shall be free to return to their homelands forthwith, and their speedy return shall be facilitated by all parties concerned.

VII. In accordance with arrangements prescribed for the purpose by the Repatriation Commission, each party to the conflict shall have freedom and facilities to explain to the prisoners of war "depending upon them" their rights and to inform the prisoners of war on any matter relating to their return to their homelands and particularly their full freedom to return.

VIII. Red Cross teams of both sides shall assist the Repatriation Commission in its work and shall have access, in accordance with the terms of the draft armistice agreement, to prisoners of war while they are under the temporary jurisdiction of the Repatriation Commission.

IX. Prisoners of war shall have freedom and facilities to make representations and communications to the Repatriation Commission and to bodies and agencies working under the Repatriation Commission, and to inform any or all such bodies of their desires on any matter concerning themselves, in accordance with arrangements made for the purpose by the Commission.

X. Notwithstanding the provisions of paragraph III above, nothing in this Repatriation Agreement shall be construed as derogating from the authority of the Repatriation Commission (or its authorized representatives) to exercise its legitimate functions and responsibilities for the control of the prisoners under its temporary jurisdiction.

XI. The terms of this Repatriation Agreement and the arrangements arising therefrom shall be made known to all prisoners of war.

XII. The Repatriation Commission is entitled to call upon parties to the conflict, its own member governments, or the Member States of the United Nations for such legitimate assistance as it may require in the carrying out of its duties and tasks and in accordance with the decisions of the Commission in this respect.

XIII. When the two sides have made an agreement for repatriation based on these proposals, the interpretation of that agreement shall rest with the Repatriation Commission. In the event of disagreement in the Commission, majority decisions shall prevail. When no majority decision is possible, an umpire agreed upon in accordance with the

succeeding paragraph and with article 132 of the Geneva Convention of 1949 shall have the deciding vote.

XIV. The Repatriation Commission shall at its first meeting and prior to an armistice proceed to agree upon and appoint the umpire who shall at all times be available to the Commission and shall act as its Chairman unless otherwise agreed. If agreement on the appointment of the umpire cannot be reached by the Commission within the period of three weeks after the date of the first meeting this matter should be referred to the General Assembly.

XV. The Repatriation Commission shall also arrange after the armistice for officials to function as umpires with inspecting teams or other bodies to which functions are delegated or assigned by the Commission or under the provisions of the draft armistice agreement, so that the completion of the return of prisoners of war to their homelands shall be expedited.

XVI. When the Repatriation Agreement is acceded to by the parties concerned and when an umpire has been appointed under paragraph 14 above, the draft armistice agreement, unless otherwise altered by agreement between the parties, shall be deemed to have been accepted by them. The provisions of the draft armistice agreement shall apply except in so far as they are modified by the Repatriation Agreement. Arrangements for repatriation under this agreement will begin when the armistice agreement is thus concluded.

XVII. At the end of ninety days, after the Armistice Agreement has been signed, the disposition of any prisoners of war whose return to their homelands may not have been effected in accordance with the procedure set out in these proposals or as otherwise agreed, shall be referred with recommendations for their disposition, including a target date for the termination of their detention to the political conference to be called as provided under article 60 of the draft armistice agreement. If at the end of a further thirty days there are any prisoners of war whose return to their homelands has not been effected under the above procedures or whose future has not been provided for by the political conference, the responsibility for their care and maintenance and for their subsequent disposition shall be transferred to the United Nations, which in all matters relating to them shall act strictly in accordance with international law.

## Appendix IV

### Summary Statement by the Secretary-General on Matters of Which the Security Council is Seized and on the Stage Reached in Their Consideration (U.N. Document S/2981 April 6, 1953).

Pursuant to rule 11 of the provisional rules of procedure of the Security Council, the Secretary-General submits the following statement on matters of which the Security Council is seized and the stage reached in their consideration on 4 April 1953.

1. The Iranian question (see S/1456).
2. Special agreements under Article 43 and the organization of armed forces made available to the Security Council (see S/1456).
3. Rules of procedure of the Security Council (see S/1456).
4. Statute and rules of procedure of the Military Staff Committee (see S/1456).
5. The regulation and reduction of conventional armaments and armed forces (see S/1456 and S/2527).
6. Appointment of a Governor for the Free Territory of Trieste (see S/1456).
7. The Egyptian question (see S/1456).
8. The Indonesian question (see S/1456).
9. Voting procedure in the Security Council (see S/1456).
10. Procedure in application of Articles 87 and 88 of the Charter with regard to the Pacific Islands under strategic trusteeship of the United States of America (see S/1456).
11. Applications for membership (see S/1456), S/2451 and S/2679).
12. The Palestine question (see S/1456, S/1864, S/1878, S/1904, S/1912, S/2104, S/2114, S/2150, S/2164, S/2268, S/2280, S/2303, and S/2325).
13. The India-Pakistan question (see S/1456, S/1463, S/1472, S/1479, S/2025, S/2058, S/2070, S/2132, S/2416, S/2527, S/2845 and S/2890).
14. The Czechoslovak question (see S/1456).
15. The question of the Free Territory of Trieste (see S/1456).
16. The Hyderabad question (see S/1456).
17. Identic notifications dated 29 September 1948 from the Governments of the French Republic, the United Kingdom and the United States of America to the Secretary-General (see S/1456).
18. International control of atomic energy (see S/1456).
19. Complaint of armed invasion of Taiwan (Formosa) (see S/1774, S/1785, S/1831, S/1912 and S/1928).
20. Complaint of bombing by air forces of the territory of China (see S/1774, S/1785, S/1803 and S/1811).
21. Complaint of failure by the Iranian Government to comply with provisional measures indicated by the International Court of Justice in the Anglo-Iranian Oil Company case (see S/2364 and S/2398).
22. Question of appeal to States to accede to and ratify the Geneva Protocol of 1925 for the prohibition of the use of bacterial weapons (see S/2679 and S/2687).
23. Question of request for investigation of alleged bacterial warfare (see S/2687 and S/2693).
24. Question of the recommendation for the appointment of the Secretary-General (see S/1851, S/1864, S/1878, S/1888, S/2957, S/2963 and S/2974).

At the 617th meeting of the Security Council, held in private on 31 March 1953, the representative of France proposed that the Council recommend to the General Assembly the appointment of Mr. Dag Hammarskjöld, Swedish Minister of State, as Secretary-General of the United Nations. This proposal was adopted by a vote of ten in favour and none against, with one abstention. The Council's recommendation was transmitted to the President of the General Assembly, and the President of the Council addressed a cable to Mr. Hammarskjöld informing him of the recommendation and expressing the Council's earnest hope that he would agree to accept the appointment if it were made by the General Assembly.

## Appendix V

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

Organization	Administrative Budgets				Canadian Assessments			
	1950 (Actual Expenditures)	1951	1952 (Appropriations)	1953 (Gross)	1950	1951	1952	1953
	(In Thousands of United States Dollars.) <sup>2</sup>							
United Nations.....	43,746	48,628	48,097	48,328	1,059	1,413	1,438	1,459
Food and Agriculture Organization.....	4,505	4,581	5,250	5,250	225	205	237	247
International Civil Aviation Organization.....	2,991	3,172	3,266	3,259	113	115	128	139
International Labour Organization.....	5,267	5,585	6,300	6,301	233	241	239	257
International Refugee Organization.....	4,500 <sup>3</sup>	4,538 <sup>4</sup>	—	—	144	80	—	—
International Telecommunication Union.....	995	978	1,214	1,229	34	49	30	43
United Nations Educational Scientific and Cultural Organization.....	7,163	7,989	8,718	9,018	279	307	319	302
Universal Postal Union.....	302	354	336	462	9	8	9	12
World Health Organization.....	6,108	6,259	9,078	9,833	221	218	260	269
World Meteorological Organization.....	—	186 <sup>5</sup>	272	360	—	5	7	7
	75,577	82,270	82,531	84,040	2,317	2,641	2,667	2,735

<sup>1</sup>Exclusive of the International Bank for Reconstruction and Development and the International Monetary Fund, whose operations are financially self-sustaining. In comparing 1952 appropriations and assessments with those for 1951, it should be noted that the International Refugee Organization went out of existence at the end of 1951.

<sup>2</sup>Since the budgets of most organizations are expressed in United States dollars all amounts in the above table are shown in that currency for purposes of comparison.

<sup>3</sup>For year ending June 30, 1950.

<sup>4</sup>For period July 1, 1950 to September 30, 1951.

<sup>5</sup>World Meteorological Organization began operating on April 4, 1951.

## Appendix VI

Budget Appropriations of the United Nations for the  
Financial Year 1953.

<i>Section</i>		<i>Dollars (US)</i>
	<b>PART I</b>	
1.	The General Assembly, commissions and committees .....	603,400
2.	The Security Council, commissions and committees .....	—
3.	The Economic and Social Council, commissions and committees.	263,200
	(a) Permanent Central Opium Board and Narcotic Drugs	
	Supervisory Body .....	20,000
	Regional Economic Commissions .....	96,000
4.	The Trusteeship Council, commissions and committees .....	59,900
	<b>PART II</b>	
5.	Investigations and inquiries .....	2,140,700
	(a) United Nations Field Service .....	546,200
	<b>PART III</b>	
6.	Executive Office of the Secretary-General .....	458,600
	(a) Library .....	475,000
7.	Department of Political and Security Council Affairs .....	769,200
8.	Military Staff Committee Secretariat .....	137,000
9.	Technical Assistance Administration .....	386,700
10.	Department of Economic Affairs .....	2,304,000
11.	Department of Social Affairs .....	1,749,500
12.	Department of Trusteeship and Information from Non-Self- Governing Territories .....	950,000
13.	Department of Public Information .....	2,755,000
14.	Department of Legal Affairs .....	459,400
15.	Conference and General Services .....	9,721,600
16.	Administrative and Financial Services .....	1,604,900
17.	Common Staff Costs .....	4,521,000
18.	Common Services .....	3,831,600
19.	Permanent Equipment .....	247,550
	<b>PART IV</b>	
20.	United Nations Office at Geneva (including direct costs, joint secretariat of the Permanent Central Opium Board and Drugs Supervisory Body) .....	4,470,400
	(a) Office of United Nations High Commissioner for Refugees.	650,000
	<b>PART V</b>	
21.	Information Centres (other than information services in Geneva) .....	862,300
	<b>PART VI</b>	
22.	Economic Commission for Asia and the Far East .....	1,030,000
23.	Economic Commission for Latin America .....	866,000
	<b>PART VII</b>	
24.	Hospitality .....	20,000



## PART VIII

25. Official Records (including Permanent Central Opium Board and Drug Supervisory Body) .....	764,000
26. Publications .....	815,200

## PART IX

27. Social activities .....	768,500
28. Economic development .....	479,400
29. Public administration .....	145,000

## PART X

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
(a) Headquarters Construction Costs .....	1,000,000

## PART XI

32. The International Court of Justice .....	630,800
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PART XII (*Deduct*)

33. Global reduction to be achieved in various sections of the budget.-(423,850)	
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Grand Total.....48,327,700

## Appendix VII

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

## FISCAL YEAR 1953

	United Nations	FAO	ICAO <sup>1</sup>	ILO	UNESCO	WHO <sup>1</sup>	WMO <sup>1</sup>
United States of America.....	35.12	30.00	27.00	25.00	33.33	33.33	11.89
United Kingdom.....	10.30	15.03	8.93	12.79	11.04	10.74	6.44
U.S.S.R.....	12.28	—	—	—	—	5.93 <sup>2</sup>	4.46
France.....	5.75	6.70	5.73	7.49	6.17	5.61	4.96
China.....	5.62	—	—	3.04	6.03	5.61 <sup>2</sup>	2.48
India.....	3.45	5.18	3.47	4.13	3.70	3.04	3.17
Canada.....	3.30	4.76	4.93	3.98	3.54	2.99	2.48
Australia.....	1.75	2.00	3.47	2.35	1.88	1.77	1.98
Sweden.....	1.65	2.11	2.27	2.17	1.77	1.55	1.98
Argentina.....	1.45	1.83	2.40	2.18	1.55	1.73	2.48
Brazil.....	1.45	1.52	2.60	2.22	1.55	1.73	2.48
Belgium.....	1.37	1.78	2.13	1.72	1.47	1.26	1.98
Netherlands.....	1.25	1.70	2.87	1.37	1.34	1.31	1.98
Union of South Africa.....	.83	.95	1.67	1.28	0.89	1.04	1.98

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 Telecommunications 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.

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

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

## Appendix VIII

### United Nations Documents

Printed documents of the United Nations may be obtained in Canada at the following addresses: Agents: the Ryerson Press, 299 Queen St. W., Toronto; 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; Winnipeg Bookstore, 493 Portage Avenue, Winnipeg. 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 IX

### Publications of the Department of External Affairs

The following is a list of publications relating to the United Nations and the Specialized Agencies, issued by the Department of External Affairs during 1952 and 1953.

1. *Canada and the United Nations, 1951-1952*, 165 pp.; printed, Queen's Printer, Ottawa, Canada; 50 cents. (Editions for the years 1947, 1948, 1949, and 1950 are still available from the Queen's Printer at 50 cents each).
2. *Statements and Speeches*
  - 52/39 Statement at the Seventh Session of the General Assembly of the United Nations.
  - 52/47 The United Nations, its Practical Work and Achievements.
  - 52/49 Statement at UNESCO Conference.
  - 52/51 Address delivered at the dinner of the American Association for the United Nations.
  - 52/53 Indian Resolution on Korea.
  - 52/54 Report to Parliament.
  - 52/55 Adjournment of the Seventh Session of the United Nations General Assembly.
  - 52/56 Tunisia.
  - 52/58 Human Rights.
  - 53/4 United Action for Peaceful Progress.
  - 53/10 The United Nations and What it Stands For.
  - 53/12 The Korean Question.
  - 53/16 Renewed Efforts for World Peace.
  - 53/19 Disarmament.
3. *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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